Department of Administrative Reforms and Public Grievances
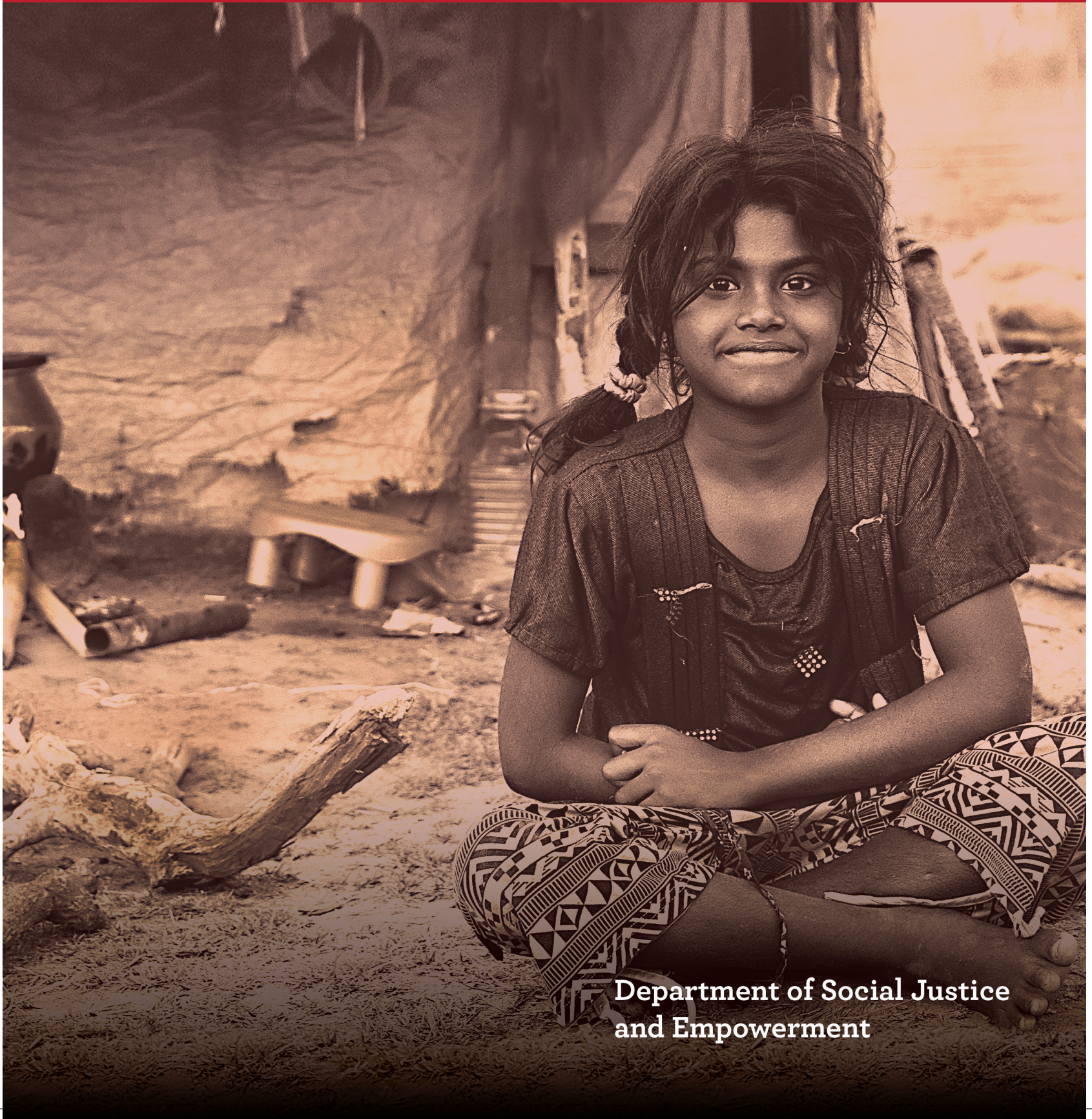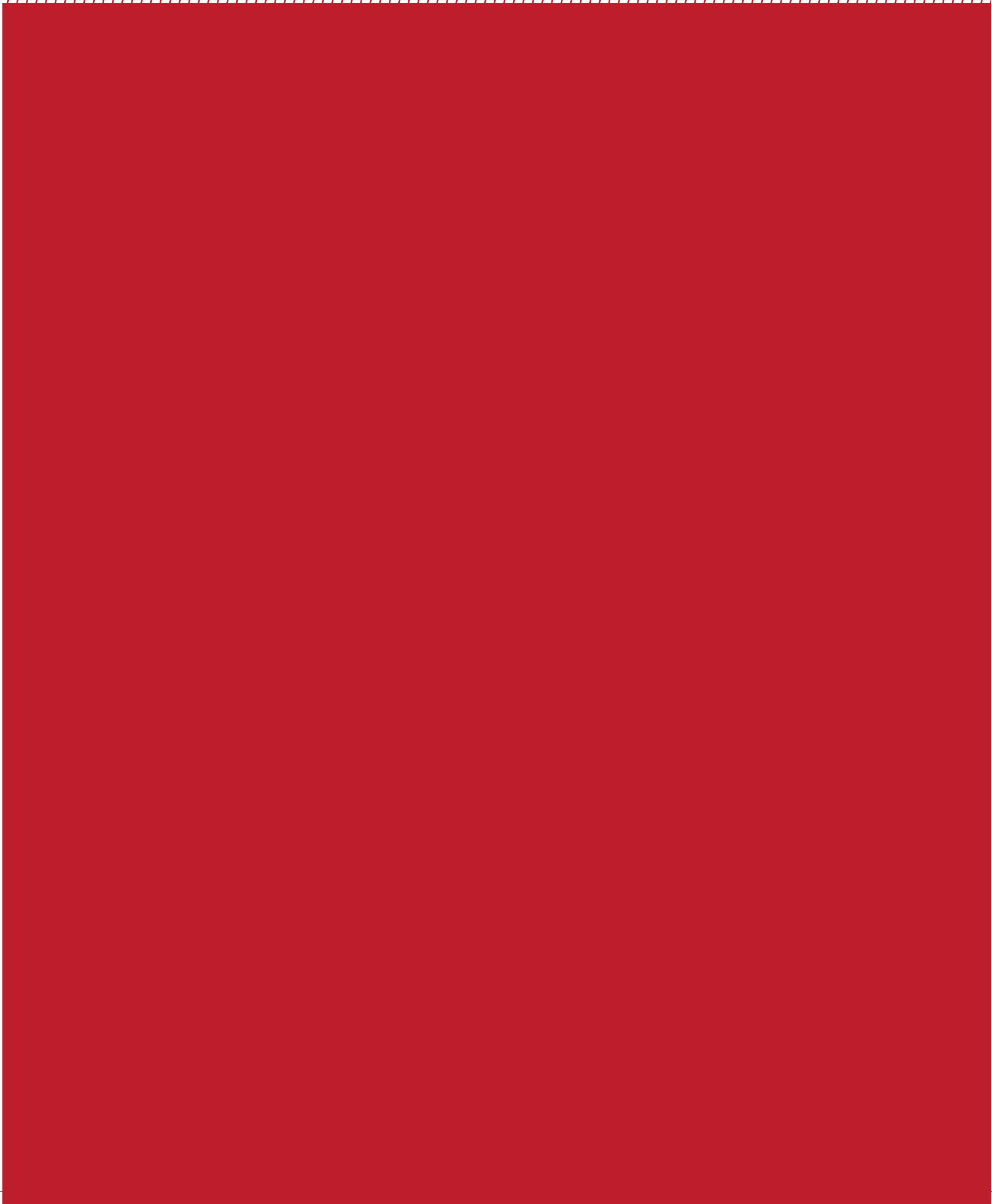
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Department of Social Justice and Empowerment

