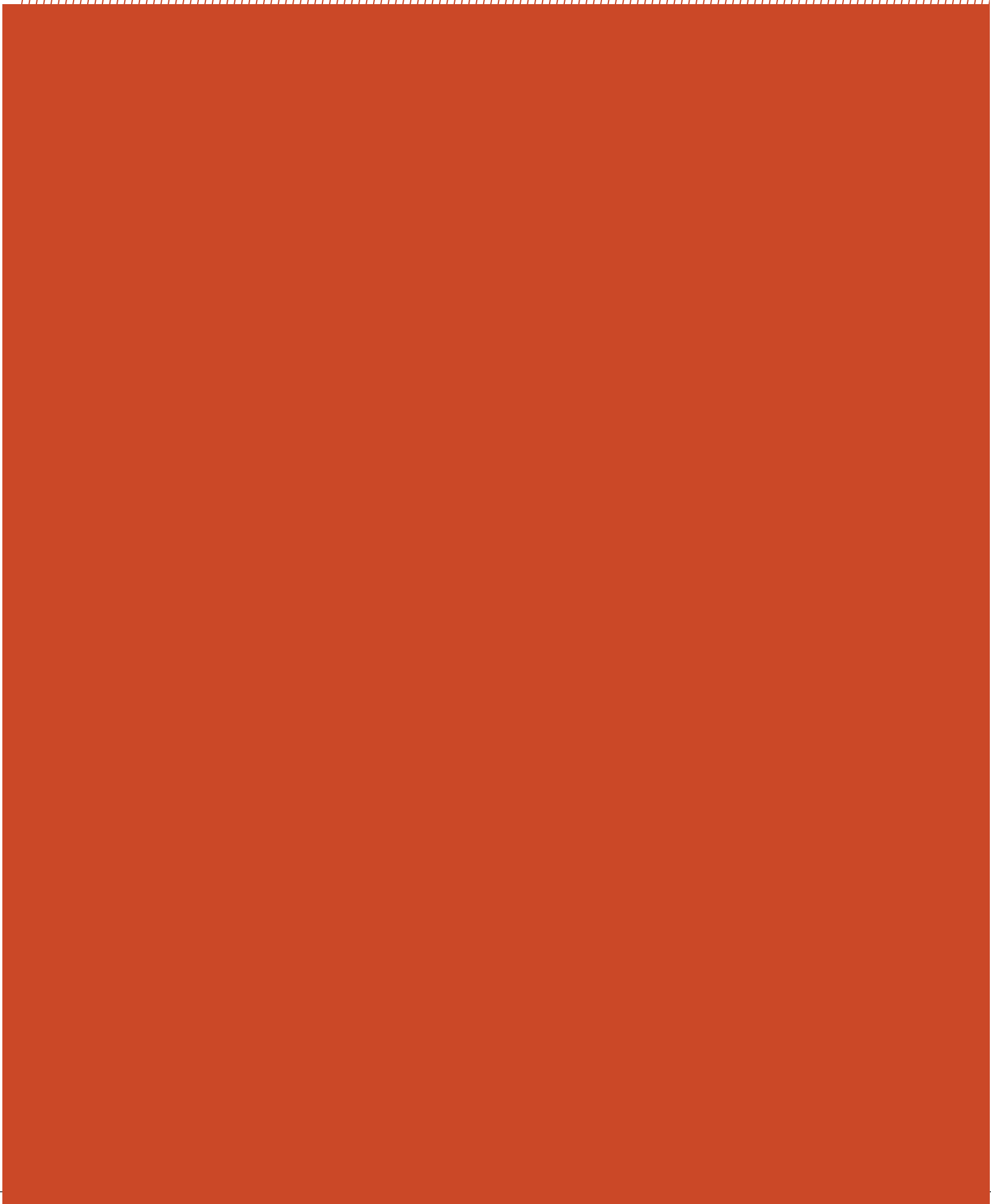




Department of Administrative Reforms and Public Grievances



Department of Food and
Public Distribution



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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 Department of Food & Public Distribution (S.NO 37).

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 DEPARTMENT OF FOOD AND PUBLIC DISTRIBUTION

The Department of Food & Public Distribution, Government of India, under the Ministry of Consumer Affairs, Food & Public Distribution, is presently headed by the Cabinet Minister of Consumer Affairs, Food & Public Distribution. The department has a primary objective to ensure remunerative rates for the farmers and supply of food grains at reasonable prices to the consumers through the public distribution system.



