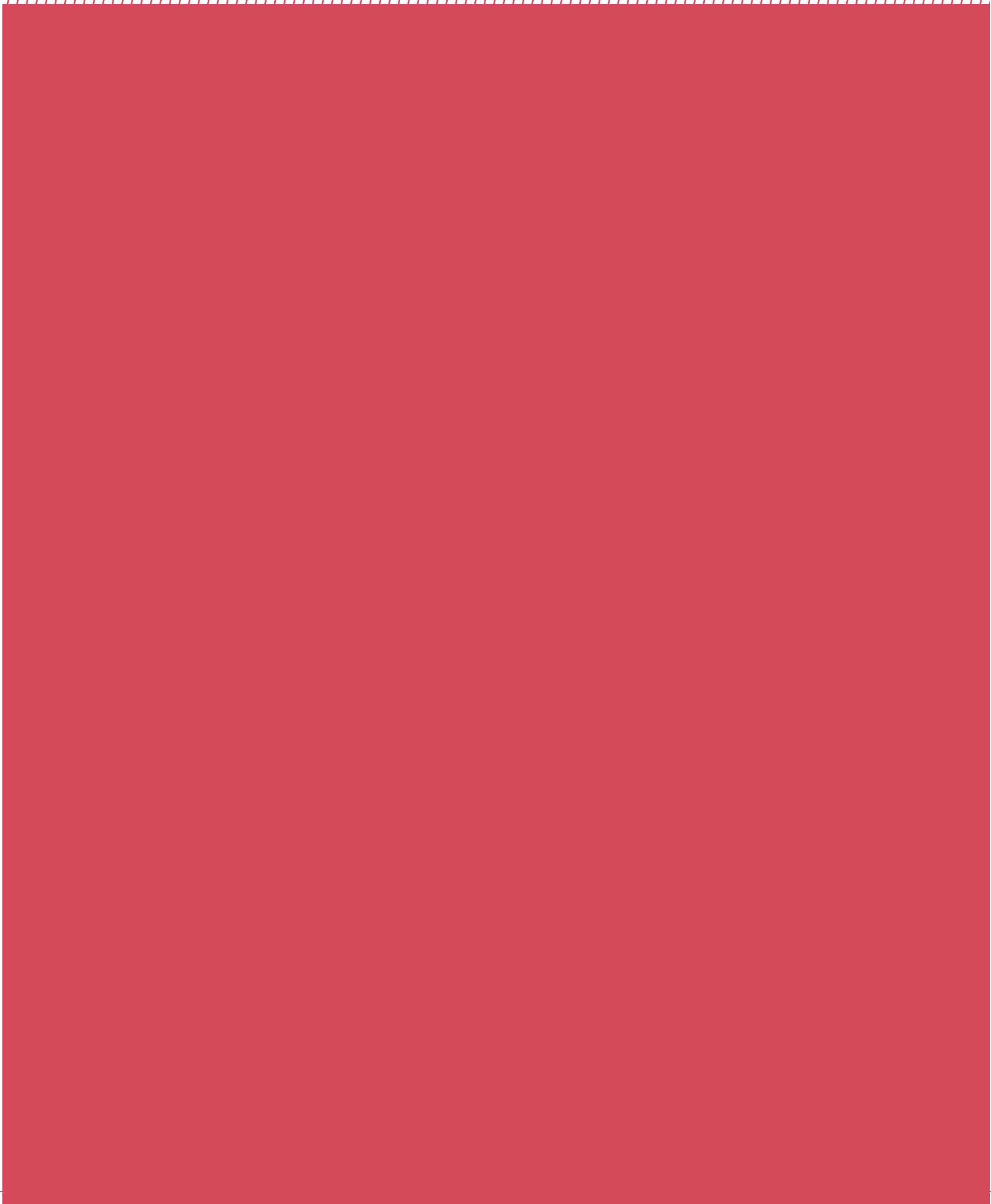




Department of Administrative Reforms and Public Grievances



Ministry of Power



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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 Ministry of Power (S.NO 32).