Contents

Introduction

1.1 CONTEXT

The Department of Administrative Reforms and Public Grievances (DARPG) received 11,94,931 (related to central government) grievances in 2016 across 88 Ministries/Departments through Centralized Public Grievance Redress and Monitoring System (CPGRAMS). This department's role is to facilitate the pursuit of excellence in governance through improvements in government structures and processes, initiatives and dissemination of best practices. Moving towards this goal, the department commissioned a grievance analysis study of top 20 Ministries/Departments receiving high number of citizen grievances. The study involved identification of top grievance categories and recommending systemic reforms. The Parliamentary Standing Committee for Personnel, Public Grievances and Law & Justice recommended conducting similar study for next 20 Ministries/Departments.

1.2 OBJECTIVE

The study carried by Quality Council of India, as per the mandate given by DAR&PG, was conducted from August 2016 to March 2017, covering more than 100 grievance categories across 20 Ministries/Departments. A team of consultants was deployed to understand issues in depth from the officials and collect information from more than 70 domain experts. Moreover, this team of consultants conceived the methodology, process and outcome of the study. It is hoped that this study will bring the necessary third party evaluation into picture for guiding the schemes and providing useful lessons for similar evaluations on a larger scale in future.

1.3 IDENTIFICATION OF 20 MINISTRIES/DEPARTMENTS

The grievances received on the portal provided the source for data analysis. The identified top 20 Ministries/Departments were covered in the first grievance study. This study identifies next 20 Ministries/Departments, based on the number of grievances received by the particular Departments (from 01.04.2012 to 31.03.2016). For the scope of this particular report we will be focussing on the Department of Social Justice and Empowerment (S.NO 28).

Table 1: List of 20 Grievance Study Ministries

S.No	Ministry/Department	Number of grievances
21	Information and Broadcasting	18,567
22	Financial Services (Insurance Division)	17,840
23	Environment, Forest and Climate Change	17,323
24	Corporate Affairs	17,084
25	Consumer Affairs	16,047
26	Agriculture Cooperation and Farmers Welfare	14,342
27	Electronics & Information Technology	12,729
28	**Social Justice and Empowerment**	**12,637**
29	Civil Aviation	12,448
30	Rural Development	11,646
31	Drinking Water and Sanitation	10,723
32	Power	10,392
33	Women and Child Development	9,773
34	Economic Affairs	9,553
35	Commerce	9,509
36	Water Resources, River Development & Ganga Rejuvenation	9,265
37	Food and Public Distribution	8,292
38	Housing and Urban Affairs	7,287
39	Defence Finance	6,604
40	Coal	6,346

1.4 INTRODUCTION TO DEPARTMENT OF SOCIAL JUSTICE AND EMPOWERMENT

Two departments have been created under the Ministry of Social Justice & Empowerment namely Department of Social Justice and Empowerment (Samajik Nyaya and Adhikarita Vibhag) and Department of Empowerment of Persons with Disabilities (Divyangjan). The Ministry of Social Justice & Empowerment is entrusted with the welfare, social justice and empowerment of disadvantaged and marginalized sections of the society viz. Scheduled Caste, Backward Classes, Persons with Disabilities, Aged Persons, victims of Drug Abuse, Transgender Citizens, etc. The broad objective of the policies, programmes, law and institution of the Indian welfare system is to bring the target groups into the mainstream of development by making them self-reliant.

The Department of Social Justice and Empowerment is the nodal Department for the overall policy, planning and coordination of programmes for aforementioned section of the socity. However, overall management and monitoring etc. of the sectoral programmes in respect of these groups is the responsibility of the concerned Central Ministries, State Governments and Union Territory Administrations.

11,94,931 grievances were received on PG portal in 2016 across 88 Ministries/Departments

83% of the grievances were disposed by Ministries/Departments in 2016

Rank 28 of 88 Ministries/Departments (based on the number of grievances received from 2012-16)

2,532 grievances were received by Department of Social Justice and Empowerment in 2015-16

17% of grievances were received by Backward Class Division

12% of grievances were for grievance category - Scheduled Caste Development (SCD) Corporate Cell

18% of grievances revolved around neglect of senior citizens in the country

18% of the grievances were pertaining to the miserable condition of beggars in India

