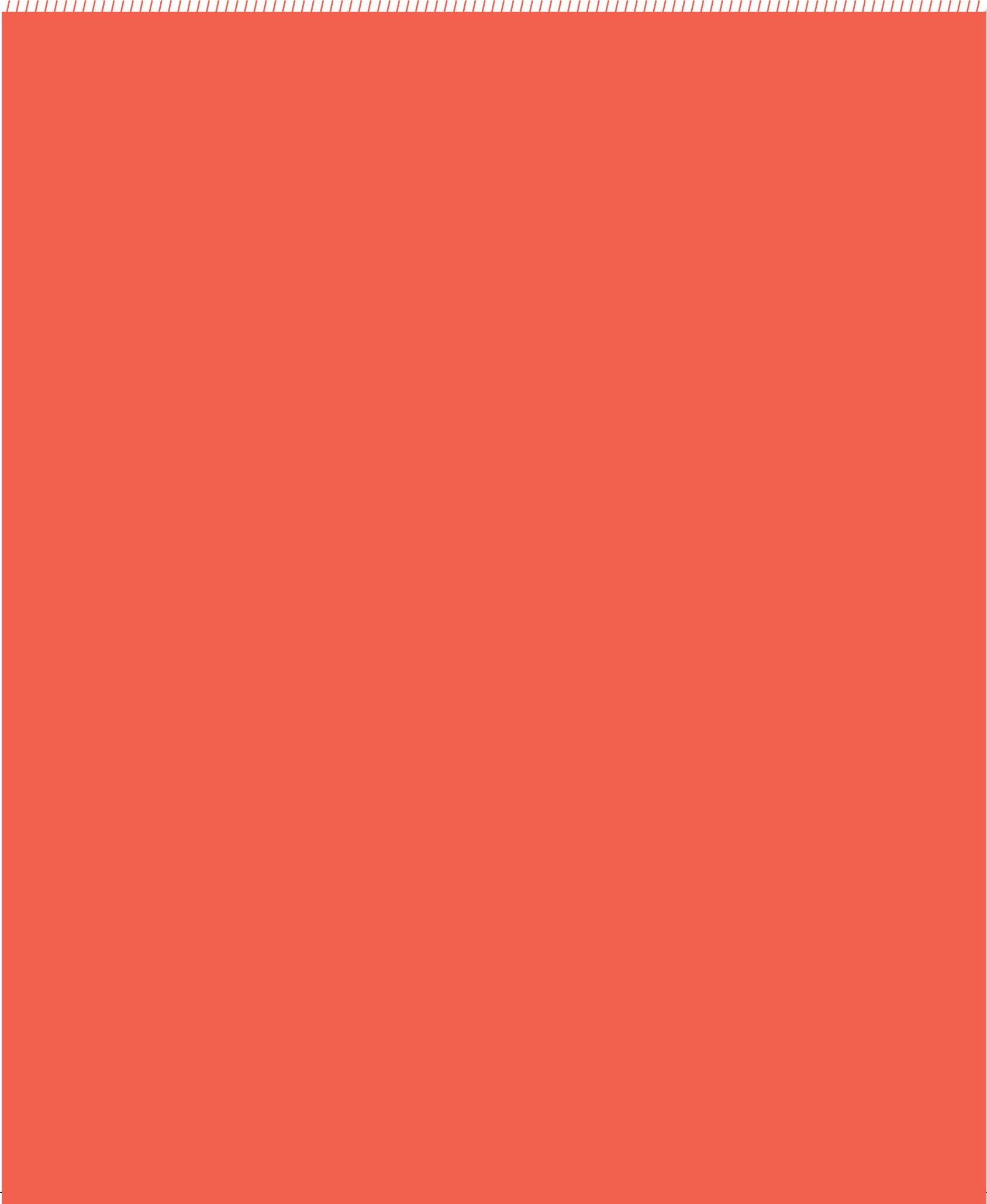




# Department of Administrative Reforms and Public Grievances



Ministry of Civil Aviation



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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) 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 Civil Aviation (S.NO 29).

