Chapter 2

Identification and selection of beneficiaries

Chapter 2

Identification and selection of beneficiaries

According to the FFI of PMAY-G, fairness and transparency in identification and selection of beneficiaries is the cornerstone for realising the goal of 'Housing for All'. To ensure that assistance is targeted towards those who are genuinely deprived, and that the selection is objective and verifiable, the housing deprivation parameters in SECC 2011 data were used for identifying households. The identified households were then verified by the *Gram Sabhas*.

As per the FFI of PMAY-G, the universe of eligible beneficiaries includes all the houseless and households living in zero, one or two room houses with *kutcha* wall and *kutcha* roof as per SECC data, subject to the exclusion process. There would be multi-layered prioritisation within the universe of eligible beneficiaries and priority would be first assigned on the basis of set parameters[1]. System generated, category-wise ranked priority lists, would be downloaded from MIS-AwaasSoft and circulated amongst the concerned GPs for verification by the *Gram Sabha*.

The *Gram Sabha would* verify the facts based on which the households have been identified as eligible. If the inclusion has been done based on wrong facts, the *Gram Sabha* would delete such households from the system generated Priority List. The list of deleted households, including the reasons for deletion, would form part of the minutes of the *Gram Sabha*. Complaints regarding wrongful deletion/changed ranking were to be examined by a District Appellate Committee. Thereafter, the GP-wise final PWL for each category, with a distinct rank for each HH, was to be published and made available in the notice board of the GP, as well as on AwaasSoft and the website of PMAY-G.

2.1 Non-availability of records with *Gram Panchayats*

None of the selected 60 GPs in the six test-checked districts, could furnish records relating to the preparation of the final PWL during 2016-2024 *viz.*, proceedings of *Gram Sabha* for verification of eligible beneficiaries, complaints/representations received from the beneficiaries for inclusion/deletion, wide publicity of the lists[2], proposals sent to Blocks/Districts

---

[1] **Criteria for automatic inclusion:** (i) HHs without shelter (ii) Destitute/living on alms (iii) Manual scavengers (iv) Primitive tribal groups (v) Legally released bonded labourers and **Criteria for automatic exclusion:** detailed in **Chart 1.2.**

[2] (i) List of eligible HHs prioritised (ii) List of deleted HHs and (iii) List of HHs not included in the system generated Priority List, but otherwise eligible.

etc. (as detailed in **Paragraph 5.3**). Audit analysed the remand proposals[3] of ineligible beneficiaries to ascertain the process carried out by the *Gram Sabha* for selection/approval of beneficiaries during finalisation of Priority List/PWL, as discussed in **Paragraph 2.2.2**. Audit analysis of the selection process of beneficiaries, based on remand proposals sent by the GPs and made available by the test-checked Blocks, did not provide any assurance that the selection process of beneficiaries carried out at the *Gram Sabha* level was fair and transparent and as required under the FFI of PMAY-G, as discussed in the succeeding paragraphs.

During the Exit Conference (June 2025), the Secretary, RDD, stated that necessary instructions would be issued to maintain physical records for verification by Audit.

2.1.1 District Appellate Committee

According to the FFI of PMAY-G, the State Government has to constitute a three-member Appellate Committee at the District level, headed by the District Magistrate/Collector or his nominee, another official, and at least one non-official member. The Appellate Committee would consider the complaints of the beneficiaries against deletion or change in ranking and resolve the same within a fixed period of time (15 days). After disposal of all the cases pertaining to a GP by the Appellate Committee, the GP-wise final PWL for each category, with a distinct rank for each household, was to be published.

Audit noticed that District Appellate Committees (DAC) were formed in the six test-checked districts. However, no records relating to details of complaints received from the beneficiaries during the finalisation of the Priority list and disposal thereof, was found with the respective DRDAs. Therefore, Audit could not ascertain the function of DACs with respect to the process followed for approval of the final Priority list/PWL and resolving complaints of the beneficiaries against deletion or changes in ranking within a period as specified under the FFI of PMAY-G.

In reply (June 2025), RDD stated that the job of the appellate committees formed in the districts was to resolve the complaints and finalise the Priority List/PWL. It was further stated that information about the actual situation would be obtained from the districts, and appropriate directions would be given to them.

Reply of RDD is not convincing as records relating to actions taken for wide publicity, where and when complaints were to be raised, and preparation of

---

3 The GP will verify the facts based on which the HH has been identified as eligible. If the inclusion has done on wrong facts or if the HH has constructed a *pucca* house or has been allotted a house under any government scheme or has permanently migrated since the time of survey or has died leaving no successor, the GP shall delete the name of such HH from the system generated Priority List.

district-wise separate beneficiary list after disposal of complaints in accordance with the RDD orders (May 2016) were not furnished to Audit. Thus, function of DACs lacked transparency.