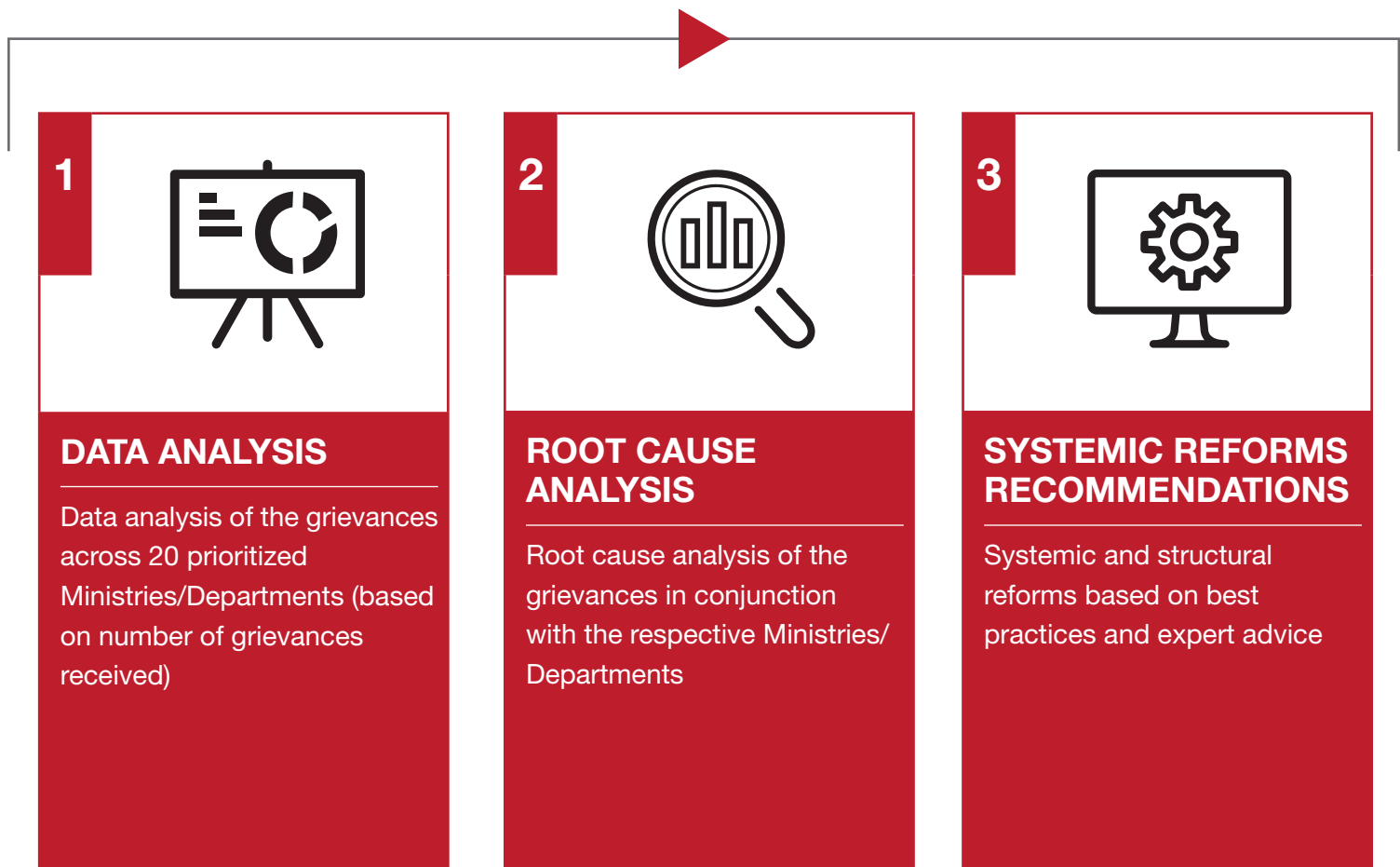**30%*** of the grievances will be impacted, as and when suggested reforms are incorporated

*The percentage has been computed after multiplying a) Percentage of grievances under shortlisted divisions with, b) Percentage of addressable grievance categories

Deep Dive Grievance Analysis

The three point approach for grievance analysis study includes data analysis, root cause analysis, and systemic reforms recommendations for the service issues.

1

DATA ANALYSIS

Data analysis of the grievances across 20 prioritized Ministries/Departments (based on number of grievances received)

2

ROOT CAUSE ANALYSIS

Root cause analysis of the grievances in conjunction with the respective Ministries/ Departments

