

**Report of the  
Comptroller and Auditor General of India**

**Performance Audit of Implementation of  
Housing Schemes for Urban Poor in  
Karnataka**

**Government of Karnataka  
Report No. 4 of the year 2022**



<b>Table of contents</b>		
--------------------------	--	--

Paragraph	Contents	Page Number
	Preface	v
	Executive Summary	vii
<b>Chapter I</b>	<b>Introduction</b>	
1.1	Administration and Implementation Structure	1
1.2	Audit Objectives	2
1.3	Audit Criteria	3
1.4	Scope of Audit	3
1.5	Audit Methodology	3
1.6	Acknowledgement	3
1.7	Audit Findings	3
<b>Chapter II</b>	<b>Selection of beneficiaries and planning</b>	
2.1	Selection of Beneficiaries	5
2.2	Attachment of beneficiaries to projects	8
2.3	Selection of beneficiaries outside demand survey	9
2.4	Delay in preparation of strategic and annual plans	13
2.5	Non-fulfilment of mandatory reforms for growth of housing sector	14
<b>Chapter III</b>	<b>Affordable Housing in Partnership</b>	
3.1	Introduction	17
3.2	Shortage of financial resources	17
3.3	Deficiencies in execution of AHP projects	20
<b>Chapter IV</b>	<b>Beneficiary Led Individual House Construction</b>	
4.1	Introduction	25
4.2	Non-release of central assistance due to shortfall in attachment of beneficiaries	26
4.3	Non-release of financial assistance to beneficiaries	26
4.4	Unfruitful expenditure on incomplete houses	27
4.5	Direct Benefit Transfer	28
<b>Chapter V</b>	<b>Monitoring and Evaluation</b>	
5.1	Introduction	31
5.2	Lapses in manual monitoring resulting in duplication of claims	31

<b>Paragraph</b>	<b>Contents</b>	<b>Page Number</b>
5.3	Monitoring through geo-tagging of houses	31
5.4	Functioning of TPQMA	35
5.5	Functioning of CLTC	36
5.6	Social Audit	36
<b>Chapter VI</b>	<b>Conclusion and Recommendations</b>	
6.1	Conclusion	37
6.2	Recommendations	38
	Appendices	41
	Glossary	67

<b>List of appendices</b>		
<b>Appendix Number</b>	<b>Details</b>	<b>Page Number</b>
1.1	Details showing sample selected for Performance Audit	41
2.1	Statement showing beneficiaries who received benefits under AHP and BLC verticals	42-44
2.2	Statement showing beneficiaries who received multiple benefits under AHP projects implemented by KSDB	45-48
2.3	Statement showing details of beneficiary and spouse availing benefits under different verticals	49
2.4	Statement showing ULBs where approved DUs were more than beneficiaries identified in demand survey	50
3.1	Statement showing non-compliance to conditions prescribed by CSMC	51-52
3.2	Statement showing DUs not started due to non-contribution of beneficiary share	53
3.3	Statement showing extra financial implication due to delay in approval/execution of projects	54-55
3.4	Statement showing payments made to contractors for demolition of existing structures	56-57
4.1	Statement showing duplicate payments of central assistance to the beneficiaries	58-62
4.2	Statement showing duplicate payments of state assistance to the beneficiaries	63-65
5.1	Statement showing beneficiaries who received excess payment disproportional to stage of progress achieved	66



## Preface

1. This Report of Comptroller and Auditor General of India for the year ended 31 March 2021 has been prepared for submission to the Governor of Karnataka under Article 151(2) of the Constitution of India for being placed in the State Legislature.
2. The Report covering the period 2015-21 contains the results of Performance Audit of 'Implementation of Housing Schemes for Urban Poor in Karnataka'.
3. The Audit was conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.





## Executive Summary

Government of India (GoI) launched the scheme Pradhan Mantri Awas Yojana – Housing for All (Urban) [PMAY(U)] during June 2015 envisioning ‘Housing for All’ by 2022. The Government of Karnataka (GoK) notified Karnataka Affordable Housing Policy (KAHP), 2016 in alignment with PMAY(U) and dovetailed the existing state sector housing schemes with PMAY(U).