2.2 Priority List/ PWL

2.2.1 Deficiencies in Priority List/PWL

The RDD prescribed (May 2016) a timeline with cut-off dates for approval of the Priority List and various activities[4] for implementation of PMAY-G with the objective of providing houses to eligible beneficiaries in the State. As per the timeline, preparation of the Priority List after resolving all complaints/representations was to be completed by 20 June 2016. Audit, however, could not ascertain whether the timelines were adhered to. The process, if any, followed by GPs, Blocks and Districts for the finalisation of Priority list/PWL could also not be verified as records (copy of system generated Priority list; records of Information, Education and Communication (IEC) activities; *Gram Sabha* proceedings/ minutes; complaint disposal files *etc*.) relating to the finalisation of Priority list/PWL were not maintained/made available in the test-checked GPs, Blocks and Districts.

Scrutiny of correspondence files provided by PMUs of the State and districts, and data as per AwaasSoft, however, revealed the following deficiencies in finalisation of SECC-Priority list/PWL.

- The RDD noticed (August 2016) various irregularities in the priority lists forwarded by the districts *viz*., non-inclusion of some villages/GPs, multiple entry of same GP, mix-up in the names of beneficiaries, errors in classification of caste/category, non-addition/exclusion of names through remands *etc.*
- RDD expressed its concern (November 2017) regarding non-finalisation of the Priority List by even November 2017[5] when houses for the year 2016-17 were already sanctioned while process of sanctioning of houses w.r.t. targets of 2017-18 was in progress. Therefore districts were directed (November 2017) to finalise their priority lists by removing/remanding ineligible beneficiaries through the *Gram Sabhas* with reference to the inclusion/exclusion parameters provided in the FFI of PMAY-G.
- GoJ had informed (May 2017) MoRD regarding errors[6] in the SECC data leading to obstacles in inclusion of eligible beneficiaries in the Priority List/PWL. In view of the fact that there was no provision to rectify errors in the category of beneficiaries in the SECC data, MoRD allowed (December 2017) the States to sanction houses to General/Minority

[4] Approval by *Gram Sabha* of the proposed Priority list: up to 15 May 2016; Preparation of Annual list: 25 May 2016; Preparation of Priority list and entry on AwaasSoft: 30 May 2016; Notification for filing objections in DRDAs/ Other specified offices: 5 June 2016; and Disposal of objections and preparation of final PWL: 20 June 2016.

[5] Prescribed date of finalisation of Priority list was 20 June 2016.

[6] Status of land and house, caste and category *etc*. of beneficiaries.

category beneficiaries featuring in the Priority List/PWL in the SC/ST category, or vice versa.

- The RDD directed (January 2018) all the DDCs of the districts to submit the final list of beneficiaries by January 2018 after verifying discrepancies observed in the priority lists. Audit also noticed that RDD had decided (May 2018) to carry out a State-wide one day evaluation exercise (on 30 May 2018) through teams of districts and block level officers in order to ascertain the correctness of the priority lists, action taken by GPs for wide publication of the priority lists during their finalisation and status of approval of inclusion/exclusion of eligible/ineligible beneficiaries in the priority lists by the *Gram Sabhas*. It was further directed that, in case of irregularities detected in the finalisation of the priority lists/PWL, an evaluation report was to be prepared and submitted to the RDD on the following day. However, in the absence of records, outcome of this exercise could not be ascertained by Audit.
- Further, publicity of the Priority list through wall paintings in *Samudayik Bhawan/Panchayat Bhawan*/other public places were either not done or done partially in GPs, as observed from the correspondence (January 2019) made by the Department to the DDCs of the districts. This was also corroborated by Audit during joint physical verification.
- It was ascertained from AwaasSoft that the priority lists of only 4,198 GPs out of the total 4,274 eligible GPs in the State were uploaded on the portal. Further, the priority lists of only 4,169 out of these 4,198 GPs were uploaded with the approval of DAC for reasons not available on record.

Instances mentioned above point to the fact that due diligence was not exercised by the GPs/DACs while finalising/approving the SECC-Priority list/PWL. As a consequence, 2.90 lakh beneficiaries, found to be ineligible in the course of implementation of the Scheme, had to be removed by the GPs through remand, as discussed in the next paragraph.

