



Department of
Telecommunication



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

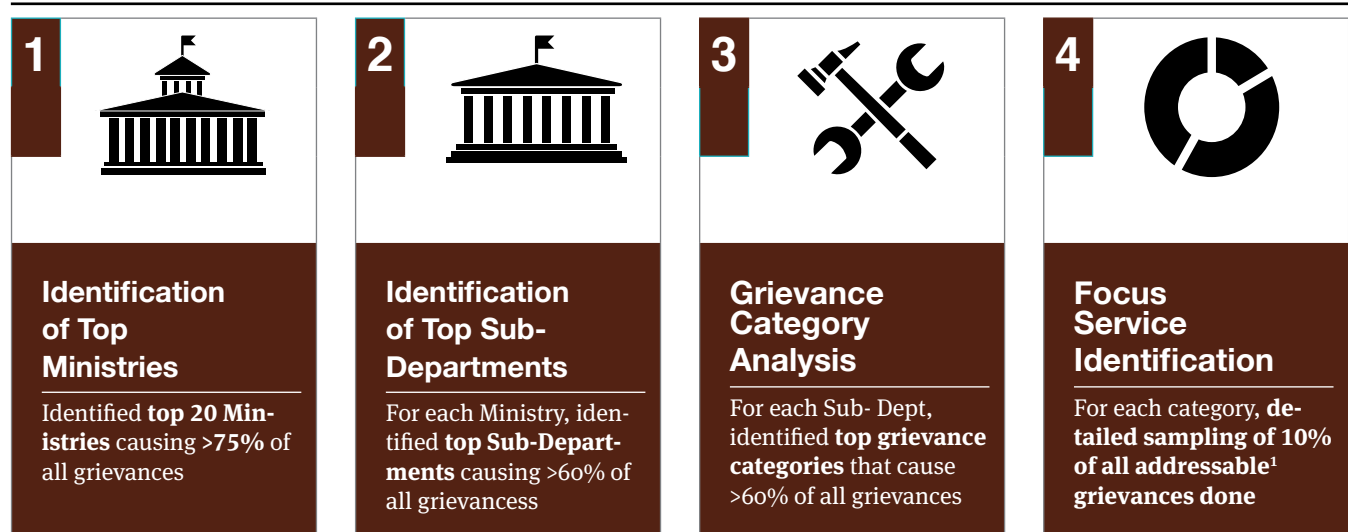
Approach

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/Ministry 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 Telecommunications (rank 1).

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

Overall Rank	Ministry	Rank	No. of Grievances recieved		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

Telecommunication has been recognized world-over as an important tool for socio-economic development for a nation and hence telecom infrastructure is a very important aspect for the development of India. In India, the Department of Telecommunication is responsible for formulating policies for accelerated growth of telecommunication services and grant of licenses for various telecom services.

The delivery of these services lies with the service providers which includes two types of players, namely, (1) Public players (like Bharat Sanchar Nigam Limited, Mahanagar Telecom Nigam Limited), and (2) Private players (like Bharati Airtel, Vodafone, Reliance Communications and other such players). The services include landline services provided

by the public players, internet services through broadband and otherwise also by public players, and mobile network service providers and mobile data by both the public and private players.

The regulatory body for the services and the tariffs for the service providers, is the Telecom Regulatory Authority of India (TRAI), which also sets in place the rules for grievance redressal for the private players.

The scale of the telecommunication services affects a large scale of people in a day-to-day basis, and hence it is top grievance receiving Ministry, and following report does a detailed analysis of each issue.

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.