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

1,195 complaints were
received by Department of Food &
Public Distribution in 2015-16

91% of grievances were for
division, Food Corporation of India

9% of grievances were
for division, Central Warehouse
Corporation

21% of grievances were on
issues in recruitment process

17% of the grievances were
on issues with storage facilities

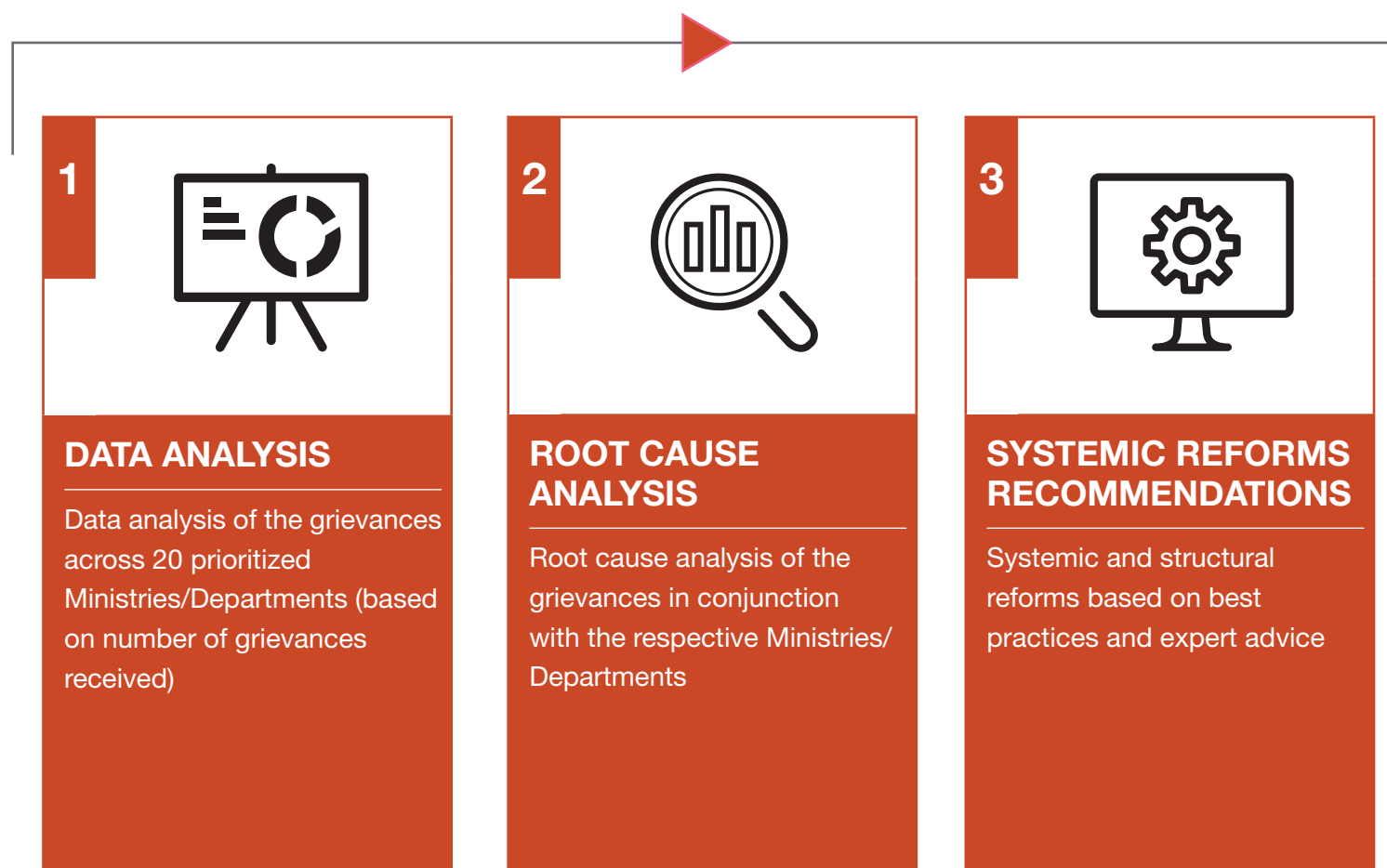
67%* of the grievances will be
impacted, as and when suggested
reforms are incorporated

*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 Food Corporation of India, which accounted for 91% of grievances received. Another 9% of the grievances were received by Central Warehousing Corporation.

