SUPREME AUDIT INSTITUTION OF INDIA
लोकहितार्थ सत्यनिष्ठा
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Report of the Comptroller and Auditor General of India on Implementation of Pradhan Mantri Awaas Yojana-Gramin in Jharkhand

Government of Jharkhand

Report No. 2 of 2026

(Performance Audit)

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Comptroller and Auditor General of India
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TABLE OF CONTENTS

List of Appendices

Preface

Preface

This Report of the Comptroller and Auditor General of India has been prepared for submission to the Governor of Jharkhand under Article 151 (2) of the Constitution of India, for being laid before the State Legislative Assembly.

A Performance Audit on 'Implementation of *Pradhan Mantri Awaas Yojana-Gramin* (PMAY-G) in Jharkhand' covering the period from April 2019 to March 2024, was carried out to highlight deficiencies, suggest remedial action, and recommend measures to strengthen the outcomes of the Scheme.

The instances mentioned in this Report are among those which came to notice in the course of test audit for the period 2019-20 to 2023-24 as well as those which came to notice in earlier years but could not be reported in previous Audit Reports. Instances relating to the period subsequent to 2023-24 have also been included, wherever necessary. The Audit has been conducted in conformity with the Auditing Standards, Performance Auditing Guidelines and Regulation on Audit and Accounts issued by the Comptroller and Auditor General of India.

Executive Summary

Rural Development Department

Performance Audit on Implementation of *Pradhan Mantri Awaas Yojana-Gramin* in Jharkhand

Executive Summary

Pradhan Mantri Awaas Yojana-Gramin

The Government of India launched (November 2016) the "*Pradhan Mantri Awaas Yojana-Gramin* (PMAY-G)" to provide a *pucca* house with basic amenities to all rural houseless families and families living in *kutcha* and dilapidated houses and to meet the gaps of the erstwhile housing Scheme, *Indira Awaas Yojana* (IAY) *i.e.*, non-assessment of housing shortage, lack of transparency in selection of beneficiaries, low quality of houses constructed and lack of technical supervision, lack of convergence, loans not availed by beneficiaries and weak mechanism for monitoring *etc*.

Objectives of taking up the audit

Considering the criticality of the Scheme in achieving its intended objectives and its impact on rural beneficiaries, Performance Audit (PA) of PMAY-G (2019-24) was conducted during July 2024 to December 2024. The objectives of carrying out the PA were to evaluate whether the mechanism for identification, selection and verification of beneficiaries was transparent, adequate and in compliance with the guidelines of PMAY-G; implementation of the Scheme, including convergence with other schemes, was in compliance with the guidelines; financial management of the Scheme was in compliance with the guidelines of PMAY-G and other financial rules as applicable; and the mechanism for monitoring and evaluation of the Scheme was adequate and effective. The Performance Audit Report aims to highlight deficiencies, suggest remedial actions, and recommend measures to strengthen the outcomes of the Scheme.

Main audit conclusions

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 Sabhas* 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.

(Chapter 2)

Implementation of the Scheme, including convergence with other schemes, was deficient and not fully in compliance with the Framework of Implementation (FFI) of PMAY-G. Audit noticed various shortcomings/inadequacies in implementation of PMAY-G *viz*. non-preparation of Annual Action Plan by the test-checked districts during 2019-24 resulting in ineffective plan/roadmap for time-bound completion of houses, shortcomings in registration of the test-checked beneficiaries, less sanction of houses with respect to targets leading to surrender/withdrawals of targets, significant delays in completion of houses ranging from one year to more than three years against the prescribed 12 months time-frame, releasing subsequent instalments against houses which have been categorised as 'not to be constructed', non-facilitation of supply of construction material at competitive rates for construction of quality houses, lack of initiative to construct demo houses across all districts, with the exception of two (East Singhbhum and Ranchi), to familiarise beneficiaries with applicable house designs and related costs, non-adoption of regional housing typologies and non-identification of technical institution to provide technical support to beneficiaries. Besides, Audit also noted non-adoption of green design for promoting green technologies, inadequate training of masons, non-facilitation of loans at subsidised rates for providing financial support to beneficiaries in construction of houses, shortages in provision of basic amenities *viz*, toilets, electricity, drinking water facilities, *etc.* in the constructed houses through convergence with other State/Government of India schemes, deficiencies in geo tagging *etc*. Though Jharkhand was declared Open Defecation Free in December 2018, 48 *per cent* of the houses covered by Audit in JPV (August 2024 to December 2024) lacked toilet facility while as per the information provided by the State PMU (April 2024), toilet facility was not available in eight *per cent* of the completed PMAY-G houses in the State.

(Chapter 3)

Financial management under PMAY-G was inadequate. Total expenditure under PMAY-G in the State was ₹ 14,113.07 crore (70 *per cent*) against the total available funds of ₹ 20,199.98 crore with fund utilisation ranging between 55 and 83 *per cent* during 2019-24. Audit observed delays ranging from three to 92 days beyond the stipulated period in transferring the Central share to the SNA during 2019-24. This resulted in a penal interest liability of ₹22.39 crore on the State Government. There were also delays ranging between eight and 79 days in transferring the State matching share to the SNA during 2019-24. Further, only ₹202.91 crore (40 *per cent*) of the available administrative funds of ₹503.75 crore was utilised during 2019-24, primarily due to the non-provision of support services to beneficiaries and a shortfall in training imparted to masons. Other lapses noticed included diversion of administrative funds towards inadmissible expenditure, delays in providing financial assistance to the beneficiaries, shortfall in generation of person days under Mahatma Gandhi National Rural Employment Guarantee Scheme, release of financial assistance to ineligible beneficiaries, and delays in preparation of Audit Reports by Chartered Accountants and inaccuracies in the audited accounts, indicating lack of oversight by the Rural Development Department.

(Chapter 4)

Monitoring of housing initiatives by the PMUs at the State, District and Block levels, including the desired inspections as mandated under the Framework for Implementation of PMAY-G, was not effective. *Gram Panchayats*, despite their key role, as envisaged under the Scheme, maintained no records in support of any of their monitoring and oversight activities.

Social audit was conducted on pilot basis during 2020-21 in 77 GPs of five (Dumka, Gumla, Hazaribag, Palamu and Sahibganj) out of the 24 districts. However, no social audit was carried out in the remaining GPs/blocks/districts during 2022-24 as a result of which irregularities/deficiencies in the implementation of the Scheme and difficulties faced by beneficiaries in construction of houses could not be identified / addressed timely.

Key monitoring mechanisms, such as grievance redressal, and community-based monitoring systems, were also found to be absent.

(Chapter 5)

Recommendations

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

- ***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.***
- ***The State Government may take appropriate action against erring officials responsible for releasing instalments against houses categorised as 'not to be constructed'.***
- ***The State Government may ensure provision of all basic amenities through convergence in the completed PMAY-G houses as mandated under the FFI of PMAY-G.***
- ***The State Government may ensure that guidelines/directives regarding utilisation of Administrative funds are scrupulously followed.***
- ***The State Government may ensure monitoring of the implementation of the Scheme and quality supervision at the State, District and Block Project Management Units as envisaged in the FFI of PMAY-G.***
- ***The State Government may ensure that periodic social audit is conducted as envisaged in the FFI of PMAY-G.***
- ***The State Government may set up and operationalise a grievance redressal and monitoring mechanism at the State, District and Block levels as envisaged under the Scheme.***

Chapter 1

Introduction

Chapter 1

Introduction

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 gaps[1] 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 amenities[2] to 2.95 crore rural houseless households and households (HH) living in *kutcha* and dilapidated houses by the year 2022[3]. 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 & 2022[4], 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*.

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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 (IAP[5]) districts[6], were provided under the Scheme. Beneficiaries received financial assistance in three instalments[7] 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**.

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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.

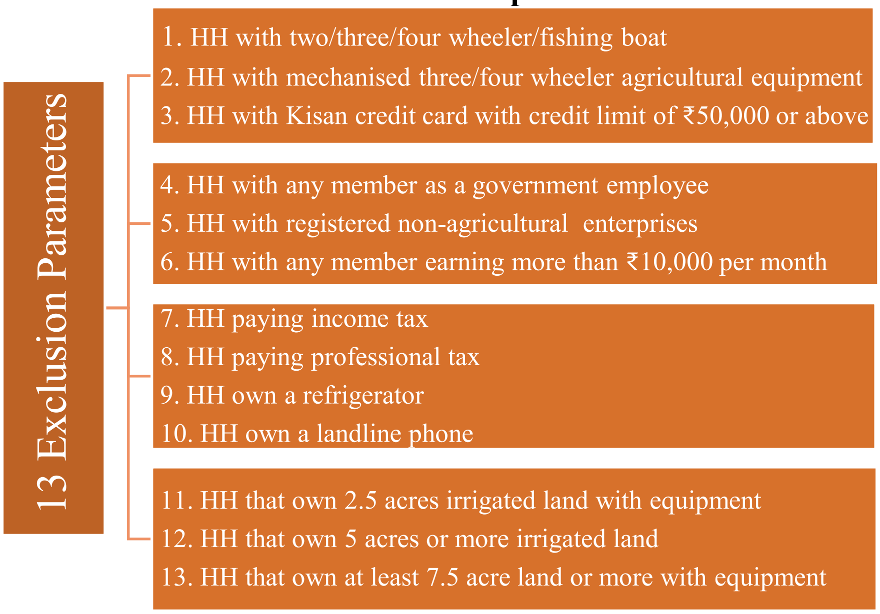
6 **(IAP) districts**: Bokaro, Chatra, East Singhbhum, Garhwa, Giridih, Gumla, Hazaribag, Khunti, Koderma, Latehar, Lohardaga, Palamu, Ramgarh, Ranchi, Saraikela-Kharsawan, Simdega and West Singhbhum. **Non-IAP districts**: Deoghar, Dhanbad, Dumka, Godda, Jamtara, Pakur and Sahibganj.

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

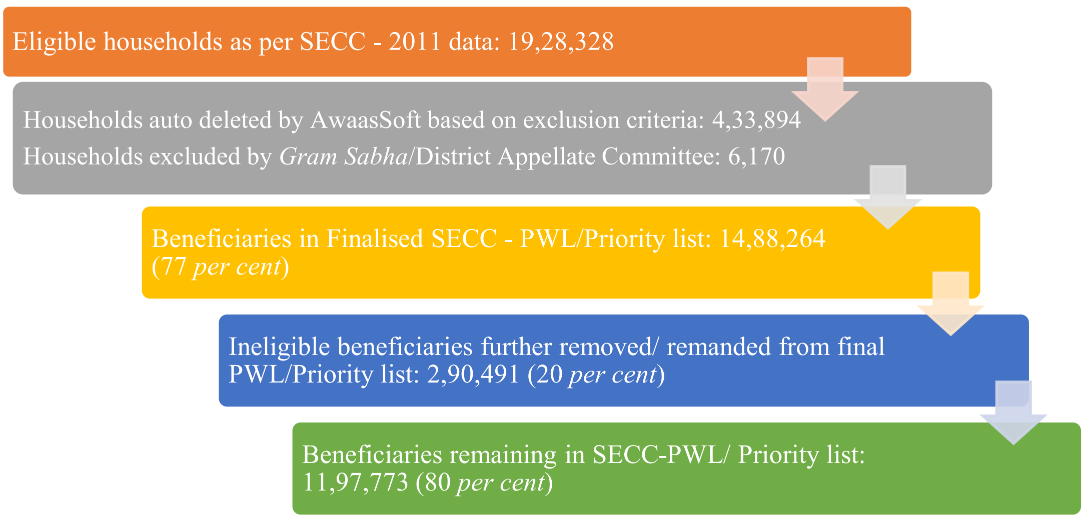
There were 19,28,328 houseless households and households living in *kutcha* and dilapidated houses in the State as per the Socio-Economic Caste Census (SECC-2011) data. Of this, 14,88,264 households, included in the Priority List/Permanent Wait List (PWL), were found eligible for provision of houses 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 beneficiaries[8] 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 16,02,270[9] 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, six[10] 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 Blocks[11] (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

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[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.

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.

Chapter 3

Implementation of Scheme including Convergence

Chapter 3

Implementation of the Scheme including Convergence

3.1 Implementation of PMAY-G

The RDD, GoJ, implements PMAY-G through District Programme Management Units (DPMU) set up in the offices of the DRDAs and Blocks under the executive control of DDCs/BDOs. PMUs have been formed at the State level under RDD, in the districts (at the DRDA level) and at the Block level for implementation, monitoring and supervision of the Scheme. Beneficiaries were provided financial assistance (₹ 1.30 lakh in IAP and ₹ 1.20 lakh in Non-IAP districts) in three instalments from the SNA through FTOs issued by BDOs for construction of PMAY-G houses.