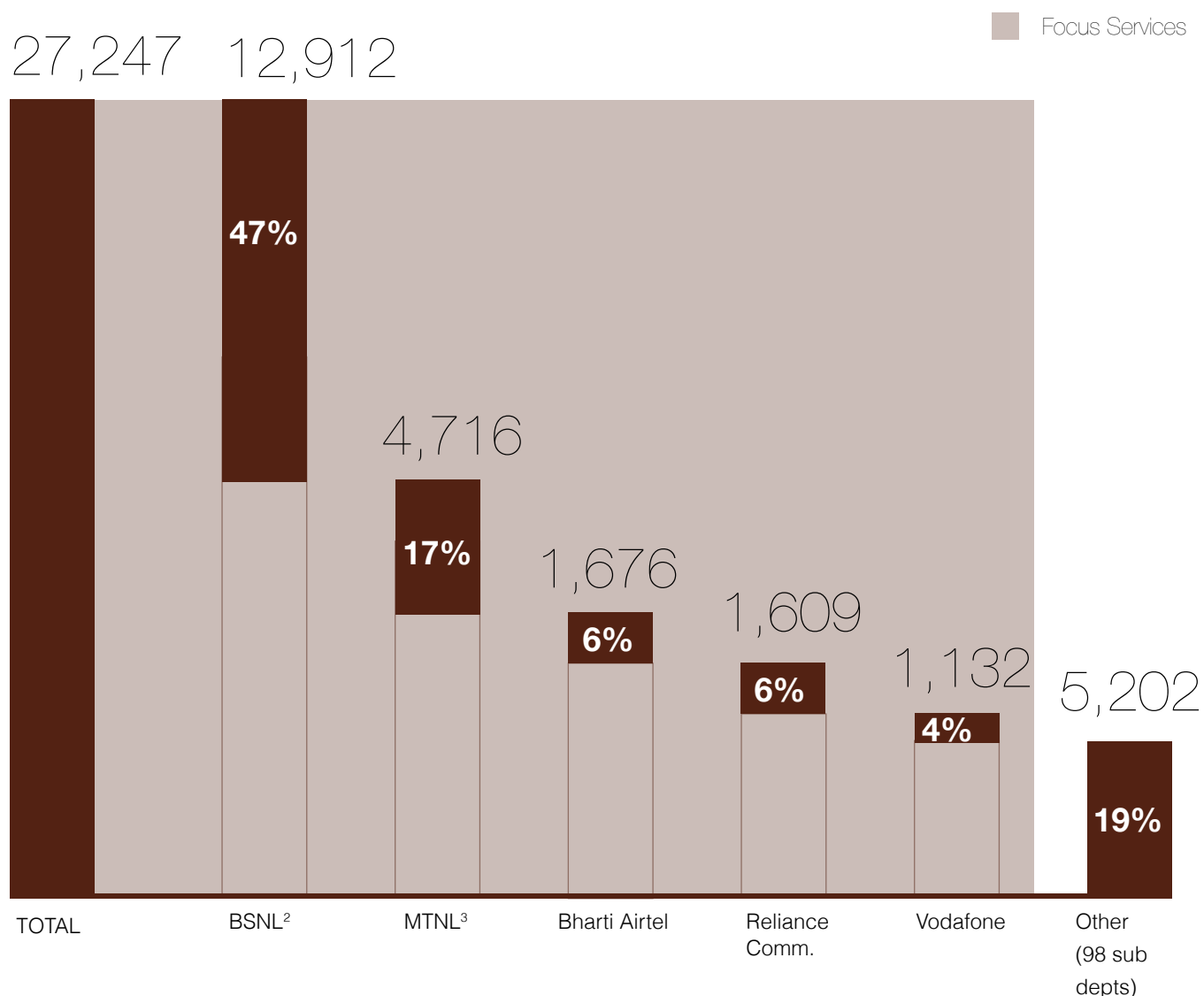
These sub-departments have been defined as per the officer-in-charge who it is forwarded to within the Department/Ministry, as defined by the respective Department/Ministry.

For the Department of Telecommunication, the sub-departments receiving maximum number of complaints have been defined by service/responsibility of that organization. The highest grievances have been received by the Bharat Sanchar Nigam Limited (BSNL) (account for 47% of grievances) heads in charge (as defined by the Ministry), and the next

highest grievances received by Mahanagar Telecom Nigam Limited (MTNL) - accounting for 17% 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 BSNL, MTNL, and private players (Bharati Airtel, Reliance Communication, Vodafone - as per the ministry definition of the sub-department it is forwarded to within the Department), and these account for ~80% of all grievances and have the grievances received by these sub-departments have been analyzed further.

Categorized grievances received by Sub-Departments¹



¹ All grievance reported from 1.4.2015 to 31.8.2015 across all touch points

² Bharat Sanchar Nigam Ltd., ³ Mahanagar Telephone Nigam Ltd.

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 sub-departments, namely, BSNL, MTNL, and Bharti Airtel, Reliance Communication and Vodafone (as per the ministry definition of the sub-departments the grievances are forwarded to). For the purpose of the study we have consolidated sub-departments like Bharti Airtel, Reliance Communication, Vodafone and also other players like Idea Cellular, etc. as private players.

The top most issue for the Ministry are the issues with landline and broadband services (specifically pertaining to BSNL, MTNL) which accounts for 41% of all addressable grievances, followed by below par redressal of complaints which accounts for 31%. The specific details of these two types of grievance issues and the other grievances issues have been detailed out in the table below.