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 POWER

The Ministry of Power, earlier known as the Ministry of Energy Sources, started functioning independently with effect from 2nd July, 1992. Electricity is a concurrent subject as per the seventh Schedule of the Constitution of India. The Ministry of Power is primarily responsible for the development of electrical energy in the country. The Ministry is concerned with perspective planning, policy formulation, processing of projects for investment decision, monitoring of the implementation of power projects, training and manpower development and the administration and enactment of legislation in regard to thermal, hydro power generation, transmission and distribution. The Ministry of Power is responsible for the Administration of the Electricity Act, 2003, the Energy Conservation Act, 2001 and to undertake such amendments to these Acts, as may be necessary from time to time, in conformity with the Government's policy objectives.



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

1,888 complaints were
received by Ministry of Power in
2015-2016

22% of grievances received
by the National Thermal Power
Corporation (NTPC)

9% of the grievances were
received by the Ministry of Power
Thermal Division

16% of grievances were
for category- payment of salary and
wages related issues

11% of the grievances were
for grievance category delayed or
unfair compensation in lieu of land
acquired

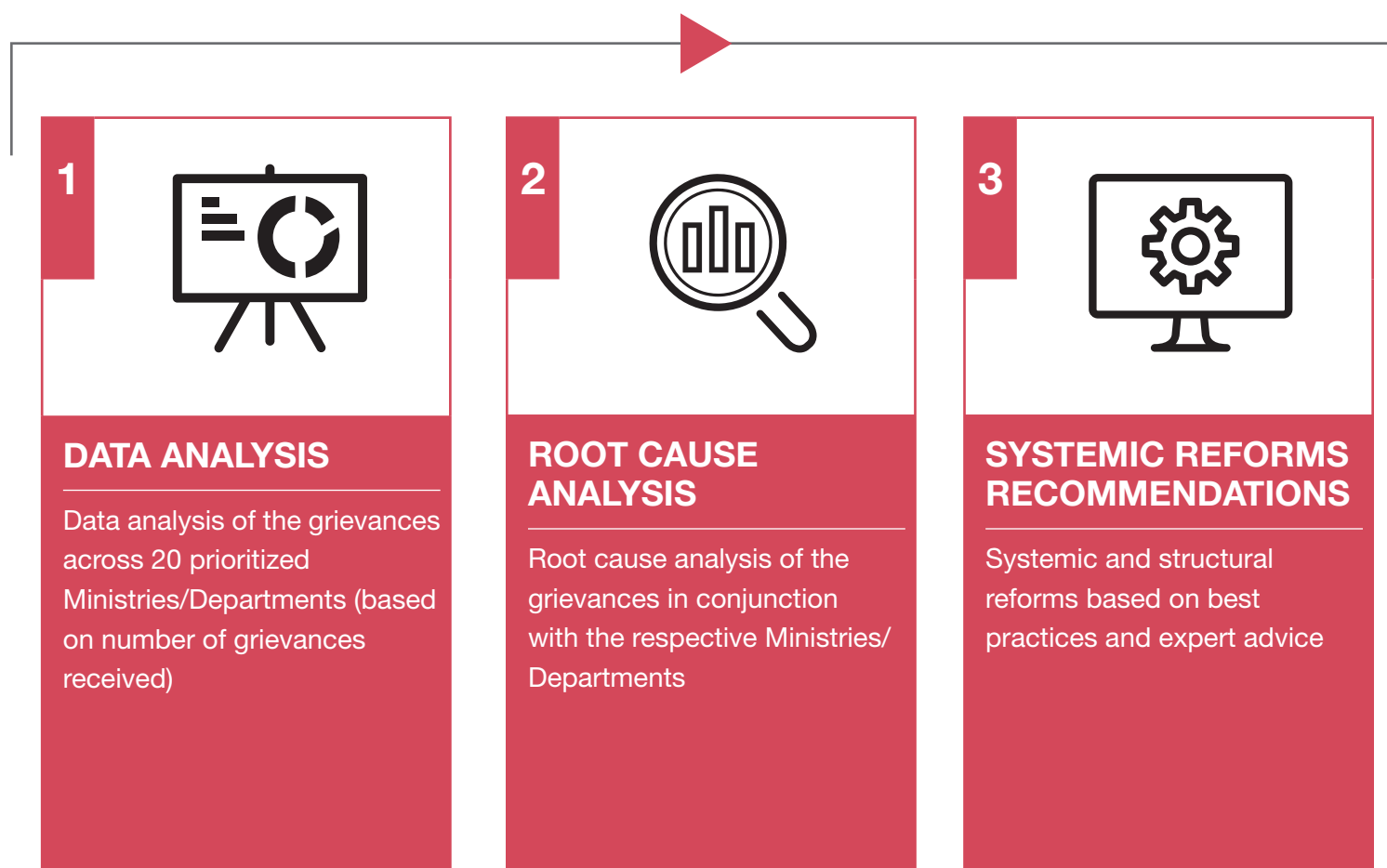
24%* of the grievances will
be impacted, as and when suggested
reforms are incorporated