According to the FFI of PMAY-G, though the construction of house is to be undertaken by the beneficiary, it is the responsibility of the State Government to ensure that the beneficiaries are provided requisite guidance in the process and closely monitored to ensure that construction of the houses are completed. Implementation of the Scheme at the district level is executed through a dedicated DPMU under the supervision of the DDC. At the Block level, the BDOs were to oversee the implementation of the Scheme in their respective Blocks and at the local level, the GPs were to manage the implementation of the programme.

3.1.1 Annual Action Plan

According to the FFI of PMAY-G, the State has to prepare a comprehensive Annual Action Plan for implementation of the Scheme. The Plan would, *inter alia*, include the roadmap for time-bound completion of the houses sanctioned and ensure convergence with other schemes. The comprehensive Annual Action Plan of the State was to contain the district-wise plan highlighting the strategy that is to be adopted for saturating priority HHs. The district-wise plan was to highlight mason training programmes, sources for construction material, facilitation of loans to the beneficiaries, development and dissemination plan for house typologies, beneficiary sensitisation workshops and all the amenities that would flow to the beneficiaries through convergence with different schemes.

The RDD issued instructions to the districts for preparation of Annual Action Plans (AAPs) for consolidation at the State level and for sending the comprehensive Annual Action Plan to MoRD for needful action. The districts were to collect the required data from the blocks and consolidate the annual plan for the districts and send it to the Department for preparation of the comprehensive AAP.

MoRD had approved the comprehensive AAPs of the State for the years 2019-24. Based on the approved AAPs, targets had been provided to the State for sanction of houses to eligible beneficiaries during 2019-22. However, targets for 2022-23 and 2023-24 were not provided to the State by MoRD as the national level target of 2.95 crore had been exhausted. Audit further noticed that district-wise AAPs were not prepared during 2019-24 in any of the six test-checked districts, despite instructions issued (February 2023) by GoJ. On being pointed out, the DDCs stated (December 2024) that AAPs were being prepared at the State level.

However, the SPMU also did not provide the comprehensive AAPs for the period 2019-24 to Audit. Therefore, Audit could not gain any assurance regarding the effectiveness of the plan/roadmap adopted by the State for time-bound completion of houses, details of activities planned for ensuring that various facilities are provided to beneficiaries *etc.*

In reply, RDD stated (June 2025) that directions would again be issued to the district and block level officers for preparing the AAPs. It was also stated that in the absence of AAPs, comprehensive Annual Action Plan at the State level had been prepared by including pending liability and the next year's projected target.

3.1.2 Registration of PMAY-G beneficiaries

Ministry of Rural Development, GoI, issued (2016) a Registration Manual prescribing a format to be followed for registering beneficiaries under PMAY-G. The application is accordingly uploaded in AwaasSoft in the prescribed format at the time of registration with details (***Appendix 3.1***) of the beneficiary. Further, RDD issued (August 2019) instructions to all DDCs to maintain records of beneficiaries at the block level, containing relevant details[1].

Test check of records of 2,400 beneficiaries, selected randomly in 12 sampled Blocks[2] in the six test-checked districts, however, revealed that beneficiary records were not being maintained in the format prescribed under the Registration Manual. Further, details of beneficiaries *viz*. beneficiaries' personal details, bank accounts details, convergence details, disability details, PMAY-G ID, priority number as per Priority List, job card details, Swachh Bharat Mission number, willingness to take mason training and to use house design typology developed for the region, photos with previously built house, letter from BDOs to Panchayat Sewak regarding selection *etc*., required as per the instructions of RDD, were also not being maintained at the Block level.

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[1] Beneficiary ID, Aadhar, job card, Bank account, mobile number etc.

[2] Gomia and Jaridih Blocks of Bokaro District; Jama and Saraiyahat Blocks of Dumka District; Deori and Pirtand Blocks of Giridih District; Hussainabad and Nilambar-Pitambarpur Blocks of Palamu District;Dulmi and Mandu Blocks of Ramgarh District; Kurdeg and Thethaitangar Blocks of Simdega District.

Analysis of beneficiary records by Audit revealed that details like willingness to undertake mason training and to use house design typology developed for the region was not obtained from the beneficiaries. Photographs with completed houses of beneficiaries were also not kept on record although required under norms of record keeping in the Registration Manual. Moreover, signature of the BDOs in the approval/order sheet was also found missing in all the test-checked beneficiary records.

It was further seen that the blocks did not organise meetings with beneficiaries for their sensitization *etc.*, which affected proper implementation of the Scheme. During test check of remand proposals, it was noticed that due to poor upkeep of records[3] at the block level, houses were sanctioned to 127 ineligible beneficiaries which were remanded later by the *Gram Sabhas* in two districts (Palamu and Ramgarh).

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

3.1.3 Target, sanction and completion of houses

Audit noticed that, at the State level, against the physical target of 11.57 lakh houses[4] for 2019-22, 10.54 lakh[5] houses were sanctioned while 0.12 lakh[6] houses were sanctioned during 2022-23 and 2023-24 with delays (in sanction) ranging from one to two years.

Audit further noticed that physical target for construction of 83,091 houses (as shown in **Table 2.2**) over the course of the years 2016-17 to 2020-21 was surrendered (February 2023) by RDD due to less sanction of houses by the State. The lesser number of sanctions were due to continuous changes in the SECC-Priority List/PWL during 2016-17 to 2020-21. Further, physical target[7] of 9,628 houses was also withdrawn (May 2023) by MoRD due to less sanction of houses (including Awaas+) in the State ***(Paragraph 2.4)***.

In case of the six test-checked districts, physical target for construction of houses during 2019-22 was 3.75 lakh, out of which 3.43 lakh houses were sanctioned during the same period whereas 3,735 houses were sanctioned during 2022-23 and 2023-24 with delays of one to two years from allocation of target for 2021-22, as detailed in **Table 3.1**.

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3 Records/details relating to the beneficiaries having *pucca* houses, death of the beneficiaries, houses allotted in the name of other members of the HHs, having government service etc.

4 Physical target of houses- 2019-20: 3,22,000; 2020-21: 4,31,066; 2021-22: 4,03,504; Total Target: 11,56,570.

5 Sanctioned houses as per AwaasSoft- 2019-20: 3,01,960; 2020-21: 3,61,508 and 2021-22: 3,90,110.

6 2022-23: 11,582; 2023-24: 75.

7 1,521 and 8,107 physical targets.

Table 3.1: Sanction of houses against physical targets in the test-checked districts

District	2019-20		2020-21		2021-22		2022-23		2023-24	
	Target	Sanction	Target	Sanction	Target	Sanction	Target	Sanction	Target	Sanction
Bokaro	15,000	14,598	24,842	16,727	14,879	14,840	0	379	0	2
Dumka	23,000	22,473	32,539	31,152	15,410	15,334	0	855	0	1
Giridih	29,000	23,907	28,333	23,648	29,657	29,087	0	860	0	14
Palamu	29,000	24,473	39,861	37,271	46,180	45,364	0	1,169	0	14
Ramgarh	4,500	4,502	2,569	2,203	6,825	6,789	0	62	0	1
Simdega	9000	8,945	11,576	9,275	12,801	12,512	0	378	0	0
Total	**1,09,500**	**98,898**	**1,39,720**	**1,20,276**	**1,25,752**	**1,23,926**	**0**	**3,703**	**0**	**32**

(Source: AwaasSoft as on 19.2.2025)

As per updated[8] information in the AwaasSoft portal, 11.01 lakh[9] houses were constructed in the State during 2019-24, whereas in the six test-checked districts, 3.55 lakh houses were constructed during 2019-24 (***Appendix 3.2***).

In reply, the RDD stated (June 2025) that due to delay in sanction of houses with reference to the target, and owing to personal reasons of beneficiaries, houses could not be constructed within the stipulated time. Some targets have been surrendered due to non-sanction of houses to all beneficiaries as per the Priority list of SECC 2011.

3.1.4 Delays in construction of houses

Under PMAY-G, the house was to be constructed by the beneficiary himself/herself or under his/her supervision within 12 months from the date of sanction. The FFI of PMAY-G emphasised that delays in construction of the house would lead to complications in its completion. With delay, not only would the cost of inputs increase but it may also lead to diversion of funds to other pressing needs, including consumption requirements of beneficiaries. The States, thus, have to very closely monitor the construction of the house by the beneficiary and ensure constant handholding.

As per AwaasSoft, 3.47 lakh houses were sanctioned and completed during 2019-24 in the six test-checked districts of which 2.08 lakh (60 *per cent*) houses were reported to have been constructed within the prescribed timeline of one year. The remaining 1.39 lakh (40 *per cent*) houses were completed with delays ranging between one and more than three years against the prescribed 12 months. A total number of 9,433 houses sanctioned during 2019-24 in these districts (except Palamu) remained incomplete from the date of sanction, as shown in **Table 3.2**.

8 As on 19-02-2025.

9 2019-20: 1,56,974 houses; 2020-21: 2,35,011 houses; 2021-22: 2,95,036 houses; 2022-23: 3,63,310 houses and 2023-24: 50,974 houses; Total houses constructed: 11,01,305.

Table 3.2: Status of completion of PMAY-G houses in the six test-checked districts (as of March 2024)

District	Period of sanction	Number of sanctioned houses	Time taken for completion				
			Within 1 year	1-2 years	2-3 years	More than 3 years	Not completed
Bokaro	2019-22	46,512	31,891	11,158	2,155	545	763
Dumka	2019-22	69,688	40,435	20,879	5,663	938	1,773
Giridih	2019-22	77,496	49,964	20,155	3,914	1,051	2,412
Palamu	2019-22	1,08,243	56,305	37,190	8,324	2,533	3891
Ramgarh	2019-22	13,543	10,353	2,684	299	88	119
Simdega	2019-22	31,086	19,217	9,467	1,583	344	475
Total		**3,46,568**	**2,08,165**	**1,01,533**	**21,938**	**5,499**	**9,433**

(Source: AwaasSoft)

In reply, RDD stated (June 2025) that some houses could not be constructed within the stipulated time due to reasons such as death of the beneficiary, construction of large houses, spending money elsewhere, migration *etc*. However, necessary instructions have been given to the districts to complete these houses.

3.1.5 Incomplete houses and recovery of assistance

MoRD, GoI, directed (May 2023) the States to sanction and complete all the pending houses sanctioned under PMAY-G on an urgent basis to achieve the national target of 2.95 crore houses, by 31 March 2024. This deadline was extended (November 2024) to 31 March 2025. MoRD instructed (September 2024) the States to complete the relevant activities *viz*., marking of delayed houses, complete construction of pending houses that can be completed, recovery of amount of assistance from beneficiaries who could not complete their houses or had shown unwillingness for construction. The States were also directed to set up a State Level Committee to look into the issue of houses that cannot be constructed, and recommended that the amount involved in those houses which cannot be completed and recovery was not possible, be written off.

In compliance with these instructions, RDD categorised (November 2024) 29,787 incomplete houses in the AwaasSoft portal into three categories[10] (A, B & C) and instructed all districts authorities to complete houses categorised under Category 'A' by 31 December 2024. Further, districts authorities were also directed by RDD to recover the released amount from beneficiaries falling under Category 'B' and to submit a detailed report of cases falling under Category 'C' after obtaining approval from the *Gram Sabhas* (based on site verification). The total number of delayed/incomplete houses in the State as per RDD records was 29,787 whereas, in the six test-checked districts, the number of

[10] A: Delayed houses which can be completed (17,395); B: Delayed houses which cannot be completed but money can be recovered (1,434) and C: Delayed houses which cannot be completed and money also cannot be recovered (10,899) and delayed/houses not specified by RDD (59).

delayed/incomplete houses was 9,189. Delayed/incomplete houses marked under category A, B and C in the State as well as the test-checked districts, was as shown in **Table 3.3**.

Table 3.3: Incomplete houses categorised as A, B and C

State/test-checked district	Total Delayed/ houses	Delayed/ houses to be completed (category A)	Delayed/ houses which cannot be completed but money can be recovered (category B)	Delayed/ houses which cannot be completed and money can't be recovered (category C)	Delayed/ houses not specified by RDD
State level	29,787	17,395 (58 *per cent*)	1,434 (5 *per cent*)	10,899 (37 *per cent*)	59
Test-checked districts	9,189	5,038 (55 *per cent*)	502 (5 *per cent*)	3,638 (40 *per cent*)	11

(Source: Records of RDD)

The State PMU did not provide information regarding recovery from 1,434 beneficiaries falling under Category 'B' and writing off of assistance to beneficiaries of 10,899 houses under Category 'C'.