3

SYSTEMIC REFORMS RECOMMENDATIONS

Systemic and structural reforms based on best practices and expert advice

2.1 DATA ANALYSIS

2.1.1 IDENTIFICATION OF TOP DIVISIONS

The shortlisted divisions were the ones receiving maximum grievances (from 1.4.2015 to 31.3.2016). For the Department of Social Justice and Empowerment, the Divisions receiving maximum number of complaints were the Backward Class Cell, Scheduled Caste Development (SCD) Corporate Cell, Social Defense - Ageing, Social Defense- Drug Prevention, Rehabilitation (RL) Cell and Social Defense Cell. These Divisions account for ~61% of the total grievances received and a break-up of the same is represented in Chart 1.
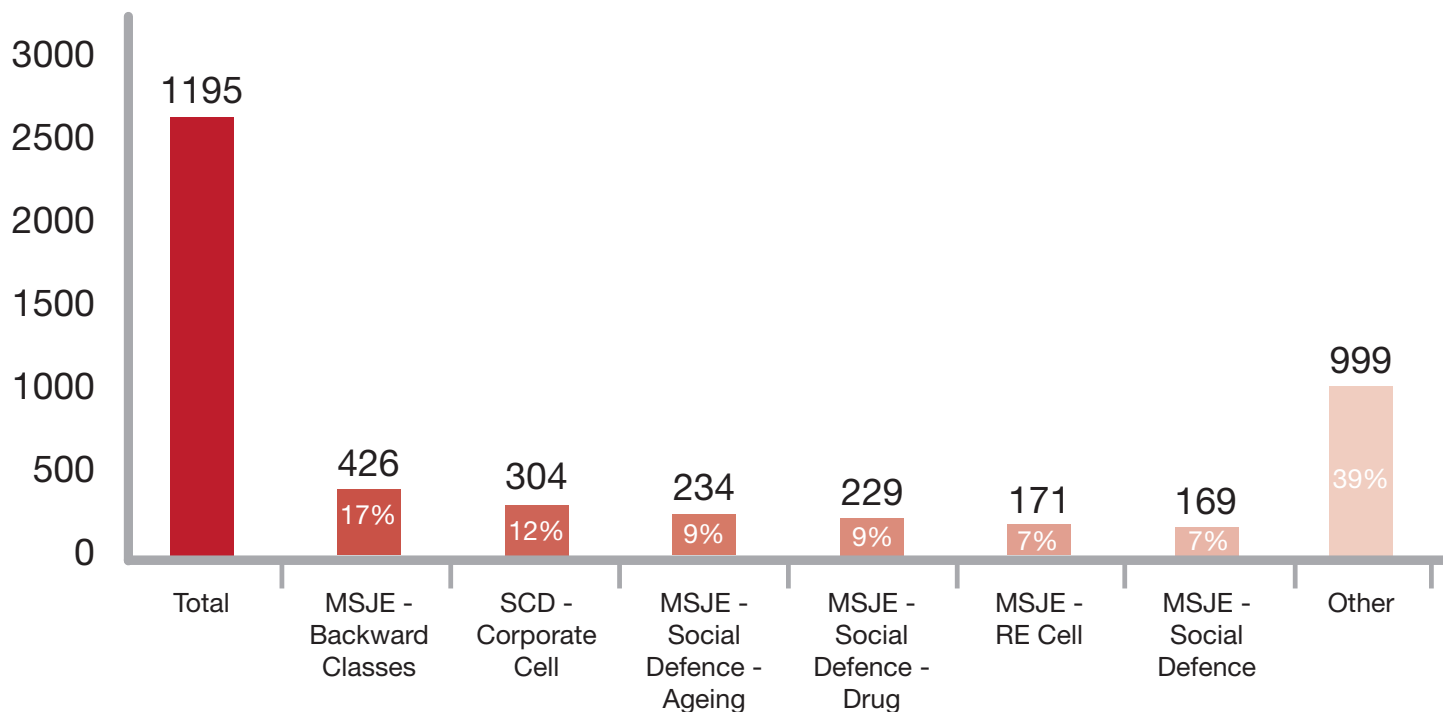
Chart 1: Categorized grievances received by divisions from 1.4.2015 to 31.3.2016

2.1.2 IDENTIFICATION OF FOCUS SERVICE

Grievance data in top 6 divisions was deep dived and 10% of sample was analyzed.

Table 2: Sample size selected for the study

DEPARTMENT OF SOCIAL JUSTICE AND EMPOWERMENT	2532	250
	NUMBER OF GRIEVANCES	TOTAL SAMPLE GRIEVANCES ANALYSED

The next step was grievance-by- grievance analysis for a sample of the grievances received by the top 6 Divisions, mainly catering to Aged Persons, victims of Drug Abuse, Beggars and Homeless, Scheduled Caste, Backward Classes, Transgender Citizens, etc. Within these Divisions, top recurring issues were categorized.