2.2.2 Removal of ineligible beneficiaries from the finalised SECC-Priority list/PWL

The RDD observed (August 2019) that the process of verification of priority lists was still ongoing despite closure of the process and the final Priority List being submitted to MoRD. In view of receipt of repeated remand proposals from the districts, RDD instructed (August 2020) all the Deputy Commissioners (DCs)/DDCs to certify that remand of ineligible beneficiaries from PWL will not be required in future. Further, in the meeting (April 2020) on Annual Action Plan (2020-21), RDD had assured the Empowered Committee, MoRD, that the State would complete the process of remanding ineligible cases by 30 June 2020.

As per AwaasSoft, there were 14.88 lakh beneficiaries in the State under SECC-Priority list/PWL. However, in the course of implementation of PMAY-G, 2.90 lakh (20 *per cent*) beneficiaries were found ineligible and were remanded/removed from the SECC-Priority list/PWL list by the GPs through the *Gram Sabha* on grounds such as, beneficiaries already having *pucca* houses or previously allotted houses from other government housing schemes, having government job, pensioners, permanent migration, duplicate entry *etc*. Audit also noticed that, identification and removal of ineligible beneficiaries from the Priority List /PWL continued till 2023-24 even after the instruction of the RDD (August 2020) to the District Level Authorities to ensure and certify that there would be no requirement of remands in future.

In the test-checked districts, 0.96 lakh (20 *per cent*) out of 4.77 lakh beneficiaries included in the Priority list/PWL, were remanded by the GPs during the course of implementation of the Scheme, as detailed in **Table 2.1**.

Table 2.1: Beneficiaries remanded from the Priority List after its finalisation

Sl. No.	District	No. of beneficiaries after auto deletion in AwaasSoft	No. of beneficiaries in the Priority List/PWL	No. of beneficiaries remanded/ deleted	No. of beneficiaries remaining in the Priority List/PWL
1	Bokaro	74,397	74,257	16,967	57,290
2	Dumka	1,02,801	1,02,597	12,019	90,578
3	Giridih	1,11,915	1,11,218	33,877	77,341
4	Palamu	1,36,831	1,36,655	23,007	1,13,648
5	Ramgarh	23,029	19,472	5,614	13,858
6	Simdega	33,266	33,266	4,871	28,395
	Total	**4,82,239**	**4,77,465**	**96,355**	**3,81,110**

(Source: AwaasSoft data downloaded in January 2025)

Audit test checked details of 3,937 beneficiaries[7], selected randomly from remand proposals prepared on the recommendation of GPs in the six test-checked districts, to ascertain the exclusion criterion under which these beneficiaries were removed or proposed for removal from the Priority list/PWL. It was noticed that out of the 3,937 test-checked beneficiaries, 3,411 beneficiaries (87 *per cent*) were excluded on the grounds of having *pucca* houses (723); allotted houses previously from IAY (474); houses allotted from other housing schemes (753); beneficiaries in government job/pensioner (148); permanent migration (359); resident of other place/name not found/traceless (820), more than one PMAY-G ID (117), landless (16) and having four wheeler (one). The remaining 526 beneficiaries (13 *per cent*) were proposed for remand by the GPs/Blocks on grounds such as death of beneficiary, underage/minor, legal heir not available, wrong entry of names, Aadhaar/Bank account not available, beneficiary not interested *etc*.

Thus, removal of these 3,411 beneficiaries after finalisation of Priority List/PWL indicates that the exclusion criterion, as prescribed in the FFI of PMAY-G, was not followed in totality by GPs/DAC while finalising/approving the Priority List/PWL. As a result, because of the inclusion of ineligible beneficiaries, genuine beneficiaries did not find a place in the priority list and

[7] Bokaro: 400; Dumka: 402; Giridih: 429; Ramgarh: 400; Palamu: 1878 and Simdega: 428.

the objective of the Scheme, to provide houses to all the eligible beneficiaries, remained unachieved.

2.2.2.1 Sanction of houses to ineligible beneficiaries

Audit noticed that in five out of the six test-checked districts, 115 ineligible beneficiaries were sanctioned houses and provided financial assistance, as discussed in **Paragraph 4.5.**

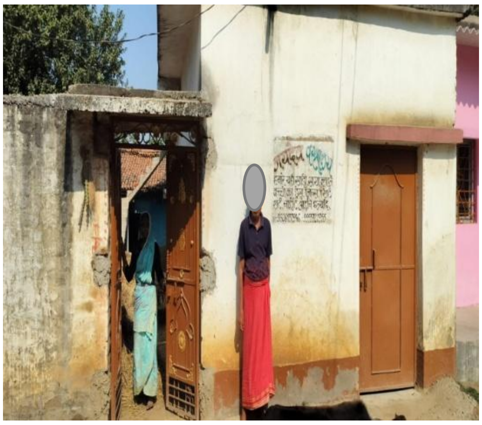
Instances of sanction of houses to ineligible beneficiaries by violating the norms of FFI of PMAY-G, noticed by Audit during test-check of record and JPV, are discussed in the following paragraphs.

