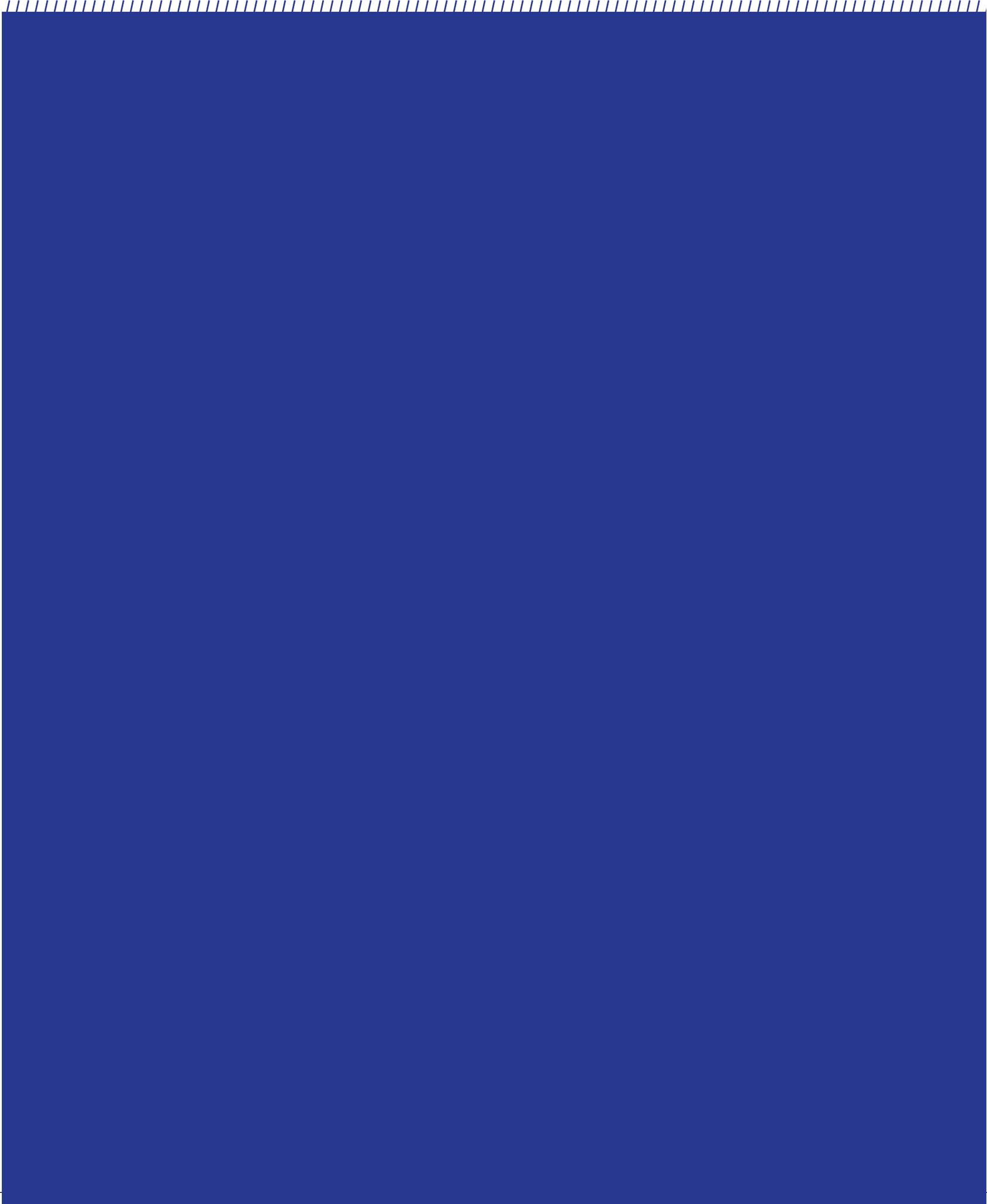




Department of Administrative Reforms and Public Grievances



Ministry of Water Resources, River
Development and Ganga Rejuvenation



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Introduction



1.1 CONTEXT

The Department of Administrative Reforms and Public Grievances (DARPG) received 11,94,931 (related to Central Government Ministries) 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 top 20 Ministries/Departments were covered in the earlier grievance study. This study identifies next 20 Ministries/Departments, based on the number of grievances received by the particular Ministries/Departments (from 01.04.2012 to 31.03.2016). For the scope of this particular report we will be focusing on the Ministry of Water Resources, River Development & Ganga Rejuvenation (S.NO 36).

