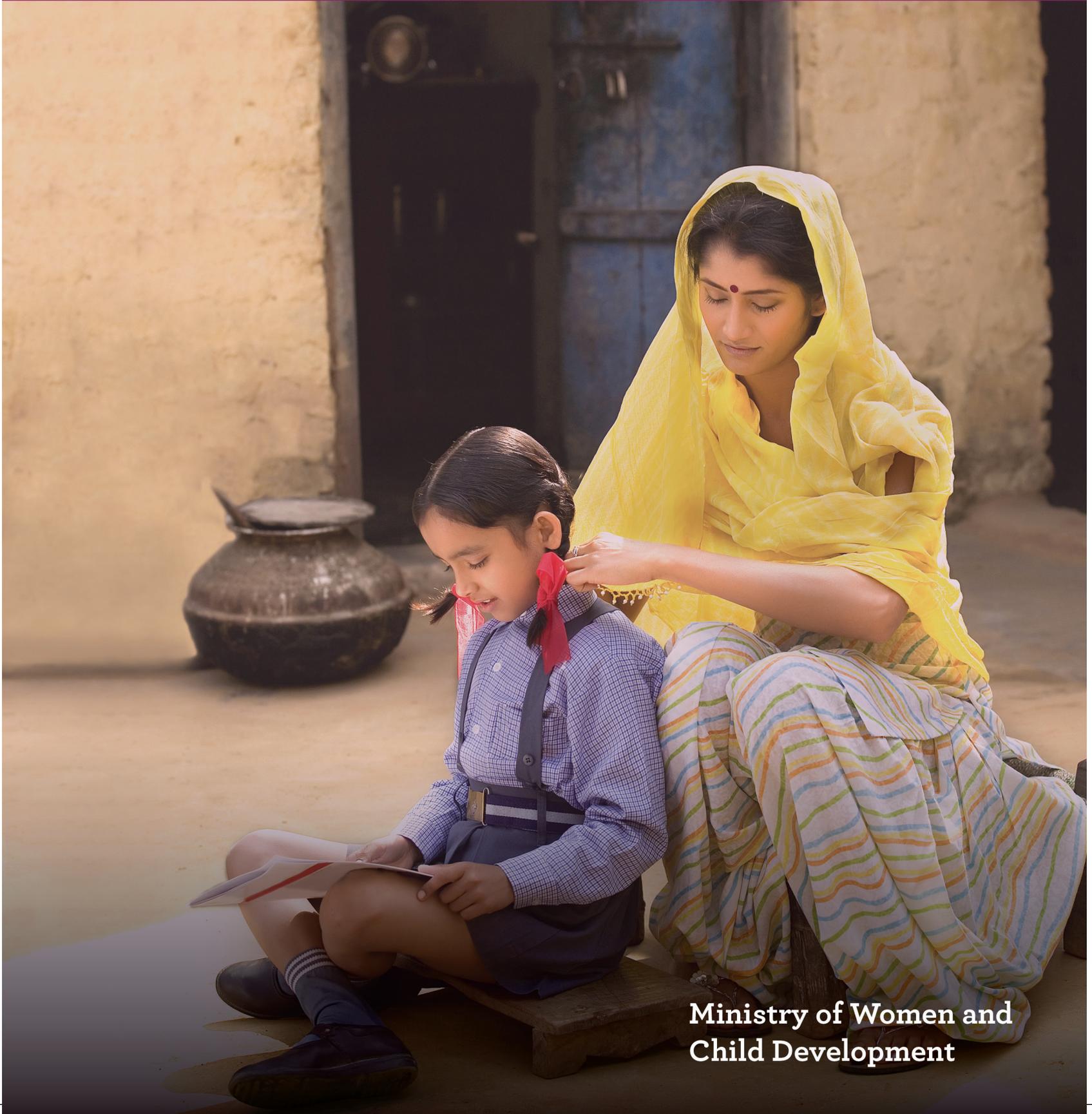




# Department of Administrative Reforms and Public Grievances



Ministry of Women and  
Child Development



# Contents

**01**

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**Introduction**

**04**

---

**Deep Dive Grievance Analysis**

05 Data Analysis

07 Root Cause Analysis

08 Systemic Reforms Recommendations

**09**

---

**Systemic Reforms**

**11**

---

**Case Studies On Reforms**

**12**

---

**Conclusion**

# 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 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 Women and Child Development (S.NO 33).