*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 National Thermal Power Corporation Limited, which accounted for 22% of grievances received. A break-up of the grievances received by various Divisions may be found in Chart 1.

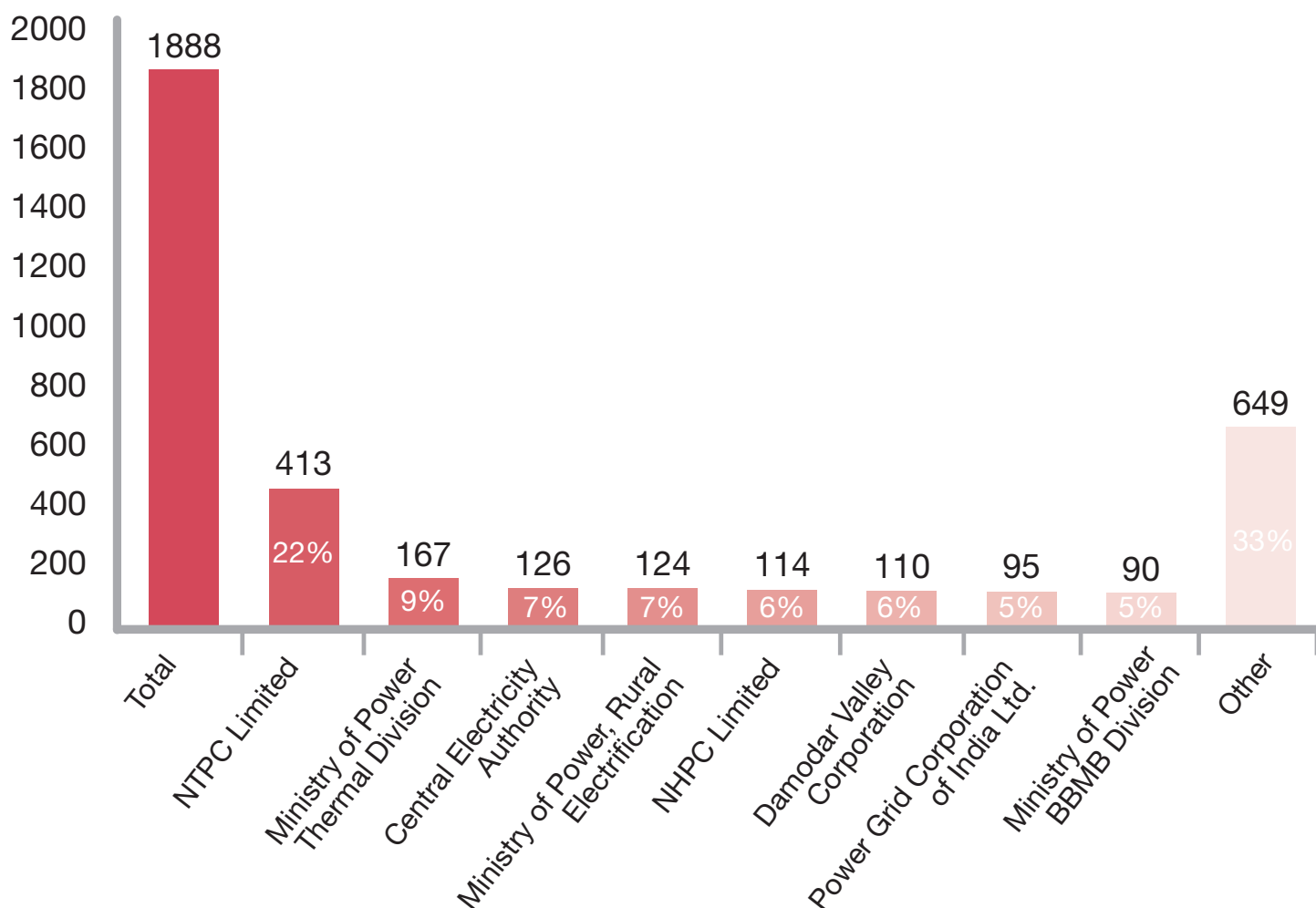


Chart 1: Categorized grievances received by divisions from 1.4.2015 to 31.3.2016

2.1.2 IDENTIFICATION OF FOCUS SERVICE

Grievance data in top 8 divisions was deep dived and 10% of sample was analyzed.

Table 2: Sample size selected for the study

MINISTRY OF POWER	1888	180
	NUMBER OF GRIEVANCES	TOTAL SAMPLE GRIEVANCES ANALYSED

The next step was grievance-by-grievance analysis for a sample of the grievances received by the top Divisions. National Thermal Power Corporation Limited (NTPC), National Hydroelectric Power corporation (NHPC), Bhakra Beas Management Board (BBMB) and Damodar Valley Corporation (DVC) were categorized as the Divisions receiving the most recurring grievances. Within these, top recurring issues were categorised.

AN EXAMPLE OF GRIEVANCE ANALYZED IS AS FOLLOWS





"I am a liver cirrhosis patient at advanced stage with number of life threatening complication. Doctors panel of Vellore and Kolkata has given it in written that I should stay in a metropolitan city having super specialty hospital with all modern facilities to deal with the disease and handle emergencies. I have one small daughter and spouse. Even CMC Vellore is planning to do liver replacement after 4 to 5 years. For that they have started medications etc. to make me ready for surgery after 4 years. Henceforth it is very desired by me to get permanent posting in kolkata in any suitable department. Now I am in tenure basis posting for 01 year in Kolkata, and after every year I have to get my tenure extended for 01 more year which is a hectic procedure and I doubt that in coming days I will have the energy to do it. Please help me in this regard. I want your valued appointment for above purpose."

ACTION TAKEN BY MINISTRY OF POWER

"Matter was examined in consultation with HR department and in this regard it is stated that X has been posted at Kolkata for the past 5 years on account of his medical condition and he has been allowed one more year of extension. On completion of his extended period of posting, based on his request and condition, his case will be examined for further posting as per the policy."

For the Ministry of Power, the most recurring issue accounting for 16% of grievances was the delayed payment for material delivered and delayed payment of pensions. Another issue accounting for 14% of the grievances was related to BBMB, This was followed by delayed/ no compensation against land acquired and dissatisfaction with NTPC's transfer policy accounting for 11% and 9% respectively.