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 MINISTRY OF WATER RESOURCES, RIVER DEVELOPMENT AND GANGA REJUVENATION

The Ministry of Water Resources is responsible for laying down policy guidelines and programmes for the development and regulation of the country's water resources. The Ministry provides technical guidance, scrutiny, clearance and monitoring of all the irrigation, flood control and multi-purpose projects as well as overseeing the implementation of all inter-state river disputes. The Ministry also oversees the overall planning for the development of ground water resources, establishes the utilizable resources and formulates policies to support state level activities in ground water development. Operation of the central network for flood forecasting and warning on inter-state rivers is also done by the Ministry. Talks and negotiations with neighboring countries, in regard to river waters, water resources development projects and the operation of the Indus Water Treaty is also undertaken by the Ministry.



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

282 complaints were received by Ministry of Water Resources, River Development and Ganga Rejuvenation in 2015-16

42% of grievances were received by Central Water Commission

22% of the grievances were received by Central Ground Water Board

42% of grievances were for pension related issues

21% of the grievances were regarding employees' salaries and other benefits

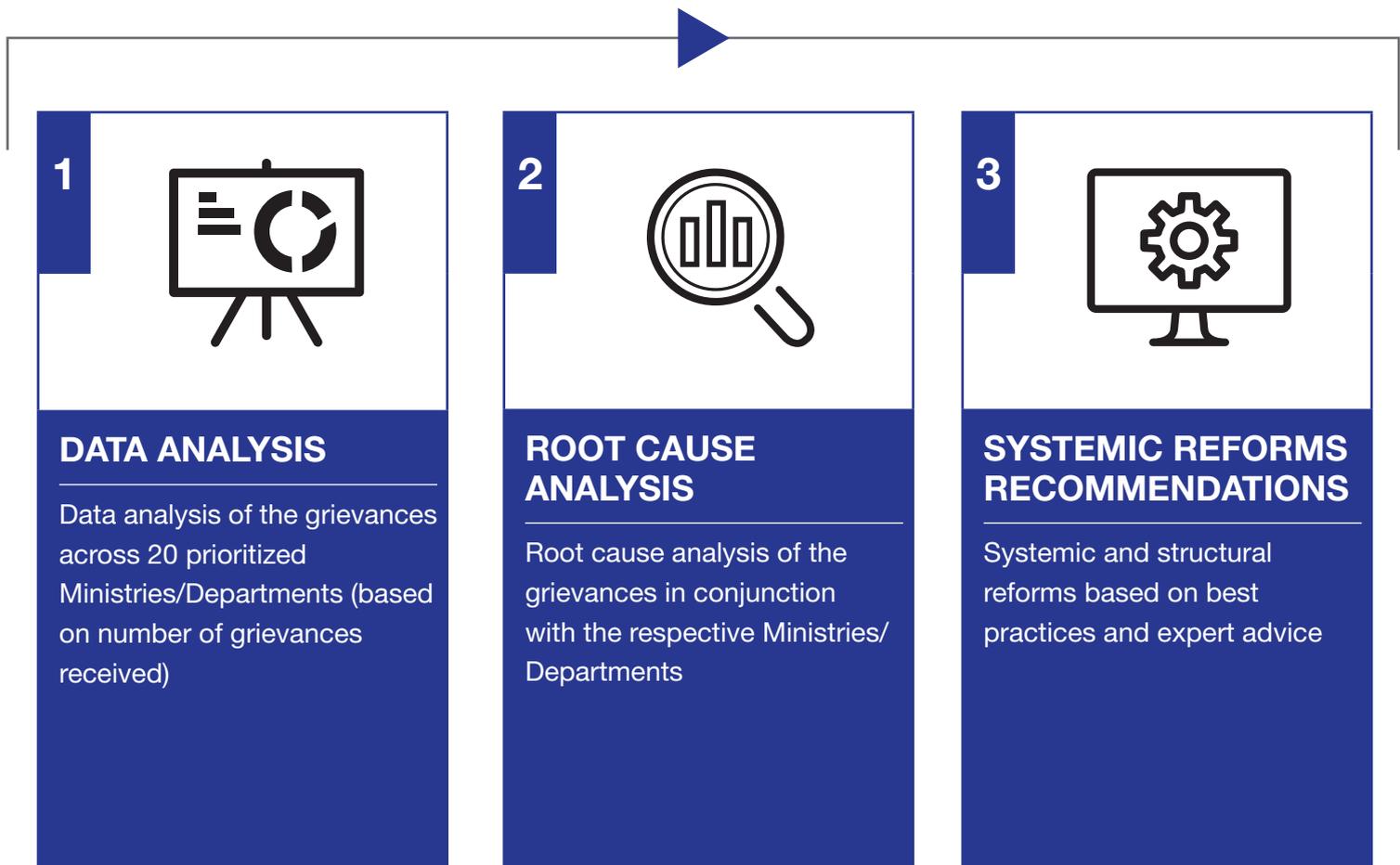
44%* of the grievances will be impacted, as and when suggested reforms are incorporated

