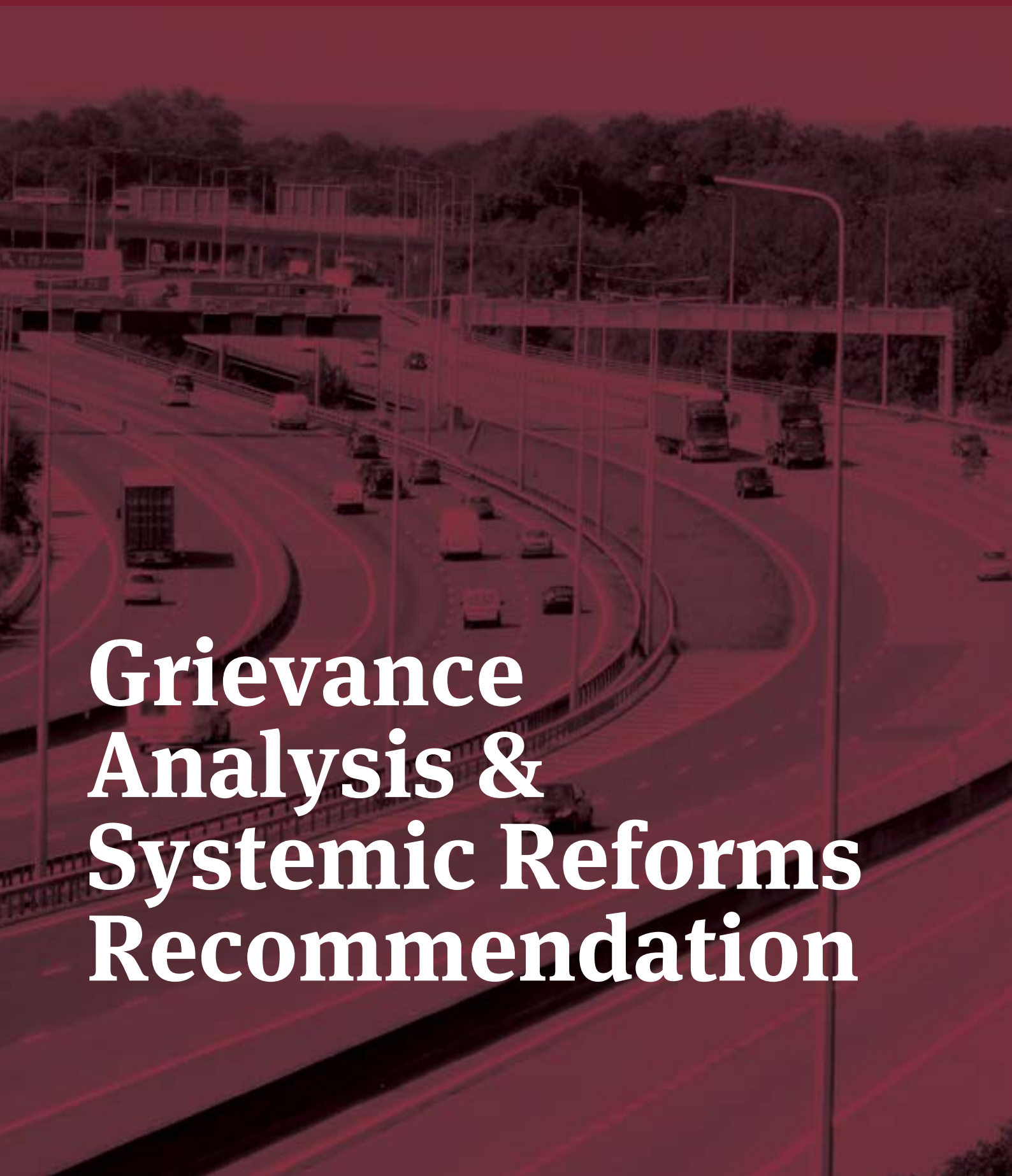
Ministry of
Road Transport
& Highways

QCI



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 Ministry of Road Transport and Highways (rank 15).

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

			No. of Grievances recieved # of grievances		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 Road Transport and Highways, under the Government of India, is the apex body for formulation and administration of rules, regulations and laws governing road transport and national highways, in order to increase the mobility and efficiency of the road transport system in India. Road transport is a critical part of the essential infrastructure for economic development of the country. It directly influences the pace, structure and pattern of development in India. Roads are responsible for ~60% of total goods that are transported in India and ~85% of passenger traffic. Hence, development of this sector is of paramount importance for India and accounts for a large part of the annual budget.

The Minsitry is divided into two major sections:

1. Road Wing: This wing is responsible for planning, development and maintenance of National Highways, and provides assistance to the State governments for the state roads, and for inter-state roads

2. Transport Wing: This wing primarily deals with regulation of Motor Vehicles from registration to administration, also for the taxation of motor vehicles

The Ministry provides an essential service to the country, and its optimal functioning is integral to economic development and uninterrupted everyday-life in the country. This report is a thorough assessment of the Ministry of Road Transport & Highways, based on the grievances that it has received.

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.

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.

