



Department of  
Ex Servicemen Welfare.



# 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

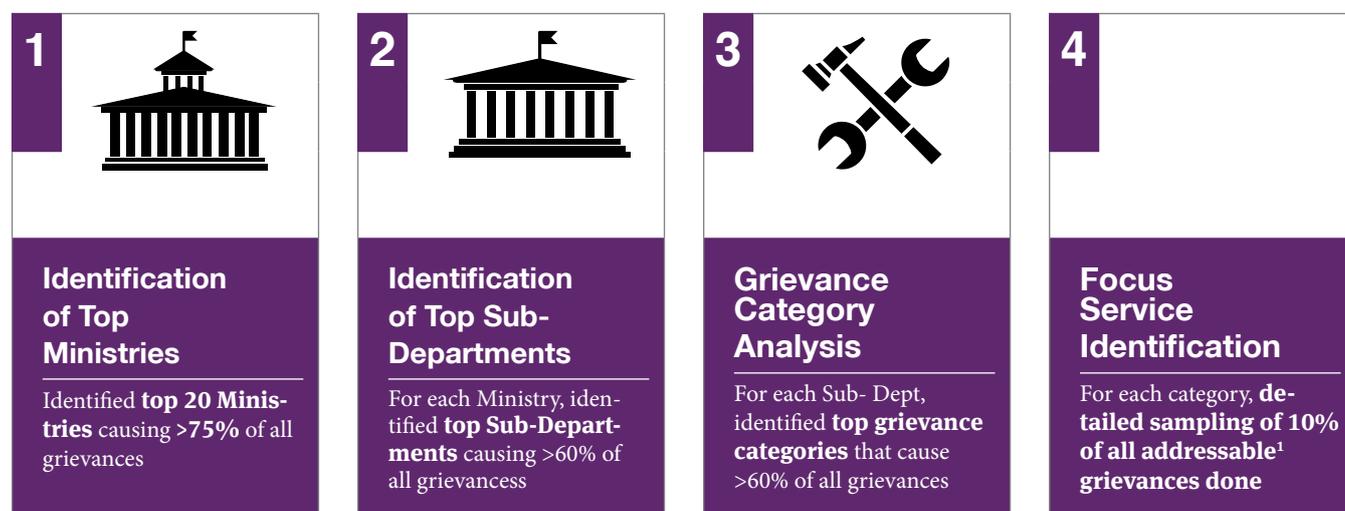
## Approach

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 Ex Servicemen Welfare (rank 20).

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

Overall Rank	Ministry	No. of Grievances recieved # of grievances		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

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Every country needs to have a strong defence system in place, to protect its borders and people from external threats which could be either natural or man-made in nature. The Ministry of Defence is the nodal Ministry at the Central level that is responsible for ensuring the right set of policies and finalize the budget to strengthen the armed forces and protect the borders of the country.

The Ministry comprises of multiple departments that are part of this Ministry include: (1) Department of Defence, (2) Department of Defence Production, (3) Department of Defence Research, and (4) Department of Ex-Servicemen Welfare.

The Department of Ex-Servicemen Welfare deals with well-being of those men and women who have previously been in service of the country, and have now retired or have given up service. The jurisdiction of this Department deals with all resettlement, welfare and pensionary matters of Ex-Servicemen.

A department as important as this, which is responsible for welfare of the those servicemen who have contributed to the safety of the nation and its citizens, needs to take up the grievances critically, and implement systemic reforms to ensure smooth delivery of service.

