Grievance Analysis & Systemic Reforms Recommendation

GRIEVANCE DATA ANALYSIS PROJECT

(Objective & Outcome)

Context

Department of Administrative Reforms & Public Grievances (DAR&PG) administers a public grievance portal - Central Public Grievance Redress and Monitoring System (CPGRAMS). This is a portal where the citizen can register his/her grievances pertaining to any of the 94 Central Government Departments/Ministries.

This portal receives ~3,00,000 complaints annually across the 94 Departments/Ministries and the number of grievances registered has gone up from 1,32,751 between May 2014 to September 2014, to 4,66,406 in the same period, i.e., from May 2015 to September 2015, due the Prime Minister's personal interest.

The grievances received on the portal are rich data points, especially in terms of the type of reforms (administrative and policy) that would create maximum positive impact on the citizens.

Objective

The objective of the diagnostic study undertaken by the Quality Council of India, as per the mandate given by DAR&PG, was two fold:

1. Grievance Data Analysis (in bold): Analysis of the grievances being received by the respective Departments/Ministries on CGPRAMS and identification of key issues

2. Systemic Reforms Recommendation: Identifying key systemic reforms that can be implemented to resolve these issues to prevent recurrence of these issues
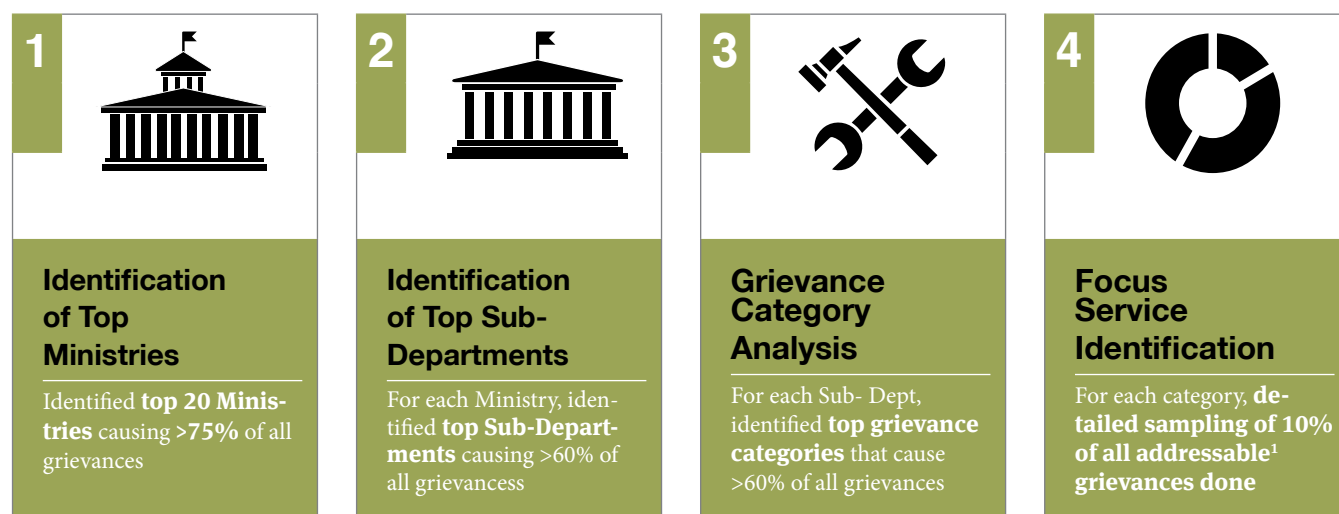
Approach

To ensure that the above objectives are achieved, a 3 point approach has been used, which has been detailed below:

1. Data analysis of the grievances across top 20 (based on number of grievances received) prioritized Ministries with a structured approach which has been detailed in the diagram below.

