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
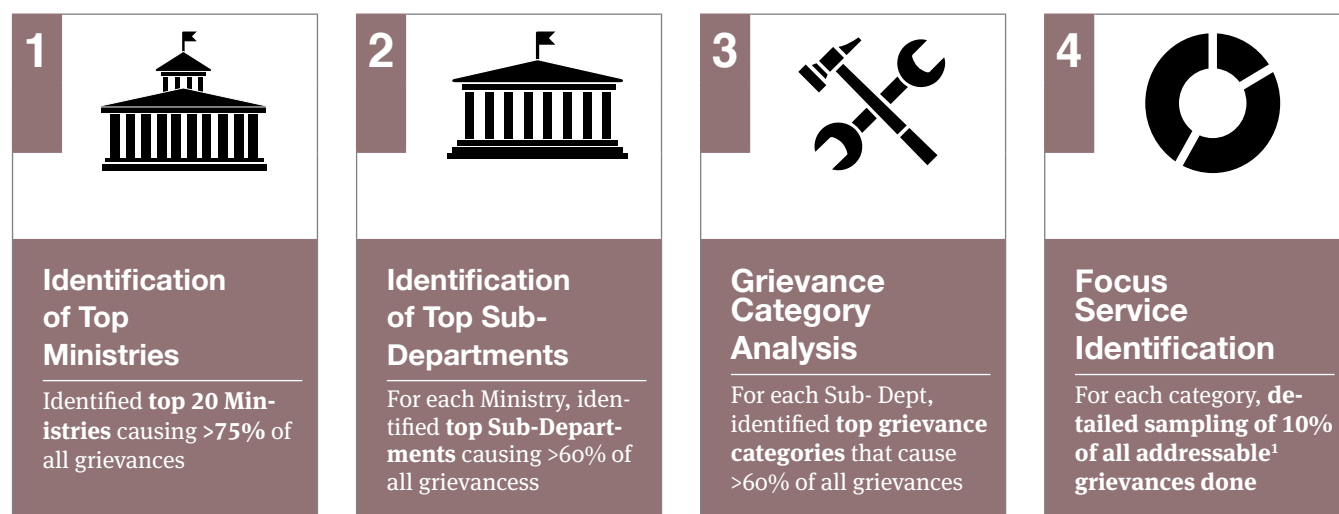
Approach

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

1	**2**	**3**	**4**
Identification of Top Ministries	**Identification of Top Sub-Departments**	**Grievance Category Analysis**	**Focus Service Identification**
Identified **top 20 Ministries** causing >75% of all grievances	For each Ministry, identified **top Sub-Departments** causing >60% of all grievancess	For each Sub- Dept, identified **top grievance categories** that cause >60% of all grievances	For each category, **detailed sampling of 10% of all addressable[1] grievances done**

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/Minsitry 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 School Education and Literacy (rank 13).

List of top Ministries/Departments based on combination of quality parameters							
		No. of Grievances recieved # of grievances		No. of Grievances pending (> 12M)		No. of Grievances pending (6M - 12M)	
Overall Rank	Ministry	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

The Ministry of Human Resources Development is one of the most important Ministries which is responsible for the Education System in India. It has two important departments executing its objective, namely, (1) Department of School Education & Literacy, and (2) Department of Higher Education.

The Department of School Education & Literacy at the Central level is responsible for creating policies to ensure accessibility of quality primary education. This Department ensures that there are policies in place to ensure students can access schools, and the there is adequate infrastructure in these schools. It is also the responsibility of the Department to take care that once the students are in the school, they are

taught the right syllabus, and that there are well-qualified teachers to teach the students. Since, education is a concurrent subject, the laws are implemented by the State governments through the State Boards of Education. The Central Department also runs a few set of schools for government employees, across the country.

This department takes care of a subject which affects the future of the population of India, and of India itself, and hence it is of utmost importance. As a result of its impact, it is a department which receives a large number of grievances and detailed analysis follows from here on.

