Department of Administrative Reforms and Public Grievances
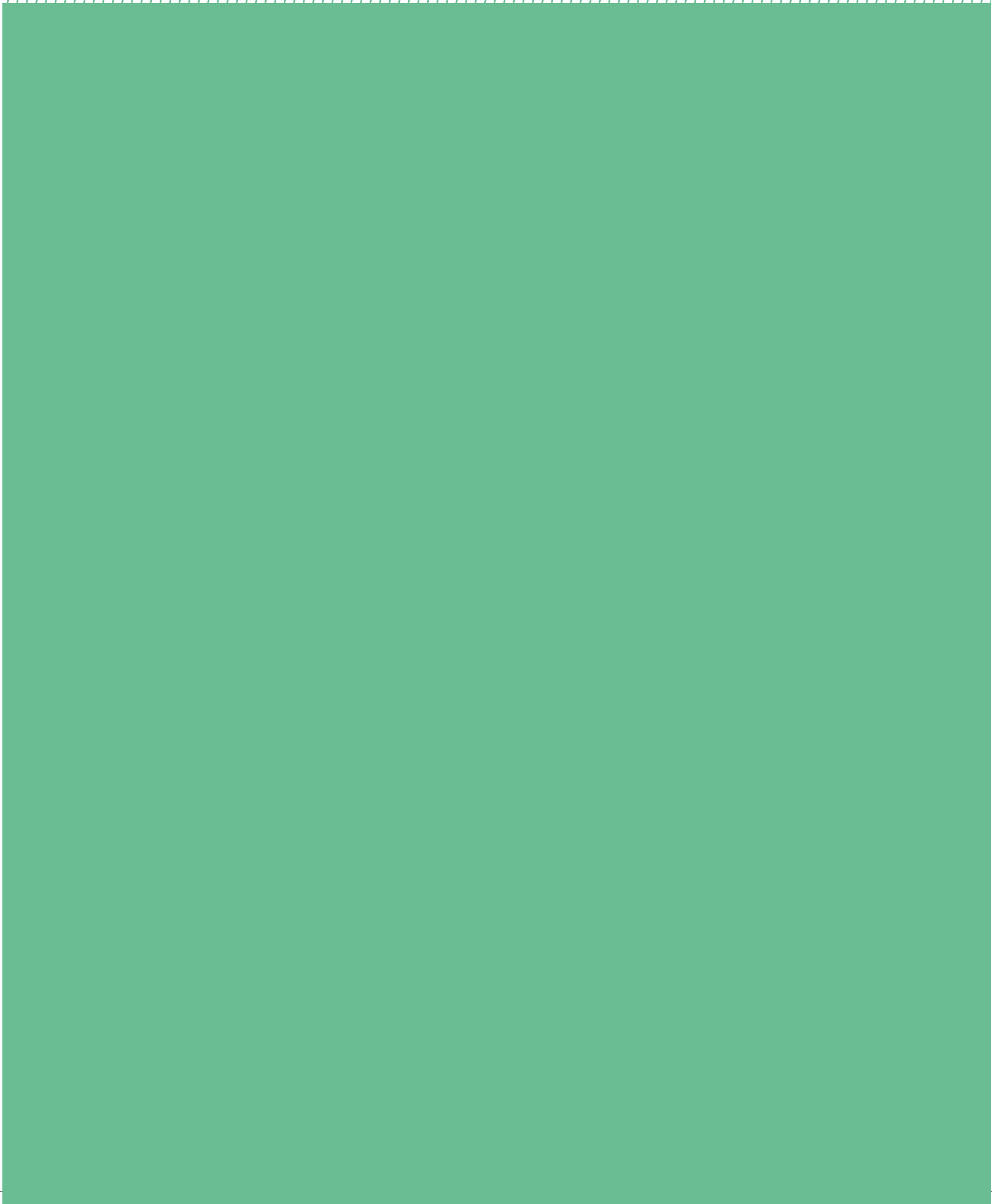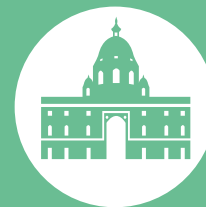
QCI

Ministry of Housing and Urban Affairs

Contents

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 Housing and Urban Affairs (S.NO 38).