A performance audit on ‘Implementation of Housing schemes for Urban Poor in Karnataka’ was conducted for the period 2015-16 to 2020-21 to assess whether the selection of beneficiaries for projects under the PMAY(U) scheme ensured inclusion of eligible population and the projects were planned and executed comprehensively to meet the challenges of housing for urban poor. Out of the four verticals of the scheme, the Performance Audit covered the Affordable Housing in Partnership (AHP) and Beneficiary Led individual house Construction (BLC) verticals which were implemented by the Housing Department, GoK. Rajiv Gandhi Housing Corporation Ltd. (RGHCL) functioned as the State Level Nodal Agency (SLNA) for PMAY(U) in the State and the projects under the scheme were implemented through Karnataka Slum Development Board (KSDB) and the Urban Local Bodies (ULB).

As of March 2021, under AHP and BLC verticals, projects were taken up only for 5,17,531 beneficiaries out of the 13,71,592 prospective beneficiaries (38 *per cent*) identified through demand survey. As against the approved 5,17,531 DUs, only 88,395 DUs (17 *per cent*) were completed as of March 2021. The construction of 3,28,499 DUs (63 *per cent*) were yet (March 2021) to be commenced indicating that achieving the mission goal of ‘Housing for All’ by 2022 was a difficult prospect. The various deficiencies in the implementation of the AHP and BLC verticals of the scheme are brought out in the following paragraphs:

- The demand survey for assessing the requirement of housing for urban poor was not effective and carried the risk of exclusion of eligible beneficiaries as only 13.72 lakh prospective beneficiaries were identified in the survey as against 20.35 lakh people requiring affordable housing projected in KAHP, 2016. The demand survey was not completed within the prescribed cut-off date and around 49 *per cent* of the beneficiaries were added to the survey list subsequently affecting strategic planning, setting of annual targets and allocation of resources.

(Chapter 2: Paragraph 2.1.1)

- Only 3.43 lakh out of 5.17 lakh beneficiaries were attached to the approved AHP and BLC projects after due validation using unique identification numbers resulting in beneficiaries drawing multiple benefits under same/different verticals.

(Chapter 2: Paragraph 2.2)

- Analysis of test checked AHP projects revealed that only 12 *per cent* of the beneficiaries who were part of the approved Detailed Project Reports (DPRs) were extended actual benefits and 44 *per cent* of the actual beneficiaries were not even part of the prospective beneficiary list derived

from the demand survey. This resulted in extension of scheme benefits to ineligible beneficiaries such as those with annual income above rupees three lakh and those already having pucca houses. Joint inspection of the houses constructed under the scheme revealed that 41 *per cent* of the houses visited were high-cost multi-storey buildings having carpet area more than 30 square metre and did not fall within the unit cost of ₹ 5 lakh prescribed under the scheme.

(Chapter 2: Paragraph 2.3)

- The Housing For All Plan of Action (HFAPoA) which was the strategic plan document for implementation of the scheme was finalised in 2020 after 5 years from the commencement of the scheme. The finalisation of strategic plan at the fag end of the scheme served the purpose of documentation alone and did not aid in proper execution of the scheme.

(Chapter 2: Paragraph 2.4)

- The State Government was yet to comply four out of six mandatory reforms prescribed in the scheme guidelines to ease the administrative and regulatory bottlenecks for facilitating growth of affordable housing sector through private participation. This resulted in non- implementation of ISSR and AHP verticals with private participation envisaged under the scheme.

(Chapter 2: Paragraph 2.5)

- There was shortage of financial resources under AHP vertical as GoI withheld an amount of ₹ 1003.55 crore due to non-fulfilment of prescribed conditions by State Government and due to short collection of beneficiary contribution and ULB share to the tune of ₹ 8360.78 crore. This resulted in cancellation of AHP projects and non-provision of civic infrastructure for completed houses envisioned under the scheme.

