



Government of Kerala

# **Grievance Redressal Manual for Grama Panchayats of Kerala**

(Prepared by KILA under KLGSDP)

Printed and Published by:



**Kerala Institute of Local Administration**

Mulamkunnathukavu P.O. Thrissur, Kerala, India – Pin: 680581

Phone: 0487-2207000, 2207001

Fax: 0487-2201062

E-mail: [kilathrissur@gmail.com](mailto:kilathrissur@gmail.com)

Website: [www.kila.ac.in](http://www.kila.ac.in)

**May 2017**





**GOVERNMENT OF KERALA**

**Abstract**

Local Self Government Department - Kerala Local Government Service Delivery Project (KLGSDP) -Grievance Redressal Manual in Local Self Government Institutions in Kerala - Approved - Orders issued.

LOCAL SELF GOVERNMENT (DA) DEPARTMENT

**G.O.(Rt)No.1558 /2017/LSGD**

Dated, Thiruvananthapuram, 12.05.2017

Read :- (1) G.O(Rt) No.1652/15/LSGD dated 01.06.2015  
(2) G.O(Rt) No.2420/16/LSGD dated 11.08.2016.  
(3) Letter No. 49/2015/KLGSDP dated 11/04/2017 received from the Project Director, KLGSDP

**ORDER**

As per Government Order read as 1<sup>st</sup> and 2<sup>nd</sup> paper above, a Manual Vetting Committee and a Sub Committee were constituted for vetting and quality assurance of various manuals prepared under Kerala Local Government Service Delivery Project (KLGSDP). After a detailed deliberations on Manual, the Manual Vetting Committee held on on 03.04.17 decided to approve the Grievance Redressal Manual in Local Self Government Institutions of Kerala and forwarded to Government for apex approval.

2) Government have examined the matter in detail and are pleased to approve the Grievance Redressal manual prepared by Kerala Institute for Local Administration (KILA) under Kerala Local Government Service Delivery Project (KLGSDP) in Local Self Government Institutions of Kerala.

**By Order of the Governor  
A.K.MOHANA KUMAR  
Joint Secretary to Government**

To

The Project Director, KLGSDP.  
The Director of Panchayats, Thiruvananthapuram,  
The Director, Urban Affairs Department, Thiruvananthapuram.  
The Director, KILA, Thrissur.  
The Director, Local Fund Audit, Thiruvananthapuram.  
The State Performance Audit Officer (SPA0)  
The Secretaries, All Districts Panchayats.(Through Director of Panchayats)  
The Executive Director, IKM, Thiruvananthapuram,  
Office Copy/Stock File

Copy to :-

Private Secretary to M(LSG&WM)  
Personal Secretary to Principal Secretary, LSGD  
Personal Secretary to Special Secretary, LSGD

Forwarded/By order,

  
Section Officer.



# Contents

<b>1. Introduction</b>	<b>1-6</b>
1.1 Context	
1.2. Scope of Manual	
1.3. Objectives of Manual	
1.4 Definitions	
1.5. Fundamental Procedures	
1.6. Grievance Redressal Mechanism (GRM)	
<b>2. Grievance Redressal Mechanism</b>	<b>7-16</b>
2.1. Grievance Redressal Bye Law of the Grama Panchayat	
2.2. Grievance Redressal Mechanism of the Grama Panchayat	
2.3. Institutions for Grievance Redressal	
2.4. Acknowledgement of Grievances	
2.5. Redressal of Grievances	
2.6. Grievance Redressal : Initial Processing	
2.7. Grievance Redressal: Hearing and Investigation Process	
2.8. Grievance Redressal: Decision Making process	
2.9. Communicating the Decision	
2.10. Appeal on Non-Redressal of Grievances	
2.11. Rights of the Aggrieved Person	
2.12. Publicity for Grievance Redressal Mechanism	
2.13. Mandatory Principles for the Grama Panchayat's Public Grievance Redressal Mechanism	
<b>3. Ombudsman</b>	<b>17-22</b>
3.1 Grievances Regarding Allegations about Maladministration and Corruption	
3.2 Ombudsman for LSGI in Kerala	
3.3 Duties and Responsibilities	
3.4 Powers	
3.5 Functions	

3.6 The Other Legal Powers

3.7 Procedure for Filing of Grievances and Disposal of Grievances

**4. Tribunal for Local Self Governments Institutions**

**23-26**

4.1. Tribunal for LSGI in Kerala

4.2. Powers

4.3. Procedure for Filing of Grievances and Disposal of Grievances

**Annexure**

**29-40**

---

### **List of Annexures**

<b>No</b>	<b>Name of the Annexures</b>	<b>See Para</b>
2.1	Specimen Bye-Law	2.1
3.1	Form A	3.7.1
3.2	Form B and form C- Ombudsman for Local Self Government Institution Grievance Register and Receipt	3.7.8
3.3	Form D - Notice to the Respondent	3.7.11
4.1	Schedule	4.3.1)
4.2	Form C - Before the Tribunal for Local Self Government Institutions	4.3.3)
4.3	Form D - Tribunal for Local Self Government Institutions	4.3.8)
4.4	Form E - Notice	4.3.9)

### **List of Tables**

<b>No</b>	<b>Name of the Tables</b>	<b>See Para</b>
2.1	Categories of Grievances, Redressal and Appellate Authorities	2.2.d.ii; 2.3.i.b
2.2	Details of GRO, GRA and mode of receipt of Grievances	2.3.ii

### **List of Figure**

<b>No</b>	<b>List of Figure</b>	<b>See Para</b>
1.1	Grievance Redressal Mechanism	1.6

## **ACRONYMS**

FCGA	-	Functional Committee on General Administration
GRA	-	Grievance Redressing Authority
GRF	-	Grievances Redressal Forum
GRM	-	Grievance Redressal Mechanism
GRO	-	Grievance Registering Officer
GWR	-	Grievance Watch Register
Hoi	-	Head of Institution
IR	-	Inventory Report
KILA	-	Kerala Institute of Local Administration
LSGI	-	Local Self Government Institution
OFG	-	Open Forum for Grievances



# Introduction

## 1.1. Context

The Grievance Redressal Mechanism is vital for participative and responsive governance. The rationale for Grama Panchayat's Public Grievance Redressal Mechanism is that, if the desired level of service delivery is not achieved or if a right of a citizen is not honoured, then the citizens should be able to take recourse to a mechanism for redressing their grievances. This mechanism should be able to ensure faith of the citizens. Therefore every Grama Panchayat should have such a mechanism in place.

## 1.2 Scope of Manual

- i. The scope of this manual shall extend to all the activities that are coming under Grama Panchayats and the Institutions of Grama Panchayats.
- ii. Exclusion Clause: The Manual is an evolving document and the Director of KILA and Director of Panchayats will accept and incorporate valid suggestion and feedback.

## 1.3. Objectives of Manual

The objectives of this Manual are to:

- i. Secure a greater measure of participation of people in local governance through ensuring their rightful space to express and communicate grievances and suggestions related to any or all the activities of the Grama Panchayats and its Institutions.
- ii. Enable the Grama Panchayats to develop and maintain an institutional

mechanism and due process to receive and redress the grievances and suggestions of the public.

#### **1.4. Definitions**

Words and expressions used but not defined in this manual, but defined in the Act, shall have the meanings respectively assigned to them in the Act.

**i. Act**

Act in this Manual denotes Kerala Panchayat Raj Act 1994 (13 of 1994).

**ii. Aggrieved Person**

Aggrieved Person means the person or organization or its representative making a grievance through any mode of communication provided in the Grievance Redressal Mechanism.

**iii. Appellate Authority**

Appellate Authority means the Authority receiving appeals from the Aggrieved Persons who are aggrieved by the remedies/replies offered by the Grievance Redressing Authority (GRA) of an institution/office of the Panchayat.

**iv. Citizen's Charter**

Citizen Charter means the declaration by the Grama Panchayat, through a document entitled 'Citizen's Charter', regarding the different categories of services rendered to the citizen by the Grama Panchayat, together with the conditions for such service and time limit for such service including the Grievance Redressal Mechanism available for the citizen to redress the grievances if any.

**v. Corruption**

Corruption includes anything punishable under Chapter X of the Indian Penal Code (Central Act 45 of 1860) or under the Prevention of Corruption Act 1988 (Central Act 49 of 1988).