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

4 services identified to focus on for designing process reforms

■ Focus services
for deep dive

Top Grievance Causing Service	Impact %	Details
1 Landline and broadband service issues	40%	<ul style="list-style-type: none">• Repeated breaking of landline service• Broadband speeds are not as promised; service is erratic
2 Complaints redressal below par (BSNL, MTNL)	31%	<ul style="list-style-type: none">• Officers not responsive to complaints; multiple complaints being lodged• Long waiting time for redressal of complaints regarding service issues
3 Issues with mobile services (Pvt. + BSNL, MTNL)	19%	<ul style="list-style-type: none">• Network on phone is feeble in certain areas; high call drop rates• 3G data is hardly available, despite subscribing for 3G service
4 Faults with bills (BSNL, MTNL)	5%	<ul style="list-style-type: none">• Customers being charged wrongly for services that have not been used

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 grievance causing services is chosen for further deep-dive and root cause analysis, which are - dismal landline and broadband services.

Post discussion with the Department, these issues have been de-prioritized though because of the lack of jurisdictional power with the Department. Instead, an analysis and study of the best practice for a public grievance portal and the relevant suggestions have been done, for quick and quality redressal of the grievances.

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

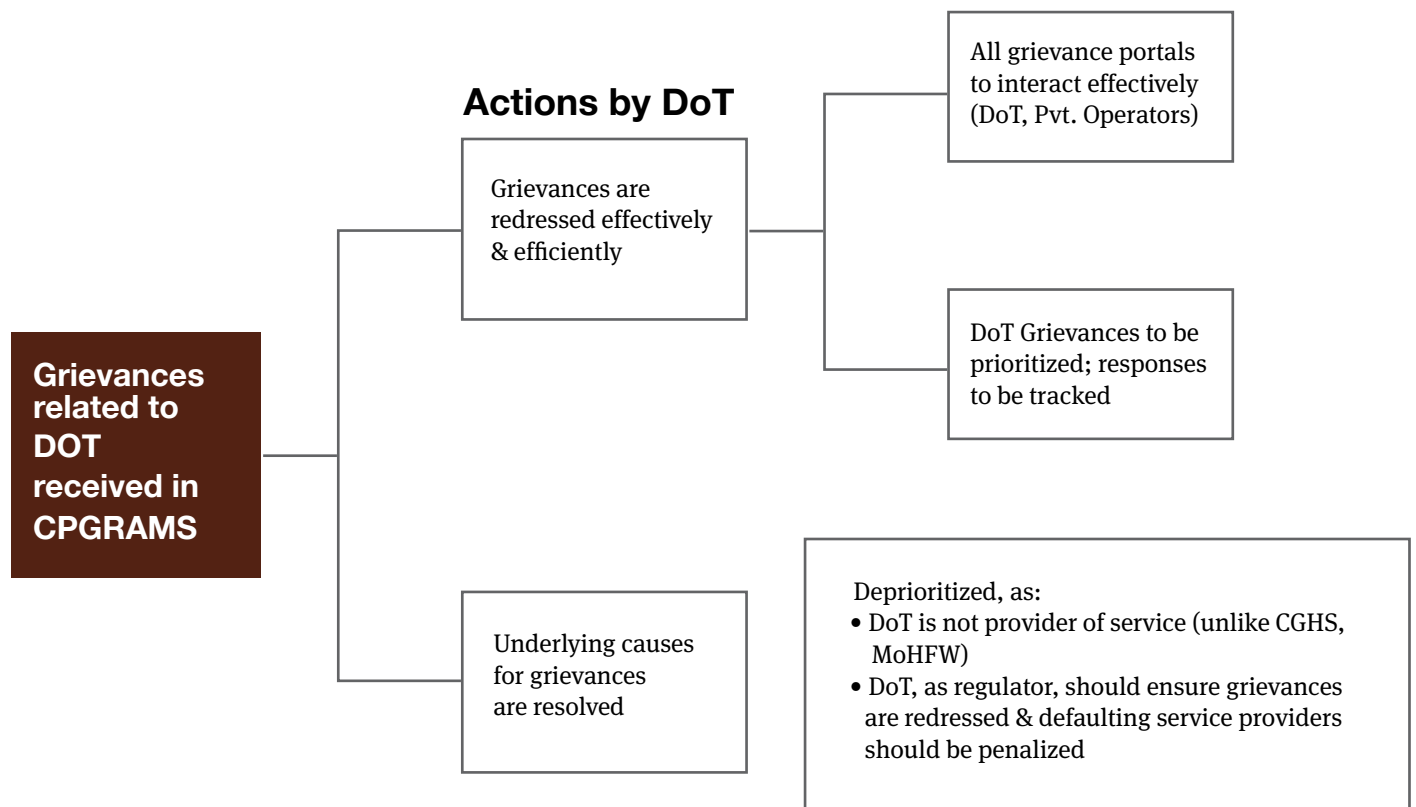
(Suggestions & next steps)

Focus primarily on grievance redressal & regulation for DoT through CPGRAMS

As mentioned in the conclusion on the previous page, the grievances that are received by the Department of Higher Education, can be segregated into two types, (1) Addressable grievances, (2) Non - addressable grievances.