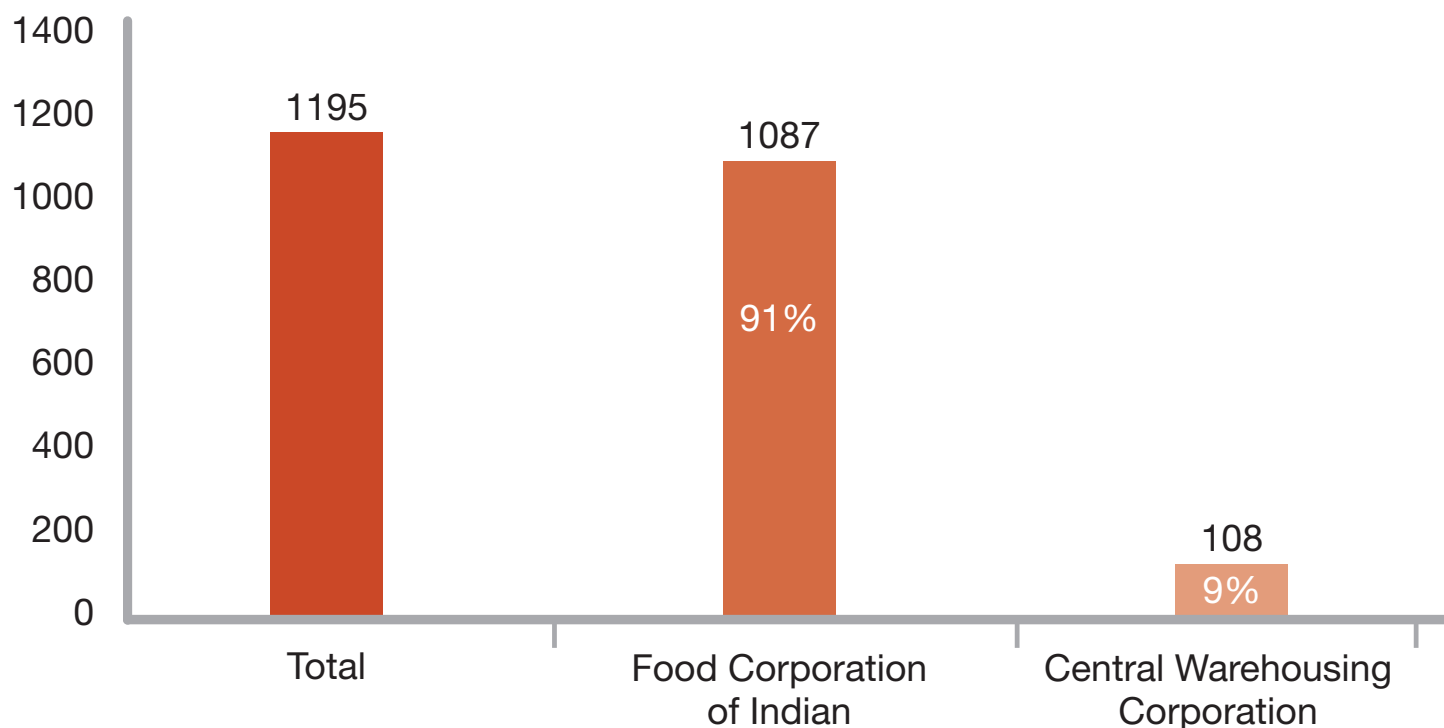


Chart 1: Categorized grievances received by divisions from 1.4.2015 to 31.3.2016

2.2.2 IDENTIFICATION OF FOCUS SERVICE

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

Table 2: Sample size selected for the study

DEPARTMENT OF FOOD & PUBLIC DISTRIBUTION	1195 NUMBER OF GRIEVANCES	120 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, Food Corporation of India and Central Warehousing Corporation. For these two divisions, recurring issues were categorized.

AN EXAMPLE OF GRIEVANCE ANALYZED IS AS FOLLOWS






"Respected sir, I am from Bangalore, I have applied for FOOD CORPORATION OF INDIA CAT-1 POST (assistant general manager) on advt no: 2/2013. roll no: 10210251 registration /application no: 100508. I have qualified written examination test held on 16/02/2014 and attended interview at Gurgaon. As I belong to SC category and claiming a women's quota of 33.3% there were only 3 women candidates who attended interview for that post and total vacancies were 18. But surprisingly I was not selected in the merit list. As administrative notice depicts that to provide and encourage women in government jobs. So, I request concerned authorities to provide me the right justice. Thanking you."