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 & Farmer's Welfare              | 14,342               |
| 27        | Electronics & Information Technology                    | 12,729               |
| 28        | Social Justice and Empowerment                          | 12,637               |
| <b>29</b> | <b>Civil Aviation</b>                                   | <b>12,448</b>        |
| 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 CIVIL AVIATION

The Ministry of Civil Aviation is the nodal Ministry responsible for the formulation of national policies and programmes for development and regulation of Civil Aviation and for devising and implementing schemes for growth and expansion of civil air transport in India. Its functions also extend to overseeing airport facilities, air traffic services and carriage of passengers and goods by air.



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

**4,415** complaints were received by Ministry of Civil Aviation in 2015-16

**32%** of grievances were received by division, Directorate General of Civil Aviation

**31%** of the grievances were received by division, Air India Ltd

**46%** of grievances were for category- Air India Services

**18%** of the grievances were for category- Airport Infrastructure

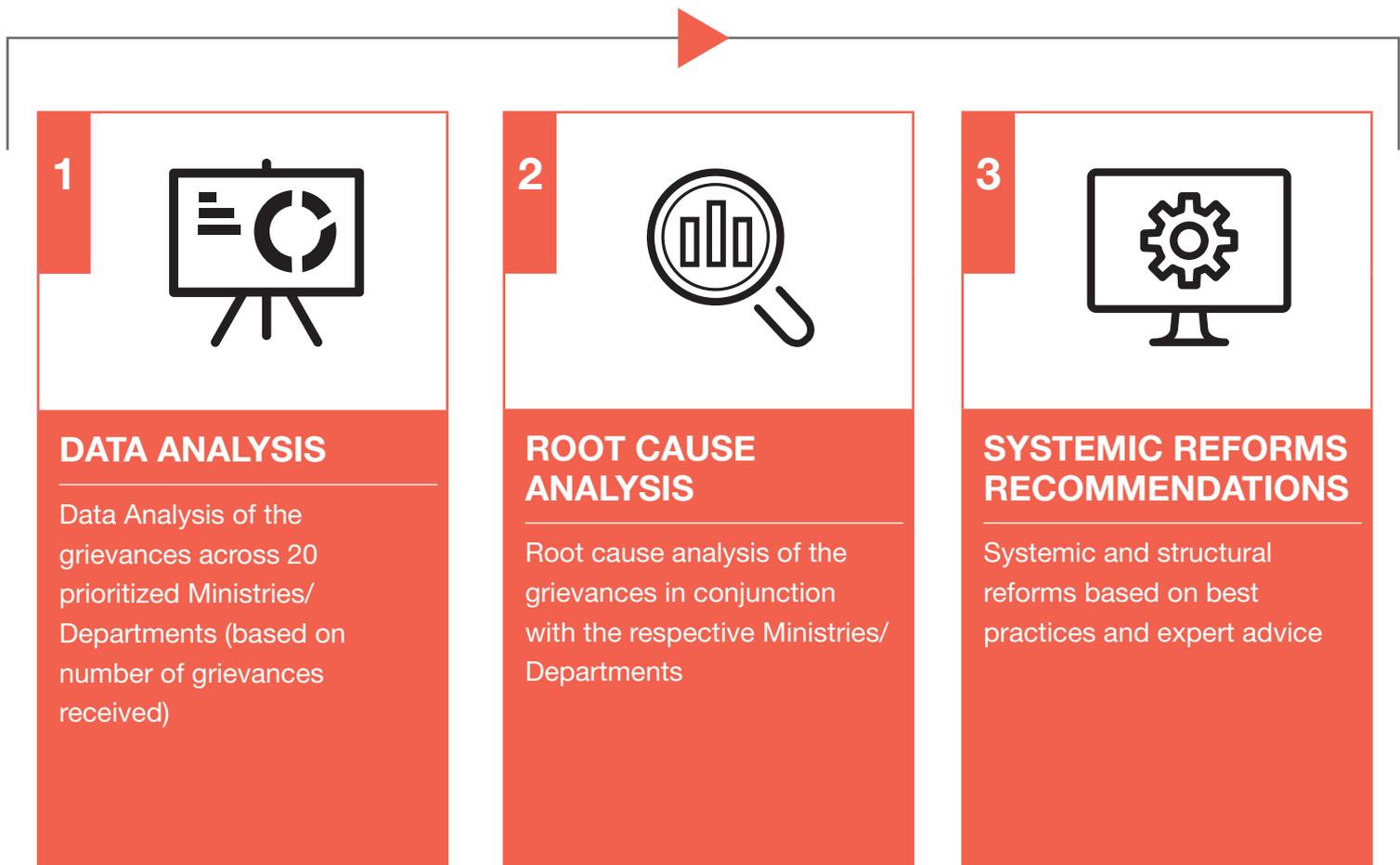
**70%\*** of the grievances will be impacted, as and when suggested reforms are incorporated

