

Model Curriculum, Content and Andragogy

for Capacity Building of
State Government Officials on
the Sevottam Model and
Grievance Redressal



Ministry of Personnel, Public Grievances & Pensions
Department of Administrative Reforms and Public Grievances

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on the Sevottam Model and Grievance Redressal

July 2025



Administrative Staff College of India (ASCI)
Hyderabad, Telangana

in knowledge partnership with



Ministry of Personnel, Public Grievances & Pensions
Department of Administrative Reforms and Public Grievances

DISCLAIMER

The content is exclusively intended for academic purposes, assisting and enhancing teaching and learning.

The Modules and sub-modules are developed from authentic sources to the best of our knowledge. The data, including text, images, learning activities and other representations, have been duly cited either in-text and/or in references. Although extreme caution has been exercised in making the content error-free and providing citations and references, the study teams or the affiliating institutions are not responsible for any errors or discrepancies that may have crept in.

It is reiterated that this content was developed solely for teaching and learning purposes. The instructors and learners are advised to utilise the references and additional readings for further study.

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PREFACE

Improving the quality of the Sevottam capacity-building programmes for government officers and officials of states and Union Territories (UTs) in India has been identified as one of the 10-Step Reforms to effective and quality grievance redressal. This is in alignment with the Hon'ble Prime Minister's directives, as discussed during the PRAGATI review meeting in December 2024, under which the Department of Administrative Reforms and Public Grievances (DARPG), GoI, has deepened the CPGRAMS 10-Step Reforms with a focus on enhancing the quality of grievance redressal and improving citizen satisfaction. Additionally, the 127th Report of the Parliamentary Standing Committee examined the subject of effective redressal of public grievances between 2021 and 2023, emphasising the need for the quality of grievance redressal rather than the quantity.

DARPG, GoI, as the nodal agency for citizen-centric administrative reforms and public grievances, has been funding the Sevottam capacity-building programmes being offered by the state/ UT Administrative Training Institutes (ATIs) across the country. The officers and officials of state and UT governments are being trained to sensitise them and build their capacities in public service delivery, grievance redressal, and other aspects, enabling them to deliver services to citizens and address their grievances effectively. In this context, as part of the 10-Step Reforms and the enhanced focus on improving the quality of grievance redressal, DARPG proposed standardising the Sevottam capacity-building programmes and providing holistic training that blends theoretical and practical aspects of grievance redressal. Accordingly, a Model Curriculum, Content and Andragogy has been developed by the Administrative Staff College of India (ASCI), Hyderabad, in knowledge partnership with DARPG, GoI.

This Model Curriculum, Content, and Andragogy aims to serve as a comprehensive framework outlining the essential knowledge, skills, and competencies to ensure a learner-centred training experience that encourages both theoretical and practical skills. It is accordingly devised for one and two days, incorporating both theoretical and practical sessions, to cater to the different levels of officials handling grievances at various levels with focus on four Modules: (1) Good Governance and Citizen-Centric Administration, (2) Sevottam Framework for Service Delivery, (3) Karmayogi Competency Model for Public Officials, and (4) Behavioural Skills for Public Officials, which are further divided into sub-modules. Each of the Sub-Modules consists of Learning Outcomes, complemented by the contents of the sub-module, which include case studies, role-plays, brainstorming, reflections, collaborative activities, simulations, and other practical learning experiences, as well as references and Quizzes. The content and andragogy are developed by subject matter experts in alignment with the objectives of the Sevottam Training Programmes to provide a structured outline with clearly defined learning outcomes.

While the ATIs are encouraged to tailor the model curriculum to meet the respective training needs and profiles of participants, they must incorporate the key components of

each module and adopt andragogy to ensure hands-on and experience-based learning, and comprehensive coverage of the topics. The ATIs are free to exercise flexibility in contextualising these modules to their respective priorities. For sessions on state-specific (Right to Service (RTS) Acts, State Grievance Redressal portals) and other domain-specific aspects, the ATIs are mandated to design, develop, and deliver content in adherence to the suggested guidelines and andragogy.

डॉ. जितेन्द्र सिंह

राज्य मंत्री (स्वतंत्र प्रभार),
विज्ञान और प्रौद्योगिकी मंत्रालय,
पृथ्वी विज्ञान मंत्रालय,
राज्य मंत्री प्रधान मंत्री कार्यालय,
कार्मिक, लोक शिकायत तथा पेंशन मंत्रालय,
परमाणु उर्जा विभाग तथा अंतरिक्ष विभाग,
भारत सरकार



MESSAGE

DR. JITENDRA SINGH

Minister of State (Independent Charge),
Ministry of Science & Technology,
Ministry of Earth Sciences,
Minister of State, Prime Minister's Office,
Ministry of Personnel, Public Grievances and Pensions,
Department of Atomic Energy & Department of Space,
Government of India

Hon'ble Prime Minister, Shri Narendra Modi ji, has accorded the highest priority for citizen empowerment through effective grievance redressal using technology platforms. In alignment with this priority, the 10-Step CPGRAMS reforms have been revolutionising grievance redressal by drastically reducing timelines and improving the quality of responses of the government officials. One of the major steps of this reform process focuses on capacity building of the government officials for enhancing the quality of grievance redressal across the country. This also aligns with Mission Karmayogi, which aims at transforming the civil service to address the changing needs of governance and enhance government-citizen interaction.

The Sevottam Training Programmes, offered by the Administrative Training Institutes (ATIs) across the country, are being funded by the Department of Administrative Reforms and Public Grievances (DARPG), Government of India. Realising the need for improving the quality of the training programmes for more effective grievance redressal and to ensure synergy between the programmes, the Model Curriculum, Content, and Andragogy has been developed for the public officials. This aims to serve as a comprehensive framework outlining the essential knowledge, skills, and competencies to ensure a learner-centred training experience that encourages both theoretical and practical skills.

This capacity building of government officials for efficient and effective public service delivery at various levels is a pivotal step towards bridging the gap between citizens and the government and marching forward to achieve Viksit Bharat 2047.

(Dr. Jitendra Singh)

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DEPARTMENT OF ADMINISTRATIVE REFORMS & PUBLIC GRIEVANCES
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Message

The DARPG has been implementing the Sevottam Scheme for the training of the Grievance Redressal Officers (GROs) of the States/UTs through the Administrative Training Institutes (ATIs). The Scheme has been further realigned to address the new demands and requirements of the next generation CPGRAMS. Further realising the need for synergy in the training content and approach across the ATIs to achieve the overarching goal of improved grievance redressal, DARPG, in collaboration with the Administrative Staff College of India (ASCI), Hyderabad, has developed this Model Curriculum, Content and Andragogy for capacity building programs under Sevottam. This is based on consultations with various stakeholders and Training Needs Assessment (TNA) of participants from the Sevottam Training Programmes across different ATIs.

I am confident that the inputs and insights shared in this Model Curriculum, Content and Andragogy will enable the ATIs of the States/UTs across the country to further enhance the quality of the Sevottam Training Programmes.

(V.Srinivas)

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MODEL OUTLINE FOR ONE-DAY TRAINING PROGRAMME ON SEVOTTAM (TENTATIVE)-FOR THE SENIOR-LEVEL AND MID-LEVEL FUNCTIONARIES

Time	Topic	Andragogy
09:30- 10:00	Sevottam for Public Officials- From Karamcharis to Karmayogis	✦ Motivational Learning
10:00-10:45	Sevottam for citizen-centric public service delivery	✦ Instructor-led ✦ Real cases ✦ Short films
10:45-11:00	Tea Break	
11:00-11:30	Introduction to Grievance Redressal & CPGRAMS	✦ Instructor-led
11:30 - 13:00	State Grievance Redressal Portal	✦ Hands-on session ✦ Collaborative learning
13:00- 13:15	Question & Answer Session	✦ Interaction
13:15-14:00	Lunch	
14:00-15:15	Small Steps, Big Impact: Becoming change-agents in public service delivery	✦ Role-Playing ✦ Problem-centred approach ✦ Group Activities ✦ Interactions and discussions
15:15 - 15:30	Question & Answer Session	
15:30- 15:45	Tea Break	
15:45 - 16:30	Resolving a citizen's grievance the Karmayogi way	✦ Simulation
16:30 - 16:45	Quiz	Multiple-choice Quiz
16:45 - 17:00	Feedbacks	

MODEL OUTLINE FOR TWO-DAY TRAINING PROGRAMME ON SEVOTTAM (TENTATIVE)-JUNIOR-LEVEL FUNCTIONARIES

DAY 1		
Time	Topic	Andragogy
09:30 – 10:00	Sevottam for Public Officials-From Karamcharis to Karmayogis	✦ Motivational Learning
10:00-10:45	Sevottam for citizen-centric public service delivery	✦ Instructor-led ✦ Real cases ✦ Short films
10:45- 11:00	Tea Break	
11:00-11:30	Introduction to Grievance Redressal & CPGRAMS	✦ Instructor-led
11:30 – 13:00	State Grievance Redressal Portal- Introduction and Working	✦ Hands-on session ✦ Collaborative learning
13:00- 13:15	Question & Answer Session	✦ Interaction
13:15 – 14:00	Lunch	
14:00 – 15:00	State Grievance Redressal Portal- Technical Session	✦ Role-Play ✦ Problem-centred approach ✦ Group Activities ✦ Interactions and discussions
15:00 – 15:15	Tea Break	
15:15- 16:30	State Grievance Redressal Portal- Technical Session	✦ Role-Playing ✦ Problem-centred approach ✦ Group Activities ✦ Interactions and discussions
16:30 – 16:45	Quiz	Multiple-choice Online Quiz

DAY 2		
Time	Topic	Andragogy
09:30 - 13:00	Visit the nearest CSC/ Government Office/ Grievance Redressal Mela hosted by the district.	<ul style="list-style-type: none"> ✦ Field Visit ✦ Experiential Learning
13:00 - 14:00	Lunch	
14:00 -15:00	Small Steps, Big Impact: Becoming change-agents in public service delivery	✦ Interaction
15:00 - 15:15	Tea Break	
15:15-16:30	Small Steps, Big Impact: Becoming change-agents in public service delivery	✦ Simulation
16:30 - 16:45	Quiz	Multiple-choice Online Quiz using online platforms.
16:45 - 17:00	Feedback and Valedictory	

SEVOTTAM TRAINING FOR STATE PUBLIC OFFICIALS—AN OVERVIEW OF THE SEVOTTAM TRAINING MODULE

S. No.	Module	Sub-modules
1.	Good Governance and Citizen-Centric Administration	<ol style="list-style-type: none"> 1. Good Governance 2. Citizen-centric Administration 3. Public Service Ethics
2.	Sevottam Framework for Service Delivery	<ol style="list-style-type: none"> 1. Sevottam Framework 2. Right to Service (RTS) Acts 3. Centralised Public Grievance Redressal Management System (CPGRAMS) 4. CPGRAMS- Technical/ Hands-on 5. State Grievance Redressal Portal 6. State Grievance Redressal Portal- Technical/ Hands-on
3.	Karmayogi Competency Model for Public Officials	<ol style="list-style-type: none"> 1. Karmayogi Competency Model for Modern Governance 2. IT Skills for Documentation and Communication
4.	Soft and technical skills for quality and timely redressal of public grievances, including training in handling grievances on the CPGRAMS/ State grievance portal	<ol style="list-style-type: none"> 1. Empathy in addressing the public grievances 2. Attitudes & Behaviour in addressing the public grievances 3. Listening skills in addressing public grievances 4. Coaching & Counselling skills – in addressing the public grievances 5. Interpersonal communication skills in addressing the public grievances 6. Feedback skills in addressing public grievances

In addition to the modules and sub-modules provided in this volume, the State ATIs are encouraged to design and develop additional ones to suit the local needs. Some of them can include sessions on:

- ▶ Introduction to Bureau of Indian Standards (BIS) under the Sevottam Module
- ▶ Process of securing BIS certification for government offices
- ▶ Any other modules on a need-basis



1

MODULE

GOOD GOVERNANCE AND CITIZEN-CENTRIC ADMINISTRATION



GOOD GOVERNANCE

CONTENTS

- Learning Outcomes
- Introduction
- What is good governance?
- Significance of Good Governance
- Principles of Good Governance
- Good Governance in the Indian context
- Challenges to Good Governance
- Conclusion
- References
- Quiz

LEARNING OUTCOMES

At the end of the Session, the participants will be able to:

- ▶ Define good governance and the principles of good governance
- ▶ Summarise the key features of good governance
- ▶ Illustrate the challenges to good governance in day-to-day administration
- ▶ Examine the role of various institutions in promoting good governance
- ▶ Formulate a checklist to deliver public services and to resolve grievances through good governance mechanisms

INTRODUCTION

Good Governance emerged in the public policy lexicon in India as an essential part of governance in the late 1990s. Various developments in India's social, political, and technological landscapes have resulted in an increased interest in the study and practice of governance. In this context, issues of governance became a matter of concern for researchers and policymakers. International aid agencies also began to focus on the governance of countries, as the lack of proper governance structures had become a hindrance to social and economic development. It was also during this period that there was a shift in emphasis from government to governance. In the global context, good governance has become a buzzword, often discussed in conjunction with efficient public service delivery, anti-corruption, and sustainable development. It is observed that countries with high governance indices typically have higher levels of trust in government, better socio-economic development, and thus better social outcomes. In this module, learners are provided with an overview of good governance and its various aspects, as well as the ways and means through which public officials can practice good governance at multiple levels.

WHAT IS GOOD GOVERNANCE?

The concept of good governance and its principles apply to the entire range of government activities, including policy formulation, resource management, timely execution of interventions, and engagement with the citizens. It is essential for public officials to function transparently and be accountable so that citizens receive their services in a time-bound and efficient manner, which will lead to maximised social, economic, and environmental benefits.

Why is it called good governance?

Was governance bad otherwise?

The answer is simple: It is termed "good" to differentiate it from the negative aspects of governance, like corruption and inefficiency. Therefore, it became a benchmark for how governance should be conducted. References to good governance can be found in ancient scriptures, such as the Bhagavad Gita and Kautilya's "Arthashastra", as well as in many other works.

Goal 16 of the Sustainable Development Goals (SDGs)- "Peace, Justice and Strong Institutions," deals with "promoting peaceful and inclusive societies, providing access to justice for all and building effective, accountable and inclusive institutions at all levels." It is pertinent to understand the concept of governance before attempting to define good governance.

WHAT IS GOVERNANCE?

As officials serving at various levels in the government, how do we define governance?

“Governance is the manner in which power is exercised in the management of a country’s economic and social resources for development.”

—World Bank in “Governance and Development,” 1992.

The Tenth Five-Year Plan (2002-2007) dedicated an entire chapter to governance, which emphasises the priorities of the government. Accordingly, governance is looked at as follows:

“Governance relates to the management of all such processes that, in any society, define the environment which permits and enables individuals to raise their capability levels on the one hand, and provide opportunities to realise their potential and enlarge the set of available choices, on the other. These processes, covering the political, social and economic aspects of life, impact every level of human enterprise, be it the individual, the household, the village, the region or the nation. It covers the State, civil society and the market, each of which is critical for sustaining human development. The State is responsible for creating a conducive political, legal and economic environment for building individual capabilities and encouraging private initiative.”

—Tenth Five-Year Plan (2002- 2007)

As a key institution of the state and society, governments are responsible for the welfare of the people. It is ensured and provided to them through various policies and programmes. It refers to the effective, transparent, accountable, and inclusive management of public resources and policies for the benefit of the citizens.

The World Bank, in its 1989 study on Sub-Saharan Africa, introduced the term “good governance.” Good Governance was referred to as a

“Public service that is efficient, a judicial system that is reliable and an administration that is accountable to its public.”

In his address to Africa in 1998, the former United Nations Secretary-General Kofi Annan stressed the significance of good governance. He called for political will to take “good governance seriously by ensuring respect for human rights and the rule of law, strengthening democratisation and promoting transparency and capability in public administration.”

Other international organisations, such as the United Nations Development Programme (UNDP) and the Organisation for Economic Cooperation and Development (OECD), have also provided their versions of governance. For instance, according to UNDP (1997),

“Good governance is, among other things, participatory, transparent and accountable. It is also effective and equitable. And it promotes the rule of law. Good governance ensures that political, social, and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision-making over the allocation of development resources.”

Accordingly, the four pillars of good governance, as outlined by the Second Administrative Reforms Commission (ARC) in its Twelfth Report on “Citizen Centric Administration” are as follows:

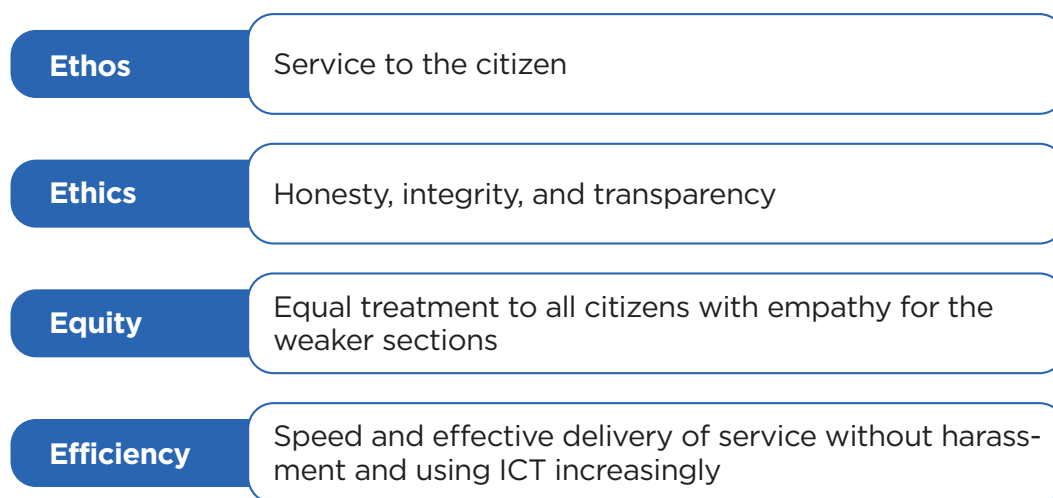


Figure 1: Four pillars of good governance according to the Second Administrative Reforms Commission (ARC)

Source: <https://darpg.gov.in/sites/default/files/ccadmin12.pdf>

We have thus seen that the definition and the concept of good governance have been evolving over the years. In the Indian context, too, good governance has been adopted as a practice by both central and state governments to ensure better governance and public service delivery for citizens.

SIGNIFICANCE OF GOOD GOVERNANCE

Good governance is essential in shaping the effectiveness of public administration and governance. In other words, there is a need for public officials at various levels to improve the way the governments function and cater to citizens. Thus, good governance is necessary for:

Building Trust

Good governance helps in building trust between the government and citizens. This is further facilitated by government officials who provide citizens with effective services. Lack of transparency and instances of corruption and inefficiency can lead to hindrances or breakdown of public trust, which further undermines the government's legitimacy. Only when there is trust is there a healthy relationship between the government and the citizens.

Allocating resources efficiently

When all the principles of good governance are adhered to by the government officials, it implies that the funds and resources are being utilised efficiently or optimally. This, in turn, leads to a better quality of service delivery of goods and services to the citizens.

ACTIVITY: BRAINSTORMING | TIME: 10 MINUTES

What is good governance, according to you?

List at least two ways in which good governance is essential in your day-to-day activities.

PRINCIPLES OF GOOD GOVERNANCE

Now that we have understood what good governance can mean to each of us, let us know the different principles of good governance. These principles are derived from various elements of good governance discussed by scholars and reports from multiple organisations. They help us understand how each contributes to achieving good governance in our daily lives, ensuring efficient public service delivery and a better experience for citizens.

As explained by UNDP in a Workshop on “*Governance for Sustainable Human Development*” (1997), good governance essentially has eight major characteristics, which are as follows:

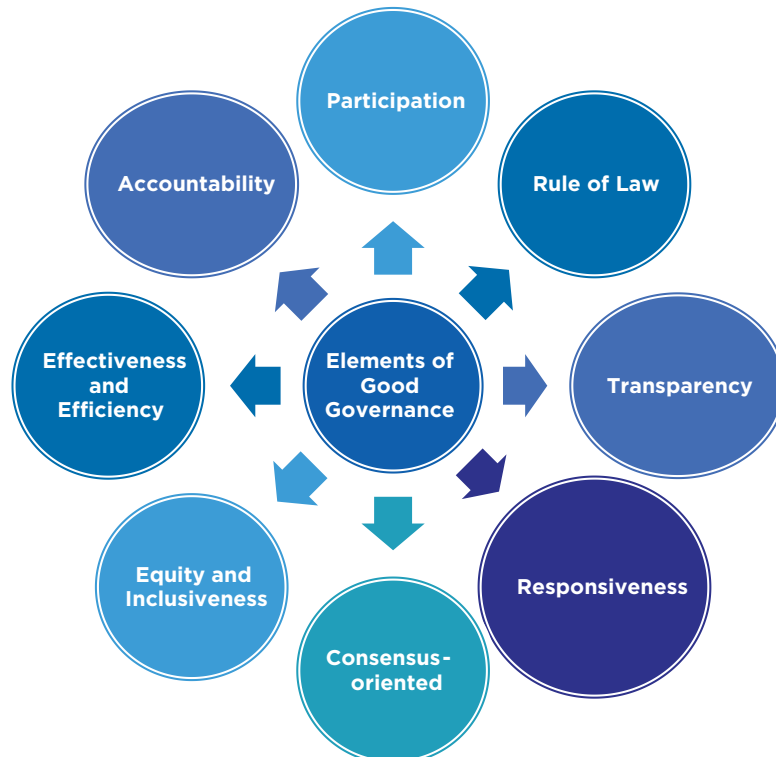


Figure : Principles of good governance

What do you understand from this?

It means that these are all the qualities that are required for achieving good governance in any government. Suppose we want to define a state or country as having good governance, then it must include all these characteristics. Now, let us look at what each of these characteristics is:

1. Accountability

Accountability emphasises how governments, civil society and corporations should be answerable to the public. According to the principle of good governance, there is a need for public officials to be answerable to the public for the decisions they make and the actions they perform. Accountability is possible when transparency and the rule of law are in place.

For example, suppose your department has received funds for carrying out a development activity. According to the principle of accountability, officials must provide clear and legible reports on how the funds were spent and ensure that the funds were used for the intended purposes in the development activity.

2. Transparency

Transparency ensures that all decisions and actions are in coordination with the rules and regulations. It also implies that information about all such things is easily accessible

to the public or those affected by the decisions and the actions. Another element of transparency is that information is provided to people in a way that they can understand and use it.

For example, transparency can be ensured by publishing budgets, sharing how resources were allocated, and monitoring their use by a government department.

3. Participation

This means that all the individuals, irrespective of their gender, should be able to participate in the processes of the government. People can participate directly or indirectly through representatives or institutions in the decision-making processes of the government.

For example, the Panchayat Raj Department in your state wants to introduce a new policy for the public. What can they do to ensure participation? They can organise public consultations to gather feedback from the local communities about their needs and preferences, and accordingly, make changes to the policy.

4. Rule of Law

By the Rule of Law, we mean that there should be fair legal frameworks for governance. It deals with the complete protection of human rights of all people. It emphasises impartial enforcement of laws, which includes an independent judiciary and an impartial police force.

For example, suppose you are dealing with a citizen who has an issue with their land. As state-level officials responsible for public service delivery, you must be familiar with the rules and due process to be followed by the law to help citizens.

5. Responsiveness

Public officials must respond to various stakeholders within a reasonable time frame. In other words, they need to be responsive to citizens regarding service delivery and grievance redressal and respond within the specified time limit.

For example, a citizen comes to your office and requests a service or has a grievance about an issue in their locality. According to this principle of good governance, officials must ensure that they respond to citizens and provide services or redress grievances in a timely and efficient manner.

6. Consensus-oriented

A country or society comprises many people and many viewpoints. As a characteristic of good governance, this feature ensures that all decisions of the government are made after broad agreement among all the stakeholders.

For example, consider a scenario wherein one of the villages needs a pucca road for commuting. However, a few of the houses of the people will be affected if the road is laid. What should the officials do? According to this good governance principle, officials should organise consultations with local villagers and relevant authorities and design and develop the road accordingly. By doing so, the interests of all the stakeholders can be considered and supported, and cooperation can also be sought.

7. Equity and inclusiveness

As a characteristic of good governance, equity and inclusiveness ensure that all individuals in a society or country are part of it and are not excluded from any of the processes. In other words, all groups, especially the most vulnerable and marginalised sections, are provided with opportunities to improve their well-being.

For example, an official has to ensure that women, minorities, and the differently abled are treated equally, and their needs and requests are addressed in a time-bound manner.

8. Effectiveness and Efficiency

Good governance requires processes and institutions to be effective in meeting the needs of society and to be efficient in utilising resources. Efficiency encompasses the sustainable use of natural resources and the protection of the environment.

For example, a state launches a programme to improve maternal health in rural areas. The effectiveness aspect of this element involves measuring the reduction in maternal mortality rates and the number of women receiving prenatal care at various levels. Similarly, efficiency involves ensuring that resources are used optimally by utilising the facilities provided to reach remote rural areas while minimising costs and maximising reach.

These eight characteristics put together contribute to achieving good governance. India, too, has been adopting the principles of good governance in its governance and administration since the 1990s.

ACTIVITY: CASE STUDY & DISCUSSION | TIME: 25 MINUTES

A hard copy of a Case on any aspect of governance or good governance may be distributed to the public officials of the training programme beforehand.

Give 5 minutes for the participants to read the Case.

GOOD GOVERNANCE IN INDIA

Governance in India is carried out at three levels-the central government, state governments, and the local level.

As mentioned earlier, good governance was introduced in India in the 1990s. Since then, numerous good governance initiatives have been introduced, starting with e-governance initiatives in the late 1990s and including the Citizens' Charters, rights-based legislations, CPGRAMS, and others. If one looks at the good governance initiatives in the country, one cannot fail to notice that they encompass constitutional values, ethical conduct of public officials, and citizen empowerment. Additionally, various institutional mechanisms, such as the Central Vigilance Commission, Right to Information (RTI) Commissions, Right to Service (RTS) Commissions, and the legislature and judiciary, play a pivotal role in promoting accountability and transparency.

Furthermore, numerous other initiatives have been introduced to promote the various aspects of good governance. For instance, since December 2014, December 25 is being observed as Good Governance Day or "Susasan Diwas" in our country to commemorate the birth anniversary of the Late Prime Minister Atal Bihari Vajpayee. In 2019, on December 25, the DARPG under the Ministry of Personnel, Public Grievances, and Pensions, Government of India (GoI), launched the Good Governance Index (GGI). It is a comprehensive index that ranks states and Union Territories (UTs) on various governance parameters. This index enables states and UTs to formulate and implement policies that improve their governance mechanisms and achieve better outcomes in public administration and human development.

ACTIVITY: REFLECTION | TIME: 10 MINUTES

Can each of you identify any government initiatives focusing on good governance?

It is evident that almost every government policy or programme includes one or all of the elements of good governance.

As we proceed further, here is a question:

Can good governance be achieved so easily?

Can the implementation of policies and programmes and the delivery of public services ensure good governance?

As public officials, do you think you can achieve good governance in your offices?

Yes, there are numerous challenges and issues to achieving good governance. The following section attempts to identify some of the challenges to good governance and addresses them.

CHALLENGES TO GOOD GOVERNANCE

1. Lack of Accountability and Transparency

As discussed in the previous section, transparency in providing information and being accountable in public service delivery are of utmost importance for ensuring good governance. However, many times, the public officials and the bureaucracy maintain opaque decision-making processes, weak grievance redressal mechanisms and minimal citizen engagement, which hampers effective governance. Although there are tools like RTI, the Grievance Redressal portal, and other citizen-centric initiatives, delays in providing information or services to citizens will inevitably lead to a lack of good governance.

2. Bureaucratic Inefficiency and Red Tape

An important hurdle to good governance is the inefficiency of public officials in delivering services. There may be several reasons for the inefficiencies, ranging from disinterest among public officials to issues with technology or procedural delays. The red tape not only slows down decision-making but also deters investments, undermines innovation, and frustrates citizens seeking public services.

3. Corruption

With corruption being a deeply rooted problem, it affects multiple levels of government and governance. Whether it is the issuance of licenses, allocation of resources, or implementation of welfare schemes, corrupt practices can hinder resource distribution, erode trust in institutions, and impact citizens, especially marginalised sections. Legislations like the Prevention of Corruption Act, 1988¹ and the Lokpal and Lokayuktas Act, 2013² have been introduced to fight corruption.

4. Digital Divide and Technological Gaps

While e-governance initiatives have expanded access to services, the digital divide between urban and rural areas limits their effectiveness. Many citizens, particularly in remote and underserved areas, lack digital literacy and access to reliable internet infrastructure, which prevents them from fully participating in governance processes.

1 It is an Act of the Parliament of India, which was enacted in 1988 to fight corruption in government agencies and public sector institutions. The Act consists of 5 chapters and 31 sections. The Act is available at https://www.indiacode.nic.in/bitstream/123456789/15302/1/pc_act_1988.pdf.

2 The Lokpal and Lokayuktas Act, 2013 calls for the establishment of multi-member anti-corruption bodies with the authority to investigate corruption allegations against high-ranking public officials. The Act is available at https://dopt.gov.in/sites/default/files/407_06_2013-AVD-IV-09012014_0.pdf.

ACTIVITY | TIME: 10 MINUTES

Based on the features and challenges, can you identify other challenges to good governance from your experience?

CONCLUSION

Good governance, thus, is an essential and fundamental concept of governance and public administration. The effective functioning of governance can lead to higher satisfaction levels among citizens, which in turn will result in a better quality of life for them. The governments and the public officials need to imbibe elements of good governance to provide better services to the citizens and ensure that the public good is achieved.

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QUIZ

1. Which of the following is NOT a principle of good governance?
 - a. Transparency
 - b. Rule of Law
 - c. Unethical decision making
 - d. Rule of Law
2. The Right to _____ Act, 2005 promotes transparency in India.
 - a. Data
 - b. Information
 - c. Public Service
 - d. Health
3. E-governance promotes the _____ aspect of good governance.
 - a. Delay
 - b. Secrecy
 - c. Decision-making
 - d. Efficiency
4. Which of the following is not ensured by good governance
 - a. Corruption
 - b. Responsiveness
 - c. Inclusivity
 - d. Participation
5. Which of the following organisations carries out administrative reforms and good governance practices in the country?
 - a. NITI Aayog
 - b. UPSC
 - b. DARPG
 - d. CAG

Answers to Quiz

1. c 2. b 3. d 4. a 5. c

CITIZEN-CENTRIC ADMINISTRATION

1.2

CONTENTS

- Learning Outcomes
- Introduction
- Citizen-centric Administration in India
- Challenges to Citizen- Centric Administration
- Conclusion
- References
- Quiz

LEARNING OUTCOMES

At the end of the Session, the participants will be able to:

- ▶ Describe the concept and principles of citizen-centric administration
- ▶ Discuss case studies illustrating citizen-centric practices in India
- ▶ Examine the key components of citizen-centric administration in India
- ▶ Identify challenges and suggest areas of improvement for citizen-centric administration
- ▶ Recommend ways in which citizen-centric administration can be ensured in the government offices

INTRODUCTION

Citizen-centric administration has emerged as a cornerstone of democratic and participatory governance in recent times across the globe. As the name suggests, the concept of citizen-

centric administration highlights the shift from bureaucratic rigidity and process orientation to a governance model that is transparent, accountable, efficient, responsive, and, most importantly, centred around the needs and expectations of citizens.

This module on citizen-centric administration explores the concept, its key components and its real-life applications in India. It also attempts to focus on the institutional mechanisms, challenges and the way forward for strengthening citizen-centric administration in India.

CITIZEN-CENTRIC ADMINISTRATION IN INDIA

ACTIVITY: ROLE PLAY EXERCISE | TIME: 20 MINUTES

The participants are divided into groups of five. A participant plays the role of a citizen approaching a government office (another group) for issues in service delivery (like PM Kisan card, delay in ration card delivery and sanitation issues, etc.).

A conversation happens between the citizen (from one group) and the government official (from another group), and they enact the typical conversation between the citizen and public officials.

This can be repeated with each of the groups having at least 3-5 scenarios.

After the role-play, the administrative challenges and citizen expectations can be discussed to highlight the role of citizens in the entire process and how various communication and soft skills play an instrumental role.