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 & Farmer's 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 HOUSING & URBAN AFFAIRS

The Ministry of Housing and Urban Affairs is an agency of the Government of India responsible for urban poverty, housing and employment programs. It is involved in national policy decisions and coordinates with Indian central ministries, state governments, and central sponsor programs. It provides finances through federal institutions and allocates resources to the state governments. The ministry supports the country's external housing and urban development assistance programs.

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

4,225 complaints were received by Ministry of Housing & Urban Affairs in 2015-16

50% of grievances were received by division, Director Housing

46% of the grievances were received by division, Deputy Secretary Housing for All (HFA)

36% of grievances were for category- Real Estate Regulation

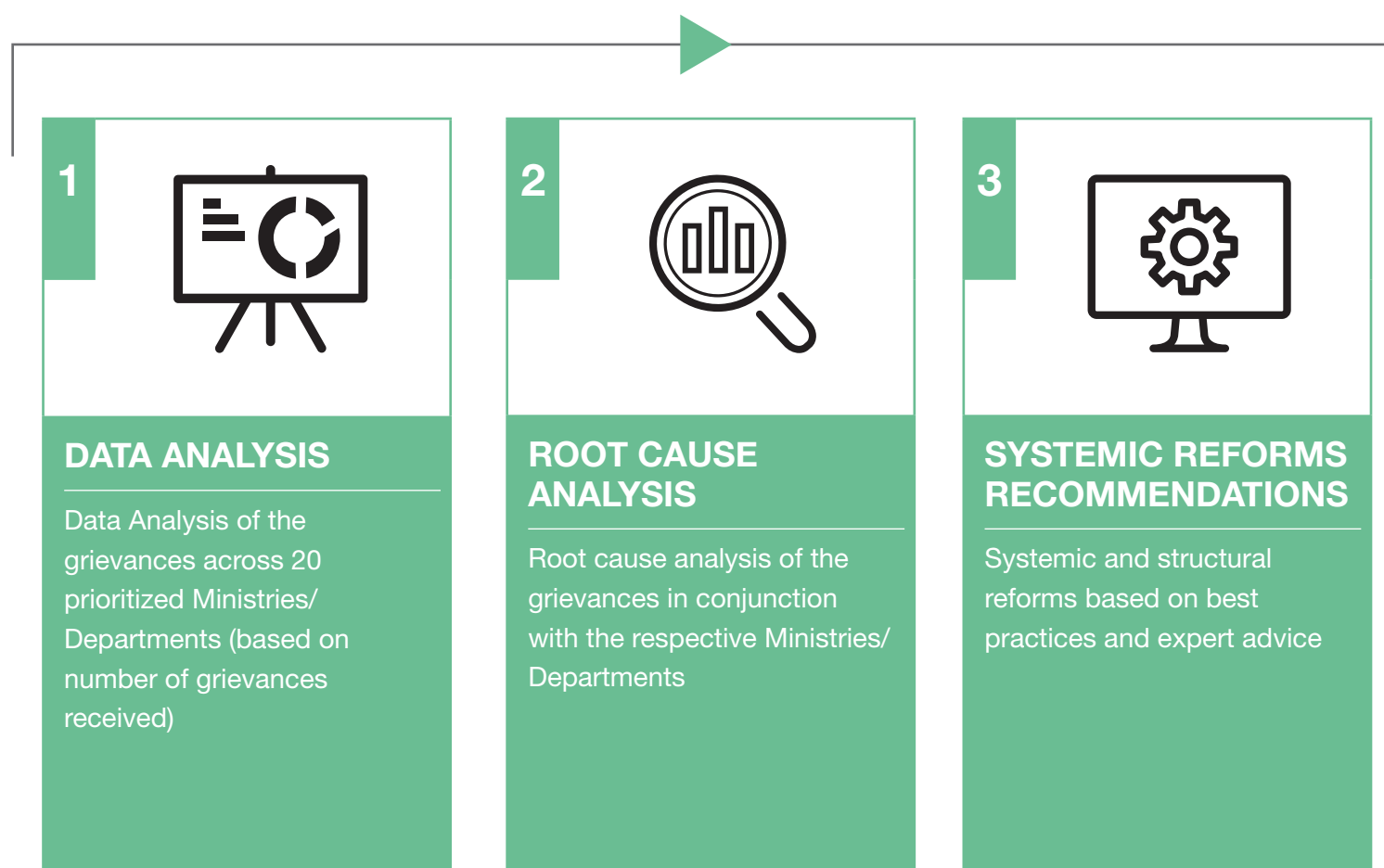**30%** of the grievances were for category- Affordable Housing

41%* 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.

