Department of Administrative Reforms and Public Grievances
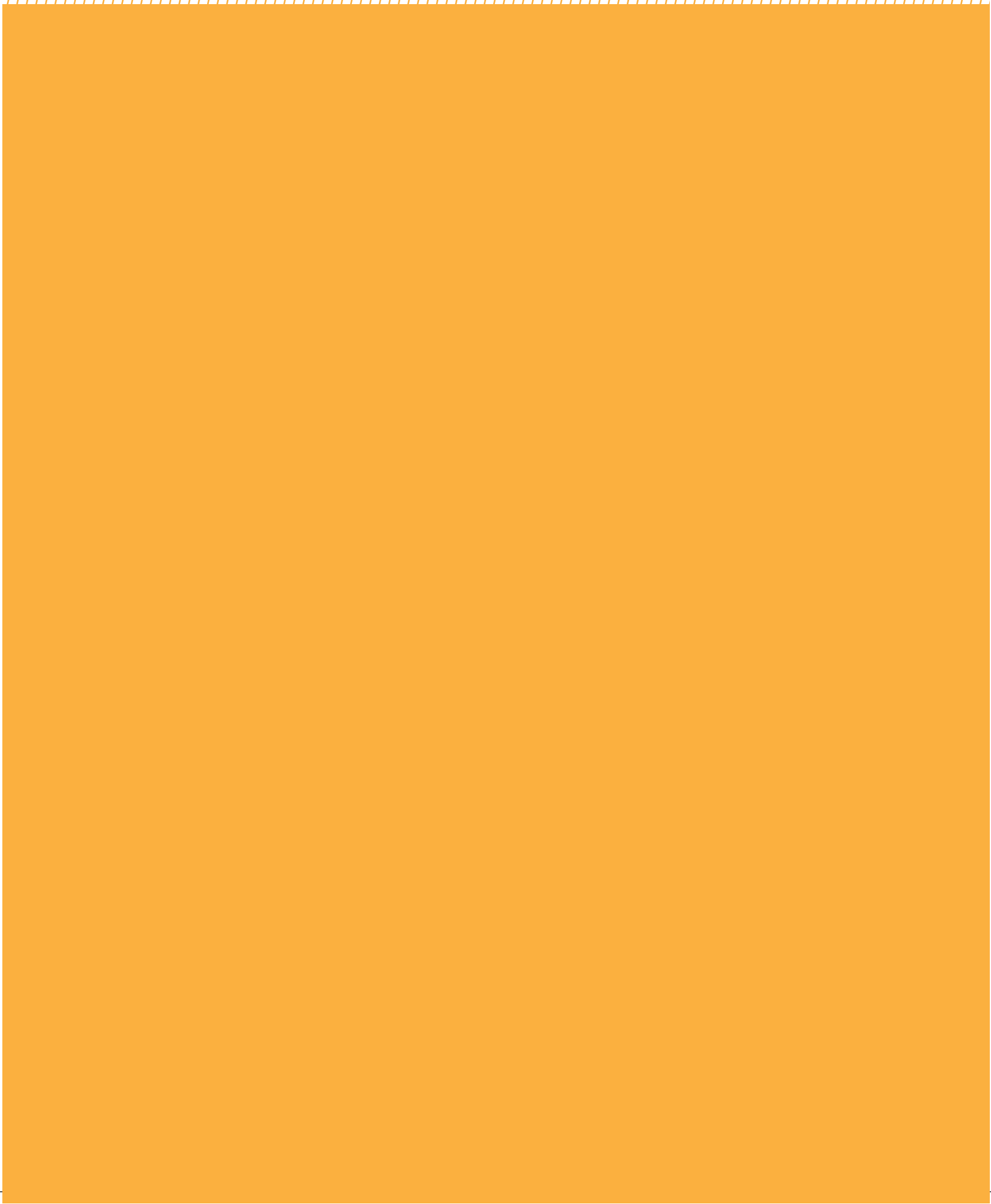
Department of Rural Development

Contents

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 Department of Rural Development (S.NO 30).