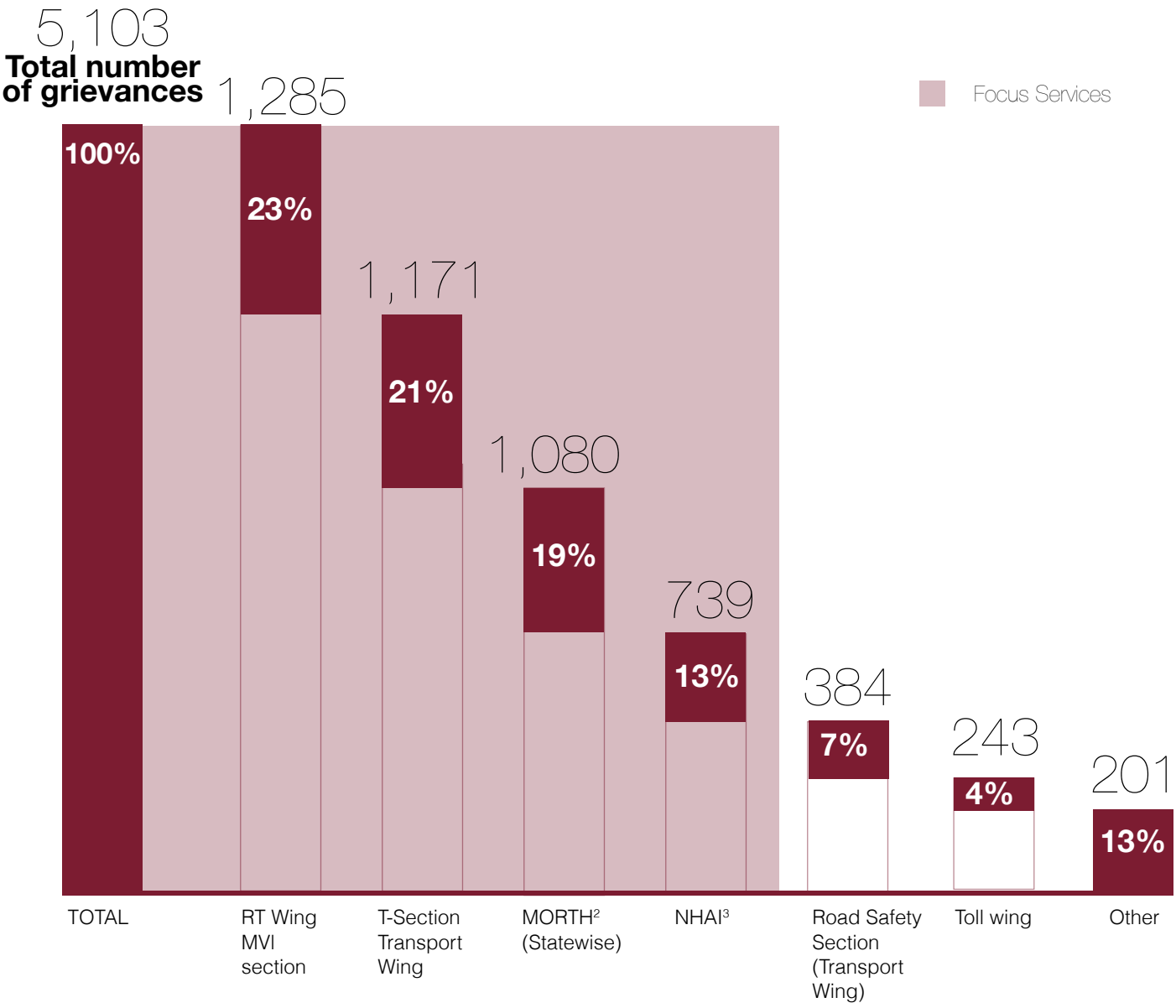
For the Ministry of Road Transport and Highways, the sub-departments receiving maximum number of complaints have been defined by service/responsibility of that Director.

The highest grievances have been received by the Road Transport Wing - MVL section (as defined by the Ministry), which accounts for 23% of all grievances, and the next highest grievances received by T-Section Transport Wing, which accounts for 21% of all grievances received by the Ministry

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 4 departments, account for ~75% of all grievances and have the grievances received by these sub-departments have been analyzed further

Top 4 Sub-Depts. account for ~75% of all received grievances

Categorized grievances received by Sub-Departments[1]



1 All grievance reported from 01/04/2015 to 31/08/2015 across all touch points
2 National Highway Authority of India
3 Ministry of Road Transport & Highways
SOURCE: DARPG data

Conclusions

Only 4 Sub-Depts chosen that constitute ~75% of all grievances. Specifically, the Sub-Departments are RT Wing MVL Section, T-Section Transport Wing, Road Transport & Highways (State-wise) and NHAI

For these Sub-Depts, detailed grievance analysis is to be conducted.