Data Analysis Process for all Ministries
Focus on identifying services that cause maximum number of grievances

1	**2**	**3**	**4**
Identification of Top Ministries	**Identification of Top Sub-Departments**	**Grievance Category Analysis**	**Focus Service Identification**
Identified **top 20 Ministries** causing **>75%** of all grievances	For each Ministry, identified **top Sub-Departments** causing >60% of all grievancess	For each Sub- Dept, identified **top grievance categories** that cause >60% of all grievances	For each category, **detailed sampling of 10% of all addressable[1] grievances done**

2. Root cause analysis of the above grievances in conjunction with the respective Departments/Ministries, explained in detail on page 7.

3. Systemic and structural changes reform recommendations after discussions with the Department/Minsitry based on learnings from global and domestic best practices

Identification of the top 20 Department/Ministries for initial focus of efforts

The first step of the effort, as per the approach mentioned earlier, is the identification of the top 20 Ministries, which has been done based on the number of grievances being received by the particular Department from 01.01.2012 to 19.08.2015. The findings have been summarized in the table below and for the scope of this particular report we will be focussing on the Department of Posts (rank 8).

List of top Ministries/Departments based on combination of quality parameters							
		No. of Grievances recieved		No. of Grievances pending		No. of Grievances pending	
		# of grievances		(> 12M)		(6M - 12M)	
Overall Rank	Ministry	Rank	No. of Grievances	Rank	No. of Grievances	Rank	No. of Grievances
1	Department of Telecommunications	1	161,014	13	11	11	126
2	Ministry of Railways (Railway Board)	2	76,776	3	878	2	1,750
3	Department of Financial Services (Banking Division)	3	65,095	16	-	13	43
4	Ministry of Home Affairs	4	41,443	11	47	12	73
5	Central Board Of Direct Taxes (Income Tax)	5	38,825	5	381	9	200
6	Department of Higher Education	6	34,594	2	1422	1	2,143
7	Ministry of External Affairs	7	30,780	16	-	17	-
8	Department of Posts	8	27,552	14	9	15	17
9	Department of Health & Family Welfare	9	27,552	10	52	10	160
10	Ministry of Petroleum and Natural Gas	10	26,836	7	83	8	447
11	Ministry of Labour and Employment	11	25,835	16	-	17	-
12	Department Of Defence	12	25,423	1	1877	6	744
13	Department of School Education and Literacy	13	23,862	8	68	3	1,114
14	Department of Personnel and Training	14	21,681	12	12	16	14
15	Ministry of Road Transport and Highways	15	20,660	6	198	4	984
16	Ministry of Urban Development	16	15,187	4	400	7	459
17	Department of Justice	17	13,879	16	-	17	-
18	Central Board Of Excise and Customs	18	12,698	15	3	14	27
19	Department of Revenue	19	12,616	9	64	5	954
20	Department of Ex Servicemen Welfare	20	12,062	16	-	17	-

SOURCE: DARPG Data (01-01-2012 to 19-08-2015)

Focusing on these 20 ministries/departments will target ~73% of the overall grievances in Central Govt.

DEEP DIVE ANALYSIS

Introduction

The Department of Posts, or India Post, is the government-operated postal system in India, and is the most widely distributed postal system in the world.

The Department is part of the Ministry of Communications and Information Technology of the Government of India. The apex body of the Department of Posts responsible for governing ofP: personnel, operations, technology, postal life insurance, human resource development and planning.

India is divided into 22 postal circles, and each circle is divided into multiple regions - each headed by a chief postmaster general. Regions are further divided into divisions and subdivisions, each headed by a postal official. In addition to the 22 circles, there exists a base circle which caters to the needs of the Armed Forces of India.

As of March 2011, nearly 90% of the 154,866 post offices under India Post were located in rural areas. The expansive network of post offices in rural and remote regions has been leveraged by India Post to offer financial services and small savings banking services, in addition to postal services.

The Department of Posts provides an essential service to the country, and its optimal functioning is integral to everyday life in the country. This report is a thorough assessment of the Department of Posts based on the grievances that it has received.

Identification of top Sub-Departments

As per the methodology mentioned above, the first step was to break the grievances down in terms of the sub -departments it was being forwarded to.