This indicates that the State had not closely monitored the construction of houses or ensured handholding, resulting in delays in construction/houses remaining incomplete (as of December 2024).

In reply, RDD stated (June 2025) that necessary instructions have been issued to the districts and blocks in this regard. Guidelines have also been issued to the concerned officers to assess the situation as soon as possible and send a report to the Department.

Audit further observed in Giridih district that the BDO, Pirtand, had sought justification from two Block Co-ordinators of Pirtand Block regarding lack of monitoring and slow progress of work by the beneficiaries. Based on the information provided, the BDO had intimated (February 2022) the DDC, Giridih, that 83 houses sanctioned during 2016-21 could not be completed due to various reasons like death of beneficiaries having no dependents, permanent migration of the beneficiaries and difficulty in getting construction material *viz*. sand, bricks, cement *etc*. in the Parasnath area of Pirtand Block. In this regard, Audit noticed that:

(i) Thirty-five out of 83 beneficiaries did not start work even after release (January 2017 to July 2020) of first instalment of ₹ 12.74 lakh to them.

Photographs 3.1 and 3.2 : Two beneficiaries (ID: JH222XXXX and JH221XXXX) who had not started construction of their houses after receipt of first instalment (₹ 40,000).

(ii) Twenty-three out of 83 houses which could not be completed for reasons such as death of beneficiary without dependents, migration of the beneficiary after sanction of the house, non-availability of construction material in remote/hilly areas *etc.*, were categorized as 'not to be constructed' by the BDO (February 2022). Despite this, second and subsequent instalments of ₹ 16.40 lakh[11] were released (April 2022 to August 2024).

Photographs 3.3 and 3.4 (taken from AwaasSoft) showing two beneficiaries (ID: JH224XXXX and JH195XXXX) who had not completed their houses after receipt of all instalments.

(iii) Further, Audit test checked 36 out of 83 houses shown to have been completed as per AwaasSoft with release of all three instalments (between February 2017 and December 2020) and found that photographs of these completed houses had been uploaded in the portal without geo-tagging.

In reply RDD stated (June 2025) that the Block Development Officer, Pirtand, would be directed to conduct necessary investigation and take appropriate action in this regard.

Recommendation 4: The State Government may take appropriate action against erring officials responsible for releasing instalments against houses categorised as 'not to be constructed'.

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[11] Financial assistance of ₹ 85,000 provided to 17 beneficiaries and ₹ 32,500 to six beneficiaries (Total ₹ 16.40 lakh).

3.1.6 Joint Physical Verification (JPV)

In September 2016, RDD directed DCs/DDCs to get toilets constructed in each of the sanctioned PMAY-G houses through convergence with SBM and MGNREGA. RDD also approved a house model (January 2017) for PMAY-G houses, to be constructed in 27 square meters[12].

Audit conducted JPV of 633 randomly selected PMAY-G houses in 60 GPs under 12 Blocks in the six test-checked districts along with the Block/GP officials. Out of the 633 houses, 591 houses were found completed and all three instalments were released to the concerned beneficiaries as per AwaasSoft. During JPV, several discrepancies were noticed by Audit, as discussed in the succeeding paragraphs.

(i) Non-adoption of prescribed design & colour and non-depiction of logo on the wall

The FFI of PMAY-G, prescribed a general design for houses to be constructed under the Scheme. The houses had to have adobe walls[13], RCC roofs and bamboo roofs for the verandah. Further, RDD prescribed (April 2017) a colour pattern and logo design to bring uniformity in PMAY-G houses being constructed in the State. Although the beneficiary was permitted to choose any colour other than prescribed, the logo, name of the scheme and beneficiary name on the house was to be compulsorily marked in front of house as depicted in the photograph below. The prescribed house design and colour pattern was as shown in **Photographs 3.5 and 3.6.**

	
Photograph 3.5: Prescribed house design of PMAY-G with adobe walls, RCC roof and bamboo roof for verandah.	***Photograph 3.6: Prescribed wall colour and logo as decided by RDD, GoJ***

During JPV, it was seen that none of the houses had adopted the prescribed house design and colour pattern. In the six test-checked districts, out of the 591 completed houses covered in JPV, only 191 (32 *per cent*) beneficiaries had coloured/painted their houses as prescribed and only 36 beneficiaries (six *per cent*) had depicted logo on the house along with the beneficiary name.

[12] Comprising two-bedrooms, kitchen, latrine/bathroom and a verandah.
[13] Adobe is a building material made from earth and organic materials.

(ii) Houses remaining incomplete though shown as complete in AwaasSoft

During JPV of 591 completed houses in the six test-checked districts, toilets (48 *per cent*), kitchen (56 *per cent*) wall plastering (51 *per cent*), window/door frames (29 *per cent*) and roof casting (4 *per cent*) were not found in houses constructed under the Scheme while as per AwaasSoft database, all three financial instalments had been provided to the beneficiaries. Reasons for such shortfalls, as stated by the beneficiaries, were exhaustion of financial assistance, diversion of funds, construction of bigger size houses *etc*. As per the records/AwaasSoft, these houses were shown as completed as all three instalments to the 591 beneficiaries had been released.

Photographs 3.7 & 3.8: Houses of two beneficiaries (ID: JH10606XXX ***&*** JH13616XXX***) without plastering, window panes and door.***

(iii) Non-construction/partial completion of houses after release of first/second instalment

In the six test-checked districts, 42 houses[14], out of the 633 houses covered by Audit in JPV, were found incomplete. It was observed that out of 25 beneficiaries who had received the first instalment, 20 had not commenced construction, while in the case of 17 beneficiaries who had received two instalments, the houses were found to be at the foundation or windowsill level. Reasons for non-commencement of construction/partial completion were diversion of funds, illness, land dispute, exhaustion of funds, *etc*., as stated by the beneficiaries.

[14] **Bokaro** (1 beneficiary: two installments-₹ 1.25 lakh); **Dumka** (2 beneficiaries: two installments-₹ 1.15 lakh each); **Giridih** (7 beneficiaries: one instalment-₹ 40,000 each and 4 beneficiaries: two instalments-₹ 1.25 lakh each); **Simdega** (2 beneficiaries: one instalment-₹ 40,000 each and 7 beneficiaries: two instalments- ₹ 1.25 lakh each); **Ramgarh:** Nil; **Palamu** (16 beneficiaries: one instalment-₹ 40,000 each and 3 beneficiaries: two installments-₹ 1.25 lakh each).

	
Photograph 3.9: Beneficiary in front of his old kutcha house. Construction of PMAY-G house not started after 1st instalment (Beneficiary ID: JH 239XXXX)	***Photograph 3.10: House construction without plaster, windows and door (Beneficiary ID: JH 260XXXX)***

(iv) Non-facilitating supply of construction material

As per the FFI of PMAY-G, the State Governments have to undertake an exercise to assess District/Block-wise requirement of material based on the targets communicated, and as per the number of beneficiaries in the PWL.

Though RDD issued (May 2017) instructions to all DCs/DDCs to ensure availability of construction materials[15] to PMAY-G beneficiaries, DCs/DDCs did not organise any meetings with the suppliers regarding availability of materials in the districts, fixing of supply rates and for ensuring smooth lifting and supply of construction materials to the beneficiaries in the test-checked DRDAs and Blocks. Further during JPV, 369 out of 633 beneficiaries shared the difficulties they had faced in acquiring construction materials during construction of their houses.

Thus, the beneficiaries lost the opportunity to procure quality construction materials at competitive rates since the District level authorities did not take suitable action to coordinate with the suppliers as per the directions of RDD.

In reply, RDD stated (June 2025) that the observations of Audit have been noted for future guidance.

3.2 Support Services to beneficiaries

As per the FFI of PMAY-G, to ensure timely completion of quality houses within the available resources, in addition to providing financial assistance, it was also essential that crucial support like briefing on stage-wise requirement of materials and resources, different options of locally relevant house type designs including green technologies, awareness on cost saving construction technologies, facilitation for procurement of construction material, availability of sufficient

[15] Through organising meetings with Brick/Fly Ash Brick manufacturers and with the representatives of Cement manufacturers for prescribing their supply rates; ensuring smooth supply of construction materials to the beneficiaries; making beneficiaries aware of the utility of Fly Ash Bricks; and arranging meetings of District Mining Officer and Superintendent of Police for ensuring uninterrupted lifting and supply of construction materials.

number of trained masons *etc*., were provided to the beneficiaries.

Test check of records at the SPMU and the six test-checked districts revealed deficiencies in support services that were to be provided to beneficiaries during 2019-24, as discussed in the succeeding paragraphs.

3.2.1 Construction of Demonstration (Demo) Houses

The MoRD, developed eight house design typologies for the State with a cost estimate of ₹ 0.92 lakh to ₹ 1.48 lakh[16], appropriate for different geographical regions, and availability of natural resources for PMAY-G houses as illustrated under PAHAL Vol-2[17]. Demo houses with the house designs, based on space planning, technologies and specifications appropriate to the local context, were to be constructed (preferably at the Block level) so that this could be visited/seen by beneficiaries. As per FFI of PMAY-G, Administrative funds available for the PMAY Scheme were to be used for construction of the Demo houses by the blocks.

Scrutiny of records at the SPMU revealed that initiatives for constructing Demo houses were taken by RDD in December 2017. Accordingly, as a pilot project, Demo houses at two places (in DRDA campus at East Singhbhum district and Itki Block at Ranchi district) were constructed. No action was thereafter taken by RDD for construction of Demo houses in other districts.

Thus, the beneficiaries remained unaware of the appropriate house design developed by MoRD as per geographical region. Further, they also lost the opportunity to experience first-hand, the amenities that could be provided in the houses, along with a clear idea of the cost of the house by visiting Demo houses.

In reply, RDD stated (June 2025) that appropriate action would be taken as per requirement in future.

3.2.2 Non-adoption of house design typologies by the beneficiaries and non-identification of technical institutions

The FFI of PMAY-G and the Guidelines for Rural Mason Training of PMAY-G prescribed that the State had to provide beneficiaries a bouquet of options of house designs according to local conditions, using appropriate technology suitable to the region so that he/she does not over-construct in the initial stages of house building resulting in an incomplete house, or force him/her to borrow money to complete the house. The core house design had to also include a space for hygienic cooking, a toilet and a bathing area. Further, as per the Manual of Registration of Beneficiaries issued by MoRD, it was mandatory to obtain

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[16] In case of house design for Zone B, cost estimate of house was ₹ 1.48 lakh.

[17] This concise book of rural housing technologies (Volume II) has been developed as a result of a study conducted by United Nations Development Programme (UNDP) in collaboration with MoRD, GoI, and by Indian Institute of Technology (IIT) in two States.

willingness from the beneficiaries regarding use of house design typology developed for the region, at the time of registration itself.

During test check of records of districts/blocks, Audit noticed that willingness from the beneficiaries to construct houses as per the typology specified based on local conditions, was not obtained by the block level officials.

During JPV, it was seen that none of the houses had adopted the prescribed house design as depicted under **Paragraph 3.1.6 (i)**. Further, during JPV, beneficiaries also stated that they were unaware regarding any house designs developed for their region. Further, out of 633 PMAY-G houses covered under JPV in the six test-checked districts, 107 beneficiaries (17 *per cent*) over-constructed[18] their houses which ultimately resulted in non-completion of 61 houses (10 *per cent*). Further, 234 beneficiaries (37 *per cent*) had to avail loans to complete their houses.

In reply, RDD stated (June 2025) that in Jharkhand, out of eight house designs approved for the State, design No. JH-D-05 has mostly been adopted by the beneficiaries.

The reply is not convincing as the beneficiaries in the six test-checked districts had expressed ignorance about adoption of any specific house design in the construction of their houses, during JPV conducted by audit.

Further, as per FFI of PMAY-G, the State was to identify technical institutions to provide technical support to beneficiaries in construction of their houses. The institutions were to sensitise the beneficiaries about the housing designs and construction technologies available for that area, which could be adopted by the beneficiaries for construction of their houses.

Audit observed in the six test-checked districts that no technical institution was engaged for providing technical support to beneficiaries in the construction of their houses during 2019-2024.

During JPV in the six test-checked districts, Audit noticed that PMAY-G houses were constructed by beneficiaries without adhering to the prescribed layout plan. As a result, the completed houses lacked toilets (286), kitchen (331), Plaster (303), Door & Window (170) *etc*. These issues could have been addressed had a technical institution been appointed by RDD to provide technical support to beneficiaries from time to time in construction of their houses, as stipulated under the FFI of PMAY-G.