(Chapter 3: Paragraph 3.2)

- The objective of the scheme to provide group housing with infrastructural facilities under AHP vertical was not accomplished as only 14 *per cent* of the houses taken up by Karnataka Slum Development Board (KSDB) under AHP were constructed as group houses and rest of the houses were taken up individually in a scattered manner. These projects were undertaken without provision for basic civic infrastructure such as water supply, underground drainage, roads, electricity etc. prescribed under scheme guidelines.

(Chapter 3: Paragraph 3.3)

- GOI withheld release of first instalment under BLC projects amounting to ₹ 569.56 crore due to shortfall in attachment of beneficiaries to the projects.

(Chapter 4: Paragraph 4.2)

- There was inordinate delay in release of payments under BLC vertical even though beneficiaries achieved the prescribed stage of progress in construction of houses. This resulted in stoppage of work hampering the progress of the scheme.

(Chapter 4: Paragraph 4.3)

- The primary control for Direct Benefit Transfer (DBT) payments, viz, validation through unique identification (Aadhaar), was not carried out for payments amounting to ₹ 172.64 crore made to 12,757 out of 62,648 BLC beneficiaries. Audit analysis revealed double payments amounting to ₹ 1.30 crore in 111 cases due to bye-passing of the above important internal control.

(Chapter 4: Paragraph 4.5)

- Lapses in mandatory monitoring of payments made under Credit Linked Subsidy Scheme (CLSS) vertical by SLNA resulted in 471 beneficiaries who had availed assistance under CLSS receiving benefits again under BLC and AHP verticals.

(Chapter 5: Paragraph 5.2)

- The monitoring of construction of houses by BLC beneficiaries through geo-tagging was carried out through Indira mane application instead of the mandated Bhuvan application which necessitated duplication of the process at an extra expenditure of ₹ 0.79 crore. The geo-tagging of AHP projects taken up by KSDB failed to meet the required technical specifications and consequently the geo-tagging process could not be completed for the houses taken up under AHP vertical.

(Chapter 5: Paragraph 5.3)



## Chapter I

### Introduction

The Pradhan Mantri Awas Yojana – Housing for All (Urban) [PMAY (U)] launched during June 2015 envisaged provision of houses for all urban poor over a period of seven years. The Government of Karnataka (GoK) notified (May 2016) Karnataka Affordable Housing Policy (KAHP), 2016 in alignment with PMAY(U) and dovetailed the existing state sector housing schemes<sup>1</sup> with PMAY(U). The scheme has following four verticals:

- In Situ Slum Redevelopment (ISSR) – rehabilitation of slum dwellers with participation of private developers using land as resource
- Credit Linked Subsidy Scheme (CLSS) – promotion of affordable housing for Economically Weaker Section (EWS)/Low Income Group/Middle Income Group through credit linked subsidy.
- Affordable Housing in Partnership (AHP) – supply side intervention with Central assistance of ₹ 1.50 lakh per EWS house in participation with public or private sector.
- Beneficiary Led individual house Construction (BLC) – Central assistance of ₹ 1.50 lakh per EWS house for construction of new house or enhancement.

The Performance Audit was taken up for AHP and BLC verticals of the scheme which were implemented by the Housing Department, GoK.

#### 1.1 Administration and Implementation Structure

Central Sanctioning and Monitoring Committee (CSMC) under the chairmanship of Secretary, Ministry of Housing and Urban Affairs (MoHUA)<sup>2</sup> is the apex decision making body of the scheme at Government of India (GoI) level. GoK constituted (January 2016) State Level Sanctioning and Monitoring Committee (SLSMC) and State Level Appraisal Committee (SLAC) under the chairmanship of Chief Secretary & Secretary, Housing Department, GoK respectively and appointed Rajiv Gandhi Housing Corporation Limited (RGHCL) as the State Level Nodal Agency (SLNA) for implementation of the AHP and BLC verticals under the scheme.