However, as mentioned above, the Department of Posts is divided into individual postal circles, and the type of grievances received by each circle will be similar in nature, and hence the sub-department classification has not been done.

Alternatively, the study has tried to identify the opt causing grievance causing categories as per the categories, as defined by the public grievance portal. The top grievance causing category for the Department of Posts, the largest grievance causing category is the Allegation of Corruption/

Malpractices which accounts for 29% of grievances, followed by Central Government Miscellaneous (Others) category which accounts for 17% of the grievances

The figure below depicts the categories that receive the maximum number of grievances for this particular department, and a detailed category wise analysis for the sub-departments is shown below. The top 4 departments, account for ~70% of all grievances and have the grievanc- es received by these sub-departments have been analyzed further.

Top 5 Sub-Depts. account for ~70% of all received grievances
Categorized grievances received by Sub-Departments[1]
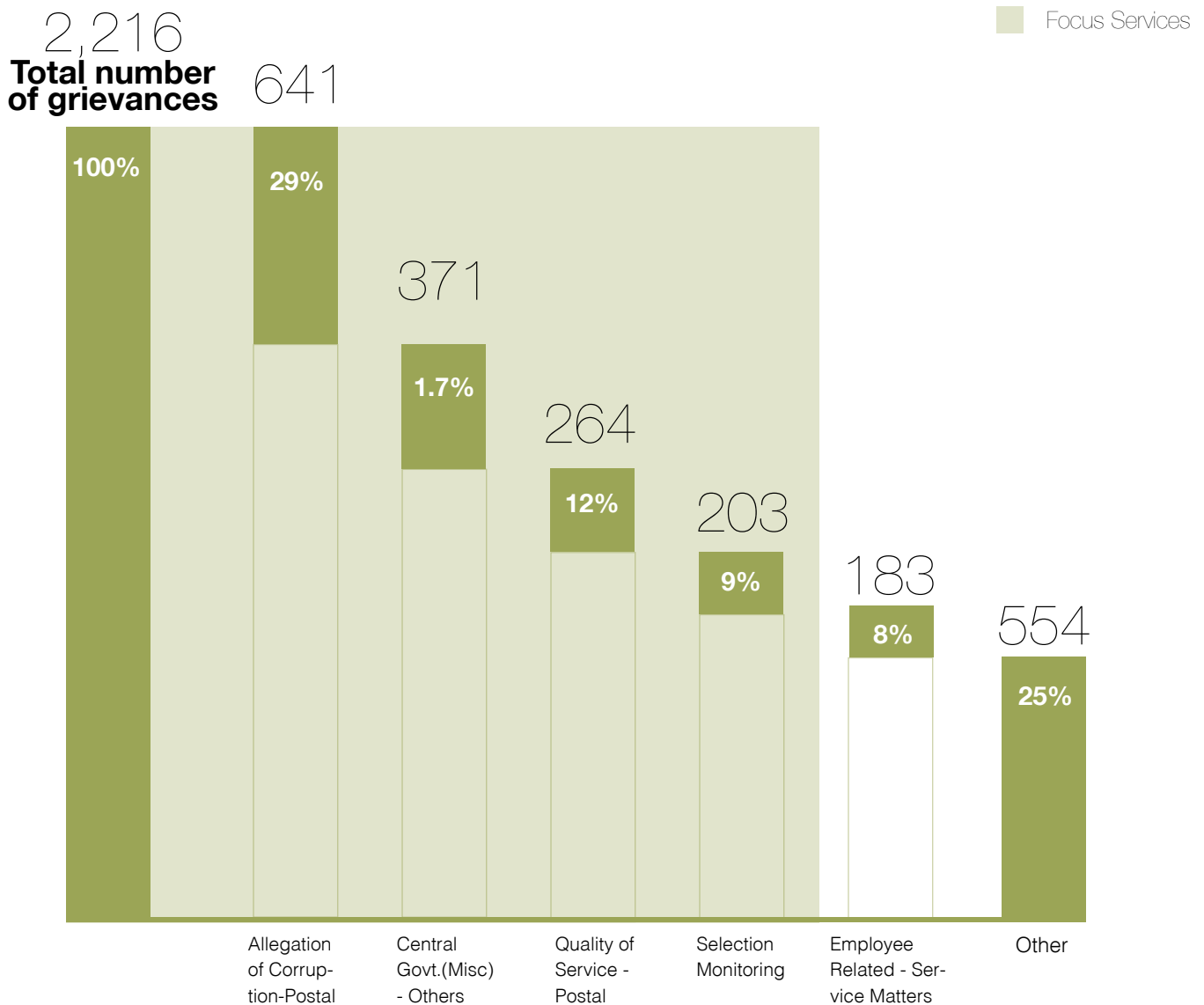
1 All grievances reported between 01/04/2015 & 31/08/2015 across all touch points
 SOURCE: DARPG data