It is evident from **Activity 1** that the citizen has emerged as the centre of the whole governance and administration processes. In other words, as many scholars have noted, citizens are at the heart of governance in the present era. International organisations, such as the United Nations Development Programme (UNDP), the World Bank, and the Organisation for Economic Co-operation and Development (OECD) outline good governance as participatory, transparent, responsive, and inclusive, among other key features. Citizen-centric administration also operates on a similar framework that promotes good governance and its features.

In the Indian context, citizen-centric administration has become a groundbreaking aspect of governance mechanisms, particularly since the late 1990s. Historically, governance in India has been largely influenced by the colonial bureaucratic models, which were hierarchical and exercised control. Post-independence, the public administration and governance in India were characterised by a shift in this approach, wherein there was an increased focus on the welfare of citizens, decentralisation, and citizen engagement and participation.

Some of these trends can be traced to the Liberalisation, Privatisation, and Globalisation (LPG) reforms in India, which opened up the economy as well as governance reforms. Subsequently, many initiatives began to view citizens as the centre of administration and brought in administrative reforms through processes and technology, eventually contributing to citizen-centricity.

The Fundamental Rights and the Directive Principles of State Policy (DPSP) underscore the Indian Constitution's commitment to citizen welfare. The Fundamental Rights ensure equal protection, freedom, and dignity to all citizens of the country. Further, the DPSP act as a framework for the governments to provide adequate means of livelihood, equal pay and education to the people.

ACTIVITY: BRAINSTORMING | TIME: 10 MINUTES

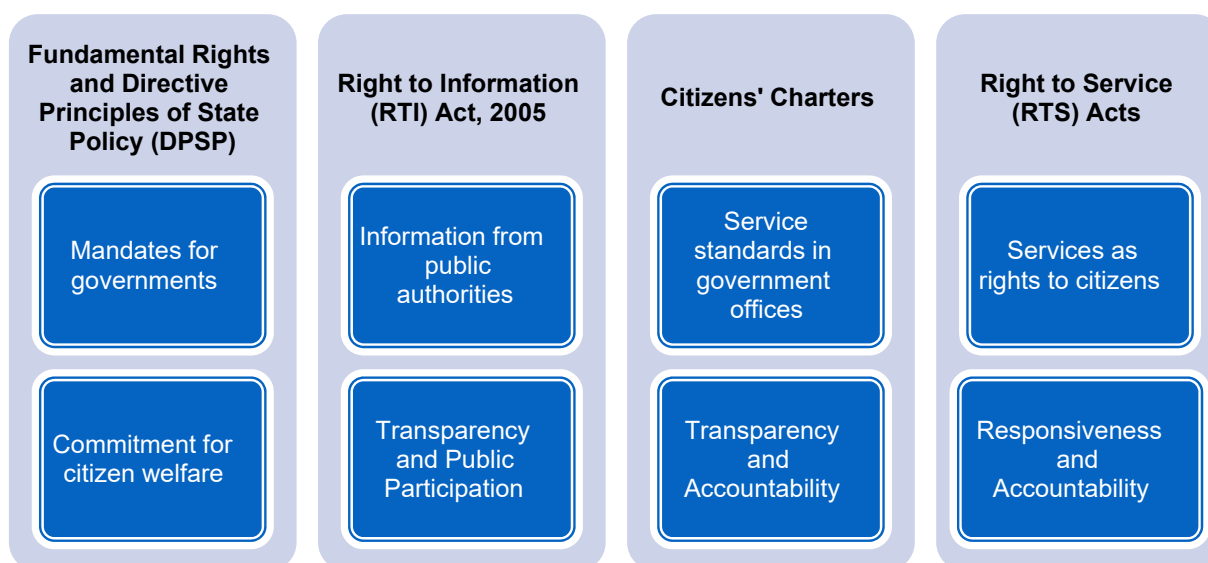
Now, can each of you point out other citizen-centric initiatives that have been introduced in our country? These initiatives can be state-level or central-level, which focus on citizen-centric administration.

The following are some constitutional provisions, e-governance initiatives, institutional mechanisms, local governance and decentralisation, social accountability initiatives and other recent trends in promoting citizen-centric administration in the country. As discussed in the **Activity**, various citizen-centric initiatives have been introduced to provide better services to citizens.

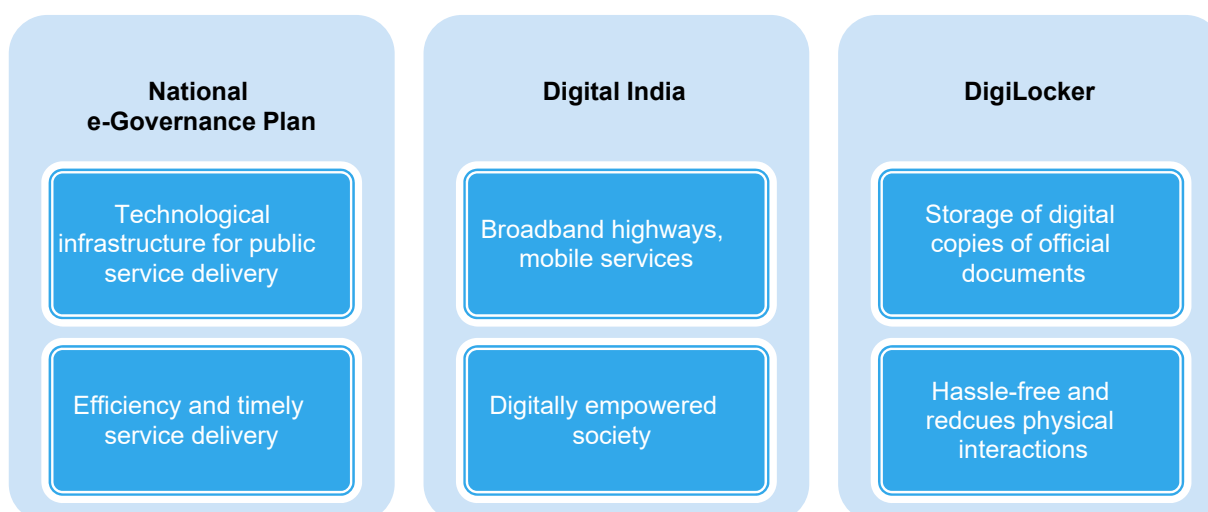
1. Legal and Constitutional Frameworks

- a. Fundamental Rights and Directive Principles of State Policy: Mandates for the government to commit to citizen welfare.
- b. Right to Information Act, 2005 (RTI): Empowers citizens with data and information from public authorities
- c. Citizens' Charters: Public declarations by government departments outlining service standards, timelines, responsibilities, and grievance mechanisms.
- d. Public Services Guarantee Acts: State-level legislations guaranteeing the delivery of certain public services within stipulated timeframes; officers are penalised for delays.

1. Constitutional/ Legal Provisions



2. E-Governance Initiatives



3. Institutional Mechanisms

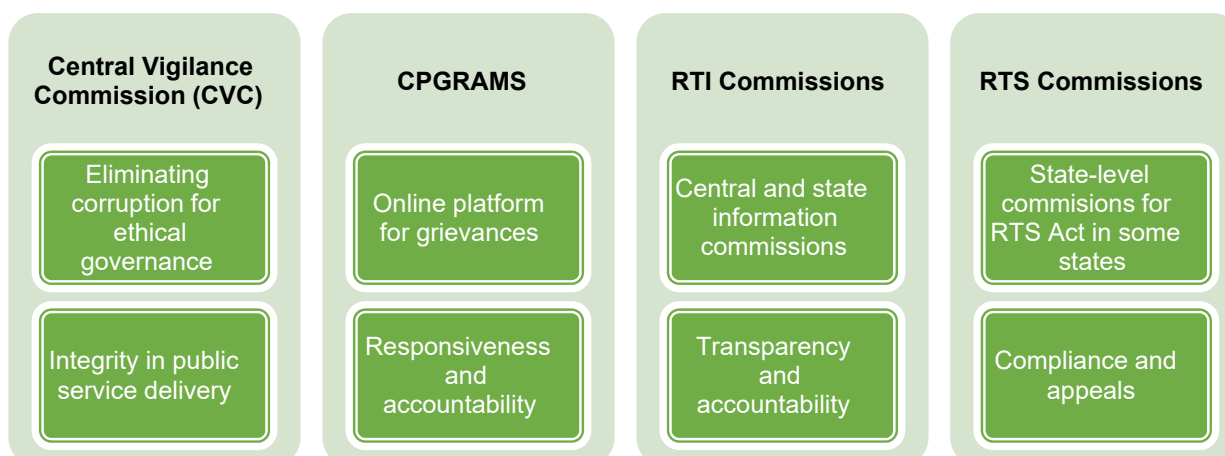
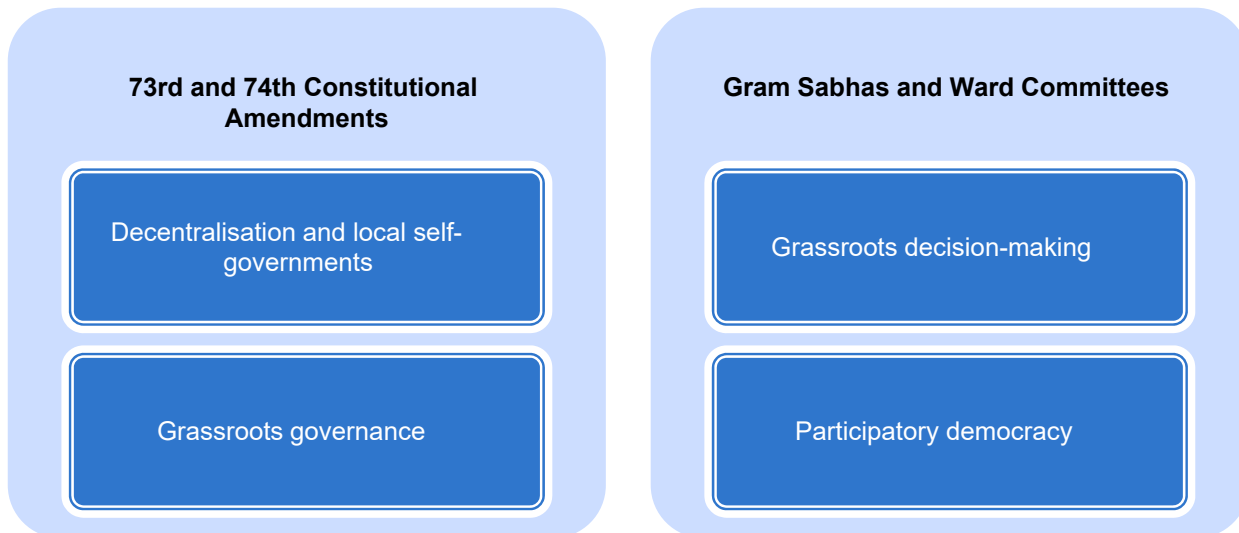
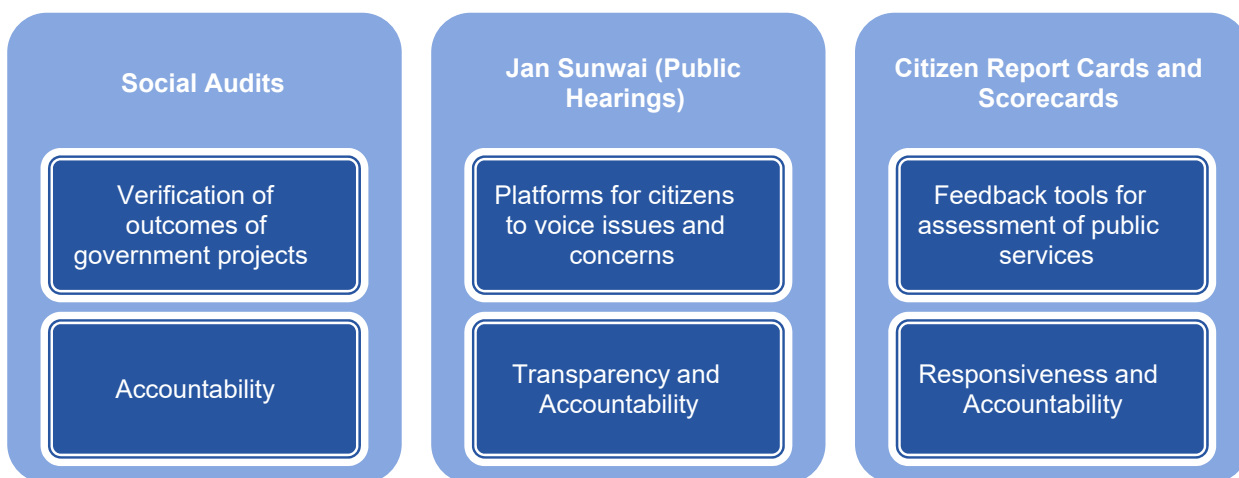


Figure 2: Various citizen-centric initiatives introduced in India and their broad objectives

4. Local Governance and Decentralisation



5. Social Accountability Tools



6. Recent Trends

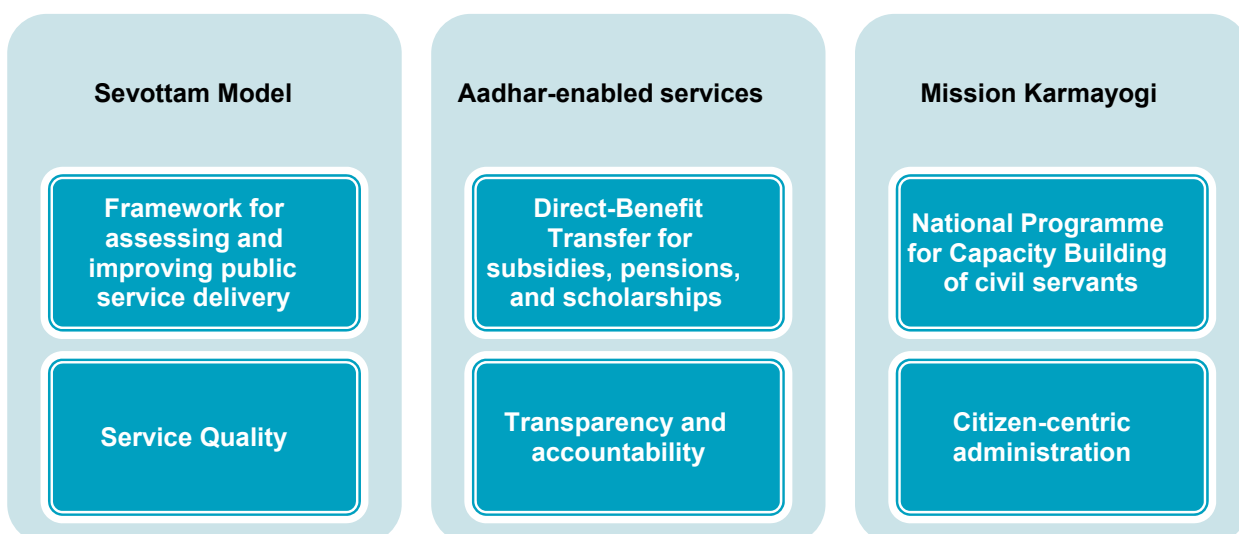


Figure 3: Various citizen-centric initiatives introduced in India and their broad objectives

2. E-Governance initiatives

- a. National e-governance Plan (NeGP): Improving public service delivery using Information and Communication Technology (ICT) and other digital initiatives.
- b. Digital India Mission: Transforming India into a digital society and knowledge economy, which includes using digital technologies for service delivery, digital infrastructure, and digital literacy.
- c. DigiLocker: Aims at digital empowerment of citizens through storage and access to authentic digital documents.

3. Institutional Mechanisms

- a. Central Vigilance Commission (CVC): An independent body for curbing corruption in public departments and offices.
- b. Centralised Public Grievance Redress and Monitoring System (CPGRAMS): An online platform for citizens to lodge grievances related to central government services. It also includes state interfaces for grievance registration and redressal.
- c. RTI Commissions: A statutory body that oversees the implementation and complaints regarding the RTI Act.
- d. RTS Commissions: A state-level authority constituted under the RTS Acts in some states to ensure timely service delivery and impose penalties in case of delays by officials.

ACTIVITY: GROUP DISCUSSION | 15 MINUTES

Divide the participants into groups of 4 to 5. The groups can then discuss and deliberate based on their day-to-day experiences on “Is the governance truly citizen-centric?”

Post-discussion, each group will then present one example and one suggestion on how they can become more citizen-centric at their level.

4. Local Governance and Decentralisation

- a. 73rd and 74th Constitutional Amendments: Empowers rural and urban local bodies with responsibilities in planning, budgeting, and implementing development programmes.
- b. Gram Sabhas and Ward Committees: Serve as platforms for participatory democracy, enabling grassroots decision-making and accountability.

5. Social Accountability Tools

- a. Social Audits: Prominent in schemes like MGNREGA, social audits are conducted by community members to verify the authenticity and outcomes of government projects.
- b. *Jan Sunwai* (Public Hearings): Organised forums where citizens can voice complaints, and officials are expected to respond in a transparent and time-bound manner.
- c. Scorecards and Citizen Report Cards: Feedback tools that assess public service delivery are used by service providers to drive improvements in service delivery.

6. Notable Initiatives and Reforms

- a. Sevottam Model: A framework to assess and improve public service delivery focusing on citizen charters, public grievance mechanisms, and service quality.
- b. Mission Karmayogi: A National Programme for Civil Services Capacity Building aimed at enhancing the capabilities of government officials to be more citizen-oriented.
- c. One Nation One Ration Card: Ensures that migrant workers and citizens have access to food grains from anywhere in the country, thereby increasing portability and convenience.
- d. Aadhaar-Enabled Services: Facilitates Direct Benefit Transfers (DBT) for subsidies, pensions, and scholarships, reducing corruption and ensuring benefits reach the intended recipients.

The Twelfth Report of the Second Administrative Reforms Commission, titled “Citizen-Centric Administration: The Heart of Governance,” focuses on the significance of placing citizens at the centre of public administration. It identifies key challenges in governance and recommends a fundamental shift towards transparency, accountability, and decentralisation. One of the major recommendations of this Report is the Seven Steps to Citizen-Centricity. Drawing on the principles of IS 15700:2005, the Sevottam Model, and the Customer Service Excellence Model of the United Kingdom, this Model provides a framework or step-by-step approach for government offices and organisations to become citizen-centric gradually. The seven steps of this Model are as follows:

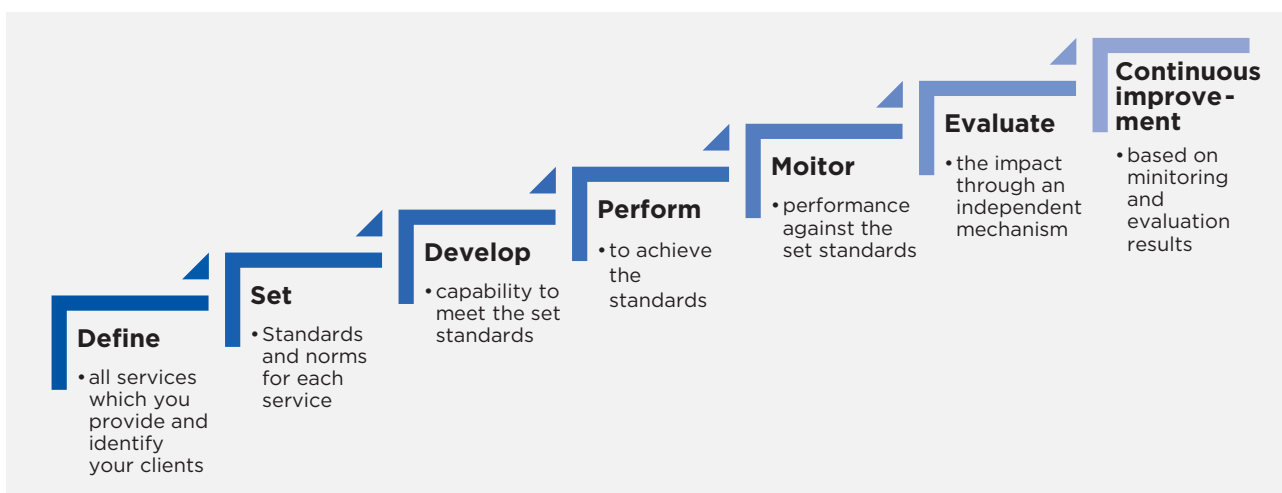


Figure 4: The Seven-Step Model for Citizen-Centricity suggested by the Second Administrative Reforms Commission

Source: <https://darpg.gov.in/sites/default/files/ccadmin12.pdf>

CHALLENGES

The Second ARC identified the following challenges that hinder citizen-centric administration in the country. Like challenges to good governance, the challenges to citizen-centric administration are similar.

Some of the challenges to citizen-centric administration include:

Lack of awareness among citizens

One of the biggest challenges is that many citizens are unaware of the services to which they are entitled or how to access them. Awareness about government schemes and grievance mechanisms is often low, especially in rural or marginalised communities.

Resistance to change by bureaucracy

Many officials still adhere to a top-down, rule-bound approach, where procedures take precedence over outcomes. This can make the system feel unresponsive or rigid, and reforms aimed at empowering citizens are sometimes viewed with suspicion or resistance.

Fragmentation in service delivery

Many a times, there is a lack of coordination between the government departments, and people are forced to navigate complex processes across multiple offices to obtain a basic document or approval. In addition, the digital divide is another issue wherein many citizens do not have access to the internet or are not comfortable using online systems. As a result, digital initiatives tend to make services less inclusive for different sets of populations, especially people living in rural areas or those who do not know how to access them.

In addition to these challenges, weak grievance systems and service delivery processes can pose serious challenges to citizen-centricity. To overcome these challenges, there is a need for reforms of the policies and processes, as well as changes in how individuals and institutions function.

ACTIVITY: DRAFTING A PLAN | TIME: 10 MINUTES

Each of the participants shall write how they would make the administration more citizen-friendly. They may write it in the following format and then share it with the class:

I, [NAME], shall _____

 _____ to make the administration more citizen-friendly in my office from now on.

CONCLUSION

This chapter has thus highlighted the core principles and elements of citizen-centric administration. Key reforms such as the RTI Act, the Sevottam model, and local governance mechanisms have been instrumental in aligning public service delivery with citizen needs. Tools like social audits, *Jan Sunwais*, and citizen charters enhance participatory governance and ensure the quality of services. As discussed throughout the module, building a truly citizen-focused administration requires not just legal and institutional reforms but also a cultural shift towards empathy, efficiency, and continuous improvement in public service delivery across all levels of government.

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QUIZ

1. Which of the following does citizen-centric administration emphasise?
 - a. People's participation and efficient service delivery
 - b. Political control of administration
 - c. Rule of Law
 - d. Decision-making
2. The Sevottam Model deals with:
 - a. Audits
 - b. Quality in service delivery
 - c. Budgets
 - d. Electoral reforms
3. Which portal is used for public grievance redressal in India?
 - a. MyGov
 - b. CPGRAMS
 - c. PMKVY
 - d. None of the above
4. Citizen Charters are essential for
 - a. Increasing the secrecy of departments
 - b. Increasing revenue
 - c. Restricting access to government services
 - d. Informing citizens about services and redress mechanisms
5. Who among the following is at the centre of citizen-centric administration?
 - a. Public
 - b. Politician
 - c. Bureaucrat
 - d. All of the above

Answers to Quiz

1. a 2. b 3. b 4. d 5. a

PUBLIC SERVICE ETHICS

1.3

CONTENTS

- Learning Outcomes
- Introduction
- What are public service ethics?
- Institutional Mechanisms for Public Service Ethics
- How can public officials adhere to the ethics?
- Conclusion
- References
- Quiz

LEARNING OUTCOMES

At the end of the Session, the participants will be able to:

- Describe the concept of public service ethics
- Discuss ethics and develop an understanding of ethical reasoning in decision-making
- Apply ethical reasoning in decision-making and conflict resolution in their offices
- Analyse real-life ethical dilemmas using Indian case studies and understand the role of ethical decision-making
- Assess the ethical dimensions in different situations using the established ethical principles
- Develop an action plan for promoting ethical practices within their offices

INTRODUCTION

The concept of public service ethics or ethical governance plays an instrumental role in a country's development. A corrupt nation is never a developed nation. The idea of ethics in public services refers to the moral principles and standards that guide the behaviour and decision-making processes of public officials. In the Indian context, ethics plays a greater role against the backdrop of the political and policy landscapes, as well as other administrative challenges. Most importantly, ethics in a country like India is not merely a set of prescribed behaviours but a reflection of the nation's commitment to democratic values, the rule of law and social justice. One cannot lose sight of the roots of these ethical standards in India, which can be traced back to the country's philosophical traditions, colonial experience, and post-independence administrative structures. However, we are aware of malpractices, corruption, and unethical behaviours, both in our personal and professional lives, and how they can impact many lives. This is not just the case in India but every nation worldwide. However, the impact of such acts is bigger for a developing country like ours, as the corrupt practices in administration can lead to serious threats to good governance and citizen-centric administration.

This module on public service ethics aims to provide a foundational understanding of the values, principles, and standards that guide ethical behaviour in the public sector. In an ever-growing governance landscape, civil servants and public service officials often face complex situations that involve conflict of interest, political pressure, personal interests and competing public demands. This module explores key concepts, including codes of conduct, ethical dilemmas, and the institutional mechanisms that promote ethical governance. Through case studies, discussions, and reflective exercises, participants will develop the capacity to recognise ethical issues, make better choices, and foster a culture of integrity within their offices.

WHAT ARE PUBLIC SERVICE ETHICS?

Before we understand what public service ethics is, it is essential to understand what ethics is.

ACTIVITY: BRAINSTORMING | TIME: 5 MINUTES

Can somebody explain what ethics are?

Each participant provides their understanding of ethics, which the resource person then summarises and explains the concept.

Ethics is generally defined as the set of moral principles or values that guide individual and institutional behaviour. In public service, ethics encompasses not only personal integrity but also institutional responsibility to serve the public good. Unlike private entities, public institutions are expected to operate transparently, fairly, and with a commitment to equity and justice.

Ethics are the standards for what is good, bad, right, and wrong, as reflected in society. Ethics govern our behaviour, especially when conducting official activities. Often, the terms “morality” and “ethics” are used interchangeably. However, morality deals with personal behaviour, while ethics deals with the external or social behaviour of individuals. Both morality and ethics are equally essential for all individuals, especially for public officials.

Rosenbloom and Kravchuk (2005) highlight that “ethics can be considered as a form of self-accountability or an inner check on their own conduct by public administrators.” Similarly, Basu (2017) emphasises that public officials can adhere to “the principle of public service by setting a high standard of moral conduct and by considering their jobs as a vocation.”

In our country, the constitutional provisions, Conduct Rules for public officials, and administrative frameworks at the national and state levels emphasise ethical behaviour.

ACTIVITY: DISCUSSION | TIME: 15 MINUTES

Can you give examples of ethical or unethical behaviour you have experienced or heard about?

Similar to the definition of ethics, Public Service Ethics also deals with the set of moral principles, values, and standards that guide the behaviour of individuals working in the public sector. It involves a commitment to integrity, accountability, impartiality, transparency, and serving the public interest above personal gain. In essence, public service ethics ensures that government officials and public servants act in a way that promotes trust in public institutions, upholds the rule of law, and fosters fair and equitable treatment of all citizens. Public service ethics serve as a foundation for good governance and democratic accountability in any nation.

As Basu (2017) puts it, in post-independent India, the “expectation from public administrators to honour public trust and not to misappropriate public interest by indulging in abuse of power or personal corruption” led to the need for administrative ethics. Moreover, the long-standing experiences of corruption at various levels also imply low or no adherence to ethics. Further, as is well-known, corruption can happen either at the individual level or at the institutional level.

In this context, agencies such as the judiciary, the legislature, the media, and Civil Society Organisations (CSOs) are expected to serve as the “watchdog” agencies, ensuring accountability to citizens. Not to forget, public service ethics is a critical component for organisational output. So, the more ethical the public officials in an office are, the better the outcomes from that office are.

INSTITUTIONAL MECHANISMS FOR PUBLIC SERVICE ETHICS

The next important question when discussing public service ethics is: Where do these ethics and ethical standards originate? Who decides what ethics are?

Ethics and ethical governance have been part of the Indian ecosystem since ancient times. The ancient Indian scriptures and texts, such as the Ramayana, Mahabharata, the Bhagavad Gita, Manusmriti, and Panchatantra, emphasise the need for ethics and ethical governance. In modern times, public service ethics found a renewed vigour with the introduction of good governance in the 1990s. Further, the United Nations’ Millennium Development Goals (MDGs) of the 2000s also highlighted the enhanced consensus among the nations for “a globally acceptable normative framework for good and ethical governance.” Thus, ethics find their grounding in religious ideals, social values, and cultural traditions prevalent in society, as well as national and international ethical standards.

ACTIVITY: REFLECTION | TIME: 5 MINUTES

Can each of you think about one important value to public officials and explain whether it comes from religious ideals, social values, or cultural traditions?

The Fourth Report of the Second Administrative Reforms Commission (ARC), titled “Ethics in Governance” (2007), provides ethical frameworks for ministers, legislators, and civil servants in addition to recommending dedicated institutional mechanisms for ethical governance. The Report notes that “a more corruption-free regime would lead to a much higher rate of growth of our GDP, bring an overall improvement in the economy and lead to a greater transparency in government actions in serving the people.”

This Report also made recommendations for “Protecting the Honest Civil Servant” through defining processes of inquiry, capacity building of officials in anti-corruption agencies, and the establishment of institutional mechanisms under Lokpal or Lokayuktas at the state level for investigating corruption and potential harassment by investigative agencies.

In addition to individual integrity, public service ethics in India are supported by institutions and workplaces. The following are some of the mechanisms in India that uphold ethical conduct among public officials.

Conduct Rules and Codes of Ethics

The All India Services (Conduct) Rules, 1968, and similar rules for Central and State services provide clear-cut guidelines and expectations regarding integrity, impartiality, and accountability. These are backed by disciplinary procedures for violations.

Vigilance Mechanisms

The Central Vigilance Commission (CVC) serves as the apex integrity institution, overseeing vigilance administration and investigating corruption cases involving officials at various levels. In addition to this, there are vigilance bodies at the state and lower levels.

Lokpal and Lokayuktas

The Lokpal and Lokayuktas are anti-corruption ombudsman bodies at the central and state levels, respectively. They investigate complaints received from citizens against public officials, especially in higher offices.

Asset Declaration Norms for various officials

Public officials are required to declare their assets and liabilities regularly. This discourages the accumulation of disproportionate wealth and promotes transparency and accountability.

Training and Sensitisation:

Institutions like the Lal Bahadur Shastri National Academy of Administration (LBSNAA) and the Administrative Training Institutes (ATIs) in states/UTs integrate ethics modules into their curricula to promote ethics among officials at various levels from the beginning of their service.

Box 1: Case Study of a District-Level Government Hospital and Its Issues

ACTIVITY: CASE STUDY 1: ISSUES IN A GOVERNMENT HOSPITAL AT THE DISTRICT LEVEL

Learning Objective and Case Usage

The overall objective of this Case is to understand ethical behaviour and how improving individual behaviours at various levels of an organisation can improve the overall functioning of the organisation and its perception among citizens. The resource person can use this case to make the trainees understand ethics in the workplace and management of human resources. The Resource Person may carry out the following activities before the Case is discussed:

- ▶ A hard copy of the case shall be circulated to the participants before or during the session.
- ▶ The participants shall be asked to read the Case individually.
- ▶ The Resource Person shall again read the Case for better clarity and understanding.
- ▶ The following questions may be posed for the participants to guide their thinking and gather their responses.

Questions for the participants

- i. What do you understand from this Case, relating to a district-level government hospital?
- ii. How would you approach each of the problems—cleanliness, bribery, negligence, pharmacy discrepancies, the nexus between the private nursing homes and senior doctors, and the unions?
- iii. Any other questions, as deemed relevant and necessary.

Time Management Plan for the Case Study

Activity	Time (in minutes)
i. Reading the Case (by the participants)	5
ii. Reading and discussion by the resource person	5
iii. Discussion of options to address the issue in the case	10
iv. Wrap-up and key take-aways	5
Total	25

ACTIVITY: CASE STUDY 1: ISSUES IN A GOVERNMENT HOSPITAL AT THE DISTRICT-LEVEL

[This Case and the Recommended Approach are adopted from “Ethics in Governance: Resolution of Dilemmas with Case Studies” by Mohan Kanda (2014).]