*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.



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). The largest number of grievances were received by Central Water Commission, which accounted for 42% of grievances. Another 21% of the grievances were received by Central Ground Water Board. These were the divisions chosen for deep-dive analysis.

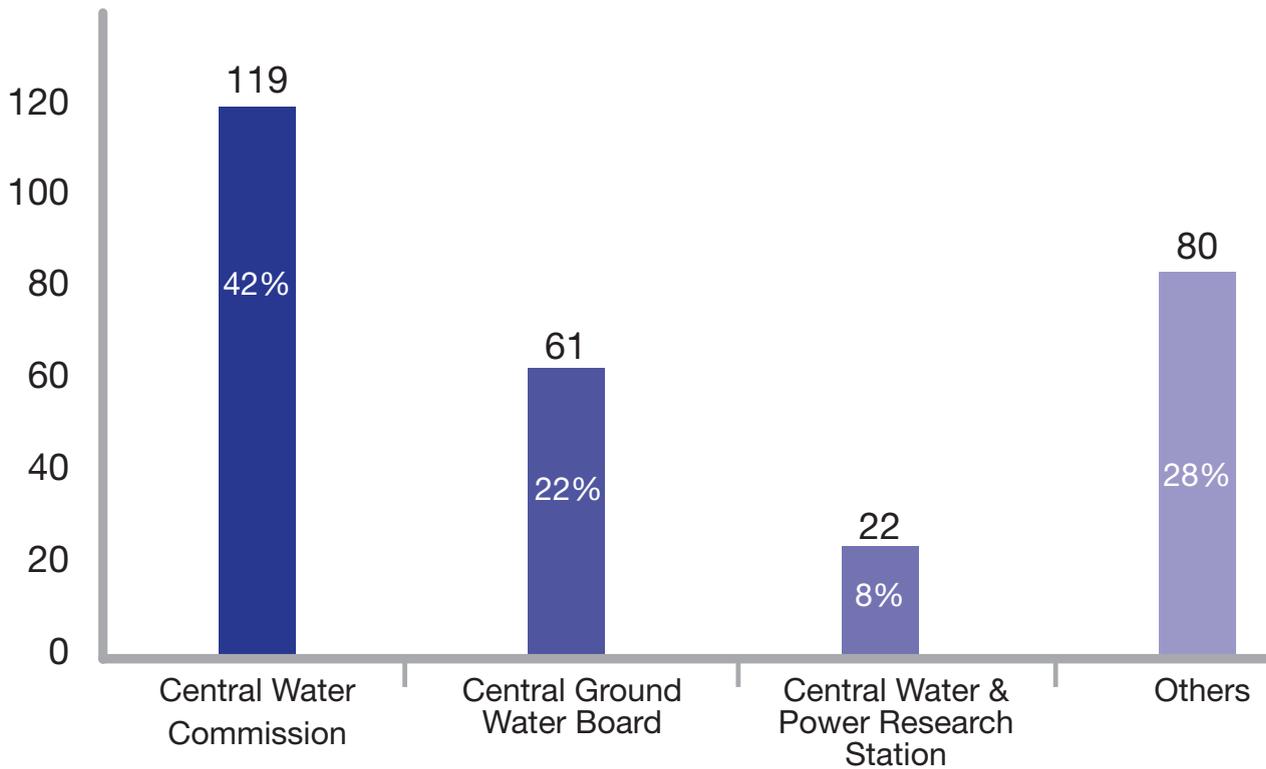


Chart 1: Categorized grievances received by divisions from 1.4.2015 to 31.3.2016

2.1.2 IDENTIFICATION OF FOCUS SERVICE

Grievance data in top 3 divisions was deep dived and 10% of sample was analyzed.

Table 2: Sample size selected for the study

MINISTRY OF WATER RESOURCES, RIVER DEVELOPMENT AND GANGA REJUVENATION	282 NUMBER OF GRIEVANCES	180 TOTAL SAMPLE GRIEVANCES ANALYSED
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The next step was grievance- by-grievance analysis for a sample of the grievances received by the two divisions that received the highest number of grievances, namely, Central Water Commission and Central Ground Water Board. Within these, most recurring issues were categorized.

AN EXAMPLE OF A GRIEVANCE ANALYZED IS AS FOLLOWS

“I had applied for Family Pension on 23/10/2013 as I am issueless, divorced, unemployed daughter of Late Pensioner Shri V.N.Sridharan, without siblings. I was told to submit Bank Option Form on 16/04/2015 which I did. I was assured that my case would be resolved in one week by issuing of fresh PPO No. in my name. There has been no further response from the Pay and Accounts Office CWC, Sewa Bhavan, New Delhi.”

ACTION BY MINISTRY OF WATER RESOURCES, RIVER DEVELOPMENT AND GANGA REJUVENATION

“The matter was taken up by the Grievance Officer, CWC with the concerned authorities. PAO, CWC, vide letter No.WR/PAO/CWC/PN/950-51 dated 13.07.2015 had issued the Family Pension Payment Order in favour of her. With this her grievance stands settled.”