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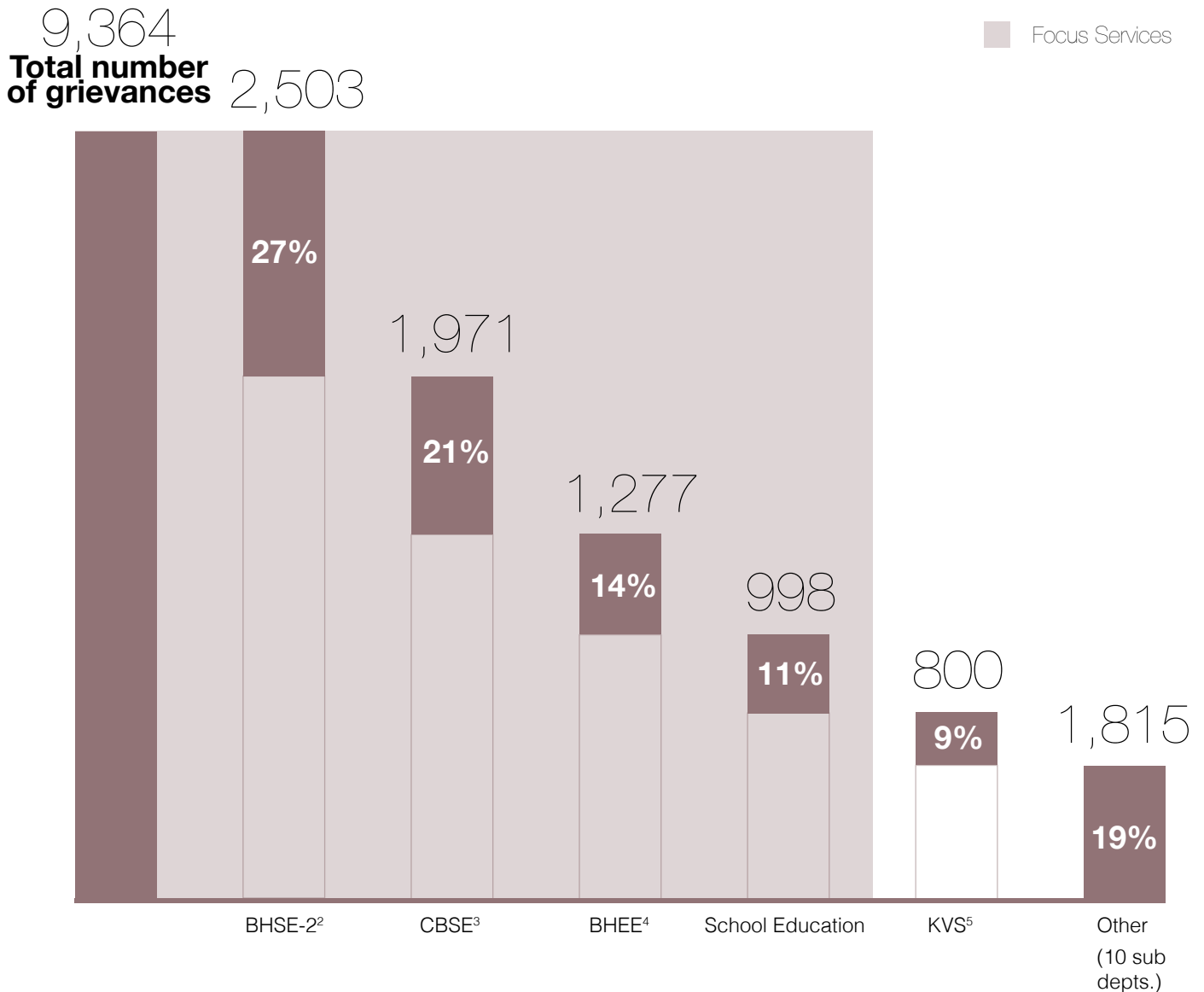
These sub-departments have been defined as per the officer-in-charge who it is forwarded to within the Department/Ministry, as defined by the respective Department/Ministry.