The Issue:

“You are posted as the Medical Superintendent of a District level Govt. Hospital which caters to the needs of poor patients from surrounding rural areas along with the local people from the district town. As such the hospital has very good infrastructure and adequate equipment to cater to this need. It also receives sufficient funds to meet the recurring expenditure.

In spite of this there have been repeated complaints particularly from the patients which include the following:

- i. Very poor maintenance and unhygienic conditions in hospital premises.
- ii. The hospital staff frequently demanding bribes from the patients for the services rendered.
- iii. The negligent attitude of the doctors resulting in casualties at times.
- iv. Siphoning of a substantial stock of medicine by the staff and selling it out.
- v. Strong nexus between the senior doctors of the hospital and the owners of local private nursing homes and testing labs as a result of which the patients are strongly misled and dissuaded from availing the hospital facilities and rather compelled to purchase costly medicines from the market and get medical tests and even operations done at private medical houses.

There also exist notorious employee unions which put undue pressure and resent any reformative step by the administration. Ponder over the situation and suggest effective ways to tackle each of the above-mentioned problems.

Source: Kanda, M. (2014). *Ethics in Governance: Resolution of Dilemmas with Case Studies*. Centre for Good Governance.

Box 2: Recommended Approach for the Case Study of a District-Level Government Hospital and Its Issues

RECOMMENDED APPROACH (EXCERPT FROM “ETHICS IN GOVERNANCE: RESOLUTION OF DILEMMAS WITH CASE STUDIES” BY MOHAN KANDA (2014).]

“A holistic approach is needed to deal with such a situation. Transparency and accountability in the conduct of the staff and creation of awareness on the part of the patients should be the hallmarks of an improved atmosphere brought about by a carrot and stick policy – involving both immediate responses and long-term measures.

- i. Firstly, cleanliness being an overriding priority in a hospital, a proper incentive structure should be put in place to encourage healthy competition amongst the units of the hospital and employees to reward, both monetarily and otherwise, the maintenance of the highest levels of hygiene.

- ii. Patients are the most important stakeholders of the hospital. They should be made aware of their rights and encouraged to bring to the notice of the authorities any improper activity on the part of the doctors or staff. I will make myself easily accessible to the patients, in addition to being prompt and effective in dealing with their grievances. Frequent meetings will be held with the patients or their representatives to ascertain their complaints. Strict and speedy action will be taken against persons found guilty, after due enquiry especially the senior most staff- in order to send a proper signal to the environment.
- iii. The entire system of stocking and distribution of medicines will be automated urgently, with built in checks, to avoid recurrence of shortages or pilferage.
- iv. Establishment of standard protocols for laboratory tests as well as surgeries and ensuring adherence to them by the doctors and technicians will be given the highest priority and the patients made aware of the steps taken.
- v. I will also hold consultations with the doctors and other employees to create a disciplined and efficient atmosphere in the organization. Frequent surprise checks will be conducted and deficiencies and misconduct firmly dealt with.
- vi. To break the nexus between the employees and private nursing homes, strict action will be taken in a few select cases, preferably against senior functionaries to send a clear message to the organization that the administration will not tolerate such activities.
- vii. Simultaneously, every effort will be made, in an inclusive and participatory manner, to address the genuine grievances of the employees, create an esprit de corps and improve the work ethic and enhance the commitment to the cause of providing better services. Identification of some employees as change-agents and provision of encouragement to them will be undertaken, side by side, as a part of improvement process, initiating proceedings against those who refuse to adhere to the systems introduced.
- viii. This holistic and multi-pronged strategy will be incorporated in the hospitals "Citizen's Charter" and monitored closely against a set of deliverables over predetermined timelines. Assistance of an external consultant will be secured to perform the task.
- ix. While this exercise is on, I will also maintain a close liaison with the Labour Department to guard against any organized resistance by the workers.

Source: Kanda, M. (2014). *Ethics in Governance: Resolution of Dilemmas with Case Studies*. Centre for Good Governance.

HOW CAN PUBLIC OFFICIALS ADHERE TO THE ETHICS?

We have discussed public service ethics and the various elements related to it. However, adhering to key ethical values, such as integrity, transparency, accountability, and fairness, in both professional and personal life can become challenging at times. The following are some practical ways to align ethical values with individual behaviours:

Adherence to Established Codes of Conduct

Public service ethics are often outlined in formal codes of conduct that specify the dos and don'ts for officials. By familiarising themselves with these codes and adhering strictly to them, officials can ensure they act in accordance with the accepted standards of professionalism and ethical behaviour.

Commitment to Accountability

There is a need for public officials to be responsible and accountable to the public, their peers and their seniors. This means making decisions based on public interest, avoiding favouritism, and being transparent about one's actions. Being accountable has become more essential and inevitable than ever before, especially with the increased awareness levels of citizens and the introduction of initiatives like Citizens' Charters and Right to Service (RTS) Acts.

Avoiding Conflicts of Interest

As mentioned earlier, public officials need to give their professional duties the highest priority. If given a situation in which professional responsibilities and personal interests must be chosen, officials must prioritise their work. This can include situations involving financial or personal interests that may lead to unethical decisions.

Effective Use of Discretionary Powers

Suppose a public official must provide a service to a citizen, such as issuing a certificate, a license, or any other service. However, there may be situations where one tends to be biased or partial towards an individual or an organisation. In such situations, public officials should be impartial and use their discretionary powers. They should not let their biases influence their decision-making. Being impartial is crucial to ensuring better service delivery and promoting the greater public good.

Transparency in Decision-Making

Public officials must ensure that processes and procedures are transparent and clear to the public in most cases. In other words, citizens should be provided with clear information

about the service delivery processes, timelines, and other relevant details. This is important for informing citizens about service delivery and building trust.

Respect for the Law and Policies

One of the primary ways to adhere to Public Service Ethics is to respect the law and the policies that are in place. Public officials must adhere to both the legal provisions and the policies and guidelines of the departments or offices in which they work. This ensures that public officials maintain high standards and provide better services to citizens.

Continuous Professional Development

Public officials should engage in continuous learning by participating in various capacity-building and training programmes. Such participation will help public officials understand ethics, governance and leadership. It will also help them become aware of the changing rules and regulations on aspects like ethics and other amendments.

Promoting Ethical Leadership

The public officials should act as role models for their colleagues and officials at other levels through their ethical behaviour. This is essential for setting a precedent for ethical behaviour and promoting citizen-centric administration and good governance.

Encouraging Whistleblowing and Feedback

Public officials should foster an environment where unethical behaviour is reported without fear or other hindrances. By setting up channels for reporting misconduct or unethical behaviour, they ensure an ethical ecosystem for public service delivery.

CONCLUSION

Therefore, it is essential for individuals, particularly public officials, to maintain high ethical standards. While challenges such as corruption, political interference and weak enforcement exist, public service ethics can be improved through institutional reforms, capacity building and robust enforcement mechanisms. It is also equally important for public officials to understand their ethical responsibilities and adhere to all the established codes of conduct. These ethics and values play a pivotal role in improving accountability, promoting good governance, enhancing integrity, minimising corruption and contributing efficiently to the economic growth of organisations.

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QUIZ

1. The Second Administrative Reforms Commission recommended _____?
 - a. Code of Ethics for Civil Servants
 - b. Removal of the Code of Ethics for civil servants
 - c. Abolishing performance appraisals
 - d. None of the above
2. The Lokpal and Lokayuktas Act are aimed at promoting _____.
 - a. Tax reforms
 - b. Technical training
 - c. Secrecy in governmental departments
 - d. Ethical accountability and anti-corruption
3. Which of the following is related to ethical behaviour in public service?
 - a. Partiality towards some individuals
 - b. Fairness in decision-making
 - c. Secrecy over public interest
 - d. Withholding information for personal gain
4. Public Service DOES NOT emphasise which of the following?
 - a. Self-enrichment
 - b. Integrity
 - c. Impartiality
 - d. Accountability
5. Ethical decision-making in public service requires:
 - a. Loyalty to political leaders
 - b. Increasing personal reputation

- c. Adhering to legal, moral, and professional standards
- d. Ignoring public interest

Answers to Quiz

1. a 2. d 3. b 4. a 5. c

2

MODULE

SEVOTTAM FRAMEWORK FOR SERVICE DELIVERY



SEVOTTAM FRAMEWORK

2.1

CONTENTS

- Learning Outcomes
- Introduction
- What is Sevottam
- Components of the Sevottam Framework
- Citizens Charters
- Grievance Redressal Mechanism (GRM)
- Service Delivery Capability
- Sevottam Framework in India
- Conclusion
- References and Suggested Readings
- Quiz

LEARNING OUTCOMES

At the end of the module, the participants will be able to

- Describe the concept of Sevottam and its role in public service delivery
- Examine the three core components of Sevottam: Citizens' Charter, Public Grievance Redressal and Service Delivery Capability
- Explain the process of preparing Citizens' Charters for their respective organisations
- Recommend improvements in public service delivery by applying the Sevottam approach
- Prepare a model Citizens' Charter for their respective office/ department

INTRODUCTION

Improving the citizens' experience of availing government services is central to building trust in public institutions. The Sevottam Framework, developed by the Government of India (GoI), offers a practical roadmap for enhancing service delivery by focusing on three key areas: citizen charters, grievance redressal, and service standards. This module explores what Sevottam means in day-to-day administration and why it matters. Through examples and discussion, this module aims to help participants reflect on their respective work environments and identify ways to make services more accountable and responsive to their needs. In doing so, it supports a shift towards governance that puts citizens at the centre, promoting citizen-centric administration and good governance.

WHAT IS SEVOTTAM?

“Sevottam”- the term translates from Hindi as Excellence in Service; Seva=Service; Uttam=Excellence, which was introduced by the GoI in 2005. It translates to “excellence in service delivery.” As one of the important initiatives of citizen-centric administration, Sevottam is a framework for achieving excellence in service delivery. It comprises three components: Citizens' Charters, Grievance Redressal, and Service Delivery Capability.

As part of the good governance and citizen-centric administration, quality standards were introduced in all government departments, especially those with an interface with the citizens and concerned with public service delivery. Accordingly, the Bureau of Indian Standards (BIS), the National Standards Body of India, developed a quality standard (IS 15700:2005) for achieving excellence in service delivery across various government offices. The Indian Standard (IS) 15700:2005 is a Quality Management System (QMS) certification focusing on improving service quality within public service organisations. Once the organisations or government offices fulfil the criteria of this QMS, they become eligible to avail of the Standard.

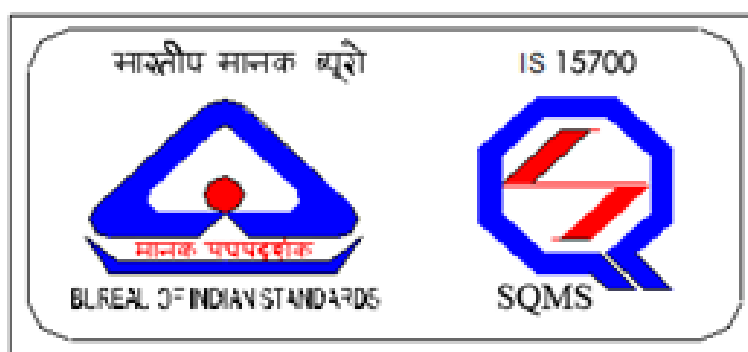
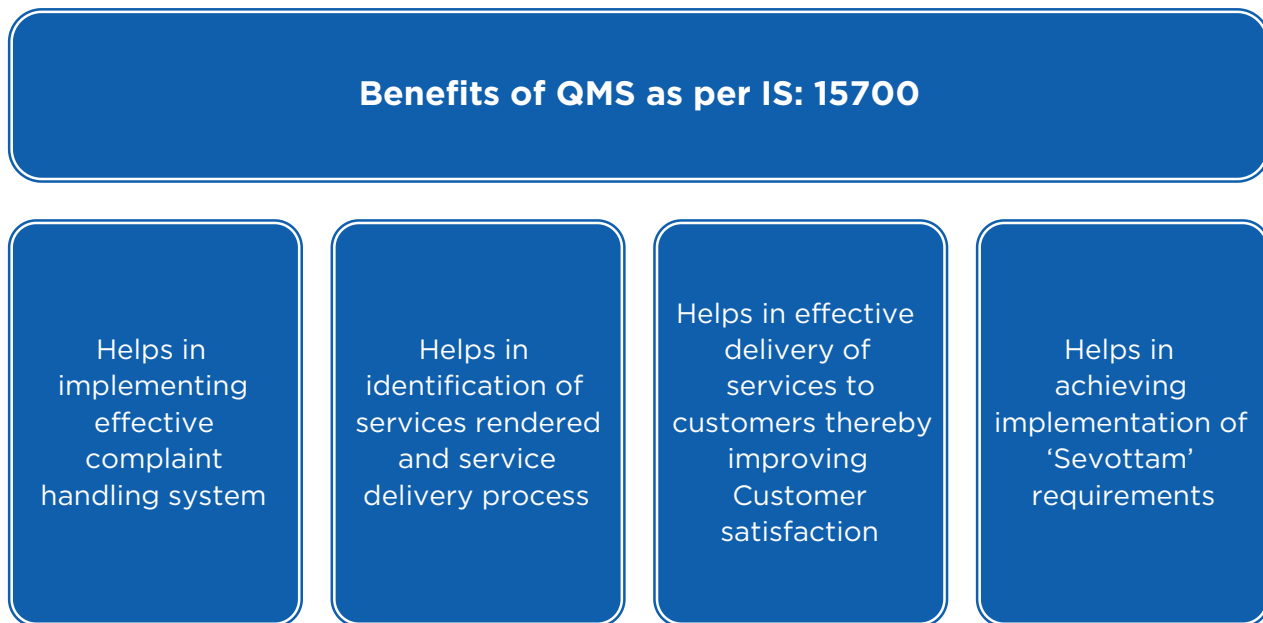


Figure 5: Standard Mark of the Service Quality Management System-IS 15700

Source: <https://www.bis.gov.in/system-certification-overview/system-certification-licence/view-standard-mark/>

It outlines the requirements for government offices, focusing on service, quality, and public-citizen interactions. The primary advantage of this certification is the improvement of service delivery standards, which in turn ensures better service delivery to citizens. According to the BIS, the benefits of the QMS for the public service organisations are as follows:



Source: <https://www.bis.gov.in/system-certification-overview/certification-process/systems-under-certification/benefits-of-service-quality-management-system-as-per-is-15700/>

Do you know of any offices or organisations that have this standard?

ACTIVITY: INDIVIDUAL REFLECTION | TIME: 10 MINUTES

Before we proceed further, think of a personal experience with a government service.

What are the gaps you observed? How do you think it could be improved?

COMPONENTS OF THE SEVOTTAM FRAMEWORK

This section outlines the various components of the Sevottam Framework. As seen in the introduction, Sevottam consists of three components, as illustrated below:

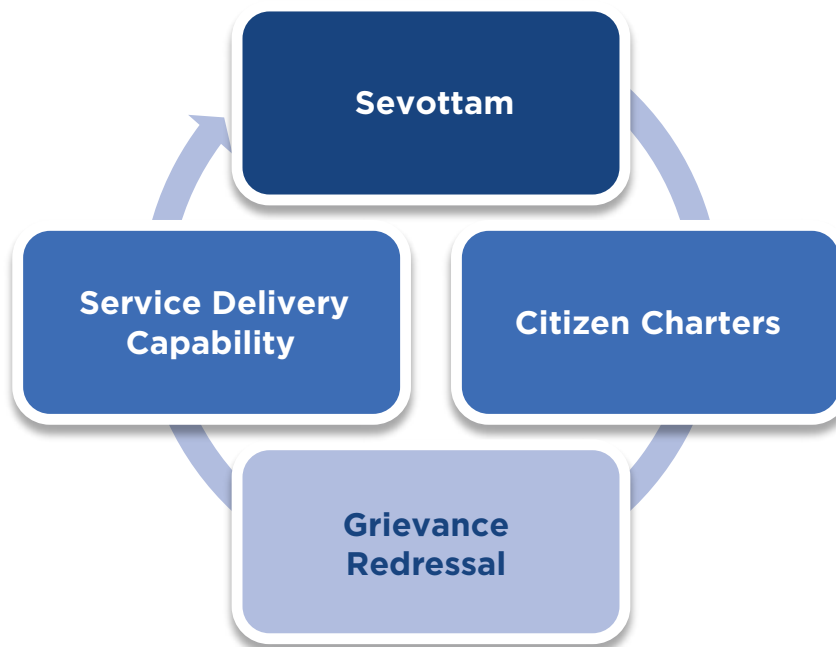


Figure 6: Components of Sevottam

1. CITIZENS' CHARTERS

A Citizens' Charter represents the commitment of the Organisation towards standard, quality and time frame of service delivery, grievance redress mechanism, transparency and accountability. India has achieved great strides in economic development throughout the years. Due to this and a notable rise in literacy, Indian citizens are now more conscious of their rights. The public in the present day is more vocal and expects the government to respond and meet their needs. The Department of Administrative Reforms and Public Grievances of the Government of India (DARPG), Government of India (GoI) introduced the Citizens' Charters, which included coordinating, formulating and operationalising Citizens' Charters for better service delivery.

The Citizens' Charters have their roots in the United Kingdom, where the concept was first introduced in 1991 under the conservative government headed by John Major. It was introduced as a national programme to improve the quality of public services for citizens continuously. This programme was later relaunched in 1998 as the "Services First" under the Labour Government of Tony Blair.

Elements of Citizens' Charters

This section outlines and explains the various elements of Citizens' Charters as detailed by DARPG, GoI (<https://goicharters.nic.in/public/website/home#!>).

Vision Statement	Direction in which the organisation seeks to move
Mission Statement	Specific objectives to achieve the vision
Identifiication of Services	Services which would be provided by the organisation
Identification of Levels	Levels at which the specific services would be provided
Identification of Client Groups/ Stakeholders/ Users	Services of each of the client groups, stakeholders, users in the case of big organisations
Specification of Time-Frames for each service	Timeframe for delivery of specific services
Specification of Time-Frames at each level	Timeframe for delivery of services at each level

Figure 7: Elements of Citizens' Charters

Element	Description
Vision Statement	This implies the ultimate direction in which the organisation seeks to move. Clarity of vision enables the organisation to plan and prepare itself to deliver specific outcomes. Every organisation has to be clear regarding its vision within itself and to its citizens.
Mission Statement	The Mission statement provides the specific objectives that drive the organisation in line with its vision. The organisations need to chalk out a plan to realise the vision. The mission should be "more concrete rather than ambiguous."
Identification of Services	The services which would be provided by the organisation to attain its mission, and vision should be clearly mentioned in the Charter. This includes all the services to be made available to citizens. Details of "business transacted by the organisation," "Our Function," "Our Duties and Responsibilities," or "The services being provided by us" are some of the other ways in which the services provided by the organisation are spelt out.
Identification of Levels	As organisations operate at multiple levels and within each organisation, the allocation of responsibilities and authority defines their commitment to specific client groups/ users/ stakeholders. It is essential to indicate the particular levels of the services or functions etc. in the Charter. In addition, there should be a clear identification of the levels at which specific services would be provided. This would enable the citizens/ clients to know the levels at which they can access a particular service and not waste their time and energy approaching the wrong levels. It should also be mentioned whether the Charter applies to all the agencies that come under the Ministry or Department, or whether if the agencies have their specific Charters.

Element	Description
Identification of Client Groups/ Stakeholders/ Users	<p>A clear understanding of the client groups/ stakeholders/ users of the organisations would be necessary for an increased interface with these in matters of policy and administration. This will also enable the organisation to cater to the needs of these groups better.</p> <p>In some cases, despite not being the users of a service, citizens or groups may feel concerned about the organisational decisions as they have to bear the fallouts of the decisions, as in case of many decisions related to industrial or mining projects, which affect the local people even if they are not users or clients. It is therefore essential for organisations to use any of these terms when indicating their commitments. Big organisations with several client groups may have different services for different client groups. In such a situation, they can list the specific 'commitments' at each level and the 'commitments' in special client groups like the Scheduled Castes, Scheduled Tribes, religious minorities, and other weaker sections.</p>
Specification of Timeframes for each service	<p>There should be a clear commitment to the time frame for delivery of specific services in the Charter. This would save the organisation from undue expectations and enable it to project its capacity to commit to the delivery of services and work towards it in its organisational plans. Awareness of timelines will also allow the citizen to opt for specific providers where options are available and better understand the capacity of the organisation to deliver a service in one particular time limit.</p>
Specification of Timeframes at each level	<p>Timeframes for service delivery must be provided for each level at which specific services are delivered. Adherence to these timeframes also needs to be ensured. This may require an obligation to provide reports on the extent of adherence to timeframes at each level.</p> <p>Public sharing of a comparative picture of various organisational levels may introduce competition to improve performance.</p>

Source: <https://goicharters.nic.in/public/website/home>

ACTIVITY: COLLABORATIVE LEARNING | TIME: 10 MINUTES

The following is an example of the Citizens' Charter of DARPG, Gol. Can you please identify the various elements of the Citizens' Charter that we have looked at? [***The ATIs can also use the Citizens' Charter of any state Government Department to explain the components of the Citizens' Charter.***]

CITIZEN's CHARTER DARPG

VISION

Excellence in governance for the benefit of all citizens.

MISSION

To foster excellence in governance and pursuit of administrative reforms through:

- Improvement in Government policies, structures and processes
- Promoting citizen-centric governance with emphasis on grievance Redressal
- Innovations in e-Governance
- Documentation & Dissemination of best practices

SERVICES/SERVICE STANDARDS and TIMELINES

S.No	List of services and service standards	Timeline
1	Redressal of Public Grievances:	
	i. <u>Action on grievances</u> - Forwarding and monitoring for action by Authorities concerned	Within 60 days
	ii. <u>Monitoring of grievances</u> (by senior officials)	One Review Meeting and one VC every 3 months
	iii. <u>Training on CPGRAMS</u> (for Officers dealing with grievance Redressal)	Once in a month
2	Recognition of excellence & innovation through	
	i. Prime Ministers Awards for Excellence in Public Administration and Civil Services Day	Once a year
	ii. National Awards for e-Governance	Once a year
3	Documentation & Dissemination of best practices	
	(i) Regional Conference on good governance initiatives	2-3 conferences in a year

	(ii) Production of documentary films on best practices.	Films on PM Awarded/e-Gov. Awarded initiatives in a year.
	(iii) Six monthly magazine 'Minimum Government Maximum Governance' (MGMG)	Two issues containing shortlisted PM/e-Gov. Awarded initiatives in a year.
4	Support to Office Modernisation (<i>Assistance to a set of Central Government Offices located in Delhi NCR</i>)	Once a year (i) inviting proposals by May of the year (ii) release of funds by July of the year (iii) monitoring of release by March of the year
5	Assistance to States: i. Financial assistance to States/UTs/CTIs for Professional Documentation and Dissemination of good governance initiatives/practices through e-book (electronic) along with production of short documentary film under the Plan Scheme. ii. Scheme for Strengthening of all State ATIs/CTIs through implementation of Sevottam Cell - For ATIs/CTIs from whom the proposals are received	(i) Proposals for Financial Assistance received up to 30 th September of a year (complete in all respects) are placed before Evaluation Committee for consideration & recommendations within a month. (ii) Financial Assistance is released within 1 week from sanction of the project. Up to Rs. 20 lakh each upto Financial year 2019-2020
6	e-Governance Facilitating implementation of e-office – Providing assistance to Central Ministries/Departments	30 days
7	IE&C Bilateral Cooperation with other countries and foreign training of officers.	At least two training programmes in a year.

CONTACT DETAILS OF OFFICER(S)

Deputy Secretary,
 Department of Administrative Reforms and Public Grievances,
 Sardar Patel Bhawan, New Delhi-110001
 Telephone No: 23401429 / 23401408
 Telefax: 23401444
 Email: dirpg-arpg@nic.in

GRIEVANCE REDRESSAL

Visit the link <https://pgportal.giv.in>. Visit the website of CPGRAMS- www.pgportal.gov.in -> Register yourself as a user -> Register your grievance.

Expectations from the citizens with regard to Public Grievance Redress:

- i. Grievance is to be lodged after registering on the above given CPGRAMS/ pgportal link and supporting documents may be uploaded, if found necessary.
- ii. For registration, correct credentials (eg- Name, Address, Phone and e-mail) to be provided.
- iii. Issues given below will not be taken up for redressal and hence, may not be registered:
 - a. Sub-judice cases or any matter concerning judgment given by any court
 - b. Personal and family disputes.
 - c. RTI matters.
 - d. Anything that impacts upon territorial integrity of the country or friendly relations with other countries.
 - e. Suggestions
- iv. Any Grievance sent by e-mail will not be attended to / entertained. Please lodge your grievance at pgportal.gov.in

EXPECTATIONS FROM CITIZENS / STAKEHOLDERS.

Citizens should first try to access the relevant information from the public domain.

- i. Citizens should first take up their grievances directly with Ministries/ Departments / State Governments.
- ii. Any query on the programme, scheme or activity of the Department should be clear and specific.
- iii. All stakeholders participating in any activity or event of the Department should send the complete relevant information in time.

RIGHT TO INFORMATION

Visit the link www.rti.gov.in

Month & Year of Issue: February, 2019

Month & Year of the Next Review: August, 2019.

Source: <https://goicharters.nic.in/public/upload/pdfs/45t7Ra.pdf>

Principles of Citizens' Charters

The following Figure illustrates the principles of Citizens' Charters:



Figure 8: Principles of the Citizen Charters' movement

Source: <https://goicharters.nic.in/public/website/home#!>

CITIZENS' CHARTERS - MODEL GUIDELINES

- To be useful, the Charter must be simple
- The Charter must be framed not only by senior experts, but by interaction with the cutting-edge staff who will finally implement it and with the users (individual organisations)
- Merely announcing the Charter will not change the way we function. It is important to create conditions through interaction and training for generating a responsive climate
- Begin with a statement of the service(s) being offered
- A mention be made against each service the entitlement of the user, service standards and remedies available to the user in case of the non-adherence to standards

- vi. Procedures/cost/charges should be made available on line/display boards/booklets inquiry counters etc at places specified in the Charter
- vii. Indicate clearly, that while these are not justiciable, the commitments enshrined in the Charter are in the nature of a promise to be fulfilled with oneself and with the user
- viii. Frame a structure for obtaining feedback and performance audit and fix a schedule for reviewing the Charter every six months at least
- ix. Separate Charters can be framed for distinct services and for organisations/agencies attached or subordinate to a Ministry/Department

Source: <https://goicharters.nic.in/public/website/home#!>

REVISED FRAMEWORK FOR CITIZEN'S CHARTER

EXTRACTS FROM CENTRAL SECRETARIAT MANUAL OF OFFICE PROCEDURE 12TH EDITION MAY 2003 THAT COMPRISES OF THE BASIC FRAMEWORK AND INCLUDES ASPECTS OF INFORMATION TO BE INCLUDED IN THE ANNUAL REPORT OF ALL CENTRAL MINISTRIES / DEPARTMENTS/ ORGANIZATIONS

Paragraph 157. **Citizen's/ Client's Charter:-**

Citizen's/Client's Charter is a document which represents a systematic effort to focus on the commitment of the Organization towards its Citizens/Clients in respect of Standard of Services, Information, Choice and Consultation, Non-discrimination and Accessibility, Grievances Redress, Courtesy and Value for Money. This also includes expectations of the Organization from the Citizen/Client for fulfilling the commitment of the Organization.

A Charter comprises of the following components-

- (vii) Vision and Mission statement;
- (viii) Details of Business transacted by the Organization;
- (ix) Details of Customers/Clients;
- (x) Statement of services provided to each Citizen/Client Group separately;
- (xi) Details of Grievances Redress Mechanism and how to access the same' and
- (xii) Expectation from the Citizen/Client.

Activities relating to the Charters as detailed below will be **included in the Annual Report** of the Ministry/Department-

- (vii) Action taken to formulate the Charter for the Ministry/Department and its subordinate formation;
- (viii) Action taken to implement the Charter;
- (ix) Details of Training Programme, Workshops, etc. held for proper implementation of charter;
- (x) Details of publicity efforts made and awareness campaigns organized on Charter for the Citizens/Clients;
- (xi) Details of internal and external evaluation of implementation of Charter in the Organization and assessment of the level of satisfaction among Citizen/Clients; and
- (xii) Details of revisions made in Charter on the basis of internal and external review.

DETAILS OF FRAMEWORK OF CITIZEN'S CHARTER

Citizen's Charter is a document of commitments made by a Government organization to the citizens/client groups in respect of the services/schemes being provided to them or to be provided to them. The objective of Charter exercise is to build bridges between citizens and administration and to streamline administration in tune with the needs of citizens. This exercise, if appropriately conceived and carried out, can enthuse and enable organizations to tune their

Figure 9 Extracts on Citizens' Charter/ Clients' Charter from Central Secretariat Manual of Office Procedure, 12th Edition, May 2003

Source: <https://goicharters.nic.in/public/upload/pdfs/hFmzPs.pdf>

2. GRIEVANCE REDRESS MECHANISM

This is the second component of the Sevottam Model, which focuses on the grievances of the citizens. In continuation of the first component, which focuses on setting service standards, the second component focuses on grievance redressal. In other words, this component emphasises the requirement for a good grievance redressal mechanism at the state level and the central levels that facilitates effective grievance registration by the citizens and efficient grievance disposal and redressal by the public officials.

According to the 12th Report of the Second ARC, grievance was defined as “indignation or resentment arising out of a feeling of being wrong.” The Indian Standard 15700: 2005 defines grievance as “an expression of dissatisfaction made to an organisation related to its product, services, and all processes where a response of resolution is explicitly or implicitly expected.” According to the Sevottam Guidelines of 2011, “a grievance is a sort of dissatisfaction which needs to be retraced, whether it is real or imaginary or legitimate or ridiculous, rated or unwise, written or oral, it must find expression in some form of the other. Therefore, if a grievance is received, it needs to be redressed.”

According to the “Guidelines for Implementing Sevottam” (2011), the larger framework of the redress of grievances is termed as Grievance Redress Mechanism (GRM), which is “a process system set up by organisations to receive, record, investigate, redress, analyse, prevent, or take any other appropriate action” concerning grievances lodged against them. As we all know, the different kinds of offices and departments in the central and state governments have the GRMs, which receive and redress grievances from the citizens.

At the central level, the Centralised Public Grievance Redress and Monitoring System (CPGRAMS), introduced in 2010, is a GRM. As of 2025, most of the states and UTs in India have their respective GRMs.

A detailed session on Grievance Redressal will give you a more in-depth understanding of the grievance redressal process and its various elements.

3. SERVICE DELIVERY CAPABILITY

The third component of the Sevottam Framework is Service Delivery Capability. As we all know, the ability to do something is called capability. In the context of this component, capability means “the capability of an organisation or office to deliver service as per the standard promised in the Charter.

The capability of an organisation also means its ability and capacity expressed in terms of the use of its resources. These resources include:

- i. Human resources
- ii. Physical and material resources
- iii. Financial resources
- iv. Information resources
- v. Intangible assets

This component of the Sevottam Framework is essential for organisations to build new capabilities and upgrade existing ones to fulfil the purpose and achieve higher standards in public service delivery.

ACTIVITY 2: GROUP CASE ANALYSIS | TIME: 15 MINUTES

The participants are divided into groups of 5-6. The following case is presented to them.

Imagine that you are heading a government office that issues caste certificates to citizens. The citizens often complain that there are long queues and that the time taken for service delivery is also long.

Discuss among the group members and use the Sevottam model.

- Propose key elements that are required to revise the Citizens' Charter
- Suggest the process of grievance redressal
- Suggest two strategies to enhance service delivery capability

The learners can refer to the updated Sevottam Guidelines published periodically by the DARPG, GoI, to understand and design various elements of the Sevottam Framework.

Significance of the Sevottam Framework

The Sevottam Framework is highly significant for promoting citizen-centric governance in India. As illustrated in the Figure below, the Sevottam Framework, which aims to improve public service delivery, adopts and follows an integrated approach to achieving citizen empowerment through the Citizens' Charters, redress satisfaction through GRMs, and capacity enhancement through service delivery capability.