For the purview of the Department of Telecommunication, the implementation of the services do not fall under the jurisdiction of the Department and lies with the respective service providers. As a result, it is very tough to provide systemic reforms for the Department, and hence it is important for the Department to ensure timely and quality redressal of grievances.

In order to ensure a proper grievance redressal process, it is important that the grievance redressal mechanism itself is improved, be doing a thorough study of the best practices followed in private sector or other government bodies for redressal of grievances.



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	<ul style="list-style-type: none"> • Input categorization not citizen friendly • All inputs categorized as grievances 	<ul style="list-style-type: none"> • Citizens can choose from list of top recurring issues • Input categorization as Query, Suggestion or Grievance 	
2	Criticality of grievance	<ul style="list-style-type: none"> • PMO grievances not flagged as important or treated with criticality 	<ul style="list-style-type: none"> • Tracking of responsiveness of service providers; slow redressal to be flagged and addressed 	
3	Delay in forwarding of grievances	<ul style="list-style-type: none"> • Manual forwarding of grievances to the respective stakeholder 	<ul style="list-style-type: none"> • Auto-forward to based on input (of service provider) chosen by citizen 	<ul style="list-style-type: none"> • CPGRAMS auto-forwards complaints if Ministry is input
4	Accountability of service providers	<ul style="list-style-type: none"> • Disposal report submitted by service providers to DoT; quality not tracked 	<ul style="list-style-type: none"> • Regular tracking, monitoring of customer satisfaction (of redressal), responsiveness 	
5	Interaction of portals	<ul style="list-style-type: none"> • CPGRAMS & TRAI portals not interacting with each other internally 	<ul style="list-style-type: none"> • CPGRAMS complaints to be transferred to internal portal for resolution; closing report to be filed on CPGRAMS 	

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 Telecommunication Complaints portal

The screenshot shows a web form titled "TAKE ACTION" with a sub-header "Transferred By : DARPG". The form fields are as follows:

Grievance Registration No.	DARPG/E/2015/12907
Classification	PUBLIC GRIEVANCE
Grievance Category	--Select--
Local File No.(if any)	--Select--
Decision	001 - Non-payment of Fixed/Term Deposit on maturity/bef. maturity 002 - Non-payment/non-issue of drafts 003 - Retirement benefits/delay in payment of pensions 004 - Delay in clearance of cheques
Remarks or Reason(if any)	005 - Non issue/delay in issue of duplicate drafts 006 - Misbehaviour/rudebehaviour/harassment/corruption by bank staff 007 - Non settlement/delay in settlement of deceased a/c 008 - Non transfer/delay in transfer of a/cs from one office to another 009 - Non opening/delay in opening of new accounts 010 - Noncompliance with standing instructions of the customers 011 - Complaints relating to Credit Cards/ATMs/Debit cards etc. 012 - Representations received from bank employees on various service matters 013 - Complaints relating to agriculture matters 014 - Complaints relating to various govt. sponsored schemes 015 - Miscellaneous complaints 016 - Complaints relating to service charges 017 - Complaint reg. deficiency in customer service 018 - Complaint regarding housing loan 019 - Complaint regarding education loan

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

Portal should be citizen-friendly & intuitive: Current Portal

CPGRAMS - Dept. of Telecommunication

Phone No.

(ISD Code+STD Code-without '0' prefix+Tel.No) eg : 911123367688

Mobile No

Provide Mobile number/e-mail address in order to Receive SMS/e-mail alerts related to this grievance

(ISD Code & Mobile Number)eg : 919999999999

Email Id.