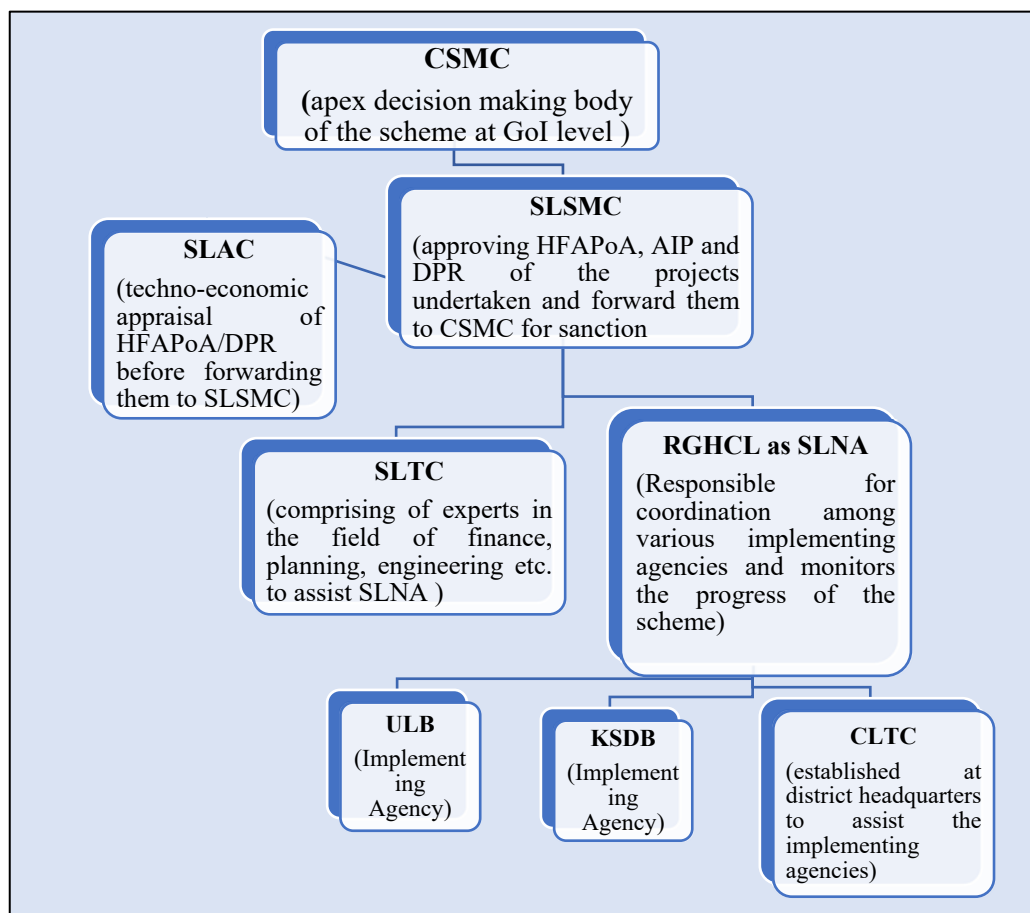
The role of various agencies involved in implementation of the scheme is illustrated in **Chart 1.1** below:

---

<sup>1</sup> Dr.B.R. Ambedkar Nivas Scheme, Devraj Urs Housing Scheme and Vajpayee Urban Housing Scheme

<sup>2</sup> Formed by merging Ministry of Urban Development and Ministry of Housing and Urban Poverty Alleviation on 06-07-2017

Chart 1.1: Implementation structure of PMAY(U) scheme



SLTC – State Level Technical Committee  
 HFAPoA – Housing For All Plan of Action  
 AIP – Annual Implementation Plan  
 DPR – Detailed Project Report  
 CLTC – City Level Technical Committee  
 KSDB – Karnataka Slum Development Board  
 ULB – Urban Local Body

## 1.2 Audit Objectives

The objectives of the Performance Audit were to assess whether

- the system for identifying targeted beneficiaries under AHP and BLC verticals were adequate, effective and ensured inclusion of all eligible population and exclusion of non-eligible beneficiaries.
- projects under the AHP and BLC verticals were comprehensively planned and executed to provide housing to all urban poor by 2022.
- the inbuilt monitoring and evaluation mechanism were working effectively.