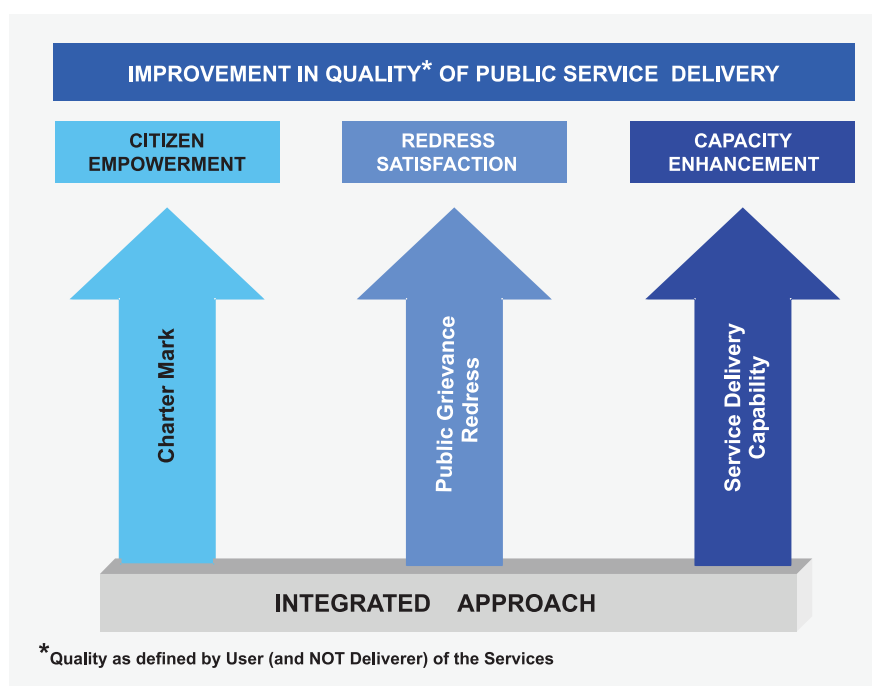


Figure 10: Integrated Approach to Improvement in Quality of Public Service Delivery

Source: https://darpg.gov.in/sites/default/files/Sevottam_Model.pdf

The Department of Administrative Reforms and Public Grievances (DARPG), Government of India (GoI), is the nodal agency that introduced the Citizens' Charters and championed the other components. It has been championing the adoption of the Sevottam Model for promoting excellence by institutionalising standards, accountability, and responsiveness. These components aim to transform the way administration and governance function to make them citizen-centric and highly efficient. DARPG, GoI, has been issuing guidelines for implementing Sevottam since the beginning.

If one tries to map the elements of the Sevottam framework, one can understand its alignment with the broader goals of good governance, which include responsiveness, transparency, accountability, inclusiveness and participation. While there exist implementation challenges, especially at the state and local levels, its emphasis on continuous improvement and stakeholder engagement makes it a vital component of administrative reform and democratic deepening in India.

Further, recognising that the frameworks are insufficient, the DARPG, GoI, began to fund training programmes across the country to build the capacities of the state-level and central officials in Sevottam. Programmes like this Sevottam training are being funded so that the officials can use the learnings to implement Sevottam's principles. The state-level public officials are regularly trained at the respective Administrative Training Institutes (ATIs), from the department level to the grassroots level. This demonstrates the commitment and highlights how the policy is being translated into practice to improve the quality of service delivery and achieve excellence across the country.

CHECKLIST FOR ENSURING SEVOTTAM COMPLIANCE

How does an organisation ensure they are Sevottam compliant? How does an organisation ensure they have incorporated all the elements of the Sevottam framework into its processes? The following is the checklist, which “acts as a screening mechanism to filter out organisations that do not meet the basic requirements to even enter the assessment process.”

First Level of Assessment

S. No.	Question	Yes	No
1	Has the department published an approved Citizens' Charter?		
2	Has the department circulated the Charter among service delivery units?		
3	Has the department appointed a senior officer as Director of Public Grievances/ Nodal Officer for Citizens' Charter for the Department?		
4	Has the Department set up a task force for formulation, implementation, and review of Citizens' Charter as per standards and for conducting self-assessment with involvement of representative citizen groups?		
5	Has the department published grievance lodging and redress procedure, and timelines for redress?		

Source: Department of Administrative Reforms and Public Grievances (DARPG), Gol. (2011)

Once all the responses of an organisation are positive to the above questions, then the second level of assessment on process quality is undertaken.

Second Level of Assessment

While the first level was a Yes/ No model of assessment, the second level is like a rating mechanism, which assesses “the quality of tool application and its utilisation for improved service delivery.” This level of assessment comprises 33 criteria for the three components of the Sevottam Framework: 11 criteria each for Citizens' Charter, Public Grievance Redress Mechanism, and Service Delivery Capability.

Table 1: Second Level of Sevottam Compliance

S. No.	Element	Systematic 5	4	3	2	Ad- hoc 1
1.	Citizens' Charter					
1.1	Charter Implementation					
1.1.1	How do you determine and/or distinguish the citizen groups as also your stakeholders and what services do you offer to them?					
1.1.2	How do you meet the service expectations of your citizen groups?					
1.1.3	How do you ensure that services and their standards as described in the charter are in accordance with expectations of citizen groups identified above?					
1.1.4	How do you ensure that preparation and/or review of the charter is participatory and inclusive of all your citizen groups?					
1.1.5	How do you ensure that frontline staff and citizen groups are aware of the charter and can understand its contents easily for compliance?					
1.2	Charter Monitoring					
1.2.1	How do you measure and track service delivery performance of different outlets against charter contents?					
1.2.2	How do you communicate the gaps in service delivery to officer/team responsible for charter monitoring and to the outlets concerned?					
1.2.3	How do you fill the observed and/or reported gaps?					
1.3	Charter Review					
1.3.1	How do you find out whether your charter is serving its purpose and take measures to enhance its effectiveness?					
1.3.2	How do you incorporate legislative changes (e.g. introduction of Right to Information Act, etc.) and other relevant provisions/developments in your charter revision process?					
1.3.3	How do you ensure that frontline staff and the citizens are aware of the basis for making changes as above?					

S. No.	Element	Systematic 5	4	3	2	Ad- hoc 1
2.	Grievance Redress Mechanism					
2.1	Grievance Receipt					
2.1.1	How do you prepare and implement guidelines for spreading awareness on public grievance process and ensure that citizens get the information they need?					
2.1.2	How do you prepare and implement guidelines for recording and classifying grievances?					
2.1.3	How do you prepare and implement guidelines for multiple channels of grievance redress such as toll-free telephone lines, web site, etc.?					
2.2	Grievance Redress					
2.2.1	2.2.1 How do you determine time norms for acknowledgement, and redress of grievances/ complaints received?					
2.2.2	How do you ensure that the time norms as above are adhered to?					
2.2.3	How do you continuously improve the system and use forums like Jan Sunwai, Lok Adalats and other single window disposal systems to expedite grievance redress?					
2.3	Grievance Prevention					
2.3.1	How do you use grievance analysis while preparing annual action plans and strategy of the organization?					
2.3.2	How do you find out grievance prone areas and communicate them to the officer/team responsible for service delivery improvement and to the Public Grievance Redress Officer?					
2.3.3	How do you link grievance analysis to charter review and to other guidelines so that complaint prone areas are improved upon?					
2.3.4	How do you measure and track the progress on improvements required to reduce complaint prone areas?					
2.3.5	How do you ensure that frontline staff and the citizens are aware of improvements made in grievance redress mechanism?					

S. No.	Element	Systematic 5	4	3	2	Ad- hoc 1
3.	Service Delivery					
3.1	Citizen Focus					
3.1.1	How do you determine citizen satisfaction levels and implement steps required for improving the same?					
3.1.2	How do you measure citizen satisfaction across the organization and for particular service delivery outlets?					
3.1.3	How do you link citizen satisfaction results to charter review and to other processes affecting service delivery?					
3.1.4	How do you prepare and implement guidelines that encourage your outlets for creating a citizen focused organization?					
3.1.5	How do you find out and distinguish among outlets on the basis of service delivery, and implement steps required to improve the same?					
3.2	Employee Motivation					
3.2.1	How do you encourage and ensure courteous, punctual, and prompt service delivery by your front line staff?					
3.2.2	How do you prepare and implement guidelines to encourage the willingness of the frontline staff to accept responsibilities for service delivery as per citizen expectations?					
3.2.3	How do you encourage healthy competition among your outlets for improved service delivery?					
3.3	Infrastructure Management					
3.3.1	How do you determine and implement minimum standards of service for convenience of citizens such as putting signage, placing waiting benches, drinking water and other needs?					
3.3.2	How do you determine the resources that are required taking into account service delivery needs, current budgets, current channels of service delivery to ensure resource availability/ utilization as per plans/requirements and standards fixed for service delivery?					

S. No.	Element	Systematic 5	4	3	2	Ad- hoc 1
3.3.3	How do you prepare and implement guidelines that encourage outlets to continuously improve service delivery?					

CONCLUSION

The Sevottam framework, thus, remains a cornerstone in India's efforts to institutionalise citizen-centric governance. It offers not only a framework but also a roadmap for reforms in public service delivery. Despite its non-mandatory status, several departments and states have adopted it as part of broader public administration reforms.

REFERENCES & ADDITIONAL READINGS

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QUIZ

1. What is the main purpose of the Sevottam framework?
 - a. Increase government revenue
 - b. Promote service excellence
 - c. Expand bureaucratic control
 - d. Privatiser public services
2. Which of the following is *not* an element of Sevottam?
 - a. Citizen Charter
 - b. Budgetary allocation
 - c. Grievance redressal
 - d. Service delivery capability
3. Citizen Charters should be:
 - a. Technical and confidential
 - b. Long and complex
 - c. Transparent and user-friendly
 - d. Available only on request
4. Grievance redressal mechanisms should be:
 - a. Managed privately
 - b. Ad hoc and reactive
 - c. Time-bound and responsive
 - d. Rarely used
5. Internal efficiency in Sevottam refers to:
 - a. Staff salaries
 - b. Monitoring and capacity building
 - c. Social media reach
 - d. Tax collection

Answers to the Quiz

1. b 2. b 3. c 4. c 5. b

RIGHT TO SERVICE (RTS) ACTS

2.2

CONTENTS

- Learning Outcomes
- Introduction
- What is the Right to Service Guarantee?
- Evolution of Right to Service Guarantee Act in India
- Significance of RTS Act
- Components of RTS Act
- Notified Services and Timelines
- Process of Service Delivery under the RTS Act
- Implementation Mechanism
- Challenges in the implementation of RTS Act
- Conclusion
- References/ Suggested Resources
- Quiz

LEARNING OUTCOMES

At the end of this module, the participants will be able to:

- ▶ Describe the genesis and rationale of the Right to Service (RTS) Act
- ▶ List the various sections of the RTS Act
- ▶ Analyse the institutional framework for implementing the RTS Act
- ▶ Reflect on the implementation challenges and plausible solutions

INTRODUCTION

The Right to Service (RTS) Act, first introduced in Madhya Pradesh in 2010, brought about a paradigm shift in governance across the country. As of 2025, most of the states/ UTs have enacted their respective RTS Acts to provide services as entitlements to citizens and improve service delivery. This module on the RTS Act aims to introduce participants to the development of an understanding of the RTS Act and its rationale. It also helps participants develop an understanding of the components of the RTS Act, its clauses, and other features that each state can customise.

WHAT IS THE RIGHT TO SERVICES (RTS) ACT?

The Right to Services (RTS) Act, first introduced in Madhya Pradesh in 2010 and subsequently adopted by multiple states, is a landmark reform that legally entitles citizens to public services within stipulated timeframes. The RTS Act aims to curb bureaucratic delays and inefficiencies by making service delivery a right rather than a discretionary favour.

If one looks at the RTS Acts, it becomes clear that the RTS Acts are an extension of the Citizens' Charter, but with a legally binding nature. In other words, the promises made by the Citizen Charters, if unfulfilled, empower the citizens to appeal and complain through the RTS Act.

Table 2: Year-wise enactment of the RTS Acts by the states

S. No.	Year	State	Title of Act
1.	2010	Madhya Pradesh	The Madhya Pradesh Lok Sewaon ke Pradhan ki Guarantee Adhiniyam, 2010
2.	2011	Uttar Pradesh	The Uttar Pradesh Janhit Guarantee Adhiniyam, 2011
3.		Jammu & Kashmir	The Jammu & Kashmir Public Services Guarantee Act, 2011
4.		Delhi (UT)	The Delhi (Right of Citizen to Time Bound Delivery of Services) Act, 2011
5.		Bihar	Bihar Lok Sevaon ka Adhikar Adhiniyam Act, 2011
6.		Rajasthan	The Rajasthan Guaranteed Delivery of Public Services Act, 2011
7.		Uttarakhand	The Uttarakhand Right to Service Act, 2011
8.		Himachal Pradesh	The Himachal Pradesh Public Services Guarantee Act, 2011

S. No.	Year	State	Title of Act
9.		Jharkhand	Jharkhand Rajya Sewa Deni Ki Guarantee Act, 2011
10.		Chhattisgarh	Chhattisgarh Lok Sewa Guarantee Act, 2011
11.	2012	Karnataka	The Karnataka Sakala Services Act, 2011
12.		Assam	The Assam Right to Public Services Act, 2012
13.		Kerala	The Kerala State Right to Service Act, 2012
14.		Odisha	The Odisha Right to Public Services Act, 2012
15.	2013	Gujarat	The Gujarat (Right of Citizens to Public Services), Act, 2013
16.		Goa	The Goa (Right of Citizens to Time Bound Delivery of Public Services) Act, 2013
17.		West Bengal	The West Bengal Right to Public Services Act, 2013
18.	2014	Haryana	The Haryana Right to Service Act, 2014
19.	2015	Maharashtra	The Maharashtra Right to Public Services Act, 2015
20.		Mizoram	The Mizoram Right to Public Services Act, 2015
21.	2016	Arunachal Pradesh	The Arunachal Pradesh Right to Public Services Act, 2016
22.	2017	Andhra Pradesh	The Public Service Delivery Guarantee Ordinance, 2017
23.	2018	Punjab	The Punjab Transparency and Accountability in Delivery of Public Services Act, 2018
24.		Chandigarh (UT)	The Union Territory of Chandigarh Right to Service Act, 2017
25.	2020	Meghalaya	The Meghalaya Right to Public Services Act, 2020
26.	2020	Tripura	The Tripura Guaranteed Services to Citizens Act, 2020
27.	2021	Manipur	Manipur Public Services Delivery Guarantee Act, 2021

ACTIVITY: SERVICE MAPPING | TIME: 10 MINUTES

List five public services (birth certificate, ration card, driving license, etc.) that you have availed of in the last six months. Write down the time taken for the delivery of each of the services. Now, try to map these services and timelines to those under the RTS Act.

EVOLUTION OF THE RIGHT TO SERVICE ACT IN INDIA

The first Right to Service Act (RTS Act) was enacted by Madhya Pradesh in 2010, followed by other states, including Bihar, Rajasthan, Karnataka, and Maharashtra. Until recently, more than twenty-five states and UTs brought their respective RTS legislations into force. Each of the states notified a different number of services under the ambit of the Act. However, the common goal of all the Acts is to ensure the timely delivery of public services while ensuring responsiveness and transparency.

[The state-specific evolution of the RTS Act shall be developed by the Resource Person concerned and discussed here.]

SIGNIFICANCE OF THE RTS ACT

The RTS Acts, introduced at the state level, brought in a shift in the way public services are delivered to the citizens. As the services are provided as rights under the Acts, citizens can hold public officials accountable for delays in service delivery, denial of services, or any other relevant scenarios where services are not delivered. As is well known, citizens often have to make multiple visits to government offices, encounter difficulties with the service processes, and still not receive the services on time. In such a scenario, the RTS Acts empower the citizens by providing services within stipulated time limits and enabling them to hold the public officials accountable if they do not receive the services.

Further, the appeal mechanisms of the RTS Acts, wherein there are first appellate authorities, second appellate authorities, and in some cases, RTS Commissions, the Act has set in place a strong institutional mechanism. In addition, the Act also complements other governance and service delivery initiatives like the Sevottam Framework. The major key aspects of the RTS Act are as follows:

- Provides services as rights to citizens for time-bound service delivery
- Supports administrative efficiency and standardisation of procedures
- Builds citizen trust by transforming government into a service provider
- Promotes inclusive governance by targeting marginalised service users
- Strengthens institutional mechanisms via the RTS Commissions and appellate authorities
- Catalyses attitudinal change among public officials
- Encourages responsive governance through penal provisions for officials

Figure 11: Key aspects of the RTS Act

COMPONENTS OF THE RTS ACT

The state-specific components of the RTS Act shall be detailed by the Resource Person concerned and discussed here, including the following:

- ▶ List of Sections and Articles of the RTS Act
- ▶ Explanation of the Sections and Articles of the Act
- ▶ Overview of the Rules of the RTS Act
- ▶ Any other details about the RTS Act of the state

NOTIFIED SERVICES AND TIMELINES

The state-specific list of Notified Services and the corresponding Timelines for service delivery under the RTS Act shall be detailed by the Resource Person concerned and discussed here, including the following:

- ▶ Phase-wise number of notified services from the time of introduction of the Act
- ▶ Details of services, notified timelines and the nodal authorities
- ▶ Department-specific insights on notified services (based on the profile of the participants)
- ▶ Any other details about the RTS Act of the state

SERVICE DELIVERY PROCESS UNDER THE RTS ACT

The state-specific service delivery process for services notified under the RTS Act shall be detailed by the Resource Person concerned and discussed here, including the following:

- ▶ Process flow of the service delivery process under the RTS Act, starting from the citizen applying for the service to the citizen receiving the service
- ▶ Comparison of the service delivery process before and after the process
- ▶ Any other details about the service delivery process

IMPLEMENTATION MECHANISM

The state-specific implementation mechanism and the different stakeholders in the implementation of the RTS Act in the state shall be detailed by the Resource Person concerned and discussed here. This shall include:

- ▶ Organisation structure of the implementation mechanisms of the RTS Act- from the level of the highest authority to the grassroots level
- ▶ Dashboards of the RTS Act of the specific state shall be used to provide inputs and insights
- ▶ Any other details about the implementation mechanism of the RTS Act

ACTIVITY: ROLE PLAY | TIME: 15 MINUTES

Imagine you are a citizen going to a government office to apply for a certificate. Let the other participants play the roles of designated officer, appellate authority, and other staff in the government office. Play out the scenario, which includes service delivery and grievance resolution.

CHALLENGES IN THE IMPLEMENTATION OF THE RTS ACT

Like any other policy or programme, the RTS Act also has its share of challenges. Some of the general challenges are listed below. **The state-specific challenges in implementation shall be detailed by the Resource Person concerned and discussed here.**

While the RTS Act represents a progressive step towards accountable governance, its implementation faces several systemic roadblocks. Many citizens and even frontline officials remain unaware of the Act's provisions. The lack of infrastructure, especially in rural and remote areas, undermines the ability of designated officers to deliver services within specified timelines. Digital systems, where available, often face interoperability or access issues, limiting the full potential of e-governance integration. Additionally, the grievance redress mechanisms are frequently under-resourced, with appeals and penalty proceedings experiencing prolonged delays. Institutional inertia and resistance from some segments of the bureaucracy have also slowed down effective adoption. Capacity-building efforts and administrative willingness vary significantly from state to state, leading to uneven results. The challenges, thus, can be listed as follows:

► **Limited Awareness**

Both citizens and service providers often lack knowledge about the RTS provisions.

► **Infrastructure Deficits:**

Especially in rural areas, inadequate connectivity and logistical support delay service delivery.

► **Inefficient Grievance Redress:**

Appeals and complaints take time to process due to staffing shortages and procedural delays.

► **Resistance from Bureaucracy:**

Some officials resist accountability mechanisms like penalties.

► **Insufficient Digital Integration:**

RTS processes are often not fully integrated into existing e-governance systems.

► **Uneven State Implementation:**

States vary in capacity, commitment, and quality of monitoring systems

ACTIVITY: REFLECTION AND ANALYSIS | TIME: 10 MINUTES

Reflect on the RTS Acts. Now, think about the relation between the RTS Acts and grievance redressal. Do they have any relation? Let us discuss when you finish.

CONCLUSION

The RTS Act marks a significant shift in public administration by formalising citizens' access to timely services. As India pursues administrative reforms, RTS has the potential to be a cornerstone in building citizen trust and responsive governance. The success of RTS is dependent on many factors, important of which include citizen awareness, institutional readiness, and political will.

REFERENCES/ SUGGESTED RESOURCES

Accountability Initiative. (2018). Review of Implementation of RTS in Indian States.

Second Administrative Reforms Commission (2008). Citizen-Centric Administration.

Link to the relevant state-specific RTS Act and the dashboard of public service delivery shall be detailed by the Resource Person concerned here.

QUIZ

1. Which Indian state was the first to introduce the Right to Services Act?
 - a. Maharashtra
 - b. Madhya Pradesh
 - c. Karnataka
 - d. Bihar
2. What is the primary goal of the RTS Act?
 - a. Reduce taxes
 - b. Promote digital literacy

- c. Ensure time-bound delivery of public services
- d. Increase political participation

Questions 3-5 shall include state-specific RTS topics included by the Resource Person concerned.

Answers to the Quiz

1. b 2. c 3. 4. 5.

CENTRALISED PUBLIC GRIEVANCE REDRESSAL MANAGEMENT SYSTEM (CPGRAMS)

2.3

CONTENTS

- Introduction
- What is a grievance
- Process of Grievance Redressal-From Registration to Redressal and Feedback
- Roles and responsibilities of various functionaries in grievance redressal
- Handling of citizen grievances
- Key timelines of grievance redressal and other Data Metrics
- Audit and Monitoring
- Guidelines for handling grievances effectively
- Performance Tracking and Feedback

LEARNING OUTCOMES

At the end of the Session, the participants will be able to:

- Describe the process and functions of CPGRAMS
- Classify the various kinds of grievances
- Distinguish between the various types of grievances and their corresponding redressal process
- Demonstrate the ability to handle grievances for effective grievance redressal

INTRODUCTION

The Centralised Public Grievance Redress and Monitoring System (CPGRAMS) is an online platform of the Government of India for citizen grievances. It is one of the path-breaking initiatives of the government designed to enhance citizen-centric governance through transparent, accountable and timely grievance redressal.

This module on CPGRAMS provides an introduction to the initiative, its significance as an essential tool for efficient public service delivery and how it has enabled citizens to lodge complaints and track the status across various government departments. This module also highlights the various grievance redressal systems of the Indian states. It also provides the process flow of the CPGRAMS portal, roles and responsibilities of different officials and the integration with the states. Through this module, the participants will better understand the various components of the grievance redressal ecosystem. It emphasises the citizen-first mindset while ensuring that there is procedural efficiency and accountability at all levels of the government.

WHAT IS A GRIEVANCE?

This is one of the first questions to answer to understand grievance redressal. What counts as a grievance?

ACTIVITY

What is a grievance? What are the different grievances you receive in your office?

The participants respond to the questions with the different kinds of grievances they receive daily in their respective offices.

So, we have seen various grievances received in the government offices at different levels.

Before we proceed, let us see what the definition of grievance is:

According to the 12th Report of the Second Administrative Reforms Commission, grievance was defined as

“Indignation or resentment arising out of a feeling of being wrong.”

The Indian standard 15700: 2005 defines grievance as “an expression of dissatisfaction made to an organisation related to its product, services, and all processes where a response of resolution is explicitly or implicitly expected.”

According to the Sevottam Guidelines of 2011,

“A grievance is a sort of dissatisfaction which needs to be retraced, whether it is real or imaginary or legitimate or ridiculous, rated or unwise, written or oral, it must find expression in some form of the other. Therefore, if a grievance is received, it needs to be redressed.”

According to the Department of Administrative Reforms and Public Grievances (DARPG), Government of India (GoI), the following issues **do not** come under the purview of redressal:

- ▶ Matters related to Right to Information (RTI)
- ▶ Court-related/ subjudice matters
- ▶ Religious matters
- ▶ Suggestion
- ▶ Service matters or grievances of government employees about their service matters, including disciplinary proceedings, etc.

Activity: Quiz | Time 10 minutes

Which of the following is a grievance?

Statement	Grievance	
	Yes	No
My pension application has been pending for four months despite submitting all documents.		
My neighbour is parking his car in front of my house.		
I have not received a response for my RTI application.		
The Department of Water Works should be shut down.		
My colleague in the revenue department is troubling me.		
The electricity bill has been wrongly generated for two months now.		
I want a piece of land in my village.		
The government should provide free education to everybody.		
The clerk at the government office asked me for some money to update my land records.		
I need a driving license at the earliest.		

GRIEVANCE REDRESSAL IN INDIA-CENTRAL GRIEVANCE REDRESSAL SYSTEM AND STATE REDRESSAL MODELS

The Grievance Redressal in India happens at two levels- the central level and the state level. Taking into consideration the central and state subjects, the grievances are accordingly redressed.

At the central level, the CPGRAMS functions as a one-stop portal for grievance redressal for the entire country. Parallely, most of the states in India have their grievance redressal portal to address citizens' grievances. The state interfaces of the grievance redressal are also available in local languages to enhance the ease of access. A detailed session on the State Grievance Redressal portal shall give a better understanding of the state-specific initiatives.

What is CPGRAMS?

CPGRAMS stands for Centralised Public Grievance Redress and Monitoring System (CPGRAMS). It is an online platform/ website (<https://pgportal.gov.in>) wherein citizens can file public grievances 24x7 to the public officials on any of the issues related to service delivery. The citizens can file their grievances online through the CPGRAMS website after registration. This single portal is connected to all the Ministries/ Departments of the Government of India and the various states and Union Territories.

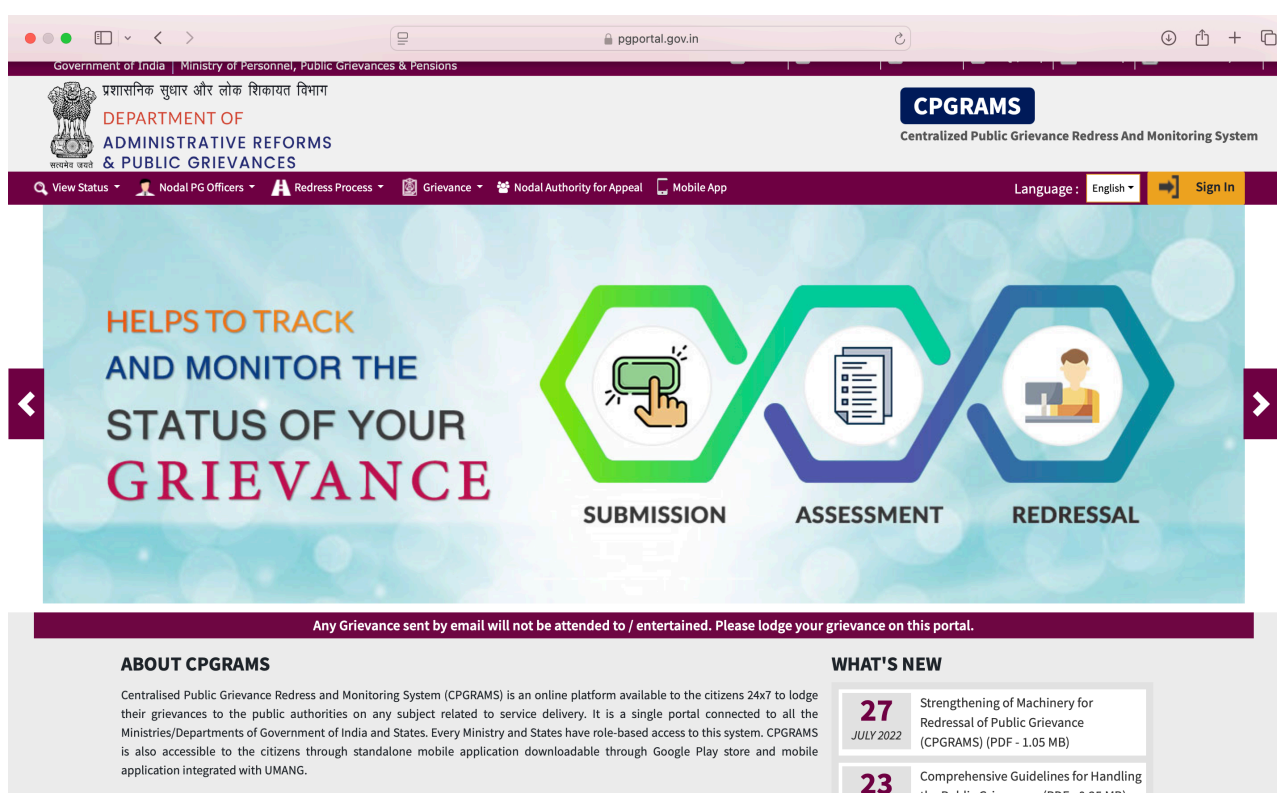


Image 1: Screenshot of the CPGRAMS Homepage

Source: <https://pgportal.gov.in>

In recent times, the grievance redressal mechanisms have become a very important part of governance. The grievance redressal mechanisms have become an efficient means of citizen-centric governance wherein the citizens are connecting with the government in case they are not receiving their services on time, or any other issues. According to the

DARPG, Gol, this is an efficient means for the citizens across the country to voice their needs, and they must be “empowered adequately to repose trust in the system.”

PROCESS FLOW OF GRIEVANCE REDRESSAL

It is interesting to understand the process flow of how a grievance is filed by the citizen and how it gets resolved. If one looks at the process flow of the CPGRAMS, it is as follows:

Firstly, a citizen, who has faced an issue while availing any of the government services or other issues, will file a grievance through the CPGRAMS portal after completing a one-time registration and login on the CPGRAMS website. During this process, the citizen provides specific details about the department, organisation, or concerned authority, which will be used to generate a Grievance ID.

The citizen will then be directed to provide the details of the grievance. After filling in all the requisite information, the grievance is redirected to the authority concerned, either in the central ministry/ department or the respective state government. An Acknowledgement is generated to the citizens, which consists of the details to track the grievance.

In the next step, the authority responsible shall examine the grievance and proceed to resolve it within the stipulated time frame. Then, an Action Taken Report (ATR) is sent to the citizen. The citizen then reviews the resolution and provides feedback. Based on the citizen's response, If the citizen is satisfied, the grievance is marked as closed, leading to final resolution.

If the citizen is not satisfied, the case is escalated to the Nodal Appellate Authority or Sub Appellate Authority for further review and action, ensuring a second level of grievance redress.

This structured and time-bound process ensures accountability, transparency, and citizen engagement. It provides a streamlined, technology-driven channel for citizens to express concerns and receive timely responses from government departments, enhancing public service delivery and trust in governance.

CPGRAMS PROCESS FLOW

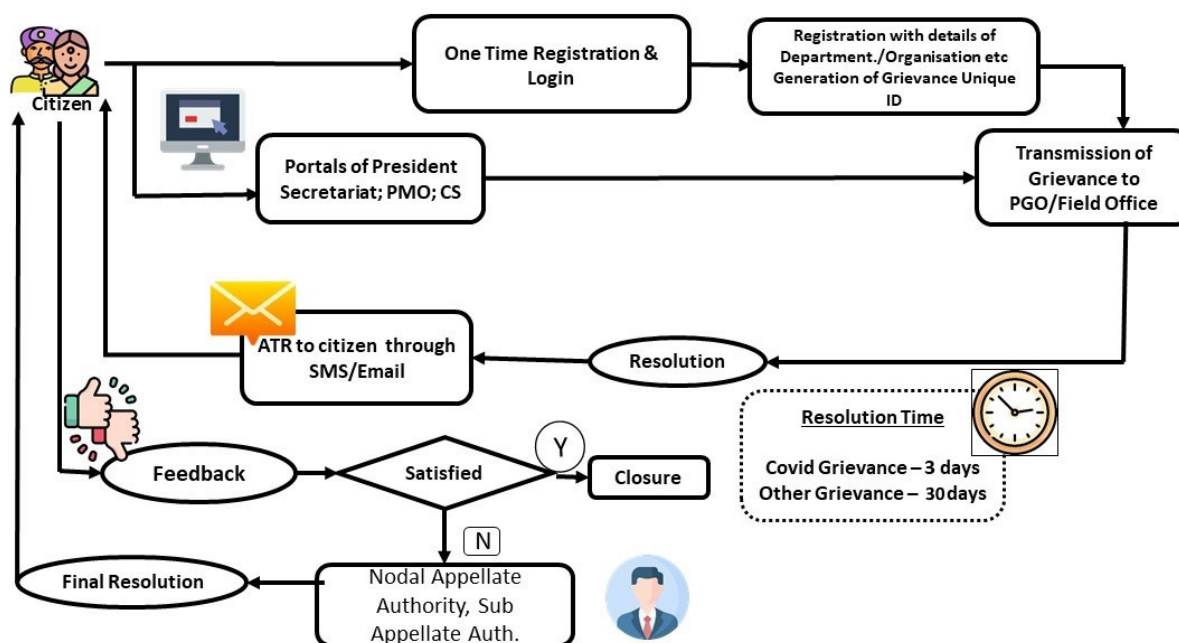


Image 2: Process Flow of Grievances on CPGRAMS

Source: <https://pgportal.gov.in>

TIMELINES FOR GRIEVANCE REDRESSAL

It is mandated that grievances received on the CPGRAMS portal shall be resolved within a maximum period of 30 days. Accordingly, the states have also strengthened their mechanisms to address grievances within the stipulated time limit.