**vi. Grievance**

Grievance means any hardship suffered by the public in relation with the Grama Panchayat whether real or supposed. It shall also include any kind of public concerns related with the powers, duties, and responsibilities of the Grama Panchayat and its Officers/Offices and Institutions.

**vii. Grievance Book**

Grievance Book means the book maintained by the GRO of each institution/office and is freely accessible to the public for recording their grievances usually; with their name, address and other contact details.

**viii. Grievance Redressing Authority (GRA)**

Grievance Redressing Authority means such authority to be contacted first by the Aggrieved Person for the redressal of his/her grievance as notified by an order of the Panchayat as per the provisions of this manual. GRA may be an official of an Institution/Office of the Grama Panchayat or Standing Committee or panel of Grievance Redressal Forum according to nature of grievances and

is assigned with the specific responsibility of redressing public grievances relating to that Institution/Office.

**ix. Grievance Redressal Forum**

The Panchayat shall function as Grievance Redressal Forum with Appellate Authority for redressing the Grievances.

**x. Grievance Redressal Mechanism**

Grievance Redressal Mechanism means and includes the procedures, duties, and responsibilities established through the policy decision of the Grama Panchayat and notified as such by adhering the principles and standards as prescribed in this manual.

**xi. Grievance Registering Officer (GRO)**

GRO is a senior officer of the institution/office appointed by the Grama Panchayat in consultation with the Head of the Institution to receive the grievances and issue acknowledgement. It is his/her duty to hand over and obtain the grievance redressed and inform the plaintiff about the decision.

**xii. Grievance Watch Register (GWR)**

Grievance Watch Register (GWR) means the register or the database of an institute/office primarily maintained by the GRO and consolidated at Functional Committee for General Administration (FCGA) by computerized networking or through regular manual communications. This shall contain the details such as the name and contact details of the Aggrieved Person, the date and nature of the grievance, the name of the officer charged with addressing the grievance, any follow up actions taken, the proposed resolution of the grievance, how and when relevant decisions were communicated to the Aggrieved Person, whether longer-term management actions have been taken to avoid the recurrence of similar grievances in the future, if applicable. The GWR should be a public document that is available to all residents of the Grama Panchayat on demand at free of cost.

**xiii. Maladministration**

Maladministration means action taken or purporting to have been taken in the exercise of administrative function in any case.-

- i. *Where such action, administrative procedure or practice governing such action is unreasonable, unjust, oppressive, discriminatory or nepotism and will make illegitimate, gain or loss or will deny deserving benefits; or*
- ii. *Where there is wilful negligence or delay in taking such action, or the administrative procedure or method regulating such action will cause undue delay and includes the action leading to loss or waste or misuse of fund by malfeasance or misfeasance.*

**xiv. Prima-Facie**

*Prima-Facie* is a Latin expression meaning on its first encounter or at first sight. In common law jurisdictions, *prima facie* denotes evidence that, unless rebutted, would be sufficient to prove a particular proposition or fact.

**xv. Public**

Public generally means citizens of the Grama Panchayat and shall explicitly include 'citizens' referred in section 272-A, 'members of any Grama Sabha' referred in section 3(3), 'inhabitants' referred in section 166(1), 'public' referred in sections 10(4), & 161(5), 'persons' referred in section 3A(1)(j), 'beneficiaries' referred in sections 3A(1)(c), (8) & (9), 189 (1), 198 (1) & (2), 234C(3), 'ordinarily resident' referred in section 21 and 'rate-payers' referred in section 254(2)(xxxvi) of the Act and includes any other person who has made a grievance Gram Grama Panchayat, its Offices

**xvi. Tribunal**

Tribunal means a Tribunal constituted under section 271-S of the Act.

**xvii. Functional Committee for General Administration (FCGA)**

Functional Committee for General Administration (FCGA) means the Working Committee constituted, under the Finance Standing Committee, as per the provisions of the Office Management Manual. FCGA is assigned with the specific responsibility of monitoring the Grievance redressal as per the provisions of this manual.

**1.5. Fundamental Procedures**

**1.5.1. Adopting the Redressal Policy**

- a. Every Grama Panchayat shall, within six months from the appointed date on which this manual shall come in to force or after the constitution of the Grama Panchayat following the General Election, whichever is earlier, meet, discuss, and decide to establish through a bye-law, the Grama Panchayat Public Grievance Redressal Mechanism in the manner as prescribed in this manual.
- b. The Grama Panchayat Public Grievance Redressal Mechanism shall follow the principles of justice, inter alia, the following:
  - i. it shall protect the interest of the Grama Panchayat at large;
  - ii. it shall proactively inform Aggrieved Persons of their rights;
  - iii. it shall facilitate and expedite the redressal of grievances;
  - iv. it shall ensure that Aggrieved Persons also have a remedy in the event of failure or delay in getting their grievances redressed .

**1.5.2. Establishing and Publishing the Policy**

- i. Every Grama Panchayat shall publish its draft grievance redressal policy, proposed list of functionaries to be appointed, and procedures to be followed for the redressal of grievances and make the same available to public in Malayalam and English and also in the regional language prevailing there. Shall also be available at all its offices, institutions and Grama Kendras, and the Grama Panchayat shall inform the public through media regarding the availability of such draft policy and procedures.

- ii The Grama Panchayat shall adhere to the redressal mechanisms' structure, minimum standards requirements and the model bye-law and procedures prescribed in this manual or by the order of the Government from time to time for providing guidance to the Grama Panchayat.
- iii The Grama Panchayat shall invite comments on such draft bye-law and procedures from the public to be submitted at the designated addresses and within the stipulated time thereby.
- iv The Grama Panchayat shall finalise such draft bye-law and procedures considering comments, if any received, and publish and make them available as detailed in sub- clause (i) above.

Provided that Grama Panchayats shall if necessary, update and publish such bye-law and procedures at regular intervals.

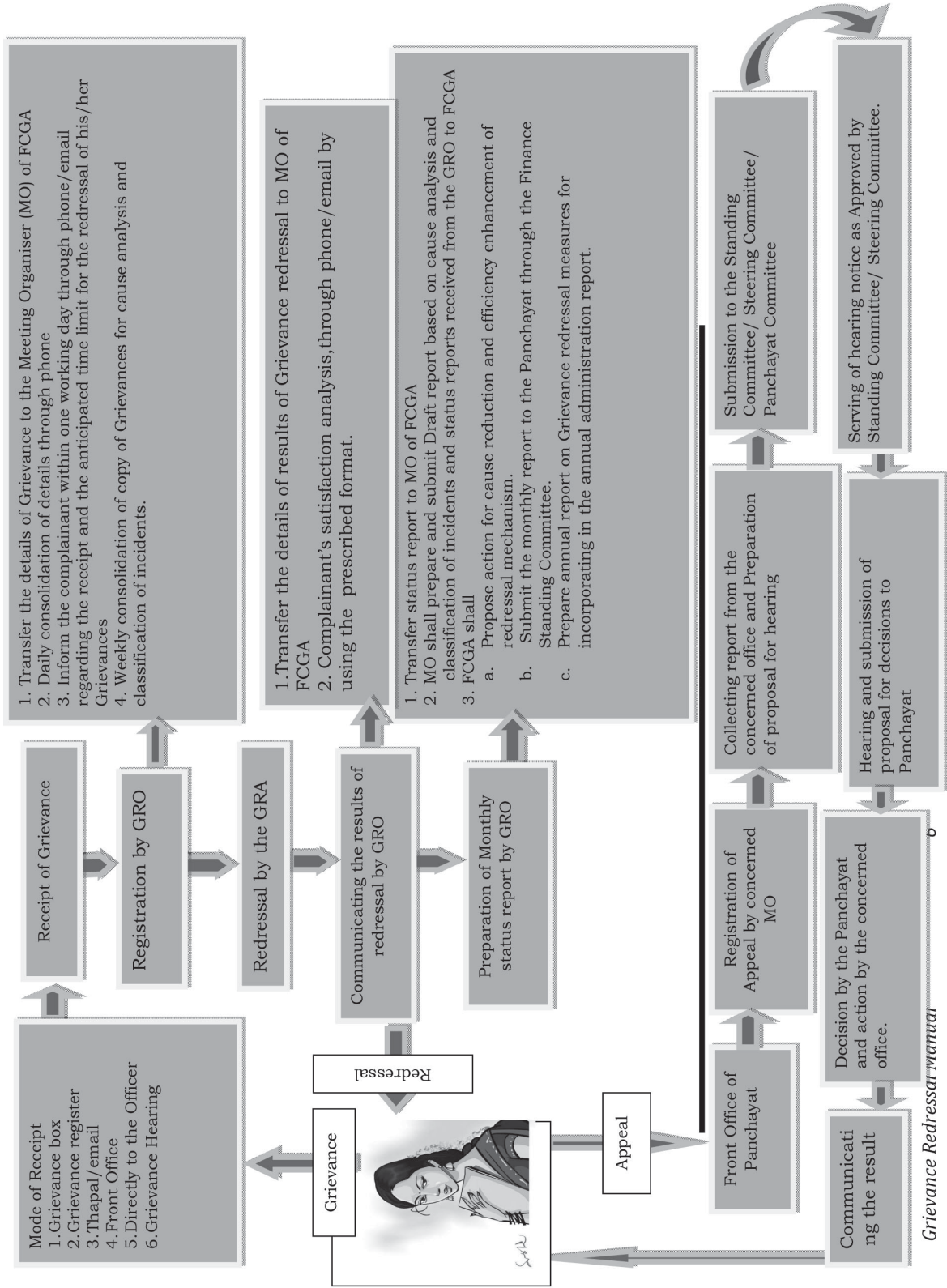
- v The draft bye-law shall in particular include
  - a. The objects of this manual.
  - b. The postal address, the phone and fax number and, if available, electronic mail address of the Grievance Registering Officers (GRO) and of the members of the Appellate Authority.
  - c. The manner and the form in which a Grievance may be made to the Grievance Registering Officer (GRO), Grievance Redressing Authority, Appellate Authority, FCGA etc.
  - d. The assistance available from and the duties of the GRO Appellate Authority, FCGA etc under this Manual.
  - e. All remedies in law available regarding an act or failure to act in respect of a right or duty conferred or imposed on the Grama Panchayat by the Act or the rules and manuals thereunder, as the case may be, including the manner of filing an appeal to the Ombudsman;
  - f. Any additional rules, procedures or circulars made or issued by the Government in relation to this Manual and in accordance with the Act.
- vi. It shall be a constant endeavour of the Grama Panchayat to take steps in accordance with the requirements herein to provide as much information *suo moto* to the public at regular intervals through various means of communications, including internet, so that information is disseminated widely and in such form and manner which is easily accessible to the public.