\*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

To analyze recent grievances, the divisions shortlisted were the ones receiving maximum grievances (from 1.4.2015 to 31.3.2016). The first step was to break the grievances down in terms of the divisions it was being forwarded to. The highest grievances were received by Directorate General of Civil Aviation (DGCA), which accounted for 32% of grievances received. Another 31% of the grievances were received by Air India Ltd.

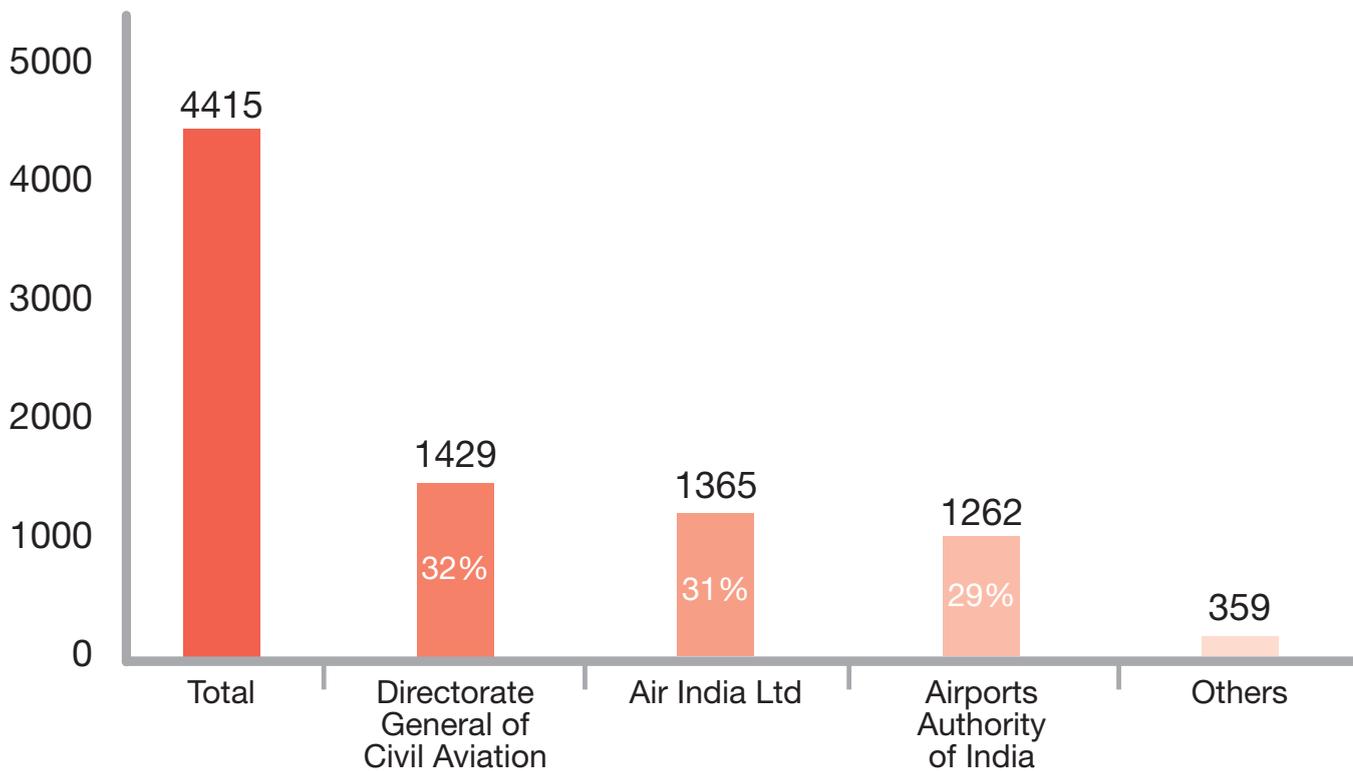


Chart 1: Categorized grievances received by divisions from 1.4.2015 to 31.3.2016

### 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 CIVIL AVIATION | 4415                 | 450                              |
|                            | NUMBER OF GRIEVANCES | TOTAL SAMPLE GRIEVANCES ANALYSED |