In addition to this, the grievances which are urgent are mapped accordingly and the Nodal Officers/ Grievance Redressal Officers are flagged about it. It then becomes mandatory for the GROs to resolve the grievance on a priority basis.

INSTITUTIONAL MECHANISM FOR GRIEVANCE REDRESSAL

The Department of Administrative Reforms & Public Grievances is the chief policymaking, monitoring and coordinating Department for public grievances arising from the work of Ministries/Departments/Organisations of the Government of India.

The grievances received in the department are forwarded to the Ministries/Departments concerned. Redressal of grievances is done by respective Ministries/Departments in a decentralised manner. The Department periodically reviews the status of redressal of public

grievances under CPGRAMS of Ministries/Departments for speedy disposal of grievances/complaints.

All grievances relating to State Governments / Union Territory Administrations and the Government of the NCT Region of Delhi are sent to the State/ UT/ NCT Government concerned. Citizens may also take up matters regarding the pendency of their grievances directly with the State Government concerned.

CONCLUSION

It is evident that CPGRAMS as a GRM provides a vital tool in enhancing transparency, accountability and responsiveness within the public administration. This session highlighted the key features, operational mechanisms and user roles within CPGRAMS as well as its importance in fostering citizen-centric governance. A string grievance redress system not only resolves issues efficiently but also builds citizen trust in the public institutions and reiterates the core values of good governance and citizen-centric administration.

REFERENCES

<https://darpg.gov.in/en/public-grievances>

<https://pgportal.gov.in/>

<https://pgportal.gov.in/Home/Faq>

QUIZ

1. What is the primary objective of CPGRAMS?
 - a. Issuing digital identity cards
 - b. Registering citizens for welfare schemes
 - c. Facilitating timely redressal of public grievances
 - d. Conducting employee performance reviews
2. Which ministry is responsible for the management of CPGRAMS?
 - a. Ministry of Home Affairs
 - b. Ministry of Personnel, Public Grievances and Pensions
 - c. Ministry of Electronics and IT
 - d. Ministry of Law and Justice
3. What is the role of a Nodal Officer in CPGRAMS?
 - a. To approve all government notifications
 - b. To monitor grievances and ensure timely redress

- c. To manage the payroll system
 - d. To conduct departmental audits
4. Within how many days should a grievance ideally be redressed in CPGRAMS?
- a. 15 days
 - b. 30 days
 - c. 60 days
 - d. 90 days
5. Citizens can lodge grievances in CPGRAMS through which of the following methods?
- a. Only in person
 - b. Only via mobile app
 - c. Online portal and mobile app
 - d. Only through post

Answers to the Quiz

1. c 2. b 3. b 4. b 5. c

CPGRAMS-TECHNICAL/ HANDS-ON

2.4

CONTENTS

- Learning Outcomes
- Introduction
- Session Contents
- Andragogy
- References

LEARNING OUTCOMES

By the end of the session, the participants will be able to:

- ▶ Navigate the CPGRAMS interface for registering, processing, and tracking grievances
- ▶ Applying guidelines and best practices for effective grievance redressal through the CPGRAMS portal
- ▶ Analyse real-time grievances and understand reporting tools within CPGRAMS
- ▶ Simulate end-to-end workflows from grievance registration to disposal

INTRODUCTION

The objective of this session is to provide better practical exposure to grievance redressal through technical/ hands-on training to the public officials handling grievances.

SESSION CONTENTS

The resource persons shall ensure the following aspects are covered in the session:

System Navigation

- Overview of dashboard for public officials
- Different user interfaces and especially citizen interface

Accounts and Login

- Logging - in to the CPGRAMS portal
- Navigating the user account

Grievance Lifecycle

- Lodging a grievance
- Forwarding and resolution workflow
- Tracking of the grievance
- Monitoring and closure

Best practices in Grievance Redressal

- Timeliness and Empathy
- Effective communication and documentation

Reports and Analytics

- Tracking the trends and metrics of grievances
- Using data for improving public service delivery

Handson Exercise

- Live simulation or demo environment
- Group Task: Case-based grievance handling

ANDRAGOGY

Learning Philosophy and Approach

The Learning Philosophy and Approach focus on experiential, participatory, and reflective learning. It involves providing real-life scenarios, hands-on exposure, peer interactions, and application of the learnings in the workplace.

Learning Principles Applied

Awareness

The session begins by explaining the objective of learning CPGRAMS and its significance, and its role in improving public service delivery and grievance redressal. It emphasises accountability, public trust, and service delivery.

Experience-Based

Participants shall be encouraged to draw upon their past interactions with grievance systems, the challenges they faced and the successes.

Relevance-Oriented

The activities of the Hands-On Session shall be directly aligned with the participants' day-to-day roles and responsibilities- using real forms, sample grievances and mock dashboards.

Problem-Centred Learning

Case-based problem solving shall form the core of the Hands-On Session, helping the officials navigate through the challenges such as delays, deficiencies and duplications or other issues.

Training Methods and Activities

The Training Activities can include the following activities in the hands-on session:

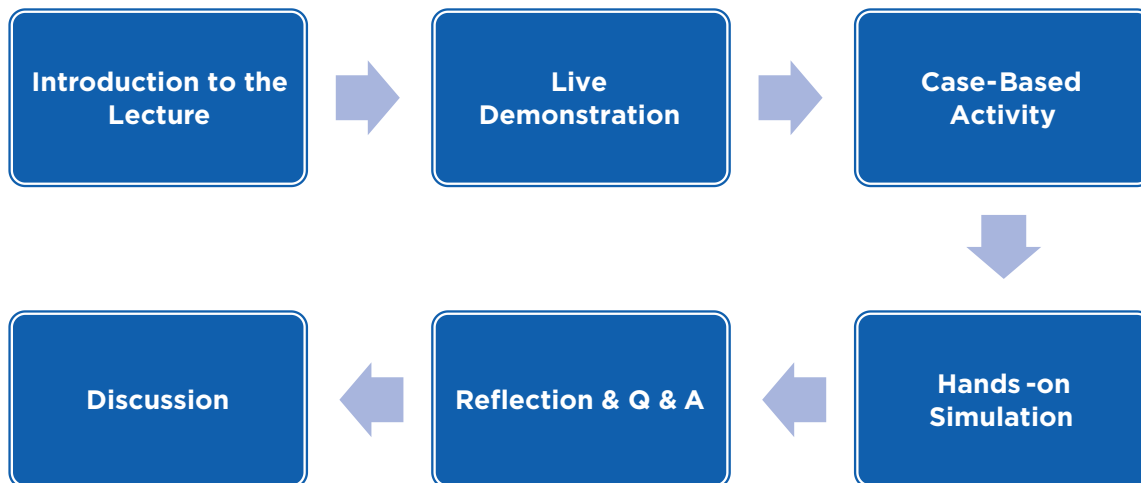


Figure 12: Training Activities for hands-on CPGRAMS Portal

The Resource Person of this session shall function as a facilitator and encourage peer learning and blended tools like physical handouts, live portal, and digital tools.

CASE 1: DELAY IN SADAREM CERTIFICATE^{3,4}

Learning Objective and Case Usage

The overall learning objective of this Case is to make the participants understand the grievance redressal process from registration to disposal. The resource person can use this case to enable the trainees to understand (i) the nature of the grievance, (ii) the significance of the certificate for the citizens, (iii) the citizens's attitudes, and (iv) the due process to be followed.

Note: The Resource Person may use this case as-is or similar cases from the respective state and tweak the resolution process accordingly.

Questions for the participants

- Which department is concerned about disposing of this grievance?
- At your level, what actions would you take regarding this grievance?
- What documents would you require to dispose of this grievance?
- Why do you think there is a delay in providing the service to the citizens?
- What is the stipulated time limit for providing this particular service?
- Any other questions, as deemed relevant and necessary.

Time Management Plan for the Case Study

Activity	Time (in minutes)
i. Reading and Explaining the Case	8
ii. Discussion of options to address the issue in the case	12
iii. Wrap-up and key takeaways	5
Total	25

About the Grievance

A citizen from Vizag in Andhra Pradesh filed a grievance on the Prime Minister's Office portal (PMOPG) regarding the delay in availing the Software for Assessment of Disabled for Access, Rehabilitation and Empowerment (SADAREM)⁵ Certificate

³ This Case is prepared based on an actual grievance filed in Andhra Pradesh, India. To maintain confidentiality, the applicant's details are not mentioned. This Case is for educational purposes only.

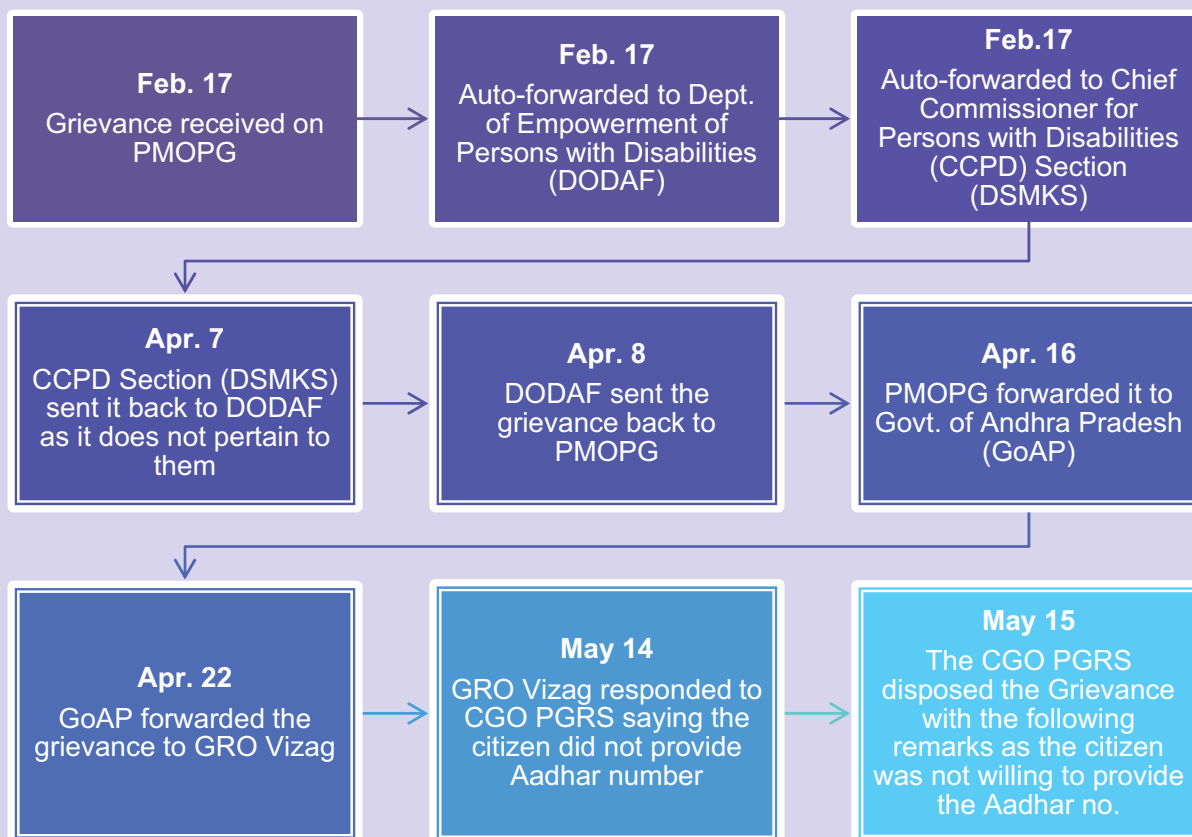
⁴ <https://pgportal.gov.in/CPGRAMSDashboard/GrievanceDetails/Index/UE1PUEcvRS8yMDI1LzAwMjl5ODk=>

⁵ SADAREM is a disability certificate issued by the governments of Andhra Pradesh and Telangana to access benefits, facilities, and concessions under different government schemes

for his elder son. He filed a grievance in February 2025, stating that his SADERAM Application had been pending since November 2024, and requested that it be processed and he be allotted a date of appointment with the doctor concerned.

The Action History of the Grievance

The following is the action history of the grievance from the time of registration to disposal:



“Citizen not giving Aadhar for grievance registration in PGRS portal. Since you have mentioned your reluctance to provide your Aadhaar number, you can register your self-grievance on the ANDHRA PRADESH state PGRS Portal- <https://meekosam.ap.gov.in/>”

REFERENCES

References to the updated CPGRAMS Manual shall be added here.

2.5

STATE GRIEVANCE REDRESSAL PORTAL⁶

CONTENTS

- Learning Outcomes
- Introduction
- Objectives of the State Grievance Redressal Portal
- Process of Grievance Redressal- From Registration to Redressal and Feedback
- Roles and responsibilities of various functionaries in grievance redressal
- Handling of citizen grievances
- Key timelines of grievance redressal and other Data Metrics
- Audit and Monitoring
- Guidelines for handling grievances effectively
- Performance Tracking and Feedback

LEARNING OUTCOMES

At the end of the Session, the participants will be able to:

- ▶ Describe the process and functions of the state grievance redressal portal
- ▶ Classify the various kinds of grievances
- ▶ Distinguish between the various types of grievances and their corresponding redressal process
- ▶ Demonstrate the ability to handle grievances for effective grievance redressal

⁶ The ATI shall insert the name of the respective State Grievance Redressal Portal here.

INTRODUCTION

The State Public Grievance Redressal and Monitoring System **[insert the name of state grievance redressal portal]** is an integrated and web-based application that serves as a platform for receiving, processing, and redressing/ disposal of grievances of the citizens. As of March 2025, almost every state in India has a grievance redressal portal.

Each of these websites facilitates the submission of petitions/ grievances of the citizens in case of delays or deficiencies, or denial of any of the services to the citizens.

The citizens can submit their grievances either through online or offline modes. The online modes include submission through the CPGRAMS website or the state grievance redressal portal. The offline submission of grievances can be done through government offices, local service delivery centres **[insert the names of state-specific service delivery channels]** and other platforms like Grievance Redressal Day, etc.

OBJECTIVES OF THE STATE GRIEVANCE REDRESSAL PORTAL

The Objectives of the State Grievance Redressal Portal are

- ▶ To facilitate offline/ online registration of public grievances by the citizens
- ▶ To forward the grievances of the citizens to the officials concerned for further action
- ▶ To ensure efficient and speedy redress of public grievances
- ▶ To monitor and manage the entire redressal process through the integrated database.

[In addition to the above, the states can add/ modify the objectives of the respective State Grievance Redressal Portal.]

ACTIVITY 1: QUIZ | TIME 10 MINUTES

Which of the following is a grievance?

Statement	Grievance	
	Yes	No
1. My pension application has been pending for four months despite submitting all documents.		
2. My neighbour is parking his car in front of my house.		
3. I have not received a response for my RTI application.		
4. The Department of Water Works should be shut down.		
5. My colleague in the revenue department is troubling me.		

6. The electricity bill has been wrongly generated for two months now.		
7. I want a piece of land in my village.		
8. The government should provide free education to everybody.		
9. The clerk at the government office asked me for some money to update my land records.		
10. I need a driving license at the earliest.		

Process of Grievance Redressal-From Registration to Redressal and Feedback

The Resource Person shall provide an overview of the process of the Grievance Redressal, starting from the Registration to the Disposal/ Redressal of Grievances and the feedback from citizens. The trainees may also be provided with learning on the various sources of grievances.

[A detailed walkthrough of this process shall be provided in the practical session.]

Roles and responsibilities of various functionaries in grievance redressal

The redressal process encompasses many public officials at various levels for the effective redressal of public grievances.

Accordingly, these stakeholders include state public officials at the nodal level to the block and the village levels. While some states have identified Grievance Redressal Officers (GROs/ Grievance Redressal Authority (GRAs), the other states have public officials handling the grievances of the citizens.

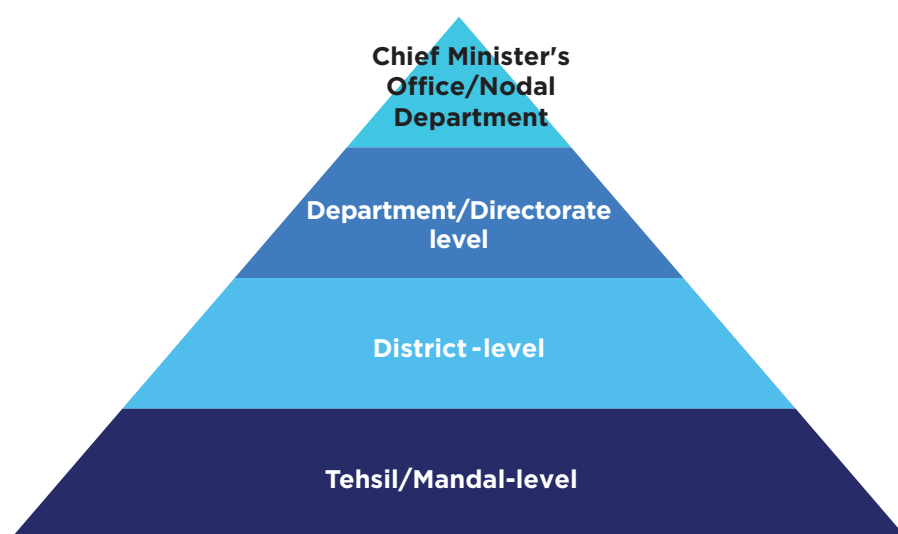


Figure 13: Roles of officials involved in grievance redressal at various levels and their functions

[The resource person shall provide the roles and responsibilities of various functionaries in grievance redressal the respect to the respective state.]

Handling of citizen grievances

An introduction to handling grievances -starting from the registration to the disposal process is dealt with in this session.

Key timelines of grievance redressal and other Data Metrics

The key timelines of grievance redressal and other data metrics shall be provided in this part.

Audit and Monitoring

The participants shall be explained the process of audit and monitoring of the grievances at various levels.

Guidelines for handling grievances effectively

The participants shall be guided on effectively handling grievances for a better quality of redressal.

ACTIVITY 2: ROLE-PLAY | TIME: 15 MINUTES

Objective

To build empathy and build effective communication strategies for dealing with citizens filing repeat grievances.

Scenario

Mr. Ramesh Kumar is a 68-year-old man from a village in Tamil Nadu. He filed a grievance for a sanction of land in a CSC. After one week, he went to the Tahsildar office and submitted a petition for sanction of a land. After 10 days, he went to the CM Computer Cell in Chennai and

Roles

1. Mr. Ramesh Kumar (Citizen)- He is restless, he feels nobody is caring about his grievance and is angry
2. Grievance Redressal Officer (GRO): Needs to listen, communicate respectfully and explain the actual status and the course of action clearly.
3. Observer: Notes the interaction and provides feedback.

Instructions to Participants

1. Carry the conversation for 5-6 minutes
2. The official should listen to the citizen, probe in detail and try to explain it to the citizen.
3. After the Role Play, the participants have to reflect on:
 - ▶ What happened in the conversation?
 - ▶ What could have been done in a better way?
 - ▶ How could systemic solutions prevent repeat filings?

Learning Points

Repeat grievances often indicate gaps in communication or lack of awareness or the need for urgency.

Empathy, clarity and follow-up are some important tools

The officials should not dismiss the repeat grievances as trouble or nuisance without understanding the issue.

Acknowledge the concern of the citizen and provide practical solutions and make the citizen understand.

PERFORMANCE TRACKING AND FEEDBACK

The participants shall be guided on the tracking of grievances after disposal and the ensuing feedback so that they can perform better during the grievance redressal process.

CASE 2: POOR QUALITY ROAD⁷

Learning Objective and Case Usage

The overall learning objective of this Case is to make the participants understand the grievance redressal process from registration to disposal. The resource person can use this case to enable the trainees to understand (i) the nature of the grievance, (ii) the significance of the issue for the citizens, (iii) the citizens' attitudes, and (iv) the due process to be followed.

⁷ This Case is prepared based on an actual grievance filed in Meghalaya, India. To maintain confidentiality, the applicant's details are not mentioned. This Case is for educational purposes only.

Note: The Resource Person may use this case as-is or similar cases from the respective state and tweak the resolution process accordingly.

Questions for the participants

- i. Which department is concerned about disposing of this grievance?
- ii. At your level, what actions would you take regarding this grievance?
- iii. What documents would you require to dispose of this grievance?
- iv. Why do you think there is a delay in providing the service to the citizens?
- v. What is the stipulated time limit for providing this service?
- vi. Any other questions, as deemed relevant and necessary.

Time Management Plan for the Case Study

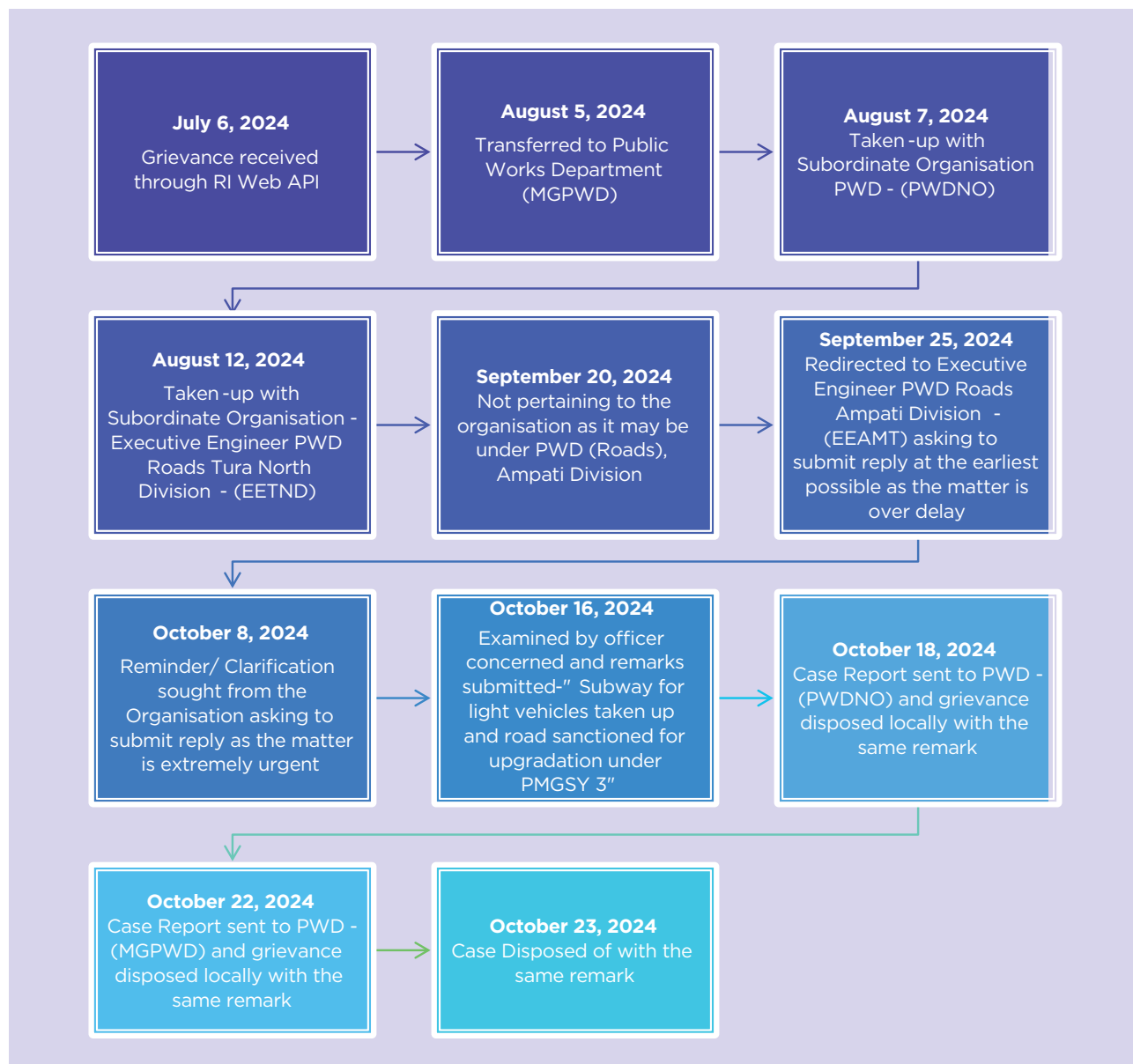
Activity	Time (in minutes)
i. Reading and Explaining the Case	8
ii. Discussion of options to address the issue in the case	12
iii. Wrap-up and key takeaways	5
Total	25

About the Grievance

The Government of Meghalaya received a grievance from a citizen from a village in West Garo Hills in October 2024 through the RI Web API, which was sent by the Department of the Rural Development. The grievance was regarding the poor quality of a road, and the citizen uploaded a photograph of the bad condition of the road.

The Action History of the Grievance

The following is the action history of the grievance from the time of registration to disposal:



CASE 3: PMKISAN RELATED ISSUES⁸

Learning Objective and Case Usage

The overall learning objective of this Case is to make the participants understand the grievance redressal process from registration to disposal. The resource person can

⁸ This Case is prepared based on an actual grievance filed in Odisha, India. To maintain confidentiality, the applicant's details are not mentioned. This Case is for educational purposes only.

use this case to enable the trainees to understand (i) the nature of the grievance, (ii) the significance of the certificate for the citizens, (iii) the citizens' attitudes, and (iv) the due process to be followed.

Note: The Resource Person may use this case as-is or similar cases from the respective state and tweak the resolution process accordingly.

Questions for the participants

- i. Which department is concerned about disposing of this grievance?
- ii. At your level, what actions would you take regarding this grievance?
- iii. What documents would you require to dispose of this grievance?
- iv. Why do you think there is a delay in providing the service to the citizens?
- v. What is the stipulated time limit for providing this service?
- vi. Any other questions, as deemed relevant and necessary.

Time Management Plan for the Case Study

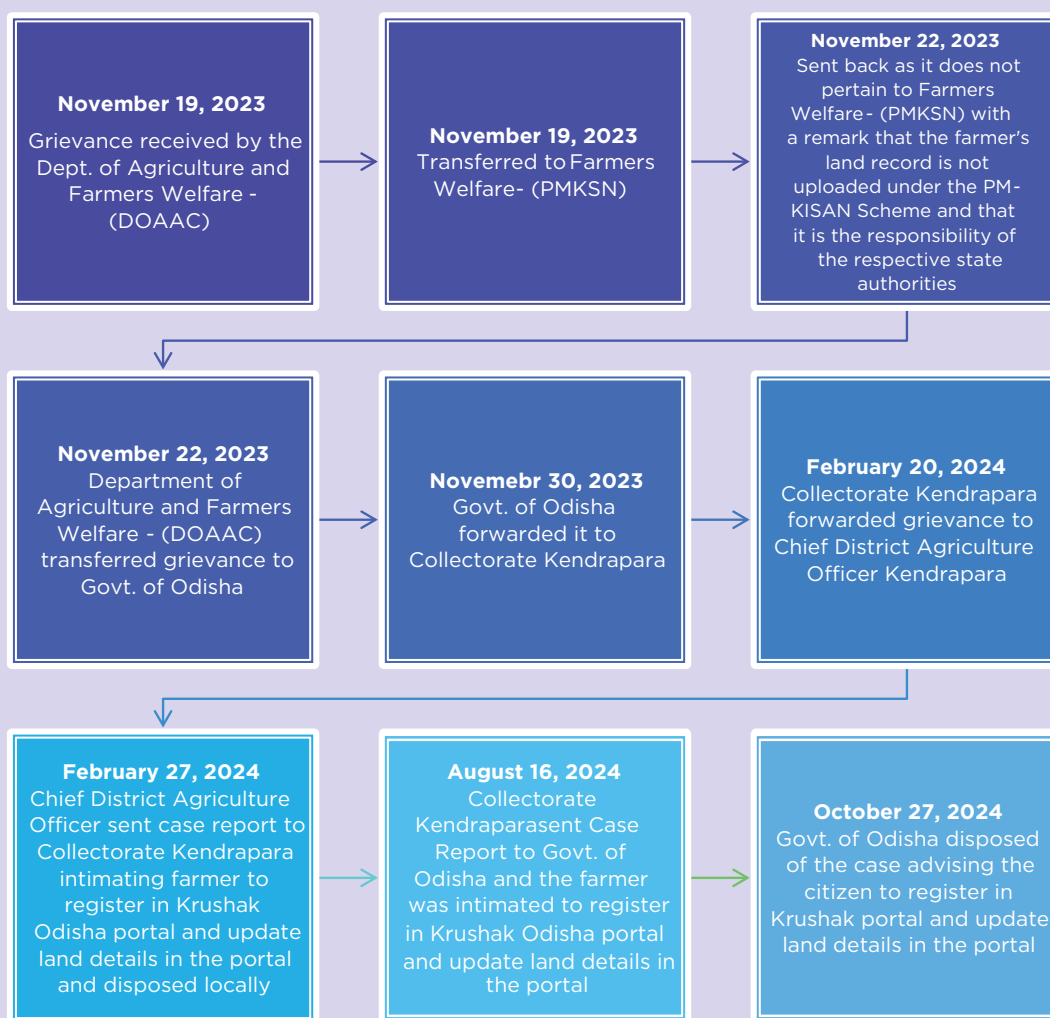
Activity	Time (in minutes)
i. Reading and Explaining the Case	8
ii. Discussion of options to address the issue in the case	12
iii. Wrap-up and key takeaways	5
Total	25

About the Grievance

A citizen from a village in Kendrapara district in Odisha, India filed a grievance regarding non-receipt of any instalments of the PM Kisan Yojana. She explained that this was due to the land seeding issues and requesting for payment of all dues. The grievance was submitted to the Department of Agriculture and Farmers Welfare-(DOAAC).

The Action History of the Grievance

The following is the action history of the grievance from the time of registration to disposal:



REFERENCES & SUGGESTED RESOURCES

State-specific references for Grievance Redressal Portals shall be provided here for the participants.

QUIZ

State-specific MCQs shall be developed by the Resource Person concerned for assessment.

STATE GRIEVANCE REDRESSAL PORTAL- TECHNICAL/ HANDS-ON

2.6

CONTENTS

- Learning Outcomes
- Introduction
- Outline of the Session
- Andragogy
- References

LEARNING OUTCOMES

By the end of the session, the participants will be able to:

- ▶ Navigate the State Public Grievance Redressal interface for registering, processing, and tracking grievances
- ▶ Applying guidelines and best practices for effective grievance redressal through the State Public Grievance Redressal portal
- ▶ Analyse real-time grievances and understand reporting tools within the State Public Grievance Redressal
- ▶ Simulate end-to-end workflows from grievance registration to disposal.

INTRODUCTION

The objective of this session is to provide better practical exposure to grievance redressal through technical/ hands-on training to the public officials handling grievances.

SESSION CONTENTS

The resource persons shall ensure the following aspects are covered in the session:

System Navigation

- Overview of dashboard for public officials
- Different user interfaces and especially citizen interface

Accounts and Login

- Logging - in to the CPGRAMS portal
- Navigating the user account

Grievance Lifecycle

- Lodging a grievance
- Forwarding and resolution workflow
- Tracking of the grievance
- Monitoring and closure

Best practices in Grievance Redressal

- Timeliness and Empathy
- Effective communication and documentation

Reports and Analytics

- Tracking the trends and metrics of grievances
- Using data for improving public service delivery

Handson Exercise

- Live simulation or demo environment
- Group Task: Case-based grievance handling

ANDRAGOGY

Learning Philosophy and Approach

The Learning Philosophy and Approach focuses on experiential, participatory and reflective learning. It deals with providing real-life scenarios, hands-on exposure, peer interactions and application of the learnings in the workplace.

Learning Principles Applied

Awareness

The session begins by explaining the objective of learning State Public Grievance Redressal and its significance, and its role in improving public service delivery and grievance redressal. It emphasises accountability, public trust, and service delivery.

Experience-Based

Participants shall be encouraged to draw upon their past interactions with grievance systems, the challenges they faced, and the successes they achieved.