ACTION BY DEPARTMENT OF FOOD & PUBLIC DISTRIBUTION

FCI Hqrs. vide their letter no. 10-1/2013/RIP dated 23.04.2015 has informed the applicant that vacancy position and other relevant details is laid down in the advertisement and accordingly on approval of Competent Authority recruitment is done in FCI. It is advised to go through the advertisement as advertised in Employment News/ Rozgar Samachar/ www.fcijobsportal.com dated 10.08.2013 wherein there is no separate quota for women.

For the Department of Food & Public Distribution, the top most issue was Recruitment Process which accounted for 21% of grievances, followed by grievances of storage facilities, accounting for another 17% of the grievances. This was followed by grievances related to public distribution system, malpractices and pension issues accounting for 12%, 9% and 8% respectively.

Table 3: Focus services for root cause analysis

S.No	Grievance Causing Issues	Impact*	Details
1	 Issues in Recruitment Process	21%	<ul style="list-style-type: none"> No transparency in the recruitment process No clear regulation of the number of personnel to be employed in a specific category Cancellation/ Delay in rolling out offers
2	 Storage Facilities	17%	<ul style="list-style-type: none"> No proper storage facilities for food grains Wastage of food grains High transportation costs to storage facilities
3	 Public Distribution System	12%	<ul style="list-style-type: none"> Issues with implementation of subsidy and food distribution schemes No response to grievances from FCI
4	 Employee related issues	9%	<ul style="list-style-type: none"> No transparency in promotion process Issues with transfer of higher officers
5	 Pension Issues	8%	<ul style="list-style-type: none"> Delay in sanctioning pension No update of revised pay scale in pension High delay in releasing pension for a deceased employee

*Grievance Sample Analyzed: 120

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 Department of Food & Public Distribution

Issue	Sub-Issue	Root Cause
Issues with Recruitment Process	Lack of transparency in recruitment process	• Process employed by Ministry is unknown to applicants
	No clarity on number of personnel to be employed in a specific category	• Number of vacancies under specific categories is unknown to applicants
	Cancellation/ Delay in rolling out offers	• Offers are rolled out through physical letters which causes delay in documentation
Storage Facilities	Issues with storage facilities for food grains	• Warehouses aren't technologically equipped to store grain for a longer period
	Wastage of food grains	
	High transportation costs to storage facilities	• Limited number of warehouses are located for a cluster of villages, which increase transportation costs for far off villages
Public Distribution System	Improper implementation of subsidy and food distribution schemes	• Leakages at food distribution points (ration shops)
	No response to grievances	• Several grievances received are regarding commodities not dealt by FCI, for which no response can be given
Malpractice	No transparency in promotion process	• Lack of transparency in transfer/ promotion process • No digital records exist supporting promotion/ transfers
	Issues with transfer of higher officers	
Pension Issues	Delay in sanctioning pension	• Missing paperwork leading to delay in sanction of pension
	No update of revised pay scale in pension	• Lack of awareness on eligibility criteria of pay scale revision

Grievance issues of Storage Facilities and Public Distribution System are mapped to construction of godowns by FCI and End to End Computerization of Public Distribution System respectively.

The Department is implementing a scheme for augmenting storage capacities in multiple states across India and also implementing a plan on including 'End-to-End Computerization of Targeted Public Distribution System (TPDS) Operations to address challenges such as leakages and diversion of food grains, fake and bogus ration cards, lack of transparency, weak grievance redressal, mechanism, etc. under 12th Five Year Plan (2012-17).