(i) Sanction of house to ineligible beneficiaries: The FFI of PMAY-G provides for removal of beneficiaries who had availed benefits from other schemes of the Government or had constructed *pucca* house from their own funds. Further, as per directions (May 2016) of RDD, beneficiaries who have been allotted a house from any other scheme previously should not be included in the PWL.

Case Study 1

In violation of the FFI of PMAY-G and RDD directions, beneficiary (ID JH102XXXX) of Gaichanda GP of Jaridih Block under Bokaro District was sanctioned PMAY-G house (Sanction No. JH2/XXXX/X/XXX dated 18 April 2018) though he was not eligible as his wife already possessed a house constructed under IAY sanctioned in March 2013 (JH-20-008-010-001/XXXX). Financial assistance of ₹ 1.30 lakh was provided between June 2018 and September 2020.

In reply, RDD stated (June 2025) that after examination of the matter, instructions would be issued to the district for necessary action.



Photograph 2.1 and 2.2: Houses constructed under IAY and PMAY-G of the beneficiary and his wife.

(ii) Irregularities in beneficiary selection: In March 2017, irregularities in selection of beneficiaries came to the notice of RDD through public representatives/MGNREGA helpline/online portal *etc*. All the DCs/DDCs were directed to take action against such officials/officers, if such matter was reported to them.

During joint physical verification (JPV) in Bandhdih South GP, under Jaridih Block of Bokaro district, Audit was unable to trace one beneficiary (ID-JH132XXXX), who had been sanctioned (8 February 2021) a house under PMAY-G as per AwaasSoft. The house was shown as completed within nine days' from its sanction as detailed in **Case Study-2**.

Case Study 2

As per AwaasSoft portal database, the house of a beneficiary (ID-JH132XXXX) of Bandhdih South GP of Jaridih Block of Bokaro district was completed on 17 February 2021 *i.e.* within nine days from sanction (8 February 2021). The first two instalments (₹ 1.25 lakh) were released to the beneficiary between 11 February 2021 and 23 February 2021 whereas the third instalment (₹ 5,000) was released on 13 January 2022. During JPV, the house of the beneficiary could not be traced in Bandhdih South village. Therefore, to identify the exact location of the house, Audit used geo statistical data of the house, as uploaded on AwaasSoft (latitude- 23.6561202, longitude - 86.0237751) and observed that as per the geo-location, the house was located at the spot where the Bandhdih Panchayat office is functional. As such, irregular payment of ₹ 1.30 lakh to a non-existent beneficiary could not be ruled out.

Photograph 2.3 : House completed within nine days from its sanction (uploaded on AwaasSoft)

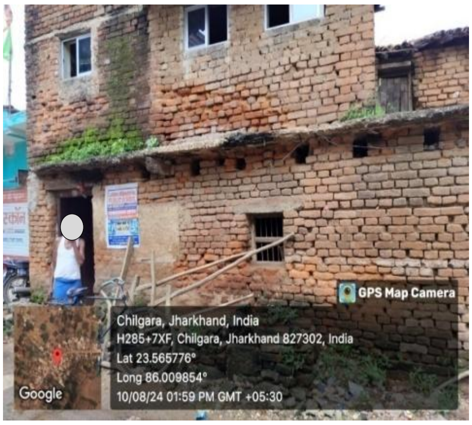
In reply RDD stated (June 2025) that instructions would be issued to the district for necessary action after examination of the matter.

(iii) Sanction of house to beneficiaries having *pucca* house or having a two-wheeler: Audit observed during JPV that three beneficiaries, two residing in a *pucca* house in Jaridih Block in Bokaro district and the other having a two-wheeler in Dulmi Block in Ramgarh district, were sanctioned PMAY-G houses though they were not eligible as per exclusion parameters of FFI of PMAY-G as detailed in **Case Studies-3** and **4**.

Case Study 3

Audit noticed that in Chilgadda GP under Jaridih Block of Bokaro district, two beneficiaries (ID-JH275XXXX and JH286XXXX) had constructed (13 February 2021 and 27 February 2021) their PMAY-G houses adjacent to each other. During JPV, it was observed that both beneficiaries were residing in their old house[8] while the house constructed under PMAY-G was being used by them for running a private school.