In reply, RDD stated (June 2025) that necessary action would be taken in this regard in future.

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[18] Multi storied, more than two rooms and construction over larger area *etc*.

3.2.3 Construction of Green Houses

The FFI of PMAY-G emphasised creation of an enabling environment for adopting green technologies. For this, the States would have to consider construction of demo houses using green materials and green technologies. These houses were to be constructed by using alternative materials like compressed stabilised earth blocks[19], renewable material such as bamboo, *etc*.

During examination of records in the six test-checked districts, Audit observed that the District/Block level authorities had neither taken any initiative for adoption of green designs and technologies nor constructed Demo houses using green materials and green technologies to sensitise the beneficiaries.

In reply, RDD stated (June 2025) that appropriate action would be taken as per requirement in future.

3.2.4 Inadequate training of Masons and Skill Certification

The Guidelines for Rural Mason Training of PMAY-G emphasises 'Skill Development of Rural Masons' through a formal mechanism of training, assessment and certification, to improve quality of construction and provide avenues for career progression. Target for rural mason training was to be decided based on the number of houses to be built under PMAY-G in the States. The rural mason training was to be imparted for an estimated duration of about 45 days, considering eight hours of work per day. The training was to be primarily conducted on site during construction of the house and it was mandatory for the trainees to maintain 80 *per cent* attendance. After completion of training, trainees were to be evaluated by the Construction Skill Development Council of India (CSDCI) which would issue certificates to trainees who pass the assessment criteria. Trainee were to get compensatory wage of ₹ 374 per day for the duration of training they attend.

Mason training (at the State Level)

Scrutiny of records relating to mason trainings conducted in the State revealed the following.

(a) Under PMAY-G, 18,802 masons were trained in the State up to April 2022 against the target (18,802) provided to RDD by MoRD during 2016-19. However, neither the State nor the test-checked districts/blocks kept any record regarding engagement of certified trained masons in the construction of houses.

In reply, RDD stated (June 2025) that instructions have been issued to all district and block level officers to prepare a list of trained masons so that they can be engaged in housing construction in future.

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[19] Use of 230 mm thick rat trap bonded brick wall instead of 230 mm thick solid brick wall saves about 20 *per cent* bricks and 25 *per cent* cement with the added advantage of increased indoor thermal comfort and enhanced employment opportunity.

(b) Jharkhand was further allotted (April 2022) a target of 20,000 for rural mason training, to be imparted between June 2022 and October 2022. As per information provided by the SPMU, 19,168 houses were completed during the course of mason training. Further, 1,712 (nine *per cent*) out of 20,000 trainees in the State failed to qualify the test conducted by CSDCI.

(c) MoRD released (June 2023) a target of 25,000 for mason training during 2023-24 with the aim of completing 50,000 houses. MoRD also directed that 20 *per cent* of the Administrative Funds[20] (discussed in **Paragraph 4.2**) be utilised by the States exclusively for the rural mason training. Audit, however, noticed that due to shortage of Administrative funds required (₹ 90 crore[21] required against ₹ 8 crore available) for training of 25,000 masons, the target could not be utilised by the State. Though RDD had requested (August 2024) MoRD for permission to use unspent balance of IAY funds[22] on mason training, no further action was found taken in this regard.

Thus, due to paucity of funds, the State was not able to utilise the target of training 25,000 masons to create a skilled work force of adequate size.

In reply, RDD stated (June 2025) that a target of 20,000 has been further allocated by the GoI for mason training during the financial year 2025-26, for which work is in progress.

Mason training (in test-checked districts)

In the six test-checked districts, mason training was provided to 6,327 persons between June 2022 and October 2022. As per Manual of Registration of beneficiaries, it was mandatory to obtain willingness regarding mason training from each beneficiary. However, test check of records of 2,400 beneficiaries in 12 blocks revealed that no such willingness had been obtained from any of the beneficiaries as discussed in **Paragraph 3.1.2**. It was further seen that:

(a) In the six test-checked districts, 4 to 11 per cent trainees did not pass the assessment criteria fixed by CSDCI.

(b) In two selected districts (Giridih and Simdega), cross verification of records of 171 and 90 rural mason trainees with MGNREGA portal revealed that 33 trainees[23] were working as unskilled labour in the records of MGNREGS works[24] besides undergoing mason training, on the same days. Thus, authenticity of the training conducted is doubtful.

[20] As per FFI of PMAY-G Administrative Fund is a programme fund that shall be available for administering the scheme both at the Central and State level. As per the Rural Mason Training guidelines, 2017, 20 *per cent* of the Administrative fund was to be utilised exclusively for rural mason training.

[21] As seen from demand sent (July 2023) by GoJ to MoRD.

[22] ₹ 144.51 crore IAY fund was available with the RDD.

[23] Giridih (Deori and Pirtand Blocks): 27 trainees and Simdega (Kurdeg and Thethaitangar Blocks): 06 trainees.

[24] *Didi Bari Yojana*, construction work, *Dobha nirman*, horticulture scheme *etc*.

(c) In the six test-checked districts, 7,175 houses were reportedly completed during mason training[25]. Audit cross checked 232 sample[26] cases from the 7,175 completed houses with AwaasSoft to ascertain actual physical position. It was noticed that though these houses were shown as completed, geo-tagged photographs of the completion stage of 131 houses[27], were not uploaded on AwaasSoft though required under norms[28]. As such, actual completion of these houses and release of third and final instalment as per the norms of FFI of PMAY-G could not be ascertained in the absence of final geo-tagged photograph of the houses in AwaasSoft.

(d) In Palamu district, photographs of three beneficiaries[29] whose houses were claimed to have been completed during mason training, as claimed by the trainer agency (*Janhit Sanskritik Kala Kendra,* Palamu), were cross checked with AwaasSoft. It was found that the beneficiary IDs belonged[30] to beneficiaries of Bokaro, Ranchi and Giridih districts. Thus, authenticity of the training programme claimed to have been conducted, was doubtful.

In reply, RDD stated (June2025) that necessary instructions would be issued for action in this regard.

3.2.5 Facilitation of loan from banks to beneficiaries

As per FFI of PMAY-G, a beneficiary, if he/she so desires, should be facilitated in availing institutional finance of up to ₹ 70,000. Further as per the Rural Housing Interest Subsidy Scheme (RHISS), the beneficiaries seeking housing loan would be eligible for an interest subsidy[31]. The State and Banks were to give wide publicity, including the sensitisation of beneficiaries in this regard.

Audit noticed in the six test-checked districts that no initiative in this regard including wide publicity had been carried out by the State/District level authorities for facilitating loans for PMAY-G beneficiaries. As per Manual of Registration of beneficiaries, willingness of the beneficiaries to avail loan facility was required to be obtained at the time of registration to get consolidated information regarding loan requirement, so that desired action could be taken in this regard by the Blocks/Districts/State. However, scrutiny of 2,400 beneficiary

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25 Bokaro: 1101; Dumka: 1113; Giridih: 2768; Palamu: 1927; Ramgarh: 59 and Simdega: 207 houses.

26 Bokaro: 40; Dumka: 39; Giridih: 38; Palamu: 40; Ramgarh: 32 and Simdega: 43 houses.

27 Bokaro: 17; Giridih: 24; Palamu: 36; Ramgarh: 19 and Simdega: 35 houses.

28 As per provision 5.7.2 of FFI of PMAY-G, States were required to upload the photograph of the completed stage of houses to map the instalments. Further, as per the instruction of RDD (June 2018) uploading of geo-tagged photograph on AwaasSoft after completion of the houses is mandatory for release of third and final instalment.

29 SukhXXXX VishwXXXXXX (JH-263XXXX), AnXX SinXX (JH-287XXXX) and GaXXX DeXX (Jh-216XXXX)

30 PraXXXX SaXXX from, Chas, Bokaro (JH-263XXXX), GuXXX DeXX, Gandey, Giridih (JH-287XXXX) and HirXXXXX TirXX, Angada, Ranchi (JH-216XXX).

31 The interest subsidy will be at the rate of three *per cent* on the principal amount of loan and subsidy shall be admissible for a maximum loan amount of ₹ two lakh for 20 years of full period of loan. If quantum of housing loan is less than ₹ two lakh, the subsidy will be calculated based on the actual loan amount.

records revealed that no such information regarding willingness was obtained by the concerned authority during registration of beneficiaries.

During JPV of 633 beneficiaries in 60 GPs in the six test-checked districts, 234 beneficiaries (37 *per cent*) stated that they borrowed money to complete their houses from family, friends, banks, SHGs *etc*. Thus, in the absence of wide publicity by the local level functionaries and inaction of Blocks/Districts/State level authorities, facilitating loans to the willing beneficiaries at subsidised interest rates prescribed under RHISS, could not be ensured.

In reply, RDD stated (June 2025) that necessary action would be taken in this regard in future.

3.3 Convergence

The FFI of PMAY-G stipulated that to provide basic amenities, in addition to assistance for house construction, convergence with existing schemes[32] of both the Central and State governments needs to be ensured. Further, the house was to be treated as complete only after the toilet had also been constructed.

As per information furnished to Audit by the State PMU, basic amenities *viz*., toilets (14.37 lakh *i.e*., 92 *per cent*), electric connection (14.20 lakh *i.e*., 91 *per cent*), water connection (4.98 lakh *i.e*., 32 *per cent*) and LPG connection (13.21 lakh *i.e*., 85 *per cent*) were available in respect of 15.59 lakh completed houses in the State (as of April 2024).

Two test-checked districts (Palamu and Ramgarh) did not maintain/provide any information to Audit regarding facilities provided through convergence to 1.24 lakh completed houses (2019-24). Further, in the remaining four test-checked districts (Bokaro, Dumka, Giridih and Simdega), status of basic facilities *viz*. electricity connection, toilets, LPG connection and water connection *etc*., in the 2.58 lakh houses completed between 2016 and 2024 were as shown in **Table 3.4**

Table 3.4: Status of lack of basic facilities in constructed houses in districts

District	Year	Total completed houses	Constructed houses without							
			Electricity Connection/		Toilets		LPG Connection		Water Connection	
			Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Bokaro	2016-24	47,984	3,481	7.25	0	0.00	6,023	12.55	44,409	92.55
Dumka	2016-22	1,03,729	8,197	7.90	0	0.00	11,697	11.28	67,492	65.07
Giridih	2019-22	75,172	6,272	8.34	0	0.00	15,906	21.16	72,651	96.65
Simdega	2019-22	30,792	2,269	7.37	189	0.61	4,377	14.21	15,187	49.32
	Total	**2,57,677**	**20,219**	**7.85**	**189**	**0.07**	**38,003**	**14.75**	**1,99,739**	**77.52**

(Source- DRDAs of the test-checked districts)

[32] Beneficiaries to be provided toilets through funding from SBM, MGNREGS or any other dedicated financing source; safe drinking water in convergence with Jal Jeevan Mission and *Har Ghar Nal Se Jal* (HGNSJ) or similar schemes; electricity connection through convergence with relevant scheme implemented by the Ministry of Power, GoI/State Government.

It can be seen from **Table 3.4** that toilets have been provided in all the constructed PMAY-G houses (except in Simdega). However, the completed houses lacked electricity connection (eight *per cent*), LPG connection (15 *per cent*) and water connection (78 *per cent*).

During JPV (August 2024 to December 2024) of 591 completed PMAY-G houses, Audit observed lack of water connection in 476 (81 *per cent*), electric connection in 295 (50 *per cent*) and LPG connection in 305 (52 *per cent*) houses and *Ayushman Bharat* cards in 318 (54 per cent). It was further seen that:

(i) Though Jharkhand was declared Open Defecation Free (ODF) in December 2018, 48 *per cent* houses covered by Audit in JPV did not have toilet facility while as per the information provided by the State PMU (April 2024), toilet facility was not available in eight *per cent* of the completed PMAY-G houses in the State. Thus, as required under FFI of PMAY-G, the houses could not be considered as complete.

(ii) During JPV of 108 PMAY-G houses in Simdega district, Audit noticed that there was no water, electricity and LPG connection in any of the houses. Further, the beneficiaries surveyed in Giridih and Simdega districts were ignorant regarding *Ayushman Bharat* card[33] although they were required to be covered under PMJAY[34].

Information regarding provision of toilets, electricity, water connection and solar light to PMAY-G beneficiaries were sought from the Executive Engineer, Water Supply & Sanitation Division (DW&SD), Electrical Division, District MGNREGA Cell and District Supply officer in the respective test-checked districts[35]. In Dumka district, the Executive Engineer (EE), Electrical Division, stated (December 2024) that no list of PMAY-G beneficiaries was provided by DRDA whereas EE, DW&SD, Dumka stated (December 2024) that provision of water connection was made to 11,420 (58 *per cent*) out of 19,544 beneficiaries[36]. However, no replies were furnished in respect of other districts.