For the Ministry of Home Affairs Welfare, the sub-departments receiving maximum number of complaints have been defined by service/responsibility of that Director or Joint Secretary. The highest grievances have been received by the Centre - State dept. (as defined by the Ministry) which re-

ceives 18% of all grievances, and the next highest grievances received by Union Territory department, about 15% 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 5 departments, account for ~60% of all grievances and have the grievances received by these sub-departments have been analyzed further.

9,364
**Total number
of grievances**

Focus Services

2,503

27%

1,971

21%

1,277

14%

998

11%

800

9%

1,815

19%

BHSE-2[2]   CBSE[3]   BHEE[4]   School Education   KVS[5]   Other (10 sub depts.)

1 All grievance reported from 1.4.2015 to 31.8.2015 across all touch points
2 Bureau Head School Education, 3 Central Board of Secondary Education, 4 Bureau Head Elementary Education, 5 Kendriya Vidyalaya Sangathan
SOURCE: DARPG data

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, Bureau Head - Secondary Education -2, Central Board of Secondary Education, Bureau Head - Elementary Education -1 and School Education (as per the ministry definition of the sub-departments the grievances are forwarded to).

For the Department of School Education & Literacy, the top recur- ring addressable issues across the sub-departments have been summarized below in the table.

The top most issue for the Ministry is the poor quality of government schools which accounts for ~33% of all addressable grievances, followed by the high fees charged by the private schools which accounts for 19%. The specific details of these two type of grievance issues and the other grievances issues have been detailed out in the table below

Top3 services identified to focus on for root cause analysis

Focus services for deep dive

Top Grievance Causing Service	Impact %[1]	Details
1 Poor quality of govt. schools	33%	• Large number of teachers are untrained or undertrained • Government schools have poor infrastructure and resources
2 Unaffordable education system	19%	• Private schools charge high fees • Unregulated fee structures with arbitrary hike in fees in private education system
3 Issues with syllabus structure	12%	• Syllabus of the current education system is suboptimal and outdated • Practical driven approach is missing, with large focus on theory
4 Inadequate quality of Mid Day Meal	9%	• Quality of food served under Mid Day Meal program is variable; is often low • Alleged pilferages by the school officials from the budget allocated
5 Teacher salary issues	7%	• Teacher salaries are not being paid on time, and not as per 6th Pay Commission

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, 3 grievance causing services are chosen for further deep-dive and root cause analysis, namely - Poor quality of government schools, high fees of private education system, and the Below par quality of Mid Day Meal Scheme.

The issue regarding, "Issues with obsolete syllabus struture", has been de-prioritized as it primarily is a policy concern, and the following conclusion was reached after consulting with the department representatives.

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

(initial thoughts 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.

or 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.

In order to ensure that the process reforms are in the correct direction, especially for something that forms the basic building block of every individual, the study collaborated with the Central Square Foundation, which is policy think tank focussed on improving the quality of school education for children, focussing on the lower income strata.

A detailed description of the foundation and their work has been mentioned below:

Details
• Central Square Foundation is a venture philanthropy fund and policy think tank focused on improving the quality of school education for children from low-income communities in India.
• The objective of CSF is to achieve systemic reform through:
• Research that collates evidence and develops insights for ad dressing critical education-related issues
• Grants to education non-profit organisations that create proof points for new standards of excellence
• Advocacy that leverages evidence from our initiatives and re search to inform public policy and creating systemic impact

A detailed description of the root cause for the below par service quality, a proposed solution based on best practices and learnings from studies done by , 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.

Inadequacy in quality of govt. schools
Issue analysis and proposed solution

The government schools are the access points of education to a majority of the student population, and the quality of education has been a topic of much discussion, especially after the recent ranking that has been received by the Indian Education systems on the PISA test that was conducted, in which India ranked 73rd out of the 74 countries to be participating.

The study has tried to detail out parameters that are the possible root causes for this below par quality of the education system, focussing on the delivery of education part at the school levels.