1

DATA ANALYSIS

Data Analysis of the grievances across 20 prioritized Ministries/ Departments (based on number of grievances received)

2

ROOT CAUSE ANALYSIS

Root cause analysis of the grievances in conjunction with the respective Ministries/ Departments

3

SYSTEMIC REFORMS RECOMMENDATIONS

Systemic and structural reforms based on best practices and expert advice

2.1 DATA ANALYSIS

2.1.1 IDENTIFICATION OF TOP DIVISIONS

To analyze recent grievances, the divisions shortlisted were the ones receiving maximum grievances (from 1.4.2015 to 31.3.2016). The first step was to break the grievances down in terms of the divisions it was being forwarded to. The highest grievances were received by Director Housing, accounting for 50% of grievances received, followed by Deputy Secretary- Housing For All (HFA) accounting for 46% of total grievances received respectively.
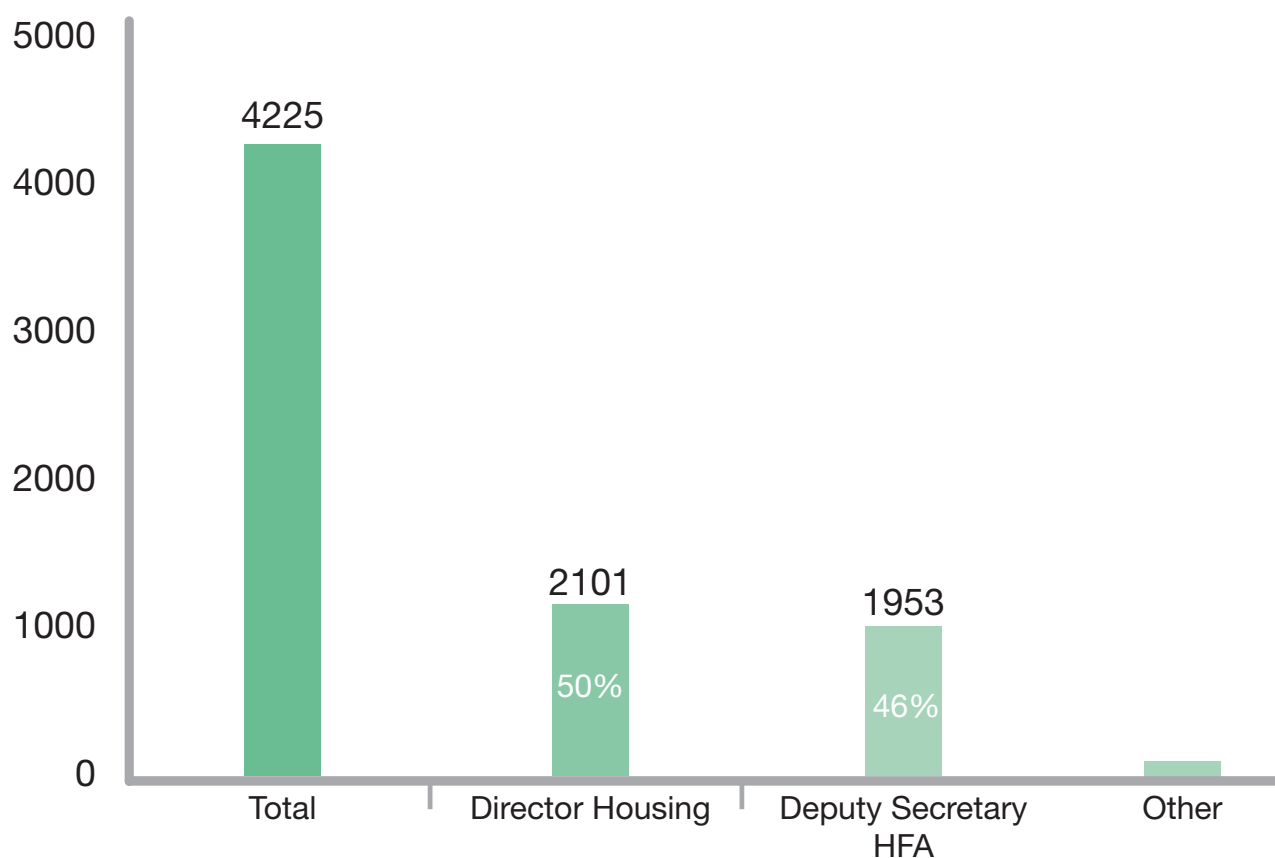