In this regard RDD stated (June 2025) that instructions would be issued to the district for taking necessary action after examination.

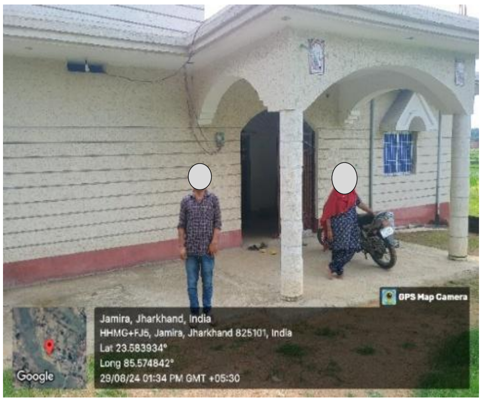


Photograph 2.4 and 2.5: House constructed under PMAY- G used for running a school and old pucca house of the beneficiaries

Case Study 4

A beneficiary (ID: JH272XXXX) of Jamira village, under Dulmi Block of Ramgarh district, was sanctioned (September 2020) a PMAY-G house and was provided (September 2020 to June 2021) financial assistance of ₹ 1.30 lakh. During JPV, the beneficiary stated that the house was constructed after spending ₹ six lakh for which he had availed loan. Further, it was also seen that the beneficiary possessed a two-wheeler at the time of sanction.

In this regard RDD stated (June 2025) that instructions would be issued to the district for taking necessary action after examination.



Photograph 2.6: Beneficiary having two-wheeler and had availed loan for construction of house

Thus, due to inaccuracies in the Priority List/PWL and inadequacies in verification of beneficiaries, houses were sanctioned and financial assistance was provided to ineligible beneficiaries.

RDD accepted the audit observations regarding incorrect preparation of Priority List/PWL and stated (June 2025) that at the time of its finalisation, the

[8] Own double storied *pucca* house located 500 metres away from the PMAY-G houses.

Department had come to know about several anomalies, and necessary instructions were issued to all the district/block level officers. Thereafter, based on the recommendations of MoRD, action was taken to remove all ineligible beneficiaries who could not be removed at the time of finalisation of the Priority List/PWL. Out of the final PWL containing 14.88 lakh beneficiaries, 2.90 lakh ineligible beneficiaries were removed through remand.

Recommendation 1: The State Government may ensure that all processes prescribed in the FFI of PMAY-G are strictly adhered to while selecting/prioritising beneficiaries under the Scheme in future.

2.3 Awaas+ beneficiaries

MoRD conducted (between January 2018 and March 2019) a survey through 'Awaas+' mobile application to identify those beneficiaries who claimed to have been left out under the SECC- Priority List/PWL. The details of the potential HHs captured through Awaas+ mobile application were to be verified by the *Gram Sabha* and DAC. MoRD had also directed (August 2020) the State (GoJ) to finalise and upload the beneficiary data by August 2020 for target allocation to the eligible States by 31 October 2020. The State, however, could not complete the process by the October 2020 deadline and as a result, lost the opportunity to include all identified eligible beneficiaries (10.36 lakh) and provide houses to them. Audit further observed that:

(i) A total of 14.75 lakh beneficiaries[9] were identified and registered through Awaas+. However, only 13.21 lakh beneficiaries were found eligible due to deficiencies in mapping of job cards and absence of geo-tagging. Thus, 1.54 lakh identified beneficiaries were left out from further verification and validation.

(ii) Further, 13.21 lakh registered beneficiaries were reduced to 10.36 lakh by November 2022 due to rejection/remand of 2.85 lakh beneficiaries at MoRD (2.03 lakh) and State/District level (0.82 lakh). However, based on a subsequent request of RDD (November 2022) to MoRD, the Department was permitted to verify the status of 2.03 lakh beneficiaries rejected at the MoRD level and submit a revised list. RDD was to submit a corrected district-wise list of left-out beneficiaries to MoRD and to act against erring officials who made wrong entries of the identified beneficiaries. However, as of December 2024, neither the corrected lists were submitted to MoRD nor any action initiated against the erring officials.

(iii) In May 2021, MoRD allocated target of only 4.04 lakh houses for the period 2021-22 against 10.36 lakh eligible beneficiaries in the State. Despite GoJ's request (November 2022 and January 2023), MoRD did not allocate the remaining target of 6.32 lakh houses.

[9] Through Mobile App: 13.20 lakh and through Weblink: 1.55 lakh.