Top 10 states account for ~74% of all received grievances

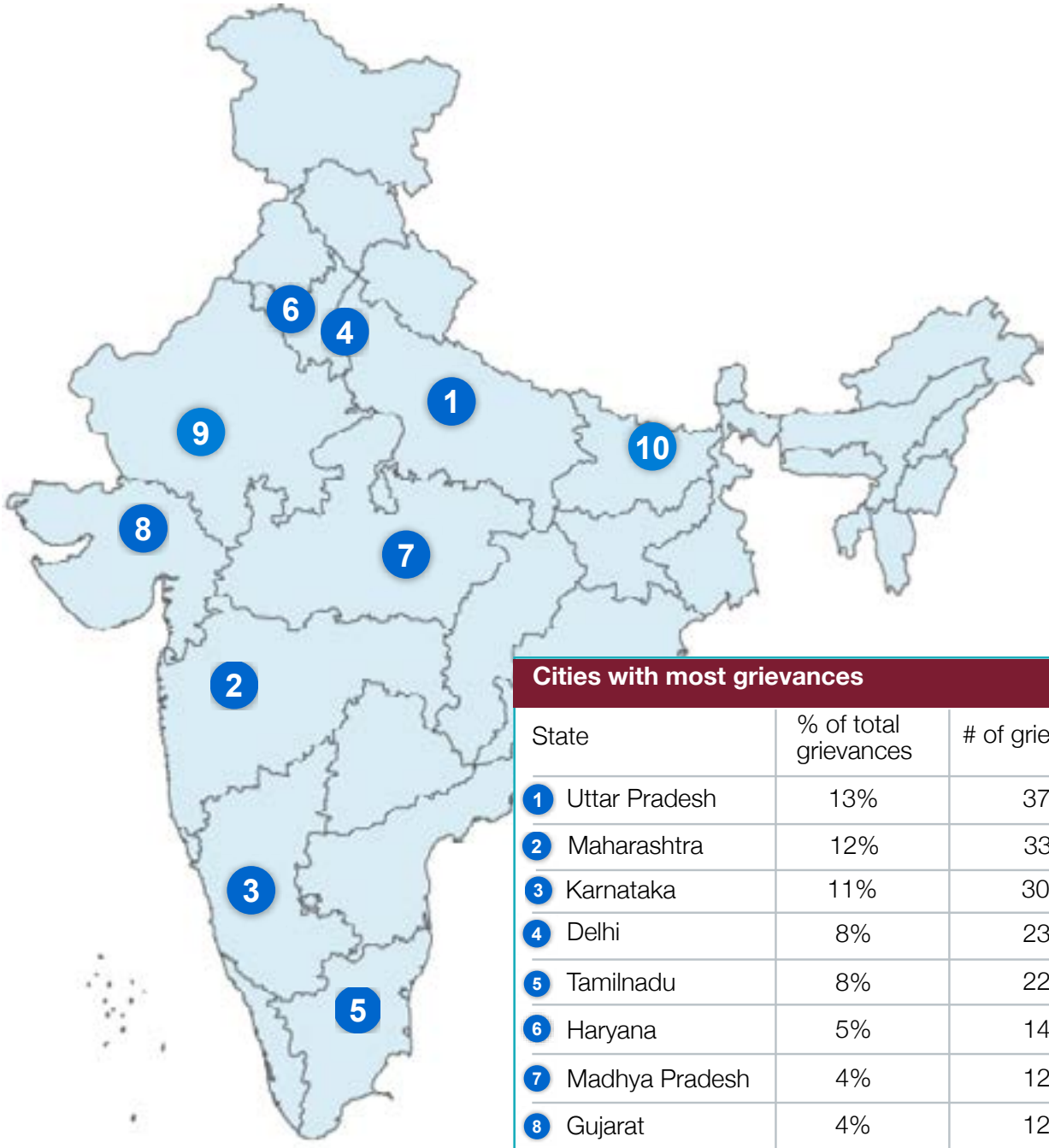
Geographical analysis for Road Transport & Highways

Identification of top grievance causing geographies

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 Road Transport and Highways, it also makes sense to assess the geographies in which the number of grievances are high, which gives a sense of the states in which the government should take steps in to ensure maximum impact.

Hence, we have tried to evaluate the cities/regions which have received maximum of complaints, and as per our analysis the Uttar Pradesh region accounted for 13% of the grievances, followed by the Maharashtra region

which accounted for 12% of all grievances and the third highest was the Karnataka region which accounted for nearly 11% of all grievances.



Cities with most grievances

State	% of total grievances	# of grievances
1 Uttar Pradesh	13%	371
2 Maharashtra	12%	335
3 Karnataka	11%	303
4 Delhi	8%	235
5 Tamilnadu	8%	224
6 Haryana	5%	141
7 Madhya Pradesh	4%	124
8 Gujarat	4%	120
9 Rajasthan	4%	115
10 Bihar	4%	110
All States	74%	2,078

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, RT Wing - MVL Section, T-Section, Transport Wing, National Highway Authority of India, and a combination of the state-wise Ministries of the Road Transport and Highway Wing.

For the Ministry of Road Transport and Highways, the top recur- ring addressable issues across the sub-departments have been summarized below in the table.

