



Department of  
Personnel & Training



# 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

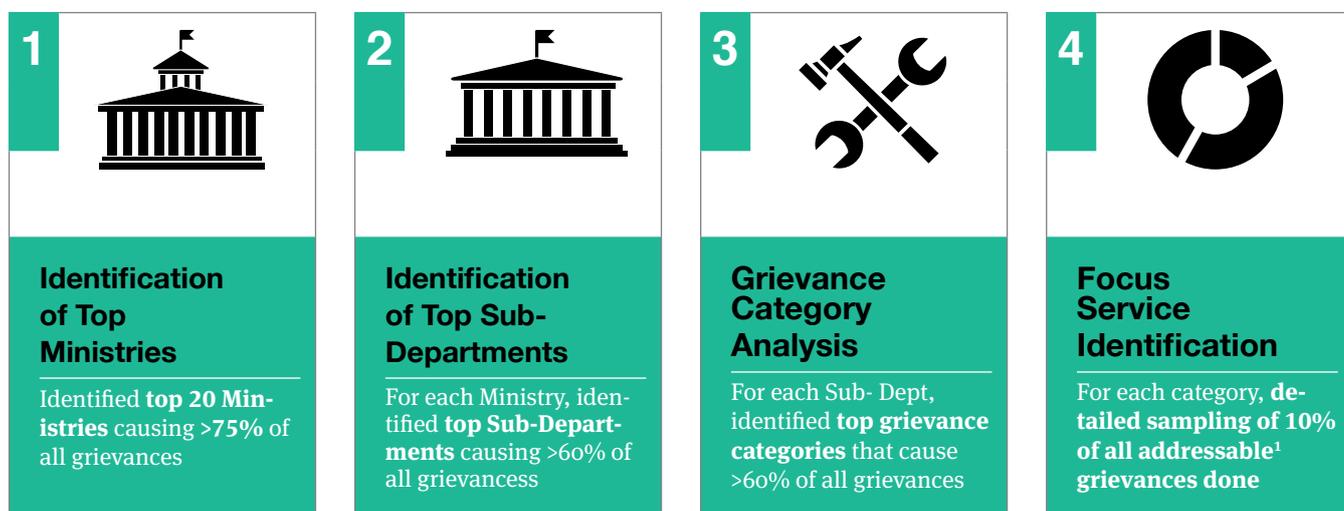
## Approach

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



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 Personnel and Training (rank 14).

### List of top Ministries/Departments based on combination of quality parameters

Overall Rank	Ministry	No. of Grievances recieved # of grievances		No. of Grievances pending (> 12M)		No. of Grievances pending (6M - 12M)	
		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

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Department of Personnel & Training is concerned with the formulation of policy and the watchdog of the Government ensuring that certain accepted standards and norms, as laid down by it, are followed by all Ministries/Departments in the recruitment, regulation of service conditions and posting transfers and deputation of personnel as well as other related issues.

It controls the cadres of the Indian Administrative Service (IAS) and the Central Secretariat Service (CSS). DOPT is also responsible for the appointment of Chairman, Managing Director, full-time functional Director/ Member of the Board of Management of various public sector undertakings/en-

terprises, corporations, banks and financial institutions. It also deals with the assignment of Indian experts to various developing countries.

The Lal Bahadur Shastri National Academy of Administration and the Institute of Secretariat Training and Management are two major training institutions directly under the administrative control of the Department.

