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
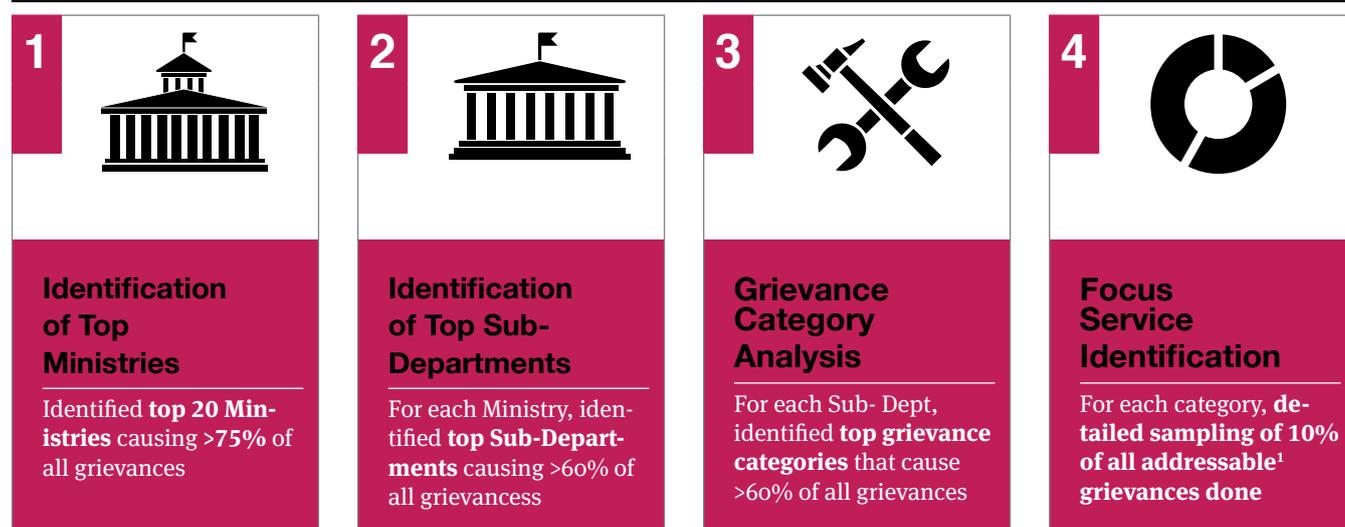
Approach

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 Ministry of External Affairs (rank 7).

List of top Ministries/Departments based on combination of quality parameters							
		No. of Grievances recieved		No. of Grievances pending (> 12M)		No. of Grievances pending (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 Ministry of External Affairs (MEA) also known as the Foreign Ministry is the government agency responsible for the conduct of India's relations with foreign countries. The Ministry is responsible for the country's representation in the United Nations and advises other Ministries and State Governments when the latter have dealings with foreign governments or institutions.

Of all divisions of MEA, the division that is important for public grievances is the Passport divisions. This division operates under the Foreign Secretary. The Passport Service Project (and the Passport Seva Kendras) delivers passports & related services through 37 offices across the country & 180 Indian Embassies and Consulates abroad.

A Passport is an essential travel document for those who are traveling abroad for education, tourism, pilgrimage, medical attendance, business purposes and family visits. During the last few years, the growing economy and spreading globalization have led to an increased demand for Passport and related services. This increased demand for passport and related services is coming from both large cities and smaller towns, creates a requirement for targeted focus on resolving grievances and ensuring high service quality to citizens.

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, in case of Ministry of External Affairs, the classification of the sub-departments to which the grievances are forwarded to are not very distinctly classified, and regional departments of the Central Board of Direct Taxes, which are equivalent of having zonal Ministry of External Affairs' with similar sub-departments.

Hence, we have tried to evaluate the cities/regions which have received maximum of complaints, and as per our analysis the Ghaziabad region accounted for 16% of the grievances, followed by the Kolkata region

which accounted for 12% of all grievances and the third highest was the Bangalore region which accounted for nearly 9% of all grievances.