Table 3: Focus services for root cause analysis

S.No	Grievance Causing Issues	Impact*	Details
1	 Wage/salary payment related issues, especially by contract workers	16%	<ul style="list-style-type: none"> • Payment delayed for material delivered • Delayed pension or other benefits to employees
2	 Extended stay and corruption charges BBMB	14%	<ul style="list-style-type: none"> • Person-specific complaint
3	 Delayed/no compensation in lieu of land acquired	11%	<ul style="list-style-type: none"> • Delayed compensation award value and compensatory employment • Relocation of people due to land acquisition and no substitute home given nearby
4	 Dissatisfaction with NTPC's transfer policy	9%	<ul style="list-style-type: none"> • Harassed by transferring to hard locations in old age • Married NTPC couple not given preference to stay together • Request for no transfer due to family reasons

* Grievance Sample analysed: 180

2.2 ROOT CAUSE ANALYSIS (RCA)

With regard to person-specific grievances pertaining to the extended stay and alleged corrupt practices at BBMB, the issue was de-prioritised because it has since been resolved.

For the focus services attracting largest number of grievances, the ones that were addressable were selected for an extensive root cause analysis. 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.

The Ministry of Power primarily administers the provision of reliable, adequate and quality power to every citizen at reasonable prices. This is accomplished by providing necessary support and enabling policy framework for integrated development of power infrastructure in the country. This task is achieved through a largely decentralized network of power plants and transmission centers, run by various Central Public Sector Undertakings (CPSUs).



The study of grievances revealed that of the focus services, the most recurring issue was regarding inefficacy at the part of the CPSUs in delivering payment or delivering benefits to contracted workers or employees. The other principal part of the grievances was pertaining to dissatisfaction of project affected people (PAP's) with respect to the resettlement and rehabilitation facilities being delivered to them by the CPSUs in lieu of their land acquired. The study evaluated the root causes behind the lack of quality implementation of these services (Table 3).

Table 4: Root Cause Analysis of grievances related to Ministry of Power

Issue	Sub-Issue	Root Cause
Wage/salary payment related issues, especially by contract workers	Payment delayed for material delivered	<ul style="list-style-type: none"> Faulty human involvement in disbursement of funds Lack of transparency and monitoring in the mechanism of settling finances Failure to produce live certificate or appear in person for verification
	Delayed payment of pension and provident fund	<ul style="list-style-type: none"> Communication gap between retired employees and the department on the intricacies of family, disability allowance & Compassionate Appointment
Delayed/no compensation on land acquisition	Delayed compensation award value and compensatory employment	<ul style="list-style-type: none"> Dispute in arriving at the final value of land Malpractices and corruption in the disbursement process Mismatch between the skills of the person demanding employment and the vacancy
	Relocation of people due to land acquisition and no substitute home given nearby	<ul style="list-style-type: none"> CPSU's Rehabilitation and Resettlement policy not in alignment with the Land Acquisition Act Severity of the former act of 1984. This has been amended as of 2013 which will lead to reduction in grievances
Dissatisfaction with NTPC's transfer policy	<ul style="list-style-type: none"> Harassed by transferring to hard locations in old age Married NTPC couple not given preference to stay together Request for no transfer due to family reasons 	<ul style="list-style-type: none"> Resentment on the part of employees for having to stay in remote, far-flung locations notwithstanding that transfer is an exigency in service Absence of an escalation matrix for genuine cases to challenge the largely discretionary practices of the human resource department

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 Ministry of Power and its PSUs across the following areas.

AREAS ACROSS WHICH SYSTEMIC REFORMS ARE SUGGESTED



Systemic Reforms



There are areas in terms of awareness, monitoring, streamlined implementation and digitization where few minor reforms can bring a major impact. Six recommendations have been made based on best practices adopted by state governments and other stakeholders.