In reply, RDD stated (June 2025) that necessary action would be taken to bridge the gaps in basic facilities provided to the beneficiaries. Further, during the Exit Conference (17 June 2025), the Secretary, RDD, stated that letters would be issued to concerned authorities for convergence through Central and State schemes to meet the gap in basic amenities, in completed PMAY-G houses.

Recommendation 5: The State Government may ensure provision of all basic amenities through convergence in the completed PMAY-G houses as mandated under the FFI of PMAY-G.

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33 Issued under Pradhan Mantri Jan Arogya Yojna (PMJAY).

34 As per letters of RDD, GoJ issued in September 2021 and February 2022, all the DCs/DDCs were directed to cover beneficiaries with PMJAY through convergence.

35 Bokaro, Dumka, Giridih, Ramgarh and Simdega.

36 Jama and Saraiyahat Blocks.

3.4 Deficiencies in Geo-tagging of PMAY-G houses

As per the Geo-tagging Operational Guidelines, issued by GoI, the key objective of geo-tagging was to track progress of construction of individual houses through geo-tagged photographs under the Beneficiary led Individual House Construction component of the Mission. Geo-tagging was driven by 'surveyors' who collect data via *Bhuvan-PMAY* mobile app and 'supervisors' who moderate the collected data through the *Bhuvan-PMAY* geo-platform.

Further, as per FFI of PMAY-G, before release of each instalment, the physical progress of stage-wise construction on the ground was to be verified and monitored by the *Awaas Mitra/Surveyor*, by inspecting the site and uploading the geo-tagged photographs. In this context, Audit observed that:

(i) In Bandhdih South GP under Jaridih Block in Bokaro district, one beneficiary could not be traced through the geo-tagged location uploaded on AwaasSoft (as discussed in ***Paragraph 2.2.2.1*, Case Study 2**);

(ii) During JPV of 633 PMAY-G houses in the six test-checked districts, 42 houses shown as complete as per geo-tagging (as discussed in ***Paragraph 3.1.6*** (iii)) in the AwaasSoft portal, were found to be incomplete.

(iii) Photographs of houses completed during mason training were not uploaded on AwaasSoft though mandated under norms, as discussed in ***Paragraph 3.2.4***.

Thus, the very objective of geo-tagging, to track progress of construction of individual houses up to its completion stage, was not completely met.

In reply, RDD stated (June 2025) that appropriate action would be taken after investigation.

3.5 Conclusion

Implementation of the Scheme, including convergence with other schemes, was deficient and not fully in compliance with the Framework of Implementation (FFI) of PMAY-G. Audit noticed various shortcomings/inadequacies in implementation of PMAY-G *viz*. non-preparation of Annual Action Plan by the test-checked districts during 2019-24 resulting in ineffective plan/roadmap for time-bound completion of houses, shortcomings in registration of the test-checked beneficiaries, less sanction of houses with respect to targets leading to surrender/withdrawals of targets, significant delays in completion of houses ranging from one year to more than three years against the prescribed 12 months time-frame, releasing subsequent instalments against houses which have been categorised as 'not to be constructed', non-facilitation of supply of construction material at competitive rates for construction of quality houses, lack of initiative to construct demo houses across all districts, with the exception of two (East Singhbhum and Ranchi), to familiarise beneficiaries with applicable house designs and related costs, non-adoption of regional housing typologies and non-identification of technical institution to provide technical support to beneficiaries. Besides, Audit also noted non-adoption of green design for promoting green technologies, inadequate training of masons, non-facilitation of loans at subsidised rates for providing financial support to beneficiaries in construction of houses, shortages in provision of basic amenities *viz*, toilets, electricity, drinking water facilities, *etc.* in the constructed houses through convergence with other State/Government of India schemes, deficiencies in geo tagging *etc*. Though Jharkhand was declared Open Defecation Free in December 2018, 48 *per cent* of the houses covered by Audit in JPV (August 2024 to December 2024) lacked toilet facility while as per the information provided by the State PMU (April 2024), toilet facility was not available in eight *per cent* of the completed PMAY-G houses in the State.

Chapter 4
Financial Management

Chapter 4

Financial Management

4.1 Budget provision, release of funds and expenditure

Under PMAY-G, the cost of Unit (house) Assistance was to be shared between the Central and the State Governments, in the ratio of 60:40. The FFI of PMAY-G provides that the Annual Central Allocation (assistance for house construction) in the form of Grants-in-aid to the States, would be released in two instalments[1], based on the Annual Action Plan (AAP) approved by MoRD. The Ministry will release funds to the Consolidated Funds of the States which were to be kept in the SNA[2] only. The FFI of PMAY-G further provided that the State Government would release its full State share, corresponding to the GoI share and transfer it to the SNA. The miscellaneous receipts and interest accrued on PMAY-G funds, were to be treated as part of the available Scheme resources.

Audit scrutiny of information/records provided by RDD revealed that the total expenditure under PMAY-G during 2019-24 was ₹ 14,113.07 crore against the total available funds of ₹ 20,199.98 crore. Details of funds received and spent under PMAY-G, during 2019-20 to 2023-24, are shown in **Table 4.1**.

Table 4.1: Total funds received and expenditure during 2019-24

(₹ in crore)

Year	Opening Balance (OB)	Central share released	State share released	Miscellaneous receipts (including interest)	Total funds available	Expenditure	Closing Balance	Expenditure as percentage of total funds available
2019-20	684.68	2,439.64	1,488.08	15.12	4,627.52	3,328.08	1,299.44	72
2020-21	1,299.44	3,351.63	1,899.00	38.67	6,588.74	3,735.15	2,853.59	57
2021-22	2,853.59	1,150.92	1,135.09	58.69	5,198.29	4,176.34	1,021.95	80
2022-23	1,021.95	941.22	824.41	16.11	2,803.69	2,329.02	474.67	83
2023-24	474.67	291.55	194.37	21.15	981.74	544.48	437.26	55
Total		**8,174.96**	**5,540.95**	**149.74**	**20,199.98**	**14,113.07**	**6,086.91**	**70**

(Source: Information provided by RDD)

It can be seen from **Table 4.1** that:

(i) Utilisation of the available funds ranged between 55 and 83 *per cent* during 2019-24 whereas the overall utilisation of funds was 70 *per cent*.

(ii) During the pandemic (COVID-19) period (2020-21), expenditure was as low as 57 *per cent.*

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1 The first instalment shall be equal to 50 *per cent* of total annual financial allocation and the second instalment shall be equal to the annual allocation minus first instalment and applicable deductions (shortfall of State share etc.)

2 As reported to Audit by RDD, SNA is operated through an Account in the Bank of India, Main Road, Ranchi, since 2015.

(iii) Under-utilisation of funds in the other years was mainly due to incomplete and delayed completion of houses and surrender/withdrawal of targets by MoRD (as discussed in **Chapter 3** of this Report).

Audit further observed from records furnished by RDD that:

- During 2022-23 and 2023-24, no physical targets and funds were provided by MoRD as the national level target had been exhausted.
- There was a short release of Central share amounting to ₹ 1,866.34 crore (21 *per cent*) whereas shortage in release of State share amounted to ₹ 1,350.18 crore (23 *per cent*) during 2019-22. Despite short release of funds by MoRD and the State, there were savings of 20 to 43 *per cent* during 2019-22.
- Low utilisation of funds was mainly due to delays/non-completion of houses (**Paragraph 3.1.3 to 3.1.5**), surrender and withdrawal of targets ***(*Paragraph 2.4*)*** and inadequacies in preparation of the Priority List/PWL (**Paragraph 2.2**).

In reply, RDD stated (June 2025) that budgetary provision, allocation and expenditure were affected due to shortfall in sanction of houses, surrender of targets and delays in construction of houses due to personal reasons of the beneficiaries.

4.1.1 Delay in transfer of Central share to State Nodal Account

The FFI of PMAY-G (2016) stipulates that the Central allocation of funds[3], are to be transferred to the SNA within 15 days[4] from the date of receipt of funds in the Consolidated Fund of the State failing which the State would be liable to pay interest at the rate of 12 *per cent*[5] per annum for the period of delay. As per revised FFI of PMAY-G (2022), this was modified from 15 to 21 days.

Scrutiny of records revealed delays ranging between three and 92 days beyond the stipulated period in the transfer of Central share to SNA by the State Government during 2019-24. This created a liability amounting to ₹ 22.39 crore as penal interest on the State Government.

4.1.2 Delay in release of corresponding State Share

As per FFI of PMAY-G (2016), the corresponding State share against the Central share was to be released within a period of 15 days of release of the Central share. In the revised FFI of PMAY-G (2022), it was provided that the corresponding State share had to be released as early as possible, but not later than 40 days of the release of the Central share. Audit compared the release of State share with corresponding release of Central share during 2019-24 and

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[3] Including Administrative fund transferred to the Consolidate Fund of the State.
[4] As per FFI of PMAY-G issued in 2022 it was modified to 21 days.
[5] Penal interest was omitted from the year 2022-23 onwards as per the FFI of PMAY-G (2022).

noticed that the State matching share was transferred to the SNA with delays ranging between eight and 79 days during 2019-24.

In reply, RDD, while accepting the delays in release of funds, stated (June 2025) that GoI has not had any correspondence with the Department regarding payment of penal interest for delayed transfer of funds to the SNA. It was further stated that appropriate action would be taken to ensure that the release of funds are not delayed in future.

4.2 Administrative Fund

As per the FFI of PMAY-G, two *per cent*[6] of the programme funds would be available for administering the Scheme both at the Central and State level. The two *per cent* earmarked as Administrative funds was over and above the programme funds shared by the GoI and State Governments in the ratio of 60:40. Further, Administrative funds can be utilised *inter-alia* for setting up PMUs at the State, District and Block levels, including expenditure on hiring personnel, activities to sensitise and impart housing literacy to beneficiaries, methods for construction of prototype houses, social audit, staff training, mason training *etc*.

Audit analysis of records provided by the SPMU revealed the following.

(i) MoRD did not release Central share of Administrative funds during 2019-20, 2020-21 and 2023-24 due to under-utilisation of the available Administrative funds by RDD allocated in the previous years. The State Government also did not release the corresponding matching share of Administrative funds due to non-receipt of Central share of Administrative funds;

(ii) During 2019-24, expenditure of ₹ 202.91 crore (40 *per cent*) was incurred out of the available Administrative funds of ₹ 503.75 crore[7].

(iii) Year-wise expenditure of Administrative funds during 2019-24 ranged between 30 and 65 *per cent.*

Reasons for shortfall in expenditure out of Administrative funds were non-provision of support services to beneficiaries (**Paragraph 3.2**), non-utilisation of funds towards training and certification of masons during 2023-24 **(Paragraph 3.2.4)**, *etc*.

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[6] Prior to 2021-22, it was 4 *per cent.*

[7] Central share: ₹60.24 crore; State share: ₹40.16 crore; Bank interest: ₹1.87 crore and other income: ₹7.96 crore; OB: ₹393.52 crore.

Further, in the six test-checked districts, Administrative funds amounting to ₹ 47.12 crore[8] out of the available funds of ₹ 91.47 crore[9] were spent during 2019-24. However, Audit noticed instances of utilisation of Administrative funds on other State schemes, and payment of remuneration to MGNREGS staff, drivers, *etc*., which was not permitted, as discussed in the succeeding paragraphs.

In reply, RDD stated (June 2025) that clarification would be sought from the concerned district authorities in this regard.

4.2.1 Diversion of funds

Administrative funds provided by GoI were to be utilised for specific purposes[10], including towards training and certification of Masons, training on use of appropriate building materials and technologies *etc*. RDD further directed (April 2017) DDCs to utilise Administrative funds on items *viz*,. honorarium payment to PMU personnel; mason training and certification; training to resource persons, self-help groups, panchayat *swayamsewaks etc*.; honorarium to personnel engaged for geo-tagging; quality monitoring of houses constructed under PMAY-G; Social Audit and related IEC activity; and sensitisation of beneficiaries *etc*.

Audit, however, noticed that Administrative funds amounting to ₹ 58.28 lakh were diverted in the six test-checked districts (except Palamu) and spent on inadmissible items *viz.*, schemes other than PMAY-G[11] (₹ 0.75 lakh), renovation of DRDA office and residence of officers in Dumka (₹ 16.02 lakh), miscellaneous expenditure[12] (₹ 41.51 lakh) *etc*.