The next step was grievance-by- grievance analysis for a sample of the grievances received by the top 3 divisions, namely, DGCA, Air India Ltd and Airport Authority of India. and top recurring issues were categorized. For these two divisions, recurring issues were categorised.

## AN EXAMPLE OF GRIEVANCE ANALYZED IS AS FOLLOWS

*“Travel-tourism: I am writing in reference to Delayed/lost baggage. My father travel from AMD to EWR on 1/30/2015 flight AI 191. As you can see today is 2/4/2015 and as of today, there is no news regarding his bags. On contacting Air India there was no response. On emailing them, they sent us email saying there was an issue with due massive/ gusty tailwinds at Mumbai, the Captain had to uplift more fuel than required. As result of this, due safety of aircraft, Mumbai Airport had no option but to offload bag.”*

## ACTION BY MINISTRY OF CIVIL AVIATION

*“The complainant has neither provided the name of the passenger nor provided the PIR Number of the mishandled baggage. In addition, she has not given any details of the exchange of correspondence with Air India w.r.t to her complaint. In absence of these details, we are unable to proceed with our investigations. Hence, the grievance is being disposed off.”*

For the Ministry of Civil Aviation, the most recurring issue accounting for 31% of grievances was that of Air India related services, followed by Airport Infrastructure which accounted for another 18% of the grievances. This was followed by grievances related to employment and relevant education, travel rules and malpractices accounting for 10%, 9% and 8% respectively.

Table 3: Focus services for root cause analysis

| S.No | Grievance Causing Issues        | Impact* | Details   |
|------|---------------------------------|---------|---|
| 1    | Air India Services              | 31%     | <ul style="list-style-type: none"> <li>Poor customer service and unprofessional behavior from the staff</li> <li>Delay in flights causing missing of connecting flights</li> <li>Misplaced baggage and poor response from the staff</li> <li>No intimation of flight delay or cancellation</li> <li>No refund on cancelled flights</li> </ul> |
| 2    | Airport Infrastructure          | 18%     | <ul style="list-style-type: none"> <li>Poor capacity of International/ Domestic airports<br/>Ex: Ahmedabad, Vadodara</li> <li>Poor quality of existing infrastructure<br/>Ex: Chennai Airport reported 39 incidents</li> <li>Congestion in check-in, security check, immigration counters</li> </ul>  |
| 3    | Employment & Relevant Education | 10%     | <ul style="list-style-type: none"> <li>DGCA program is not recognized as a degree or equivalent</li> <li>Employment selection criteria and processes are skewed</li> </ul>  |
| 4    | Travel Rules                    | 9%      | <ul style="list-style-type: none"> <li>Baggage allowance issues in domestic and international connected flights</li> <li>No standardization in convenience fee charged</li> <li>No regulation of price of tickets and airport services</li> </ul>   |
| 5    | Malpractices                    | 8%      | <ul style="list-style-type: none"> <li>No refund on cancellation and repeated cancellations in certain routes. Ex: Spicejet</li> <li>Theft in baggage. Ex: Delhi Airport</li> </ul>   |