Broadly, three areas that have been explored are as follows:

1. Teacher training - before service and while in service

2. School leadership - effective management and leadership to lead the school, and ensuring discipline in school

3. Focus on the right metrics for tracking quality of education

The detailed description for these parameters has been mentioned in the following table:

Focus issue	Root Cause	Proposed solution	Current status
Teacher quality at induction (pre-service) is below par	• Low quality of pre-service teacher training programs (B.Ed, D.El.Ed) • Lack of induction training programs for teachers	• Mandate 3rd **party accreditation of teacher education institutes (TEIs)** based on out come levels of the teachers graduating from those TEIs e.g.: 3rd party accreditation is done for schools in India, for assessment of schools • Setting up of **teacher education departments in top universities** e.g.: IIT Guwahati is working with the Assam Education Dept. to train teachers	• Madan Mohan Malviya National Mission on Teachers and Training has been declared by MHRD for TEIs • To be implemented by 2016-17 • No plan for 3rd party accreditation of TEIs
Low quality of teachers in the system/post-requirement	• In-service training is one size fits all and not need-based • Lack of access to high quality training & professional development resources • No clear incentives for teachers to improve • No defined career path for teachers	• **Teacher performance management system** for tracking attendance, teacher performance for: • Recognition/rewards for high-performing teachers • Career ladder creation, with promotions based on performance • **Teacher learning portal:** Online portal for training and learning resources accessible by teachers across the country • Quality in-service teacher training programs e.g.: Firki, is a teacher training portal made by Teach for India, for in-service teacher training.	• Performance Indicators (PINDICS), a non-mandatory self-assessment tool for teachers has been introduced by NCERT

Inadequacy in quality of govt. schools
Issue analysis and proposed solution

Focus issue	Root Cause	Proposed solution	Current status

Lack of effective school leadership	• Weak selection procedure for school leaders
	  • Seniority, in most cases, is only criterion considered for selection of leaders
	
	• Poor school leader induction and in-service training
	  • Roles, responsibilities not clearly defined, largely restricted to admin duty
	  • Lack of induction for school leaders; inadequate ongoing professional development
		• **Leadership training program/institutions:** The programs should be structured to cover 4 key areas:
		  • Recruitment training program
		  • Holistic entrance exam
		  • Introduction training program
		  • In-service training program
		
		e.g.: Swedish National Agency for Schools has implemented a similar 4-fold training program for improving school education
			• National Center for School Education has been setup by NUEPA

High teacher absenteeism	• Lack of effective supervision within school (attendance systems, school leadership) • Lack of local community influence over teachers,	• **Empower community** to report and track teacher absenteeism e.g.: School Management Committee as a part of SSA should be given more power	• Community involvement at School Mgmt. Committee to ensure smooth running of schools

Inadequate focus on student learning	• Lack of tracking of student specific learning data
	
	• Scope of national assessments is limited, and do not provide robust data for student learning metrics
	
	• Inability of state govts to design high quality assessments
		• **Performance Tracking Systems** of schools based on SLO1, with the following key components:
		  • National level assessment of SLOs
		  • Central tracking and publishing of these parameters for evaluating schools
		e.g.: PISA is a SLO based assessment test for schools across the world, by OECD
			• NAS2 is undertaken triennially, but needs to be reformed and strengthened

1 SLO - Student Learning Objectives
2 NAS - National Assessment Survey

Inadequacy in quality of govt. schools
Issue analysis and proposed solution

Focus issue	Root Cause	Proposed solution	Current status
Lack of school based management system (system level)	• Lack of comprehensive, connected MIS systems for accountability • Lack of Student Learning Outcomes based incentives (Center - State, State - District level, District - School level)	• **MIS system for schools**: Comprehensive performance management system for tracking information about schools • **Create/update a Quality of Education Index** on basis of learning outcomes, to track performance of each school/ district/state • **3rd party assessment** of the Quality of Education index to track performance of the schools e.g.: Delhi govt. has initiated a study to assess and rank the quality of education in its schools	• DISE3 is a centrally published database for education in each district