The top most issue for the Ministry is the quality of roads is below par centres which accounts for ~58% of all addressable grievances, followed by the Enforcement of traffic rules or its following which account for 12%. The specific details of these two type of grievance issues and the other grievances issues have been detailed out in the table below

Top 4 services identified to focus on for root cause analysis

	Top Grievance Causing Service	Impact %[1]	Details
1	Quality of roads is below par	58%	• Condition of roads is below par, with potholes, regular digging etc. • Incomplete road construction projects, leading to traffic issues • Maintenance of roads/highways is not done properly • Road infrastructure (like pavements) not being maintained
2	Traffic rules not enforced/ followed	12%	• Traffic rules not being enforced properly; should be more stringent • Traffic rules not followed (like lane discipline) by commercial vehicles
3	Vehicle registration process is cumbersome	8%	• Registration is cumbersome, in case of transfer of states • Complicated vehicle registration process for the specially abled
4	Inadequacy in public transport service	7%	• Public buses are obsolete, lack proper infrastructure • Overcharging of ticket prices in public transport buses

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

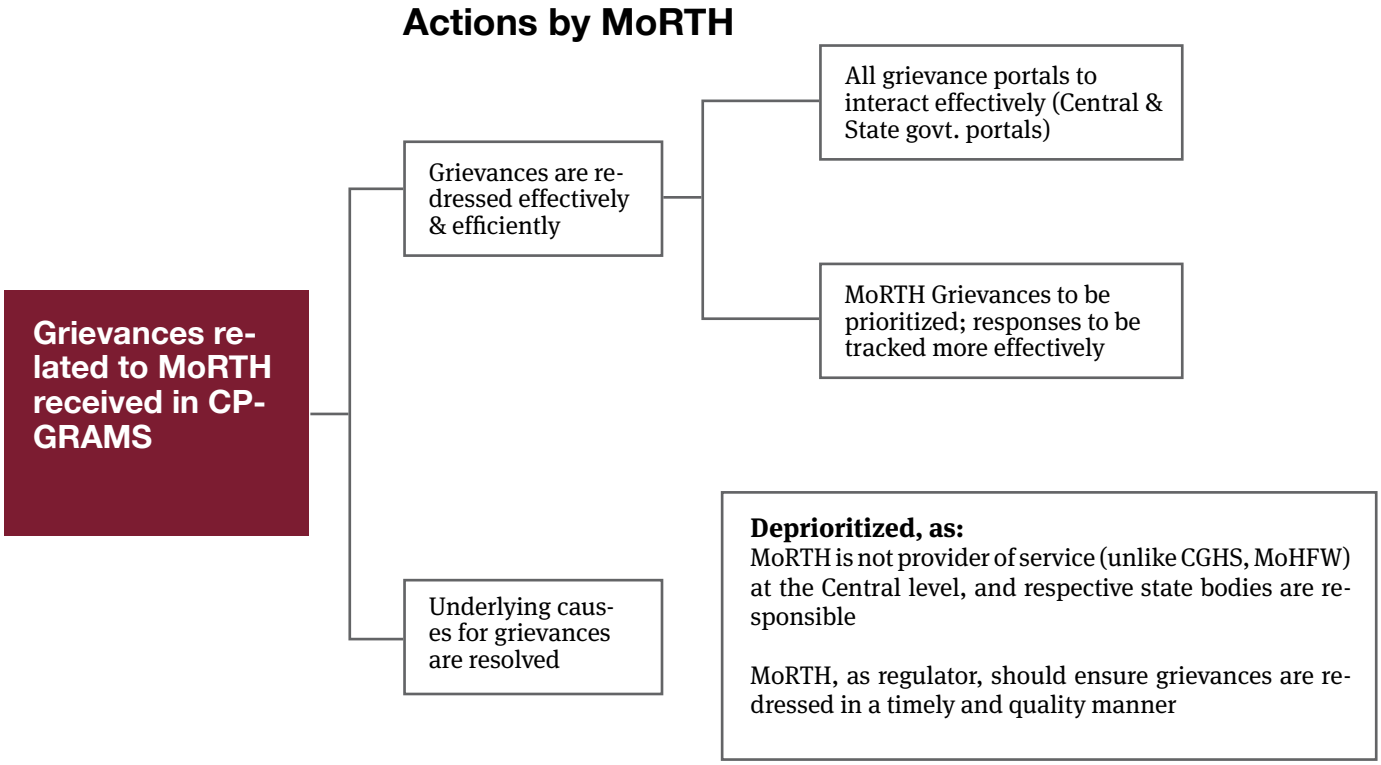
Conclusions

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 4 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

PROCESS REFORMS DESIGN

Focus primarily on grievance redressal & regulation for MoRTH[1] through CPGRAMS



GRIEVANCE PROCESS REFORM DESIGN

The grievance redressal process, is one that is of utmost importance, as it is a sign of dissatisfied customers, and it is of utmost importance to ensure customer satisfaction.

Hence, in order to ensure that, it is important to have robust and efficient grievance redressal mechanism, which is of extreme importance to the governing authorities.

The key components of a quality grievance redressal mechanism are:

1. Input of grievances should not only be user-friendly, but also identify the right stakeholder for redressal

2. The grievances should be treated with criticality, and with importance, as it is a sign of a dissatisfied customer

3. The grievance redressal process should be efficient and should lead to quick redressal

4. A management system in place, to ensure that each one of the stakeholders responsible for grievance redressal ensures that they ensure quality redressal, and this is tracked on a regular basis.

The following table details out the various aspects that need to be considered for each one of these points, and the corresponding best practice followed in that matter.