AN EXAMPLE OF GRIEVANCE ANALYZED IS AS FOLLOWS

"Hi Sir , I am Nirav Hingu from Mumbai region hereby want to say that 2 week back one lady 85 year old has been found near to Bombay Hospital ,Marine Lines .She has been throw out by her son from the car (i dont know what the name of lafy and that son) .My friend Dr.Niranjan Patel from Fountain - Mumbai immediately took this lady to nearby Government Hosital - G T Hospital for the treatment. Since this lady memory is also vanishing thus she is unable to recall her name and residence ,only we get to know that she reside in Lalbaug ,Mumbai. Currently her treatment is going on under Dr.Kulkarni then also no proper care is being taken by staff of Hospital .It was only taken care after it comes to light in media - Loksatta ,Mumbai Mirror,TV9 etc .My friend Dr.Niranjan Patel is looking for Old age wherein this lady can be shelter and taken care for . i hereby attach the number of Dr.Niranjan Patel - 09167545251 - Mumbai also pic of lady published in Mumbai Mirror dated 4th Aug 2015. I request you to look after this matter at the earliest. Regards , Nirav Hingu"

ACTION BY DEPARTMENT OF SOCIAL JUSTICE AND EMPOWERMENT

The grievance was received on 5the August 20 15 and was disposed of on the 15th September 2015. The Petitioner seeked intervention of the PMO to get the old lady admitted in some Oldage home. After examination, the subdepartment of Social Defence- AGEING I, referred the matter to the Govt. of Maharashtra for immediate necessary intervention as deemed appropriate.

For the Department of Social Justice and Empowerment, the most recurring issue was the neglect of senior citizens, accounting for 18% of grievances, followed by plea to respond to the miserable condition of beggars which accounted for another 18% of the grievances. The third issue comprised of suggestions that citizens had about the reservation parameters around caste identities accounting for 16%, followed by delay in getting caste certificates and stigmatisation of transgendered community accounting for 7% and 6% respectively.

Table 3: Focus services for root cause analysis

S.No		Grievance Causing Issues	Impact*	Details
1		Neglect of senior citizens	18%	• No law to safeguard old parents from their kids' harassment
				• Lack of old age homes
				• No Social Support System extended to the aged
2		Miserable condition of beggars in India	18%	• Absence of scheme for beggars to ameliorate their condition and abolish the practice of begging
				• Drug-abuse by the homeless
3		Suggestions on Reservations	16%	• Reservation parameter to be changed from caste to income
				• Creamy layer category to be included in SC/STs reservations
				• Limits for Creamy layer to be restructured
4		Delay in getting SC/ST/OBC certificates	7%	• Delay from administration in issuing caste certificates
				• Delay in Other Backward Class certificates post state migration with respect to locality
5		Stigmatisation of transgendered community	6%	• Prevalent social exclusion and frequent harassment from majority of the population
				• Ensuring equal opportunities to education, jobs, homes, public places, etc.
				• Enfranchise them by extending voting rights and provision to update gender on official certificates

* Grievance Sample analysed: 250

2.2 ROOT CAUSE ANALYSIS (RCA)

With regard to the grievance category, suggestions on reservations, these were deprioritised as they were concerned with policy issues.

The root cause of the other addressable focus issues was dug deeper for root cause analysis. For this, the study team spent time with each implementation body within that division to understand core processes, accountability and performance tracking. Domain experts were also consulted to understand root cause for each grievance category. The questions revolved around policy, process and people problems that were leading to lack of quality implementation.

Table 4: Root Cause Analysis of grievances related to Department of Social Justice and Empowerment

Issue	Sub-Issue	Root Cause
Neglect of senior citizens	No law to safeguard old parents from their kids' harassment	• Senior citizens are physically, emotionally and financially weaker than their kids who harass them, frequently regarding property matters • Lack of redressal mechanisms to protect them from abuse • Difficulty in implementation of Maintenance and Welfare of Parents and Senior Citizens Act, 2007
	Lack of old age homes	• Break down of joint family system due to processes of urbanisation and migration • Lack of awareness and integration of the existing structure of Old Age and Retirement Homes
	No social support system extended to the aged	• Absence of adequate day care and evening centres to dispel loneliness and subsequent depression • Absence of medical and other benefits to the aged
Miserable condition of beggars in India	Absence of scheme for beggars to ameliorate their condition and abolish the practice of begging	• Wide-spread poverty, migration and urbanization • Systemic failure of government social schemes • Need to give alms, driven by religious edicts • Lack of livelihood options
	Drug-abuse by the homeless	• Lack of intervention programs to aid addicts
Delay in getting SC/ST/OBC certificates	Delay from administration in issuing caste certificates	• No systematic mechanism/database for monitoring the revised lists of SC/ST/OBC castes • Too many procedural delays
	Delay in OBC certificates post state migration with respect to locality	• Need to be physically present in one's town/home to procure certificate • Pre-requisite for establishing one's caste despite evident kinship networks
Stigmatisation of transgender community	Prevalent social exclusion and frequent harassment from majority of the population	• Stigmatisation of community socially • Lack of redressal mechanism as police officials do not attend to their concerns
	Ensuring equal opportunities to education, jobs, homes, public places, etc.	• Harassment in schools from an early age leading to disturbed childhoods and frequent runaways to cities
	Enfranchise them by extending voting rights and provision to update gender on official certificates	• Despite being a constitutional provision and existing on many official forms, government officials do not allow checking the "Third/Other" gender on forms and applications • Lack of documentation due to uprooted childhood