Chart 2: National schemes for catering grievance



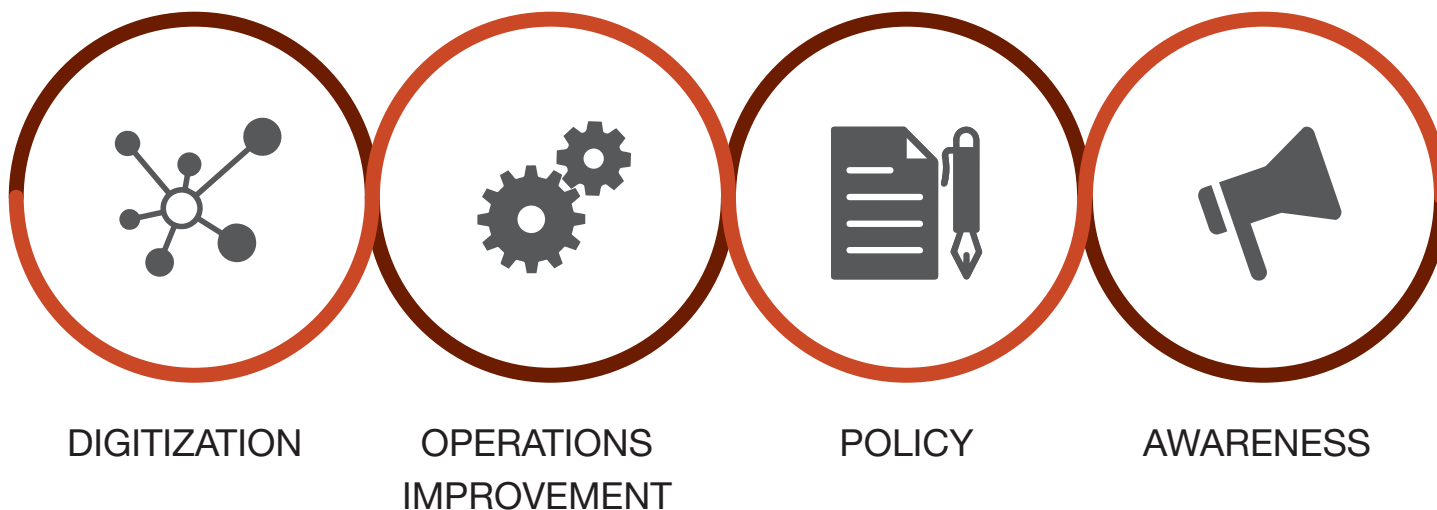
Food distribution is the backbone of every nation and to reduce food shortages to meet the exigencies a Food Department was established. The primary policy objective of the Department of Food & Public Distribution is to ensure food security for the country through timely and efficient procurement, storage and distribution of food grains. This involves procurement of various food grains, building up and maintenance of food stocks, their storage, movement and delivery to the distributing agencies and monitoring of production, stock and price levels of food grains

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 employee grievances, construction of Godowns scheme and Targeted Public Distribution system plan across the following areas.

AREAS ACROSS WHICH SYSTEMIC REFORMS ARE SUGGESTED



Systemic Reforms



Food and Public Distribution directly impact each citizen. Therefore, it is of utmost importance that the process is streamlined, and monitoring is tight knit.

Digitizing targeted public distribution system and revamping storage facilities are the prominent program of the government. There are areas in terms of policy formulation, implementation where few reforms can bring a major impact. Twelve recommendations have been made based on best practices adopted by state governments and other stakeholders.

Table 5: Systemic Reforms for Department of Food & Public Distribution grievances

S. No	Reform Category	Systemic Reforms	Ease of implementation
1	Digitization	Incorporate digital communication (emails, scanned copies) in recruitment process.	High
2	Digitization	Incorporate latest technology in warehouses to maintain quality of grains and real time monitoring of capacity available	Low
3	Digitization	Incorporate geotag option in CPGRAMS portal to trace the location of the storage facility for grievance redressal	High
4	Digitization	Geotag existing warehouses and send tailor made response of closest warehouse to complainant	Medium
5	Digitization	Digitize Public Distribution System (PDS) with PoS machines, Aadhaar seeding to monitor all transactions	Low
6	Digitization	Online system for appraisal to be incorporated	Medium
7	Digitization	Extending Bhavishya (online pension sanction) portal to the Department	High

8	Operations Improvement	Send standard response to complainants regarding their queries about agricultural produce not under the purview of FCI	High
9	Operations Improvement	Set up mechanism with the third-party recruitment agency to self-check the selection process for redressal of grievances	High
10	Operations Improvement	Establish Employee Enhancement and Satisfaction Cell tagged to senior bureaucrats in the organisation. Ex: Bharat Petroleum Corporation Limited (BPCL)	Medium
11	Policy	Incorporate Direct Benefit Transfer (DBT) with Aadhar seeding to facilitate direct transfer of the total amount entitled under food subsidy to the beneficiary, in place of the traditional ration shop approach	Low
12	Awareness	Updating pensioners on policies and policy changes in a timely manner through notification on website, camps, sms, email, etc.	High



Case Studies On Reforms



4.1 DIRECT BENEFIT TRANSFER IN PUBLIC DISTRIBUTION SYSTEM



The administration of Chandigarh replaced the traditional Public Distribution System with a cash transfer system to transfer the entitlement directly to the bank account of the beneficiary. The first step was identification of beneficiaries, digitization of the beneficiaries list and issue of new ration cards. Fresh enrolments under National Food Security Act began and the administration spread the word through camps, advertisements, public notices, offices of the sub-divisional magistrates as well as through councilors and sarpanches/pradhans of villages on the outskirts of the city. Application forms were collected at various points – food and civil supply department's service windows, e-sampark kendras and even fair price shops.