*Explanation*— for the purposes of this sub-paragraph, "disseminated" means making known or communicating the information to the public through notice boards, newspapers, public announcements, media broadcasts, internet or any other means.

#### **1.6. Grievance Redressal Mechanism (GRM)**

The Grievance Redressal Mechanism includes the modes and facilities available to the public for registering their grievances and their redressal, organizational arrangements for the redressal mechanism, the process of grievance redressal, and monitoring and reporting for ensuring effectiveness of the GRM as stated in the bye-law.

**Figure 1.1 Grievance Redressal Mechanism**



# Grievance Redressal Mechanism

Every Grama Panchayat shall ensure that they have a responsible public administration system capable to manage and conduct their activities without any chance for grievances. At the same time, invariably in every Panchayat there shall also be a Grievance Redressal Mechanism freely accessible to all, where the grievances, if any, are redressed in a cohesive, co-ordinated, and time bound manner. This is to ensure that the public trust in the system is being safe guarded at any cost.

## **2.1. Grievance Redressal Bye Law of the Grama Panchayat**

- a. Along with the preparation and publication of its Citizen's Charter, every Grama Panchayats shall prepare and publish the Grama Panchayat's Grievance Redressal bye –law. A specimen for this is given in **Annexure 2.1**.
- b. There shall also be a display board with details of FCGA, name and address of the Grievance Redressing Authority (GRA), name and address of the Appellate Authority for the Panchayat, its offices and Institutions. The format is given in **Annexure 2.1**.

## **2.2. Grievance Redressal Mechanism of the Grama Panchayat**

### **i. Receipt of Grievances**

The following shall be the Grama Panchayat's systems for receiving the grievances and suggestions from the public.

#### **a. Grievance Box**

##### ***I. At the Institutions***

- i. The Grama Panchayat shall arrange to install two Grievance boxes at every Institution. One by the name of that Institution and other by the name of the Grama Panchayat.
- ii. The grievances pertaining to that Institution shall be received

through the box intended for that office and the grievances to the Grama Panchayat shall be received through Grievance boxes of the Grama Panchayat placed at the Grama Panchayat office and at all Institutions.

**II. At Other Places**

Grama Panchayat shall also arrange the Grievance boxes at various prominent places such as Grama Kendras, Libraries, Village Offices, Bus Stands, Market Places, etc.

**III. Procedure for Receiving Grievances through Grievance boxes**

- a) Grama Panchayat shall notify the clearance timings of the Grievance boxes by considering their human resources available for opening and receiving the grievances through Grievance boxes. Respective clearance timings shall also be displayed on the Grievance boxes.
- b) A suitable person shall be assigned with the responsibility to collect the grievances, if any, placed in the Grievance boxes at the timings pre-notified.
- c) An Inventory Report (IR) shall be prepared at the time of opening the boxes by the person assigned. There shall be two persons invited to be present as observers from the nearby locality. The IR shall be attested by these two observers present at the venue.
- d) The Grievances pertaining to the Grama Panchayat along with the IR (two copies) shall be forwarded to the Grama Panchayat's GRO and got acknowledged (one copy of the IR) within 24 hours by the Institution's GRO.
- e) Grama Panchayat's Grievance Boxes placed at places other than Institutions of Grama Panchayat shall be cleared in the same manner by the persons assigned/ GRO of the Grama Panchayat at the notified timings.
- f) Maximum interval between two clearances of any Grievance box shall not exceed fourteen days.

**b. Grievance Book**

- a) Every GRO shall maintain a book for the public to record their Grievances and suggestions.
- b) The Grievance book shall be made available for the public during office hours and it shall be freely accessible to all.
- c) Availability of the Grievance book for the public to record their Grievances and suggestions shall be publicized and same shall be displayed on a board at a prominent place of that Institution/office.
- d) The Grievance book shall be kept appropriately by the GRO on a designated table along with sufficient provisions like chair, light, fan, pen, etc., located at a suitable space of the institution/office



permanently, so that anybody who intends to use it shall get necessary freedom and privacy to write without any disturbances.

- e) Necessary assistance, if required by anybody who intends to use the Grievance book, shall be provided with as soon as possible on their requests. Availability of this service at the Institutions/Offices shall also be published on the board to be displayed as per the provisions of the sub-paragraph (c) above.

**c. Grievances through Other Modes**

Grama Panchayat shall notify the GRO address including email address and phone number for the public to communicate their grievances. All Grievances should be acknowledged with a dated receipt.

**d. Registration of Grievances**

- i. The details of grievances received through the Grievance boxes as recorded in the inventory report shall be registered in the Grievance Watch Register (GWR) of the respective Grievance Registering Officer (GRO) on the same day.
- ii. The grievances received through other modes shall be documented then and there and recorded in the GWR. The grievances shall be recorded in the GWR category wise (see **table 2.1**)
- iii. The course of action shall be recorded as and when it takes place. The course of action upon the Grievances recorded in the Grievance book shall also be got watched through the GWR.
- iv. If the Grievance received is not pertaining to the institution/office, after recording in the GWR, the same shall be forwarded to the respective institution/office and got acknowledged within the next working day. The details of forwarded grievances shall be informed to the Aggrieved Person within five days.

**Table 2.1: Categories of Grievances, Redressal and Appellate Authorities**

#	Category	#	GRA	Appeal
1	I	Grievance about instances of maladministration, corruption, favouritism, nepotism, lack of integrity, excessive action, inaction, abuse of position, etc. on the part of officials and elected representatives of Grama Panchayat.	Panel appointed by GRF	Grievance Redressal Forum (GRF)
2	II	The Grievance against the notice/order by the President or the Secretary of the Grama Panchayat or against the decision of the Grama Panchayat or any other authority of the Grama Panchayat.  Grievances from the affected persons/communities any project or schemes proposed or implemented by the Grama Panchayat	Standing committee	Steering committee
3	III	Instances of public grievance due to failure or limitation of the system, poor quality, delay and denied service which are not because of the failure of any particular official and elected representatives and shall include suggestions for improvement.	Head of Institutions (HoI)	Standing committee

## **2.3. Institutions for Grievance Redressal**

### **i. Grievance Redressal Forum**

- a. The Grama Panchayat shall function as the Grievance Redressal Forum (GRF) with Appellate Authority for redressing the Grievances.
- b. The GRF shall constitute a three member Grievance redressal panel for each institute/office for redressing category I Grievances (see **table 2.1**).
- c. The participation of members in GRF shall be subject to the conditions laid down in Rules 27 of KPR (Procedure for Panchayat Meeting) Rules 1995.