Improvements in grievance addressing mechanism

	Issues	Present state	Proposed solution	Best practices
1	**Input of grievances by citizen**	Input categorization **not citizen friendly** All inputs **categorized as grievances**	Citizens can c**hoose from list of top recurring issues** Input categorization as Query, Suggestion or Grievance	
2	**Criticality of grievance**	**PMO grievances not flagged** as important or treated with criticality	**Tracking of responsiveness** of states; slow redressal to be flagged and addressed	
3	**Delay in forwarding of grievances**	**Manual forwarding** of grievances to the respective stakeholder	**Auto-forward to based on input** (of state and type of issue) chosen by citizen	CPGRAMS auto-forwards complaints if Ministry is input
4	**Accountability of states**	No disposal report submitted by the states to the Centre	**Regular tracking, monitoring of customer satisfaction** (of redressal) Monitoring grievance redressal parameter for state bodies	
5	**Interaction of portals**	CPGRAMS & state grievance redressal machineries not interacting with each other internally	CPGRAMS to be linked to individual state PG portals, with intimation sent to	

1 A well designed portal for citizens is required to ensure efficient grievance redressal; examples of changes suggested below

Separate suggestions and queries

The key to a well designed grievance portal is to ensure that the right type of input is asked from the customer, the citizen in this case.

The two important categorization levels required at the input level are as follows:

1. Issue type: It is important to understand the difference between as 1) Suggestions, 2) Queries, and 3) Complaints. A provision of a portal for reaching out to the higher authorities is inevitably used for any of these, and also RTI in case of India.

It is important to segregate this at the beginning, as the redressal of each one of them is separate from the other.

2. Grievance issues: The categories of grievance causing issues that are provided at the portal, should be specific to the grievance causing services, and the top recurring services rather than just generic categorization, and it should be specific to that particular Ministry/Department.

Another important thing that needs to be done is acknowledgement of the grievance that has come in. A standard protocol followed by private sector customer care cells is to acknowledge the same by sending a confirmation over mail and through SMS.

Sample: Dept. of Financial services Complaints portal

Optimal grievance categorization

- Categorization specific to grievance causing services
- Option for Miscellaneous category to make list comprehensive

Intuitive user input design

- Allows citizens to define the specific issue to minimize effort for employees to categorize & forward
- Employees to focus on redressal rather than responding

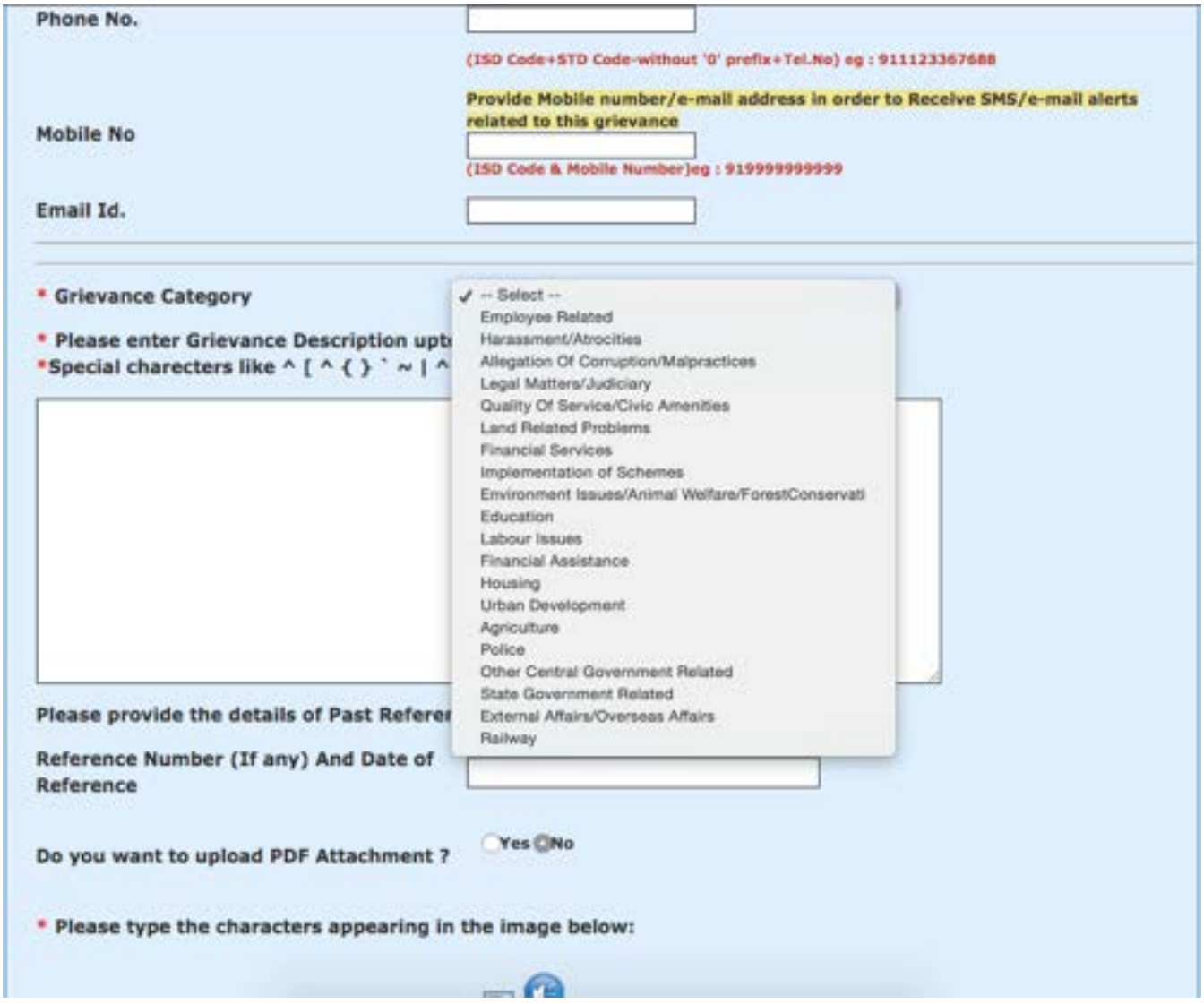
The portal for collecting the grievances from the citizen should be both, citizen friendly and intuitive to use. It is imperative to understand, that the citizen does not know what his problem is, and giving a free-text option instead of an objective list from which the citizen can chose from, makes it tougher for redressal.