For the Ministry of Water Resources, River Development and Ganga Rejuvenation, the most recurring issue accounting for 42% of grievances was pertaining to delays in pensions and failure in reception of their dues by retired employees. This was followed by inefficacy in the process of disbursing salaries and other benefits to employees such as medical allowance, leave encashment, etc., which accounted for another 21% of the grievances. This was followed by grievances pertaining to harassment by employers and delayed payment for General Provident Fund accounting for 6% and 5% respectively.

Table 3: Focus services for root cause analysis

S.No	Grievance Causing Issues	Impact*	Details
1	 Pension related issues	42%	<ul style="list-style-type: none"> Pension not received after retirement Pension not received by family members of deceased employees Revised pension as per 6th pay commission not received
2	 Employees' salary related issues	21%	<ul style="list-style-type: none"> Medical allowance related issues Non-payment of leave encashment and Central Government Employees Group Insurance Scheme (CGEGIS) Not received withheld amount of gratuity
3	 Harassment by employers	6%	<ul style="list-style-type: none"> A person-specific grievance for retrospective promotion
4	 Payment pending for General Provident Fund (GPF)	5%	<ul style="list-style-type: none"> Payment pending for GPF

* Grievance Sample analysed: 180

2.2 ROOT CAUSE ANALYSIS (RCA)

With regard to the grievance category pertaining to the delayed retrospective promotion of an employee, the same was deprioritised because of the person specific nature of the issue. The root cause of the other addressable focus issues was dug deeper for root cause analysis.