* Grievance Category

* Please enter Grievance Description upto 1000 characters

* Special charecters like ^ [^ { } ~ | ^

✓ -- Select --

- Employee Related
- Harassment/Atrocities
- Allegation Of Corruption/Malpractices
- Legal Matters/Judiciary
- Quality Of Service/Civic Amenities
- Land Related Problems
- Financial Services
- Implementation of Schemes
- Environment Issues/Animal Welfare/ForestConservati
- Education
- Labour Issues
- Financial Assistance
- Housing
- Urban Development
- Agriculture
- Police
- Other Central Government Related
- State Government Related
- External Affairs/Overseas Affairs
- Railway

Please provide the details of Past Reference

Reference Number (If any) And Date of Reference

Do you want to upload PDF Attachment ? Yes No

* Please type the characters appearing in the image below:

Portal should be citizen-friendly & intuitive: Redesigned Portal

CPGRAMS - Department of Higher Education

pgportal.gov.in/GrievanceNew.aspx

* Address

Pincode

Country

* State

District

Phone No.

(STD Code+STD Code without '0' prefix+Tel.No) eg: 911123367588

Provides Mobile number's mail address in order to Receive SMS/e-mail alerts related to this grievance

Mobile No.

(STD Code & Mobile Number) eg: 919999999999

Email ID.

* Please enter the institute pertaining to your grievance:

* Please tell us more about your grievance:

Insights

The portal has been re-designed as a sample for the Department of Higher Education, and the two key insights that can be taken 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'

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

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Quality dashboard for tracking performance

Department of Telecom - Weekly Dashboard for 07-Oct to 14-Oct					
		% Disposal	Customer Satisfaction	Average Responsiveness	
		Greater than 95%	Greater than 0%	Lesser than 2 weeks	
		Between 90% and 95%	Between -25% and 0%	Between 2 weeks and 4 weeks	
		Less than 90%	Less than -25%	Greater than 4 weeks	
% Disposal	1. Of the 8 Service providers, 1 is "Good", 2 are "Moderate" & 5 "Need Improvement"				
Customer Satisfaction	2. Service providers requiring most improvement are: Vodafone (50%) & Reliance (63%)				
Average Responsiveness	1. Of the 8 Service providers, 5 are "Moderate" & 3 "Need Improvement"				
	2. Service providers requiring most improvement are: Idea (-44%) and BSNL (-31%)				
	1. Of the 8 Service Providers, 1 is "Moderate" & 7 "Need Improvement".				
	2. Service providers requiring most improvement are: Vodafone (12 weeks) & Reliance (7 weeks)				
	# of grievances received				
Rank	Top Departments	#	% Disposal	Customer Satisfaction	Average Responsiveness
Public Sector - Service Providers					
1	BSNL	1,362	97%	-31%	4 Weeks
2	MTNL	1,110	86%	-25%	5 Weeks
Private Players - Service Providers					
3	Airtel	311	86%	-6%	6 Weeks
4	Vodafone	280	50%	-20%	12 Weeks
5	Reliance	250	63%	-26%	7 Weeks
6	Idea	200	73%	-44%	6 Weeks
7	Aircel	184	93%	-24%	6 Weeks
8	Tata Docomo	184	93%	-24%	6 Weeks
Average % of citizens filling in satisfaction:		10%			
Change from last week?					
% Disposal	Customer Satisfaction	Average Responsiveness			
Public Sector Banks					
20%	-15%	-30%			
25%	-10%	-25%			
Private Banks					
7%	20%	5%			
9%	8%	-7%			
56%	21%	6%			
61%	26%	11%			
32%	-3%	-18%			
32%	-3%	-18%			

There are 2 types of portals for grievances for telecom

Another important point to take note of, is the presence of other internal portals provided by the service providers themselves, and to contrast the scale of the two portals. In case of Department of Telecommunication, there are two major portals:

1. Public Grievance Portal - portal for the citizens provided by the Central government
2. Customer Care Portals - operated by each service provider, and regulated by Telecom Regulatory Authority of India

The details of these portals have been summarized in the table below.

Portal	Type	Owner	Scale	Details
CPGRAMS (PG-Portal)	Online (website)	DARPG	~1 lakh	Used if grievances are not solved at TRAI call center Includes larger issues like laying down new cables, replacing existing tech etc.
Customer Care portals1	Call centers, website (respective service providers)	Service providers (mandated, regulated by TRAI)	~ 25 Cr	First PoC for all customer complaints across operators Mandatory for every network provider to have a call center; overseen by TRAI

Key takeaways

The key points that one needs to keep in mind considering, the scale of these issues are as follows:

1. Interaction between the two portals is imperative to ensure quick redressal of complaints
2. The grievances and complaints from the grievance portal should feed into the framework of customer care portals of the respective service providers
3. Post feeding into the system, it is important to ensure that these grievances are treated with criticality, and this can be tracked using responsiveness of the respective service providers