### **ii. Grievance Registering Officer**

- a. Every office/institution of the Grama Panchayat shall have a senior officer as Grievance Registering Officer (GRO). Grievance Registering Officers shall be appointed by the Grama Panchayat in consultation with the Head of the Institutions (HoIs).
- b. The list of GRO of the Grama Panchayat and the respective office/institutions of the Grama Panchayat with name and address format shall be annexed to the bye-law and published in the board exclusively for the purpose.
- c. The Functional Committee for General Administration (FCGA) shall function as Grievance Redressal Monitor of the Grama Panchayat.

Note: Along with the preparation and publication of the bye-law, the Grama Panchayat shall collect and publish the approved list of GROs at Institutional level. Every HoI of the Grama Panchayat shall identify and propose a suitable official of that office as the GRO for undertaking the Grievance redressal activities relating to that office. While approving the list, the HoIs and the Panchayat must be mindful to appoint proper GROs who have administrative background and expertise in the respective field and they must be with an unblemished track record of proven integrity in order to proactively manage the grievances as well as the Aggrieved Persons. Care must be taken also to see that there is continuance in the incumbents holding office.

***The details of the Grievance Redressal Authorities and the Appellate Authorities of some of the institutions of Grama Panchayat are as stated in the table 2.2.***

### **iii. Grievance Redressal Monitoring**

Every Panchayat shall have a Functional Committee for General Administration (FCGA) functioning under Finance Standing Committee, constituted as per the provisions of the Office Management Manual. The FCGA shall monitor and ensure that every grievance received is being redressed in an efficient and effective manner. It shall conduct monthly review of the Grievance

redressal activities of the Grama Panchayat Office and its Institutions. FCGA shall be the chief policy making, monitoring, and coordinating body for public grievances arising from the work of the Institution/Offices of the Grama Panchayat. The FCGA shall formulate and propose policy guidelines on Grama Panchayat Public Grievance Redressal Mechanism and shall monitor its implementation. However it shall not directly involve in the Grievance Redressal activities of the individual institutions/offices of the Grama Panchayat.

**iv. Functional Committee for General Administration (FCGA)**

- a. The FCGA shall assist the Grama Panchayat in preparing and publishing its bye-law for redressal of public grievances and to update it from time to time along with its Citizen's Charter. They will also review the functioning of three institutions which have received the highest number of grievances during the preceding year and advise the Grama Panchayat on the actions to be taken for the improvement of these institutions. KILA shall provide academic support to the FCGA whenever required.
- b. The Grievance Registering Officer shall prepare a weekly consolidated report of the respective Grievance Watch Register. The Meeting Organiser of the FCGA shall verify the consolidated Grievance Watch Register received from institutions/offices. She/he shall verify with the Aggrieved Persons regarding the level of satisfaction about the Grievance Redressal Mechanism and record their feedback. If the Aggrieved Person is not fully satisfied, the reason for the short coming shall be enquired and recorded in his report and submitted to the FCGA for further necessary action.
- c. FCGA shall monitor on a monthly basis the progress of pending grievances by collecting consolidated report of the respective Grievance Watch Register from the GROs of the institutions/offices of the Grama Panchayat.

**v. Functioning of Open Forum for Grievances [OFG]**

- a) An annual meeting shall be arranged by every institution of the Grama Panchayat as an Open Forum for Grievance at a suitable venue within or nearby the Institution, where the public are invited through a public notice to share their concerns and suggestions relating to that Institution. It shall be on the pre-notified dates and timings. This shall be a forum where the officials, elected representatives and the public at large are encouraged to feel that they belong to one family.
- b) A member of the panel appointed by GRF shall chair the meeting.
- c) Grievance Registering Officer shall record the proceedings of the forum in a Minutes book maintained for the purpose, and the copy of the Minutes shall be published on the notice board within two days after the meeting.

**Table 2.2 Details of GRO, GRA and mode of receipt of Grievances  
(To be published in websites, citizen charter and notice board)**

#	Institutions/ Offices	Mode of receipt of Grievances	Grievance Registering Officer (GRO)	Category-I		Category-II		Category-III	
				Grievance Redressal Authority (GRA)	Appeal Authority	Grievance Redressal Authority (GRA)	Appeal Authority	Grievance Redressal Authority (GRA)	Appeal Authority
1	Grama Panchayat Office	Any Mode	Junior Superintendent	Panel appointed by GRF	GRF	Finance Standing Committee	Steering Committee	Secretary	Finance Standing Committee
2	Agriculture Office	Any Mode	Officer decided by Agriculture in consultation with Grama Panchayat	Panel appointed by GRF	GRF	Development Standing Committee	Steering Committee	Agriculture Officer	Development Standing Committee
3	Veterinary Hospital	Any Mode	Officer decided by Veterinary Surgeon in consultation with Grama Panchayat	Panel appointed by GRF	GRF	Development Standing Committee	Steering Committee	Veterinary Doctor	Development Standing Committee
4	Fisheries Office	Any Mode	Fisheries Inspector	Panel appointed by GRF	GRF	Development Standing Committee	Steering Committee	Fisheries Officer	Development Standing Committee
5	Anganwadies	Any Mode	Worker	Panel appointed by GRF	GRF	Welfare Standing Committee	Steering Committee	ICDS Supervisor	Welfare Standing Committee
6	Schools	Any Mode	Officer decided by head master in consultation with Grama Panchayat	Panel appointed by GRF	GRF	Health & Education Standing Committee	Steering Committee	HM	Health & Education Standing Committee
7	Libraries	Any Mode	Librarian	Panel appointed by GRF	GRF	Health & Education Standing Committee	Steering Committee	Librarian	Health & Education Standing Committee
8	Hospitals	Any Mode	Officer decided by Medical Officer in consultation with Grama Panchayat	Panel appointed by GRF	GRF	Health & Education Standing Committee	Steering Committee	Doctor	Health & Education Standing Committee

Note: The Grama Panchayat can nominate from its all institutions and offices an official as GRO and another higher official as GRA to redress the grievances of the public

## **2.4. Acknowledgement of Grievances**

The dated acknowledgement for the grievances shall be given by the Grievance Registering Officer on the same day after the registration of the Grievance in GWR. If the grievance is an anonymous one, the acknowledgement shall be given to the Social Audit Committee. The acknowledgement receipts shall include date of receipt, category of grievance, authority for redressal, and expected period of redressal, and mode of communication of redressal.

## **2.5. Redressal of Grievances**

- a) The Grievances are redressed in three categories. Category I and III at institution/office level by the panel and HoI respectively and category II at Standing Committee level by the respective Standing Committees.
- b) All the Grievances are primarily received by the GRO, and redressed by the respective redressal authorities.
- c) In the cases under category II, the GRO shall forward the grievances to GRA (i.e through meeting organiser of concerned Standing Committee)
- d) At Grama Panchayat level, the FCGA shall ensure smooth functioning of the Grievance Redressal Mechanism functioning at institutional/office level.
- e) If any of the GRO receives Grievance at institution level which needs to be redressed by the Grama Panchayat or by any other institution/office within the Grama Panchayat, the same shall be forwarded (by recording it in the GWR as transferred) to the GRO of the respective institution/office.

## **2.6. Grievance Redressal : Initial Processing**

- a. With the approval of GRA, the GRO shall
  - i. Send notice to the concerned individual/ sections/institutions stating the details of grievance received.
  - ii. Request them to submit a report containing the details of grievances, including causes, if any, relating to the grievance along with a list of documents available in the office relating to the grievance.
- b. On receipt of the report and the documents, the GRO shall prepare and submit a draft proposal for the suitable course of action to be adopted on the Grievance under consideration.
- c. The GRA shall decide on the course of action along with its time schedule.