In reply, four DRDAs (Bokaro, Dumka, Giridih and Simdega) stated (May 2025) that expenditure was incurred with the permission of higher authorities for urgent work. DRDA, Ramgarh stated (December 2024) that expenditure on other items had been incurred in the interest of work. DRDA, Palamu, stated (January 2025) that funds were diverted from PMAY-G due to accounting error by the Chartered Accountant.

In reply RDD stated (June 2025) that clarification will be sought for from the district level officers.

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[8] Bokaro: ₹5.74 crore; Dumka: ₹3.96 crore; Giridih: ₹14.08 crore; Palamu ₹15.94 crore; Ramgarh: ₹3.01 crore; Simdega: ₹4.39 crore

[9] Bokaro: ₹ 12.52 crore; Dumka: ₹ 22.97 crore; Giridih: ₹14.08 crore; Palamu: ₹29.53 crore; Ramgarh: ₹4.73 crore; Simdega: ₹ 7.64 crore.

[10] Activities to sensitise the beneficiaries, construction of prototype of houses for demonstration, supervision and monitoring of schemes, cost of setting up an operating PMU, training of community resource person, social audit, IEC activities *etc*.

[11] *Baba Saheb Bhim Rao Ambedkar Awaas Yojana* (BSBRAAY)/ MGNREGS.

[12] Payment to 4th grade staff/sweeper/contractual staff of MGNREGS/driver, repair/ maintenance of vehicle.

Recommendation 6: The State Government may ensure that guidelines/directives regarding utilisation of Administrative funds are scrupulously followed.

4.2.2 Maintenance of Cash Book of Administrative funds

The RDD instructed (August 2019) that a Cash Book of PMAY-G Administrative Funds was to be maintained by the Districts/Blocks in Tally Software and a printed copy of the Cash Book, duly certified by the authorised officers/officials concerned, should be kept for production at the time of Audit.

Audit noticed that in the test-checked Blocks/Districts, cash books were being maintained manually instead of on Tally Software. Further, in two Blocks (Deori and Jaridih under Giridih and Bokaro respectively) and in Dumka district, manual cash books[13] for Administrative Funds were not produced to Audit. As such, Audit could not ascertain the genuineness of expenditure of ₹ 95.22 lakh[14] incurred over office expenses, remuneration, mason training *etc*. during 2019-24 by the respective blocks/districts under Administrative funds.

In reply, RDD stated (June 2025) that necessary guidelines would be issued to the officers concerned in this regard.

4.3 Delays in release of financial assistance to beneficiaries

As per FFI of PMAY-G, the release of the first instalment (₹ 40,000) to the beneficiary should be electronically credited to the registered Bank Account of the beneficiary within a week (seven working days) from the date of issue of the sanction order by the BDOs.

The PMAY-G beneficiaries were eligible to receive assistance of ₹ 1.20 lakh/₹ 1.30 lakh in three instalments from the State Nodal Account through Fund Transfer Orders (FTOs) issued by BDOs for construction of a *pucca* house.

Audit cross-checked records of 633 beneficiaries in 12 Blocks of the six test-checked districts, with data from AwaasSoft and found that 473 (75 *per cent*) out of the 633 beneficiaries were provided the first instalment with delays ranging between one and 511 days, beyond the stipulated time. Audit further observed that release of the first instalment was delayed up to 30 days (in 336 cases), between 31 to 90 days (in 110 cases), 91 to 120 days (in 10 cases) and more than 120 days (in 17 cases), as shown in **Table 4.2**.

[13] Pertaining to the period from October 2019 to February 2022.

[14] As per AwaasSoft, Administrative Fund expenditure of Deori block during 2019-24: ₹ 66.63 lakh and Administrative Fund expenditure of Jaridih block during 2019-24: ₹ 28.59 lakh.

Table 4.2: Delays in release of 1st instalment to the beneficiaries

District	Block	Beneficiary records test checked	Delays in release of first instalment(cases)				
			Upto 30 days	31-90 days	91-120 days	More than 121 days	Total cases of delays
Bokaro	Gomia	50	22	16	2	2	42
	Jaridih	51	15	17	4	4	40
Dumka	Jama	54	27	13	3	3	46
	Saraiyahat	57	29	12	0	0	41
Giridih	Pirtand	54	21	10	0	1	32
	Deori	59	19	19	0	3	41
Palamu	Husainabad	50	28	9	0	0	37
	Nilambar Pitambarpur	50	24	4	1	3	32
Ramgarh	Dulmi	50	25	0	0	0	25
	Mandu	50	38	1	0	0	39
Simdega	Kurdeg	53	44	1	0	1	46
	Thetaitangar	55	44	8	0	0	52
Total		**633**	**336**	**110**	**10**	**17**	**473**

(Source: AwaasSoft data as of March 2024)

Delay in providing financial assistance to beneficiaries led to delay in completion of houses. Audit test-checked 27 cases where delays in providing financial assistance was more than 90 days and noticed that houses were completed in 13 cases with delays ranging from 32 to 297 days beyond the scheduled period of completion (12 months), in three cases houses were incomplete (as of September 2025) while in 11 cases, houses were completed in time.

In reply, RDD stated (June 2025) that necessary instructions would be issued to all BDOs for releasing financial assistance to the beneficiaries within the stipulated time period.

4.4 Shortfall in generation of person days under MGNREGS

The FFI of PMAY-G envisaged that in addition to the unit assistance (₹ 1.20 lakh/₹ 1.30 lakh), wages for unskilled labour of up to 90/95 person days during house construction would be provided to the PMAY-G beneficiaries from MGNREGS. This could either be availed by the beneficiary himself/herself, or in case where the beneficiary has exhausted his/her 100 person days under MGNREGS, the labour could be contributed by another worker seeking work under MGNREGS. As per MoRD direction (September 2021) the State had to ensure benefits of 90/95 person-days unskilled wages are extended to the PMAY-G beneficiaries in time.

Test check of details of 302 out of 633 beneficiaries (with complete houses as per AwaasSoft) in the six test-checked districts and cross check with uploaded job cards of beneficiaries in the MGNREGA portal (*nrega.nic.in*) was carried out by Audit to ascertain the actual number of person days generated. Audit noticed a difference of 7,328 person days between the person days to be generated (28,200) and actual number of person days generated (20,872). Thus, due to shortfall in generation of person days, less payment of wages (₹ 11.87 lakh) to PMAY-G beneficiaries could not be ruled out.

Cases of short generation of person days in case of two beneficiaries in Palamu and Dumka districts noticed during JPV are illustrated in **Case study 7** and **8**.

Case Study 7

A beneficiary (PMAY-G ID-JH273XXXX) of Dangwar GP under Hussainabad Block of Palamu District was sanctioned (14 November 2020) a house during 2020-21. The beneficiary was paid financial assistance of ₹ 1.30 lakh during December 2020 to January 2022. Cross check with the MGNREGS portal revealed that 24 person days only was generated against the prescribed norm of 95 person days. Thus, short generation of 71 person days resulting in payment of less wages could not be ruled out.

Photograph 4.1:Beneficiary provided less wage for 71 person days from MGNREGS

Case Study 8

A beneficiary (PMAY-G ID: JH248XXXX) of Tengdhoba GP under Jama Block of Dumka District had been sanctioned PMAY-G house in April 2020 and ₹ 1.20 lakh was paid to him during 2020-21. As per AwaasSoft, only 24 person days was generated under MGNREGS against the prescribed 90 person days. Thus short generation of 66 person days resulting in less payment of wages could not be ruled out.

Photograph 4.2: Beneficiary provided less wage for 66 person days from MGNREGS

In reply, RDD stated (June 2025) that after examination of the issue, necessary instructions would be issued to all concerned officers for taking necessary action.

4.5 Release of financial assistance to ineligible beneficiaries

In the test-checked districts, 96,355 (20 *per cent*) ineligible beneficiaries, out of the prioritised 4.82 lakh beneficiaries were remanded/removed (up to March 2024) from the Priority list/PWL on various grounds (**Paragraph 2.2.2 & Table 2.1**).

During test check of remand proposals, Audit noticed that in five out of the six test-checked districts, 115 ineligible beneficiaries[15] were sanctioned houses and provided a total financial assistance of ₹ 138.55 lakh[16] between March 2017 and December 2024.

In reply, RDD stated (June 2025) that necessary instructions would be issued to all concerned officers for taking necessary action after examination of the issue.

4.6 Irregularities in Audit Reports prepared by Chartered Accountants

The FFI of PMAY-G stipulated that the State should ensure that the accounts of PMAY-G, at the State level and the Administrative Fund account at the district level, are audited by a Chartered Accountant (CA) selected from the panel approved by the C&AG of India. Further, the audit for a financial year was to be completed before 31st August of the next financial year.

State level:

Audit Report of PMAY-G accounts for the year 2019-20 was prepared by the CA in February 2020 *i.e.,* prior to the end of the respective financial year. As such, figures reported in the report did not cover the whole financial year. Besides, the Audit Reports of PMAY-G accounts for 2021-22 and 2022-23 were finalised after a delay of 45 to 297 days[17]. Audit also noticed that ₹ 1.38 crore returned by beneficiaries in 2019-20 due to non-completion of houses was not incorporated in the Audited Annual Financial Statements for the year 2019-20 prepared by the CA.

District level:

(i) Giridih district did not furnish the Audit Report prepared by CAs for the year 2019-20 to Audit though called for.

(ii) In four test-checked districts (Bokaro, Dumka, Palamu and Ramgarh), there

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[15] Bokaro: 22 beneficiaries; Dumka: 9 beneficiaries; Palamu: 40 beneficiaries; Ramgarh: 41 beneficiaries and Simdega: 3 beneficiaries.

[16] Bokaro: ₹ 28.60 lakh; Dumka: ₹ 9.95 lakh; Palamu: ₹ 42.80 lakh; Ramgarh: ₹ 53.30 lakh and Simdega: ₹ 3.90 lakh.

[17] CA report for the year 2020-21 prepared on 24.6.2022; CA report for the year 2021-22 prepared on 15.10.2022; CA report for the year 2022-23 prepared on 7.11.2023 and CA report for the year 2023-24 not finalised as of December 2024.

were delays of five to 279 days[18] in the preparation of the Audit Reports of Administrative funds.

(iii) In all the six test-checked districts, Audit Reports for 2023-24 were not furnished, as of December 2024. In reply, the DRDAs stated (December 2024) that the Reports were under finalisation.

(iv) In the Audit Report of Palamu district, there was a difference of ₹ 1.16 crore between the closing balance of 2019-20 and the opening balance of 2020-21 for which no explanations were given in the Audit Report. Further, ₹ 1.04 crore was debited from PMAY-G Administrative Fund and credited to IAY Account. However, corresponding debit/credit entries were neither carried out in the Cash Book of Administrative Fund of PMAY-G nor in the IAY audited account by the CAs, thus indicating inaccuracies in the audited accounts.

In reply, RDD stated (June 2025) that appropriate action would be taken for timely audit by CAs in future and necessary guidelines would be issued to remove the discrepancies identified by Audit.

4.7 Conclusion

Financial management under PMAY-G was inadequate. Total expenditure under PMAY-G in the State was ₹ 14,113.07 crore (70 *per cent*) against the total available funds of ₹ 20,199.98 crore with fund utilisation ranging between 55 and 83 *per cent* during 2019-24. Audit observed delays ranging from three to 92 days beyond the stipulated period in transferring the Central share to the SNA during 2019-24. This resulted in a penal interest liability of ₹22.39 crore on the State Government. There were also delays ranging between eight and 79 days in transferring the State matching share to the SNA during 2019-24. Further, only ₹202.91 crore (40 *per cent*) of the available administrative funds of ₹503.75 crore was utilised during 2019-24, primarily due to the non-provision of support services to beneficiaries and a shortfall in training imparted to masons. Other lapses noticed included diversion of administrative funds towards inadmissible expenditure, delays in providing financial assistance to the beneficiaries, shortfall in generation of person days under Mahatma Gandhi National Rural Employment Guarantee Scheme, release of financial assistance to ineligible beneficiaries, and delays in preparation of Audit Reports by Chartered Accountants and inaccuracies in the audited accounts, indicating lack of oversight by the Rural Development Department.

[18] CA report of PMAY-G of Bokaro: 2019-20: 20.07.2020; 2020-21: 06.06.2022; 2021-22: 05.09.2022; 2022-23: 04.10.2023; Dumka 2019-20: 14.07.2020; 2020-21: 06.12.2021; 2021-22: 15.09.2022; 2022-23: 10.10.2023; Palamu: 2019-20: 03.11.2020; 2020-21: 22.02.2022; 2021-22: 07.10.2022; 2022-23: 16.11.2023; Ramgarh: 2019-20: 20.08.2020, 2020-21: 01.12.2021; 2021-22: 19.11.2022; 2022-23: 12.04.2024.

