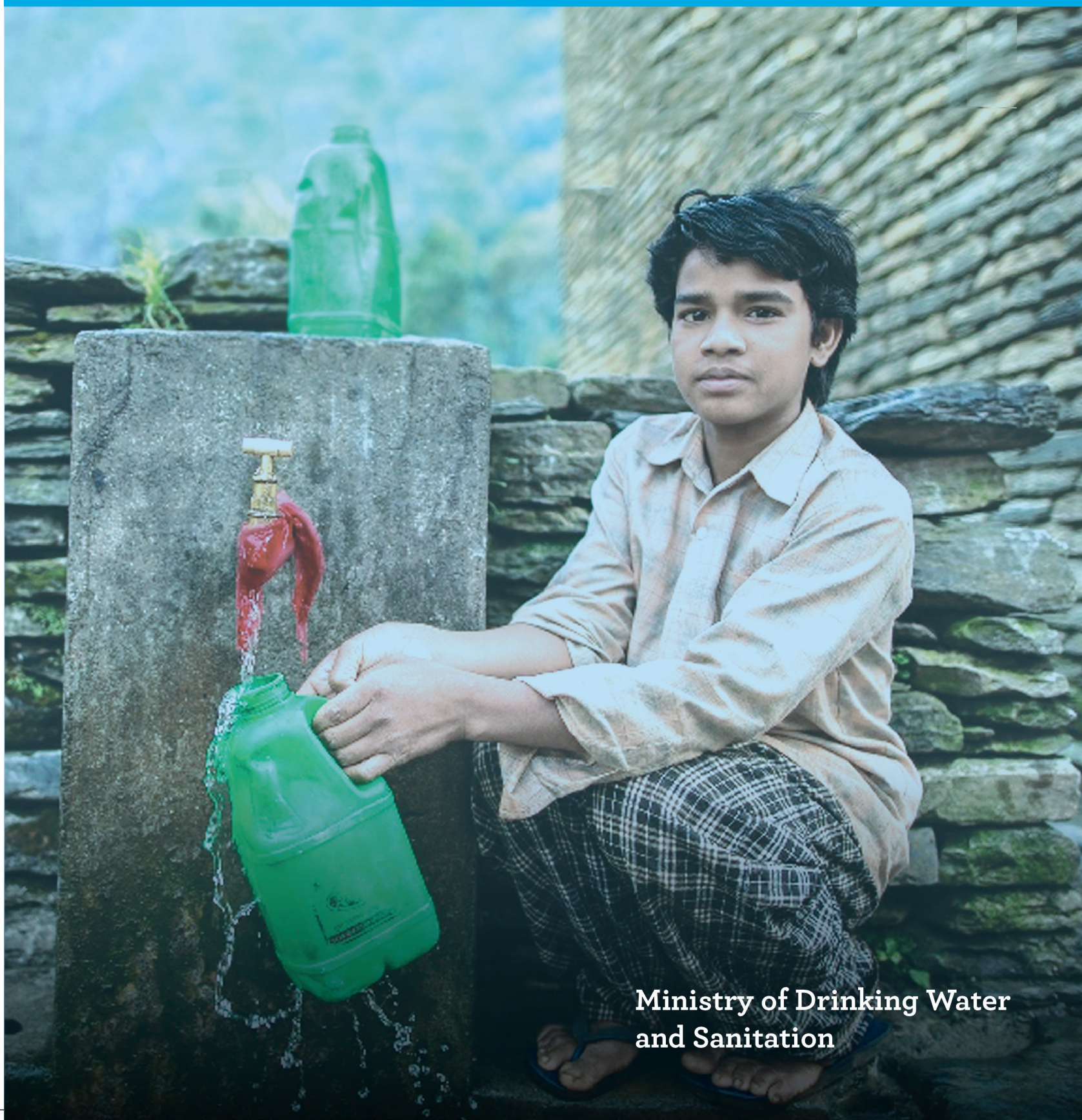
