



Ministry of Petroleum and
Natural Gas



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

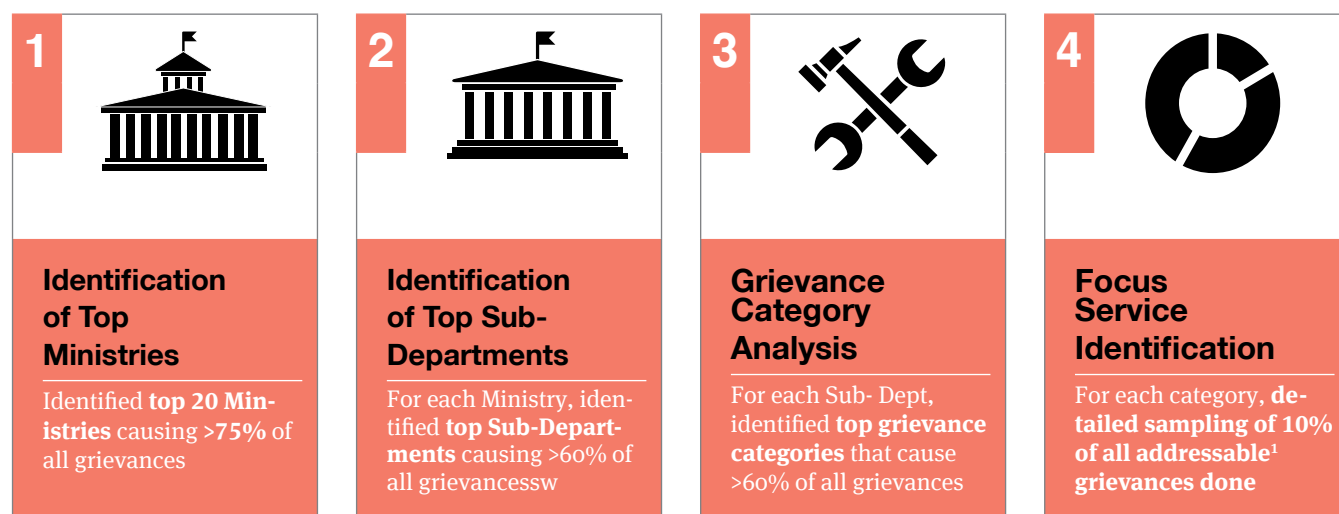
Approach

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 Ministry of Petroleum and Natural Gas (rank 10).

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

Overall Rank	Ministry	Rank	No. of Grievances recieved		No. of Grievances pending		
			# of grievances		(> 12M)	(6M - 12M)	
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 Petroleum and Natural Gas (MOP&NG) is the ministry of the Government of India that is responsible for the reserves of oil and natural gas in India. The primary responsibilities of this Ministry includes the following: (1) Exploration of oil and gas fields (2) Post exploration, production and refining of the oil and natural gas products to usable form, and final step includes (3) distribution and marketing, be it to local markets or international markets. In order to ensure the demand for the country is met, this Ministry also takes charge of evaluating the import requirements and also ways to optimally conserve these resources.

The duties of this Ministry also extend to making relevant policy structures for planning, development and control of,

and assistance to all industries dealt with by it. In a sector like this which involves an important commodity, it is important to regulate activities and administer central laws for that, which falls under the purview of this Ministry.

Petroleum and Natural Gas represents two of the most important energy sources for India and the world, and the Ministry of Petroleum and Natural Gas is of utmost importance to the country. Guided by the nature of the grievances received, the following report assesses the functioning of the Ministry.

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.