Relevance-Oriented

The activities of the Hands-On Session will be directly aligned with the participants’ day-to-day roles and responsibilities, using real forms, sample grievances, and mock dashboards.

Problem-Centred Learning

Case-based problem solving shall form the core of the Hands-On Session, helping officials navigate through challenges such as delays, deficiencies, duplications, and other issues.

Training Methods and Activities

The Training Activities can include the following activities in the hands-on session:

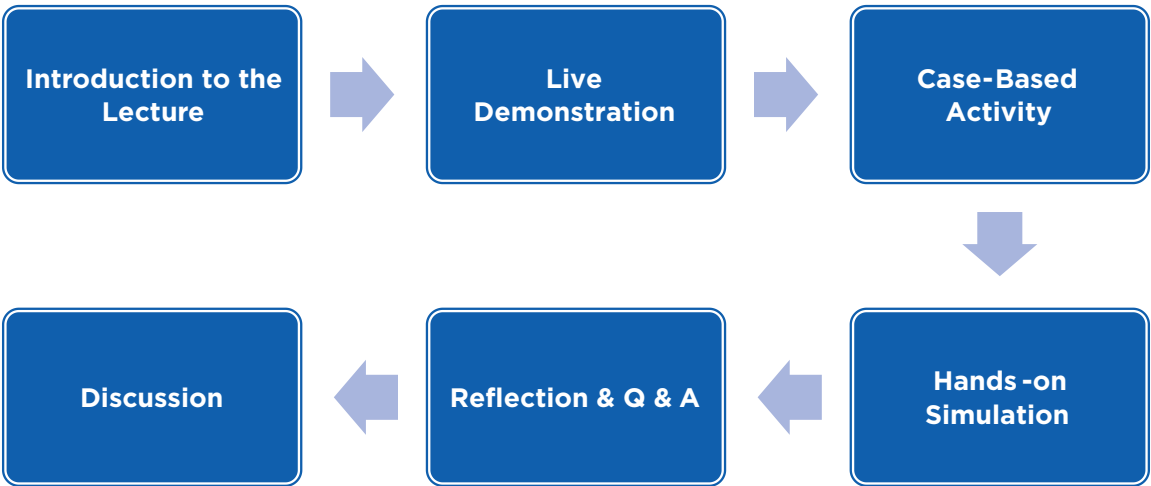


Figure 14: Training Activities for hands-on State Grievance Redressal Portal

The Resource Person of this session shall act as a facilitator, encouraging peer learning and utilising blended tools, including physical handouts, a live portal, and digital tools.

REFERENCES & SUGGESTED RESOURCES

State-specific references for Grievance Redressal Portals will be provided here for participants.

3

MODULE

**KARMAYOGI
COMPETENCY MODEL
FOR PUBLIC OFFICIALS**



KARMAYOGI COMPETENCY MODEL FOR MODERN GOVERNANCE

3.1

CONTENTS

- Learning Outcomes
- Introduction
- Significance
- Elements of the Karmayogi Competency Model and Their Explanations
- Case Studies
- Conclusion
- References and Reference Video Links
- Quiz

LEARNING OUTCOMES

At the end of the Module, participants will be able to

- ▶ Identify the core principles of Mission Karmayogi
- ▶ Explain the components of Mission Karmayogi Model
- ▶ Understand the institutional mechanism for capacity building under Mission Karmayogi
- ▶ Gain knowledge and make use of iGOT platform for online learning

INTRODUCTION

The civil servants or the government officials or public servants are the cornerstone for a government. In other words, they are central to the governance and policy processes and

are pivotal for effective public service delivery and grievance redressal. It is also these civil servants who form the frontline bureaucracy and become the face of the government. They are the most critical interface between the government and the citizens. However, it is this bureaucracy that faces numerous challenges in terms of processes, people, policies and other pressures.

In this context, this Module on Mission Karmayogi enables the participants to gain an understanding on Mission Karmayogi and its components and how they can use the iGOT platform for building their capacities.

WHAT IS MISSION KARMAYOGI?

The “National Programme for Civil Services Capacity Building (NPCSCB)”, popularised as the Mission Karmayogi, is a national programme aimed at transforming the Indian bureaucracy. Launched in 2020, Mission Karmayogi aims to “build capacity of all civil service officers by improving efficiency in bureaucracy and developing a people-centric approach in governance rooted in Indian civilisation ethos” (??)

Drawing from the motto of the Civil Services from Bhagawad Gita, “Yogah Karmasu Kaushalam”, which translates to “Yoga is skill in action” (Chapter 2, Verse 10). To contextualise it in the backdrop of civil services, it denotes “efficiency in action, signifies efficiency for producing maximum benefits” (Government of India, n.d.). In simple words, it means that all public officials or civil servants have to efficiently carry out their duties to society. Mission Karmayogi, thus, emphasises “the civil servants to maintain a very high standard of conduct and behaviour so that he earns the trust of the people and is emulated by his peers and subordinates” (Government of India, n.d.).

CORE PRINCIPLE OF MISSION KARMAYOGI

The core principle of Mission Karmayogi is borrowed from the Bhagawad Gita, as follows. It translates to “Whatever actions great persons perform, common people follow. Whatever standards they set, all the world pursues.”

“yad yad ācharati śhreṣṭhas tat tad evetaro janaḥ

sa yat pramāṇaṁ kurute lokas tad anuvartate”

- Bhagawadgita 3.21

In a nutshell, the Karmayogi Model encapsulates the following three transitions:

The following principles guide Mission Karmayogi in its implementation:

Rule -based to Role -based Training and Capacity Building
<ul style="list-style-type: none"> Shift from rule -based, supply -driven → role-based, demand-driven capacity building Capacity building targeted at individual's official needs, wants and aspirations
Competency -driven approach for capacity development
<ul style="list-style-type: none"> Competencies = Attitudes, Skills, and Knowledge (ASK) Competency framework for capacity building as well as HR Management including promotions and posting
Continuous and lifelong learning opportunities
<p>Opportunities to continuously build and strengthen the competencies required for the officers' roles</p> <p>Equitable access to learning materials through technology</p>
Overcoming silos in the government
<ul style="list-style-type: none"> To break all barriers of communication between departments and encourage coordination
70-20-10 mandate of life -long learning
<ul style="list-style-type: none"> 70% learning from on -the-job 20% learning from working with others 10% learning from planned training
Goal -setting, planning and achievement
<ul style="list-style-type: none"> Alignment of learning and capacity building with organisational goals and career goals of individuals and Performance measurement
Unbiased systems of evaluation
Objective, fair and independence assessments to evaluate performance

Figure 15: Guiding Principles of Mission Karmayogi, compiled from

Source: <https://cbc.gov.in/mission-karmayogi#:~:text=Mission%20Karmayogi%20proposes%20the%2070,10%25%20comes%20from%20planned%20tr>

THE KARMAYOGI COMPETENCY MODEL

The Karmayogi Competency Model is the proposed public human resource management model. Drawing from the Indian wisdom of “Panch Pran” (translates from Hindi as “Five Pledges”), which were introduced by the Hon’ble Prime Minister to achieve a self-reliant (*Atmanirbhar*) and developed (*Vikasita*) Bharat by 2047.

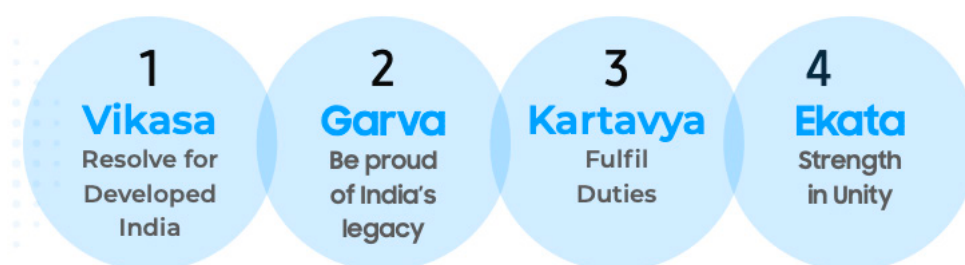
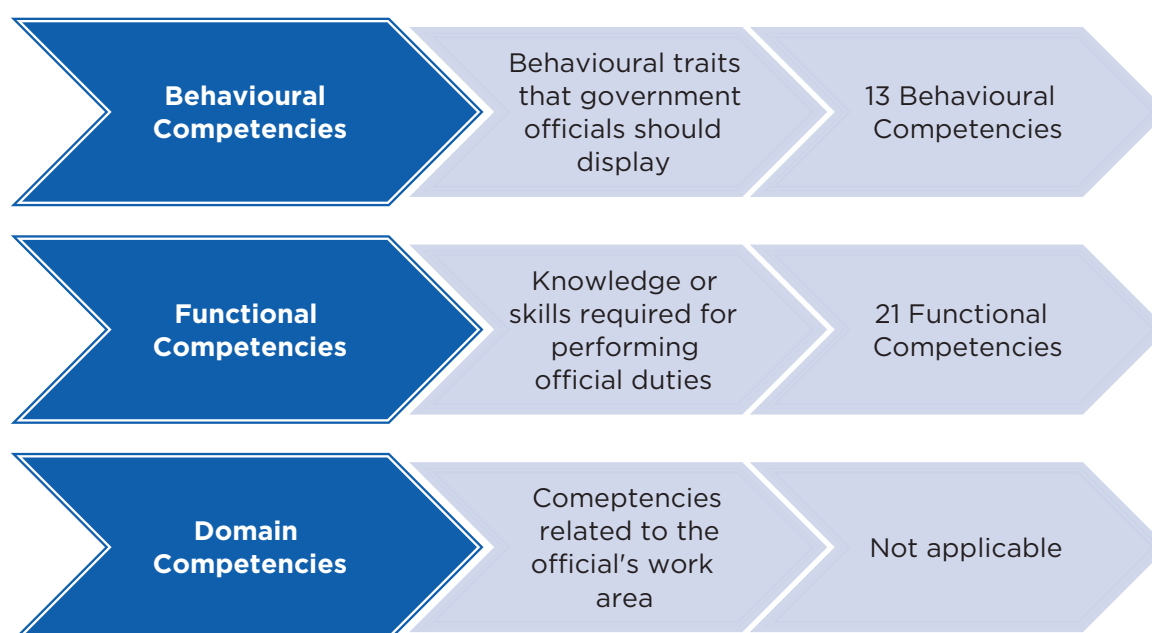


Figure 16: Four Resolves (Char Sankalp): Principles that every Karmayogi should imbibe and demonstrate

The Four Resolves (Char Sankalp), or the principles that every Karmayogi (government official) should imbibe by inculcating the following key virtues (gunas).

- i. Self-awareness
- ii. Collaborative working
- iii. Adherence to rules and regulations at the workplace and
- iv. Citizen-Centric in all approaches

According to the Karmayogi Competency Model, a Karmayogi will be able to inculcate these four virtues through



ACTIVITY 1: REFLECTION | TIME: 10 MINUTES

Step 1: List your top 3 responsibilities in your office.

Step 2: Match them with the Karmayogi Competency Framework.

Step 3: Identify 2-3 learning areas or competencies that you want to develop next, and why?

INSTITUTIONAL MECHANISM

The Department of Personnel and Training (DoPT), Government of India (GoI), is the nodal department for the Karmayogi Programme. It is headed by the Secretary (Personnel), with support from the Joint Secretary (Training) and Director (iGOT).

The Capacity Building Commission (CBC) forms the core of the institutional framework for the Mission Karmayogi. It is an independent body launched in 2021 and exercises full executive power. It is presently a three-member Commission and headed by a Secretary.

Mandate of the Capacity Building Commission (CBC)
1. Mandate of the Capacity Building Commission (CBC)
2. Facilitate preparation of Annual Capacity Building Plans of departments, ministries and agencies
3. Functional supervision over all training Institutions involved in capacity building of civil servants
4. Prepare and present CBC's Annual Report to the Prime Minister's HR Council
5. Make Policy recommendations to DoPT on personnel/ HR and Capacity Building
6. Audit of Human Resources in Government and outcomes of the Capacity Building efforts
7. Approve Knowledge Partners and Content Validation mechanism for training of civil servants

Figure 17: Mandate of the Capacity Building Commission

Source: Capacity Building Commission (n.d.)

THE INTEGRATED GOVERNMENT ONLINE TRAINING (IGOT) KARMAYOGI PLATFORM

The iGoT Karmayogi Platform is a one-stop online platform (<https://igotkarmayogi.gov.in/#/>) for digital and blended training programmes for government officials. It offers a

personalised learning experience for the officials to get training

According to the Union Minister of State (Independent Charge) for Personnel, Public Grievances and Pensions, Dr. Jitendra Singh (2024), “more than 62 lakh civil servants have completed more than 2.04 crore courses on the iGOT Karmayogi portal” as of December 2024.

CONCLUSION

With its emphasis on behavioural change, digital learning and continuous feedback and improvement, Mission Karmayogi

REFERENCES & ADDITIONAL READINGS

Capacity Building Commission. (n.d.). Mission Karmayogi. Accessed from <https://cbc.gov.in/mission-karmayogi>.

iGOT Karmayogi Demo. <https://dopttrg.nic.in/igotmk/>

Karmayogi Bharat. <https://www.igotkarmayogi.gov.in/#/>

Karmayogi Portal User Manual. https://dopttrg.nic.in/igotmk/ImportantDocuments/User%20manual%20docs%202022Nov/User_Manual%20-%20Karmayogi_Bharat.pdf.

Ministry of Personnel, Public Grievances & Pensions, Government of India. (2024, December 19). *Parliament Question: Mission Karmayogi*. [Press release] <https://www.pib.gov.in/PressReleseframePage.aspx?PRID=2086063>.

OECD. (2017). *Skills for a High-Performing Civil Service*. OECD Publishing. Accessed from https://www.oecd.org/en/publications/skills-for-a-high-performing-civil-service_9789264280724-en.html.

QUIZ

1. The National Programme for Civil Services Capacity Building (NPCSCB) is popularly known as:
 - a. Mission Karamchari
 - b. Mission Karmayogi
 - c. Mission Capacity
 - d. None of the above
2. The origin of the principles of Karmayogi are from:
 - a. Bhagawad Gita

- b. Ramayana
 - c. Mahabharata
 - d. All of the above
3. A Karmayogi will be able to inculcate the four virtues through _____ competencies, functional competencies, and domain competencies.
- a. Human
 - b. Behavioural
 - c. Professional
 - d. Non-Functional
4. Which of the following departments is the nodal department for the Karmayogi Programme?
- a. Department of Human Resources
 - b. Department of Skill Development
 - c. Department of Administrative Reforms and Public Grievances
 - d. Department of Personnel & Training
5. _____ is the online platform for digital and blended training programmes for government officials.
- a. Digital India
 - b. Skill India
 - c. iGoT
 - d. OnlineSkill

Answers to the Quiz

1. b 2. a 3. b 4. d 5.c

3.2

IT SKILLS FOR DOCUMENTATION AND COMMUNICATION

OUTLINE OF THE SESSION

- Learning Outcomes
- File Management and Uploading
- Cybersecurity Awareness
- References & Additional Readings

LEARNING OUTCOMES

By the end of the session, the participants will be able to:

- ▶ Use word processing and spreadsheets for editing, documenting and analysing information
- ▶ Draft and mail grievance-related communications
- ▶ Maintain digital records with accuracy and authenticity

FILE MANAGEMENT AND UPLOADING

How to Scan and Save Documents

Place the document face down on the scanner glass → Open the scanning app or software
→ Choose the file format to save the document (PDF for documents or JPG for images)
→ Click **Scan**, review the output → Click **Save** → Save it with an appropriate name in an appropriate folder on the computer.

Ensure the document is properly scanned and readable.

How to Name the Files Consistently

It is particularly important to name the files properly and consistently to find them easily.

CYBERSECURITY AWARENESS

Cybersecurity awareness is increasingly becoming important in the digital and AI era. It is essential for protecting citizen data, government records and other critical information. Being aware and cautious with the data and the internet, especially when dealing with citizen and government information, can help prevent data leaks, identity theft and fraudulent activities. It ensures service continuity and public trust.

Dos and Don'ts about Cyber Awareness

Dos	Don'ts
Always use strong passwords.	Do not click on suspicious links.
Change passwords regularly.	Do not forward official documents to suspicious emails.
Install the software updates regularly.	Do not use pen drives and other external devices from unknown sources.
Always lock your computer when you are away	Do not share passwords and other personal information
Report suspicious activity to the IT/ security team or the peers, or seniors.	Do not reuse passwords.
Backup data regularly	Do not log in to office portals using public networks.
Following the departmental rules and procedures for IT	Do not download any unauthorised apps received through emails and other platforms

ACTIVITY 1

Imagine you have a grievance regarding the delay of your pension. Prepare a grievance in a word processing program or a notepad.

[In addition to the above, the Resource Persons shall develop the relevant word processing and spreadsheet-related content for the participants.]

REFERENCES & ADDITIONAL READINGS

CERT-In (Indian Computer Emergency Response Team), Ministry of Electronics and Information Technology (MeitY). Available at <https://www.cert-in.org.in>.

Cyber Swachhta Kendra Botnet Cleaning and Malware Analysis Centre. Available at <https://www.csk.gov.in/security-tools.html>

4

MODULE

BEHAVIOURAL SKILLS FOR PUBLIC OFFICIALS



INTRODUCTION TO THE MODULE

LEARNING OBJECTIVES

At the end of the Modules, the participants will be able to:

- Understand the role of various behavioural skills in addressing public grievances.
- Distinguish the role of different types of behavioural skills in public service delivery.
- Apply different types of behavioural skills in public service delivery.
- Analyse different types of behavioural skills when handling various citizen complaints.
- Assemble the learning insights from the activity-based learning (i.e., role-play) and apply them in the daily organisational routine.

INTRODUCTION

The Centralised Public Grievance Redress and Monitoring System (CPGRAMS) is an online platform that enables citizens to lodge complaints and ensure systematic redressal. Although CPGRAMS is technologically advanced, it fundamentally relies on human interactions to address public grievances. During a typical service encounter, there is an interaction between the service provider and the customer. The objective of the service provider is to ensure a smooth transaction with the customer.

In the context of CPGRAMS, which handles public grievances, customers file numerous complaints regularly. Therefore, it becomes immensely important for a service provider to ensure a smooth transaction with the complainant. The citizens often lodge complaints on a wide variety of issues such as irregularities in road repairs, birth certificates, medical facilities, government schemes, agricultural and rural issues, scholarship disbursement delays, land mutations, unavailability of basic facilities, etc.

Owing to the severity of the grievances/complaints, the public encounters emotional turmoil that often leads to conflicts with the service providers. In the process of dealing with such complaints and conflicting circumstances, both citizens and public officials undergo emotional distress and anxiety. Therefore, despite human interactions playing a major role in handling customer grievances, it becomes increasingly challenging for the service providers to manage the complaints. Given these circumstances, there is a substantial need for soft skills to

- Mitigate the conflicts
- Reduce the anxiety and emotional turmoil
- Ensure smooth transactions between service providers and complainants.

The training in soft skills will empower the public service employees to deliver better services to citizens and improve the overall efficiency of the CPGRAMS platform. Considering the nature of the job profile and specific demands of public service employees in the CPGRAMS platform, some soft skills are found to be extremely important to improve the overall service efficacy of the employees. These include:

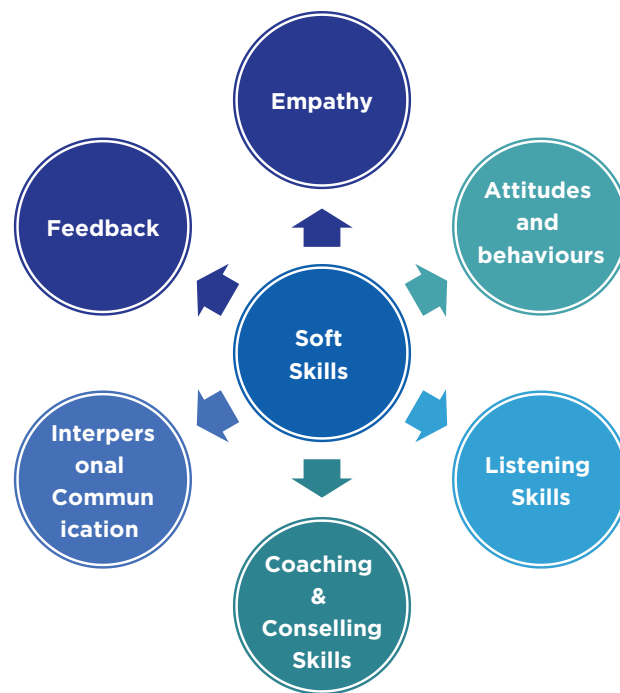


Figure 18: Important soft skills for public officials

Accordingly, the following section provides an understanding of each of these important behavioural skills for the public officials.

EMPATHY IN ADDRESSING PUBLIC GRIEVANCES

4.1

OUTLINE OF THE SESSION

- Learning Outcomes
- Definition
- Questionnaire items to measure empathy
- Introduction
- Types of Empathy
- Behavioural indicators of empathy
- Realising Learning Outcomes
- Conclusion
- References and Additional Readings
- Quiz

LEARNING OUTCOMES

At the end of the session, the participants will be able to:

- Understand the role of empathy in addressing public grievances.
- Distinguish the role of different types of empathy- affective/somatic/cognitive in public service delivery.
- Apply different types of empathy in public service delivery
- Analyse different types of empathy in handling various citizen complaints
- Assemble the learning insights from the activity-based learning and apply them in their daily organisational routine

DEFINITION

“Empathy is understanding a person from their frame of reference rather than one’s own, or vicariously experiencing that person’s feelings, perceptions, and thoughts. Empathy does not, of itself, entail motivation to be of assistance, although it may turn into sympathy or personal distress, which may result in action.”

- American Psychological Association

QUESTIONNAIRE ITEMS TO MEASURE EMPATHY

- i. Paying attention to the citizens’ moods/non-verbal cues
- ii. Relates well to people of diverse backgrounds
- iii. Can see things from someone else’s perspective.

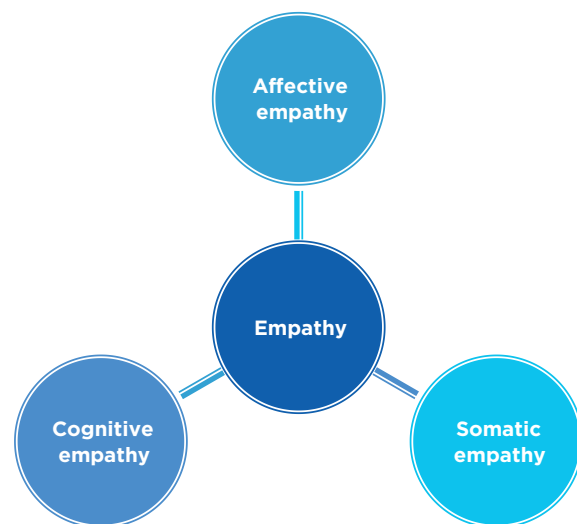
—Boyatzis & Sala, 2004

INTRODUCTION

Empathy is the art of sensing others’ feelings, thoughts, perceptions and acting accordingly. Identifying others’ points of view and understanding their feelings builds trust and respect between people. Empathy is one of the important skills in building and strengthening social relationships and the foundation of all relationship competencies.

In the context of grievance redressal, the quality of human interactions can certainly be improved by applying various concepts of empathy. The training on soft skills associated with various types of empathy, including Affective, Somatic and Cognitive types, will have a profound influence on handling customer grievances.

Empathy is further categorised into three types as follows:



a. Affective empathy

- Affective empathy refers to an individual mirroring another person’s emotion (i.e., I feel what you feel).

- ▶ Employees with high emotional empathy can build social relationships with a sense of harmony and an emotional connection.
- ▶ Affective empathy helps individuals connect with others.
- ▶ During the 'human interactions', affective empathy promotes 'emotion-sharing' and compassion between both individuals.
- ▶ This type of empathy helps an individual to understand and feel the emotions in the same way as the other person is experiencing. Therefore, there could be enhanced synchrony in human interactions.
- ▶ This can build better communication and stronger relationships.
- ▶ This approach will also help mitigate conflicts and promote the forgiving nature of individuals.

—Maibom, H. L. (2017)

The following example illustrates the aspect of being empathetic.

A farmer repeatedly complains about irregularities in the subsidy schemes of which he is a beneficiary. Despite his repeated complaints, the issue remains unresolved. In one instance, the farmer gets angry and begins to criticise the systemic and procedural delays.

One government employee patiently listened to all the criticism and waited calmly until the farmer's anger subsided.

After this, the employee patiently admitted, "I would react in the same way as you. I completely empathise with you. I understand there are delays and issues at our end."

This approach of affective empathy not only mitigates conflicts but also promotes trust and friendly relations between people.

b. Somatic empathy

- ▶ Somatic empathy involves the bodily responses or physical responses in reaction to others' emotions. Somatic responses may be in the form of:
 - ▶ Bodily sensations/ cues
 - ▶ Facial expressions
 - ▶ Reflexive bodily responses
 - ▶ Physical fatigue or discomfort
 - ▶ Appropriate body gestures, etc.
- ▶ Somatic empathy plays a major role in human interactions.
- ▶ During human interactions, the majority of the communication is done through 'non-verbal communication'.

- ▶ Non-verbal communication includes body language, facial expressions, emotional cues, proxemics, kinesics, gestures, etc.
- ▶ In such situations, where body language plays a major role in human interactions, the 'somatic empathy' plays a vital role.

—Raine, A., Chen, F. R., & Waller, R. (2022)

Example

Imagine this scenario: the villagers are consistently reporting the shortage of medical facilities in their nearest hospital. Although the grievances and complaints are piling up, the authorities were yet to respond. Now, a few villagers start to agitate, listing their problems with emotional distress and tears.

Although most of the employees were reluctant to handle these conflicting situations, a few employees attended to their complaints in a familiar manner. These employees consoled the complainants by approaching them and talking to them. The employees minimised the formal proxemics and gave assurance to the citizens, which was very well reflected by their friendly body gestures and facial expressions.

In such instances, these emotional cues reflected in facial expressions, body language, relevant gestures and proxemics will make a major difference for the people.

c. Cognitive empathy

- ▶ On the other hand, cognitive empathy is understanding the feelings, thoughts and perceptions of others even if you do not agree with them.
- ▶ In cognitive empathy, the individual would take others' perspective into account, which is popularly called 'perspective taking' (i.e., seeing things from others' perspective). Now, this kind of approach has become the foundation of 'people management'.
- ▶ Especially in the workplace, when the 'higher-ups' consider their subordinates' perspectives and take them into account, ownership, trust, and respect in the team are built.
- ▶ Similarly, cognitive empathy will also enhance the ownership, trust, and respect of the customers who lodge complaints in the CPGRAMS.

—Spaulding, S. (2017)

For example, a student fiercely enters the government office and starts yelling at the employees as his scholarship disbursement is delayed. He continuously refers to his family's dependency on his scholarship. He was so disturbed by the procedural delays and administrative hassles that are inevitable in the government system.

Now, as an experienced employee, one has to exhibit cognitive empathy by taking the student's perspective into consideration. This kind of approach will certainly have a positive impact on the citizens.

Cognitive empathy is all about perspective-taking, where the individual can observe the problems from a neutral point of view to offer solution-oriented approaches to the problem.

BEHAVIOURAL INDICATORS OF EMPATHY

In the context of grievance redressal, employees who practice empathy can be observed demonstrating the following:



In addition, public service employees should also practice the skills of 'affective empathy' and 'cognitive empathy' to address customer grievances and deliver better services.

ACTIVITY TO UNDERSTAND EMPATHY IN GRIEVANCE REDRESSAL

ACTIVITY: ROLE PLAY

Objective: To handle the complaints/ grievances in a better way by:

- ▶ Listening attentively to the citizens' public grievances
- ▶ Paying attention to the citizens' moods/non-verbal cues
- ▶ Relating well to people of diverse backgrounds of the complainants
- ▶ Seeing things from the complainant's perspective.

Participants

- ▶ Complainant – lodging complaints
- ▶ Public service employee – handling the grievances/complaints
- ▶ Observer

Scenario 1 (Affective Empathy)

A farmer repeatedly complains about irregularities in the subsidy schemes of which he is a beneficiary. Despite his repeated complaints, the issue remains unresolved. In one instance, the farmer gets angry and begins to criticise the systemic and procedural delays.

Scenario 2 (Somatic Empathy)

The villagers are consistently reporting the shortage of medical facilities in their nearest hospital. Although the grievances and complaints are piling up, the authorities have yet to respond. Then, a few villagers start to agitate, listing their problems with emotional distress and tears.

Scenario 3 (Cognitive Empathy)

A student fiercely enters the government office and starts yelling at the employees as his scholarship disbursement is delayed. He continuously refers to his family's dependency on his scholarship. He was so disturbed by the procedural delays and administrative hassles that are inevitable in the government system.

Roles

1. Complainant – lodging complaints:

- ▶ Speaks emotionally and sometimes angrily.
- ▶ Uses rural terms; appears confused by bureaucratic language.
- ▶ Shows non-verbal signs of frustration (crossed arms, tapping foot, teary eyes).
- ▶ Feels disrespected by “urban” officials.
- ▶ Wants to be heard more than just processed.

2. Public service employee – handling the grievances/complaints:

The public service employee should exactly maintain the same approach as discussed under the ‘affective empathy’. Additionally, the employee should also demonstrate:

- ▶ Listens attentively to the citizens' public grievances

- ▶ Paying attention to the citizens' moods/non-verbal cues
- ▶ Relates well to people of diverse backgrounds of the complainants
- ▶ Can see things from the complainant's perspective.

Observer

Evaluating whether the items in the empathy questionnaire are properly followed by the employees in the given context of 'Affective empathy'.

METHODOLOGY FOR EVALUATION | OBSERVER CHECKLIST

The observer will rate the **public service employee** on a scale (1-5) for each item:

Questionnaire items	Score (1-5)
1. Listens attentively to the customers/public grievances	
2. Paying attention to the customer moods/ non-verbal cues	
3. Relates well to people of diverse backgrounds of the complainants	
4. Can see things from the complainant's perspective.	

Timing

- ▶ Role-play interaction: 5-7 minutes
- ▶ Observer debrief and feedback: 5 minutes
- ▶ Group discussion: 10 minutes (on learnings and feelings during the role-play)

Debriefing Questions

- ▶ To the **Complainant**:
 - ◆ Did you feel heard and understood?
 - ◆ Why or why not?
- ▶ To the **Public Service employee**:
 - ◆ What was the most difficult part of the interaction?
 - ◆ How did you manage your own emotions during the interaction?
- ▶ To the **Observer**:
 - ◆ Which empathetic behaviours were most evident?
 - ◆ Which could be improved?

REALISING THE LEARNING OUTCOMES

The learning objectives are achieved as follows:

1. Understanding the role of empathy in addressing public grievances:

- ▶ After completing training for the module on empathy, the participants should develop an in-depth understanding of the impact of empathy in addressing public grievances.
- ▶ The participants should be able to explain the impact of the three types of empathy,
 - a. Affective empathy
 - b. Somatic empathy
 - c. Cognitive empathy

in dealing with

- a. Conflict mitigation
 - b. Reduce the emotional turmoil
 - c. Ensure a smooth transaction with the customers
- ▶ **Distinguish the role of different types of empathy, such as affective/somatic/cognitive empathy, in public service delivery:**
 - ◆ The participants should be aware of the subtle changes in various types of empathy when addressing public grievances.
 - ◆ As distinguished,
 - a. The 'affective empathy' focuses on mirroring the complainant's emotions.
 - b. The 'somatic empathy' focuses on the 'non-verbal communication' in pacifying the complainant's anxiety.
 - c. The 'cognitive empathy' focuses on taking the perspectives of the complainants from a neutralist viewpoint.

As a trained employee, one has to distinguish and adjudge the effects of three types of empathy on the complainants.

- ▶ **Apply different types of empathy, such as affective/somatic/cognitive empathy, in public service delivery**
- ▶ The service quality is fundamentally measured in terms of the 'five components'

a. Reliability

- The 'trust' in the employee service delivery

b. Assurance

- The 'confidence' in the employee service delivery

c. Tangibles

- The physical facilities, equipment, and infrastructure needed for the employee service delivery

d. Empathy

- The care and attention towards the customers shown by the employees during service delivery

e. Responsiveness

- The willingness to provide prompt service delivery to the customers

—Parasuraman, Zeithaml, & Berry, 1988

- ▶ Here, the participants should apply the
 - Affective empathy
 - Somatic empathy
 - Cognitive empathy
 in addressing the 'five components of service quality'.