Chart 1: Categorized grievances received by divisions from 1.4.2015 to 31.3.2016

2.1.2 IDENTIFICATION OF FOCUS SERVICE

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

Table 2: Sample size selected for the study

MINISTRY OF HOUSING & URBAN AFFAIRS	4225 NUMBER OF GRIEVANCES	420 TOTAL SAMPLE GRIEVANCES ANALYZED

The next step was grievance-by- grievance analysis for a sample of the grievances received by the top 2 divisions, namely, Director Housing and Deputy Secretary HFA. For these two divisions, recurring issues were categorized.

AN EXAMPLE OF GRIEVANCE ANALYZED IS AS FOLLOWS

"Hello Sir, I am Edward(Age:49/M). My wife is living in her mother's home (at native). We don't have child. I am working in Mumbai as office cleaner for Rs. 5,500/Month. Because of very poor condition we can't built even a small house in my native. So I plan to apply for free housing scheme in my native (Alvaneri Village, Nanguneri Taluk, Tirunelveli Dist, Tamilnadu). So i contact my village president Mrs. Padmini Balakrishnan according this matter, but she is asking Rs. 30,000 as Corruption. But I can't give such a huge money to her. Please help me to sanction a free home under free housing scheme at my village. Already I tried to apply all the govt related officers since last 4 years. Please help us. I really believed you and your activities. Please help me for this poor people. (Note: My land information. Register No. 5307, Survey No. 205/16B.2, Lease No. 357. which is located in above my native place.) Our family is expecting your reply soon. Thanking you"

ACTION BY MINISTRY OF HOUSING & URBAN AFFAIRS

Housing is a State subject. It is responsibility of state govt. to provide housing to the citizen along with all necessary basic amenities. The Central Gove. Through its schemes assists the state govt. in addressing their housing shortage. Government of India (Ministry of Housing and Urban Affairs) has recently launched a new Mission "Housing for all" and this Mission will provide central assistance to implementing agencies through States /UTs for providing houses to all eligible families/ beneficiaries. People hailing from economically Weaker section (EWS) and Low Income Group (LIG) can avail the benefit under the Credit Linked Subsidy Scheme component of the Mission. We may forward his petition to State Govt. of Maharashtra for consideration under new HFA Mission or in any other scheme of State. The representation, thus may be forwarded to the State Govt. The State Govt. should also look into the allegation of corruption.

For the Ministry of Housing & Urban Affairs, the top most issue was on Real Estate Regulation accounting for 36% of grievances, followed by grievances on Affordable Housing, accounting for another 30% of the grievances. This was followed by grievances related to shelter for homeless and slum rehabilitation accounting for 9% and 4% respectively.

Table 3: Focus Services identified for root cause analysis

S.No	Grievance Causing Issues	Impact*	Details
1	Real Estate Regulation	36%	• Builders taking payments but not completing the project
			• Builders not giving possession of houses despite completion of construction
			• No refund on down payments
			• Delay in projects
			• No price regulation on property pricing
2	Affordable Housing	30%	• Implement schemes to help people in house construction
			• Revamp the home loan regulations as most of the poor aren't eligible for a loan
			• Rent control in urban areas
			• Awareness on the BPL housing schemes
3	Shelter for homeless	9%	• No shelters to the homeless people on the roads and platforms
			• Increase income limit to define BPL eligible for benefits
4	Slum Rehabilitation	4%	• Delay in clearance for construction
			• Single person getting multiple housing benefits
			• People with allotted homes are selling or renting their houses and moving back to the slums

* Grievance Sample analysed: 420

2.2 ROOT CAUSE ANALYSIS (RCA)

The Parliament of India passed the Real Estate (Regulation and Development) Act, 2016 to protect home-buyers and to boost investments in the real estate industry.