## Identification of top Sub-Departments

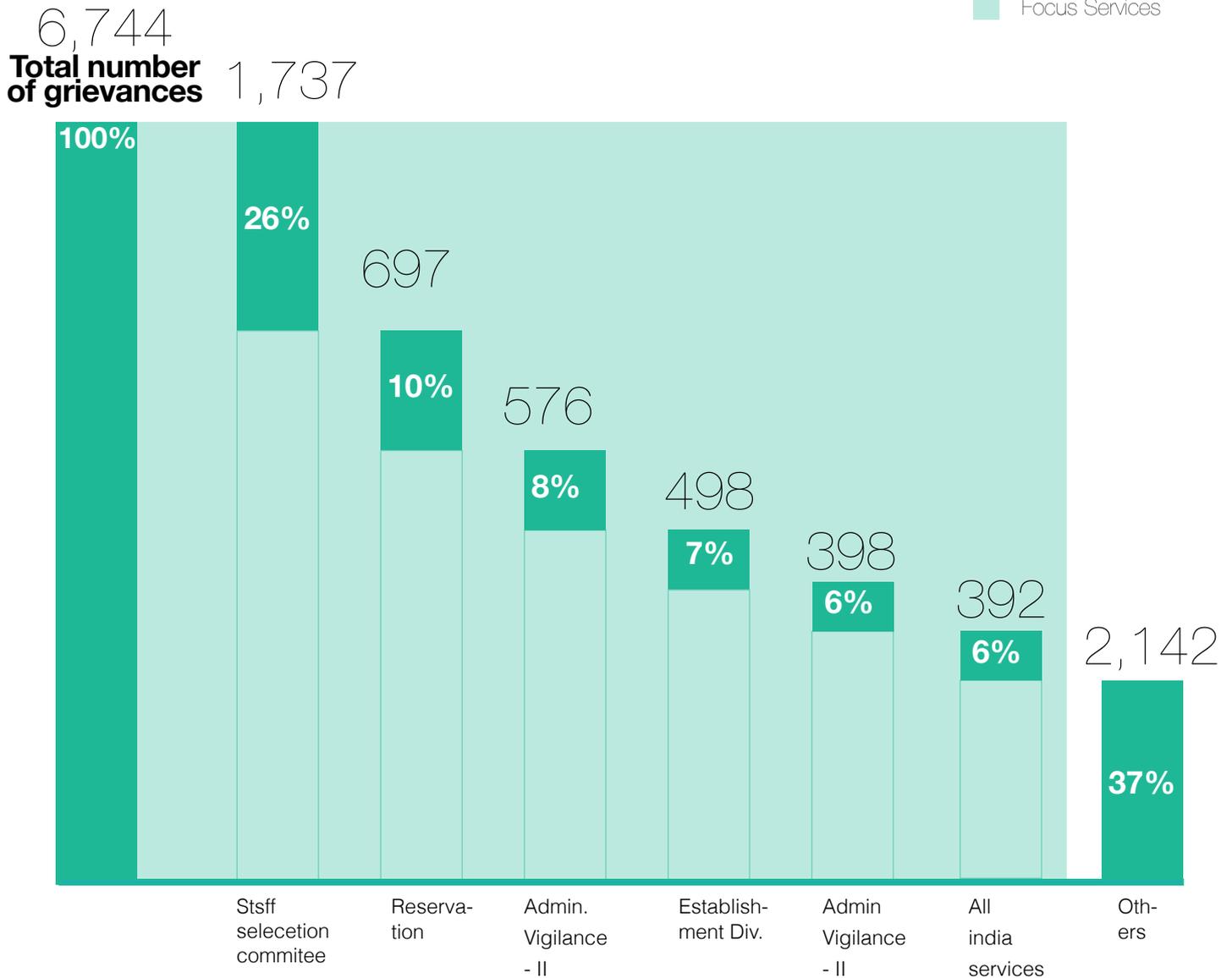
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As per the methodology mentioned above, the first step was to break the grievances down in terms of the sub -departments it was being forwarded to.

These sub-departments have been defined as per the officer-in-charge who it is forwarded to within the Department/Ministry, as defined by the respective Department/Ministry. For the Department of Personnel & Training, the sub-departments receiving maximum number of complaints have been defined by service/responsibility of that organization. The highest grievances have been received by Staff Selection Committee (account for 26% of grievances) (as defined by the Ministry), and the next highest grievances received by other Reservation - accounting for 10% of all grievances.

The figure below depicts the sub-departments 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 3 departments, namely Staff Selection Committee, Reservation, Admin. Vigilance - II, Establishment Division and All India Services account for ~70% of all grievances and have the grievances received by these sub-departments have been analyzed further.

## Categorized grievances received by Sub-Departments<sup>1</sup>



<sup>1</sup> All grievances reported between 01/04/2015 & 31/08/2015 across all touch points.  
SOURCE : DARPG data<sup>2</sup> State Bank of India

## 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 the top 4 sub-departments, namely, Staff Selection Committee, Reservation, Admin - Vigilance II, Establishment Division, Admin Vigilance - II, All India Services.

For the Department of Personnel & Training, the top recurring addressable issues across the sub-departments have been summarized below in the table.