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
<b>33</b>	<b>Women and Child Development</b>	<b>9,773</b>
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 WOMEN AND CHILD DEVELOPMENT

The Department of Women and Child Development, Government of India, came into existence as a separate Ministry with effect from 30th January, 2006, earlier since 1985 it was a Department under the Ministry of Human Resources Development.

The Ministry was constituted with the prime intention of addressing gaps in State action for women and children for promoting inter-Ministerial and inter-sectoral convergence to create gender equitable and child-centred legislation, policies and programmes.



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

**3,359** complaints were received by Ministry of Women and Child Development in 2015-16

**50%** of grievances were received by division of women development

**13%** of the grievances were received by division of integrated child development scheme

**41%** of grievances were for category- poor women safety concerns

**12%** of the grievances were for category- poor functionality of Anganwadi workers

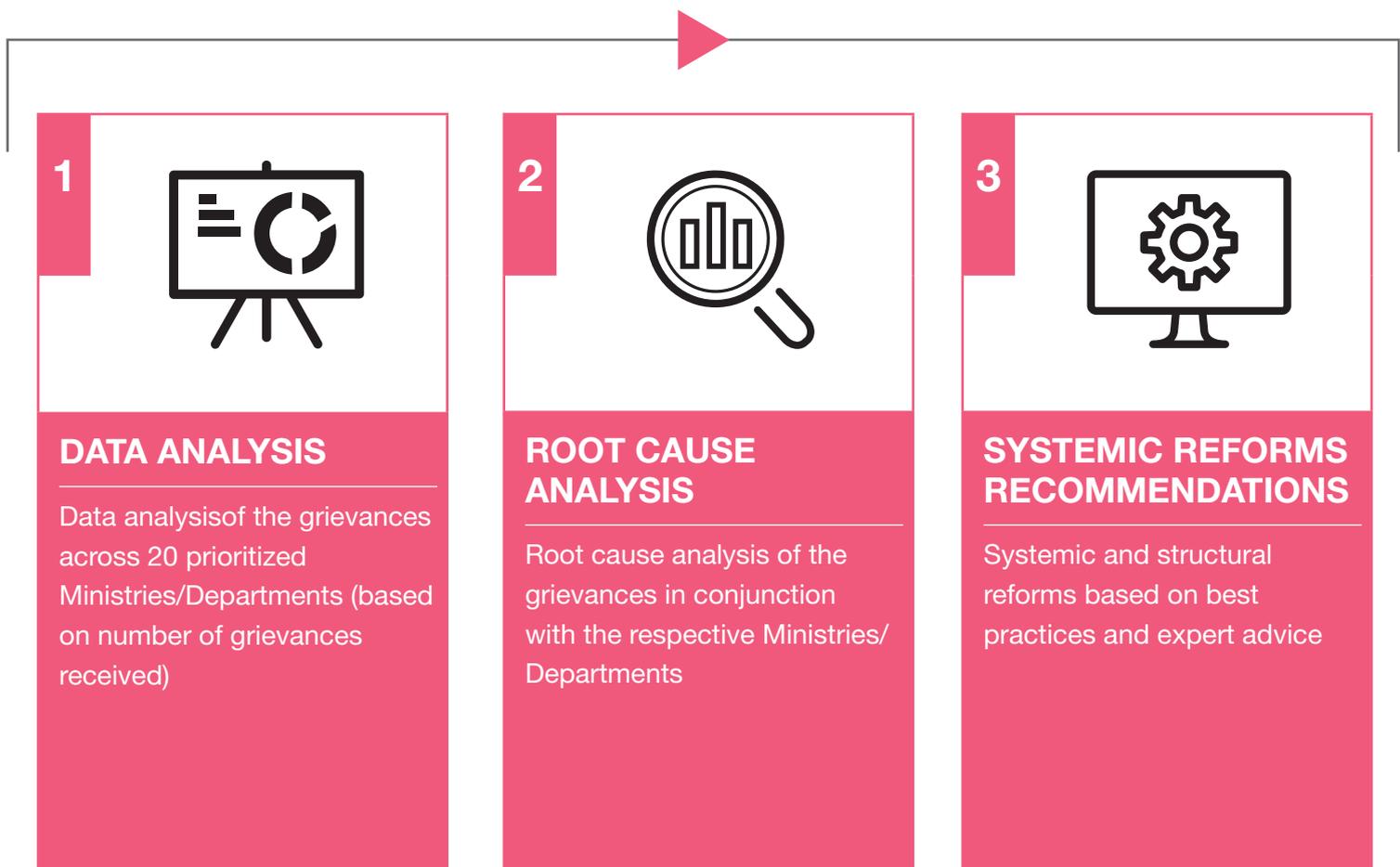
**46%\*** of the grievances will be impacted, as and when suggested reforms are incorporated