For this, 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 Water Resources, River Development & Ganga Rejuvenation

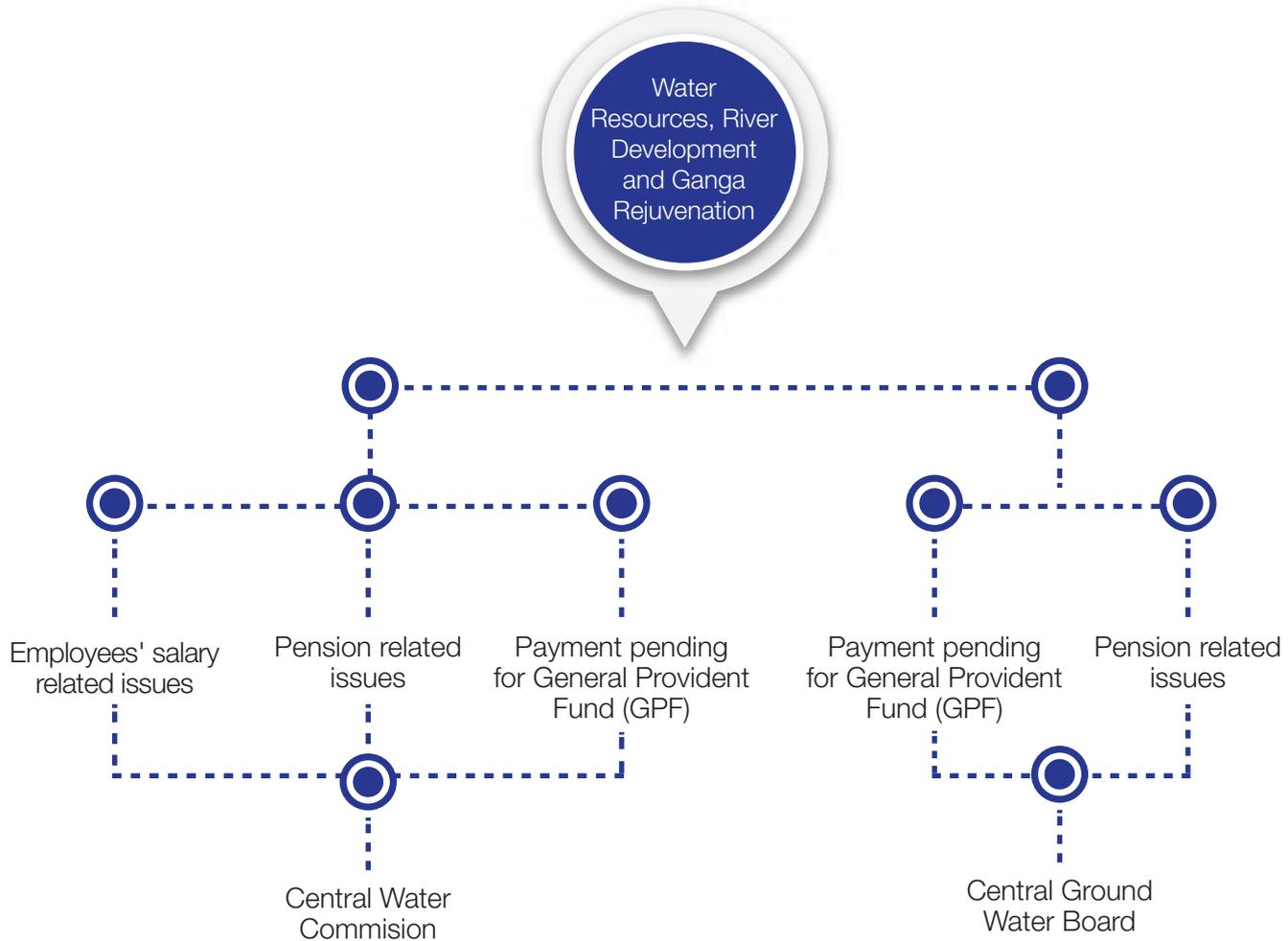
Issue	Sub-Issue	Root Cause
Pension related issues	• Pension not received after retirement	<ul style="list-style-type: none"> • Lack of awareness by employees and officers • Delay in submission of mandatory papers by employee or by his/her family members
	• Revised pension as per 6th pay commission not received	<ul style="list-style-type: none"> • Postal delay • Despite the service book verification certificate, PAO's failure to point out certain infirmities at the required time several years back, at the time of processing the pension case, leading to delay in release
	• Pension not received by family members of deceased employees	<ul style="list-style-type: none"> • Delays in revision occur due to late response by family members
Employees' salary related issues	• Medical allowance related issues	<ul style="list-style-type: none"> • Failure to update information by PAO, inadequate staff • Failure to submit mandatory documents by the applicant
	• Non-payment of leave encashment	<ul style="list-style-type: none"> • Procedural delay in sending leave encashment papers, compounded by distance between the headquarter and regional offices
	• Not received withheld amount of gratuity	<ul style="list-style-type: none"> • Human intervention and indiscretions
Payment pending for General Provident Fund	• Payment pending for GFP	<ul style="list-style-type: none"> • Failure to disburse amount by the PAO