2.3 SYSTEMIC REFORMS RECOMMENDATIONS

Based on the key root cause for improper delivery of service, corresponding recommendations were identified and designed. These recommendations were arrived after discussing with the Ministry/Department representative.

For each issue, the problem was broken into multiple parts to ensure that each aspect of the problem is addressed independently, while ensuring maximum impact. Systemic and structural changes reform recommendations were made for the various Corporations, Commissions and Cells of the Department across the following areas.

AREAS ACROSS WHICH SYSTEMIC REFORMS ARE SUGGESTED

DIGITIZATION   OPERATIONS IMPROVEMENT   POLICY   MONITORING
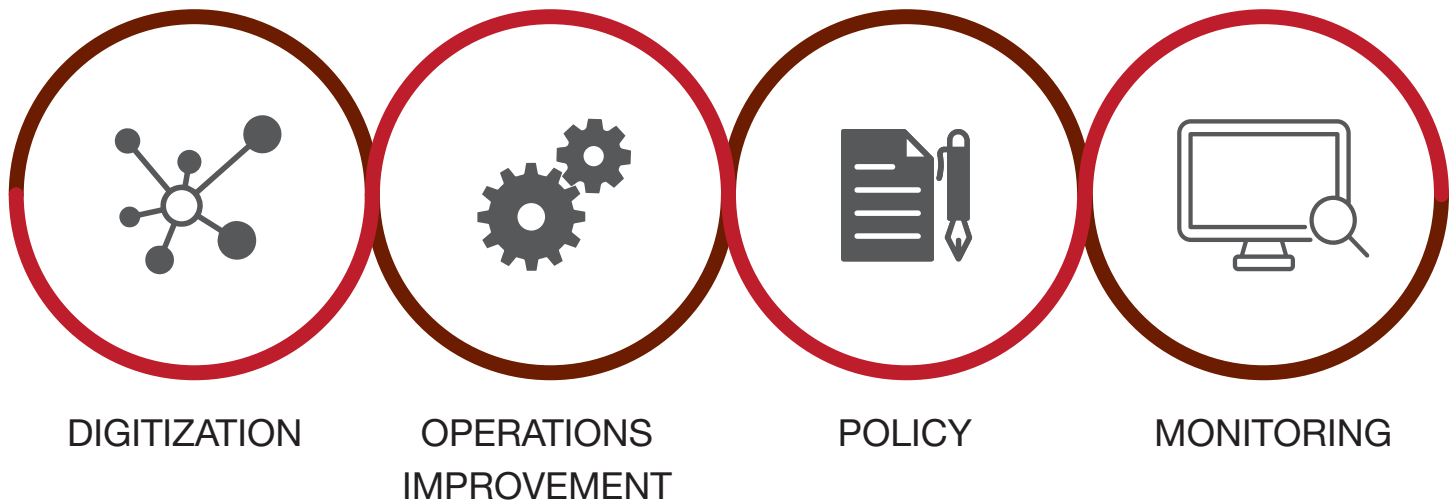
Systemic Reforms

While the larger safeguarding and social protection has been administered by the Department with much rigor, there are areas that may be improved with the help of monitoring, policy formulation, streamlined implementation and digitization. Seven recommendations have been made based on best practices adopted by state governments and other stakeholders.