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
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 DEPARTMENT OF RURAL DEVELOPMENT

Being the nodal Ministry for most of the development and welfare activities in the rural areas, the Department of Rural Development plays a pivotal role in the overall development strategy of the country. The vision and mission of the Ministry is sustainable and inclusive growth of rural India through a multipronged strategy for eradication of poverty by increasing livelihoods opportunities, providing social safety net and developing infrastructure for growth. This is expected to improve quality of life in rural India and to correct the developmental imbalances, aiming in the process, to reach out to most disadvantaged sections of the society.

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

3,505 complaints were received by Department of Rural Development in 2015-16

43% of grievances were received by division of NREGA

24% of the grievances were received by division of rural connectivity

39% of grievances were for grievance category- no pucca roads in villages

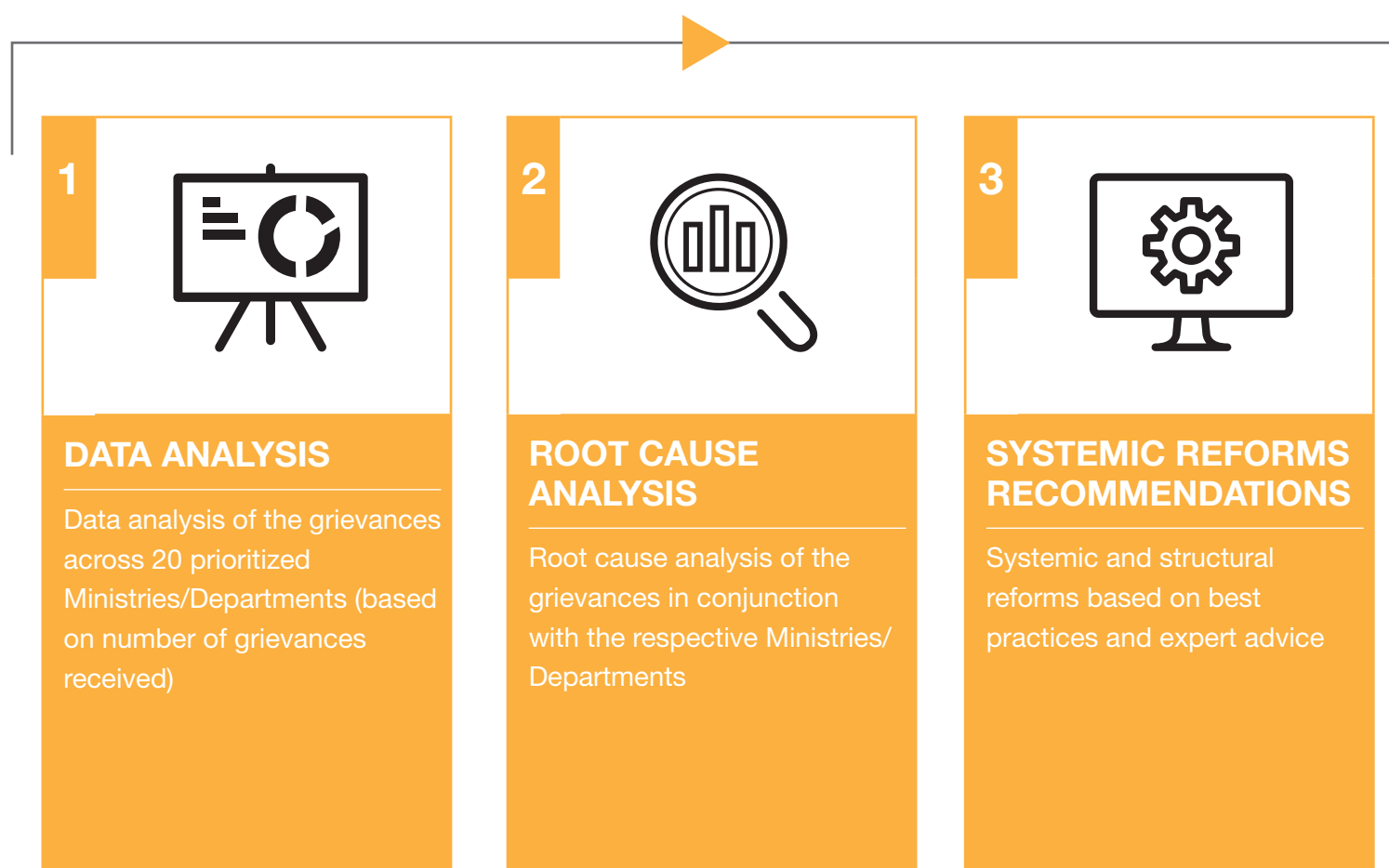**30%** of the grievances were for grievance category- fraudulent activities under NREGA