### 1.3 Audit Criteria

The criteria for evaluating Performance Audit were:

- Pradhan Mantri Awas Yojana (Urban) Guidelines
- Karnataka Affordable Housing Policy, 2016, Karnataka Slum Areas Development Policy, 2016 and Guidelines of the State Sector Urban Housing Schemes
- PMAY Management Information System (MIS) User Manual, 2016

### 1.4 Scope of Audit

The Performance Audit was carried out during October 2020 to July 2021 and covered implementation of AHP and BLC verticals of PMAY (U) scheme in Karnataka during 2015-21. It involved examination of records in Secretariat, RGHCL, KSDB, District Urban Development Cell and 36 ULBs selected by adopting multistage stratified sampling. Further, 803 beneficiaries (minimum four per project with proportionate representation of SC/ST/General) were randomly selected for conducting beneficiary survey. Details of selected districts, ULBs and sampled projects is provided in **Appendix 1.1**.

### 1.5 Audit Methodology

An entry conference was held on 09 October 2020 with the Secretary, Housing Department in which the audit methodology, scope, objectives and criteria were explained. The audit methodology involved document analysis, responses to audit queries, joint physical verification with KSDB/ULB officials, collection of photographic evidence and beneficiary surveys. The results of the performance audit were discussed with the Secretary, Housing Department in the exit conference held on 16 September 2021. Replies of the State Government were received on 16 September 2021 and have been suitably incorporated.

### 1.6 Acknowledgement

Audit acknowledges the cooperation and assistance extended by the State Government, RGHCL, KSDB and all the ULBs in conducting the performance audit.

### 1.7 Audit Findings

Audit findings are organised into four chapters - Selection of Beneficiaries and Planning, Affordable Housing in Partnership, Beneficiary Led Individual House Construction, Monitoring and Evaluation





## Chapter II

### Selection of Beneficiaries and Planning

#### 2.1 Selection of beneficiaries

Selection of beneficiaries under the scheme was carried out through Urban Ashraya Committees<sup>3</sup> headed by local MLA of the constituency. Audit observed that beneficiary selection mechanism was not effective as it failed to ensure houses to all the houseless while many ineligible beneficiaries were provided benefit under the scheme as explained below:

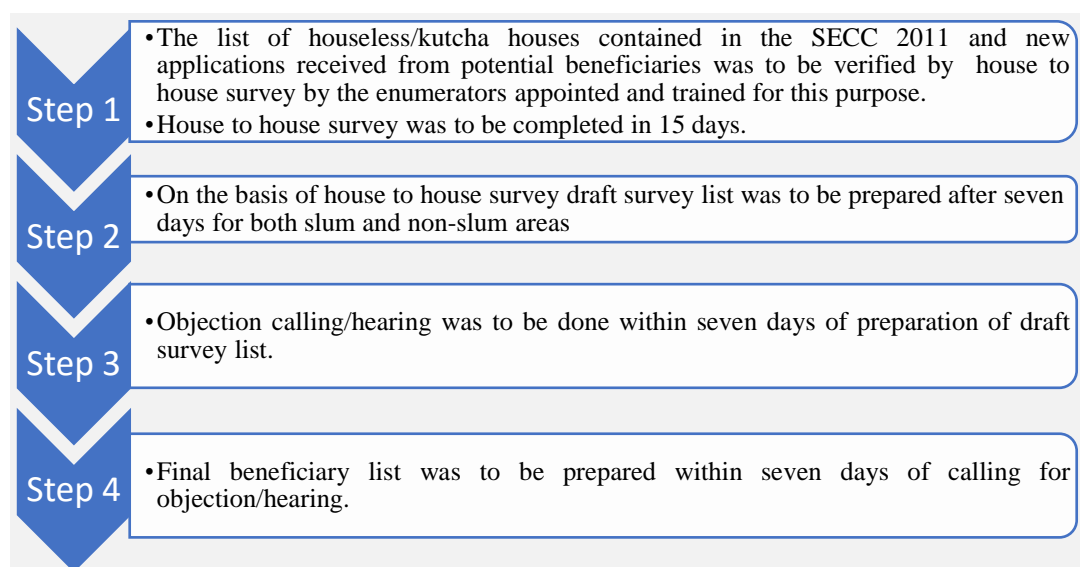
##### 2.1.1 Conducting Demand Survey

As per the PMAY(U) guidelines, conducting of demand survey was the first step in the implementation of the scheme. Paragraph 8.3 of scheme guidelines envisaged that cities would undertake a demand survey for assessing the actual demand of housing which formed the basis for preparation of HFAPoA. Actual beneficiaries of the scheme were drawn from the prospective beneficiary list prepared through demand survey. The deficiencies observed in conduct of the survey are brought out in the succeeding paragraphs:

###### 2.1.1.1 Due process not followed

State Government issued (June 2016) detailed instructions for conducting of demand survey. The steps suggested in the guidelines are indicated in **chart 2.1**:

**Chart 2.1: Sequential process for demand survey**



Audit observed that 47 out of 273 ULBs did not incur any expenditure for conducting the demand survey. These ULBs returned the one-time grants released for conducting the survey amounting to ₹ 2.56 crore to SLNA. In respect of Lingasuguru ULB, funds released (January 2017) amounting to ₹ 5.25

<sup>3</sup> A committee comprising of official and non-official members who finally approves the list of beneficiaries identified by the Urban Local Bodies through demand survey

lakh was wrongly credited to the account of a private person. The amount was yet to be recovered (September 2021).

On scrutiny of records maintained at test checked 36 ULBs, Audit further observed the following:

- The ULBs did not have the details of people who were homeless or living in kutcha houses as per the Socio-Economic Caste Census (SECC), 2011. In 11<sup>4</sup> ULBs the number of households visited by the enumerators was less than actual number of beneficiaries included in the demand survey. Out of 803 beneficiaries surveyed in 36 ULBs, 359 beneficiaries (45 per cent) responded that no official from ULB/KSDB visited their houses for any kind of survey and they got information about the scheme from their local representatives and applied for availing benefit by directly visiting the ULB /KSDB offices.
- Three<sup>5</sup> out of 36 test checked ULBs did not incur any expenditure for conducting demand survey. Town Municipal Council, Indi failed to produce any records in support of demand survey conducted.
- None of the selected ULBs produced records in support of calling for objection/hearing to the draft survey list before finalizing beneficiary list.
- None of the test checked ULBs conducted training programmes for enumerators.

Thus, the demand survey was conducted without following the procedure prescribed by State Government which carried the risk of exclusion of eligible beneficiaries. The fact that only 13.72 lakh prospective beneficiaries were identified (March 2021) through demand survey, as against 20.35 lakh people requiring affordable housing as projected in KAHP, 2016 indicated significant exclusion of eligible beneficiaries in the survey.

The State Government replied (September 2021) that ULBs utilised their own resources and available staff for conducting survey, instead of appointing enumerators. The fact remains that the conduct of survey without following the prescribed procedures and non-deployment of trained enumerators rendered the demand survey data base inaccurate and incomplete. This resulted in the under achievement of the desired benefits of the scheme as discussed below:

#### **2.1.1.2 Incomplete information in the Demand Survey Database**

Paragraph 8.3 of PMAY (U) scheme guidelines prescribed the following mandatory information regarding beneficiaries to be collected during demand survey:

- ownership details of existing house
- type of house based on roofing
- name and age of the family members along with relationship to head of family
- details of ownership of residential property anywhere in India

---

<sup>4</sup> Bidar, Bilagi, Chikanayakanahalli, Chittaguppa, Humnabad, Kunigal, Madhugiri, Nagamangala, Pavgada, Srirangapatna and Yelandur

<sup>5</sup> Anekal, Kamalapur and Mandya

- employment status of beneficiaries

On examination of demand survey database, Audit observed that none of above mandatory information prescribed in the guidelines were available in the database.

The benefits under AHP and BLC vertical were limited to BPL and EWS population. Audit observed that in respect of only 4.19 lakh out of 13.72 lakh (31 *per cent*) beneficiaries, documents such as BPL ration card, income certificate etc. were collected during the demand survey to assess their economic eligibility.