If the Ministry focuses on the top 11 states, it will be able to address ~75% of all grievances that they are receiving, and we should now focus on identifying the key issues faced by these areas

Focusing initially on top 11 states will address ~75% of the problem (Ministry of External Affairs) grievances
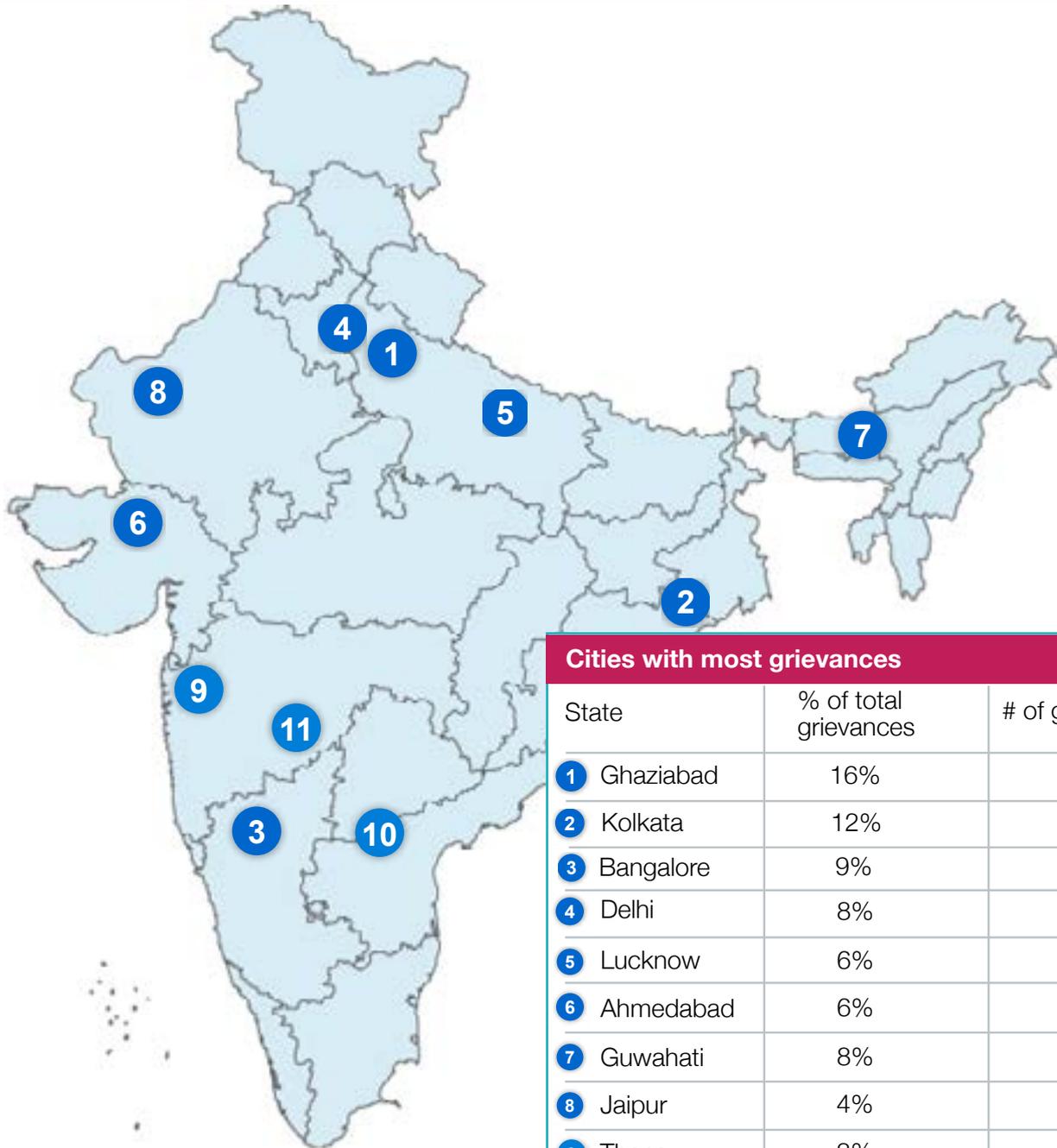
Cities with most grievances

	State	% of total grievances	# of grievances
1	Ghaziabad	16%	248
2	Kolkata	12%	194
3	Bangalore	9%	142
4	Delhi	8%	132
5	Lucknow	6%	102
6	Ahmedabad	6%	90
7	Guwahati	8%	90
8	Jaipur	4%	59
9	Thana	3%	53
9	Hydarabad	3%	49
10	Pune	3%	48
	All States	76% of 1600 total grievances	

1 All grievances reported between 01/04/2015 & 31/08/2015 across all touch points

Identification of Focus Service

The next step as defined in the process earlier, is to grievance-by-grievance analysis for a sample of the grievances received by these regions, and the top recurring addressable issues across the regions have been summarized below in the table.