In reply, RDD stated (June 2025) that the State could not complete the finalisation process of Awaas+ list in time. However, during the financial year 2024-25, a target of 4.20 lakh out of about 6.28 lakh beneficiaries has been provided by the GoI. Against the target, houses for 2.90 lakh beneficiaries had been sanctioned and process of modification in Awaas+ list was underway to provide housing to the remaining beneficiaries.

Recommendation 2: The State Government may take steps to ensure that pucca houses are provided to the remaining eligible Awaas+ beneficiaries.

2.4 Surrender and withdrawal of physical targets

The FFI of PMAY-G stipulates that there shall be an Empowered Committee chaired by the Secretary, Department of Rural Development, GoI, to approve the Annual Action Plan (AAP) of the States. The MoRD allocates physical targets to the States in accordance with the criteria laid down in the FFI of PMAY-G on the basis of the approved AAP and the Priority List/PWL uploaded on AwaasSoft.

The Priority List/PWL was finalised (2016-17) by the *Gram Sabhas* and the DACs and uploaded on AwaasSoft by the blocks concerned.

Audit noticed that:

(i) MoRD had provided a total target of 12.82 lakh during 2016-21 but due to less sanction of houses by the State, 83,091 physical targets pertaining to the years 2016-17 to 2020-21 were surrendered by the State, as detailed in **Table 2.2**.

Table 2.2: Targets received during 2016-22

Year	Initial Targets for the State	Revised Targets for the State	Target surrendered by RDD
2016-17	2,30,855	2,30,726	129
2017-18	1,59,052	1,58,944	108
2018-19	1,38,884	1,38,829	55
2019-20	3,22,000	3,21,738	262
2020-21	4,31,066	3,48,529	82,537
Total	**12,81,857**	**11,98,766**	**83,091**

(Source: Records of RDD)

(ii) Physical targets of 1,521 and 8,107 houses were withdrawn (May 2023) by MoRD due to less sanction of houses under SECC-Priority list/PWL and Awaas+ respectively.

Thus, the State Government lost the opportunity to utilise targets provided by GoI due to less sanction of houses and inaccuracies in the SECC- Priority List/PWL.

In reply, RDD stated (June 2025) that due to discrepancy in the final PWL list and sanction of less number of houses than the target, situation of surrender/withdrawal of targets arose.

2.5 Landless beneficiaries

The FFI of PMAY-G requires the State Governments to provide land to landless beneficiaries from government land or any other land including public land (Panchayat common land, community land or land belonging to other local authorities). The States had to also ensure that provision of land to the landless beneficiary is accomplished once the PWL is finalised.

Audit noticed that the State had 758 landless beneficiaries (as per SECC 2011) as of March 2017, to whom land was to be provided as per the orders of RDD issued in March 2017. Audit, however, noticed in the test-checked districts, that out of 256 landless beneficiaries, only 95 beneficiaries (37 *per cent*) were provided land and houses, as of March 2024. Moreover, details of landless beneficiaries were not maintained at the State/District/Block levels. Audit further noticed variations in the number of landless beneficiaries in the State as per AwaasSoft (491), RDD (758) and MoRD data (2,935). In this regard, it was further observed that:

(i) MoRD communicated (November 2022) to the State that there were 2,935 landless beneficiaries in the State, out of which 929 beneficiaries had not been provided land. MoRD directed (February 2023) RDD to take suitable action in this regard and fixed a timeline of 31 March 2023 for provision of land to the landless beneficiaries.

(ii) During the Empowered Committee Meeting[10] at MoRD, RDD had reported (February-March 2023) that 895 landless beneficiaries were still to be provided land in the State. Actual status of provision of land to these beneficiaries could not be ascertained by Audit in the absence of related records.

In reply, RDD stated (June 2025) that all the district and block level officers have been given instructions to prepare the actual list of landless beneficiaries after verification.

2.6 Special Projects

The FFI of PMAY-G requires reservation of up to five *per cent* of the targets under the Scheme for Special Projects[11]. The States were to submit proposals for the Special Projects with adequate details and justification to MoRD. The State, while submitting the proposal, had to ensure that the beneficiaries who are to be provided assistance under the Special Project have been identified and that they are listed in the PWL of SECC 2011 or the finalised Awaas+ List. The targets of

[10] To consider and approve the Annual Action Plan of PMAY-G for the financial year 2023-24.

[11] Rehabilitation/ relocation of families whose houses have been completely/substantially damaged due to national hazards and law and order problems; settlement of families affected due to international border issues, notified under the Scheduled Tribes and Other Traditional Forest Dwellers Act, occupational diseases and HHs belonging to ‘Particularly Vulnerable Tribal Groups’; Settlement of surrendered militants and their families; New technology demonstration; to demonstrate and scale up innovative and sustainable solutions for green housing *etc*.; and any other suitable category or class of persons.