## Identification of top Sub-Departments

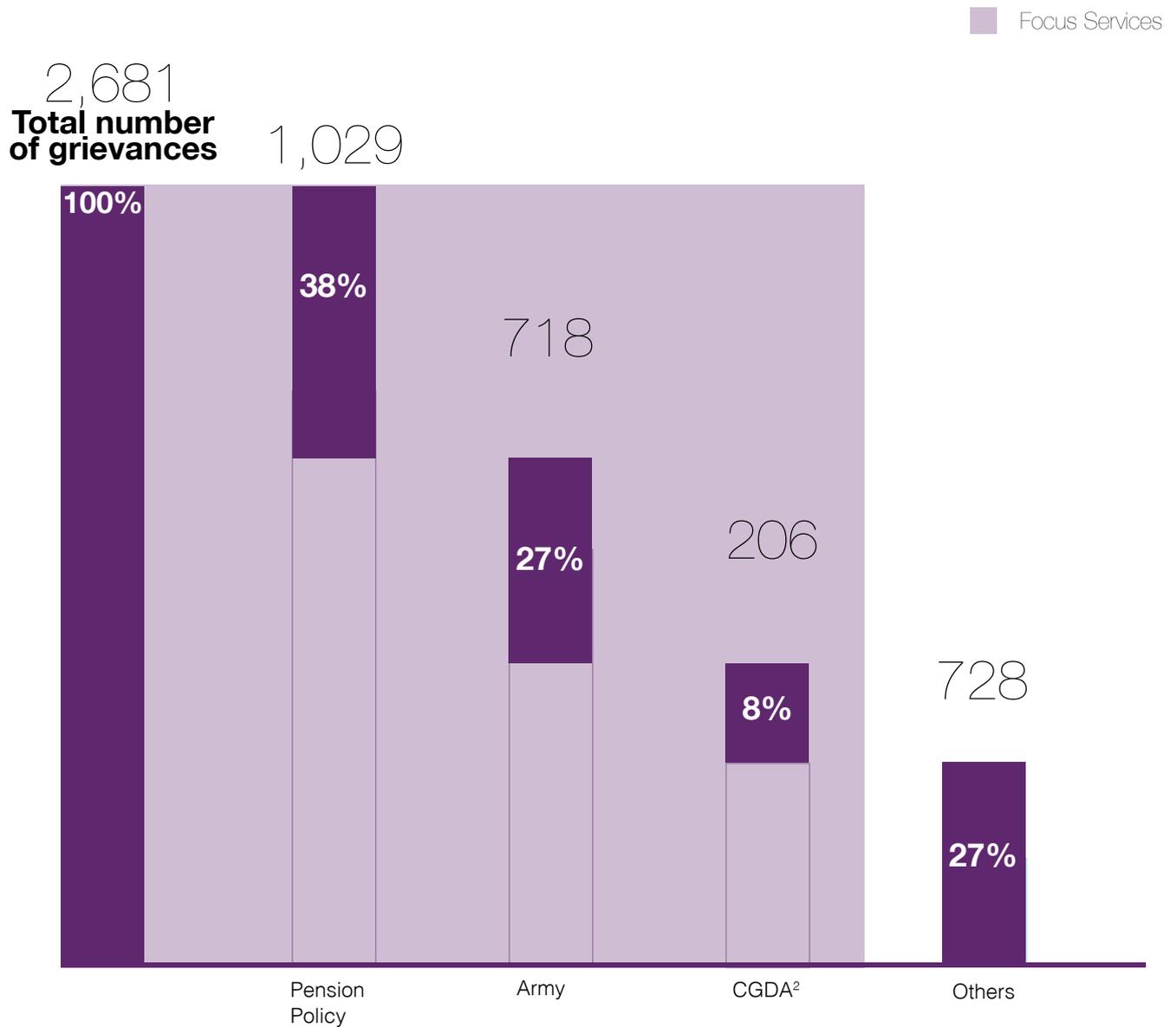
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As per the methodology mentioned above, the first step was to break the grievances down in terms of the sub -departments it was being forwarded to.

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 Department of Ex-Servicemen Welfare, the sub-departments receiving maximum number of complaints have been defined by service/responsibility of that organization. The highest grievances have been received regarding pension policy (account for 38% of grievances) (as defined by the Ministry), and the next highest grievances received by other Army - accounting for 27% 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 Pension Policy, Army and Controller General for Defence Accounts and these account for ~75% of all grievances and have the grievances received by these sub-departments have been analyzed further.

