

Chapter 1
Introduction

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1.1 Background

Housing has long been one of the core social priorities of the Government, leading to introduction of various housing schemes for both rural and urban areas. The *Indira Awaas Yojana* (IAY) was introduced in 1985 with the objective of constructing and upgrading dwellings for people living below the poverty line. The Performance Audit Report of the Comptroller and Auditor General (C&AG) of India for the year 2014 had identified several gaps¹ in the implementation of IAY. As these gaps were limiting the impact and outcomes of the Scheme, it was revamped and renamed as the *Pradhan Mantri Awaas Yojana-Gramin* (PMAY-G). PMAY-G, implemented w.e.f. 1 April 2016, aims to provide “Housing for All” as also to address these gaps.

1.2 Objectives of the Scheme

PMAY-G aimed to provide a *pucca* house with basic amenities² to 2.95 crore rural houseless households and households (HH) living in *kutcha* and dilapidated houses by the year 2022³. The Scheme envisaged construction of quality houses by the beneficiaries themselves, through trained rural masons, using locally available construction material with appropriate house design typologies.

1.3 Convergence

The Framework for Implementation (FFI) of PMAY-G, issued in 2016 & 2022⁴, envisaged provision of basic amenities *viz.* toilet; unskilled wage employment; safe drinking water; electricity connection *etc.* to PMAY-G beneficiaries through convergence with existing Central and State Governments schemes.

1.4 Beneficiary Support Services

To ensure timely completion of quality houses within the resources available, it was essential that beneficiaries be made aware of crucial support services under the Scheme, like financial assistance available, stage-wise requirement of materials and resources, different options of locally relevant house type designs, awareness of cost saving construction technologies, facilitation for procurement of construction material, availability of sufficient number of trained masons *etc.*

¹ Gaps identified included non-assessment of housing shortage, lack of transparency in selection of beneficiaries, absence of a proper monitoring process, low quality of the houses constructed, lack of convergence *etc.*

² Toilets, electricity, drinking water facilities, *etc.*

³ Extended to March 2025 as per orders (November 2024) of MoRD.

⁴ Revised FFI of PMAY-G issued in 2022.

1.5 Electronic Service Delivery Platform

Implementation and monitoring of PMAY-G was to be carried out through an end-to-end e-Governance model operated through service delivery platforms, developed by the Government of India (GoI), as shown in **Chart-1.1**.

Chart-1.1: Electronic Service Delivery Platforms

AwaasSoft	AwaasApp	Awaas+
A work-flow enabled, web-based electronic service delivery platform through which all critical functions of PMAY-G, right from identification of beneficiary to providing construction linked assistance (through Public Financial Management System), were to be carried out.	A mobile application, to be used to monitor real time, evidence based progress of house construction through date and time stamped and geo-referenced photographs of the house. All payments to beneficiaries were to be through Direct Benefit Transfer mode, to the beneficiary's Bank/ Post Office Account registered in AwaasSoft MIS.	A mobile application, Awaas+, has been developed to capture details of potentially eligible households, including geo-tagged photographs of the present dwelling and the proposed site for construction of the PMAY-G house. User Manual of Awaas+ Module was issued by Ministry of Rural Development (MoRD) in June 2021.

1.6 PMAY-G in Jharkhand

Implementation of PMAY-G in Jharkhand was started from April 2016. The Rural Development Department (RDD), Government of Jharkhand (GoJ), is the Nodal Department for implementation of the Scheme in the State. Project Management Units (PMUs), responsible for implementation, monitoring and supervision of construction of houses under PMAY-G were formed at the State, District (DRDA level) and at the Block level. Unit assistance *i.e.*, ₹ 1.20 lakh in Non- Integrated Action Plan and ₹ 1.30 lakh in Integrated Action Plan (IAP⁵) districts⁶, were provided under the Scheme. Beneficiaries received financial assistance in three instalments⁷ from the State Nodal Account (SNA) through Fund Transfer Orders (FTOs) issued by the Block Development Officers (BDOs) for construction of PMAY-G houses. The electronic service delivery platforms were being used by GoJ as directed by MoRD and as prescribed under the FFI of PMAY-G, as illustrated above in **paragraph 1.5**.

⁵ The IAP is a strategic plan designed to address developmental gaps and improve public infrastructure and services in specific backward or tribal areas, particularly those affected by Left Wing Extremism (LWE) in India.