2. Analyse different types of empathy when handling various citizen complaints

- ▶ While delivering the service, the participants (i.e., CPGRAMS employees) need to have a detailed examination of the effect of three components of empathy on the five components of service quality.
- ▶ At times, Affective empathy may not be sufficient to address all the components of 'service quality'.

The same is the case with the remaining components of empathy.

Therefore, considering the practicalities, the employee has to 'mix and match' various components of empathy or various combinations of empathy to address the 'five components of service quality'.

3. Assemble the learning insights from the activity-based learning (i.e., role-play) and apply them in their daily organisational routine:

- ▶ Here, the participants should
 - ◆ Make use of the ‘three scenarios of role-play’ and
 - ◆ Apply the ‘three components of empathy’ by
 - ◆ Using the questionnaire items on the ‘Empathy scale’, i.e.
 - i. Listening attentively to the citizens’ public grievances
 - ii. Paying attention to the citizens’ moods/non-verbal cues
 - iii. Relating well to people of diverse backgrounds
 - iv. Seeing things from someone else’s perspective
- ▶ Additionally, the participants should make use of the various behavioural indicators while delivering public services.
- ▶ Various behavioural indicators are designed to evaluate the behaviours of the participants on the ‘three components of empathy’

CONCLUSION

Therefore, by considering the role-plays, components of empathy, empathy questionnaire items and various behavioural indicators, the participants could assemble the learning insights and apply them in their organisational daily routine.

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QUIZ

1. Affective empathy refers to
 - a. Clarity of rules
 - b. Responding through emotional cues and gestures
 - c. Thinking from a neutral viewpoint
 - d. Sharing the emotional distress of the complainant
2. The mix-and-match approach to empathy is better suited to?
 - a. Oppose others
 - b. To suppress others' emotions
 - c. To address various aspects of service quality
 - d. Disregarding others' opinions
3. Empathy that mainly focuses on the complainant's body language
 - a. Affective empathy
 - b. Somatic empathy
 - c. Cognitive empathy
 - d. Logical empathy
4. Which of the following is not a part of empathy?
 - a. Giving a scripted response
 - b. Sharing the emotions
 - c. Caring and attention towards them
 - d. Accommodating the diversity in opinions
5. Cognitive empathy is best described as?
 - a. Neutral viewpoint
 - b. Emotional response conveyed through facial expressions & gestures
 - c. Promoting your viewpoint
 - d. Disregarding others' opinions

Answers

1. d 2. c 3. b 4. a 5. a

4.2

ATTITUDES & BEHAVIOUR IN ADDRESSING THE PUBLIC GRIEVANCES

OUTLINE OF THE SESSION

- Learning Outcomes
- Definition
- Questionnaire items to measure attitude
- Introduction
- Model of attitude components
- Functions of the attitudes
- Behavioural Indicators of Service Attitudes & behaviours
- Realising the Learning Outcomes
- Conclusion
- References and Additional Readings
- Quiz

LEARNING OUTCOMES

At the end of the session, the participants will be able to:

- ▶ Understand the role of 'attitudes & behaviours' in addressing public grievances
- ▶ Distinguish the role of different types of attitudes in delivering the public service
- ▶ Apply different types of attitudes when delivering public services.
- ▶ Analyse different types of service attitudes and behaviours in handling various citizen complaints.
- ▶ Assemble the learning insights from the activity-based learning (i.e., role-play) and apply them in their daily organisational routine.

DEFINITION

“Attitude is a relatively enduring and general evaluation of an object, person, group, issue, or concept on a dimension ranging from negative to positive. Attitudes provide summary evaluations of target objects and are often assumed to be derived from specific beliefs, emotions, and past behaviours associated with those objects.”

—American Psychological Association

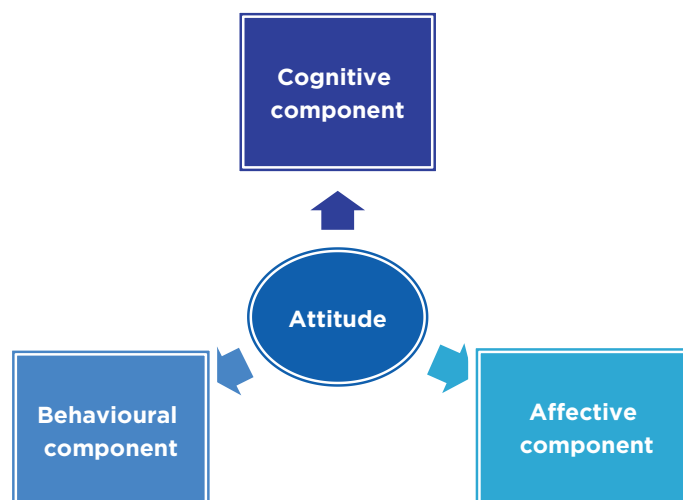
Questionnaire items to measure Attitude-components:

Attitude is divided into three components:

1. **Cognitive**
 - ◆ Opinion
 - ◆ Belief
 - ◆ Cognitive evaluation
2. **Affective**
 - ◆ Emotional feeling
 - ◆ Positive or Negative
3. **Behavioural**
 - ◆ An intention to behave in a certain way

INTRODUCTION

- ▶ Attitude is a settled way of thinking or feeling about something.
- ▶ Attitudes are the settled feelings/thoughts about something.
- ▶ Attitude is divided into three components:



Model of attitude components:



a. Cognitive component

- ▶ This involves cognitive appraisal/evaluation. Here, based on cognitive appraisal/evaluation, individuals will form an opinion on something.
- ▶ The opinion formation, based on the cognitive evaluation, is determined by the
 - i. Values of an individual
 - ii. Belief systems they carry
 - iii. Personality of the individual, etc.
- ▶ Therefore, based on all these factors, the individuals are involved in a cognitive appraisal to form an 'opinion.'

For example, in the context of CPGRAMS, if the employee feels that handling the complaints and grievances is too tough a task and always invites conflicts. Then, the settled feelings/thoughts of the employee are negative.

b. Affective component

The affective component is preceded by the cognitive component. When the settled feelings/thoughts are always negative, the affective component, i.e., the emotion that is evoked from the cognitive appraisal, will also be 'negative'.

So, whenever there is a cognitive appraisal of the 'complaints in CPGRAMS', the employees will mostly evoke negative emotions in them, leading to emotional turmoil and distress.

c. Behavioural component

The behavioural component is preceded by the affective component. Behaviour determines the intention to behave in a particular way. Whenever there is a negative emotion that precedes the behaviour, most probably, the behaviour will also turn out to be negative.

Therefore, in the given context of CPGRAMS, the employees carrying negative emotions may not be willing to address the complaints proactively,

- ▶ Here, the objective of the training session is to alter the 'settled opinions' of the CPGRAMS employees.

- ▶ After this, the ‘affective component’ and ‘behavioural component’ are subsequently altered.
- ▶ Here, the emphasis of the training is to improve the service attitudes and service behaviours of the employees.
- ▶ The literature review on attitudes has identified a few pre-established frameworks to enhance attitudes and behaviours. They are as follows:
 - ▶ Utilitarian attitudes
 - ▶ Social-adjustive attitudes
 - ▶ Value-expressive attitudes
 - ▶ Ego-defensive attitudes
- ▶ These four frameworks (often referred to as the functions of attitudes) are used to enhance the attitudes and behaviours of individuals.

FUNCTIONS OF THE ATTITUDES

- a. **Utilitarian attitudes:** “The role an attitude can play in obtaining rewards, avoiding punishments, or both. For example, a person might adopt a positive attitude toward a particular product because it is effective and a negative attitude toward its chief competitor because it is ineffective.”
- b. **Social-adjustive attitudes:** “The role an attitude can play in facilitating social interaction and enhancing cohesion among members of a social group. For example, a teenager may adopt positive attitudes toward certain styles of dress and types of music as a means of gaining acceptance by a peer group.”
- c. **Value-expressive attitudes:** “The role an attitude can play in the expression of core values. For example, a person might adopt a positive attitude toward a religious symbol because that symbol is associated with important religious values.”
- d. **Ego-defensive attitudes:** the role an attitude can play in enhancing or maintaining the self-esteem of the person holding that attitude. For example, people may hold very positive attitudes toward their social group as a means of maintaining their positive self-regard.”

—American Psychological Association

Using the four different functions of the attitudes, the trainers can change the ‘settled opinions’ of grievance redressal officials.

Each function of an attitude has an ‘inherent motive’ associated with it. The trainers can use these motives to improve the service attitudes and service behaviours of the grievance redressal officials.

BEHAVIOURAL INDICATORS OF SERVICE ATTITUDES & BEHAVIOURS

In the context of grievance redressal, 'service attitudes & behaviours' of the employees can be observed demonstrating:



Activity

ACTIVITY: ROLE PLAY

Objective

To handle the complaints/grievances in a better way by improving:

- ▶ Approachability
- ▶ Empathy & concern
- ▶ Positive outlook/Optimism
- ▶ Responsibility & Ownership
- ▶ Respect for others
- ▶ Promptness & timeliness
- ▶ Clear communication
- ▶ Follow through and closure
- ▶ Consistency & Reliability

Participants:

1. Complainant – lodging complaints
2. Public service employee – handling the grievances/complaints
3. Observer

Scenario 1

A farmer repeatedly complains about the irregularities in the subsidy schemes. Despite his repeated complaints, the issue remains unresolved. At one instance, the farmer got angry and began to criticize the systematic and procedural delays.

Scenario 2

The villagers are consistently reporting the shortage of medical facilities in their nearest hospital. Although the grievances and complaints are piling up, the authorities are yet to respond. Now, a few villagers started to agitate listing their problems with emotional distress and teary-eyes,

Scenario 3

A complainant fiercely enters the CPGRAMS office and starts yelling at the employees, as his scholarship disbursement was delayed. He continuously referred his family dependency on his scholarship. He was so disturbed by the procedural delays and administrative hassles that are inevitable in the government system.

Roles**1. Complainant – lodging complaints**

- ▶ Speaks emotionally and sometimes angrily.
- ▶ Uses rural terms; appears confused by bureaucratic language.
- ▶ Shows non-verbal signs of frustration (crossed arms, tapping foot, teary eyes).
- ▶ Feels disrespected by “urban” officials.
- ▶ Wants to be heard more than just processed.

2. Public service employee – handling the grievances/complaints

- ▶ The employee should also demonstrate:
 - ◆ Approachability
 - ◆ Empathy & concern
 - ◆ Positive outlook/Optimism
 - ◆ Responsibility & Ownership

- ◆ Respect for others
- ◆ Promptness & timeliness
- ◆ Clear communication
- ◆ Follow through and closure
- ◆ Consistency & Reliability

3. Observer

- ▶ Evaluating whether the behavioural indicators of 'service attitudes & behaviours' are properly followed by the employees in the given context.

METHODOLOGY FOR EVALUATION

Observer Checklist

The observer will rate the '**Public service employee - handling the grievances/complaints**' on a scale (1-10) for each item:

Questionnaire items	Score (1-10)
1. Approachability	
2. Empathy & concern	
3. Positive outlook/Optimism	
4. Responsibility & Ownership	
5. Respect for others	
6. Promptness & timeliness	
7. Clear communication	
8. Follow through & closure	
9. Rewards and Punishments (Utilitarian attitudes)	
10. Social acceptance (Social-adjustive attitudes)	
11. Core values (Value-expressive attitudes)	
12. Self-esteem (Ego-defensive attitudes)	

Timing

- ▶ Role-play interaction: 5-7 minutes
- ▶ Observer debrief and feedback: 5 minutes
- ▶ Group discussion: 10 minutes (on learnings and feelings during the role-play)

Debriefing Questions

- ▶ To the **Complainant**:
 - ◆ Did you feel heard and understood?
 - ◆ Why or why not?
- ▶ To the **Public Service employee**:
 - ◆ What was the most difficult part of the interaction?
 - ◆ How did you manage your own emotions during the interaction?
- ▶ To the **Observer**:
 - ◆ Which empathetic behaviours were most evident?
 - ◆ Which could be improved?

REALISING THE LEARNING OUTCOMES

The learning objectives are achieved as follows:

1. Understanding the role of empathy in addressing public grievances

- ▶ After completing training for the module on 'attitudes & behaviour', the participants should develop an in-depth understanding of the impact of 'attitudes & behaviour' in addressing public grievances.
- ▶ The participants should be able to explain the impact of the three components.
 - a. Cognitive component
 - b. Affective component
 - c. Behavioural component

in dealing with the

- a. Conflict mitigation
- b. Reduce the emotional turmoil
- c. Ensure a smooth transaction with customers.

2. Distinguish the role of different components of 'attitudes & behaviour', such as cognitive/affective/behavioural components, in public service delivery.

- ▶ The participants should be aware of the subtle changes in various components of 'attitudes & behaviour' in addressing public grievances.
- ▶ As clearly distinguished,
 - a. The 'cognitive component' focuses on cognitive appraisal, which determines the affective component.

- b. Hence, in order to bring a change in the 'affective component', one has to modify the cognitive evaluation on the basis of the three empathies, as discussed before.
- c. Therefore, through the 'training on empathy', the participants will modify their 'affective component' (i.e., settled feelings), which further results in a change in 'behavioural component'.

As a trained employee, one has to distinguish and adjudge the effect of three components of 'attitudes & behaviour' on the complainants.

3. Apply different components of 'attitudes & behaviour' in public service delivery.

- The efficiency of the **service quality** is fundamentally measured in terms of the **'five components.'**

a. Reliability

- The 'trust' in the employee service delivery

b. Assurance

- The 'confidence' in the employee service delivery

c. Tangibles

- The physical facilities, equipment, and infrastructure needed for the employee service delivery

d. Empathy

- The care and attention towards the customers shown by the employees during service delivery

e. Responsiveness

- The willingness to provide prompt service delivery to the customers

—Parasuraman, Zeithaml, & Berry, 1988

- Here, the participants should **apply** the
 - ◆ Cognitive component
 - ◆ Affective component
 - ◆ Behavioural component

in addressing the **'five components of service quality'.**

4. Analyse different types of 'service attitudes & behaviours' when handling various citizen complaints.

- ▶ While delivering the service, the participants (i.e., CPGRAMS-employees) need to have a detailed examination of the effect of three components of 'attitudes & behaviours' on five components of service quality.
- ▶ At times, the cognitive component may not be sufficient to address all the components of 'service quality'.

The same is the case with the remaining components of 'attitudes & behaviour'.

Therefore, considering the practicalities, the employee has to 'mix and match' various components of 'attitudes & behaviour' or various combinations of 'attitudes & behaviour' to address 'the five components of service quality'.

- ▶ Likewise, the participants had to analyse utilitarian/social-adjustive/value-expressive/ego-defensive attitudes in handling the complainants.

5. Assemble the learning insights from the activity-based learning (i.e., role-play) and apply them in their daily organisational routine.

Here, the participants should

- ▶ Make use of the 'three scenarios of role-play' and
- ▶ Try applying the 'three components of attitudes & behaviour'
- ▶ Additionally, the participants should make use of the various behavioural indicators while delivering public services.
- ▶ Various behavioural indicators are designed to evaluate the behaviours of the participants on the 'three components of attitudes & behaviours'.

CONCLUSION

Therefore, by considering the role-plays, Components of attitudes and behaviours, Utilitarian/Social-adjustive/Value-expressive/Ego-defensive attitudes, and various behavioural indicators, the participants could assemble the learning insights and apply them in their daily rganizational routine.

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QUIZ

1. The component of the attitude that relates to beliefs and values
 - a. Cognitive component
 - b. Behavioural component
 - c. Affective component
 - d. None of the above
2. Negative cognitive appraisals lead to?
 - a. Positive affect on the affective component
 - b. Negative affect on the affective component
 - c. Neutral emotions
 - d. None of the above
3. Which function of attitude helps in maintaining Self-esteem?
 - a. Ego-defensive
 - b. Value-expressive
 - c. Social-adjustive
 - d. Utilitarian
4. Value-expressive attitudes?
 - a. Rewards & punishments
 - b. Social acceptance
 - c. Self-esteem
 - d. Self-concept & core values

5. Social adjustive attitudes?
- a. Rewards & punishments
 - b. Social acceptance
 - c. Self-esteem
 - d. Self-concept & core values

Answers to the Quiz

1. a 2. b 3. a 4. d 5. b

4.3

LISTENING SKILLS IN ADDRESSING PUBLIC GRIEVANCES

OUTLINE OF THE SESSION

- Learning Outcomes
- Definition
- Questionnaire items to measure attitude
- Introduction
- Model of attitude components
- Functions of the attitudes
- Behavioural Indicators of Service Attitudes & behaviours
- Realising the Learning Outcomes
- Conclusion
- References and Additional Readings
- Quiz

LEARNING OBJECTIVES

At the end of the session, the participants will be able to:

- ▶ Understand the role of 'listening skills' in addressing public grievances.
- ▶ Distinguish the role of different stages of listening skills in delivering public services.
- ▶ Apply different stages of listening skills when delivering public service.
- ▶ Analyse different types of behavioural indicators in handling various citizen complaints.
- ▶ Assemble the learning insights from the activity-based learning (i.e., role-play) and apply them in their daily organisational routine.

DEFINITION

An essential activity in therapy and counselling that involves attending to the words and actions of the client as well as to the intentions conveyed by the words.

—American Psychological Association

Questionnaire items are based on the following listening stages

- ▶ Hearing and sensing
- ▶ Attending
- ▶ Comprehending and Interpreting
- ▶ Responding
- ▶ Communicating and Using

INTRODUCTION

Listening is classified into five stages:



a. Hearing and sensing

- ▶ This is the first stage of listening
- ▶ Here, the physiological process of listening begins.
- ▶ In this process, the listener tries to focus on the sound and avoid distractions.
- ▶ Ensuring there is no distortion in receiving the sounds.
- ▶ Maintaining consistent eye contact with the speaker.

b. Attending

- ▶ In this stage, the listener pays attention towards information and messages by filtering out irrelevant information.

c. Comprehending and Interpreting

- ▶ In this stage, the listener begins to process the information through decoding the cues (both verbal and non-verbal), content and also the underlying concepts that are implicit.

- ▶ Thus, the listener gains enhanced attention and interprets the deeper meaning in a comprehensive way.

d. Responding

- ▶ In this stage, the listener starts to actively engage in the conversation by providing verbal feedback.
- ▶ The response may not always be in the form of verbal communication, but also informal communication, such as nodding, signalling, facial expressions, and gestures that form a part of non-verbal feedback.

e. Communicating and Using

- ▶ Here, the listener retains all the information that was received and puts it into use by making certain decisions using the information.
- ▶ In this, there is a process of recall and operationalising the information by making certain decisions.

BEHAVIOURAL INDICATORS OF LISTENING SKILLS:

In the context of grievance redressal, the 'listening skills' of the employees can be observed demonstrating:

ACTIVITY

ACTIVITY: ROLE PLAY

Objective:

To handle the complaints/grievances in a better way by:

- ▶ Hearing and sensing
- ▶ Attending
- ▶ Comprehending and Interpreting
- ▶ Responding
- ▶ Communicating and Using

Participants:

1. Complainant – lodging complaints
2. Public service employee – handling the grievances/complaints
3. Observer

Scenario 1:

A farmer repeatedly complaints about the irregularities in the subsidy schemes. Despite his repeated complaints, the issue remains unresolved. At one instance, the farmer got angry and began to criticize the systematic and procedural delays.

Scenario 2:

The villagers are consistently reporting the shortage of medical facilities in their nearest hospital. Although the grievances and complaints are piling up, the authorities are yet to respond. Now, a few villagers started to agitate listing their problems with emotional distress and teary-eyes.

Scenario 3:

A complainant fierce fully enters the CPGRAMS office and starts yelling at the employees, as his scholarship disbursement was delayed. He continuously referred his family dependency on his scholarship. He was so disturbed by the procedural delays in the and administrative hassles that are inevitable in the government system.

Roles:**1. Complainant - lodging complaints:**

- ▶ Speaks emotionally and sometimes angrily.
- ▶ Uses rural terms; appears confused by bureaucratic language.
- ▶ Shows non-verbal signs of frustration (crossed arms, tapping foot, teary eyes).
- ▶ Feels disrespected by “urban” officials.
- ▶ Wants to be heard more than just processed.

2. Public service employee - handling the grievances/complaints:

- ▶ The employee should also demonstrate:
- ▶ Avoiding noise and distractions in the initial stages of communication
- ▶ Maintaining eye contact and orientation toward the speaker in the initial stages of communication
- ▶ Filtering relevant information from background noise-in the initial stages of communication
- ▶ Demonstrating attentiveness through body language
- ▶ Interpreting verbal and non-verbal cues
- ▶ Asking clarifying questions
- ▶ Paraphrasing or summarizing
- ▶ Expressing empathy or concern

- ▶ Giving affirmations like “I understand,” “That must have been tough
- ▶ Recalling details in follow-up conversations
- ▶ Taking appropriate action based on what was heard
- ▶ Using the insights to improve service, relationships, or decisions

3. Observer:

- ▶ Evaluating whether the behavioural indicators of ‘listening skills’ are properly followed by the employees in the given context.

METHODOLOGY FOR EVALUATION

Observer Checklist

The observer will rate the **‘Public service employee - handling the grievances/complaints’** on a scale (1-10) for each item:

Questionnaire items	Score (1-10)
1. Avoiding noise and distractions in the initial stages of communication	
2. Maintaining eye contact and orientation toward the speaker in the initial stages of communication	
3. Filtering relevant information from background noise-in the initial stages of communication	
4. Demonstrating attentiveness through body language	
5. Interpreting verbal and non-verbal cues	
6. Asking clarifying questions	
7. Paraphrasing or summarizing	
8. Expressing empathy or concern	
9. Giving affirmations like “I understand,” “That must have been tough	
10. Recalling details in follow-up conversations	
11. Taking appropriate action based on what was heard	
12. Using the insights to improve service, relationships, or decisions	

Timing

- ▶ Role-play interaction: 5–7 minutes
- ▶ Observer debrief and feedback: 5 minutes
- ▶ Group discussion: 10 minutes (on learnings and feelings during the role-play)

Debriefing Questions:

- ▶ To the **Complainant**:
- ▶ Did you feel heard and understood?
- ▶ Why or why not?
- ▶ To the **Public Service employee**:
- ▶ What was the most difficult part of the interaction?
- ▶ How did you manage your own emotions during the interaction?
- ▶ To the **Observer**:
- ▶ Which empathetic behaviours were most evident?
- ▶ Which could be improved?

REALISING THE LEARNING OUTCOMES

The learning objectives are achieved as follows:

1. Understanding the role of 'listening skills' in addressing public grievances

- ▶ After completing training for the module on 'listening skills', the participants should develop an in-depth understanding of the impact of 'listening skills' in addressing public grievances.
- ▶ The participants should be able to explain the impact of different stages of 'listening skills',
 - a. Hearing & sensing
 - b. Attending
 - c. Comprehending & interpreting
 - d. Responding
 - e. Communicating & Using

in dealing with the

- a. Conflict mitigation
- b. Reduce the emotional turmoil
- c. Ensure a smooth transaction with the customers

2. Distinguish the role of different stages of listening skills in delivering public service.

- ▶ The participants should be aware of the subtle changes in various stages of 'listening skills' in addressing public grievances.
- ▶ As clearly distinguished, on the subtle changes in various stages of the 'listening process', the participants have to maintain the sequentialization effect of each stage in managing the public service delivery.

As a trained employee, one has to distinguish and adjudge the effect of the five stages of 'listening skills' on the complainants.

3. Apply different stages of listening skills in delivering public service

The efficiency of the **service quality** is fundamentally measured in terms of the '**five components**.'

- Reliability:** The 'trust' in the employee service delivery.
- Assurance:** The 'confidence' in the employee service delivery.
- Tangibles:** The physical facilities, equipment, and infrastructure needed for the employee service delivery.
- Empathy:** The care and attention towards the customers shown by the employees during service delivery.
- Responsiveness:** The willingness to provide prompt service delivery to the customers.

—(Parasuraman, Zeithaml, & Berry, 1988)

Here, the participants should **apply** the

- ▶ Hearing & sensing
- ▶ Attending
- ▶ Comprehending & interpreting
- ▶ Responding
- ▶ Communicating & Using

in addressing the '**five components of service quality**'.

4. Analyse different types of behavioural indicators when handling various citizen complaints.

- ▶ While delivering the service, the participants (i.e., CPGRAMS employees) need to have a detailed examination of the effect of various behavioural indicators on five components of service quality.

- ▶ At times, the 'hearing & sensing', may not be sufficient to address all the components of 'service quality'.

The same is the case with the remaining stages of listening skills.

Therefore, considering the practicalities, the employee has to 'mix and match' various stages of listening skills or various combinations of listening skills to address the 'five components of service quality'.

5. Assemble the learning insights from the activity-based learning (i.e., role-play) and apply them to their daily organisational routine.

Here, the participants should make use of the

- ▶ 'three scenarios of role-play' and try applying
- ▶ 'Five stages of listening skills'

Additionally, the participants should make use of the various behavioural indicators while delivering public services.

Various behavioural indicators are designed to evaluate the behaviours of the participants on the 'five stages of listening skills'.

CONCLUSION

Therefore, by considering the Role-plays, Stages of Listening skills and Various behavioural indicators, the participants could assemble the learning insights and apply them in their organisational daily routine.

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QUIZ

1. Avoiding distractions and focusing on sound refers to
 - a. Attending
 - b. Responding
 - c. Hearing and Sensing
 - d. Comprehending
2. Decoding verbal and non-verbal cues refers to?
 - a. Attending
 - b. Responding
 - c. Hearing and Sensing
 - d. Comprehending and interpreting
3. Feedback mechanism refers to:
 - a. Attending
 - b. Responding
 - c. Hearing and Sensing
 - d. Comprehending and interpreting
4. Which behaviour demonstrates attentive listening in grievance redressal?
 - a. Asking clarifying questions
 - b. To suppress others' emotions
 - c. Giving scripted responses
 - d. Avoiding eye opinion
5. Taking informed action based on what was heard reflects?
 - a. Communicating and Using
 - b. Attending
 - c. Hearing
 - d. Responding

Answers to the Quiz

1. c 2. d 3. b 4. a 5 a

COACHING & COUNSELLING SKILLS IN ADDRESSING THE PUBLIC GRIEVANCES

4.4

OUTLINE OF THE SESSION

- Learning Outcomes
- Definition
- Questionnaire items to measure Coaching & Counselling Skills
- Introduction
- Behavioural Indicators of Coaching and Counselling Skills
- Activity
- Conclusion
- References and Additional References
- Quiz

LEARNING OUTCOMES

At the end of the Session, the participants will be able to:

- ▶ Understand the role of 'coaching & counselling skills in addressing public grievances
- ▶ Distinguish the role of different types of counselling skills in delivering public services
- ▶ Apply different stages of counselling skills in delivering the public service
- ▶ Analyse different types of behavioural indicators in handling various citizen complaints
- ▶ Assemble the learning insights from the activity-based learning (i.e., role-play) and apply them in their daily counselling routine.

DEFINITION

“Professional assistance in coping with personal problems, including emotional, behavioural, vocational, marital, educational, rehabilitation, and life-stage (e.g., retirement) problems. The counsellor makes use of such techniques as active listening, guidance, advice, discussion, clarification, and the administration of tests.”

—American Psychological Association

QUESTIONNAIRE ITEMS TO MEASURE COACHING & COUNSELLING SKILLS

a. Directive Counselling:

- ▶ To what extent is the counsellor active in diagnosing the problems and providing solutions?
- ▶ “To what extent do you prefer to take a more active role in guiding the counselling session?”

b. Non-directive Counselling

- ▶ To what extent is the counsellor active in understanding the client’s thoughts and feelings?
- ▶ To what extent does the counsellor have the ability to create a safe and supportive environment for the client?

c. Participative Counselling:

- ▶ To what extent can the counsellor adjust their approach based on the client’s progress?
- ▶ To what extent can the counsellor identify when to use directive vs. non-directive techniques?

INTRODUCTION

Counselling releases the potential and capacities of the individual. Counselling skills are further classified into three categories.

a. Directive Counselling:

- ▶ In the directive counselling, the approach is pretty much ‘counsellor-centred’, i.e., the counsellor plays a major role than the ‘client’ who is counselled.
- ▶ In the directive counselling, the approach is ‘structured and goal-oriented’, where the emphasis is on problem-solving.

- ▶ The counsellor makes every effort to provide a solution to the 'client'.
- ▶ As the approach mainly relies on the specialised knowledge of the counsellor, there is an 'active involvement' of the counsellor in the entire process of counselling.
- ▶ The steps of the 'counselling process', including analysis, synthesis, diagnosis, prognosis, prescription and follow-up, are actively monitored by the counsellor.
- ▶ Therefore, the client has been directed by the counsellor throughout the process.

b. Nondirective counselling

- ▶ Unlike directive counselling, the focus of the 'nondirective counselling' is 'Client-centered' counselling.
- ▶ In the nondirective counselling, there is a 'Client autonomy'.
- ▶ In this approach, the goal is not 'problem-solving', i.e., maintaining a structured approach and finding a solution to the problem.
- ▶ Instead, the goal of this counselling is to enable the client to independently analyse the situations by providing first-hand experiences.
- ▶ The counsellor's involvement in the non-directive counselling is the bare minimum.
- ▶ As the clients are given 'full autonomy', they explore the entire process of the counselling and can think of various solutions to the problems and work out a solution.
- ▶ This autonomy helps the clients find alternative solutions to the problems.
- ▶ In this process, the counsellor.
- ▶ Although the counsellor's role is minimal, during the counselling process that involves all stages, ranging from analysis, synthesis, diagnosis, prognosis, prescription and follow-up are assisted by the counsellor.

The counsellor analyses the strengths, weaknesses of the client before arriving at a final decision.

- ▶ The counsellor following this approach should have or develop an 'Active listening' skill, unlike the directive counselling approach.
- ▶ Similarly, the counsellor should also make an effort on the internal reflection of thoughts and ideas suggested by the client and clarify by thorough analysis.
- ▶ Likewise, the counsellor also needs to show an unconditional positive regard towards the client – i.e., there should be an unconditional acceptance of the client's ideas, thoughts, feelings by the counsellor.

c. Participative counselling

- ▶ Unlike in the aforementioned counselling approaches, the 'participative counselling' includes the integration of both approaches – i.e., directive and non-directive approaches.

- ▶ Here, in participative counselling, the counsellor first assesses the personality type of the client and then tailors the counselling approach according to the requirements of the client's personality.

There may be a few clients who are a little passive and prefer the counsellor to play an active role in counselling, and there may be a few clients who would like to have autonomy and would try everything on their own.

In the earlier case, the counsellor has to be a little proactive and has to follow the 'directive counselling approach,' and in the latter case, the counsellor has to be relatively passive and has to follow the 'indirective counselling approach.'

Therefore, the approach is tailored in accordance with the client's needs.

- ▶ Based on the situational demands and the personality preferences, the counsellor has to use a mix of both approaches appropriately, matching the requirements of the client.
- ▶ Thus, the counsellor in participative counselling is more flexible and adaptable to the situational demands, unlike the other two approaches, and there is a holistic perspective in terms of accommodating the requirements of the client in a customised fashion.
- ▶ For example, the counsellor may begin with the directive counselling approach, and based on the situational demands and client needs, the counsellor may then adopt the indirective counselling and vice versa.

BEHAVIOURAL INDICATORS OF COACHING AND COUNSELLING SKILLS

In the context of grievance redressal, the 'Coaching and Counselling Skills' of the employees can be observed demonstrating:

- ▶ Diagnosing the problems and providing solutions
- ▶ Guiding the counselling session
- ▶ Understanding the client's thoughts and feelings
- ▶ Create a safe and supportive environment for the client
- ▶ Adjust their approach based on the client's progress
- ▶ Identify when to use directive vs. non-directive techniques

ACTIVITY

ACTIVITY: ROLE PLAY

Objective:

To handle the complaints/grievances in a better way by:

- ▶ Diagnosing the problems and providing solutions
- ▶ Guiding the counselling session
- ▶ Understanding the client's thoughts and feelings
- ▶ Create a safe and supportive environment for the client
- ▶ Adjust their approach based on the client's progress
- ▶ Identify when to use directive vs. non-directive techniques

Participants

- ▶ Complainant – lodging complaints
- ▶ Public service employee – handling the grievances/complaints
- ▶ Observer

Scenario 1:

A farmer repeatedly complains about the irregularities in the subsidy schemes. Despite his repeated complaints, the issue remains unresolved. At one instance, the farmer got angry and began to criticize the systematic and procedural delays.