4.2 DIGITIZATION OF TARGETED PUBLIC DISTRIBUTION SYSTEM



With the aim to bring transparency and efficiency in the PDS system, the Government launched a scheme for end to end digitization of Targeted Public Distribution System (TPDS) which has been initiated in multiple states. The database of beneficiaries is being digitized, new ration cards with barcodes are being issued to integrate data with Point on Scale (POS) machines at the distribution centers. The customer shows the ration card at the outlet. The shopkeeper scans the barcode; or, if that doesn't work, enters the ration card number into the system, which then shows the number of beneficiaries listed in the card. The person who has come to collect the ration, does a biometric verification, which is done in real time at the back-end. If biometric

authentication doesn't work, there is an option for one-time-password sent to the registered mobile number. The system then will display various data like how much of quota can be availed and what is the balance available.

4.3 BHARAT PETROLEUM'S EMPLOYEE ASSISTANCE PROGRAM



The Employee Assistance Program is a counselling service provided to the employees of Bharat petroleum Corporation Limited. A vast number of employees of the Navratna company work from remote locations away from their families. Positioned at various far – flung refineries and regional offices, many such employees were aggrieved and would often resort to requests for transfers. However, the exigencies of the company demanded that they continue working in those locations. Consequently, as a pro-active initiative undertaken as part of the Employee Satisfaction and Enhancement Cell, BPCL started the EAP Program. They hired a third-party company, called 1to 1help and started providing counselling services over the phone, over the net and in person to employees free of cost. This initiative has gone a long way in curbing the satisfaction and alienation felt by

employees. Employees have ways of redressing their emotional grievances by way of approaching their peer counsellors or Sahakar Mitras. Supplemented by magazines, mails and articles published regularly on how to cope with stress and loneliness, the company has successfully established a talking, healthy community at all refineries in order to avoid occurrences of stress, depression and discontentment.

4.4 DEPARTMENT OF PENSION & PENSIONERS' WELFARE USHERS IN THE FUTURE, WITH BHAVISHYA



Department of Pension & Pensioners' Welfare (P&PW) has introduced an online Pension Sanction and Payment Tracking System called 'BHAVISHYA'. Actions for timely payment of retirement dues and issue of Pension Payment Order (PPO) start one years before the date of retirement of the employee. There are a number of intervening stages and the system will pinpoint delays at each stage to enable timely interventions. The tracking can be done by the retiring employee as well as the administrative authorities. In addition, forms required during the process are available in electronic format. The retiring employee can fill the forms online. It facilitates the administrative authorities by processing the claims and passing on the calculated amounts and other details to the Pay and Accounts Offices. The new system

will also capture personal information, service data and contact details like mobile number and e-mail etc. The retiring employees will be kept informed of the progress of pension sanction process through SMS/E-mail.

Conclusion



This Grievance Analysis Study analysed 120 grievances of Department of Food & Public Distribution, spanning across employee related problems, storage facilities and public distribution system, distributed in the 29 states. Following key systemic reforms have been recommended and implementation of these will make an impact in reducing grievances.

KEY RECOMMENDATIONS

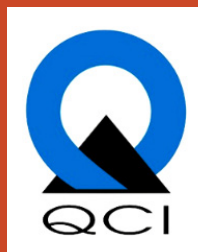
This report evaluates the grievances of Department of Food & Public Distribution and recommends the following priority systemic reforms:

- 01 Establish Employee Enhancement & Satisfaction Cell to address employee grievances
- 02 Geotag storage facilities available for easy location and accessibility of warehouses
- 03 Digitization of hiring process to reduce delays
- 04 Extend Bhavishya portal to the Ministry for quick redressal of pension related grievances

LIST OF EXPERTS CONSULTED

Table 6: List of experts

Department of Food and Public Distribution	Outside Ministry	Quality Council of India
• Suresh Kumar Vasishth – Joint Secretary	• Dr. Ashok Gulati – Chair Prof. (ICRIER)	• Adil Zainulbhai – Chairman
• FCI Team	• Siraj Chaudhry – (Chairman– Cargill Foods)	• Dr. Ravi P. Singh – Secretary General
	• Nikita Garg – Associate, McKinsey India	• Manish Pande – Joint Director



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