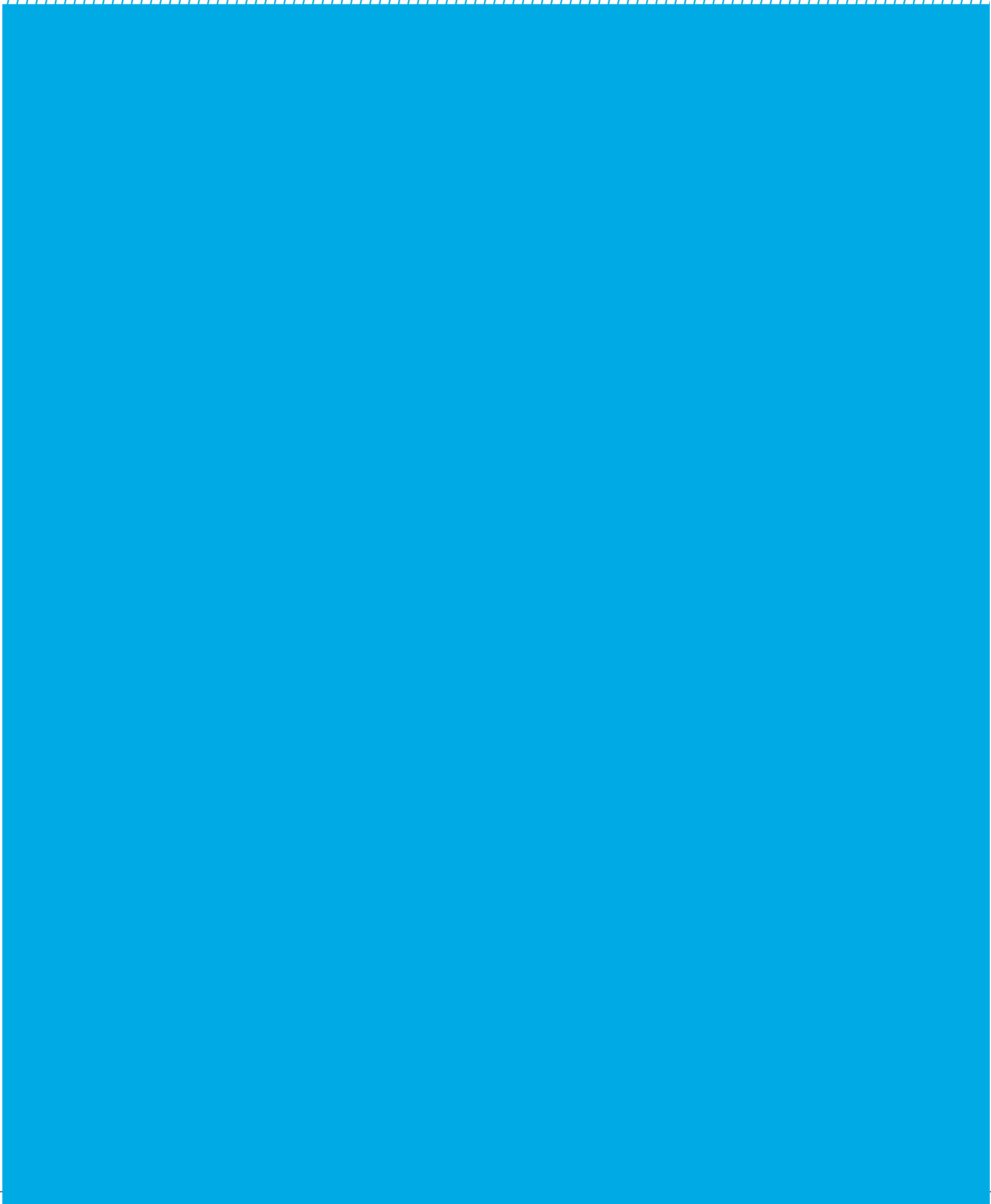