As mentioned earlier as well, the categories for grievances facing the citizen on the portal should also be more oriented towards the services offered rather than a set of generic categories.

A re-designed version of the portal has been shown below, as per learnings from the private sector for making the website citizen friendly and intuitive, and contrasted with the original version of the website

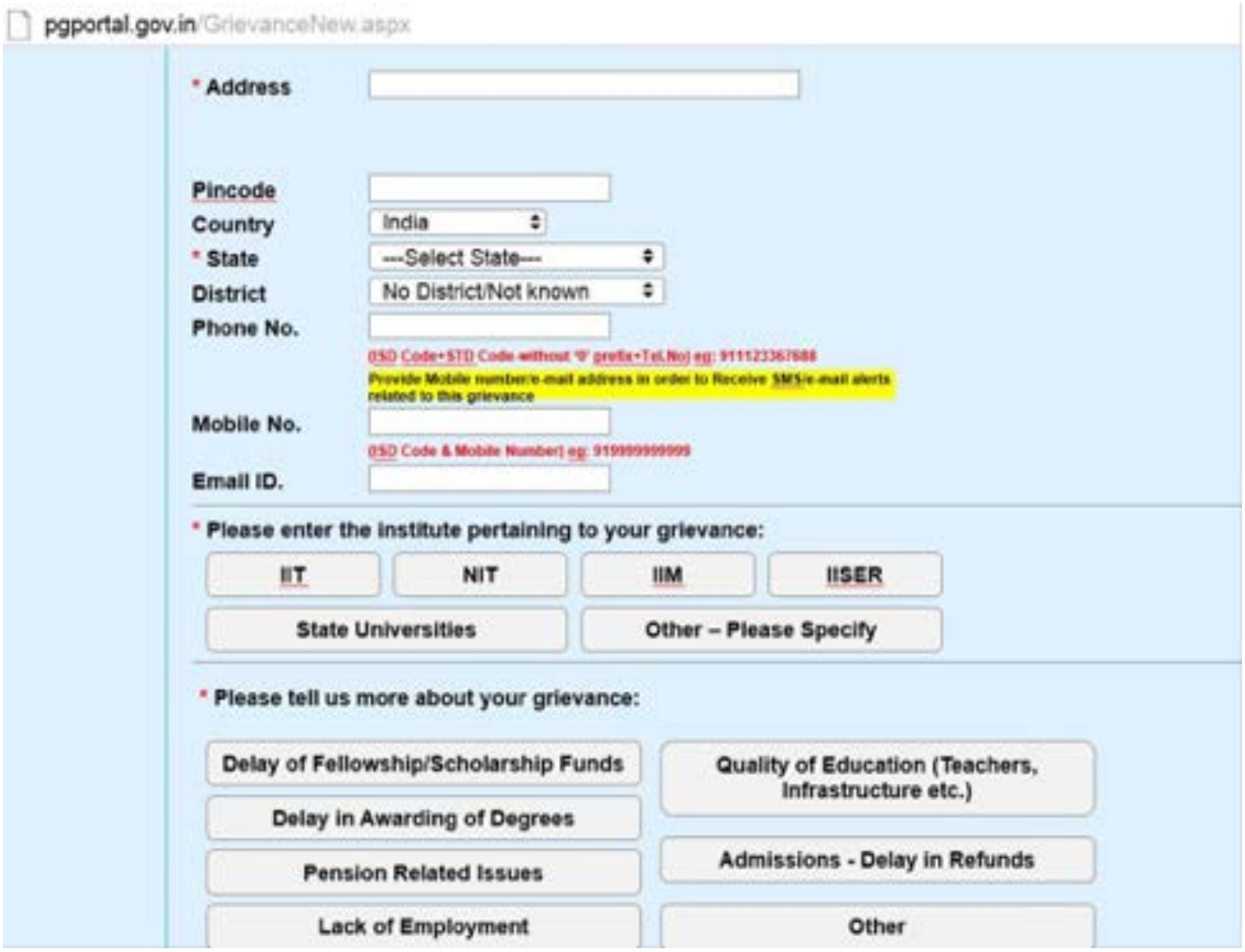
1 Portal should be citizen-friendly & intuitive: Current Portal