Table 5: Systemic Reforms for Ministry of Power

S. No	Reform Category	Systemic Reforms	Ease of implementation
1	Digitization	Introduce a common contract payment dashboard/portal for monitoring disbursement of materials and subsequent payment by all Central Public Sector Undertakings of Ministry of Power	High
2	Digitization	Create a dashboard for monitoring the timely disposal of compensation in lieu of land acquired to all Project Affected Persons	High
3	Operations Improvement	Implement and encourage the adoption of Jeevan Pramaan Patra among retired staff, through various avenues like Pension Adalats	Medium
4	Operations Improvement	Establishment of an independent employee cell with direct reporting relationship with Chairman (such as Employee Satisfaction and Enhancement Cell) to deal with transfer and promotion cases whenever the decision of the Human Resource Department is challenged	Medium
5	Awareness	Update pensioners on policy changes in a timely manner through camps, sms, email and Pension Adalats	Medium
6	Monitoring	Accreditation of all Public Sector Undertakings of the Ministry of Power by a third-party agency based on previously set Key Performance Indicators	High

Case Studies On Reforms



Given that a large number of grievances were pertaining to employees' grievances, the institution of certain gateways, avenues and channels will go a long way in curbing the grievances being caused. Measures undertaken by various other CPSUs such as CIL and BPCL may be adopted by the Ministry to improve the quality of employment and service conditions of its own bodies.

4.1 CONTRACT LABOUR PAYMENT MANGEMENT SYSTEM- A PORTAL OF COAL INDIA LIMITED



In order to curb problems like corruption and exploitation of labour by the contractors and help providing proper & timely wages to contractual workers, Coal India Limited (CIL) has launched a portal. Through this portal, wages will be calculated and credited directly in bank account of the all contractual labourers. The system also has in-built mechanism to validate minimum wages paid, generate wage slips and employment cards of contract workers. The portal provides access to all contract workers, through a Workers Identification Number (WIN), to view their personal details and payment status. Contract workers can also register their grievances through this portal.

4.2 BHARAT PETROLEUM'S EMPLOYEE SATISFACTION AND ENHANCEMENT CELL



BPCL went through a major restructuring in 1999 during which more than 1000 employees were transferred. This led reporting relationships within the organisation to alter significantly. A need was felt by the management to establish an independent body from the Human Resource Department that could address the issues of employees. This independent cell, known as the Employee Satisfaction and Enhancement (ESE) Cell had a direct reporting relationship with the Chairman and undertook redressing of employees' professional and personal grievances. The Cell runs successfully till date and undertakes fact-finding missions and dispute settlement exercises, especially where it is felt that the decision taken by the HR department was prejudiced. This brings objectivity into the system of transfers and promotions of employees.

Conclusion



This Grievance Analysis Study analysed 180 grievances of Ministry of Power, spanning across the 29 states and dealt with fields of generation, transmission, distribution and also of power research and training. 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 Ministry of Power and recommends the following priority systemic reforms.

- 01 Introduce a common contract payment dashboard/portal for monitoring disbursement of materials and subsequent payment by all Central Public Sector Undertakings (CPSUs) under Ministry of Power.
- 02 Establish an independent employee cell to deal with transfer and promotion cases whenever the decision of the Human Resource Department is challenged.
- 03 Create a dashboard for monitoring the timely disposal of compensation in lieu of land acquired to all Project Affected Persons.
- 04 Implement and encourage the adoption of Jeevan Pramaan Patra among retired staff, through various avenues like Pension Adalats.

LIST OF EXPERTS CONSULTED

Table 6: List of experts

Ministry of Power	Outside Ministry	Quality Council of India
• Anju Bhalla - Joint Secretary	• Uttam Lal - Addl GM, HR, NTPC	• Adil Zainulbhai - Chairman
• Suman Chatterjee - Deputy Secretary	• Neeraj Kapur - GM, Rehabilitation and Resettlement, NTPC	• Dr. Ravi P. Singh - Secretary General
	• P.K. Mukhopadhyay - Member Secretary, DVC	
	• Ashok Sinha - Ex-Chairman, Bharat Petroleum Corporation Limited	
	• Muhammad Khan - Fmr OSD, Ministry of Rural Development	



QUALITY COUNCIL OF INDIA

2nd Floor, Institution of Engineers Building 2, Bahadur Shah Zafar Marg, New Delhi – 110002

T: +91-11-23378056 / 57 **F:** +91-11-23378678 **W:** www.qcin.org **E:** info@qcin.org