Chapter 5
Monitoring and Inspection

Chapter 5

Monitoring and Inspection

5.1 State/District/Block Program Management Units

As per the FFI of PMAY-G, the PMUs at the State, District and Block levels were to monitor scheme implementation and quality supervision at different levels including promotion of green housing.

5.1.1 Formation of State/District/Block PMUs

State PMU: The State Level PMU was to consist of the State Nodal Officer along with technical experts related to house construction, including experts on green housing technologies. Further, experts in the field of IT, MIS, PFMS, financial matters, social mobilisation, training co-ordinators and support staff were to be engaged as per requirement.

RDD, GoJ, through a notification issued in May 2017, sanctioned posts of Technical Expert, IT-cum-MIS expert, Training Expert, Social Reform & Community Empowerment Expert, Finance Manager and Computer Operator-Cum-Finance Office Assistant for the SPMU. As per the records[1], nine experts/personnel were posted in the SPMU but records/information regarding formation of the SPMU, details of expertise of the appointed personnel, performance evaluation of personnel (prior to 2023-24) *etc.*, were not provided to Audit though called for (August 2024).

District and Block PMUs**:** In the District PMU, a full-time Program Officer or an officer of sufficient seniority in addition to technical personnel/professionals in the field of construction, IT, Training Co-ordinator and support staff, were to be appointed. Each Block PMU was to be headed by a full-time block level officer/ co-ordinator who would be supported by a MIS Data Entry Operator and technical support staff.

In March 2017, RDD, GoJ, through a notification, sanctioned three posts *viz.*, District Co-ordinator, Training Co-ordinator and Accountant-cum-Computer Operator for each of the 24 District PMUs and two Posts *i.e.*, Block Co-ordinator and Accountant-cum-Computer Operator, for each of the 263 Block PMUs. Based on this, RDD authorised districts to appoint personnel for the district and block level PMUs.

Audit noticed that against the prescribed five and three posts for the district and block level PMUs respectively, as provided in the FFI of PMAY-G, only three and two personnel were sanctioned by the RDD. Post of Technical professionals

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[1] Records relating to extension of services of the SPMU personnel (up to 2024-25).

in the field of construction, as required, were not sanctioned for the district PMUs whereas one post of technical support staff was not sanctioned for the block level PMUs.

During test check in the six districts and 12 blocks, it was noticed that appointment of these personnel for the district and block level PMUs was completed between March 2017 and October 2017 in accordance to the RDD notification (March 2017). However, due to non-sanction of posts of technical personnel/professional and technical support staff for the district/block PMUs, beneficiaries were deprived of technical guidance/support in course of construction of houses. Details of sanctioned strength and men-in-position of PMUs (State/District/Block) are given in ***Appendix-5.1***.

In reply, RDD stated (June 2025) that the appointments have been made as per the requirement for the State, District and Block level planning management units. Appointments have not been made on unnecessary posts out of the posts mentioned in the FFI of PMAY-G.

Reply is not in line with the provisions of the FFI of PMAY-G pertaining to the formation of State/District/Block PMUs. Non-appointment of technical personnel/professionals and technical support staff also affected the implementation of the Scheme since technical guidance/support, in the course of construction of houses, as envisaged, could not be provided to the beneficiaries.

5.1.2 Duties of State/District/Block PMUs

PMUs of the State, District and Block were to collectively ensure effective planning, execution, and monitoring of housing initiatives at the State, District, and Block levels as prescribed under the FFI of PMAY-G. Key duties of PMUs at the State, District and Block level were as shown in **Chart-5.1**.

Chart-5.1: Duties of PMUs

State Programme Management Unit (SPMU)

- Setting targets for districts and blocks.
- Preparing Permanent Wait Lists (PWL) and Annual Select Lists.
- Developing regional housing typologies and recommending green material.
- Planning convergence with various government schemes. Training masons and sensitising beneficiaries.
- Monitoring construction progress and loan disbursal and managing administrative functions like fund proposals and software tools (AwaasSoft).

District Programme Management Unit (DPMU)

- Assisting in PWL finalisation and land allocation for beneficiaries.
- Organising beneficiary sensitisation and mason training.
- Co-ordinating material sourcing and Self Help Group-led production.
- Collaborating with banks for loans and monitoring the progress through District Level Bankers Committee (DLBC).

Block Programme Management Unit (BPMU)

- Registering beneficiaries.
- Promoting green housing.
- Assigning resources like trained masons and village functionaries.
- Overseeing construction progress.
- Ensuring timely fund disbursement.

As per recruitment rules issued by RDD in March 2017, personnel appointed in the District and Block PMUs would be responsible for the works as specified under the FFI of PMAY-G. However, during audit, it was noticed that besides PMAY-G related duties, personnel of the State, District and Block PMUs were assigned/engaged in other duties also *viz*., implementation of State housing schemes (*Birsa Awaas Yojana, Abua Awaas Yojana,* BSBRAAY), law & order duty, examination duty *etc*.

In reply, RDD stated (June 2025) that in the interest of work, employees are also allotted other works along with PMAY-G, but this does not affect the works mentioned in the FFI of PMAY-G.

Reply of RDD is not convincing as the PMUs at the State, District and Block levels were responsible for monitoring scheme implementation and quality supervision. During Performance Audit various shortcomings in implementation of PMAY-G due to deficiencies in monitoring were noticed.

Recommendation 7: The State Government may ensure monitoring of the implementation of the Scheme and quality supervision at the State, District and Block Project Management Units as envisaged in the FFI of PMAY-G.

5.2 State/District/Block level monitoring

The FFI of PMAY-G prescribes that in order to ensure implementation of the Scheme as per the Annual Action Plan, the States had to constitute committees both at the State and District level for directions and oversight. The committees were to comprise officials implementing different components of the Annual Action Plan, and public representatives. Similarly, block level officers were also responsible for inspecting the houses during the construction stage.

5.2.1 Monitoring by the State Level Committee

The composition of the Committee at the State Level, which was to be chaired by the Chief Secretary, was to be decided by the State Government. This Committee was to meet at least twice a year.

The SPMU did not furnish any records regarding the constitution of the State Level Committee and meetings conducted, if any, during 2019-24. On enquiry, SPMU stated (December 2024) that a Monitoring Committee at the Department level was functional to monitor all the Central/State sponsored schemes. However, the minutes of the Monitoring Committee were not made available. In the absence of records of formation of the Committee at the State level for PMAY-G as mandated under the norms, monitoring of the Scheme at the Apex level, could not be ascertained by Audit.

In reply, RDD stated (June 2025) that a validation team has been formed at the Department level which monitors the Scheme by visiting the field. The implementation of the Scheme is also monitored from time to time at the level of the Chief Secretary. The Scheme is also regularly monitored at the State/district/block level.

Reply of the Department is not convincing as the SPMU could not furnish any supporting records regarding the constitution of the State Level Committee and minutes of meetings to Audit. Further, no records in this regard were furnished to Audit.

5.2.2 Monitoring by District Level Committees

As per the FFI of PMAY-G, District Level Committees (DLCs) were to be chaired by the District Collector and were to meet every quarter in a year. The FFI of PMAY-G further stipulated that District level officers should inspect two *per cent* of the houses during construction, including houses employing green technologies.

In the six test-checked districts, 3.55 lakh houses were constructed during 2019-24. As such, 7,100 houses (two *per cent* of constructed houses) were required to be physically inspected by the DLCs during their construction. In the six test-checked districts, Audit noticed that DLCs were not formed as a result of which inspections of houses during their construction could not be carried out.

Thus, in the absence of physical inspections as mandated in the FFI of PMAY-G, deficiencies in the implementation of the Scheme and issues being faced by the beneficiaries were not identified for rectification as discussed in **Chapter 3** of this Report.

In reply, RDD stated (June 2025) that the concerned district level officers would be issued instructions for proper monitoring of the Scheme as per the FFI of PMAY-G. It was further stated that the SPMU has been directed to monitor the district PMUs.

5.2.3 Inspection by block level officers

As per the FFI of PMAY-G, officers at the block level had to inspect, as far as possible, 10 *per cent* of the houses during construction, including houses employing green technologies.

During test check in 12 blocks, it was noticed that appointment of personnel for the block level PMUs was completed (**Paragraph 5.1.1**). Further, in the 12 test-checked blocks[2], 73,245 houses were constructed during 2019-24. As such 7,324 houses (10 *per cent* of construction) were required to be physically inspected by the block level committees. In the 12 test-checked blocks under six districts, records regarding inspection of houses (during construction) by the Block Level officers were not made available. The BDOs of the selected Blocks stated (November-December 2024) that though inspections were carried out, no physical records were maintained.

In reply, RDD stated (June 2025) that all block level officers would be given appropriate directions for monitoring as per the FFI of PMAY-G.

5.2.4 Area Officer Monitoring App

The MoRD, GoI, had developed (January 1994) an application, *i.e.*, Area Officer Monitoring Mobile App, to streamline inspection and monitoring of PMAY-G houses. Subsequently, the RDD, GoJ, instructed (March 2021) all the districts to ensure uploading of the inspection reports and photographs of ongoing works of PMAY-G houses through this App, based on physical verification. All the DCs, DDCs, District Co-ordinators, BDOs and Block Co-ordinators were registered as Area Officers for monitoring. The App enabled the Area Officers to conduct 20 inspections per month, capture defects or irregularities, and upload their findings for further action.

During audit, the test-checked blocks/districts and the State PMU did not furnish any documents/information of physical inspections carried out through this App. Therefore, Audit could not ascertain the actual number of inspections carried out.

[2] Gomia and Jaridih Block of Bokaro District; Jama and Saraiyahat Block of Dumka District; Deori and Pirtand Block of Giridih District; Hussainabad and Nilambar-Pitambarpur of Palamu District; Dulmi and Mandu Block of Ramgarh District; Kurdeg and Thethaitangar Block of Simdega District.

In reply, RDD stated (June 2025) that appropriate instructions in this regard have been issued.

5.3 Role of *Gram Panchayats*

As per the FFI of PMAY-G, GPs have a crucial role under the Scheme which included:

Role /Category	Specific responsibilities
Beneficiary Management	Select, prioritise, and finalise the PWL of eligible beneficiaries based on SECC-2011 data and Awaas+ lists.
Orientation and Support	Guide beneficiaries on Scheme details and assist those unable to construct houses independently, including through rural mason training.
Land and Material Assistance	Identify land for landless beneficiaries and facilitate access to construction materials and trained masons at reasonable rates.
SHG Involvement	Encourage Self-Help Groups (SHGs) to produce and supply quality building materials.
Scheme Convergence	Help beneficiaries to access additional benefits from other government schemes.
Monitoring and Problem-Solving	Discuss Scheme progress in meetings and resolve beneficiary issues.
Social Audits	Support social audit teams in conducting audits.
Timely Completion	Assign local-level functionaries to ensure houses are completed on schedule.

The FFI of PMAY-G further provides that the State Government may organise training programmes to equip GPs to carry out the tasks assigned to them and provide IEC material, particularly on material and building technologies. Expenditure on these items was to be met out of funds allocated for administrative expenses.

Audit visited 60 selected GPs ***(Appendix 1.1)*** in the six test-checked districts for examination of records and joint physical verification of selected beneficiaries. It was noticed that none of the selected GPs maintained relevant records/information relating to beneficiary selection, convergence, sourcing of materials, monitoring & inspection *etc*., and cash books. Reasons of non-availability/maintenance of records, as stated by Panchayat Secretaries/ *Mukhiyas,* were non-handing over of any records by their predecessors and non-transfer of funds for any related work by blocks *etc*. In the absence of records at the GP level, Audit could not ascertain the performance of GPs with reference to duties assigned under the FFI of PMAY-G.

In reply, RDD stated (June 2025) that necessary instructions have been issued to all district/block level officers to ensure that the responsibilities of the GPs are carried out as per the FFI of PMAY-G. Further, during the Exit Conference (June 2025) the Secretary, RDD, stated that implementing agencies would be instructed to keep physical records for necessary verification by Audit.

5.4 Social Audit

The FFI of PMAY-G provides that social audit, involving a mandatory review of all aspects, was to be conducted in every GP, at least once in a year. The basic objective of social audit was to ensure achievement of transparency and accountability in the implementation of the Scheme. The process combined people's participation in the audit process along with monitoring of the Scheme.