\*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 highest grievances were received by division of Women development, which accounted for 50% of grievances received. Another 13% of the grievances were received by division of integrated child development scheme and 11% by organization of national commission for women.

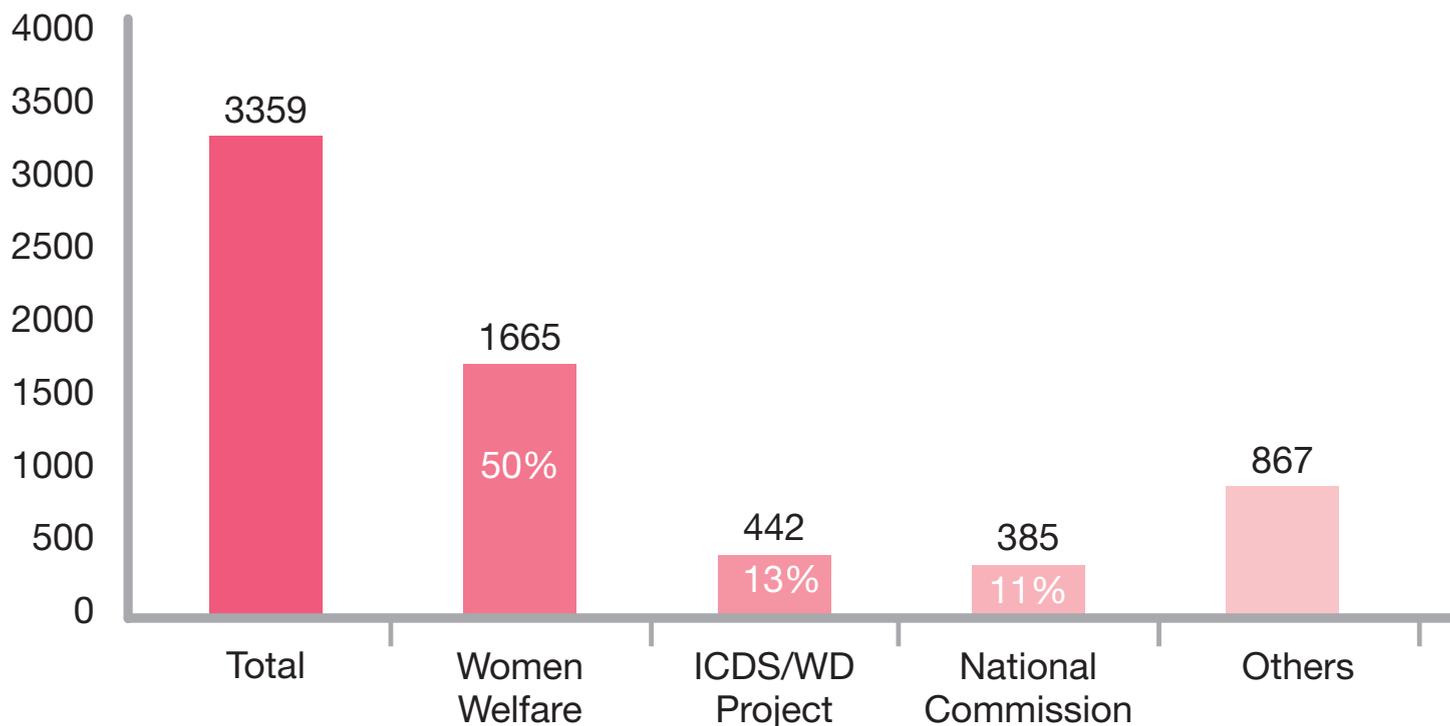


Chart 1: Categorized grievances received by divisions from 1.4.2015 to 31.3.2016

### 2.1.2 IDENTIFICATION OF FOCUS SERVICE

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

Table 2: Key Issues for catering grievances



The next step was grievance-by- grievance analysis for a sample of the grievances received by the top three divisions, namely, women development, integrated child development scheme and national commission for women.