The issues of Employees salary, Pension and pending payment of General Provident Fund (GPF) can be mapped to Central Water Commission while the latter two can be mapped to Central Ground Water Board

Effectiveness in the process of settling and managing financial accounts in a timely manner is often an effect of manual interventions and indiscretions. The root cause analysis was detailed out for identifying types of interventions required for better service delivery (Table 3).

Chart 2: National Commissions/Boards selected for deep dive analysis



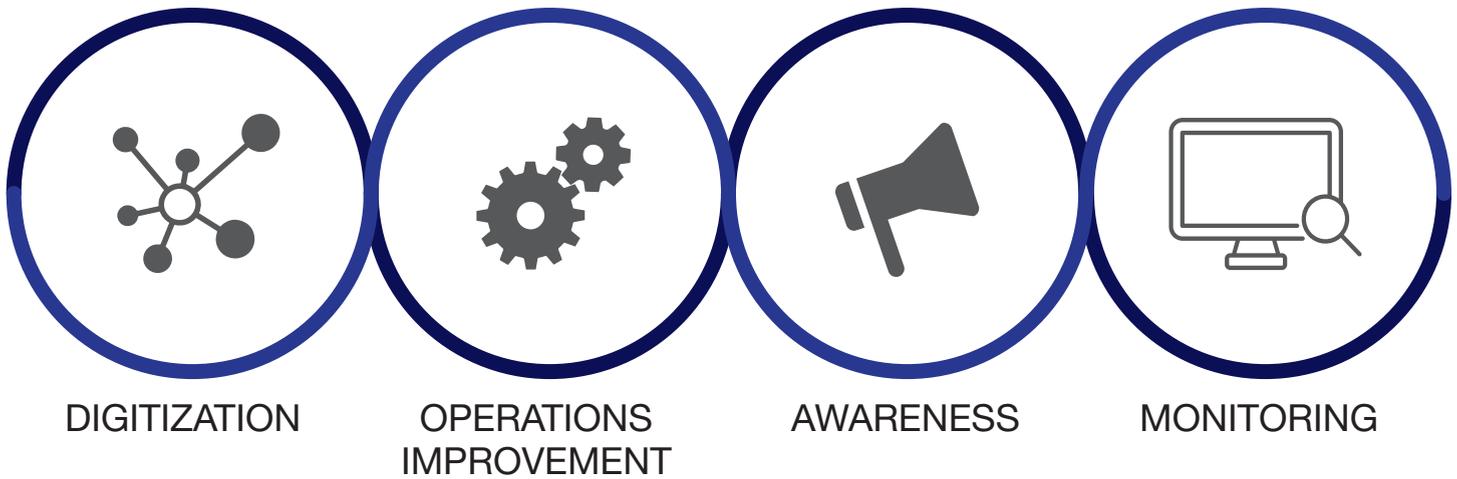
Central Water Commission has been set up to promote integrated and sustainable development and management of India's Water Resources by using state-of-art technology and competency and coordinating with all stake holders. Central Ground Water Board is mandated to develop and disseminate technologies, and monitor and implement national policies for the Scientific and Sustainable development and management of India's Ground Water Resources, including their exploration, assessment, conservation, augmentation, protection from pollution, etc.

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 reform recommendations were made for the two selected divisions of the Ministry of Water Resources across the following areas.

AREAS ACROSS WHICH SYSTEMIC REFORMS ARE SUGGESTED



Systemic Reforms



Water and its sustainable utilisation and distribution directly impact each citizen because of the efficacy of the process and functionalities involved. Therefore, it is of utmost importance that the process is streamlined, and monitoring is tight knit.