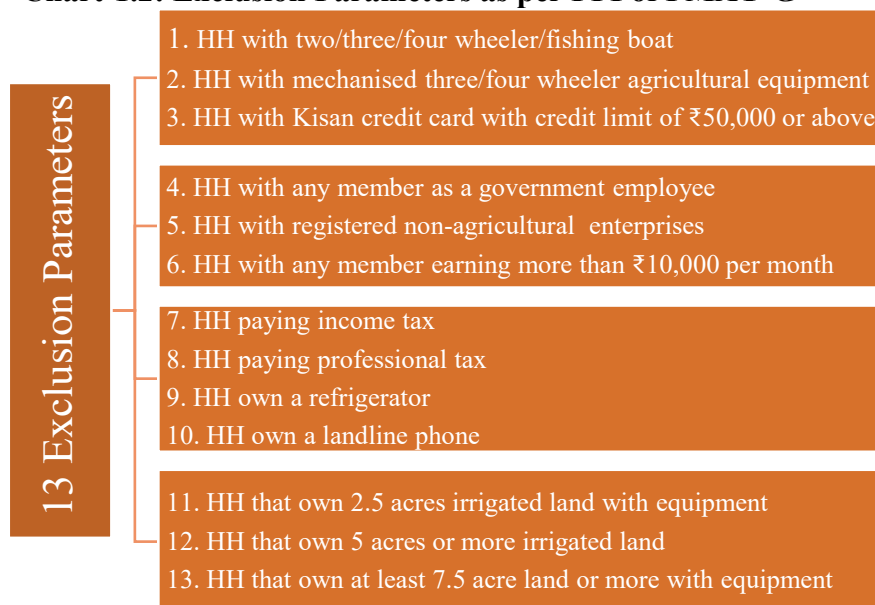
⁶ **(IAP) districts:** Bokaro, Chatra, East Singhbhum, Garhwa, Giridih, Gumla, Hazaribag, Khunti, Koderma, Latehar, Lohardaga, Palamu, Ramgarh, Ranchi, Saraikela-Kharsawan, Simdega and West Singhbhum. **Non-IAP districts:** Deoghar, Dhanbad, Dumka, Godda, Jamtara, Pakur and Sahibganj.

⁷ Three instalments *i.e.*, the first instalment of ₹ 40,000 within seven days of sanction; the second instalment of ₹ 85,000/₹ 75,000 after attaining windowsill level (IAP/Non-IAP district) and the third instalment of ₹ 5,000 after completion of house construction from the year 2018-19. Prior to 2018-19, financial assistance was being provided in five installments.

1.6.1 Eligible beneficiaries in the State

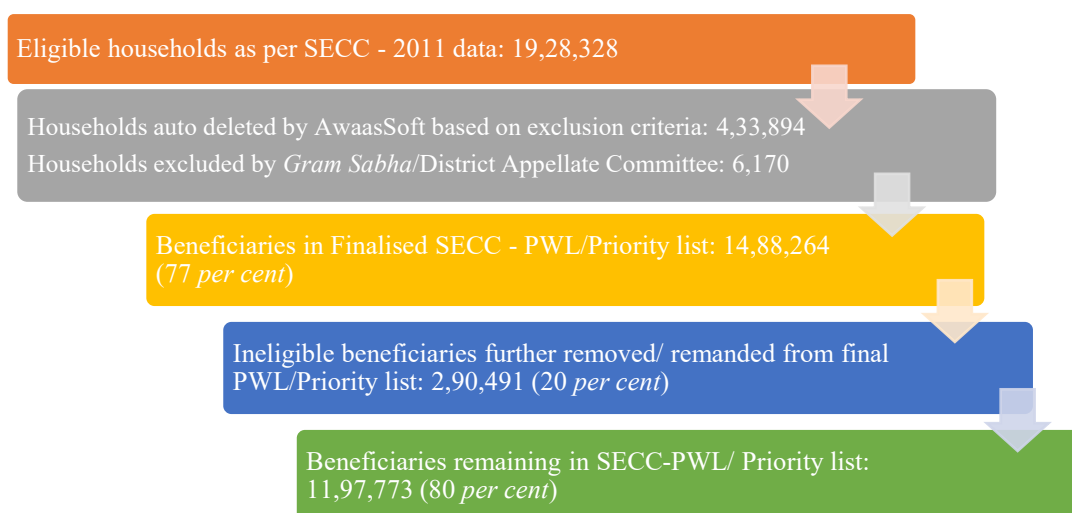
There were 19,28,328 houseless households and households living in *kutcha* and dilapidated houses in the State as per the Socio-Economic Caste Census (SECC-2011) data. Of this, 14,88,264 households, included in the Priority List/Permanent Wait List (PWL), were found eligible for provision of houses under PMAY-G after segregation/verification based on prescribed exclusion parameters, as illustrated in **Chart-1.2**.

Chart-1.2: Exclusion Parameters as per FFI of PMAY-G



Further, 2,90,491 out of 14,88,264 households were deleted/remanded by *Gram Sabhas*/District Appellate Committees from the SECC-Priority List/PWL in course of implementation of the Scheme (2017-24) as they were found ineligible, as shown in **Chart-1.3**.