The top most issue for the Ministry is the inefficiency in the fresh passport process which accounts for 75% of all addressable grievances,

followed by the long delay in passport re-issue or renewal which accounts for 21%.

The specific details of these three types of grievances issues and the other grievances issues have been detailed out in the table below

3 services identified to focus on for designing process reforms

Top Grievance Causing Services (QCI defined)	Impact %[1]	Details[2]
1 **Inefficiency in fresh passport process**	75%	• **Long wait to get passport, after submission of documents, completion of police verification (average 2-4 months)** • **Long delay in police clearance certificate process - bottleneck** • **Multiple visits to RPO[3] as no clarity on documents required**
2 **Long delay in passport re-issue or renewal**	21%	• **Delay in correcting faulty details filled in old application** • **Application on hold for wrong reason (e.g. submission of unnecessary documents)**
3 **Issues with RPO service quality**	4%	• **No response by customer care despite repeated calls** • **No toilets, water facility at RPO; File lost sometimes**

1 % of total addressable grievances

2 90% of total addressable grievances received by Ministry of External Affairs between 1/4/2015 and 31/8/2015

3 Regional Passport Office

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 for further deep-dive and root cause analysis.

The two issues chosen, namely, (1) Inefficiency in fresh passport process (2) Long delay in passport re-issue or renewal, and (3) Issues with RPO service quality Issuance process account for ~90% of all grievances, and are further analyzed for systemic reforms

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 & Next Steps)

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 corresponding solution or recommendation is designed. These recommendations are arrived at in conjunction with the ministry representative.

Since, these issues faced by the departments at the Central level in India have been faced before by other organizations in both the private and public sector in both India and globally. The global and local learning's have been incorporated into the recommendations made for each one of the process reforms.

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 undertaken by the government has been mentioned in the following part of the report.

Summary of Ministry of External Affairs process reforms
Issue analysis and proposed solution

Focus issue	Root Cause	Proposed solution	Current status
Long delay in obtaining passport	• Delay as police verification marked not cleared for applicant • Lack of policy knowledge, thus, incomplete document submission e.g. birth certificate required for DOB post 1989 but not submitted	• Most grievances arise in **exceptional cases** (e.g. delay in enquiry of incomplete documents) • DARPG-QCI **reform effort to focus on improving CPGRAMS website** to streamline inflow of complaints	• Public private partnership model with TCS in place - clearly defined SLAs • Electronic tracking system in place
Issues in police verification	• Delay in police visit • Delay in submission of police clearance report at RPO • Police attitude unprofessional in some areas		
Multiple visits to RPO	• Applicants' document incomplete, especially in case of exceptions • Lack of usage of e-tracking system		
Delay in correcting applicant details	• Inefficiency in scrutinizing applicant details in first time		
Delay for submission of "unnecessary" documents	• Applicants unable to make use of website for required documents in case of exceptions		

Focus issue	Root Cause	Proposed solution	Current status
Lack of response from Customer Care	• Applicants unable to make use of website for required procedure and documents		
Lack of facilities at RPO (e.g. toilet, chair)	• Applicants bring visitors against advice; TAT clearly defined per person – do not need extra chairs		

For each one of the suggestions/recommendations given above, ownership of the reforms lie with the respective owners of these projects. The above recommendations will serve as starting point for further discussions within the Ministries/Departments to ensure quality delivery of services to the citizen.

In the case of Ministry of External Affairs, nearly all the recommendations have already been implemented. Grievances are usually exceptional cases, thus implying that it is critical that the grievance redressal process is functioning effectively. It is recommended that this be prioritized for the Ministry