Table 5: Systemic Reforms for Department of Social Justice and Empowerment

S. No	Reform Category	Systemic Reforms	Ease of implementation
1	Digitization	Utilize SOS safety apps provided by United Nations to countries. Senior citizens' distress button to be incorporated within the app being developed by Minisry of Home affairs with the Police and Crime Departments	High
2	Digitization	Issue of Senior Citizen Smart cards by states that haven't implemented the same	High
3	Digitization	State-wise and region-wise geotagged public database of old age homes and retirement homes across the country (Department to access the data base of ISRO in order to accomplish the same)	High
4	Digitization	Provision of uploading Caste and Domicile certificates on the Digilocker mobile app launched by GoI	High
5	Operations Improvement	Support states to each have toll-free helpline numbers to address Senior Citizens' woes	High
6	Policy	Request state governments for real estate builders to construct dedicated old age shelters/community centres in every residential township	Medium
7	Monitoring	Accreditation of old age /retirement homes based on pre-defined key peformance indicators by third party agency	High

Beggars and Transgender related grievances require societal and attitudinal change. It is suggested that database for these segments is prepared to build a targeted approach in the long run.

Case Studies On Reforms

4.1 GEOTAGGING OF PUBLIC UTILITIES WITH THE HELP OF ISRO'S BHUVAN PORTAL

In collaboration with the Department of Space, India Post has geotagged over 1.5 lakh post offices on the indigenous geo-portal Bhuvan, developed by Indian Space Research Organisation (ISRO), to help people search for the nearest post office and know about services and timings. Bhuvan is providing visualisation services and earth observation data to users in public domain since 2009. With simple display of satellite data and basic GIS functionality, it now has more than 6,000 map services which are being used under various applications. The Department of Social Justice and Empowerment can endeavour to create a public database of all Old Age and Retirement Homes using this technology so that the existing infrastructure for senior citizens may be leveraged.

4.2 PROVISION OF UPLOADING CASTE AND DOMICILE CERTIFICATES ON THE DIGILOCKER MOBILE APP

Government agencies have been revamping their websites and have released a number of new mobile apps to disseminate information to the public using their smart phones. One such App is the DigiLocker, released by MeitY (Ministry of Electronics and Information technology). The objective of the app is to help users access and save important documents such as certificates and id proofs securely on their smartphone. The DigiLocker is seeded with the Aadhaar card details of the user and certificates can be authenticated by relevant authorities using the secure e-signature feature. The Ministry of Road Transport and Highways has joined the bandwagon and have now enabled the provision for people to apply and store their driver's licenses on their mobile phones, ready to be reproduced at the behest of any traffic official. Similarly, the Department may provide users the facility to store their Caste and Domicile certificates in this secure cloud storing device. This will benefit users in preserving their caste certificates and making sure that a repository is maintained through their lifetimes and will never get misplaced/destroyed.

Conclusion

This Grievance Analysis Study analysed 250 grievances of Department of Social Justice and Empowerment, spanning across various sectors, distributed in the 29 states. Following key systemic reforms have been recommended , implementation of these will make an impact in reducing grievances.

KEY RECOMMENDATIONS

This report evaluates the grievances of Department of Social Justice and Empowerment and recommends the following priority systemic reforms:

01 Provision of uploading Caste and Domicile certificates on the Digilocker mobile app launched by GoI

02 Accreditation of old age /retirement homes based on pre-defined key performance indicator by third party agency

03 Support states to each have toll-free helpline numbers to address Senior Citizens' woes

04 State-wise and region-wise geotagged public database of Old age homes and retirement homes across the country (Department to access the data base of ISRO in order to accomplish the same)

LIST OF EXPERTS CONSULTED

Table 6: List of experts

Department of Social Justice and Empowerment	Outside Ministry	Quality Council of India
• **Arun Kumar**- Special Secretary, SJ&E	• **Dr Sheilu Sreenivasan**- Founder President (Dignity Foundation and Dignity Lifestyle Retirement Township)	• **Adil Zainulbhai**- Chairman
• **Manisha Sensharma**- Economic Advisor	• **Sanjay Gupta**- Managing Trustee and Director (CHETNA- Childhood Enhancement through Training and Action)	• **Dr. Ravi P. Singh**- Secretary General
• **Ghazala Meenai**- Joint Secretary, SD & Media	• **Kiran**-Legal Aid (The Naz Foundation India Trust)	
• **Aindri Anurag**- Joint Secretary, SCD-B		
• **TCA Kalyani**- JS and FA		
• **B.L. Meena**- Joint Secretary, BC & SCD-A		

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