24%[*] 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.

1

DATA ANALYSIS

Data analysis of the grievances across 20 prioritized Ministries/Departments (based on number of grievances received)

2

ROOT CAUSE ANALYSIS

Root cause analysis of the grievances in conjunction with the respective Ministries/Departments

3

SYSTEMIC REFORMS RECOMMENDATIONS

Systemic and structural reforms based on best practices and expert advice

2.1 DATA ANALYSIS

2.1.1 IDENTIFICATION OF TOP DIVISION

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 National Rural Employment Guarantee Act (NREGA) , which accounted for 43% of grievances received. Another 24% of the grievances were received by rural connectivity division.
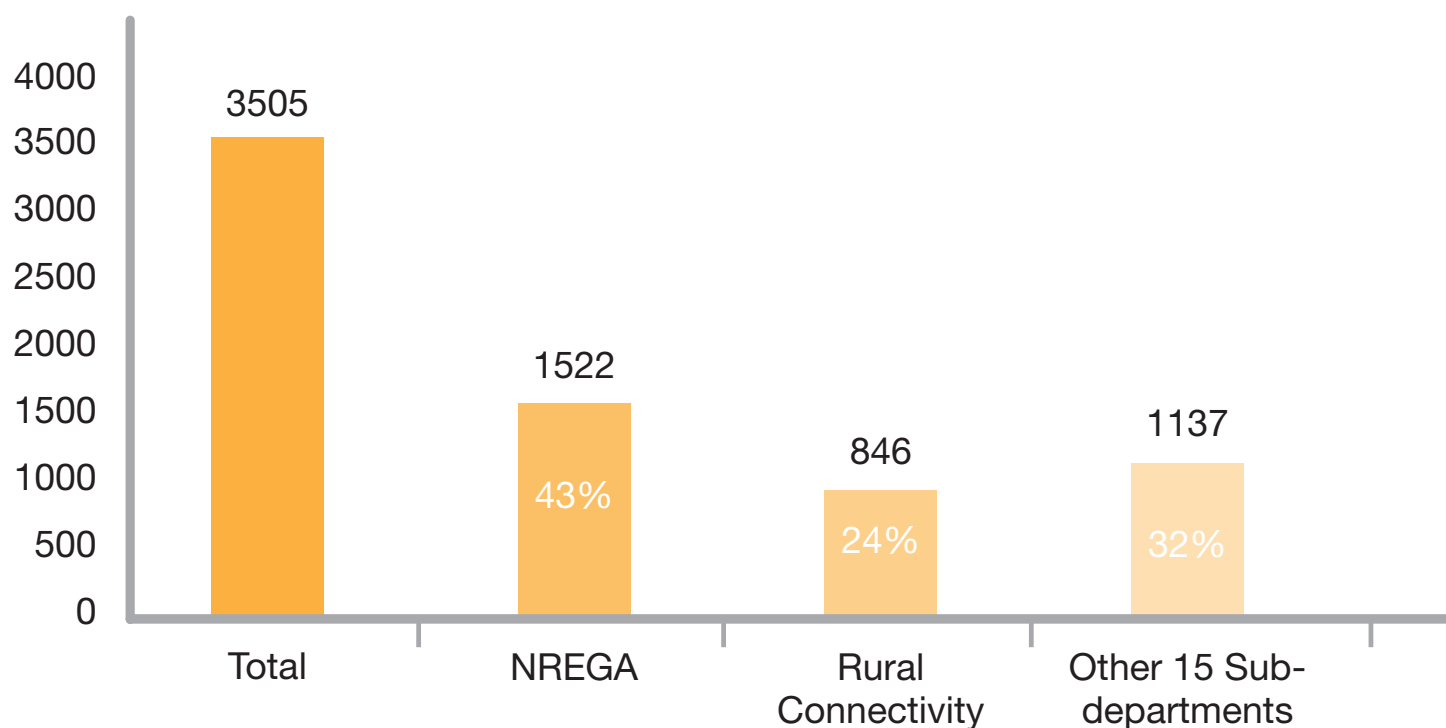
Chart 1: Categorized grievances received by divisions from 1.4.2015 to 31.3.2016