Provisions of the Act:

1. Mandatory registration for all commercial and residential real estate projects where the land is over 500 square metres, with the Real Estate Regulatory Authority (RERA) for launching a project

2. The Act mandates minimum 70 percent of total value of the property to be deposited in the bank account of the builder through cheques. The builders will have to quote prices based on carpet area and not super built-up area

3. Real Estate Regulatory Authorities (RERAs) will be established to regulate transactions related to both residential and commercial projects and ensure their timely completion and handover

As the Real Estate act already addresses grievances, real estate regulation has been deprioritized for further analysis.

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 Housing related issues

Issue	Sub-Issue	Root Cause
Affordable Housing	Implement schemes to help people in house construction	• Lack of awareness of Government run housing schemes
	Awareness on the BPL housing schemes	• Citizens aren't aware of the all verticals in various housing schemes
	Revamp the home loan regulations as most of the poor aren't eligible for a loan	• Citizens not getting access to credit due to poor/ no credit history in the banks • Lack of awareness in smaller bank branches about the service level agreement
	Rent control in urban areas	• No rent regulation/ formal agreement and verification in most of the citiess
	Delay in clearance for slum rehabilitation construction	• Multiple time consuming steps involved in obtaining construction site clearance
	Single person getting multiple housing benefits	• Independent unlinked state databases leading to single person availing multiple benefits under the same scheme
	People with allotted homes are selling or renting their houses and moving back to the slums	• No formal rent agreement and police verification systems in most of the cities
Shelter for the homeless	No shelters for homeless people on the roads and platforms	• Limited homeless shelters in multiple states

Grievance issues of Affordable Housing & Slum Rehabilitation and Shelter for homeless are mapped to Pradhan Mantri Awas Yojna (PMAY) and Deendayal Antyodaya Yojna (DAY) respectively.

With a vision to provide Housing for all, Pradhan Mantri Awas Yojana (Urban) is a flagship program of Prime Minister Narendra Modi, launched in June 2015 to provide affordable housing to urban poor. Under PMAY, it is proposed to build 2 crore houses for urban poor including Economically Weaker Sections (EWS) and Low Income Groups (LIG) in urban areas by the year 2022 through a financial assistance from central government.

This Mission has four components
    i. In-situ Slum Redevelopment with private sector participation using land as resource
    ii. Affordable Housing through Credit Linked Subsidy
    iii. Affordable Housing in Partnership with private and public sector
    iv. Beneficiary led house construction/enhancement.

To reduce poverty and vulnerability of the urban poor households by enabling them to access gainful self-employment and skilled wage employment opportunities, Deendayal Antyodaya Yojana-National Urban Livelihoods Mission (DAY-NULM) was started by the Government. The mission aims at providing shelters equipped with essential services to the urban homeless in a phased manner. In addition, the mission also addresses livelihood concerns of the urban street vendors by facilitating access to suitable spaces, institutional credit, social security and skills to the urban street vendors for accessing emerging market opportunities.