Scenario 2:

The villagers are consistently reporting the shortage of medical facilities in their nearest hospital. Although the grievances and complaints are piling up, the authorities are yet to respond. Now, a few villagers started to agitate listing their problems with emotional distress and teary-eyes.

Scenario 3:

A complainant fiercely enters the CPGRAMS office and starts yelling at the employees, as his scholarship disbursement was delayed. He continuously referred his family dependency on his scholarship. He was so disturbed by the procedural delays in the and administrative hassles that are inevitable in the government system.

Roles:

a. Complainant – lodging complaints:

- ▶ Speaks emotionally and sometimes angrily.
- ▶ Uses rural terms; appears confused by bureaucratic language.

- ▶ Shows non-verbal signs of frustration (crossed arms, tapping foot, teary eyes).
- ▶ Feels disrespected by “urban” officials.
- ▶ Wants to be heard more than just processed.

b. Public service employee – handling the grievances/complaints:

- ▶ The employee should also demonstrate:
- ▶ Diagnosing the problems and providing solutions
- ▶ Guiding the counselling session
- ▶ Understanding the client’s thoughts and feelings
- ▶ Create a safe and supportive environment for the client
- ▶ Adjust their approach based on the client’s progress
- ▶ Identify when to use directive vs. non-directive techniques
- ▶ Using the insights to improve service, relationships, or decisions

c. Observer:

Evaluating whether the behavioural indicators of ‘counselling skills’ are properly followed by the employees in the given context

METHODOLOGY FOR EVALUATION

Observer Checklist:

The observer will rate the ‘Public service employee – handling the grievances/complaints’ on a scale (1-10) for each item:

Questionnaire items	Score (1-10)
1. To what extent the counsellor is active in diagnosing the problems and providing solutions?	
2. To what extent do you prefer to take a more active role in guiding the counselling session?	
3. To what extent is the counsellor active in understanding the client’s thoughts and feelings?	
4. To what extent does the counsellor have the ability to create a safe and supportive environment for the client?	
5. To what extent does the counsellor have the ability to adjust their approach based on the client’s progress?	
6. To what extent does the counsellor have the ability to identify when to use directive vs. non-directive techniques?	

Note:

Scoring and Interpretation:

The answers to the questionnaire could be scored and analysed to identify the counsellor's dominant approach (directive, non-directive, or eclectic).

Timing:

- ▶ Role-play interaction: 5–7 minutes
- ▶ Observer debrief and feedback: 5 minutes
- ▶ Group discussion: 10 minutes (on learnings and feelings during the role-play)

Debriefing Questions:

- ▶ To the Complainant:
 - ◆ Did you feel heard and understood?
 - ◆ Why or why not?
- ▶ To the Public Service employee:
 1. What was the most difficult part of the interaction?
 2. How did you manage your own emotions during the interaction?
- ▶ To the Observer:
 - ◆ Which empathetic behaviors were most evident?
 - ◆ Which could be improved?

REALISING THE LEARNING OUTCOMES

1. Understanding the role of 'coaching & counselling skills' in addressing public grievances

- ▶ After completing training for the module on 'coaching & counselling skills', the participants should develop an in-depth understanding of the impact of 'counselling skills' in addressing public grievances.
- ▶ The participants should be able to explain the impact of the three types of counselling skills
 - a. Directive counselling
 - b. Nondirective counselling
 - c. Participative counselling

in dealing with the

- a. Conflict mitigation

- b. Reduce the emotional turmoil
- c. Ensure a smooth transaction with the customers.

2. Distinguish the role of different types of counselling skills in public service delivery

- ▶ The participants should be aware of the subtle changes in various types of counselling skills in addressing public grievances.
- ▶ As clearly distinguished,
 - a. 'Directive counselling' focuses on the active role of the counsellor.
 - b. Nondirective counselling' focuses on the active role of the client.
 - c. 'Participative counselling' focuses on the mixed approach.

As a trained employee, one has to distinguish and adjudge the effect of three types of 'counselling skills' on the complainants.

3. Apply 'different types of counselling skills' in public service delivery

- ▶ The efficiency of the **service quality** is fundamentally measured in terms of the '**five components**.'
- a. **Reliability:** The 'trust' in the employee service delivery.
- b. **Assurance:** The 'confidence' in the employee service delivery.
- c. **Tangibles:** The physical facilities, equipment, and infrastructure needed for the employee service delivery.
- d. **Empathy:** The care and attention towards the customers shown by the employees during service delivery.
- e. **Responsiveness:** The willingness to provide prompt service delivery to the customers.

—(Parasuraman, Zeithaml, & Berry, 1988)

- ▶ Here, the participants should **apply** the
 - ◆ Directive counselling
 - ◆ Nondirective counselling
 - ◆ Participative counselling

in addressing the '**five components of service quality**'.

4. Analyse 'different types of behavioural indicators' when handling various citizen complaints:

- ▶ While delivering the service, the participants (i.e., government employees) need to have a detailed examination of the effect of three types of counselling skills on five components of service quality.
- ▶ At times, the Directive counselling skills may not be sufficient to address all the components of 'service quality'.

The same is the case with the remaining types of counselling skills.

Therefore, considering the practicalities, the employee has to 'mix and match' various types of counselling skills or various combinations of counselling skills to address the 'five components of service quality'.

5. Assemble the learning insights from the activity-based learning (i.e., role-play) and apply them to their daily organisational routine:

- ▶ Here, the participants should make use of the
 - ◆ 'three scenarios of role-play' and try applying
 - ◆ 'Three types of counselling skills'
 - ◆ by applying the questionnaire items of 'counselling skills', i.e.,
- i. Directive Counselling:**
 - ◆ To what extent is the counsellor active in diagnosing the problems and providing solutions?
 - ◆ "To what extent do you prefer to take a more active role in guiding the counselling session?"
- ii. Nondirective Counselling:**
 - ◆ To what extent is the counsellor active in understanding the client's thoughts and feelings?
 - ◆ To what extent does the counsellor have the ability to create a safe and supportive environment for the client?
- iii. Participative Counselling:**
 - ◆ To what extent does the counsellor have the ability to adjust their approach based on the client's progress?
 - ◆ To what extent does the counsellor have the ability to identify when to use directive vs nondirective techniques?
 - ◆ Additionally, the participants should make use of the various behavioural indicators while delivering public services.
 - ◆ Various behavioural indicators are designed to evaluate the behaviours of the participants on the 'three types of counselling skills'.

CONCLUSION

Therefore, by considering the Role-plays, Types of counselling skills, Counselling skills questionnaire items, and Various behavioural indicators, the participants could assemble the learning insights and apply them in their organisational daily routine.

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QUIZ:

1. Counsellor-centric approach is:
 - a. Participative counselling
 - b. Directive counselling
 - c. Non-directive counselling
 - d. None of the above
2. Client-centric approach?
 - a. Participative counselling
 - b. Directive counselling
 - c. Non-directive counselling
 - d. None of the above
3. Mixed approach – using both client-centric & counsellor-centric approaches
 - a. Participative counselling
 - b. Directive counselling
 - c. Non-directive counselling
 - d. None of the above

4. Participative counselling refers to:
 - a. Rigid adherence to a fixed process
 - b. Diagnosing without client input
 - c. Tailoring the approach to client personality
 - d. Avoiding emotional topics
5. Which of the following is a non-directive counselling skill?
 - a. Commanding tone
 - b. Active listening
 - c. Quick decision-making
 - d. Assertive guidance

Answers to the Quiz

1. b 2. c 3. a 4. c 5. b

4.5

INTERPERSONAL COMMUNICATION SKILLS IN ADDRESSING PUBLIC GRIEVANCES

OUTLINE OF THE SESSION

- Learning Outcomes
- Definition
- Introduction
- Behavioural indicators of Interpersonal communication skills
- Activity
- Conclusion
- References and Additional References
- Quiz

LEARNING OUTCOMES

At the end of the Session, the participants will be able to:

- ▶ Understand the role of understand the role of 'Interpersonal communication skills' in addressing public grievances.
- ▶ Distinguish the role of different types of Interpersonal communication skills in delivering public service.
- ▶ Apply different types of Interpersonal communication skills in delivering public services.
- ▶ Analyse different types of behavioural indicators in handling various citizen complaints.
- ▶ Assemble the learning insights from the activity-based learning (i.e., role-play) and apply them in their daily organisational routine.

DEFINITION

Professional assistance in coping with personal problems, including emotional, behavioural, vocational, marital, educational, rehabilitation, and life-stage (e.g., retirement) problems. The counsellor makes use of such techniques as active listening, guidance, advice, discussion, clarification, and the administration of tests.

—American Psychological Association

QUESTIONNAIRE ITEMS – INTERPERSONAL COMMUNICATION SKILLS

1. While communicating with others, to what extent do you try to control or influence others?
2. While communicating with others, to what extent do you emphasise creating friendly, personal bonds and interpersonal relationships?
3. While communicating with others, to what extent do you want others also to participate and deliver their insights/ inputs in the communication process?
4. While communicating with others, to what extent do you exemplify quality and standards in the communication process?
5. While communicating with others, to what extent are you willing to help, mentor and guide others in the communication process?

INTRODUCTION

Interpersonal communication skills are predominantly determined by the communication styles of an individual. The communication styles of the individual, proposed by George Litwin and Richard Stringer, have become one of the profound theories in communication. As indicated in the questionnaire, the communication styles are dependent on five factors, in general.

- a. Extent of control or influence – one exerts on others during the communication.
- b. Emphasising the creation of strong interpersonal bonds, friendly relationships
- c. Extent of participation from others during the communication
- d. Emphasising the quality or standards, while communicating with others
- e. Willingness to help, mentor and guide others in the communication process

In the context of CPGRAMS, where the employees have to readily address grievances and complaints, they have to switch from one communication style to another, depending

on the situation. Hence, different communication styles may be used depending on the situational demands or requirements, as shown in the behavioural indicators listed below.

The communication styles are derived on the basis of the natural characteristics of the individual. A few individuals naturally prefer to show control during the communication process. A few prefer exhibiting their friendly nature and would like to establish interpersonal bonds. A few would like to be involved in the participative decision-making process, where they allow others to participate in their communication, and a collective decision is made. A few individuals would mostly emphasise the quality or standards that are to be maintained in the communication process, so that the basic requirements of the communication are addressed. Finally, a few of them would emphasise the willingness to help, mentor, and guide others during communication.

Naturally, every individual has their own set of preferences for their communication styles. However, as discussed, effective communication can only happen when the individual flexes their communication styles as per the needs/requirements of the situation and the other person(s) they are interacting with.

Given the situation of handling the complaints, it is always advisable to forgo the authoritative mode of communication with the complainants and exhibit the participative mode of communication, where the resolutions can be brought down in a democratic manner.

BEHAVIOURAL INDICATORS OF 'INTERPERSONAL COMMUNICATION' SKILLS

In the context of grievance redressal, the 'interpersonal communication skills' of the employees can be observed demonstrating the following behaviours:

- ▶ Exert less control or influence over others during the communication process
- ▶ Forming friendly, personal bonds and interpersonal relationships during the communication process
- ▶ Willingness to allow others to participate in the communication process
- ▶ Exemplifying the quality or standards that are to be maintained during the communication
- ▶ Willingness to help, mentor and guide others during the communication

ACTIVITY

ACTIVITY: ROLE PLAY

Objective:

To handle the complaints/grievances in a better way by demonstrating the following behaviours:

- ▶ Exert less control or influence over others during communication process
- ▶ Forming friendly, personal bonds and interpersonal during the communication process
- ▶ Willingness to allow others to participate in the communication process
- ▶ Exemplifying the quality or standards that are to be maintained during the communication
- ▶ Willingness to help, mentor and guide others during the communication

Participants

1. Complainant – lodging complaints
2. Public service employee – handling the grievances/complaints
3. Observer

Scenario 1:

A farmer repeatedly complains about irregularities in the subsidy schemes. Despite his repeated complaints, the issue remains unresolved. At one instance, the farmer got angry and began to criticize the systematic and procedural delays.

Scenario 2:

The villagers are consistently reporting the shortage of medical facilities in their nearest hospital. Although the grievances and complaints are piling up, the authorities are yet to respond. Now, a few villagers started to agitate listing their problems with emotional distress and teary eyes.

Scenario 3:

A complainant fiercely enters the CPGRAMS office and starts yelling at the employees, as his scholarship disbursement was delayed. He continuously referred his family dependency on his scholarship. He was so disturbed by the procedural delays in the and administrative hassles that are inevitable in the government system.

Roles:**1. Complainant – lodging complaints:**

- ▶ Speaks emotionally and sometimes angrily.
- ▶ Uses rural terms; appears confused by bureaucratic language.
- ▶ Shows non-verbal signs of frustration (crossed arms, tapping foot, teary eyes).
- ▶ Feels disrespected by “urban” officials.
- ▶ Wants to be heard more than just processed.

2. Public service employee – handling the grievances/complaints:

- ▶ The employee should demonstrate the following behaviours:
- ▶ Exert less control or influence over others during communication process
- ▶ Forming friendly, personal bonds and interpersonal during the communication process
- ▶ Willingness to allow others to participate in the communication process
- ▶ Exemplifying the quality or standards that are to be maintained during the communication
- ▶ Willingness to help, mentor and guide others during the communication

3. Observer:

- ▶ Evaluating whether the behavioural indicators of ‘counselling skills’ are properly followed by the employees in the given context.

METHODOLOGY FOR EVALUATION:**Observer Checklist:**

The observer will rate the ‘**Public service employee– handling the grievances/complaints**’ on a scale (1-10) for each item:

Questionnaire items	Score (1-10)
1. While communicating with others, to what extent do you try to control or influence others?	
2. While communicating with others, to what extent do you emphasize creating friendly, personal bonds and interpersonal relationships?	
3. While communicating with others, to what extent do you want others also to participate and deliver their insights/inputs in the communication process?	

Questionnaire items	Score (1-10)
4. While communicating with others, to what extent do you exemplify quality and standards in the communication process?	
5. While communicating with others, to what extent are you willing to help, mentor and guide others in the communication process?	

Timing:

- ▶ Role-play interaction: 5–7 minutes
- ▶ Observers debrief and feedback: 5 minutes
- ▶ Group discussion: 10 minutes (on learnings and feelings during the role-play)

Debriefing Questions:

- ▶ To the **Complainant**:
 - ◆ Did you feel heard and understood?
 - ◆ Why or why not?
- ▶ To the **Public Service employee**:
 - ◆ What was the most difficult part of the interaction?
 - ◆ How did you manage your own emotions during the interaction?
- ▶ To the **Observer**:
 - ◆ Which behaviours were most evident?
 - ◆ Which could be improved?

REALISING THE LEARNING OUTCOMES

The learning objectives are achieved as follows:

1. Understanding the role of 'Interpersonal communication skills' in addressing public grievances:

- ▶ After completing training for the module on 'interpersonal communication skills', the participants should develop an in-depth understanding of the impact of 'counselling skills' in addressing public grievances.
- ▶ The participants should be able to explain the impact of the five types of interpersonal communication skills
 - ◆ Authoritative
 - ◆ Affiliative

- ◆ Democratic
- ◆ Pace-setting
- ◆ Coaching/Mentoring

in dealing with the

- i. Conflict mitigation
- ii. Reduce the emotional turmoil

Ensure a smooth transaction with the customers

2. Distinguish the role of different types of 'Interpersonal communication skills' in public service delivery

- ▶ The participants should be aware of the subtle changes in various types of 'interpersonal communication skills' in addressing public grievances.
- ▶ As clearly distinguished,
 - ◆ Authoritative communication focuses on 'coercion.'
 - ◆ Affiliative communication emphasises 'interpersonal relationships.'
 - ◆ Democratic communication focuses on 'participative communication.'
 - ◆ Pace-setting communication emphasises maintaining the 'quality and standards' in the communication.
 - ◆ Coaching/Mentoring focuses on maintaining a 'mentoring style' of communication.

As a trained employee, one has to distinguish and adjudge the effect of five types of 'interpersonal communication skills' on the complainants.

3. Apply 'different types of interpersonal communication skills' in public service delivery

- ▶ The efficiency of the **service quality** is fundamentally measured in terms of the '**five components**.'
- a. **Reliability:** The 'trust' in the employee service delivery.
- b. **Assurance:** The 'confidence' in the employee service delivery.
- c. **Tangibles:** The physical facilities, equipment, and infrastructure needed for the employee service delivery.
- d. **Empathy:** The care and attention towards the customers shown by the employees during service delivery.
- e. **Responsiveness:** The willingness to provide prompt service delivery to the customers.

—(Parasuraman, Zeithaml, & Berry, 1988)

- ▶ Here, the participants should **apply** the
- ▶ Authoritative communication style
- ▶ Affiliative communication style
- ▶ Democratic communication style
- ▶ Pace-setting communication style
- ▶ Coaching/Mentoring communication style

in addressing the **‘five components of service quality’**.

4. Analyse ‘different types of behavioural indicators’ when handling various citizen complaints

- ▶ While delivering the service, the participants (i.e., CPGRAMS employees) need to have a detailed examination of the effect of five types of communication styles on five components of service quality.
- ▶ At times, the affiliative communication style may not be sufficient to address all the components of ‘service quality’.

The same is the case with the remaining types of communication styles.

Therefore, considering the practicalities, the employee has to ‘mix and match’ various types of communication styles or various combinations of communication styles to address the ‘five components of service quality’.

5. Assemble the learning insights from the activity-based learning (i.e., role-play) and apply them in their daily organisational routine

- ▶ Here, the participants should make use of the
 - ◆ ‘three scenarios of role-play’ and try applying
 - ◆ ‘Five types of communication skills’
 - ◆ by applying the questionnaire items on ‘communication skills’, i.e.,
 - i. While communicating with others, to what extent do you try to control or influence others?
 - ii. While communicating with others, to what extent do you emphasise creating friendly, personal bonds and interpersonal relationships?
 - iii. While communicating with others, to what extent do you want others also to participate and deliver their insights/inputs in the communication process?
 - iv. While communicating with others, to what extent do you exemplify quality and standards in the communication process?
 - v. While communicating with others, to what extent are you willing to help, mentor and guide others in the communication process?

- ▶ Additionally, the participants should make use of the various behavioural indicators while delivering the public service.
- ▶ Various behavioural indicators are designed to evaluate the behaviours of the participants on the 'five types of communication skills'.

CONCLUSION

Therefore, by considering the Role-plays, Types of communication skills, Communication skills questionnaire items and Various behavioural indicators, the participants could assemble the learning insights and apply them in their organisational daily routine.

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QUIZ

1. Which communication style primarily focuses on building interpersonal relationships?
 - a. Autocratic/Authoritative style
 - b. Affiliative style
 - c. Democratic style
 - d. Coaching style
2. Which communication style primarily focuses on participative communication?
 - a. Autocratic/Authoritative style
 - b. Affiliative style

- c. Democratic style
 - d. Coaching style
3. Which communication style primarily focuses on mentoring?
- a. Pacesetting style
 - b. Affiliative style
 - c. Democratic style
 - d. Coaching style
4. Which communication style primarily focuses on maintaining quality or standards in communication?
- a. Autocratic/Authoritative style
 - b. Pacesetting style
 - c. Democratic style
 - d. Coaching style
5. Which communication style primarily focuses on exerting control or influence over others in communication?
- a. Autocratic/Authoritative style
 - b. Affiliative style
 - c. Democratic style
 - d. Coaching style

Answers to the Quiz

1. b 2. d 3. d 4.. b 5. a

4.6

FEEDBACK SKILLS IN ADDRESSING PUBLIC GRIEVANCES

OUTLINE OF THE SESSION

- Learning Outcomes
- Definition
- Questionnaire items- Feedback Skills
- Introduction
- Behavioural indicators of Interpersonal communication skills
- Activity
- Realising Learning Outcomes
- Conclusion
- References and Additional Readings

LEARNING OUTCOMES

At the end of the Session, the participants will be able to:

- ▶ Understand the role of 'feedback skills' in addressing public grievances.
- ▶ Distinguish the role of different types of feedback skills in delivering public service.
- ▶ Apply different types of feedback skills and behavioural indicators in delivering public services.
- ▶ Analyse different types of behavioural indicators in handling various citizen complaints.
- ▶ Assemble the learning insights from the activity-based learning (i.e., role-play) and apply them in their daily organisational routine.

DEFINITION

Information about a process or interaction provided to the governing system or agent and used to make adjustments that eliminate problems or otherwise optimize functioning. It may be stabilizing negative feedback or amplifying positive feedback.

—American Psychological Association

QUESTIONNAIRE ITEMS – FEEDBACK SKILLS

1. To what extent do you provide clarity and specificity in providing feedback using objective parameters?
2. To what extent do you provide constructive feedback to the clients?
3. To what extent are you involved in active listening while ‘receiving feedback’ from clients?
4. To what extent are you involved in seeking clarification while ‘receiving feedback’ from clients?
5. How swiftly do you take action on the ‘received feedback’ in stipulated timelines?

INTRODUCTION

Feedback skills are considered to be one of the prominent soft skills in handling customer grievances/complaints. Feedback can act as one of the main determinants in managing conflicts with clients. Good and constructive feedback provided to the customers by an employee can address the problem and ensure a smooth transaction between both parties. On the other hand, poor feedback would be detrimental and invite all sorts of conflicts. As discussed in the questionnaire, there are a few parameters that have to be considered:

- a. In ‘receiving feedback’ &
- b. While ‘providing feedback’

In the context of CPGRAMS, where the employees have to readily address grievances and complaints, they have to switch from one feedback style to another, depending on the situation. Depending on the gravity of the situation or the situational demands, the employees have to decide whether they have to ‘provide feedback’ or ‘receive feedback’. The complainants are enraged most of the time and will be in no mood to receive feedback initially. Then, the employee has to be patient enough to receive their feedback and should find the right time to provide the feedback, depending on the requirements. Most preferably, the employee has to allow the customers to vent out their anger, frustration,

worries, and problems and then try to slowly suggest or provide feedback after their anger/anxiety subsides.

As discussed in the questionnaire, there are a few parameters that determine the efficiency and effectiveness of the feedback. These parameters are categorised into two categories.

- ▶ Providing feedback:
 - ◆ Clarity and specificity in providing feedback using objective parameters.
 - ◆ Providing constructive feedback to the clients.
- ▶ Receiving feedback:
 - ◆ Actively listening to the clients while receiving feedback'.
 - ◆ Seeking clarification while 'receiving feedback' from clients.
 - ◆ Taking action on the 'received feedback' in stipulated timelines.

In the process of handling the feedback (i.e., while providing & receiving feedback to the clients), the employees exhibit a few defensive reactions towards the clients. They are:

1. **Aggression:** As a defensive mechanism response, the employees may show their anger and aggression towards the customers.
2. **Denial:** Similarly, as a defensive mechanism response, the employees may show their denial of the grievances that are put forward by the complainants.
3. **Withdrawal:** In this type of response, the employees may emotionally disengage themselves without showing much empathy or interest towards the complainant's grievances.
4. **Reaction formation:** In order to mask their true feelings, the employees will try to project a pre-determined or artificial behaviour, which obviously erodes the trust of the customers.
5. **Rationalisation:** Employees may try to justify their actions (such as delays in the service or ignoring the complaints) by attributing the service failure to the system or other external factors.
6. **Projection:** The employees may blame the complainants or some other person and project it as others' failure.
7. **Suppression:** The employees may consciously suppress their own emotions and feelings while handling the complaints.

BEHAVIOURAL INDICATORS OF 'INTERPERSONAL COMMUNICATION' SKILLS:

In the context of grievance redressal, the 'interpersonal communication skills' of the employees can be observed demonstrating the following behaviours:

- ▶ Clarity and specificity in providing feedback using objective parameters.
- ▶ Providing constructive feedback to the clients.
- ▶ Actively listening to the clients while 'receiving feedback'
- ▶ Seeking clarification while 'receiving feedback' from clients.
- ▶ Taking action on the 'received feedback' in stipulated timelines.
- ▶ Aggression
- ▶ Denial
- ▶ Withdrawal
- ▶ Reaction formation
- ▶ Rationalization
- ▶ Projection
- ▶ Suppression

ACTIVITY

ACTIVITY: ROLE PLAY

Objective:

To handle the complaints/grievances in a better way by demonstrating the following behaviors:

- ▶ Exert less control or influence over others during the communication process
- ▶ Forming friendly, personal bonds and interpersonal during the communication process
- ▶ Willingness to allow others to participate in the communication process
- ▶ Exemplifying the quality or standards that are to be maintained during the communication
- ▶ Willingness to help, mentor and guide others during the communication

Participants:

1. Complainant – lodging complaints
2. Public service employee – handling the grievances/complaints
3. Observer

Scenario 1:

A farmer repeatedly complains about irregularities in the subsidy schemes. Despite his repeated complaints, the issue remains unresolved. In one instance, the farmer got angry and began to criticize the systematic and procedural delays.

Scenario 2:

The villagers are consistently reporting the shortage of medical facilities in their nearest hospital. Although the grievances and complaints are piling up, the authorities have yet to respond. Now, a few villagers started to agitate, listing their problems with emotional distress and teary eyes.

Scenario 3:

A complainant fiercely enters the CPGRAMS office and starts yelling at the employees as his scholarship disbursement is delayed. He continuously referred to his family's dependency on his scholarship. He was so disturbed by the procedural delays and administrative hassles that are inevitable in the government system.

Roles:**1. Complainant – lodging complaints:**

- ▶ Speaks emotionally and sometimes angrily.
- ▶ Uses rural terms; appears confused by bureaucratic language.
- ▶ Shows non-verbal signs of frustration (crossed arms, tapping foot, teary eyes).
- ▶ Feels disrespected by “urban” officials.
- ▶ Wants to be heard more than just processed.

2. Public service employee – handling the grievances/complaints:

- ▶ The employee should demonstrate the following behaviors:
- ▶ Exert less control or influence over others during communication process
- ▶ Forming friendly, personal bonds and interpersonal during the communication process
- ▶ Willingness to allow others to participate in the communication process
- ▶ Exemplifying the quality or standards that are to be maintained during the communication
- ▶ Willingness to help, mentor and guide others during the communication

3. Observer:

- ▶ Evaluating whether the behavioural indicators of ‘counseling skills’ are properly followed by the employees in the given context.

METHODOLOGY FOR EVALUATION

Observer Checklist:

The observer will rate the '**Public service employee - handling the grievances/complaints**' on a scale (1-10) for each item:

Questionnaire items	Score (1-10)
1. Clarity and specificity in providing feedback using objective parameters	
2. Providing constructive feedback to the clients	
3. Actively listening to the clients while 'receiving feedback'	
4. Seeking clarification while 'receiving feedback' from clients	
5. Taking action on the 'received feedback' in stipulated timelines	
6. Aggression	Reverse-coded score
7. Denial	Reverse-coded score
8. Withdrawal	Reverse-coded score
9. Reaction formation	Reverse-coded score
10. Rationalization	Reverse-coded score
11. Projection	Reverse-coded score
12. Suppression	

Timing:

- ▶ Role-play interaction: 5-7 minutes
- ▶ Observer debrief and feedback: 5 minutes
- ▶ Group discussion: 10 minutes (on learnings and feelings during the role-play)

Debriefing Questions:

- ▶ To the **Complainant**:
 - ◆ Did you feel heard and understood?
 - ◆ Why or why not?
- ▶ To the **Public Service employee**:
 - ◆ What was the most difficult part of the interaction?
 - ◆ How did you manage your own emotions during the interaction?
- ▶ To the **Observer**:
 - ◆ Which behaviors were most evident?
 - ◆ Which could be improved?

REALISING THE LEARNING OUTCOMES

The learning objectives are achieved as follows:

1. Understanding the role of 'feedback skills' in addressing public grievances

- ▶ After completing training for the module on 'feedback skills', the participants should develop an in-depth understanding of the impact of 'feedback skills' in addressing public grievances.
- ▶ The participants should be able to explain the impact of the five types of feedback communication skills

in dealing with the

- a. Conflict mitigation
- b. Reduce the emotional turmoil
- c. Ensure a smooth transaction with the customers.

2. Distinguish the role of different types of 'feedback skills' in public service delivery

- ▶ The participants should be aware of the subtle changes in two types of 'feedback skills' in addressing public grievances.
- ▶ As clearly distinguished,
- ▶ Providing feedback:
 - ▶ Clarity and specificity in providing feedback using objective parameters.
 - ▶ Providing constructive feedback to the clients.
- ▶ Receiving feedback:
 - ▶ Actively listening to the clients while 'receiving feedback'.
 - ▶ Seeking clarification while 'receiving feedback' from clients.
 - ▶ Taking action on the 'received feedback' in stipulated timelines.

As a trained employee, one has to distinguish and adjudge the effect of two types of 'feedback skills' on the complainants.

3. Apply 'different types of feedback skills' and other behavioural indicators in public service delivery

- ▶ The efficiency of the **service quality** is fundamentally measured in terms of the **'five components.'**
 - a. **Reliability:** The 'trust' in the employee service delivery.
 - b. **Assurance:** The 'confidence' in the employee service delivery.
 - c. **Tangibles:** The physical facilities, equipment, and infrastructure needed for the employee service delivery.

- d. **Empathy:** The care and attention towards the customers shown by the employees during service delivery.
- e. **Responsiveness:** The willingness to provide prompt service delivery to the customers.

—(Parasuraman, Zeithaml, & Berry, 1988)

- ▶ Here, the participants should **apply** the
 - ◆ Providing feedback skills
 - ◆ Receiving feedback skills &
 - ◆ Other behavioural indicators

in addressing the **‘five components of service quality’**.

4. Analyse ‘different types of behavioural indicators’ when handling various citizen complaints:

- ▶ While delivering the service, the participants (i.e., CPGRAMS employees) need to have a detailed examination of the effect of two types of feedback skills & other behavioural indicators on five components of service quality.
- ▶ At times, the Receiving feedback may not be sufficient to address all the components of ‘service quality’.

The same is the case with the remaining types of feedback styles & behavioural indicators.

Therefore, considering the practicalities, the employee has to ‘mix and match’ various types of feedback skills or various combinations of feedback skills & behavioural indicators to address the ‘five components of service quality’.

5. Assemble the learning insights from the activity-based learning (i.e., role-play) and apply them in their daily organisational routine

- ▶ Here, the participants should make use of the
 - ◆ ‘three scenarios of role-play’ and try applying
 - ◆ Types of feedback skills
 - ◆ Questionnaire based on feedback skills
 - a. To what extent do you provide clarity and specificity in providing feedback using objective parameters?
 - b. To what extent do you provide constructive feedback to the clients?
 - c. To what extent are you involved in active listening while ‘receiving feedback’ from clients?
 - d. To what extent are you involved in seeking clarification while ‘receiving feedback’ from clients?

- e. How swiftly do you take action on the 'received feedback' in stipulated timelines?
- ▶ Additionally, the participants should make use of the various behavioural indicators while delivering public services.
- ▶ Various behavioural indicators are designed to evaluate the behaviours of the participants on the 'feedback skills'.

CONCLUSION

Therefore, by considering role-plays, types of feedback skills, Feedback skills questionnaire items, Various behavioural indicators, the participants could assemble the learning insights and apply them in their organisational daily routine.

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QUIZ:

1. What is the most essential quality while 'providing feedback'?
 - a. Generalized praise
 - b. To suppress others' emotions
 - c. Clarity & specificity on objective parameters
 - d. Oppose others`

2. What is the most essential quality while 'receiving feedback'?
 - a. Defending one's position without listening
 - b. Providing a counterargument to every complaint
 - c. Active listening & seeking clarification
 - d. Disregarding others' opinions
3. Which 'defensive reaction' does an employee who disengages and avoids involvement during a complaint – exhibit?
 - a. Suppression
 - b. Withdrawal
 - c. Suppression
 - d. Rationalization
4. When the employee remains outwardly calm but is struggling internally due to the repeated accusations of the complainant. Which defense mechanism is it?
 - a. Projection
 - b. Suppression
 - c. Denial
 - d. Reaction formation
5. Which of the following is an example of *projection* as a defensive mechanism during feedback?
 - a. Blaming system failures for poor service
 - b. Ignoring the complaint completely
 - c. Accusing the complainant of causing the problem
 - d. Displaying overly polite behaviour to mask frustration

Answers to the Quiz

1. c 2. c 3. b 4. b 5. c



सत्यमेव जयते

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