2.1.2 IDENTIFICATION OF FOCUS SERVICE

Grievance data in each division was deep dived and 10% of sample was analyzed.

Table 2: Sample size selected for the study

DEPARTMENT OF RURAL DEVELOPMENT	3505	350
	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 2 divisions, namely, National Rural Employment Guarantee Act (NREGA), Rural Connectivity and top recurring issues were categorized.

AN EXAMPLE OF A GRIEVANCE ANALYZED IS AS FOLLOWS

Respected prime minister, I am sadly aware of this before proceeding with a road on the prime Minister village road scheme. This road is in front of my village. That is only road to connect our market daily life. That road work on progress , just 5 k.m finished , but that 5 km road break in 15 days because contractor use low quality and little material .we face problem on this new road in 15 days. So kindly if your respective officer check this road and solve this problem then here many people will happy and they connect well there daily life using this road. I'll hope to you to make the appropriate arrangements and solve our problem . Regarded Ranjan Chowhan ."

ACTION BY DEPARTMENT OF RURAL DEVELOPMENT

The matter was taken up with the State Government of West Bengal. Moreover, all the rectifications of said road were completed as per the specifications. Now it is traffic worthy.

For the Department of Rural Development, the top most issue for the Ministry accounting for 39% of grievances was lack of roads in villages, followed by fraudulent cases, payment, labor and implementation issues under NREGA, which accounted for another 30%, 12%, 4%, and 4% of the grievances respectively.

Table 3: Focus service for root cause analysis

S.No	Grievance Causing Issues	Impact*	Details
1	Roads needed	39%	• No maintenance work of the poor quality roads
			• Village needs pucca roads
			• Incomplete road construction and poor quality of existing construction
2	Fraudulent Cases	30%	• NREGA money given to non NREGA employees
			• Fabrication of fake accounts by fake job cards
			• NREGA money taken by village head
			• NREGA money taken by officials and no work done
3	Payment issues of NREGA workers	12%	• Payment not received by the NREGA workers
4	Labour issues under NREGA	4%	• Labour not ready to work in village as they are getting free money under NREGA
			• Contractual employees of NREGA want to be permanent to get the perks
5	Implementation issues under NREGA	4%	• NREGA work shown online is incomplete on ground
			• NREGA work shown online has not taken place

*Grievance Sample analysed: 350

2.2 ROOT CAUSE ANALYSIS (RCA)

With regards to National Rural Employment Guarantee Act (NREGA), following reforms have been introduced in the scheme catering to citizen grievances:

- For Fraudulent activities: In April 2016, the government mandated Aadhar card for every new job card and enrolled the scheme for existing cards. The muster rolls are automatically generated and an e-sign from multiple stakeholders (Village head, Project Coordinator) is required for attendance. The same will ensure eradication of duplicate job cards and payment to Non-NREGA employees.
- For delay in payment issues: In January 2016, the government launched a new scheme under National Payments Corporation of India (NPIC) wherein the payment is made after bypassing the state treasury (which used to delay the process). The process has already been rolled out to 11 states and will be rolled out to 22 states overall.
- For implementation issues: In September 2016, the government launched Bhuvan portal for viewing geo-tagged work assets under NREGA. This digital initiative has ensured lack of fraudulent activities under completion of NREGA work.