Chart 2: National Schemes of the Ministry
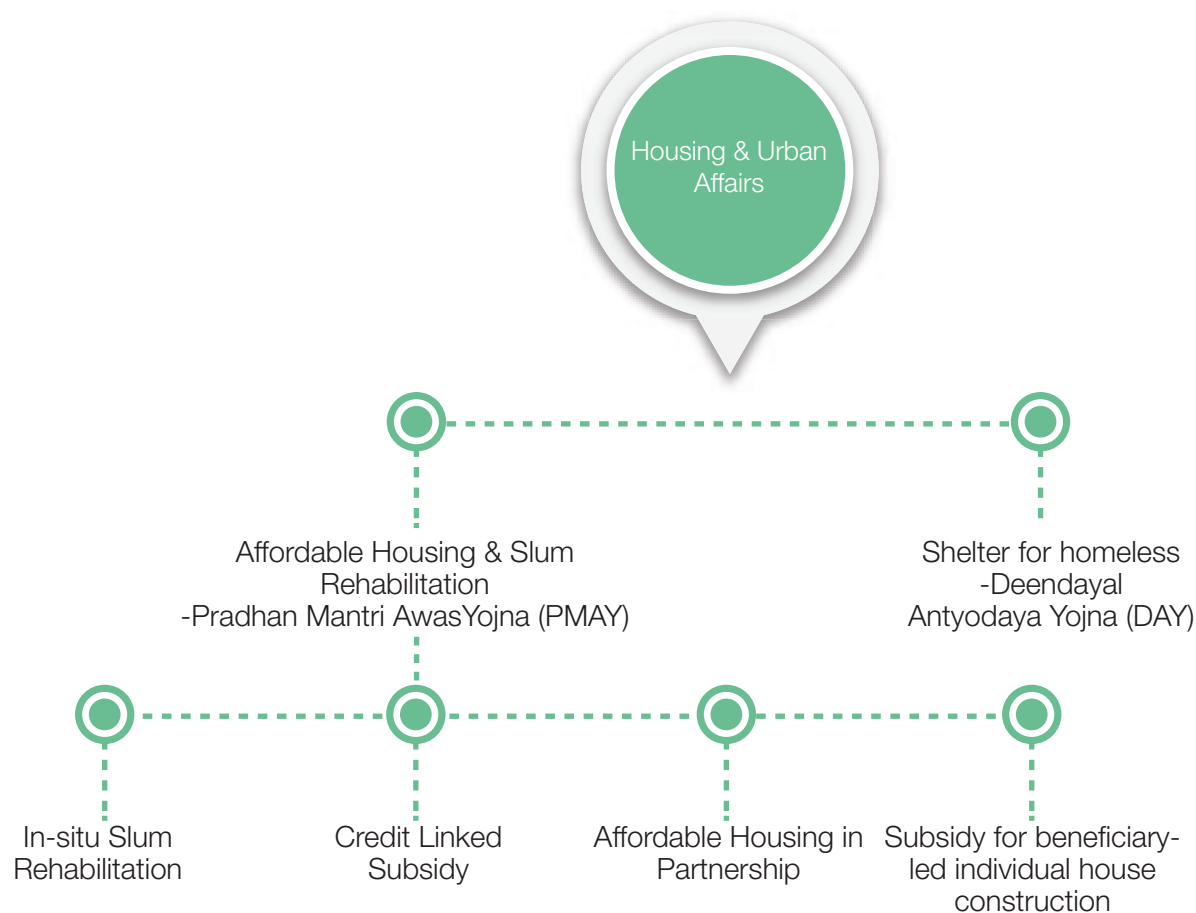
2.3 SYSTEMIC REFORMS RECOMMENDATIONS

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 reform recommendations were made for affordable housing, shelter for homeless and slum rehabilitation across the following areas.

AREAS ACROSS WHICH SYSTEMIC REFORMS ARE SUGGESTED
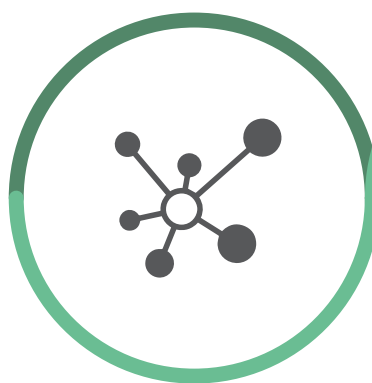
| DIGITIZATION | OPERATIONS IMPROVEMENT | MONITORING | AWARENESS |

Systemic Reforms

Housing policies and schemes directly impact each citizen because of the efficacy of the process and therefore, it is of utmost importance that the process is streamlined, and monitoring is tight knit.

While Pradhan Mantri Awas Yojna (PMAY) is a flagship program of the current Government, there are areas in terms of policy formulation, implementation and digitization where few reforms can bring a major impact. Nine recommendations have been made based on best practices adopted by state governments and other stakeholders.