## AN EXAMPLE OF A GRIEVANCE ANALYZED IS AS FOLLOWS

*“Wanting of justice of below discuss matter. Sir, I have the right to inform you that, On 15th Aug 2014. One govt servant (ARI-Srijung, Balasore, Odisha, Santosh Kumar Behera, S/O-Kailash Chandra Behera, , Dist- Balasore, State-Odisha). Raped me during dependency of the case the father of the accused threaten to kill me. This matter I inform the police and District Administration. But police had taken no satisfaction action. Now i feel my life is danger. So i prayed you to get proper justice.”*

## ACTION BY MINISTRY OF WOMEN AND CHILD DEVELOPMENT

*“It is to inform that your grievance is lacking necessary information required for registering your complaint in the Commission and initiate further action for its redressal. You are therefore requested to register your complaint giving detailed information at the following link with entire details of grievance : <http://ncw.nic.in/onlinecomplaintsv2/frmHome.aspx> The grievance received through CPGRAMS has therefore been closed.”*

For the Ministry of Women and Child Development, the top most issue for the Ministry accounting for 16% of grievances was no action on rape complaints, followed by harassment cases, which accounted for another 16% of the grievances, followed by Anganwadi issues, suggestions for Beti Bachao Beti Padoo Abhiyan and stringent laws needed for girls safety, accounting for another 12%, 9% and 9% of grievances respectively.

Table 3: Service identified to focus on for root cause analysis

S.No	Grievance Causing Issues	Impact*	Details
1	 Rape Complaints/Concerns	16%	<ul style="list-style-type: none"> <li>No action taken by police on rape complaints</li> </ul>
2	 Harassment Cases	16%	<ul style="list-style-type: none"> <li>Domestic violence and harassment by husband</li> <li>Harassment by supervisor at work place</li> </ul>
3	 Anganwadi Issues	12%	<ul style="list-style-type: none"> <li>Low salary of Anganwadi and ICDC workers</li> <li>No and improper functionality of Anganwadi workers</li> </ul>
4	 Suggestions for 'Beti Bachao Beti Padoo' Abhiyan	9%	<ul style="list-style-type: none"> <li>Share videos of Beti Bachayo on TVs</li> <li>Tax Rebates for citizens bearing girl child to incentivize birth of girl child</li> </ul>
5	 Stringent laws needed for girls safety	9%	<ul style="list-style-type: none"> <li>High concern for own/girl safety. Inability to move freely in the society</li> </ul>

\* Grievance Sample analysed: 330

## 2.2 ROOT CAUSE ANALYSIS (RCA)

With regards to grievance category- stringent laws needed for girls, the issue has been de- prioritized for reform recommendation exercise because of the policy demand nature of the complaint.

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 Ministry of Women and Child Development

Issue	Sub-Issue	Root Cause
Rape Complaints and Harassment issues	No/Inadequate punishment for rapists	<ul style="list-style-type: none"> <li>Extremely hard for women to speak up against rape. The society/policemen usually blame the women when they speaks up.</li> <li>The patriarchal mindset biases the judgment of policeman</li> <li>Lack of specific evidence to prove harassment</li> </ul>
Anganwadi Issues	Improper functioning of Anganwadi workers	<ul style="list-style-type: none"> <li>Low priority monitoring at centre level and left for state government. Moreover, less reasonable KPIs for monitoring</li> <li>Not enough emphasis on pre-school education by villagers</li> </ul>
Suggestions for Beti Bachao Beti Padoo (BBBP) Abhiyan	Insufficient publicity of Beti Bachayo Beti Padayo	<ul style="list-style-type: none"> <li>High expectations from BBBP scheme</li> </ul>

Grievance issues of suggestions on BBBP and Anganwadis are mapped to Beti Bachayo Beti Padayo and Integrated Child Development Services respectively.