Identification of Focus Service

The next step as defined in the process earlier, is to conduct a grievance-by-grievance analysis for a sample of the grievances received by the top 3 sub-departments, namely, Allegation of Corruption, Central Govt. (Misc) - Others and Quality of Service (Postal).

For the Department of Posts, the top recurring addressable issues across the Sub-Departments have been summarized below in the table.

The top most issue for the Department is about Sub-Optimal Postal Service (International parcels not being delivered, delays in both domestic parcel delivery) which accounts for ~35% of all addressable grievances, followed by the Administrative Issues which accounts for 20%. The specific details of these types of grievance issues and the other grievances issues have been detailed out in the table below

Top 3 services identified to focus on for root cause analysis

Top Grievance Causing Services	Impact %[1]	Details
1 Sub - optimal postal service	35%	• International parcels not delivered • Delay in parcel delivery; tracking flawed • Parcel contents missing, tampered with
2 Administrative issues	20%	• Customers harassed in case of issues with service • Frontline staff not friendly to the customers at the postal office
3 Financial scheme issues	16%	• Gap in awareness regarding SSY • NSCs not being issued, MIS maturity amount not paid; records show otherwise
4 Recruitment and employment issues	13%	• PA / SA: Candidates haven't received joining details; currently in abeyance • Understaffed post offices - more employees required to meet demands
5 Others	3%	• Post office employees unaware of schemes on the website • Unsatisfactory services at post office

1 Impact is defined as %age of addressable grievances, after removing suggestions & others

Conclusions

For the focus services identified, the ones that are addressable and with maximum impact have been selected for further analysis. For the given department, the top 2 grievance causing services are chosen, namely "sub-optimal postal services", and "Issues relating to front line staff" for further deep-dive and root cause analysis.

The other issues have been de-prioritized as per further discussions with the Postal Department, based on data findings from the internal complaints portal managed by the Department, which receives large number of complaints specifically about the delivery of posts and the delay and other issues associated with that.

The following section details the process flow for the root cause analysis, and the procedure followed for coming up with systemic reforms for each one of the service issues

STRUCTURAL REFORMS DESIGN

(Suggestions and Next Steps)

Summary: DoP Top Process Reforms

The focus services identified for further analysis are studied in detail. The processes for the delivery of the service, the monitoring mechanism, and other aspects of service delivery have been studied as a part of the project.

For each one of the issues, the key root cause for the improper delivery of service is identified and studied, and a corre- sponding solution or recommendation is designed. These recommendations are arrived at in conjunction with the ministry representative, and are based on global best practices. These solutions have been finalized post interactions with experts from that particular field or experts who have implemented similar solutions.

The utility of these systemic recommendations is to serve as starting points for improving the quality of services, and the final solution would take shape after further discussions. The following table summarizes the reform recommendations across all sub-departments and issues, and tries to capture the ease of implementation of these recommendations. The de- tailed root cause analysis for each of the issues follows thereafter, giving an understanding of the procedure used to arrive at these recommendations.