Department of Administrative Reforms and Public Grievances



Ministry of Drinking Water
and Sanitation



Contents

01

Introduction

04

Deep Dive Grievance Analysis

05 Data Analysis

07 Root Cause Analysis

09 Systemic Reforms Recommendations

10

Systemic Reforms

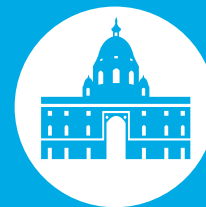
12

Case Studies On Reforms

13

Conclusion

Introduction



1.1 CONTEXT

The Department of Administrative Reforms and Public Grievances (DARPG) received 11,94,931 (related to central government) grievances in 2016 across 88 Ministries/Departments through Centralized Public Grievance Redress and Monitoring System (CPGRAMS). This department's role is to facilitate the pursuit of excellence in governance through improvements in government structures and processes, initiatives and dissemination of best practices. Moving towards this goal, the department commissioned a grievance analysis study of top 20 Ministries/Departments receiving high number of citizen grievances. The study involved identification of top grievance categories and recommending systemic reforms. The Parliamentary Standing Committee for Personnel, Public Grievances and Law & Justice recommended conducting similar study for next 20 Ministries/Departments.

1.2 OBJECTIVE

The study carried by Quality Council of India, as per the mandate given by DAR&PG, was conducted from August 2016 to March 2017, covering more than 100 grievance categories across 20 Ministries/Departments. A team of consultants was deployed to understand issues in depth from the officials and collect information from more than 70 domain experts. Moreover, this team of consultants conceived the methodology, process and outcome of the study. It is hoped that this study will bring the necessary third party evaluation into picture for guiding the schemes and providing useful lessons for similar evaluations on a larger scale in future.

1.3 IDENTIFICATION OF 20 MINISTRIES/DEPARTMENTS

The grievances received on the portal provided the source for data analysis. The top 20 Ministries/Departments were covered in the earlier grievance study. This study identifies next 20 Ministries/Departments, based on the number of grievances received by the particular Ministries/Departments (from 01.04.2012 to 31.03.2016). For the scope of this particular report we will be focusing on the Ministry of Drinking Water and Sanitation (S.NO 31).

Table 1: List of 20 Grievance Study Ministries

S.No	Ministry/Department	Number of grievances
21	Information and Broadcasting	18,567
22	Financial Services (Insurance Division)	17,840
23	Environment, Forest and Climate Change	17,323
24	Corporate Affairs	17,084
25	Consumer Affairs	16,047
26	Agriculture Cooperation and Farmers Welfare	14,342
27	Electronics & Information Technology	12,729
28	Social Justice and Empowerment	12,637
29	Civil Aviation	12,448
30	Rural Development	11,646
31	Drinking Water and Sanitation	10,723
32	Power	10,392
33	Women and Child Development	9,773
34	Economic Affairs	9,553
35	Commerce	9,509
36	Water Resources, River Development & Ganga Rejuvenation	9,265
37	Food and Public Distribution	8,292
38	Housing and Urban Affairs	7,287
39	Defence Finance	6,604
40	Coal	6,346

1.4 INTRODUCTION TO MINISTRY OF DRINKING WATER AND SANITATION

The Ministry of Drinking Water and Sanitation, Government of India, formerly under the Ministry of Rural Development as Department of Drinking Water and Sanitation, is presently headed by the Cabinet Minister, Drinking Water & Sanitation. The Ministry of Drinking Water and Sanitation is the nodal department for the overall policy, planning, funding and coordination of programmes of drinking water and sanitation in the country.



11,94,931 grievances
were received on PG portal in 2016
across 88 Ministries/Departments

83% of the grievances
were disposed by Ministries/
Departments in 2016

Rank 31 of 88 Ministries/
Departments (based on the number of
grievances received from 2012-16)

1,035 complaints were
received by Ministry of Drinking
Water and Sanitation in 2015-16

59% of grievances were
received by division
of Sanitation

24% of the grievances
were received by division of water

25% of grievances were
for category- no household toilets
in villages

25% of the grievances
were for category- request
for dustbins.