Beti Bachao Beti Padhao (BBBP) addresses the declining Child Sex Ratio (CSR) and related issues of women empowerment over a life-cycle continuum. The key elements of the scheme include Enforcement of PC & PNDT (Pre-Conception and Pre-Natal Diagnostic Technique) Act, nation-wide awareness and advocacy campaign and multi-sectoral action in select 100 districts (low on CSR) in the first phase. There is a strong emphasis on mindset change through training, sensitization, awareness raising and community mobilization on ground.

Integrated Child Development Services (ICDS) is an Indian government welfare programme which provides food, preschool education, and primary healthcare to children under 6 years of age and their mothers. These services are provided from Anganwadi centres established mainly in rural areas and staffed with frontline workers. In addition to fighting malnutrition and ill health, the programme is also intended to combat gender inequality by providing girls the same resources as boys. The role of Anganwadi workers comprise showing community support and active participation in executing this program, conduct regular surveys of all families, organize pre- school activities , provide health education to families etc.

Chart 2: Key Schemes for catering grievances

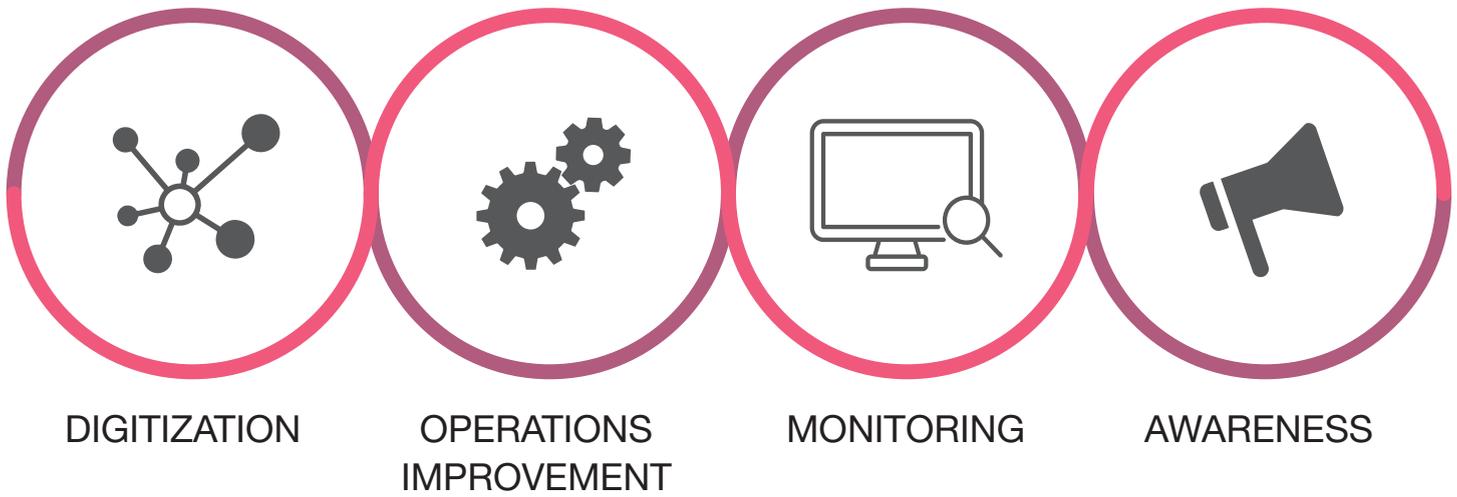


## 2.3 SYSTEMIC REFORMS RECOMMENDATIONS

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 Integrated Child Development Scheme and women safety across the following areas.

### AREAS ACROSS WHICH SYSTEMIC REFORMS ARE SUGGESTED



# Systemic Reforms



Women empowerment and ICDS impact each citizen. Therefore, it is of utmost importance that the process is streamlined, and monitoring is tight knit.

Anganwadi scheme has been one of the oldest schemes in the country. There are areas in terms of policy formulation, implementation where few reforms can bring a major impact. Ten recommendations have been made based on best practices adopted by state governments and other stakeholders.