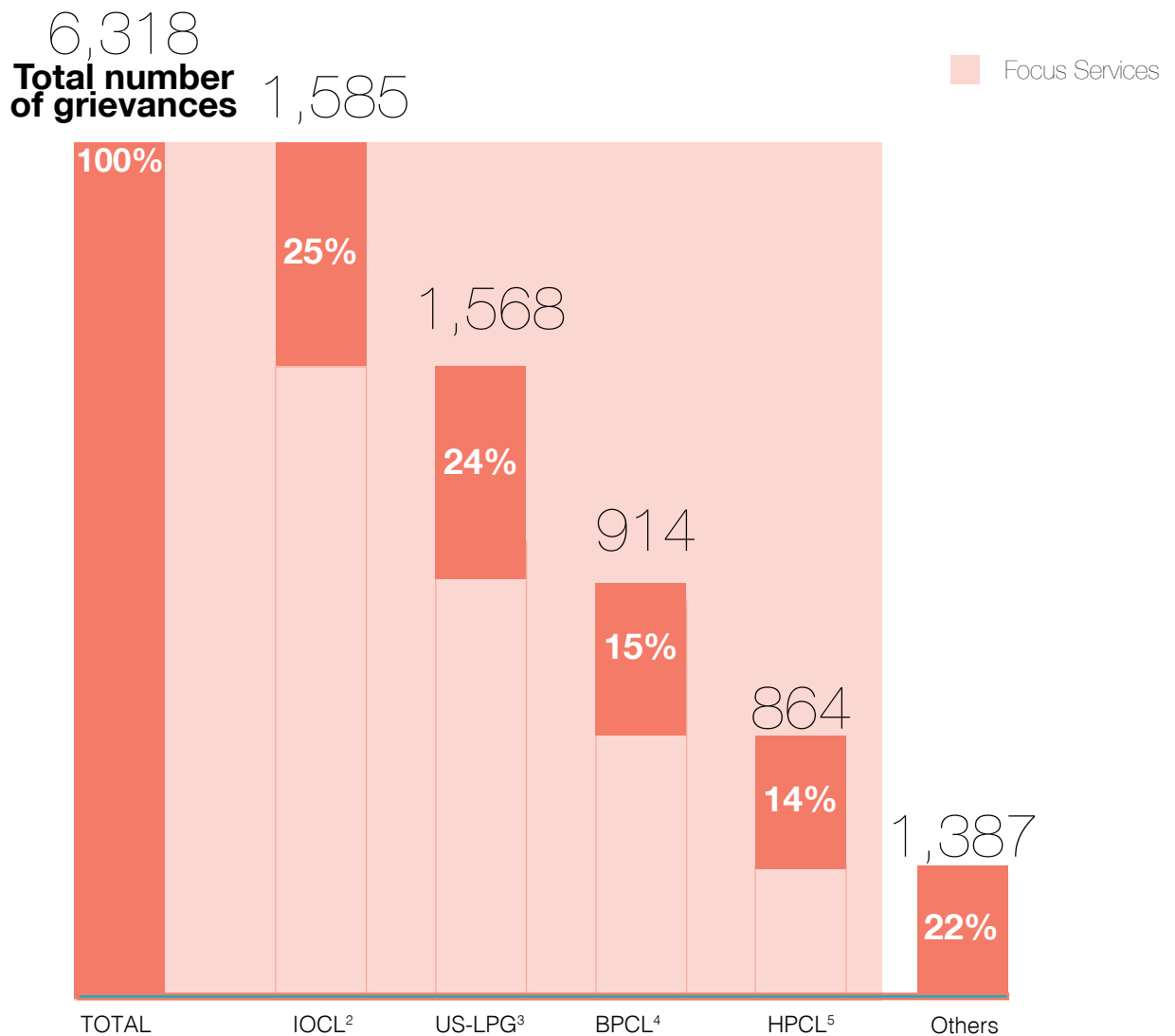
These sub-departments have been defined as per the officer-in-charge who it is forwarded to within the Department/Ministry, as defined by the respective Department/Ministry. For the Ministry of Petroleum & Natural Gas, the sub-departments receiving maximum number of complaints have been defined by service/responsibility of that Director. The highest grievances have been received by Indian Oil Corporation Limited which accounts for 25% of all grievances (as

defined by the Ministry), and the next highest grievances received by Under - Secretary for Liquefied Petroleum Gas (as per the definition of the Ministry) which accounts for 24% 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 4 departments, account for ~80% of all grievances and have the grievances received by these sub-departments have been analyzed further.