\*Grievances Sample Analysed: 450

## 2.2 ROOT CAUSE ANALYSIS (RCA)

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 Civil Aviation

| Issue                              | Sub-Issue   | Root Cause   |
|------------------------------------|---|--|
| Air India Services                 | Poor Customer Service   | <ul style="list-style-type: none"> <li>Lack of ownership due to third party staffing</li> <li>Outdated HR policy</li> <li>Poor customer service offered due to no accountability in the operational model</li> <li>Lack of feedback and monitoring causing non-cooperative and unprofessional behavior of the staff</li> </ul> |
|                                    | Delay in flights  | <ul style="list-style-type: none"> <li>Delay caused due to runway unavailability, last minute technical issues</li> <li>Passenger and staff boarding delay</li> </ul>  |
|                                    | Misplaced Baggage   | <ul style="list-style-type: none"> <li>Misplace of baggage while loading in connecting flights</li> <li>Baggage left due to insufficient capacity of the flight</li> </ul>   |
|                                    | Poor information dissemination and refund on delays and cancellations | <ul style="list-style-type: none"> <li>Lack of communication to customers on delay of flights</li> <li>Policy grey areas and delay in processing refund requests</li> </ul>  |
| Issues with Airport Infrastructure | Insufficient capacity of existing airports                            | <ul style="list-style-type: none"> <li>Fewer airports with sufficient infrastructure to meet passenger demand</li> <li>Delay in ongoing airport construction projects</li> <li>Poor connectivity of smaller airports</li> </ul>  |
|                                    | Issues with quality of existing infrastructure                        | <ul style="list-style-type: none"> <li>Improper construction fixtures leading to accidents</li> </ul>  |
|                                    | Congestion in check-in, security, immigration queues                  | <ul style="list-style-type: none"> <li>Lack of sufficient infrastructure like X-ray scanners, check-in counters</li> <li>Insufficient staff at the counters</li> <li>Poor staff allocation during peak hours</li> <li>Repeated manual intervention and screening at multiple points</li> </ul>                                 |
| Employment & Relevant Education    | Recognition of DGCA programs  | <ul style="list-style-type: none"> <li>DGCA courses are considered diploma due to lack of affiliation to universities</li> </ul>   |
| Issues with Travel Rules           | Baggage Allowance Issue in connected flights                          | <ul style="list-style-type: none"> <li>Different baggage limits in different airlines causing inconvenience in international and domestic connected flights</li> </ul>   |
|                                    | No price regulation on tickets and airport services                   | <ul style="list-style-type: none"> <li>High prices of tickets and airport services</li> </ul>  |
| Malpractices                       | No refund on delay or cancellation                                    | <ul style="list-style-type: none"> <li>Policy grey areas causing delay or no refund on delayed or cancelled flights</li> </ul>   |
|                                    | Theft in baggage  | <ul style="list-style-type: none"> <li>Lack of check in the baggage transfer process</li> </ul>  |

Grievance issues of Capacity of Airports and Customer Service complaints are mapped to the Regional Connectivity Scheme and Air Sewa application respectively.

The Ministry of Civil Aviation is responsible for formulation of national policies and programmes for the development and regulation of the Civil Aviation sector in the country. It is responsible for the administration of the Aircraft Act and various other legislations pertaining to the aviation sector in the country. This Ministry exercises administrative control over attached and autonomous organizations like the Directorate General of Civil Aviation, Bureau of Civil Aviation Security, Air India, Indira Gandhi Rashtriya Udan Academy and affiliated Public Sector Undertakings.

To improve the efficiency of grievance redressal and for effective information dissemination, the Ministry of Civil Aviation launched the Air Sewa Website portal and mobile application to provide all the information related to the flight, grievance redressal, flight status and airport information.

Similarly, the Ministry launched Regional Connectivity Scheme (RCS) scheme on 21st October, 2016 to provide connectivity to un-served and under-served airports of the country, to facilitate and stimulate regional air connectivity by making it affordable.