The top most issue for the Department is related to Common Graduate Level Examination, which accounts for ~34% of all addressable grievances, followed by the issues related to State Selection Committee exam issues, which account for 19%. The specific details of these two type 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

Focus services  
for deep dive

Top Grievance Causing Services (QCI defined)	Impact % <sup>1</sup>	Details <sup>2</sup>
1 CGL <sup>2</sup> exams related issues	34%	<ul style="list-style-type: none"><li>• Delay in release of results, joining details</li><li>• Alleged lack of transparency in CGL</li><li>• Delay in doc. verification process</li></ul>
2 SSC <sup>3</sup> exam related issues	19%	<ul style="list-style-type: none"><li>• Alleged lack of transparency in SSC exams</li><li>• Delay in allotment to depts. (joining details)</li></ul>
3 Reservation system ineffectiveness	12%	<ul style="list-style-type: none"><li>• Reservation system not followed in certain recruitment processes</li><li>• Delay in procurement of caste certificates</li></ul>

1 Impact is defined as a fraction of all addressable grievances - those that can be solved through administrative reforms

2 Combined Graduate Level Examination; 3 State Selection Commission

### 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 3 grievance causing services are chosen for further deep-dive and root cause analysis.

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, 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 detailed root cause analysis for each of the issues follows thereafter, giving an understanding of the procedure used to arrive at these recommendations.

### Summary: DoPT Top Process Reforms

Process Reform		Description	Proposed Owner	Ease of implementation
1a	<b>Online examination for CGLE, other SSC exams</b>	<ul style="list-style-type: none"> <li>Online examination mode, with dynamically chosen set of questions from an existing pool</li> </ul>	SSC	
1b	<b>Online document collection</b>	<ul style="list-style-type: none"> <li>Collection of documents online from the selected applicants</li> <li>Verification of documents to be done at the respective joining Dept./Ministry</li> </ul>	SSC, respective Dept./Ministry	
1c	<b>SMS notification to applicants</b>	<ul style="list-style-type: none"> <li>SMS notification to applicants of final results, with next steps mentioned</li> </ul>	SSC	
2	<b>Central online database for caste certificates</b>	<ul style="list-style-type: none"> <li>Unique ID (e.g. Aadhar) allocation to each applicant with details stored in the system</li> </ul>	Reservations Dept. (DoPT)	

Ease of implementation  High  Medium  Low

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 undertaken 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.

## 1

**CGL/SSC exams issues**

## Issue analysis and proposed solution

Focus issue	Root Cause	Proposed solution	Current status
<b>Alleged lack of transparency in CGL exams</b>	<ul style="list-style-type: none"> <li>Large perception issues of the leaking of papers or intolerance towards cheating, as the paper is manual</li> </ul>	<p>a <b>Online examination with dynamic set of questions:</b> Examination to be conducted on an online platform:</p> <ul style="list-style-type: none"> <li>Question set to be chosen for each candidate to be chosen dynamically from a pool</li> </ul> <p>e.g.: BITSAT - entrance examination for Birla Institute of Technology has an online examination system with a different question set for each student</p>	<ul style="list-style-type: none"> <li>Online examination system being proposed by the SSC</li> </ul>
<b>Delay in document verification process</b>	<ul style="list-style-type: none"> <li>Documents are collected, verified physically at the SSC before final allocation to the respective Dept./Ministry</li> <li>Delay in receiving of intimation by the SSC about the process, deadlines</li> </ul>	<p>b <b>Two step-verification process:</b></p> <ul style="list-style-type: none"> <li>Online uploading for Tier-II selected candidates; checked by SSC to ensure relevance</li> <li>Verification at respective Dept./Ministry before joining</li> </ul> <p>c <b>SMS notifications</b> to the respective qualified candidates about procedures</p>	<ul style="list-style-type: none"> <li>No plan for online document receiving process</li> <li>Certain depts. do verification at their level after SSC verification</li> <li>SMS notification implemented in certain cases; to be extended for all candidates</li> </ul>

## 2

**Reservation system ineffectiveness**

## Issue analysis and proposed solution

Focus issue	Root Cause	Proposed solution	Current status
<b>Delay in procurement of caste certificates</b>	<ul style="list-style-type: none"> <li>Lack of awareness of procedures for creating of caste certificates</li> <li>Manual verification through ancestral records; no central database</li> </ul>	<ul style="list-style-type: none"> <li><b>Maintaining of central online database:</b> Details of each candidate to be fed online with a unique ID (e.g. Aadhar):</li> <li>For ancestral proof, online database can be searched for with the relevant unique ID</li> <li>Unique ID can be used across systems for verification of caste; can be cross-checked in detail with the database</li> </ul>	<ul style="list-style-type: none"> <li>No plan in place</li> </ul>

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.