There are areas in terms of streamlined operation, monitoring and awareness where few reforms can bring a major impact. Seven recommendations have been made based on best practices adopted by state governments and other stakeholders.

Table 5: Systemic Reforms for Ministry of Water Resources, River Development and Ganga Rejuvenation

S. No	Reform Category	Systemic Reforms	Ease of implementation
1	Digitization	Switching over to eHRMS- a paperless system to manage establishment work including concept of e-service book. This will also eliminate the delay in payment towards leave encashment	High
2	Digitization	Replace the metric sheet used during revisions of pensions with an automatic digital interface to be employed by the disbursing bodies	High
3	Digitization	Digitisation of the pension disbursement process by switching to the e-Bhavishya portal to improve end-to-end efficiency	Medium
4	Operations Improvement	Better structuring of PAO office, consultant to be hired for re-engineering the organization	Low
5	Operations Improvement	Establishment of an independent cell, such as Employee Enhancement and Satisfaction Cell, with a direct reporting relationship with the Chairman, to deal with cases of harassment so that disputes may be settled	Medium
6	Awareness	Update pensioners on policy changes every 3 months through camps, SMS, email and Pension Adalats	Medium
7	Monitoring	Mandatory examination of pending grievance cases, at a fixed interval, by the Controller of Pay and Accounts Office (PAO)	Medium

Case Study On Reforms



Adopting the Bhavishya portal will ensure that retired employees' grievances regarding pension processes are curbed.

DEPARTMENT OF PENSION & PENSIONERS' WELFARE USHERS IN THE FUTURE, WITH BHAVISHYA



Department of Pension & Pensioners' Welfare (P&PW) has introduced an online Pension Sanction and Payment Tracking System called 'BHAVISHYA'. Actions for timely payment of retirement dues and issue of Pension Payment Order (PPO) start one year before the date of retirement of the employee. There are a number of intervening stages and the system will pinpoint delays at each stage to enable timely interventions. The tracking can be done by the retiring employee as well as the administrative authorities. In addition, forms required during the process are available in electronic format. The retiring employee can fill the forms online. It facilitates the administrative authorities by processing the claims and passing on the calculated amounts and other details to the

Pay and Accounts Offices. The new system will also capture personal information, service data and contact details like mobile number and e-mail etc. The retiring employees will be kept informed of the progress of pension sanction process through SMS/E-mail.

Conclusion



This Grievance Analysis Study analysed 180 grievances of Ministry of Water Resources, River Development and Ganga Rejuvenation, spanning across water resources, distribution and also research and training, distributed in the 29 states. Following key systemic reforms have been recommended and implementation of these will make an impact in reducing grievances.

KEY RECOMMENDATIONS

This report evaluates the grievances of Ministry of Water Resources, River Development and Ganga Rejuvenation and recommends the following priority systemic reforms.

- 01 Digitisation of the pension disbursement process by switching to the e-Bhavishya portal to improve end-to-end efficiency.
- 02 Update pensioners on policy changes every 3 months through camps, SMS, email and Pension Adalats
- 03 Switching over to eHRMS- a paperless system to manage establishment work including concept of e-service book. This will also eliminate the delay in payment towards leave encashment
- 04 Mandatory examination of pending grievance cases, at a fixed interval, by the Controller of Pay and Accounts Office (PAO)

LIST OF EXPERTS CONSULTED

Table 6: List of experts

Ministry of Water Resources, River Development and Ganga Rejuvenation	Outside Ministry	Quality Council of India
<ul style="list-style-type: none"> • K.M.M. Alimalmigothi- Economic Advisor 	<ul style="list-style-type: none"> • Madhavan- CEO (Water Aid India) 	<ul style="list-style-type: none"> • Adil Zainulbhai- Chairman
<ul style="list-style-type: none"> • A. K. Srivastava – Secretary, Central Water Commission 	<ul style="list-style-type: none"> • Ashok Sinha - Ex-Chairman, Bharat Petroleum Corporation Limited 	<ul style="list-style-type: none"> • Dr. Ravi P. Singh- Secretary General



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