Chart-1.3: Beneficiaries under PMAY-G



In January 2018, MoRD introduced Awaas+ for inclusion of those beneficiaries who were left out in the SECC- Priority List/PWL prepared on the basis of SECC-2011 data (19,28,328). Accordingly, 10,35,895 new beneficiaries were further identified in the State under Awaas+ during 2021-22 for providing houses under PMAY-G. Thus, the total number of beneficiaries⁸ identified for provision of housing facilities through PMAY-G in the State was 22,33,668.

1.6.2 Sanction and construction of houses in the State

The physical target of the State was 16,02,270⁹ PMAY-G houses, to be constructed during 2016-22. New targets during 2022-23 and 2023-24 were not fixed for the State as GoI had achieved the national target *i.e.*, 2.95 crore. Further, out of the total target as mentioned above, 15,92,124 houses were sanctioned by the State during 2016-24, out of which 15,62,249 (98 *per cent*) houses were constructed as of January 2025.

1.7 Audit Objectives

The objectives of the Performance Audit were to derive assurance on whether:

- The mechanism for identification, selection and verification of beneficiaries in the Scheme was transparent, adequate and compliant with the FFI of PMAY-G
- Implementation of the Scheme, including convergence with other schemes, was compliant with the FFI of PMAY-G
- The financial management of the Scheme was compliant with the FFI of PMAY-G and other financial rules as applicable; and
- The mechanism for monitoring and evaluation of the Scheme was adequate and effective.

1.8 Audit Criteria

The Audit Criteria for the Performance Audit were derived from the following:

- FFI of PMAY-G issued by Ministry of Rural Development (MoRD), GoI, in 2016 and 2022
- Compendium of Rural Housing Typologies known as “PAHAL” for PMAY-G
- Guidelines issued by GoI for providing credit facility to beneficiaries
- Guidelines, Notifications, Circulars and orders issued by GoI and Government of Jharkhand (GoJ) from time to time
- Priority List/Permanent Wait List and Remand list; and
- Physical and financial progress reports under the MIS-AwaasSoft.

⁸ SECC-Priority List/PWL beneficiaries: 11,97,773 beneficiaries and Awaas+ beneficiaries: 10,35,895

⁹ Revised physical Target under SECC-Priority List/PWL: 11,98,766 and Awaas+: 4,03,504.

1.9 Audit Coverage and Methodology

The Performance Audit (July 2024 to December 2024) covered various activities carried out under PMAY-G from 1 April 2019 to 31 March 2024. To verify the selection process of beneficiaries, information/records prior to the audit period were also examined. Records/information of RDD/State Programme Management Unit (SPMU) at the State level, District Rural Development Agencies (DRDAs)/District Programme Management Units (DPMUs) at the District level, BDOs/Block Programme Management Units (BPMUs) at the Block level and selected *Gram Panchayats* (GPs) in the respective Blocks, were examined by Audit.

MoRD, GoI, had prepared a Compendium of Rural Housing Typologies known as “PAHAL” for PMAY-G under which the districts of the State were grouped into four zones (Zone A to D) based on topography. From these four zones, six¹⁰ out of 24 districts of the State were selected for the Performance Audit. Districts were selected through “Probability Proportional to Size without Replacement (PPSWOR) with 'Expenditure as Size'. The selected districts are shown in the Map below.



Map of Jharkhand showing the districts selected for Audit

Further, 12 Blocks¹¹ (two Blocks from each of the selected districts) and 60 GPs (five GPs from each of the selected Blocks) were selected for audit. In addition, joint physical verification (JPV) and beneficiary survey of 633 beneficiaries was

¹⁰ **Zone A:** Dumka, **Zone B:** Bokaro and Ramgarh, **Zone C:** Giridih and Palamu and **Zone D:** Simdega.

¹¹ 12 Blocks *i.e.* Gomia and Jaridih of Bokaro; Jama and Saraiyahat in Dumka; Deori and Pirtand in Giridih; Hussainabad and Nilambar-Pitambarpur in Palamu; Dulmi and Mandu in Ramgarh; Kurdeg and Thethaitangar in Simdega.

also carried out by Audit to evaluate the implementation of PMAY-G. Details of samples and the sampling methodology adopted, are shown in *Appendix-1.1*.

An Entry Conference was held on 25 June 2024 with the Secretary, RDD, GoJ, wherein the objectives, methodology, scope and criteria of audit were explained. An Exit Conference was also held (17 June 2025) with the Secretary, RDD, GoJ. The replies furnished by the RDD (June 2025) and views expressed during the Exit Conference have been appropriately incorporated in the Report.

1.10 Structure of the Report

The Report has been structured on the basis of the audit objectives as follows:

- Chapter 2: Identification and selection of beneficiaries
- Chapter 3: Implementation of the Scheme including Convergence
- Chapter 4: Financial Management
- Chapter 5: Monitoring and Inspection.