Table 5: Systemic Reforms for women empowerment and ICDS scheme

S. No	Reform Category	Systemic Reforms	Ease of implementation
1	Digitization	Provide SOS safety apps to women (also provided by United Nations for developing countries). A similar app is also provided by various technology companies to ensure women safety by connecting victim/ needy with police stations.	Medium
2	Operations Improvement and awareness	Sensitize male cops on gender equality through training sessions. One of the means to achieve this is via collaboration with NGOs (example: SNEHA) for better execution Also, create champions in the training process to achieve last mile connectivity.	High
3	Operations Improvement and awareness	Launch national Helpline number for women to get immediate response.	Medium
4	Operations Improvement	Encourage establishment of more “Nirbhaya homes” (11 in Kerela) by sharing best practices with states.	Medium
5	Operations Improvement	Empower Panchayats to solve nutrition programs under Anganwadi by involving them in communication strategies. Prioritize monitoring and surveillance by strengthening existing data collection systems and linking ICDS to MGNREGA	Medium

6	Operations Improvement	Launch Anganwadi program in priority mode and monitor KPIs for anganwadis.	Medium
7	Awareness	Introduce child assault prevention program in schools to increase awareness and induce change in mindset.	Medium
8	Awareness	Run awareness campaigns on social media and television to establish gender sensitive society. #talkaboutit.	Medium
9	Awareness	Mobilize women communities (such as Mahila Mandal in Himachal Pradesh) to empower women. This will aid women to speak up against rape and sexual assault.	Medium
10	Monitoring	Monitor actions laid under 'Beti Bachao Beti Pado' scheme.	High



# Case Studies On Reforms



## 4.1 POLICE TRAINING BY SNEHA (NGO) FOR IMPROVING ACTION ON RAPE AND HARASSMENT COMPLAINTS



SNEHA developed and piloted an intervention in Mumbai that aimed to enhance the capacity of the police to take timely and appropriate action when women and children report violence. The process of conducting training sessions got the buy-in of the Deputy Commissioner of Police of these zones who agreed to carry the work forward. Following strategies were deployed by SNEHA to achieve its goal.

### Capacity-building/basic training related to gender-based violence and survivor centred responses

Through these trainings, SNEHA could identify areas for further training and skill development. For instance, through role-playing during the workshops, they learnt that future trainings needed to focus specifically on improving their understanding of gender and violence, enhancing their technical knowledge, improving their listening and communication skills, and increasing awareness of how their body language, indiscriminate use of power, and poor understanding of gender effects on women who report violence

## 4.2 EMPOWERED MAHILA MANDAL IN HIMACHAL PRADESH



Mahila Mandal is a village level forum for women to discuss their personal, social, political, spiritual and economic concerns. The Mahila Mandal drives the cleanliness programmes in their villages. Women have played a crucial role in strengthening these groups. Women have transitioned their energies from themselves to their families and then finally to the development of their very own communities and villages. Many women have been empowered by this process, finding new strength not only to help themselves, but those around them.

## 4.3 NIRBHAYA HOMES IN KERALA



Adding a new chapter to the raging debate of ensuring the safety of women and children in the highly literate society of Kerala, Chief Minister Oommen Chandy, launched the pathbreaking 'Nirbhaya', in Kochi .

Through the innovative scheme, the government aims at making the state women-friendly where women can safely travel even at midnight.

As part of the initiative, five rehabilitation centres will be set up at various places of the state which will provide facilities for education and employment to the victims.

# Conclusion



This Grievance Analysis Study analysed 330 grievances of Ministry of Women and Child Development, spanning across women safety and poor efficacy of Anganwadi workers. 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 Ministry of Women and Child Development and recommends the following priority systemic reforms:

- 01 Sensitize male cops on gender equality through training sessions.
- 02 Provide SOS safety apps to women (also provided by United Nations for developing countries).
- 03 Mobilize women communities (such as Mahila Mandal in Himachal Pradesh) to empower women. This will aid women to speak up against rape and sexual assault.
- 04 Launch Anganwadi program in priority mode and monitor KPIs for anganwadis.

## LIST OF EXPERTS CONSULTED

Table 6: List of experts

Ministry of Women and Child Development	Outside Ministry	Quality Council of India
• <b>Chetan Sanghi</b> - Joint Secretary	• <b>Meenakshi Gupta</b> - Co-founder, Goonj	• <b>Adil Zainulbhai</b> - Chairman
• <b>Ratna Anjan Jena</b> - Economic Advisor	• <b>Nayreen</b> - Programme Director, SNEHA	• <b>Dr. Ravi P. Singh</b> - Secretary General
	• <b>Dr Mala</b> - Founder Director- SADRAG	



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