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



<sup>1</sup> All grievance reported 2681 from 01/04/2015 to 31/08/2015 across all touch points

<sup>2</sup>.CGDA – Controller General of Defence Accounts

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 sub-departments.

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

The top most issue for the Ministry are the Pensions related issues which accounts for 90% of all addressable grievances. In addition to that a policy issue that has been observed in the grievances is related to the One Rank, One Pension. The specific details of these two type of grievance issues and the other grievances issues have been detailed out in the table below.

## Top services identified to focus on for root cause analysis

Focus services  
for deep dive

Top Grievance Causing Services (QCI defined)	Impact % <sup>1</sup>	Details <sup>2</sup>
<b>1</b> Pension Related Issues	90%	<ul style="list-style-type: none"><li>• Delay in Payments</li><li>• Incorrect pension amount credited to ex-servicemen</li><li>• Family Pension and Disability allowance not sanctioned</li><li>• Non receipt/discontinuance of pension after retirement</li></ul>
<b>2</b> Quality of higher education	NA	<ul style="list-style-type: none"><li>• Unequal pay for same ranked service-men retiring at different time intervals.</li><li>• On 5th September 2015, Govt of India announced the implementation of the OROP Scheme for the Armed Forces</li></ul>

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

2. Addressable grievances constitute 50% of 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 grievance causing services is chosen for further deep-dive and root cause analysis, which is - pension related issues.

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)

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.

## Pension Related Issues

### Issue analysis and proposed solution

Focus issue	Root Cause	Proposed solution	Current status
<b>Delay in Payments Incorrect pension amount credited to ex-servicemen</b>	<ul style="list-style-type: none"> <li>Bank officials handling pensions lack proper training/knowledge about the pension policy</li> <li>Too much paperwork and lengthy procedures</li> <li>Lack of dedicated staff for pensions at banks</li> <li>Frequent changes in policy</li> </ul>	<ul style="list-style-type: none"> <li>Central Pension Disbursing Authority (CPDA) to adopt the following               <ul style="list-style-type: none"> <li>Complete paperless/online pension sanction and regular payment</li> <li>Calculation of revised pension as per change in policy</li> <li>Aadhaar linking</li> </ul> </li> <li>Using banks only for executing money transfer</li> <li>Updating pensioners on policy changes in a timely manner through camps, sms, email, etc.</li> <li>Extending Bhavishya (online pension sanction) to Defence, Railways &amp; Posts.</li> </ul>	<ul style="list-style-type: none"> <li>Department is setting up Central Pension Disbursing Authority (CPDA) ; CPDA isn't paperless/online</li> <li>Bhavishya (online pension sanction) exists only for civil depts.</li> </ul>