## **2.7. Grievance Redressal: Hearing and Investigation Process**

(GRA shall)

- i. Hear the Aggrieved Person and defendant if required, and record the facts.
- ii. Obtain affidavit, from all concerned including witness, if any.

- iii. Conduct field verification and investigation with help of technical hands available. Grama Panchayat may arrange if necessary, technical hands from other LSGIs.

## **2.8. Grievance Redressal: Decision Making process**

(The GRA shall)

- i. Based on the verification of records, hearing the parties and field enquiry, shall evaluate the merits of the grievances, take decisions and suggest preventive measures for avoiding such grievances in future.
- ii. Suggest appeal possibilities to the Aggrieved Person, if she/he is not satisfied by the decisions.
- iii. Review the satisfaction level of the redressal process and the decisions taken.

## **2.9. Communicating the Decision**

- a. On completion of the redressal measures, the facts and decisions shall be communicated through an official reply to the Aggrieved Person.
- b. The official reply should contain invariably the details of the Grievance redressal mechanism and appealing opportunities available for the Aggrieved Person.

## **2.10. Appeal on Non-Redressal of Grievances**

- a. Any Aggrieved Person who is not satisfied with the redressal measures adopted by the GRA may approach the appellate authority for further review of grievance or the redressal measures.
- b. The appellate authority on receipt of the appeal shall provide an opportunity to the Aggrieved Person for personal hearing.
- c. The Aggrieved Person shall present her/his case on the allotted time for hearing and the GRO shall provide the facts based for adopting the redressal measures.
- d. Considering the facts of the Aggrieved Person and the GRA, the Appellate authority shall take a suitable decision.
- e. While communicating the final decision of the Appellate Authority, the meeting organiser shall provide the Aggrieved Person the details regarding State level authorities such as Tribunal and Ombudsman available for grievance redressal.

## **2.11. Rights of the Aggrieved Person**

Irrespective of the nature of the grievance, all the Aggrieved Persons shall have the following rights.

- i. To receive the acknowledgement (to a resident address within the Grama Panchayat) within 21 days from the date of posting the grievance.

- ii. To know the decision and the rationale behind the decision taken on the grievance.
- iii. To appeal on the decision and to present the case in person.
- iv. To appeal before the authority and to seek an opportunity for presentation by a third party.
- v. To receive an official reply regarding the decision upon the Grievance.
- vi. To formally express his level of satisfaction upon the functioning of the Grama Panchayat's Grievance Redressal Mechanism.

## **2.12. Publicity for Grievance Redressal Mechanism**

(The Grama Panchayat shall)

- i. declare the functioning, obligations, duties, commitments of the Grama Panchayat for providing services with acceptable levels of standards, time limits, designations of functionaries of the GP in connection with Grievance Redressal Mechanism.
- ii. be a helpline, which shall be capable of providing answers and clarification to doubts raised by the public in connection with all the activities, projects, and functioning of the GP. Above that the same shall be capable of providing details about the mechanism maintained by the GP for redressing the grievances of citizen.

## **2.13. Mandatory Principles for the Grama Panchayat's Public Grievance Redressal Mechanism**

It shall be the responsibility of every Grama Panchayat to ensure that the following principles are being fulfilled by all responsible for the implementation of the provisions of this manual.

### **a) *Fairness***

The mechanism should have clear, transparent, and sufficiently independent Grievance Redressers, and the Appellate Authority. This is to ensure that no party of a particular grievance process can interfere with the fair conduct of that process.

### **b) *Accessible***

The mechanism shall be publicized to those who may wish to access it and provide adequate assistance for aggrieved parties who may face barriers of access, including language, literacy, awareness, finance, distance, or fear of reprisal.

### **c) *Predictable***

The mechanism shall provide a clear and known procedure, with time frames for each stage; clarity on the types of process and outcome it can (and cannot) offer; and means of monitoring the implementation of any outcome.

**d) *Equitable***

The mechanism shall ensure that aggrieved parties have reasonable access to sources of information, advice, and expertise necessary to engage in a grievance redressal process on fair and equitable terms.

**e) *Rights-compatible***

The mechanism shall ensure that its outcomes and remedies are in accordance with constitutionally recognized human rights standards.

**f) *Transparent***

The mechanism shall provide sufficient transparency of process and outcome to meet the public interest concerns at stake and should ensure transparency wherever possible, and shall invariably be transparent about the receipt of grievances and the key elements of their outcomes.

**g) *Participatory***

The mechanism should ensure that it responds to people opinions and feedback and offers a platform where collectives of citizens can participate.



# Ombudsman

# 3

## **3.1. Grievances Regarding Allegations about Maladministration and Corruption**

For any allegation contained in the Grievance not redressed through the Grievance Redressal Mechanism of the Grama Panchayat, the Aggrieved Person shall approach the Ombudsman for Local Self Governments.

## **3.2. Ombudsman for LSGI in Kerala**

- a. Ombudsman for Local Governments is the institution of authority of Kerala formed as per the Ombudsman Rules for the Local Government Institutions of 1994 and as contemplated in the Kerala Panchayat Raj Act chapter XXV B to redress the Grievances by conducting special or general inquiry about any allegations that the staff and officers and the members including the Panchayat President and the staff and officers of the Institutions have committed maladministration or corruption in carrying out their duties.
- b. Ombudsman is a high powered quasi judicial body functioning at the State level. Under the present law, only a former judge of a High Court can be appointed as Ombudsman.
- c. Ombudsman can conduct investigations and enquiries into instances of maladministration, corruption, favouritism, nepotism, lack of integrity, excessive action, inaction and abuse of position on the part of officials and elected representatives of all LSGIs (Corporations, Municipalities, and Panchayats of all three levels) in accordance with the provisions of the Kerala Panchayat Raj Act, 1994 (Act No.13 of 1994).

- d. She/he can even register cases suo moto if instances of the above kind come to his notice.
- e. His/her sittings can be anywhere in the State and at his discretion. She/he is not fully bound by the rigid provisions of the Indian Evidence Act and the Civil Procedure Codes.
- f. The party can represent the case in the forum even without the help of an Advocate.
- g. Advocates can appear in the cases before the Ombudsman only if specifically permitted to do so for stated reasons. These provisions make the functioning of the Institution very flexible and enable conduct of cases fast and inexpensive.
- h. At present sittings of Ombudsman are held at Thiruvananthapuram, Ernakulam, and Kozhikode. Occasionally sittings are also held at other places like Kannur and Palakkad.
- i. Grievances can be presented in person to the Secretary, of ombudsman or sent to him in the address:

***The secretary***

***Ombudsman for Local Self Government Institutions***

***III<sup>rd</sup> FLOOR***

***SAPHALAYAM COMPLEX***

***PALAYAM, UNIVERSITY P.O.***

***THIRUVANTHAPURAM -34.***

### **3.3. Duties and Responsibilities**

Two duties are mainly assigned to the Ombudsman.

- a. Redressal of people's grievances.
- b. Avoid maladministration and reduce abuse of power.

### **3.4. Powers**

The Ombudsman shall, for the purpose of any investigation or enquiry under this Act, have the same powers as are vested in a Civil Court while trying a suit under the Code of Civil procedure, 1908 (Central Act V of 1908) in respect of the following matters, namely:-

- i. Summoning and enforcing the attendance of any witness and examining him;
- ii. Requiring the discovery and production of any document;
- iii. Receiving evidence on affidavits;
- iv. Requisitioning any public records, or copy thereof from any Court or office;
- v. Issuing commissions for the examination of witness;
- vi. Such other orders as are prescribed;

### **3.5. Functions**

- i. Conduct enquiry about the allegation mentioned in Grievance or mentioned by the Government.
- ii. Enquire about the Grievances, corruption or maladministration of any public servant or the local government institutions.
- iii. Enquire about the allegation and pass proper orders.
- iv. In a matter involving criminal offence, conduct trial and send the case to the concerned authority.
- v. If a citizen sustains loss or inconvenience, she/he shall be given compensation through the local self-government institutions concerned and the loss should be recovered from those who are responsible for the offence.
- vi. If the misuse or over spending of the funds of the local self-government is involved, the loss is recovered from those who are responsible for the offence.
- vii. If any omission has been committed due to corruption or negligence, give advice to rectify the mistakes and fill in the void.
- viii. If it is felt that the grievance would sustain loss or injury due to the action of the local self-government, prevent the organisation from doing anything against the interest of the Aggrieved Person.
- ix. If it is felt that the corruption was committed for individual gain, impose fine in addition to compensation of loss.