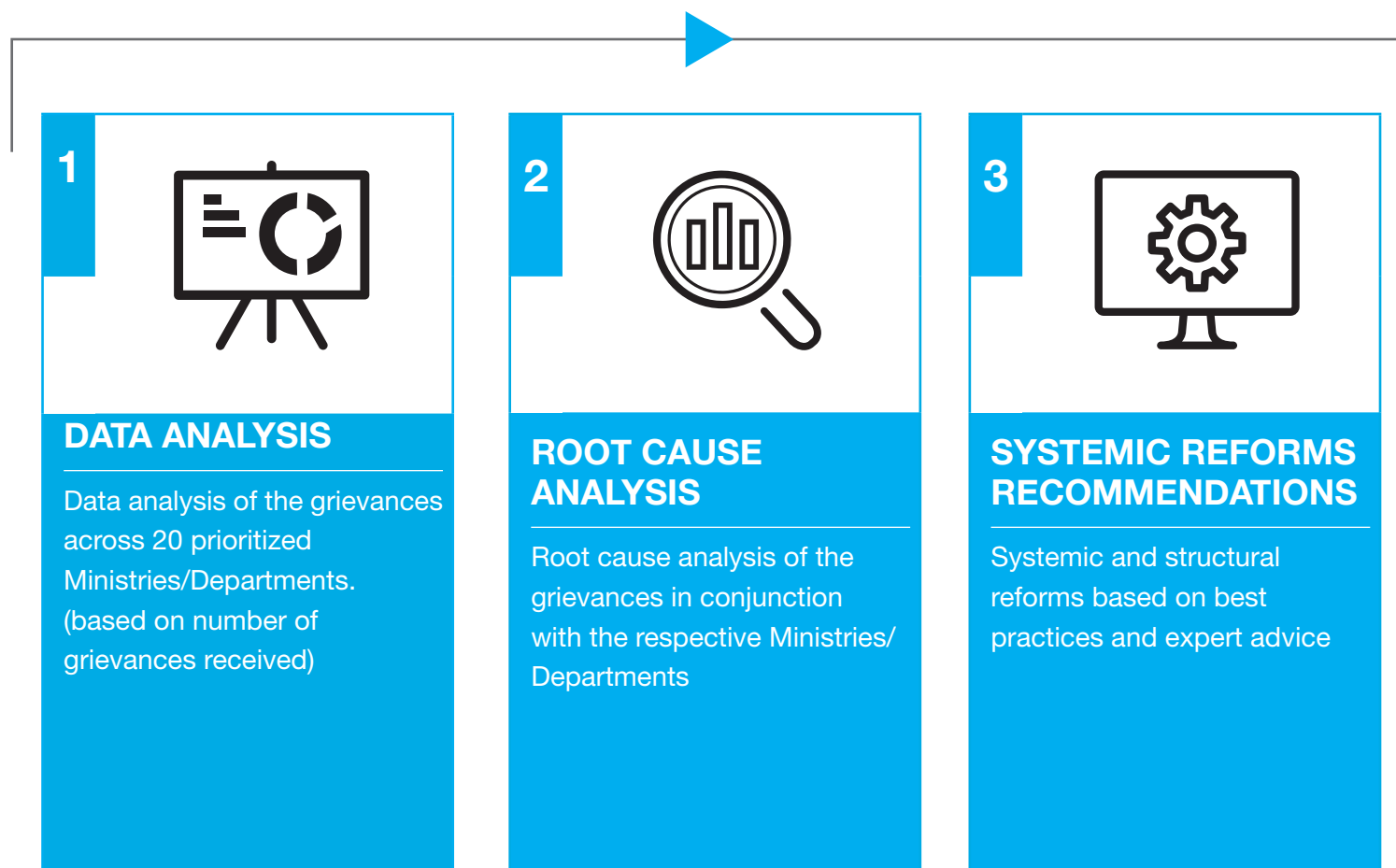
68%* of the grievances will be
impacted, as and when suggested
reforms are incorporated

*The percentage has been computed after multiplying a) Percentage of grievances under shortlisted divisions with, b) Percentage of addressable grievance categories

Deep Dive Grievance Analysis



The three point approach for grievance analysis study includes data analysis, root cause analysis, and systemic reforms recommendations for the service issues.



2.1 DATA ANALYSIS

2.1.1 IDENTIFICATION OF TOP DIVISIONS

The shortlisted divisions were the ones receiving maximum grievances (from 1.4.2015 to 31.3.2016). The highest grievances were received by sanitation division, which accounted for 59% of grievances received. Another 24% of the grievances were received by water division.