A meeting of the Social Audit Unit, Jharkhand, was held in June 2018 wherein it was decided that social audit would be conducted for PMAY-G through a pilot project. As per information furnished to Audit by the SPMU, social audit was conducted during 2020-21, on pilot basis, in 77 GPs of five[3] out of the 24 districts. Out of the six test-checked districts, social audit was conducted during 2020-21 in two blocks (Shikaripara and Naudiha Bazar) under two districts (Dumka and Palamu). No action thereafter was taken for conducting social audit in the remaining GPs/blocks/districts during 2022-24 as a result of which irregularities/deficiencies in the implementation of the Scheme and difficulties faced by beneficiaries in construction of houses could not be highlighted. Further, the objective of ensuring people's participation in the monitoring process also remained unachieved.

Major issues highlighted during the pilot social audit were, release of second instalments to beneficiaries before the prescribed stage (windowsill level), lack of information among beneficiaries about loan facility, non-payment of wages through MGNREGS, non-commencement of work by beneficiaries after release of first instalment and transfer of funds to bank accounts of persons other than beneficiaries. In reply, RDD stated (June 2025) that in the light of the guidelines of the Rural Development Ministry, social audit of PMAY-G would be conducted along with MGNREGS from the current financial year.

Recommendation 8: The State Government may ensure that periodic social audit is conducted as envisaged in the FFI of PMAY-G.

5.5 Grievance Redressal Mechanism

The FFI of PMAY-G provided for a grievance redressal mechanism to be set up at different levels *i.e.*, the GPs, Blocks, Districts and State. An official of the State Government was to be designated at each level to ensure disposal of grievances to the satisfaction of the complainants. The designated official at each level was responsible for disposing off the grievances/complaints within a period of 15 days from the date of receipt.

Test check of records in GPs, Blocks and Districts revealed that no grievance redressal mechanism had been set up to redress the complaints/grievances of the beneficiaries.

In reply, RDD stated (June 2025) that instructions have been issued for appropriate action in accordance with the FFI of PMAY-G. It was further stated that all complaints filed in CPGRAMS are disposed off in time.

[3] Dumka, Gumla, Hazaribag, Palamu and Sahibganj.

5.5.1 Centralised Public Grievance Redress and Monitoring System

Centralised Public Grievance Redress and Monitoring System (CPGRAMS) is an online platform available to citizens 24x7 to lodge their grievances to the public authorities on any subject related to service delivery. It is a single portal connected to all the Ministries/Departments of GoI and the States. The status of the grievance filed in CPGRAMS can be tracked with the unique registration ID provided at the time of registration of the complainant.

In the six-test checked districts, Audit noticed that 326 PMAY-G related complaints[4] were lodged and disposed of through the CPGRAMS portal during 2019-24. However, details regarding nature of complaints could not be ascertained as no records were maintained.

In reply, RDD stated (June-2025) that instructions have been given to take action in accordance with the FFI of PMAY-G. It was further stated that all complaints filed in the CPGRAM are disposed off in time.

Recommendation 9: The State Government may set up and operationalise a grievance redressal and monitoring mechanism at the State, District and Block levels as envisaged under the Scheme.

5.6 Internal Audit

MoRD, GoI, conducted internal audit of PMAY-G in one district (East Singhbhum) during 2019-20. Issues such as non-reconciliation of bank accounts, non-monitoring by SHGs, blockade and diversion of funds were noticed by MoRD's internal audit wing. However, as per records made available it was noticed that Action Taken Reports in respect of the audit observations were pending, as of December 2024.

5.7 Monitoring through community participation

The FFI of PMAY-G provided for a community based participatory monitoring system to be put in place by the States. The SHG network under the National Rural Livelihood Mission (NRLM), Non-Government Organisations (NGOs) and Civil Society Organisations (CSOs) was to be utilised for participatory monitoring of the progress and quality of houses constructed.

However, from the information furnished (December 2024) to Audit by the SPMU, it was seen that community based participatory monitoring system has not been set up in the State.

In reply, RDD stated (June 2025) that assistance of SHGs are taken from time to time to ensure community participation in the implementation of the Scheme.

However, no documentary evidence regarding community participation was furnished to Audit.

[4] Complaints received and disposed-- Bokaro: 70; Dumka: 37; Giridih: 88; Palamu: 84; Ramgarh: 37 and Simdega: 10.

5.8 Conclusion

Monitoring of housing initiatives by the PMUs at the State, District and Block levels, including the desired inspections as mandated under the Framework for Implementation of PMAY-G, was not effective. *Gram Panchayats*, despite their key role, as envisaged under the Scheme, maintained no records in support of any of their monitoring and oversight activities.

Social audit was conducted on pilot basis during 2020-21 in 77 GPs of five (Dumka, Gumla, Hazaribag, Palamu and Sahibganj) out of the 24 districts. However, no social audit was carried out in the remaining GPs/blocks/districts during 2022-24 as a result of which irregularities/deficiencies in the implementation of the Scheme and difficulties faced by beneficiaries in construction of houses could not be identified/ addressed timely.

Key monitoring mechanisms, such as grievance redressal, and community-based monitoring systems, were also found to be absent.

Ranchi
The 24 April 2026

(INDU AGRAWAL)
Principal Accountant General (Audit)
Jharkhand

Countersigned

New Delhi
The 30 April 2026

(K. SANJAY MURTHY)
Comptroller and Auditor General of India

Appendices

Appendix-1. 1

(*Ref: Paragraph 1.9; page 10*)

Details showing sampling and sampling methodology used for selection of Districts, Blocks, GPs and Beneficiaries

Districts	Six districts (Bokaro, Dumka, Giridih, Palamu, Ramgarh, and Simdega), out of 24 districts of State have been selected from the Zones (A to D) of the State by using Probability Proportional to Size without Replacement (PPSWoR) method with 'Expenditure as Size'.
Blocks	12 Blocks (Two Blocks from each of the selected district) *i.e*. Gomia and Jaridih Block of Bokaro District; Jama and Saraiyahat Block of Dumka District; Deori and Pirtand Block of Giridih District; Hussainabad and Nilambar-Pitambarpur of Palamu District; Dulmi and Mandu Block of Ramgarh District; Kurdeg and Thethaitangar Block of Simdega District have been selected by using PPSWoR method with 'Expenditure as Size'.
GPs	60 Gram panchayats (GPs) *i.e.* Baridih, Kathara, Kodwatand, Hosir West,Tulbul from Gomia Block and Araldih, Bandhdih North, Chilgaadda, Gaichanda, Khutari from Jaridih Block of Bokaro District; Asanjor, Lagla, Nawadih, Sarsabad, Tengdhowa from Jama Block Kendua, Mathakesho, Pathara, Raksha, Saljora from Saraiyahat Block of Dumka District; Ghaskaridih, Harla, Manikbad, Nekpura, Tilakdih from Deori Block and Badganwa, Khukhara, Madhuban, Nawadih, Palganj from Pirtand Block of Giridih District; Baniadih Barahi, Dangwar, Deori Kala, Kurmipur, Mahudand from Hussainabad Block and Haratua, Juru, Naudiha, Oriya Kalan, Rajhara from Nilambar Pitambar Block of Palamu District; Honhe, Jamira, Sikni, Siru, Soso from Dulmi Block and Ara North, Basantpur, Pindra, Ratwe, Sondiha from Mandu Block of Ramgarh District; Barkibuara, Chadrimunda, Khinda, Kurdeg, Kutmakachchhar from Kurdeg Block and Baghchatta, Joram, Koromia, Thethaitangar, Tukupani from Thethaitangar Block of Simdega District has been selected by using PPSWoR method and by considering number of houses constructed as Size.
Beneficiary Survey & Joint Physical Verification	50 Beneficiaries who have availed financial assistance for construction of their houses under PMAY-G have been selected in each sampled Block for Beneficiary Survey and Joint Physical Verification.
Beneficiary records	2,400 beneficiary records (complete/ incomplete houses) selected in 12 Blocks in the six test-checked districts for detailed examination. Remand cases of 2,400 beneficiaries were selected randomly from the Remand Lists in six test-checked districts for examination.

Appendix 3.1
(*Ref: Paragraph 3.1.2; page 28*)

Information desired at the time of registration of beneficiaries as per Registration Manual (2016)

1. Beneficiaries' personal details
2. Bank accounts details
3. Convergence details
4. Disability details
5. PMAY-G ID
6. Priority number as per Priority list
7. Job card details
8. Swachh Bharat Mission number
9. Willingness to take mason training and to use house design typology developed for the region *etc*.
10. Photos with previously built house
11. Priority number
12. Letter from BDOs to *Panchayat Sewak* regarding selection of beneficiaries from the Priority list according to the target provided
13. Verification of bank accounts
14. Date of meeting with beneficiaries along with total number of days during which meetings were organised
15. Draft format of letter to beneficiaries from BDOs to attend training after sanction of houses
16. Draft format of affidavit from beneficiaries regarding declaration of period during which the house is to be constructed by them
17. Draft format of notice if the house is not completed by them within the time frame *etc*.

Appendix 3.2

(*Ref: Paragraph 3.1.3; page 30*)

PMAY-G houses completed during 2019-24 in the test-checked districts

Sl. No.	District	2019-20	2020-21	2021-22	2022-23	2023-24	Total
1	Bokaro	10,850	8,828	13,193	14,089	1,024	47,984
2	Dumka	12,125	14,260	26,269	17,778	2,254	72,686
3	Giridih	12,681	18,446	19,187	25,070	2,805	78,189
4	Palamu	13,601	18,990	24,038	46,814	7,323	1,10,766
5	Ramgarh	3,141	2,391	4,570	3,280	272	13,654
6	Simdega	3,118	7,905	9,120	10,560	733	31,436
	Total	**55,516**	**70,820**	**96,377**	**1,17,591**	**14,411**	**3,54,715**

(Source: AwaasSoft)

Appendix 5.1
(*Ref: Paragraph 5.1.1.; page 58*)
Sanctioned strength and men-in-position in PMUs (State/District/Block)

SPMU	Sanctioned strength	Actual position	DPMU	Sanctioned strength	Actual position	BPMU	Sanctioned strength	Actual position
State Nodal Officer - Head PMU.	1	1	Full-time Program Officer	1	1	Full-time Program Officer	1	1
Technical Expert in the field of house construction	1	1	Technical professional in the field of construction	1	0	MIS Data entry operators	1	1
Expert in IT/MIS/PFMS	1	2*	IT professional	1	0	Technical support staff	1	0
Expert in Financial matters	1	2**	Training Coordinator	1	1			
Expert in Social Mobilisation	1	1	Support staff	1	1 (Computer operator)			
Training Coordinator	1	1						
Support staff as per requirement		2 (Computer operator)						

***One State Coordinator (IT)PMU also appointed**
****One Assistance Finance Manger also appointed**
Source: Sanctioned strength of PMUs as per FFI of PMAY-G and Men-in-Position as per information furnished by State/Districts

Glossary of Abbreviations used in the report

Abbreviation	Full Form
AAP	Annual Action Plan
BDO	Block Development Officer
BPMU	Block Programme Management Unit
BSBRAAY	Baba Saheb Bhim Rao Ambedkar Awaas Yojana
CA	Chartered Accountant
CAG	Comptroller & Auditor General
CCL	Central Coalfields Limited
CPGRAMS	Centralised Public Grievance Redress and Monitoring System
CSDCI	Construction Skill Development Council of India
DAC	District Appellate Committee
DBT	Direct Benefit Transfer
DC	Deputy Commissioner
DDC	Deputy Development Commissioner
DLC	District Level Committee
DPMU	District Programme Management Unit
DRDA	District Rural Development Agency
FFI	Framework For Implementation
FTO	Fund Transfer Order
GOI	Government of India
GOJ	Government of Jharkhand
GP	Gram Panchayat
HGNSJ	Har Ghar Nal Se Jal
HH	Households
IAP	Integrated Action Plan
IAY	Indira Awaas Yojana
JPV	Joint Physical Verification
LWE	Left Wing Extremism
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MoRD	Ministry of Rural Development
ODF	Open Defecation Free
PFMS	Public Financial Management System
PMAY-G	Pradhan Mantri Awaas Yojana-Gramin
PMU	Project Management Unit
PPSWOR	Probability Proportional to Size Without Replacement
PWD	Person With Disability
PWL	Permanent Wait List
RDD	Rural Development Department
RHISS	Rural Housing Interest Subsidy Scheme
SECC	Socio-Economic Caste Census
SHG	Self Help Group
SNA	State Nodal Account
SPMU	State Programme Management Unit

https://cag.gov.in/ag/jharkhand/en