DISE - District Information System for Education

Unaffordable private school education

Focus issue	Root Cause	Proposed solution	Current status

High fees for private schools	• Lack of information and transparency:
	  • No easily accessible source regarding important school information (admission policies, fees, performance, etc.)
	  • School accounts/disclosures to govt. are not maintained properly
		• **School Information Portal:** Centrally developed portal with the following components:
		  • Details of schools (govt. as well as private), including admission policies, performance metrics, etc.
		  • Support MIS system to capture the school disclosures
			• No plan currently in place

The above suggestions are some of the key initiatives required to improve the quality of Government schools. It is critical to note that MHRD will have their own definitions of these reforms in different stages of planning and execution.

Inadequate quality of Mid Day Meal (MDM) program
Issue analysis and proposed solution

The Mid Day Meal program is one of the schemes that was initiated by the MHRD to ensure to incentivize enrolment of students in schools by providing them with cooked meals on a daily basis. This was initiated with the objective of fighting malnutrition and at the same time ensuring enrolment in schools.

Over time, a number of checks and measures have been put in place to ensure quality of food served to the children is good, and contains the adequate nutritions.

However, there a fair number of grievances still coming in with regards to the sub-par quality of food being served through the Mid Day Meal programme, and in addition to the need for more funds, there are a couple of reasons that have been mentioned and explored which could improve the quality of the program.

Focus issue	Root Cause	Proposed solution	Current status

Low quality of food in MDM	• Process issues
	  • Low budget per meal per child (at around ~INR 7)
	  • Cook cum helpers (CCHs) not trained properly; poor cooking infrastructure
	
	• Monitoring mechanism issues
	  • Assessment of quality, meals (at higher levels) not done frequently
	  • External assessment done based on parameters defined by govt.
		• **3rd party assessment** of food quality:
		  • Independent assessment of food quality with standards set and monitored externally
		
		• **Training of CCHS** by field experts on safe, best cooking practices
		  • Assessment of the training material, training practices by 3rd party
		  • Ensuring last mile delivery of training to CCHs through 3rd party
		
		• **Tracking of scheme delivery** on a near-real time basis, to understand day-to-day hurdles in implementation of MDM schemes
			• Accredited labs to assess quality of meals every month, across states; implemented in Sept 2015
			
			• Assessment of meals by local community being implemented in 9 states
			
			• Mobile application for real-time update on no. of meals served daily

PROCESS REFORM DESIGN - SUMMARY

Prioritized set of reforms to ensure a step towards quality delivery of services

There are a number of reforms that have been suggested as a part of the study, but of these it is important to note that implementing all of them would take a lot of time and effort.

Hence, the study has mentioned below a prioritized set of reforms, which the Department should take steps towards which would have a large impact in terms of moving towards quality delivery of service. These reforms have been prioritized based on the following parameters:

- Time and resources required for implementation

- Criticality of implementation

- Scale of impact of reforms

The following table summarizes these set

	Process Reform	Details
1	**School Information Portal (pvt. & govt. school)**	• **Publically published data on school details, admissions procedures, fee structure, etc. for both private and govt. schools**
2	**MIS systems for schools (govt. school)**	• **Performance management system for govt. schools, including SLO as parameters** • **Update and publish information on DISE with these evaluation parameters**
3	**Teacher Education Depts. in top universities**	• **Mentorship and training, by top universities, to be provided to teachers**
4	**3rd party assessment of MDM**	• **3rd party involvement in near real-time assessment of the implementation of MDM scheme**

For each one of the suggestions/recommendations given above we would plan to sit with the Ministries and chalk the way forward, with ownership of these reforms lying with the respective owners of these projects. The above recommendations will serve as starting point for further discussions within the Departments to ensure quality delivery of services to the citizen.

The above suggestions are the prioritized set of reforms from the overall list as defined previously in this document.