### **3.6. The Other Legal Powers**

- i. If the Grievance or allegation is seen baseless or insignificant, direct the Aggrieved Person to give legal expenses to the defendant.
- ii. If the compensation or fine is not paid within the prescribed time, recover the amount through revenue recovery procedure.
- iii. Ombudsman can be referred to enquire about the maladministration, corruption, and misregulation that were brought to the attention of the Government and that can be considered as a Grievance submitted under the rules.

If a Grievance is received and if there is *prima facie* in a case, make a detailed enquiry. Give notice to the committees concerned.

### **3.7 Procedure for Filing of Grievances and Disposal of Grievances**

Section 271 J of the Kerala Panchayat Raj (Amendment) Act, 1999 empowers any person to file a Grievance in the prescribed form to Ombudsman.

1. Government has issued Ombudsman for Local Self Government Institutions (Grievance enquiry, trial and conditions of service) Rules 1999, prescribing the form and manner in which grievances have to file under the Act. As per Rule 7, grievance should be in the form prescribed in the Form A to the Rules given in **Annexure 3.1**.
2. As per Rule 11, grievances should be filed before the Secretary of Ombudsman or sent by registered post.

3. Every petitioner, except a person authorized by Government, shall file his/her grievance after affixing court fee stamp worth Rs.10/-.
4. Rule 15 specifically provides that a grievance which does not comply with any of the requirements of the rules shall not be entertained. But there is a provision which permits the defective grievances to be rectified of all defects within a period of 15 days.
5. Each grievance shall be along with a statement of affirmation of all the matters mentioned in the grievance are true and correct on one's behalf and knowledge.
6. If the Aggrieved Person desires to produce any document, the grievance shall be enclosed with four self-attested copies of such documents and such additional copies as there are respondents in the grievance.
7. The conditions mentioned in sub-rule (vi) shall be applicable to the grievances filed on behalf of the Government.
8. As per Rule 13 to 26, the details regarding each grievance shall be entered in a register in Form 'B' given in **Annexure 3.2** and an acknowledgement receipt in Form 'C' given in **Annexure 3.2** that the grievance has been received and registered shall be given or sent through post by the Secretary.
9. Each grievance shall be numbered serially in Form 'B' mentioned in the point 8 above and the same number shall be recorded in the grievance also.
10. Grievance which is not in conformity with the provisions of Panchayat Raj Act and allied Rules shall not be considered:  
Provided that defective grievances shall be returned to the Aggrieved Person and the defects of the grievances so returned, shall be intimated to the Aggrieved Person in writing. If the grievance so received back is resubmitted after rectifying the defects within fifteen days from the date of receipt by the Aggrieved Person, further action shall be taken considering the same as a grievance filed under Rule 13.
11. As per Rule 16, the respondent of the grievance shall be served with a notice in Form 'D' given in **Annexure 3.3** by the Ombudsman, after registering a grievance and giving acknowledgement receipt to the Aggrieved Person along with a copy of the grievance and copies of the relevant documents intimating that a written statement of his averments on that and documents connected with which are to be submitted within fifteen days of receipt of the notice and if it is not submitted, the grievance will be disposed of ex parte.
12. If the Ombudsman is satisfied that any action which is a ground for the grievance has to be suspended temporarily, which is essential to protect the interests of justice, it may order such suspension and the same shall be complied by the concerned parties.
13. In the matter which is the ground for a grievance, the Ombudsman may summon any person as witness and require any person including the Aggrieved Person or the respondent to make arrangement for the production of connected documents and records before him.

14. The respondents in a grievance shall produce the documents also which they rely on:  
Provided that, on reasonable grounds, in the case where original of a document is not capable of being produced, a certified copy of that shall be produced along with the written statement.
15. All the documents and records which were produced along with a grievance shall be received back from the Ombudsman by the person who produced it after two months from the date of disposal of the grievance within one month.
16. After registering a grievance, the copies of the grievance, other documents and notice will be sent to the defendant. The defendant shall submit his statement and the related documents within 15 days, since the date of receipt failing which the grievance will be judged ex parte.
17. If close enquiry is needed in any matter mentioned in the grievance, the reports of the police, other government servants and the technical experts can be considered.
18. If required opportunity would be given to convince in person, and the case would be judged after examining evidences and documents.
19. If opportunity for personal deposition before the Ombudsman is requested by Aggrieved Person or the respondent, such opportunity shall be given and the grievance shall be resolved, after examining the documents produced and the evidence adduced by them.
20. If it is seen that there is a criminal offence against the alleged, the Secretary of Ombudsman would send the conclusions and recommendations to the Superintendent of Police concerned. The police shall register the case and take further action and inform the Ombudsman.
21. For the failure in taking action mentioned in 3.7 in the point 20, the action may be taken by the Ombudsman against the concerned parties which it thinks fit.
22. Judgement shall be pronounced in the case of a grievance within 6 months.
23. The judgement would be in English or Malayalam.
24. All would be liable in enforcing the judgement and the Ombudsman would take proper action against those who commit errors.
25. All the persons concerned are liable to enforce the orders of Ombudsman and action may be taken by the Ombudsman against those who make default in it.
26. Within a month from the judgement, the copies of the final judgement would be given to all the persons concerned.
27. The judgement of the Ombudsman will bear the signature and office seal of the Ombudsman and the copies would bear the signature and office seal of the Secretary of the Ombudsman.

28. On the final disposal of the grievances before the Ombudsman, date of disposal and nature of disposal and the details thereof, shall be entered in the register as given in Form 'B' of Rule 13 to 26.
29. All types of records and documents such as files and registers in respect of each grievance in the office of the Ombudsman shall be preserved.
30. In the cases where procedures in these rules are not specially specified for the disposal of the grievances before the Ombudsman, it may take appropriate procedure which it thinks fit.
31. Ombudsman on his own, or within 60 days since the date of the judgement can reexamine (review) any judgement.
32. The Government may by order, remove the doubts regarding the interpretation of the provisions of these rules or other doubts.
33. The records concerned should be kept intact.

No appeal is permitted against the decision of the Ombudsman, where as any orders of the Ombudsman can be subjected to the judicial review of the H.C/S.C under the constitutional power.

# Tribunal for Local Self Government Institutions

If the Aggrieved Person is not satisfied with the Grievance Redressal measures taken by the Grama Panchayat or feels that the grievance has not been redressed, she/he can move the Tribunal for redressal.

## **4.1. Tribunal for LSGI in Kerala**

- a. The Government has constituted a Tribunal for every district or for more than one district, to consider and dispose of the appeal or revision filed against the decisions of the Local Self Government Institutions (LSGIs) under Section 276 of KPRA.
- b. The Tribunal, being the quasi-judicial authority appointed by the government, can consider and judge the revision or appeal submitted against the decisions taken by the LSGIs.
- c. The Tribunal shall be an officer of the status of a District Judge, appointed through a notice by the Government in consultation with the Chief Justice of the Kerala High Court.
- d. Any action taken before the Tribunal shall be considered as the legal procedure as per the rules of the Indian Penal Code. The officer and staff appointed by the Government for discharging the duty shall render service to the Tribunal in its functions.
- e. Grievances can be presented in person to the Secretary of tribunal or sent to him in the address:

**Secretary  
Tribunal for Local Self Government Institutions  
Sreemoolam Buildings  
Court complex  
Vanchiyoor  
Thriuvananthapuram - 35**

#### **4.2. Powers**

The Tribunal shall have the same powers as are vested in a Civil Court under the Code of Civil procedure. 1908 (Central Act V of 1908) when trying a suit in respect of the following matters, namely-

- a. Summoning and enforcing the attendance of any person and examining him on oath;
- b. Demanding the discovery and production of any document or other material object producible as evidence;
- c. Receiving evidence on affidavits;
- d. Requisitioning any public document or a copy thereof from any Court or office;
- e. Appointing commissions for the examination of witnesses or in respect of documents.