CPGRAMS - Dept. of Higher Education



1 Portal should be citizen-friendly & intuitive: Redesigned Portal

CPGRAMS - Dept. of Higher Education



Insights

The portal has been re-designed as a sample for the Department of Higher Education, and the two key insights that we feel can be taken away from this new portal is that:

1. Categories are relatively more citizen-friendly (not showing Technical Education, Higher Education etc.); all forwarding is done in back-end

2. Citizens can choose from list of top recurring-issues; top 6 issues are shown (Delay of Fellowship is ~25% of all grievances), remaining can be categorized as 'Others'

4 Dashboard for tracking and monitoring of grievance-causing issues across states

In order to ensure that grievances are tracked and redressed on time, it is important to have a report or dashboard that can not only take a stock of the number of grievances being received, redressed and also track the quality of redressal. The current tracking of performance takes into consideration only the disposal rate, and not the quality of disposal, and hence quality of redressal is not being tracked. A sample interactive dashboard has been developed with the following principles kept in mind:

1. State-wise details about the major types of issues being faced

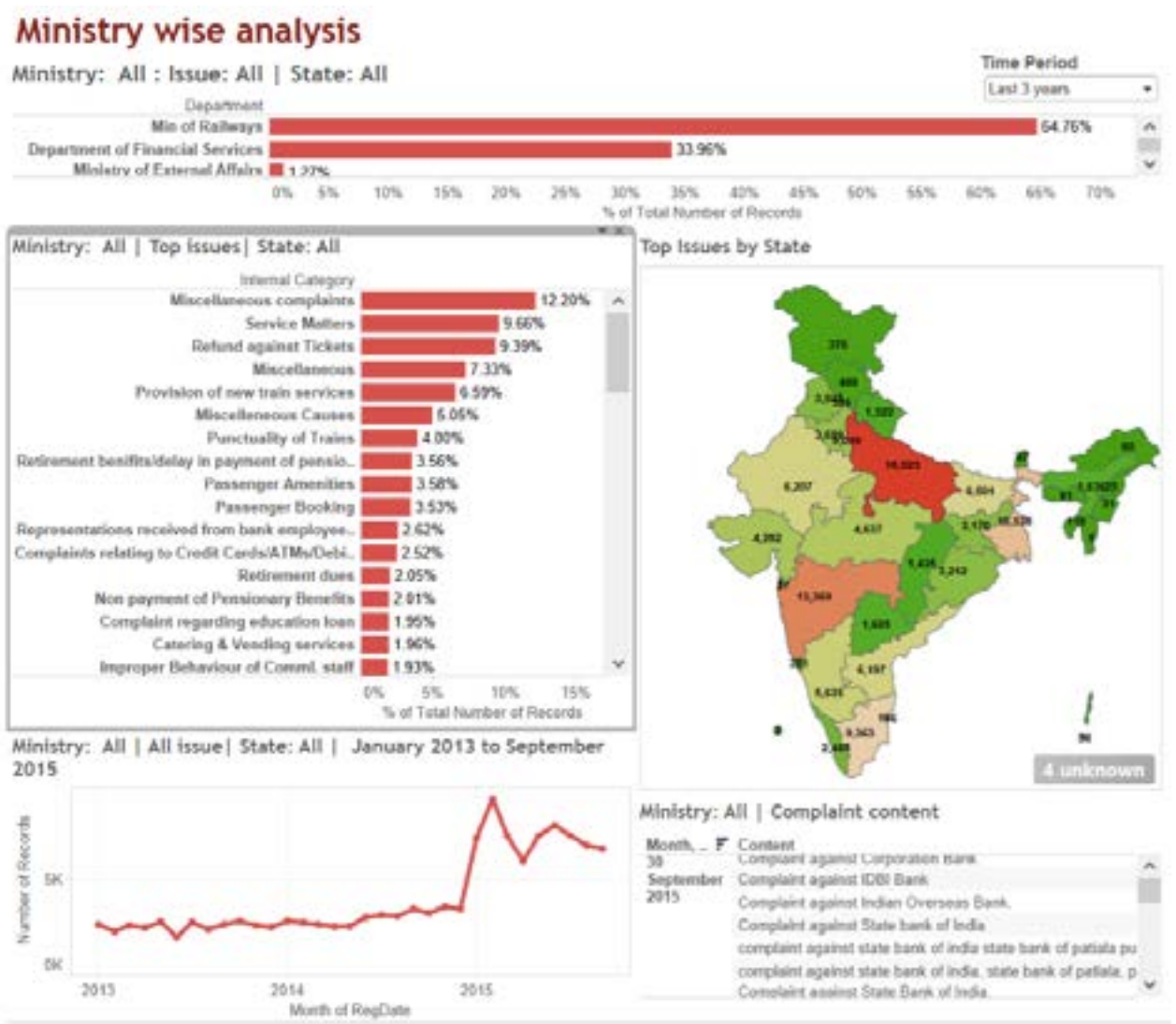
2. Understanding of types of problems that need policy shifts

e.g.: Uniform road tax policies
States requiring major

3. Dashboard to highlight detailed view of state-wise issues

A sample dashboard has been shown below based on these principles.