Top 4 Sub-Depts. account for ~ 80% of all received grievances

Categorized grievances received by Sub-Departments¹



¹ All grievance reported 6318 from 01/04/2015 to 31/08/2015 across all touch points

² IOCL – Indian Oil Corporation Limited

³ LPG – Liquefied Petroleum Gas

⁴ BPCL – Bharat Petroleum Corporation Limited

⁵ HPCL – Hindustan Petroleum Corporation Limited

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, Indian Oil Corporation Limited, Under Secretary - Liquefied Petroleum Gas, Bharat Petroleum Corporation Limited and Hindustan Petroleum Corporation Limited.

The top most issue for the Ministry is LPG connection issues which accounts for 66% of all addressable grievances, followed by issues regarding alleged malpractices and corruption which account for 29%. The specific details of these two type of grievance issues and the other grievances issues have been detailed out in the table below

For the Ministry of Petroleum & Natural Gas, the top recurring addressable issues across the sub-departments have been summarized below in the table.

Top 2 services identified to focus on for root cause analysis

Focus services for deep dive

Grievance Category Analysis

Top Grievance Causing Service	Impact % ¹	Details ²
1 LPG Connection Issues	66%	<ul style="list-style-type: none"> • Tedious and long process to get a connection • Long delay in delivery of refilled cylinders • Incorrect/No subsidy amount credited via Direct Benefit Transfer mechanism
2 Malpractices/Corruption	29%	<ul style="list-style-type: none"> • Black marketing of LPG cylinders • Overcharging and force selling to the citizens • Gas agency employees involved in pilferage of gas cylinders
3 Petrol Pump/LPG Dealership Issues	2%	<ul style="list-style-type: none"> • Issues with petrol pump dealership/ LPG distributor allocation and termination • E.g. – Petrol Pump dealership terminated without proper verification and investigation.

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

2. Addressable grievances constitute 66% to the Sample Total Grievances

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 2 grievance causing services are chosen for further deep-dive and root cause analysis, as they account for nearly 95% of all addressable 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 and 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.

Since, these issues faced by the departments at the Central level in India have been faced before by other organizations in both the private and public sector in both India and globally. The global and local learning's have been incorporated into the recommendations made for each one of the process reforms.

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.

LPG Connection Issues

Issue analysis and proposed solution

Focus issue	Root Cause	Proposed solution	Current status
Tedious and long process to get a connection	<ul style="list-style-type: none"> LPG Connection database not linked across OMCs; duplication check takes time Delay in physical verification of stove by distributors 	<ul style="list-style-type: none"> Central real time database of connections across all states and OMCs to be developed by NIC. Aadhaar linking to reduce lead time. Using third party to carry out physical verification 	<ul style="list-style-type: none"> OMCs have created inter-company database for 20 states.
Long delay in deliver of refilled cylinders	<ul style="list-style-type: none"> Bottleneck created due to inadequate delivery management by distributor Production disruption at refilling station creating a backlog (1 day of disruption leads to 15-25 days of delay in delivery) 	<ul style="list-style-type: none"> Real time tracking of cylinder delivery and penalty for delay in delivery beyond promised date 	<ul style="list-style-type: none"> No plan in place now.
Incorrect/No subsidy amount credited via Direct Benefit Transfer mechanism	<ul style="list-style-type: none"> Communication gap regarding the intricacies of the Direct Benefit Transfer mechanism 	<ul style="list-style-type: none"> Aadhaar linking of PAHAL accounts to make DBT mechanism efficient. 	<ul style="list-style-type: none"> SMS updates being sent to consumer

Malpractices/Corruption

Issue analysis and proposed solution

Focus issue	Root Cause	Proposed solution	Current status
Malpractices/ Corruption instances such as -Black marketing of LPG cylinders -Overcharging and force selling to the citizens -Gas agency employees involved in pilferage of gas cylinders.	<ul style="list-style-type: none">• Lack of vigilance/checks on distributors• Higher incentive to sell in black market than through route	<ul style="list-style-type: none">• Promoting cashless transfer of money• Using a mechanism similar to One Time Password (OTP) to confirm the cylinder order• Increasing Aadhaar linking for DBT/PAHAL scheme	<ul style="list-style-type: none">• DBT/PAHAL scheme has disincentivized distributor to sell in black market; still loopholes exists• Delivery boy weighs the cylinder in front of the citizen at the time of delivery

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.

