



Ministry of Labour



# 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

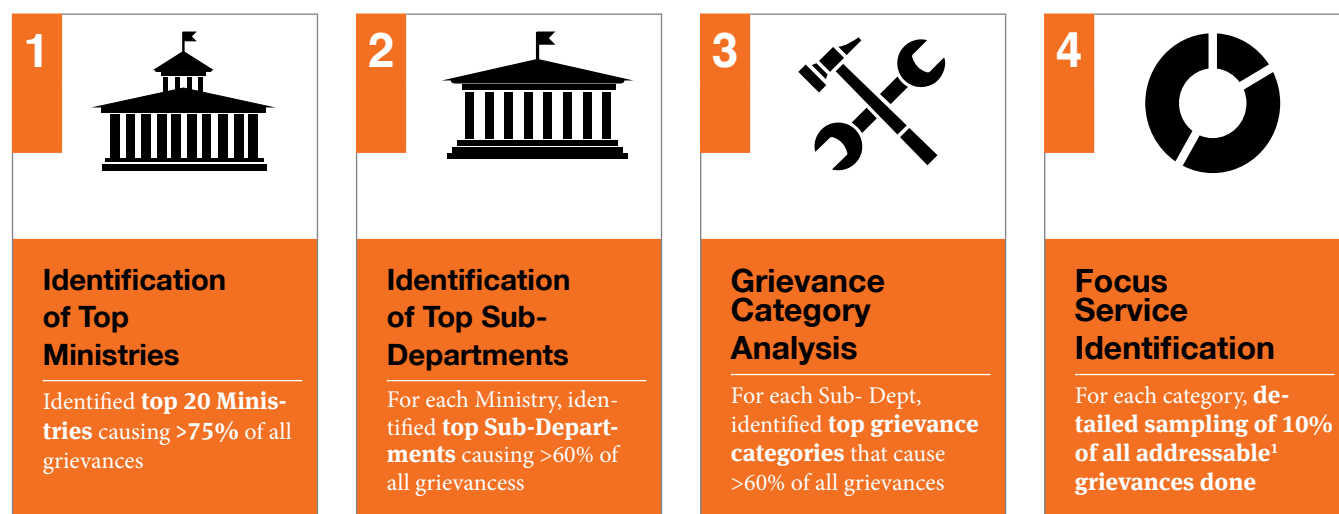
## Approach

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 Labour and Employment (rank 11).

### 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

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The Ministry of Labour & Employment is one of the oldest and important Ministries of the Government of India. The main responsibility of the Ministry is to protect and safeguard the interests of workers in general and those who constitute the poor, deprived and disadvantage sections of the society, in particular, with due regard to creating a healthy work environment for higher production and productivity and to develop and coordinate vocational skill training and employment services.

Government's attention is also focused on promotion of welfare and providing social security to the labour force both in organized and unorganized sectors, in tandem with the process of liberalization. These objectives are sought to be achieved through

enactment and implementation of various labour laws, which regulate the terms and conditions of service and employment of workers. The State Governments are also competent to enact legislations, as labour is a subject in the concurrent list under the Constitution of India.

Since, the laws and policies instituted by this department, and its enforcement affect the day-to-day activity and welfare of majority of the population of the country, it is important to ensure that the grievances of this Ministry are looked at, to understand the key pain points of the citizens with respect to this department.

## Identification of top Sub-Departments

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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.