Quality dashboard for tracking and monitoring issues



4 Disposal rate inadequate measure of quality of redressal process so NPS and timely redressal must be tracked

In order to ensure that grievances are tracked and redressed on time, it is important to have a report or dashboard that can not only take a stock of the number of grievances being received, redressed and also track the quality of redressal. The current tracking of performance takes into consideration only the disposal rate, and not the quality of disposal, and hence quality of redressal is not being tracked. A sample dashboard has been developed with the following principles kept in mind:

1. A dashboard should track the right metrics of redressal - including both quality and the disposal rate

2. Dashboard should provide a view on the Bureaus or organizations doing well, and those that need improvement on any of the parameters.

A sample dashboard has been shown below based on these principles.

Quality dashboard for tracking performance

Ministry of Road Transport & Highways - Monthly Dashboard (01/10/2015 to 31/10/2015)

	% Disposal	# of pending	# of pending >12 m	Customer Satisfactio	Average Responsiveness
Good	Greater than 95%	Greater than 2000	Greater than 1000	Greater than -5%	Greater than 4 Weeks
Moderate	Between 80% and 95%	Between 600 and 2000	Between 50 and 1000	Between -25% and -5%	Between 8 Weeks and 4 Weeks
Needs Improvement	Less than 80%	Less than 600	Less than 50	Less than -25%	Less than 8 Weeks

Disposal efficiency (%)	1. Of the 14 States, 5 are Good, 5 are Moderate & 4 Need Improvement 2. States requiring most improvement are: Tamil Nadu (55%) & Karnataka (56%)
# of pending grievances	1. Of the 14 Banks, 0 are Good, 5 are Moderate & 9 Need Improvement 2. States requiring most improvement are: Maharashtra (10,597), Andhra Pradesh (10,085) & Delhi (10,032)
# of pending > 12m	1. Of the 14 States, 9 are Good, 3 are Moderate & 2 Need Improvement 2. States requiring most improvement are: Assam (1,245), Uttar Pradesh (1,245) & Maharashtra (1,226)
Customer satisfaction	1. Of the 14 Banks, 1 are Good, 4 are Moderate & 9 Need Improvement 2. States requiring most improvement are: NHAI (-36%) & Maharashtra (-38%)
Average Responsiveness	1. Of the 14 States, 2 are Good, 6 are Moderate & 4 Need Improvement 2. Banks requiring most improvement are: Tamil Nadu (15 Weeks), Rajasthan (15 Weeks)

			Sources of grievances			Disposal of grievances			Effectiveness of disposal	
Rank	Top Departments	# of grievances received	PMO - online	PMO - offline	PG portal	Disposal efficiency (%)[1]	# of pending grievances[2]	# of pending > 12m[3]	Customer satisfaction	Average Responsiveness[4]
1	Uttar Pradesh	212	2%	4%	85%	97%	4328	9	-30%	4 Weeks
2	Maharashtra	45	7%	26%	46%	83%	10085	892	-31%	10 Weeks
3	NHAI	247	9%	40%	33%	90%	6796	2	-28%	7 Weeks
4	Karnataka	235	8%	58%	20%	95%	2657	29	-18%	10 Weeks
5	Delhi	55	14%	46%	30%	69%	10597	1226	-38%	14 Weeks
6	Tamil Nadu	2	4%	21%	69%	67%	6870	260	-3%	15 Weeks
7	Haryana	224	11%	63%	21%	93%	2009	34	-36%	5 Weeks
8	Madhya Pradesh	254	9%	34%	51%	97%	928	1	-28%	5 Weeks
9	Gujarat	67	10%	48%	30%	99%	719	11	-20%	4 Weeks
10	Rajasthan	46	14%	61%	20%	55%	10032	77	-29%	15 Weeks
11	Uttarakhand	88	5%	23%	66%	94%	1336	24	-9%	6 Weeks
12	Assam	78	3%	15%	70%	99%	813	14	-32%	8 Weeks
13	Bihar	12	13%	38%	43%	97%	937	9	-35%	5 Weeks
14	Kerala	29	6%	43%	39%	71%	5888	1245	-6%	9 Weeks

Average % of citizens filling in satisfaction	12%

Sources of grievances

PMO (offline)	7%
PMO (online)	33%
PG portal	48%
Others[5]	12%

Source: All grievance reported from 01/10/2013 to 01/10/2015 across all touch points (sourced from DARPG)
1 - ratio of # of grievances disposed to the # of grievances received for the period 01/10/2013 to 01/10/2015
2 - number of total grievances that are pending as of 01/10/2015
3 - number of total grievances that are pending for > 12 months as of 01/10/2015
4 - average number of weeks taken to redress the grievance from the date it is registered
5 - Grievances received through post, e-mail or in person at the respective Depts. and other sources like Presidential Secretariat, Directorate of Public Grievances, Cab. Sectt

For each one of the suggestions/recommendations given above we would plan to sit with the Ministries and chalk the way forward, with ownership of these reforms lying with the respective owners of these projects. The above recommendations will serve as starting point for further discussions within the Departments to ensure quality delivery of services to the citizen.

Each Ministry will have their own final definitions of these reforms which will be developed into finalized action points based on further discussions and deliberations.