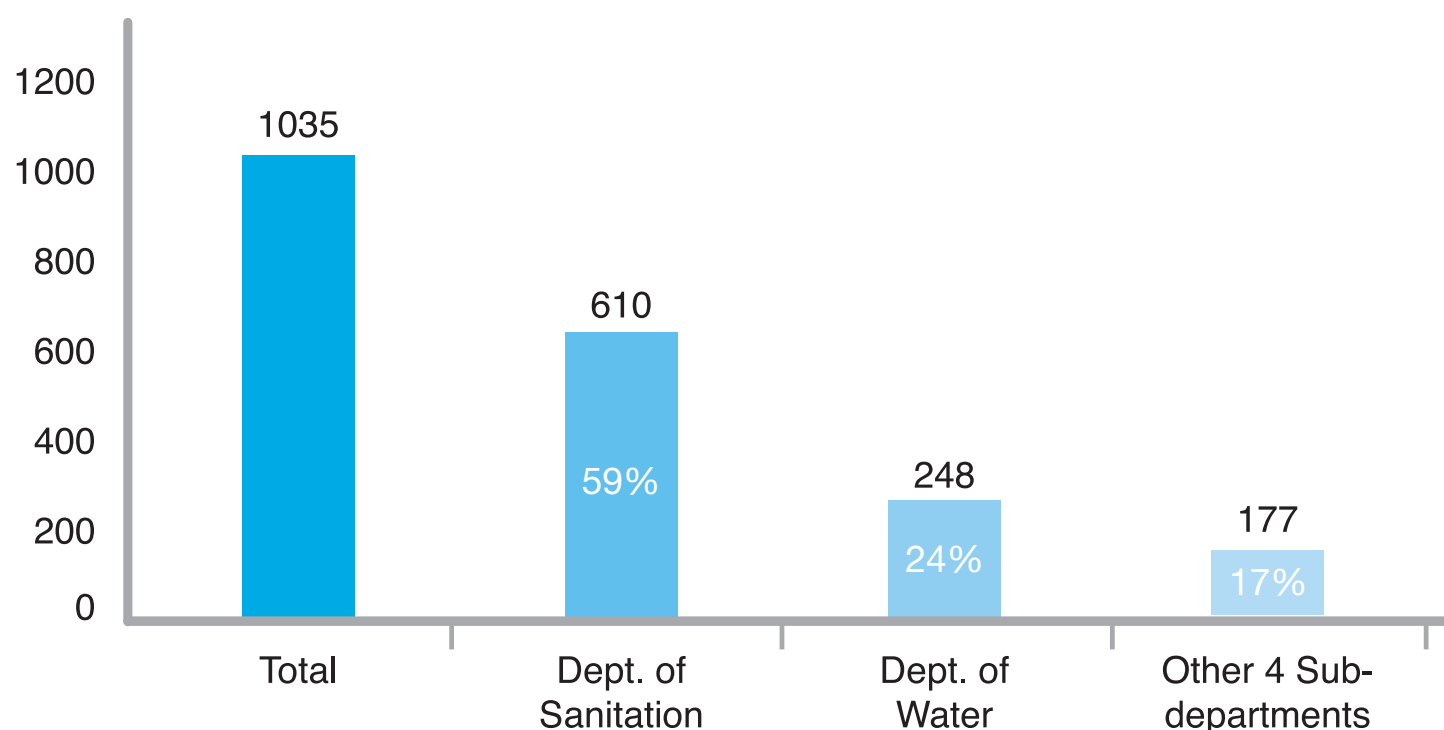


Chart 1: Categorized grievances received by Divisions from 1.4.2015 to 31.3.2016

2.1.2 IDENTIFICATION OF FOCUS SERVICE

Grievance data in top 2 divisions was deep dived and 10% of sample was analyzed.

Table 2: National schemes for catering grievance

MINISTRY OF DRINKING WATER AND SANITATION	1035 NUMBER OF GRIEVANCES	100 TOTAL SAMPLE GRIEVANCES ANALYSED
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The next step was grievance-by- grievance analysis for a sample of the grievances received by the top 2 divisions, namely, Sanitation and Water and top recurring issues were categorized.

AN EXAMPLE OF A GRIEVANCE ANALYZED IS AS FOLLOWS






“Respected sir, This is T SUNIL KUMAR from E.THANDRPADU village KURNOOL mandal. ANDHRA PRADESH STATE.I here to inform you that in our middle of the village one open ladies latrine house was there since 1980â€™s from that area we are getting very bad smell and we people are suffering with diseases and air pollution. Nearly 100 houses people staying around that area and we are suffering a lot from my childhood onwards nobody taken any action .So,please take the necessary action.”

ACTION BY MINISTRY OF DRINKING WATER AND SANITATION

Ministry of Drinking Water Sanitation provides financial / technical support to the State Government for Swachh Bharat Abhiyan. The grievance was forwarded to the Principal Secretary / Addl. Chief Secretary, Govt. of AP for taking an appropriate action in the matter.