#### **4.3. Procedure for Filing of Grievances and Disposal of Grievances**

- 1) A petition related to any matter specified in the Schedule of Rule 8 given in **Annexure 4.1** shall be submitted to the Tribunal. A petition submitted to the Tribunal shall be an appeal or revision against a notice, order or proceedings of the Grama Panchayat or its Standing Committee for Finance or the Secretary in respect of any matter specified in the Schedule.
- 2) If the concerned Grama Panchayat or the Standing Committee for Finance or the Secretary has not taken the decision within the prescribed time limit in cases where time limit has been prescribed in the Act, the affected party may, in this respect, file appeal before the Tribunal.
- 3) Petition shall be in the form prescribed in the Form C of Rule 8 given in **Annexure 4.2** and the same shall be submitted before the Tribunal within 30 days from the date of the notice or order or proceedings against which the petition is filed or within 90 days in cases where decision has not been taken within 60 days of filling appeal before the LSGIs.
- 4) The Tribunal may admit a petition submitted within one month after the said time limit, only when sufficient reason for not submitting the petition within the time limit is provided.
- 5) The petitioner shall furnish to the Tribunal an attested copy each of the petition and of the connected documents also. Along with every petition submitted before the Tribunal, the petitioner shall also submit as many attested copies thereof as the number of counter-petitioners.



- 6) The petitioner shall remit Rs. 50 as fee in the office of the Tribunal or enclose along with the petition, a bank draft for the same amount payable at any bank at the headquarters of the Tribunal.
- 7) The Tribunal may not entertain a petition that is not in compliance with the provisions of the Act and the Rules thereof.
- 8) The Tribunal after registering the petition, issue an acknowledgement receipt in Form 'D' given in **Annexure 4.3** to the petitioner intimating that the petition has been received and the same has been registered.
- 9) Immediately on registering a petition and giving acknowledgement receipt to the petitioner, the Tribunal shall issue a notice in Form 'E' given in **Annexure 4.4** to the counter-petitioner giving him a copy of the petition and informing him that he shall submit his statement in the matter and the documents thereof before the Tribunal within fifteen days from the date of receipt of the notice and that if no such statement is filed, the petition will be disposed ex parte.
- 10) If the Tribunal, after considering the petition and the statement of the counter-petitioner and the connected documents, thinks that it is necessary to give an opportunity to the petitioner or counter-petitioner to be heard, it may fix a date for the purpose and direct the petitioner and the counter-petitioner or the person authorized by them or, if found necessary, their advocate to appear before the Tribunal on that date. Provided that the date for hearing of the petition shall be fixed in such a manner as to dispose of the petition finally before the completion of sixty days from the date of receipt of the petition.
- 11) The pleadings of the petitions may be heard by the Tribunal at its office or at the office of the concerned Local Self Government Institution or at any other place as decided by the Tribunal.
- 12) The Tribunal may dispose the petition ex parte if any of the parties or advocate has not been present on the date of hearing or on any other date adjourned for hearing.
- 13) The Tribunal shall, after considering the petition and connected records or, if there is trial of the parties, after the completion of such trial, issue an order recording its decision on the petition. Provided that if the Tribunal thinks it necessary so to do, it may declare in advance a date to issue such order and shall issue the order on that date.
- 14) An order of the Tribunal shall be in writing and shall bear the signature and seal of the Tribunal on it.
- 15) The notice or order issued or action taken by the Local Self Government Institution or its Secretary, as the case may be, shall stand as such or be modified or annulled in accordance with the final order of the Tribunal on the petition from the date of issue of such final order.

- 16) Copy of the order of the Tribunal shall be issued to each party to the petition within one week from the date of the order.
- 17) The Tribunal may at any time, either suo moto or on the application of any of the parties, rectify any error or omission accidentally occurred in the order.
- 18) English or Malayalam may be used in any petition submitted before the Tribunal, and its trial, other proceedings and the orders thereto.
- 19) Any appeal or revision, filed before any authority under the Panchayat Raj Act or Municipality Act or the rules framed thereunder prior to the constitution of the Tribunal under these rules and pending disposal, shall immediately after the constitution of the Tribunal for the concerned Local Self Government Institution, be transferred to the said Tribunal by the Authority concerned.
- 20) An appeal or revision transferred shall be disposed by the Tribunal as if it was a petition duly submitted under these rules.
- 21) In matters which are not provided in the Panchayat Raj Act, the Municipality Act and these rules, the Tribunal shall have power to regulate the procedure in connection with the disposal of a petition in the manner it thinks proper.

# **Annexures**



## **Annexure 2.1 Specimen Bye-law**

As per the provisions of the Public Grievance Redressal Manual and as a result of its policy decision ----- Grama Panchayat here by establishes a Public Grievance Redressal Mechanism along with the following subsidiaries named hereunder and undertakes thereby to deliver the enlisted services and the responsibilities associated with the functions of them.

### **a. Grievance Registering Officer (GRO)**

Generally the six steps involved in the Grievance Redressers' Grievance handling process shall include the following:

- i. Assigning unique identification number to each Grievance received.
- ii. Registration of the Grievance in the Grievance Watch Register (GWR) by recording necessary information including relevant details of Aggrieved Person, remedy requested, due date of redress, relevant data related to the Grievance and immediate action to be taken (if any).
- iii. Acknowledgement of each Grievance promptly giving the Grievance number along with an indication of the redress time and the name designation and telephone number of the Grievance Redresser to be contacted for all future correspondence.
- iv. Detailed scrutiny of the Grievance and its categorization as critical, major or minor depending upon its seriousness and severity.
- v. Investigation of relevant circumstances and information relating to the Grievance. The level of investigation shall be commensurate with the seriousness and severity of the Grievance. If the Grievance cannot be immediately resolved, it shall be dealt in a manner which would lead to its effective redress as soon as possible and the Aggrieved Person shall be intimated.
- vi. Communication of the decision to the Aggrieved Person regarding his Grievance immediately after the decision is taken and getting his feedback. In case the decision is not in line with the remedy requested by the Aggrieved Person the justification for the decision taken along with alternative internal and external recourse available for appeal shall also be intimated after which the Grievance shall be closed.

### **b. Responsibilities of Functional Committee on General Administration (FCGA)**

**The responsibilities of the FCGA are the following:**

1. Identification of Grievance prone areas in a systematic manner and determine the time norms for their redressal;
2. Providing information concerning Grievances handling process in a clear language and format accessible to all. Such information shall include:

- a. Where and how the Grievances can be made,
  - b. Minimum information to be provided by Aggrieved Person,
  - c. And time limits within which the Grievance will be closed.
3. Widely publicizing the information about Grievances handling process through print, web and other Medias. The name, address, telephone number and other contact details of the public grievance officer of the organization shall also be displayed prominently at the reception and other convenient places in the organization.

**FORMAT**  
**Grievances Registration Form**

<b>Registration Date:</b>	<b>Registration Location:</b>	<b>Reg. Hours:</b>

<b>Grievances transferring channel:</b>								
for registration, communicating, follow up and reporting of Grievances should use one of the following channel, therefore, one of the following blanks should be marked.								
Person	E-mail		Grievance box	Phone		Media	Civil Society	Others (specify)

**i. General Information of Aggrieved Person:**

Identity of complainer			Address						
Name	M./F./H./W./Name	Ward	Village	Street	House	Post office	email	Mobile no	Land phone no

- ii. Complainer specification  
Job title/profession
- iii. Are there any Witnesses: Yes/No  
If yes, please writes following information: Name Job title Organization/  
Duty station Contact Number (Phone)
- iv. Grievances Specification
- v. Subject of Grievances

- vi. Authority related to Compliant
- vii. Name of person concerned to Grievances
- viii. Brief information about Grievances:

.....  
.....  
.....

- ix. Type of Supported Documents :

(.....,.....,.....) No:

**Annexure 3.1**

**FORM A**

**Before the ombudsman for the Local Self Government Institutions constituted under section 271G of the Kerala Panchayat Raj Act, 1994 (13 of 1994).**

- Grievance number  
(Name and Address) : Aggrieved Person  
(Name and Address) : Respondent/Respondents
1. Name of Aggrieved Person :
  2. Name of Father/Husband :
  3. (a) Age :  
(b) Occupation :
  4. Permanent Address :  
(a) Name :  
(b) Home name/number :  
(c) Village :  
(d) Post Office :  
(e) Taluk :  
(f) District :
  5. Nature of Grievance, Explanations and details :
  6. Name and Address of persons (if any) :  
whom the Aggrieved Person considers that  
they know the facts regarding the  
with the Grievance and desires to summon  
them before the Ombudsman
  7. Description of documents produced with the  
Grievance  
1. .... 2. ....  
3. .... 4. ....  
5. .... 6. ....  
7. .... 8. ....  
9. .... 10. ....