Therefore, NREGA related grievances have been de-prioritized.

The root cause of addressable focus issue- rural roads 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 PMGSY- Rural Roads Grievance Issues

Issue	Sub-Issue	Root Cause Analysis
Roads needed	No maintenance, hence poor quality roads	• No capture of village information at grievance level leads to poor grievance redressal mechanism. • No rural road maintenance policy for 14 states • No monitoring performance system for 15 states having rural roads maintenance policy • No mapping of construction payment to quality of construction, impacting need for maintenance in future
	Village does not have all- weather roads	• Because of no mandatory capturing of village information in PG portal, grievance redressal mechanism is not robust.
	Incomplete road construction, leading to non-connectivity of villages	• Under PMGSY, all on-going roads construction needs to have public information on completion timeline. However, because of incomplete timeline information, citizens lodge complaint on CPGRAMS.

Grievance issues of intra-village road connectivity and inter-village road connectivity are mapped to NREGA (De-prioritize) and PMGSY respectively.

The fully centrally-sponsored scheme covered a total of 1,v78,184 habitations as per the criteria laid down. The fact that 64 per cent of these eligible habitations actually have roads today can be considered a reasonable achievement. For 2016-17, The Department of Rural Development has fixed a target of completion of 48,812 km. The target is in keeping with the enhanced financial allocation available under the scheme.

Chart 2: Accountability of rural road development

Rural roads
development

Intra village connectivity
-NREGA (deprioritized)

Inter Village connectivity
-PMGSY
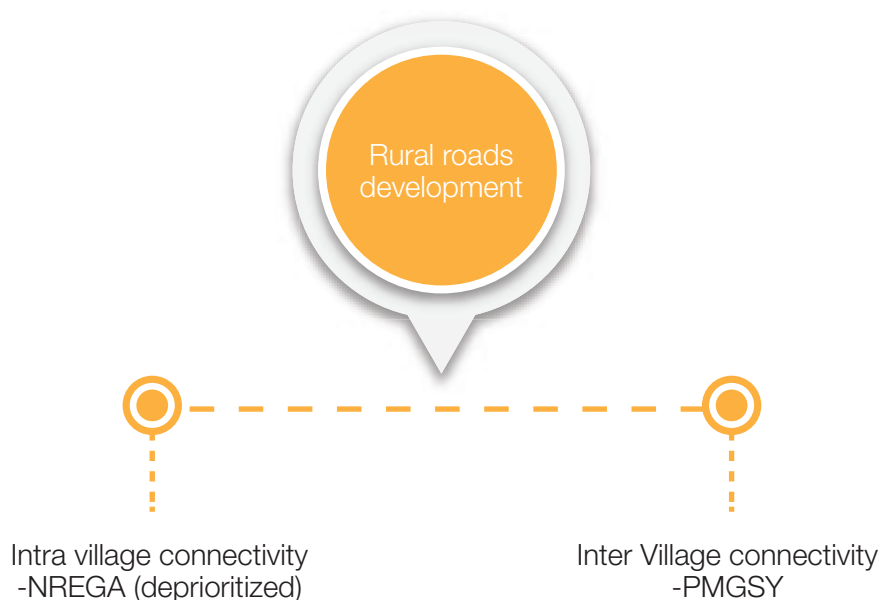
2.3 SYSTEMIC REFORMS RECOMMENDATIONS

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 PMGSY scheme across the following four areas.

AREAS ACROSS WHICH SYSTEMIC REFORMS ARE SUGGESTED

DIGITIZATION   OPERATIONS IMPROVEMENT   POLICY   MONITORING

Systemic Reforms

Rural schemes directly impact each citizen. Therefore, it is of utmost importance that the process is streamlined, and monitoring is tight knit.