## Pension Related Issues

### Issue analysis and proposed solution

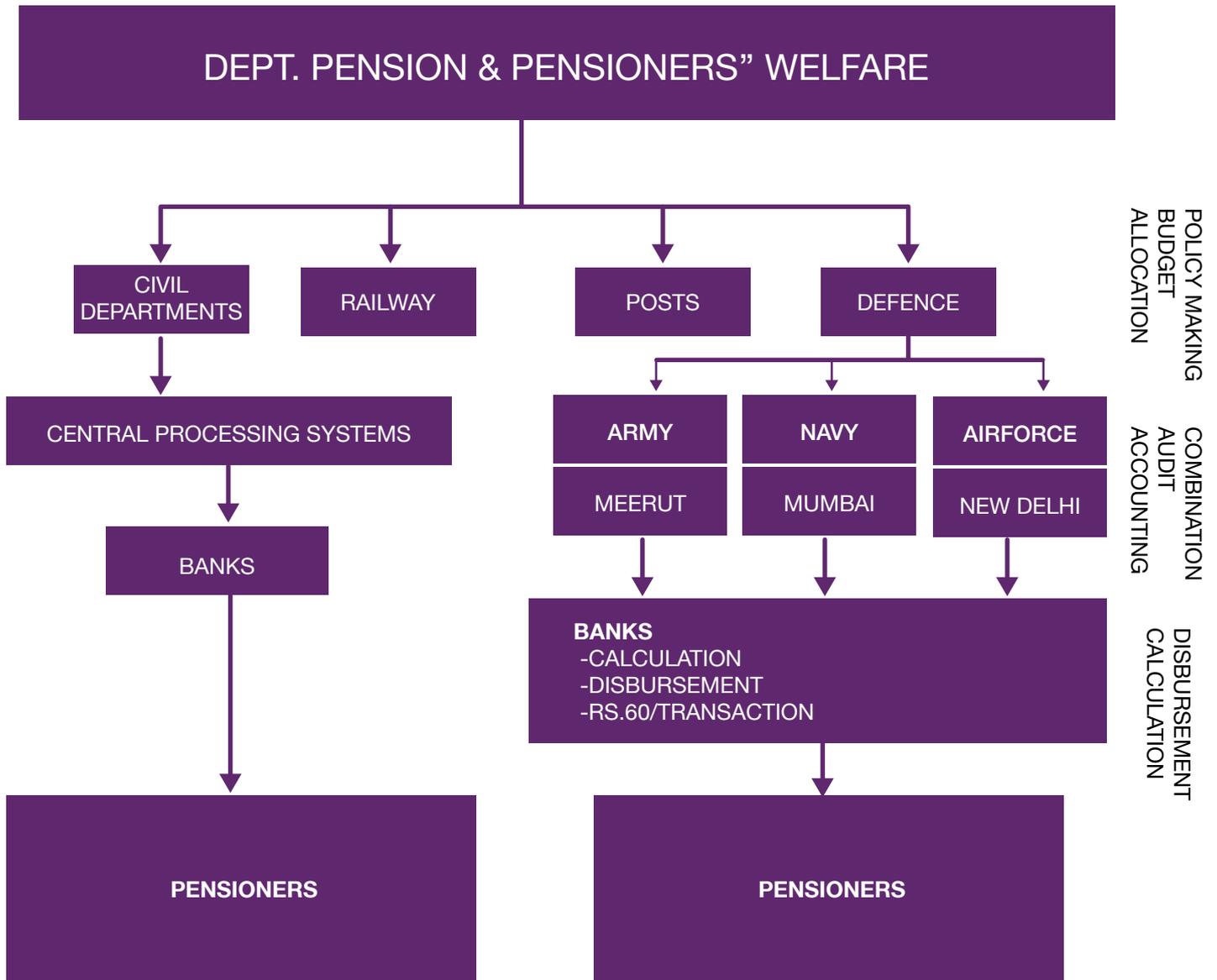
Focus issue	Root Cause	Proposed solution	Current status
<b>Non receipt/ discontinuance of pension after retirement</b>	<ul style="list-style-type: none"> <li>• Non receipt/ discontinuance of pension after retirement</li> </ul>	<ul style="list-style-type: none"> <li>• Setting up <b>Pensioners’ Service Centers</b> (PS Centers) as a one stop solution for pensioners’</li> <li>• E.g.. CBDT has setup 250 ASK centers across states for citizen grievance redressal</li> <li>• Aadhaar based verification to be used as proxy for live certification; timely reminder for live certification to be sent through SMS/emails.</li> </ul>	<ul style="list-style-type: none"> <li>• Service Centers proposed as a part of CPDA.</li> </ul>
<b>Family Pension and Disability allowance not sanctioned</b>	<ul style="list-style-type: none"> <li>• Communication gap between pensioners and Ex Servicemen Welfare department on the intricacies of family and disability allowance</li> </ul>	<ul style="list-style-type: none"> <li>• Clearly stating the rules regarding Family and Disability allowance both at the time of joining service as well as retirement</li> </ul>	<ul style="list-style-type: none"> <li>• No Plan in place.</li> </ul>

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.

# APPENDIX

## Current Pension Scenario Across Ministries and Depts.



SOURCE: Dept. of Pension and Pensioners' Welfare and Dept. of Ex-Servicemen Welfare

# Near-Term Solution (Ex-Servicemen)

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