Special Projects were to be added to the normal targets and considered for release of funds (along with Administrative funds) within the Annual Financial Allocation of the State.

It was seen from the information furnished by the SPMU that no proposal for Special Projects under PMAY-G was sent to MoRD during 2019-24, although during test check at the district[12] level, Audit noticed several instances where eligible persons residing in mining or leased areas had been remanded from the Priority list.

(i) In Palamu District, 307 PWL beneficiaries residing in the leased coal mine area in various GPs[13] of Pandwa Block were to be sanctioned PMAY-G houses. However, the lessee companies[14] concerned requested the DDC, Palamu, not to take up any new construction in the leased area. The Ministry of Coal, GoI, also directed (March 2022) that any construction of new houses in the coal mining area[15] should not be started. The RDD, therefore directed (March 2022) DDC, Palamu, to initiate the remand process in cases where the beneficiaries were unwilling to construct houses outside the lease area, by obtaining written confirmation regarding the same. Audit also observed, from information provided (December 2024) by DRDA, Palamu, that all the 307 PWL beneficiaries had been remanded. However, the basis of the remand could not be ascertained as records relating to written confirmations obtained from the beneficiaries were not provided to Audit by DRDA, Palamu. Any survey conducted to ascertain their housing needs also could not be ascertained by Audit due to absence of related records at the district level.

(ii) Similarly, 152 PWL beneficiaries residing in the leasehold[16] area under *Kedla* North GP of Mandu Block in Ramgarh district were remanded (March 2019) instead of sanctioning of houses after providing land to them.

During JPV, Audit noticed that two beneficiaries in Ramgarh district could not complete their houses due to objections of the Forest Department and the Central Coalfields Limited (CCL). It was further seen that the status of land was overlooked by the GP/Block/District level authorities at the time of selection of beneficiaries/sanction of houses to the beneficiaries.

Two such instances are detailed in **Case studies 5** & **6**.

[12] Palamu and Ramgarh districts.

[13] Gadikhas, Lohra Kajri and Pandwa panchayat.

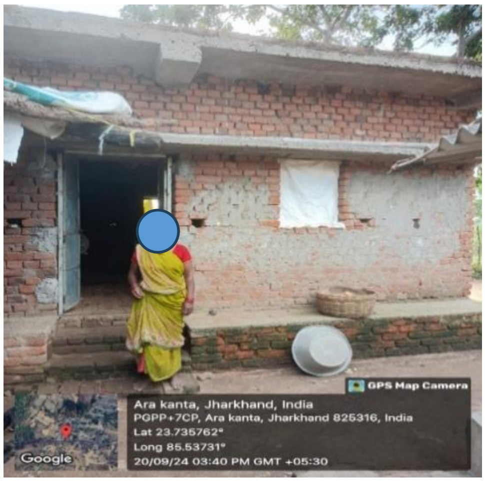
[14] M/s Hindalco Industry Limited and M/s Arnya Mines Private Limited.

[15] Lohari coal block.

[16] Lessee: M/s Central Coalfields Limited (CCL) and M/s Tata Steel.

Case Study 5

A beneficiary (ID: JH10643XXXX) of village Ara (CT) under Ara North GP of Mandu Block in Ramgarh district was sanctioned a house (September 2021) and provided financial assistance (₹ 1.30 lakh) between September 2021 and December 2022. During JPV (September 2024), the beneficiary informed that her house was on forest land, and a case has been filed against her by the Forest Department although other details were not shared.

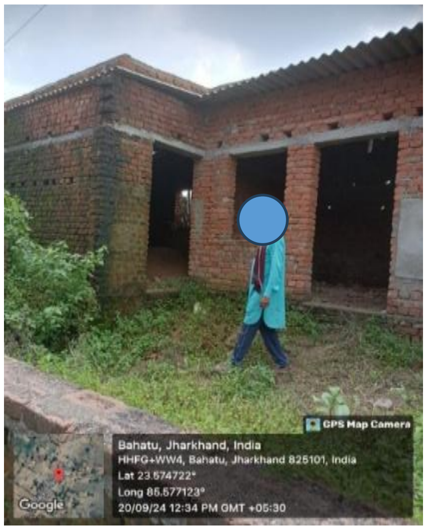


Photograph 2.7: House constructed on forest land by the beneficiary

In reply, RDD stated (June 2025) that after examination of the matter, instructions would be issued to the district for necessary action.