PMGSY is one of the best run government schemes in terms of deliverability, monitoring, innovation and making an impact on agriculture and poverty. There are areas in terms of policy formulation, implementation where few reforms can bring a major impact. Eight recommendations have been made based on best practices adopted by state governments and other stakeholders.

Table 5: Systemic Reforms for PMGSY rural roads scheme

S. No	Reform Category	Systemic Reforms	Ease of implementation
1	Digitization	Launch provision of uploading a geo-tagged picture in complaint portal to identify village.	Medium
2	Digitization	Deploy a call centre for quick registration of the complaints.	High
3	Digitization	Improve usage of 'Road Inventory App[1]' for monitoring quality of roads construction. This can be achieved through mandatory training in all states.	Medium
4	Digitization	Inculcate feedback mechanism for grievance redressal app-Meri Sadak[1] through capturing a 5 star rating.	Medium
5	Operations Improvement	Map payment of contractors to quality of roads construction to ensure high quality construction.	Low
6	Policy	Formalize rural roads maintenance policy for 14 states. These states do not have maintenance policy.(for roads exceeding more than 6 years of construction).	Medium
7	Monitoring	Monitor performance of 15 states circumscribed by rural roads maintenance policy (for roads exceeding more than 6 years of construction).	Medium
8	Monitoring	Map constituencies and completion timeline for on-going roads construction on public OMMS dashboard[2].	High

[1] Mobile App designed to monitor quality of road construction on the go.
[2] Public dashboard of PMGSY: http://omms.nic.in/

Case Studies On Reforms

4.1 GHATPORAL, KARNATAKA'S GRAM PANCHAYAT (GP) FOR QUICK CONSTRUCTION OF ROADS UNDER PMGSY

The basic needs of Ghatporal GP are housing, water and better roads. The elected members have put in enormous efforts, to use their political influence in order to address these needs. The GP was able to lay cement roads that cost Rs.1.35 crore under the PMGSY scheme. One more road from Ghatboral GP to Maniknagar (worth Rs.1 crore) was also constructed. Four bore wells were dug, the funds for which were obtained through the MLA's influence and support.

4.2 MADHYA PRADESH GOVERNMENT ON MAPPING PAYMENT OF CONTRACTORS WITH ROAD QUALITY

Madhya Pradesh Government has improved the efficacy of system by mapping payment of contractors to quality of roads construction in order to ensure high quality construction.

4.3 HIMACHAL PRADESH GOVERNMENT HAVING RURAL ROADS MAINTENANCE POLICY

The government of Himachal Pradesh had adopted rural roads maintenance policy for the planning and execution of maintenance of rural roads under it's jurisdictions. The policy takes into considerations government's funding and ensuring transparency in its working, bidding, e-tendering, contract management and implementing rural roads maintenance.

Conclusion

This Grievance Analysis Study analysed 350 grievances of Department of Rural Development, focusing on rural roads. 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 Department of Rural Development and recommends the following priority systemic reforms for Pradhan Mantri Gram Sadak Yojna:

01 Monitor performance of 15 states circumscribed by rural roads maintenance policy.

02 Map payment of contractors to quality of roads construction to ensure high quality construction

03 Deploy call centre for quick registration of complaints.

04 Formalize rural roads maintenance policy for 14 states. These states do not have maintenance policy (for roads exceeding more than 6 years of construction).

05 Inculcate feedback mechanism for grievance redressal app-'Meri Sadak' through capturing a 5 star rating.

06 Map constituencies and completion timeline for on-going roads construction on public OMMS dashboard.

LIST OF EXPERTS CONSULTED

Table 6: List of experts

Department of Rural Development	Outside Ministry	Quality Council of India
• **Rajesh Bhushan**- Joint Secretary	• **Varad Pandey**- Dalberg Partner	• **Adil Zainulbhai**- Chairman
• **Utam Ji-** National Rural Roads Development Agency	• **Puja Gupta**- Engagement Manager, McKinsey India	• **Dr. Ravi P. Singh**- Secretary General

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