For the Ministry of Drinking Water and Sanitation, the top most issue for the Ministry accounting for 25% of grievances was no household toilets in villages, followed by request for dustbins, which accounted for another 25% of the grievances, followed by no drinking water supply, solid and liquid waste management and fraudulent cases which accounted for another 20%, 14% and 5% of the grievances respectively.

Table 3: Focus service for root cause analysis

S.No	Grievance Causing Issues	Impact*	Details
1	 No toilets in households, public areas and schools	25%	<ul style="list-style-type: none"> • Toilet needs in houses of the village • Hygienic public toilets needed in public areas
2	 Dustbins needed	25%	<ul style="list-style-type: none"> • Dustbins to be installed in public areas and households
3	 No Drinking Water Supply	20%	<ul style="list-style-type: none"> • Contamination of water • No tube wells in the village for water supply • Non-functional water pipelines and other related infrastructure
4	 Solid & Liquid Waste Management	14%	<ul style="list-style-type: none"> • No drains and sewage system in the village • Huge piles of waste getting collected, hence management of waste by treatment needed
5	 Fraudulent cases	5%	<ul style="list-style-type: none"> • Toilets under SBM allotted to households already having household toilets • Subsidy not received for toilet construction

* Grievance Sample analysed: 100

2.2 ROOT CAUSE ANALYSIS (RCA)

The study team spent time with each implementation body within that division to understand core processes, accountability and performance tracking. Domain experts were also consulted to understand root cause for each grievance category.

The questions revolved around policy, process and people problems that were leading to lack of quality implementation

Table 4: Root Cause Analysis of grievances related to Ministry of Drinking Water and Sanitation

Issue	Sub-Issue	Root Cause
No toilets in households and public areas	No finances provided for toilets in households and public areas	• Communication gap between center government's guidelines to provide funds for toilet post construction (at Gram Panchayat-GP discretion) and villagers understanding about eligibility to get funds for toilet construction
		• No systematic online database for monitoring financial demand for toilets
		• Because of no mandatory capture of village information in PG portal, grievance redressal mechanism is not robust.
	Hygienic public toilets needed in public area	<ul style="list-style-type: none"> • No clear owner/body for maintaining public toilets in villages • No planning of operations and maintenance of public toilets at GP level
Request for Dustbins	Install dustbins on roads, public areas and households	• No provision under SBM guidelines for mandatory dustbins in the market areas
		• Lack of dustbins in the concentrated market and community areas
		• No sense of ownership of littering in public places
No Drinking Water Supply	Poor operations and maintenance of existing infrastructure:	• Over dependence on ground water is leading to over 70% exploitation of sources, leading to need of high cost maintenance and poor supply of drinking water. On the top of it, poor operations and maintenance by the state adds to the root cause.
		• With mere 39lakh sources tested in a year, all the sources are not tested for contamination of water. With only 75% functional laboratories-testing of quality of water supplied sub-standard due to non accredited state laboratories
	Poor sustainability of water resources	• Nationally 80%* of water is used for irrigation, 8% for drinking and 6% for industries. There is a strong competition for sustenance of drinking water supply
Solid & Liquid Waste Management	No drains and sewage system in the village	• Lack of priority to Solid and Liquid Waste Management under SBM (centre government scheme)
	Huge piles of waste collected	• Lack of systemic segregation, disposal and treatment of waste at GP level.
Fraudulent cases	Toilets under SBM allotted to households having toilets	• Lack of transparency in process involving fund transfer post construction

*Source: Raj Shekhar, Advisor, MoDWS

Grievance issues of sanitation and drinking water are mapped to Swachh Bharat Mission, Gramin and National Rural Drinking Water Programme respectively.

To accelerate the efforts to achieve universal sanitation coverage and to put focus on sanitation, the Prime Minister of India launched the Swachh Bharat Mission on 2nd October, 2014. The mission aims to eradicate open defecation by 2019. Under this Mission Gram, Panchayats and Zilla Parishads will work on war footing to make sure that all households in all villages have functional toilet facilities.

Similarly, the National Rural Drinking Water Programme (NRDWP) is a flagship programme of the Government and a component of the Bharat Nirman with the objective of ensuring provision of safe and adequate drinking water supply through handpumps, piped water supply etc. to all rural areas, households and persons.