Chart 2: National schemes/ initiatives for catering grievance issues

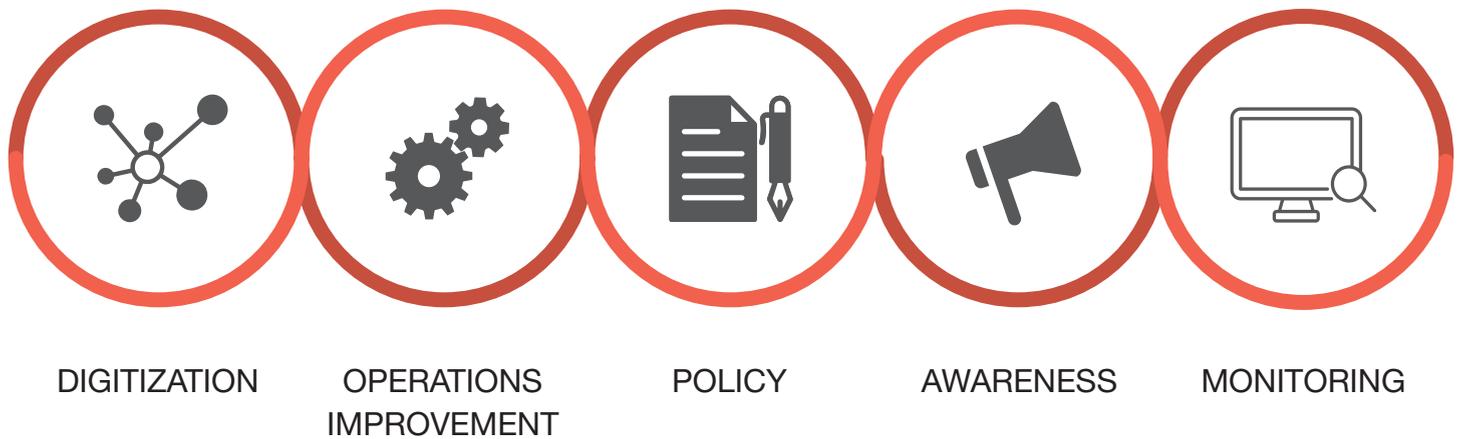


## 2.3 SYSTEMIC REFORMS RECOMMENDATIONS

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 changes reform recommendations were made for the centre coordinated scheme Regional Connectivity Scheme (RCS) and initiative Air Sewa website/ portal across the following areas.

### AREAS ACROSS WHICH SYSTEMIC REFORMS ARE SUGGESTED



# Systemic Reforms



Civil Aviation schemes impact each citizen because of the efficacy of the process and therefore it is of utmost importance that the process is streamlined, and monitoring is tight knit.

Regional Connectivity Scheme is a prominent program of the Ministry. There are areas in terms of policy formulation, implementation where few reforms can bring a major impact. Nine recommendations have been made based on best practices adopted by state governments and other stakeholders.

Table 5: Systemic Reforms for Ministry of Civil Aviation

| S. No | Reform Category        | Systemic Reforms   | Ease of implementation |
|-------|------------------------|--|------------------------|
| 1     | Digitization           | Allocate staff for flights, dynamically conveyed through website or an app   | High                   |
| 2     | Digitization           | <ul style="list-style-type: none"> <li>Initiate monitoring of baggage transfers at connecting airports using barcodes</li> <li>Incorporate global best practices on security check, immigration to be incorporated</li> </ul>  | High                   |
| 3     | Digitization           | <ul style="list-style-type: none"> <li>Inculcate an automatic pop-up (at time of booking) routing to an option to purchase extra baggage</li> <li>Incorporate a checklist to verify eligibility of customers (PNR number, date of travel) while applying for refund on the website</li> </ul>  | Low                    |
| 4     | Operations Improvement | Employee Satisfaction: <ul style="list-style-type: none"> <li>Incorporate periodic mandatory training and certification of staff</li> <li>Design online training modules for employees</li> </ul>  | Medium                 |
| 5     | Operations Improvement | <ul style="list-style-type: none"> <li>Employee performance evaluation on Key Performance Indicators (KPIs) like on time reporting for the flight, customer feedback, complaints against them; Incentivize staff through awards (Employee of the Month)/ monetary perks</li> <li>Affiliate DCGA courses to universities to award degree or equivalent</li> </ul> | High                   |