	Process Reform	Description	Proposed Owner	Ease of implemen- tation
1a	**Seamless integrated tracking system**	• Integrate the tracking system for inter- national postal services, in collabora- tion with the international partners	• TBD	🔴
1b	**Centralized database for postal tracking**	• Centralized IT tracking system for post- al services across the country • Linking of tracking details to the book- ing details, for easy identification	• TBD	🔴
1c	**Performance Management System**	• Defining KPIs for tracking, and incentiv- izing good performance across postal offices	• TBD	🟡
2	**Frontline staff training**	• Training for the Heads of the posts offic- es – with involvement from the senior management • Motivation sessions with involvement of senior management, with rewarding of good performers	• TBD	🟡

For each one of the reforms summarized in the above table, a detailed description of the root cause for the below par service quality, a proposed solution based on global and local best practices, and the current status of such an initiative being under- taken by the government has been mentioned in the following part of the report.

For each one of the issues, the problem has been broken into multiple parts in order to ensure that each aspect of the problem is addressed independently, while ensuring maximum impact.

Sub-optimal postal delivery service
Issue analysis and proposed solution

A large number of issues, as mentioned earlier, are regarding the deliver of posts and parcels, and details of these issues as per parcel type are as follows:

1. International parcels: The majority of issues in this type of parcels pertain to parcels not reaching the destination or the inability to track the same. This because of the lack of single organization handling the parcel from end-to-end which causes this issue. The detailed root cause study and possible solutions have been mentioned below

2. Domestic parcels: A majority of the concerns in domestic parcels also pertain to delivery and tracking issues, and the primary cause of concern in this case is that the tracking of parcels is not done effectively, and this is an issue which results in lack of affective tracking system in domestic parcels A detailed root cause study and possible solutions have been mentioned for this issue as well.

Focus issue	Root Cause	Proposed solution	Current status
International parcels not being delivered or tracked	• Lack of awareness of the customer regarding forbidden items for that country • Lack of effective uniform tracking system across countries • Interaction between postal systems of countries is not very strong	• **Seamless tracking system:** Integrate the systems, while providing the tracking ID once the parcel is transferred to the international system	• Universal Postal Union setup by the UN was introduced for seemless inter-country postal services

Sub-optimal postal delivery service
Issue analysis and proposed solution

Focus issue	Root Cause	Proposed solution	Current status
Tracking of items in domestic parcels not very effective	• Lack of centralized system for tracking postal services across the country • Scanning, feeding of tracking ID into the system not done rigorously • Tracking details not linked to booking details of individuals properly	**B.Centralized database for tracking across postal services:** • IT framework to bring all postal services on common centralized platform • Linking of tracking details to booking details for easy tracking and intimation **C. Performance Management System:** KPI to be defined and monitored in order to: • to incentivize top performers across sorting office, post office	• Centralized system being developed, rolled out across the country • KPIs defined, tracked to track performance; performance based incentivisation not practiced

Administration issues - customers not treated properly
Issue analysis and proposed solution

Customers not being treated properly at the time of service, is itself an issue that needs major interventions in. The behaviour of the frontline staff with the customers is of utmost importance to ensure that the customer, who is the citizen in this case, feels welcome to avail the service.

Hence, this is as an issue that should be addressed with intervention from the top management for which the possibilities have been compiled below.

Focus issue	Root Cause	Proposed solution	Current status

Frontline staff not friendly to the customers	• Lack of soft skill training for front line staff or employee motivation activities
	  • Scale and spread of India Post makes it a tough task
		• **Leadership training:**
		  • Training the Head Post Masters or their seniors to ensure smooth interaction with customers
		  • Internal team comprising senior management following the "train the trainer module" for coaching the Head Post Masters
		
		• **Staff motivation sessions:** Senior management holding sessions to up the motivation of post officers, with good performers being awarded
			• No plan in place

The above suggestions will serve as the starting point for further discussions within the Ministries/Departments to ensure quality delivery of services & grievance redressal to the citizen.

Each Ministry/Department will have their own final definitions of these reforms which will be developed based on further discussions and deliberations.