Chart 2: National schemes for catering grievance

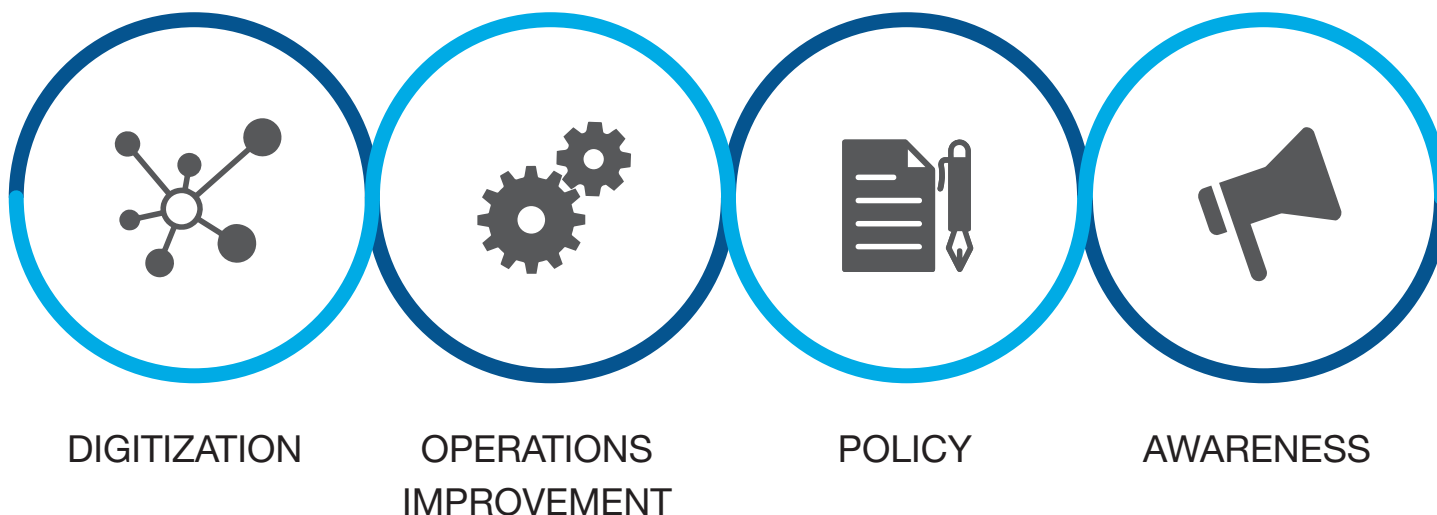


2.3 SYSTEMIC REFORMS RECOMMENDATIONS

Based on the key root cause for improper delivery of service, corresponding recommendations were identified and designed. These recommendations were arrived after discussing with the Ministry/Department representative.

For each issue, the problem was broken into multiple parts to ensure that each aspect of the problem is addressed independently, while ensuring maximum impact. Systemic and structural changes reform recommendations were made for the centre coordinated scheme Swachh Bharat Mission and National Rural Drinking Water Programme across the following areas.

AREAS ACROSS WHICH SYSTEMIC REFORMS ARE SUGGESTED



Systemic Reforms



Rural schemes directly impact each citizen because of the efficacy of the process and functionalities involved. It is of utmost importance that the process is streamlined, and monitoring is tight knit.

Swachh Bharat Mission is the flagship program of current government. There are areas in terms of policy formulation, streamlined implementation and digitization where few minor reforms can bring a major impact. Eleven recommendations have been made based on best practices adopted by state government and expert opinions for improving process and monitoring standards.

Table 5: Systemic Reforms for Drinking Water and Sanitation scheme

S. No	Reform Category	Systemic Reforms	Ease of implementation
1	Digitization	Citizen should be able to upload a geo-tagged picture (with latitude and longitude) for the Ministry to identify village.	High
2	Digitization	Involve community via technology (eg: whatsapp) to induce demand driven public toilet cleaning.	Medium
3	Operations Improvement	Center government to invest in demand generation for SLWM plan (a GP is entitled to get funds post submitting SLWM plan). Center gvt. to motivate and train GPs about drafting SLWM plan with Panchayati Raj department.	Medium
4	Operations Improvement	Drive community based water testing through Gram Panchayat and ensure water testing of all habitats.	Medium
5	Operations Improvement	All state water labs to be NABL accredited to set standard.	Medium
6	Operations Improvement	Deploy a call centre for quick registration of the grievances.	High
7	Policy	Incentivize and penalize village places like schools and community centres to start decentralized waste water management system. The public places should be assigned ownership to manage waste water in defined duration of time, failing which there should be a penalization.	Low