|   |                        |   |        |
|---|------------------------|---|--------|
| 6 | Operations Improvement | <ul style="list-style-type: none"> <li>• Third party inspection at multiple airports during peak hours to evaluate intimation rate through SMS, emails, display boards and manual announcement</li> <li>• Assess demand of busy airports to understand capacity and expansion requirements</li> <li>• Rank busiest airports (priority driven) through audit on quality and customer satisfaction</li> </ul>   | Medium |
| 7 | Policy                 | Revamp the existing HR policy on hiring, training, employee personal development  | High   |
| 8 | Awarenes               | <p>Awareness Creation:</p> <ul style="list-style-type: none"> <li>• Create awareness on misplaced baggage, baggage allowance, flight status alerts, airport information etc., using Air Sewa portal/ mobile application</li> <li>• Create awareness on Air Sewa, Rural Connectivity Scheme (started by GoI to connect and redistribute traffic in tier-2,3 airports) through display boards outside and inside airport, announcements in airport metro, buses etc.</li> </ul> | High   |
| 9 | Monitoring             | <ul style="list-style-type: none"> <li>• Monitor milestones and timelines of ongoing expansion/ construction projects through Planning team</li> <li>• Name and shame airlines in terms of number of pending cases</li> </ul>   | Low    |



# Case Study On Reforms



## GLOBAL BEST PRACTICES ON AIRPORT INFRASTRUCTURE

| Technology                   | Congestion Point | Best practice  | Airport   |
|------------------------------|------------------|--|---|
| Automatic Body Scanners      | Security Check   | Manual frisk free body scanners at security check that signals only when there is a discrepancy in passengers security clearance                 | <ul style="list-style-type: none"> <li>• Dubai</li> <li>• Singapore Changi</li> </ul>   |
| Automatic Tray Return System | Security Check   | Tray return system to return empty trays after baggage has been taken by the passenger post screening without manual intervention                | <ul style="list-style-type: none"> <li>• Singapore Changi</li> <li>• London Stansted</li> </ul>                               |
| Baggage Screening Equipment  | Security Check   | Baggage screening machine that allows passage of electronic gadgets in the carryon baggage without having to place it in a separate tray         | <ul style="list-style-type: none"> <li>• Amsterdam Schiphol</li> <li>• Singapore Changi</li> </ul>                            |
| E-gates                      | Immigration      | Finger print based immigration gate in which Passport and finger print are scanned and registered before obtaining the boarding pass             | <ul style="list-style-type: none"> <li>• London Heathrow</li> <li>• Brisbane Australia</li> <li>• Los Angeles, USA</li> </ul> |
| Baggage Drop                 | Check in         | Self baggage drop where passengers can themselves attach baggage tag and drop their check-in baggage without intervention from airline personnel | <ul style="list-style-type: none"> <li>• New Zealand</li> <li>• Amsterdam Schiphol</li> <li>• Frankfurt</li> </ul>            |

# Conclusion



This Grievance Analysis Study analysed 450 grievances of Ministry of Civil Aviation, spanning across Air India service issues, airport infrastructure and employment issues. 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 Civil Aviation and recommends the following priority systemic reforms

- 01 Publicize Air Sewa (grievance redressal portal/ mobile application) and Regional Connectivity Scheme (RCS) through various channels like links on display boards, boarding cards, airport metro or bus announcements etc.
- 02 Incorporate latest technology in airport infrastructure to ease the process of check-in, security check and immigration
- 03 Position Air Sewa as a one stop information dissemination channel for flight status, airport information, baggage rules, FAQs regarding flight cancellations/ refunds etc.
- 04 Assess demand for new airports/ expansion of existing airports, additional technology etc., through third party assessment

## LIST OF EXPERTS CONSULTED

Table 6: List of experts

| Ministry of Civil Aviation                | Outside Ministry  | Quality Council of India                       |
|---|---|--|
| • <b>Anil Srivastav</b> - Joint Secretary | • <b>Lawrence Dsouza</b> - Head- Customer Engagement, Vistara               | • <b>Adil Zainulbhai</b> - Chairman            |
| • <b>Rajiv Choubey</b> - Secretary        | • <b>Narendra Mansukani</b> - Head of Guest Experience, Jet Airways         | • <b>Dr. Ravi P. Singh</b> - Secretary General |
|   | • <b>Chand Santhosh</b> - Rodney Shiri – Customer Service Quality, Air Asia |  |
|   | • <b>Priya Kataria</b> - Summi Sharma – Go Indigo                           |  |
|   | • <b>Suresh Subudhi</b> - Partner, Boston Consulting Group                  |  |
|   | • <b>Gaurav Zindal</b> - Team Leader, Boston Consulting Group               |  |
|   | • <b>Abhishek Ahuja</b> - McKinsey India                                    |  |



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