Table 5: Systemic Reforms for Housing & Urban Affairs

S. No	Reform Category	Systemic Reforms	Ease of implementation
1	Digitization	Create a robust master database of beneficiaries and projects across states to match beneficiary details eliminate multiple beneficiaries at the online PMAY application level	High
2	Operations Improvement	Ministry to collaborate with Department of Financial Services to include quantum of loans sanctioned under Credit Linked Subsidy Scheme (CLSS) as a part of the bankers' key performance indicators (KPIs)	Low
3	Operations Improvement	Encourage Self help groups (SHGs) at Urban Local Body (ULB) Level to promote citizens to open bank accounts and deposit daily wages to create credit history. Ex: Madhya Pradesh	Medium
4	Operations Improvement	Incorporate mandatory screening of Aadhaar registration to prevent non- homeless category people from availing accommodation in the shelters	Medium
5	Operations Improvement	Incorporate mandatory verification for renting houses in areas with affordable housing clusters. Ex: Mumbai renting process	Low
6	Monitoring	Monitor step wise progress of various projects with red flags on delay beyond a certain time period through NITI Ayog's monitoring dashboard	High

7	Awareness	Create awareness on PMAY campaign Awareness Avenues • Extend successful awareness prectices like Nukkad Natak to all states • Promote digital media activity on YouTube through ads; share campaign awareness videos/ project completion details on Facebook pages. Ex: Manipur State Govt. • Incorporate content on PMAY in state flagship campaigns. Ex: Gujarat – Vibrant Gujarat	High
8	Awareness	Create awareness among banks regarding scheme and Memorandum of Understanding (MoU) signed. This MoU is signed between bank and Ministry pertaining to financial assistance offered under various verticals of PMAY.	High
9	Awareness	Create awareness in target population on the homeless shelters available to citizens through announcements or ads in railway stations, bus depots etc.	High

Case Studies On Reforms

4.1 MADHYA PRADESH – COMMUNITY BANKING INITIATIVE

Urban Local Bodies (ULB) in Madhya Pradesh have started an initiative to encourage urban poor to open bank accounts and deposit their daily earnings with the bank on a frequent basis to create a financial history which might help them get access to credit in various schemes launched by the Government.

4.2 HOUSE RENTAL PROCESS – MUMBAI

An official rental agreement stating the terms and conditions of rent, maintenance, period of lease etc., along with signatures of witnesses is registered at the sub-registrar's office, which legally binds both the owner and the tenant and protects the rights of both the parties. Post the registration, police verification process for tenants is initiated. After clearance of police verification, the verification certificate is provided to the housing society, after which the tenants are permitted to take occupancy of the property.

Conclusion

This Grievance Analysis Study analysed 450 grievances of Ministry of Housing & Urban Affairs, spanning across affordable housing, shelter for homeless people and slum rehabilitation distributed in the 29 states. Following key systemic reforms have been recommended and implementation of these will make an impact in reducing grievances.
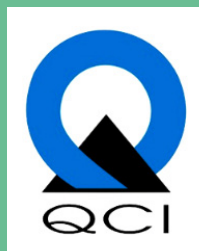
KEY RECOMMENDATIONS

This report evaluates the grievances of Ministry of Housing & Urban Affairs and recommends the following priority systemic reforms:

01 Create awareness on multiple verticals of the Pradhan Mantri Awas Yojna (PMAY) across all states through various channels like Nukad Natak (street plays), digital media campaigns etc.

02 Monitor milestones and time lines of implementation of projects under PMAY

03 Create a master central database of all beneficiaries under various housing schemes across states, to prevent the same person from availing multiple benefits

LIST OF EXPERTS CONSULTED

Table 6: List of experts

Ministry of Housing & Urban Affairs	Outside Ministry	Quality Council of India
• **Amrit Abhijat**- Joint Secretary	• **PMAY Consultants**- HUPA	• **Adil Zainulbhai**- Chairman
• **Shashi Kumar Viliathan**- Deputy Secretary	• **Abhishek Ahuja**- McKinsey India	• **Dr. Ravi P. Singh**- Secretary General