8	Policy	Plan for long term meter based pipeline water supply with household (toilet, kitchen and bathroom) connection to instill judicious use of ground water for irrigation.	Low
9	Awareness	Setup awareness campaign for informing households about financing to Below Poverty Line (BPL) Households and Above Poverty Line (APL) households restricted to SCs/STs, small and marginal Swachh Bharat Mission (Gramin) farmers, landless labourers with homestead, physically handicapped and women headed households.	Medium
10	Awareness	Launch an awareness campaign to bring behavioral change in mass to not litter in public places.	Medium
11	Awareness	Provide clarity to each Gram Panchayat regarding ownership for operations and maintenance of public toilets.	High



Case Studies On Reforms



4.1 RAJASTHAN GOVERNMENT HARVESTING RAIN WATER FOR RESOLVING DRINKING WATER PROBLEMS



GOVERNMENT OF RAJASTHAN

With a vision to find long-term solution for a water-sustainable Rajasthan, CM Vasundhara Raje has launched the most ambitious scheme “Mukhyamantri Jal Swavlamban Abhiyan (MJSA) to conserve and harvest rain water and make villages self-reliant even during drought periods. The programme has been designed in such a way that everything from planning to execution is followed in a participatory approach down to the village community level. The purpose of this Mission on Water Conservation is to make villages self-sufficient in water use and thus provide a permanent solution to the demand of drinking water besides ensuring storage and conservation of water for making it available for irrigation.

4.2 MANDI'S (HIMACHAL PRADESH) MAHILA MANDALS MOVE THE DISTRICT TOWARDS ODF PLUS



Himachal Pradesh's Mandi District is now moving towards ODF plus which involves effective management of solid and liquid waste; and adoption of zero waste principles that reduce waste and increase access to recycling and composting.

In this regard, the district administration has enlisted the support of women's groups or Mahila Mandals and self-help groups, according to District Collector, Sandeep Kadam. 60,000 to 70,000 women have been involved in a campaign called Mandi Vikas Abhiyan, its thrust areas being Swachhta Abhiyaan (sanitation), Beti Bachao (celebrating the girl child) and disaster management, considering the district is prone to floods, landslides, heavy snow fall and road accidents. The activity based model goes beyond lectures and identification of do's and don'ts.

Conclusion



This Grievance Analysis Study analysed 100 grievances of Ministry of Drinking Water and Sanitation, focusing on sanitation and drinking water. Following key systemic reforms have been recommended, implementation of these will make an impact in reducing grievances.

KEY RECOMMENDATIONS

This report evaluates the grievances of Ministry of Drinking Water and Sanitation and recommends the following priority systemic reforms.

01

Deploy a call centre for quick registration of the villagers' grievances.

02

Center government to invest in demand generation for SLWM plan (a GP is entitled to get funds post submitting SLWM plan). Center government to motivate and train GPs on how to draft SLWM plan in collaboration with Panchayati Raja department.

03

Drive community based water testing through Gram Panchayat and ensure water testing of all habitats

04

Setup awareness campaign for informing households about financing to Below Poverty Line (BPL) Households and Above Poverty Line (APL) households restricted to SCs/STs, small and marginal Swachh Bharat Mission (Gramin) farmers, landless labourers with homestead, physically handicapped and women headed households.

05

All state water laboratories to be accredited as per NABL standards- National Accreditation Board for Testing and Calibration Laboratories

LIST OF EXPERTS CONSULTED

Table 6: List of experts

Ministry of Drinking Water and Sanitation	Outside Ministry	Quality Council of India
<ul style="list-style-type: none"> • Raj Shekhar- Advisor • Samir Kumar- Economic Advisor 	<ul style="list-style-type: none"> • Madhavan- CEO (Water Aid) • Ishaan and Rupali- Associate, McK-insey India 	<ul style="list-style-type: none"> • Adil Zainulbhai- Chairman • Dr. Ravi P. Singh- Secretary General



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