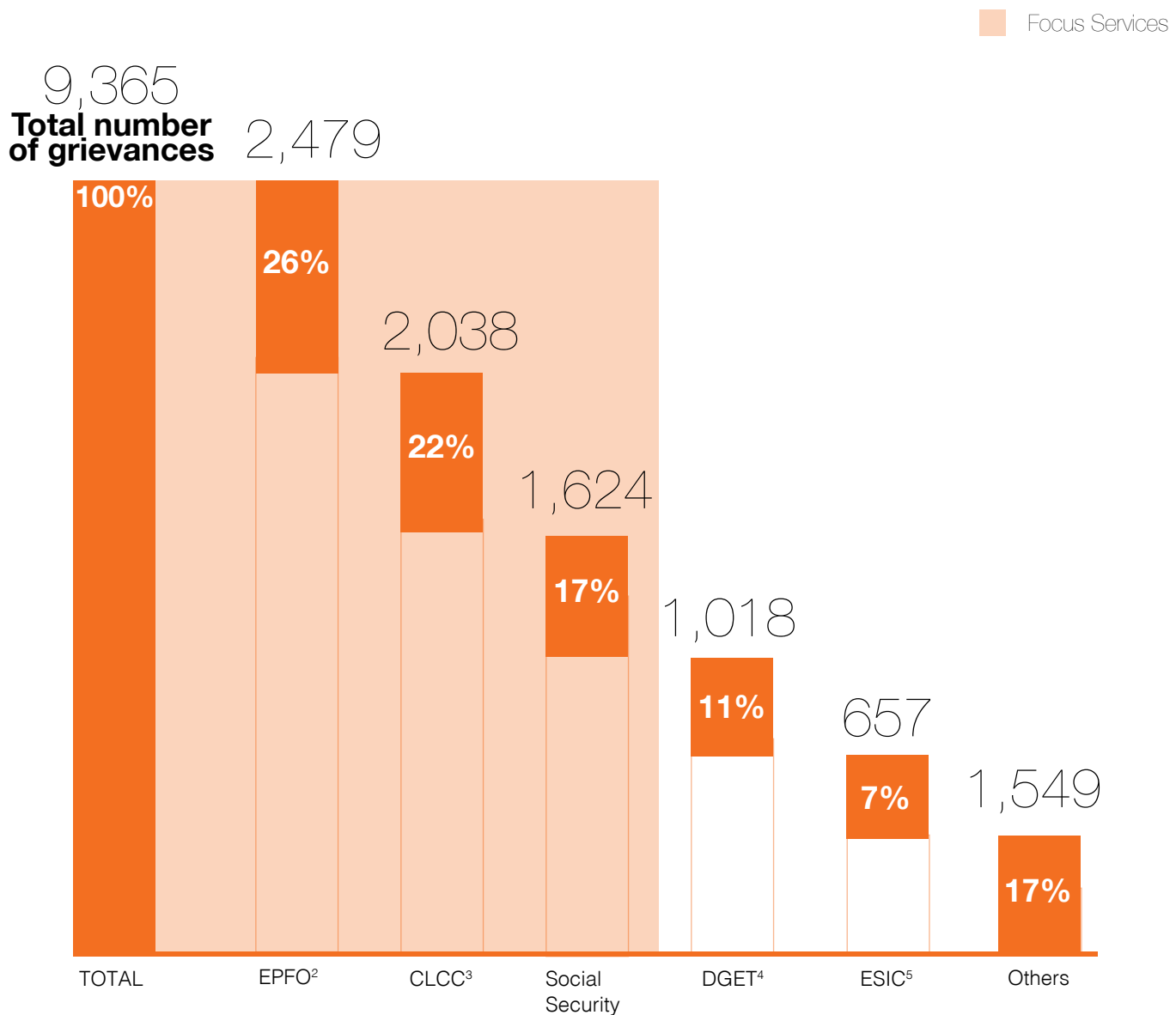
These sub-departments have been defined as per the officer-in-charge who it is forwarded to within the Department/Ministry, as defined by the respective Department/Ministry.

For the Ministry of Labour & Employment, the sub-departments receiving maximum number of complaints have been defined by service/responsibility of that organization. The highest grievances have been received by Employee Provident Fund Organization (account for 26% of grievances) (as defined by the Ministry), and the next highest grievances received by Central Labour Commissioner Central - accounting for 22% 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 Employee Provident Fund Organization, Central Labour Commissioner Centre, and Social Security account for 65% of all grievances and have the grievances received by these sub-departments have been analyzed further.

## Top Sub-Departments Identified

Categorized grievances received by Sub-Departments<sup>1</sup>



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

<sup>2</sup> Employee Provident Fund Organisation, <sup>3</sup> Central Labour Commission Central, <sup>4</sup> DG, Employment Training, <sup>5</sup> Employee State Insurance Competition

## 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, Employee Provident Fund Organization, Central Labour Commissioner, and Social Security.

The top most issue for the Department is related to Slow, unclear processing in EPFO, Private sector negligence - PF related. 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 Labour & Employment, the top recurring addressable issues across the sub-departments have been summarized below in the table.

Top Grievance Causing Services	Details
<b>Slow, unclear processing in EPFO</b>	<ul style="list-style-type: none"> <li>• PF transfers taking longer than expected; no response given on status</li> <li>• PF withdrawal applications not being tracked, despite all documents being given</li> </ul>
<b>Private Sector Negligence – PF related</b>	<ul style="list-style-type: none"> <li>• Companies not paying PF amount when employees exit</li> <li>• Complaints raised with PF departments not being taken up</li> </ul>
<b>Private Sector Negligence - Labor Laws</b>	<ul style="list-style-type: none"> <li>• Labour inspectors sometimes ineffective; companies not abiding by HR policies</li> <li>• Benefits not being given, unlawful termination</li> </ul>
<b>Pension Related Issues</b>	<ul style="list-style-type: none"> <li>• Minimum pension amount should be raised, # of years before you can avail pension should be decreased</li> <li>• Cap of 75% for PF withdrawal too high</li> </ul>
<b>EPF Site is not updated/ not working</b>	<ul style="list-style-type: none"> <li>• Entries in EPF website not updated in multiple cases</li> <li>• EPF site crashes during office-hours, not available when demand exists</li> </ul>

## 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 is - Slow processing of EPFI, Private sector negligence - PF related, Private sector negligence - labour laws, and EPF site not updated/workgin.

Based on discussions with the Department, evaluation of reforms have been deprioritized after the data-backed analysis to identify top issues. These findings have been handed over to the Department.