Case Study 6

A beneficiary (ID: JH11995XXXX) of village Ara (CT) under Ara North GP in Mandu Block of Ramgarh district was sanctioned a house under PMAY-G in October 2021 and provided financial assistance (₹1.30 lakh) between October 2021 and March 2023. During JPV (September 2024), the house was found incomplete. The beneficiary stated that the house could not be completed due to objection raised by CCL. In this regard RDD stated (June 2025) that after examination of the matter, instructions would be issued to the district for necessary action.



Photograph 2.8: House constructed on CCL land by the beneficiary

Thus, due to sanction of PMAY-G houses by the district authority on forest and leasehold land, the beneficiaries were deprived of benefits under the Scheme.

In reply, RDD stated (June 2025) that updated reports would be sought from the districts for appropriate action in this regard.

Recommendation 3: The State Government may prescribe and implement a Standard Operating Procedure for verification of title of the land at the time of selection of beneficiaries.

2.7 Reservation for Persons with Disabilities

The FFI of PMAY-G (2016) prescribes that the States have to ensure that three *per cent* of the beneficiaries, at the State level, are from among Persons with Disabilities (PwD). GoI further extended the reservation for persons with benchmark disabilities, to five *per cent*, under PMAY-G, with effect from 19 April 2017.

Scrutiny of records at the State, districts and block level revealed that separate data of PwD HHs as per PWL was not maintained. As such, actual number of PwD HHs covered with reference to the physical targets could not be ascertained by Audit. As per AwaasSoft database, out of the target of 10.64 lakh HHs, only 77 PwD beneficiaries were covered in the State whereas, only 17 PwD were covered against the target of 3.47 lakh HHs in the six test-checked districts during 2019-22.

In reply, RDD stated (June 2025) that all the district and block level officers have been directed to verify the PWL beneficiaries and sanction houses to them on priority basis.

2.8 Annual Select List

As per the FFI of PMAY-G, the Annual Select Lists were required to be prepared by Blocks after receipt of annual targets provided by the RDD on receipt of the same from MoRD. Further, the Annual Select Lists were to be widely disseminated, in print and electronic media, as well as through wall paintings in the villages.

Audit observed that none of the test-checked Blocks had prepared year-wise Annual Select Lists, during 2019-24. Due to non-preparation of these Lists, blocks remained unaware of the actual number of category-wise beneficiaries who were not covered in the previous year's targets and hence left out. Further, at the State level and in the test-checked districts, it was seen that targets were re-allocated to blocks/districts, multiple times during 2019-24, due to repeated surrender of targets by the concerned blocks as left out beneficiaries in a particular category were not available in the Priority List/PWL. Consequently, registration and sanction of beneficiaries as per target at the block level were delayed.

Further, in the absence of Annual Select Lists, Audit could not ascertain whether individual sanctions had been issued by the blocks/districts as per the identified priorities. Also, since the Annual Select Lists were intended to promote awareness among the beneficiaries and stakeholders about their annual ranking, non-preparation of the same resulted in lack of transparency and accountability.

In reply, RDD stated (June 2025) that directions have been issued to all district and block level officers in this regard.

2.9 Conclusion

Planning under PMAY-G was deficient, as the system generated SECC-Priority List/Permanent Wait List (PWL) was not properly verified/finalised by the *Gram Sabhas* and District Appellate Committees, leading to inclusion of 2.90 lakh ineligible beneficiaries who had to be subsequently remanded/ removed by the *Gram Sabha* in the course of implementation of the Scheme (2017-18 to 2023-24). Notably, none of the selected 60 *Gram Panchayats* (GPs) in the six test-checked districts were able to furnish any records relating to the preparation of the final PWL during 2016-2024.

The State identified 22.34 lakh eligible households by November 2022 under the Scheme. However, inaccuracies in the SECC Priority List/PWL, inability of the State to utilise the targets and a two-year delay in finalising Awaas+ beneficiaries resulted in the Government of India allocating only 16.02 lakh houses. As a consequence, 6.32 lakh eligible households (28 *per cent*) could not be covered under the Scheme. Against this curtailed target, the State sanctioned 15,92,124 houses during 2016-24 and constructed 15,62,249 houses (98 *per cent*) as of January 2025. The State did not prepare and submit proposals under Special Projects to obtain additional release of funds for providing land to eligible persons residing in mining or leased areas. Further, the status of land was not verified by the GP/Block/District level authorities at the time of selection of beneficiaries/sanction of houses. Remand/removal of landless beneficiaries from the Priority List/PWL, instead of providing land for sanction of houses; non-maintenance of separate data of beneficiaries belonging to the category of Persons with Disability and non-preparation of Annual Select Lists during 2019-24, were also noticed by Audit.