Place :

Date :

Signature of the Aggrieved Person :

It is hereby declared that the facts given above are true and correct to the best of my/  
our knowledge and belief.

Signature :

Date :

(Note :- Aggrieved Person may take copy of this form in white paper. Additional paper  
may be added for giving the nature and description of Grievance.)



**Annexure 3.2  
FORM B  
Ombudsman for Local Self Government Institution Grievance Register**

<b>Sl. No</b>	<b>Date of Registration of Grievance</b>	<b>Name &amp; Address of Aggrieved Person</b>	<b>Name &amp; Address of Respondents</b>	<b>Summary of Grievance</b>	<b>Date and Summary of interim order</b>	<b>Date of Final Order</b>	<b>Summary of order</b>	<b>Signature of Ombudsman</b>	<b>Remarks</b>
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.

**FORM C**

**Ombudsman for Local Self Government Institutions, Thiruvananthapuram**

RECEIPT

Your Grievance dated ..... Received on .....  
(Date). That has been Registered as Grievance No. .... of  
..... (year).

Place :

Date :

Secretary,  
For Ombudsman for Local Self  
Government Institutions

To

Aggrieved Person

(Name and Address of Aggrieved Person)

**Annexure 3.3**  
**FORM D**

**Notice to the Respondent**

Before the Ombudsman for Local Self Government Institutions

[Grievance No. .... of ..... (year)  
Aggrieved Person .....

Respondents/Parties .....

Whereas a Grievance by the above mentioned Name/Names, Before the Ombudsman for the Local Self Government Institutions.

You are requested to file a written statement regarding your defense on that and related documents within fifteen days of receipt of the notice. If you fail to submit the written statement within the period of time specified above the Grievance will be disposed of *ex parte*.

If the Respondent is Panchayat/municipality then the related files and records thereof shall be submitted along with the Written Statement. By specifying reasonable impediments, if any, in producing the true copies of records shall be produced.

A copy each of the Grievances and the documents filed by the Aggrieved Person is attached herewith.

Given under the signature and seal of the Chairman on ..... Date  
..... Month.

Ombudsman for Local Self Government Institutions

Respondent

.....  
.....

**Explanatory Note**

(This does not form part of the Notification, but is intended to indicate its general purport.) Section 271 R of the Kerala Panchayat Raj Act, 1994 (13 of 1994) empowers the Government to make Rules regarding the conditions of service of members of Ombudsman, procedure to submit Grievances, manner of conducting enquiry on the Grievance procedure of execution of order and further proceedings and form for submitting the Grievance. This Notification is intended to achieve the above purpose.

**Annexre 4.1**  
**SCHEDULE**

**MATTERS THAT CONSTITUTE CAUSE FOR FILING APPEAL OR REVISION  
BEFORE THE TRIBUNAL FOR LOCAL SELF GOVERNMENT INSTITUTIONS**

1. Assessment, demand and collection of tax, fee or cess
2. Issue of permit and licence for trade, factories, industries, markets and other institutions
3. Registration of private hospitals, paramedical institutions and tutorial institutions
4. Water supply in Local Self Government areas
5. Providing lamps in the public streets of the Local Self Government areas
6. Construction and maintenance of sewerage in the Local Self Government areas
7. Action against private latrines which make nuisance to the management of public comfort stations in the Local Self Government areas
8. Removal and processing of rubbish, solid waste and filth in the Local Self Government areas
9. Regulation of fairs and festivals; levying of contribution for doing sanitation works from those who conduct the fairs
10. Maintenance of public streets and prevention of encroachment thereon
11. Protection of public places
12. Regulation of building construction
13. Protection of *puramboke* land
14. Action against projections, trees and places which are dangerous or which cause nuisance; action against dangerous ponds, wells and ditches; action against dangerous quarrying
15. Action against pond, ditch, well, tank, water course, marshy land, sewerage, cess pool etc. which are the sources of nuisance
16. Controlling the agriculture and the use of pesticides that are injurious to public health
17. Protection of public water reservoirs
18. Prohibition of animal rearing that cause nuisance to others
19. Control over slaughter houses, action against unauthorized slaughtering
20. Management of markets, collection of fees and prohibition of sale of goods in public streets
21. Licences for vehicle parkings and for unloading places etc.
22. Licence for hotels, prohibiting the sale of food materials dangerous to health and destroying the same
23. Licence for burial grounds
24. Taking steps against the spread of dangerous diseases.

**Annexure 4.2**

**FORM 'C'**

BEFORE THE TRIBUNAL FOR LOCAL SELF GOVERNMENT INSTITUTIONS . . . . .

1. Name and address of the petitioner :
2. Names and addresses of the Counter-petitioners :  
(1)  
(2)  
(3)  
(4)
3. Whether the petition is revision or appeal :
4. Name of the authority that issued notice/order or :  
that took action which has been the cause of the  
petition and the number and date of such notice/order:
5. The date of receipt of the notice/order which has :  
been the cause of the petition/the date on which  
the action has come to notice
6. Reason for challenging the notice/order :
7. Whether to stay the notice/order/action which has :  
been the cause of the petition; if so what are the  
reasons thereof
8. Number and date of tax receipt produced, if any :
9. Amount involved in the petition if it is in respect of :  
claim for money
10. The remedy sought for :
11. The details of records submitted to substantiate the:  
petition  
(1)  
(2)  
(3)  
(4)
12. Particulars of the petition fee :

I, ..... the aforesaid petitioner, hereby declare that the facts mentioned above are true and correct to the best of my knowledge and belief.

Place : (Signature)  
Date : Petitioner

**Annexure 4.3**  
**FORM 'D'**  
**TRIBUNAL FOR LOCAL SELF GOVERNMENT INSTITUTIONS . . . . .**  
**RECEIPT**

Your petition dated ..... has been received on ..... The same has been registered in this Tribunal as petition number ..... of ..... Tribunal for Local Government Institutions .....

Place :

Date :

(Office Seal)

Signature

To

The Petitioner

(Name and address of the petitioner)

**Annexure 4.4**  
**FORM 'E'**

**NOTICE**

Petition number ..... of ..... before the Tribunal for Local Self Government Institutions.

Petitioner/Petitioners : .....

Counter Petitioner/Counter Petitioners : .....

NOTICE TO COUNTER PETITIONERS

Whereas a petition under Section ..... of the Kerala Panchayat Raj Act, 1994 (13 of 1994) the Kerala Municipality Act, 1994 (20 of 1994) has been submitted before the Tribunal by the persons whose name/names are given above.

You are requested to submit before this Tribunal a statement as to what you have to say in the matter and the documents thereof within fifteen days from the date of receipt of this notice, if you fail to submit the statement within the aforesaid period the said petition will be disposed of ex-parte.

If the counter petitioner is a Village Panchayat/Municipality, the files and documents in the respect shall be produced along with the statement thereof. If there is any reasonable objection in producing the same, it shall be explained and the true copies of the documents shall be produced.

One copy each of the petition and documents submitted by the petitioner are enclosed herewith.

Issued by me as the Tribunal on ..... with my signature and seal.

Tribunal for the Local Self Government Institutions

.....

To

The counter Petitioner

.....

.....

### **Explanatory Note**

(This does not form part of the Notification, but is intended to indicate its general purport) The Government shall, for every district or for more than one district, constitute a Tribunal under Section 271-S and 276 of the Kerala Panchayat Raj Act, 1994 (13 of 1994) and Section 509 of the Kerala Municipality Act, 1994 to consider and dispose of the appeal revision filed against the decisions of the Local Self Government Institutions. Section 271-U of the Kerala Panchayat Raj Act, empowers the Government to make rules in respect of matters of service conditions of the tribunal, the manner of filing appeal or revision petition, the procedure to be followed while hearing the pleadings thereon and the consequences of the order of the Tribunal etc. Under sub-section (5) of Section 276 of the said Act it is also provided that in respect of Panchayats, the subjects to be disposed by the Tribunal will be prescribed by rules. The Government intends to issue rules in accordance with the above said provisions. This Notification is intended to achieve this object.