The State Government in its reply (September 2021) accepted that mandatory details were not collected due to lack of proper training to the enumerators and that the information were subsequently collected during attachment of the beneficiaries to the projects.

The reply underscores the violation of the guidelines which prescribed mandatory training for enumerators, in the absence of which the survey exercise was rendered inadequate. Audit observed that documents supporting economic eligibility were not available for 2.30 lakh out of 3.43 lakh (67 *per cent*) attached beneficiaries.

### **2.1.1.3 Non-completion of demand survey within the prescribed time limit**

As per the paragraph 2.3 of module for preparation of HFAPoA issued by the MoHUA, the States were advised to decide a cut-off date for receiving applications for housing under the scheme so that demand assessment was completed in specified time frame and did not become an ongoing exercise. In adherence to the above, State Government prescribed (June 2016) that the whole process of assessing demand for the scheme should be completed within 15 days of taking up the demand survey. However, in contravention of the above, beneficiaries were being added to the demand list till date (March 2021). Audit observed that 6.72 lakh out of 13.72 lakh (49 *per cent*) beneficiaries were added to the demand list during 2017-21. Thus, the assessment of demand has become an ongoing exercise which affected the strategic planning, setting of annual targets and allocation of resources for achieving the mission goal by 2022.

The State Government replied (September 2021) that GoI instructions were not mandatory and allowed receipt of applications from beneficiaries after the cut-off date.

The reply was not acceptable as CSMC had prescribed (April 2016) that the demand survey was to be completed by June 2016 and emphasised the finalisation of beneficiary list as early as possible in all subsequent meetings. Thus, the relaxations provided by GoI were exemptions due to the failure of State Government in finalising the beneficiary list and cannot be accepted as reason for adding around 49 per cent beneficiaries after the prescribed cut-off date. The delay in firming up the requirement of Dwelling Units (DUs) affected the planning process, allocation of resources and fixing of targets of completion for meeting the demand.

**2.2 Attachment of beneficiaries to projects**

Beneficiary attachment was the process where beneficiaries from the demand survey were appended to the approved projects under the scheme component. After attachment, prospective beneficiary in the demand survey became actual beneficiary of the scheme. The beneficiaries were to be attached to the projects after conducting validation using unique identification numbers such as Aadhaar to preclude chances of duplicate payments. Audit observed that out of 5.17 lakh beneficiaries approved under 2472 projects under AHP and BLC verticals, only 3.43 lakh beneficiaries (66 per cent) were attached till March 2021. The shortfall in attachment and deficiencies in the attachment process resulted in duplication of benefits to the beneficiaries as observed below:

**2.2.1. Extension of multiple benefits under same/different verticals due to non-attachment**

Paragraph 8.12 of PMAY(U) scheme guidelines stipulate that a beneficiary was eligible for availing only a single benefit under any of the existing verticals of the scheme. To ensure the above, the beneficiaries were to be attached to the approved projects through validation using unique identification numbers. Audit observed that 206 beneficiaries who were attached under BLC verticals were extended benefits under AHP projects implemented by KSDB without carrying out attachment through validation. Out of the above 206 beneficiaries, 38 beneficiaries (**details in Appendix 2.1**) had received monetary benefits amounting to ₹ 0.91 crore under BLC vertical. The above 38 beneficiaries received benefits under both AHP (houses) and BLC (money) verticals in violation of scheme guidelines. The ULB wise number of beneficiaries who received payment under BLC vertical and houses under AHP vertical is illustrated in the table below:

**Table 2.1: Details of ULB wise number of beneficiaries who received multiple benefits**

Sl No	Name of ULB	No. of beneficiaries who received multiple benefits	Amount received under BLC (₹ in lakh)	Houses allotted under AHP
1	Chikkodi	8	25.08	8
2	Gokak	4	8.99	4
3	Indi	3	3.87	3
4	Kadur	2	2.10	2
5	Kunigal	3	3.97	3
6	Maddur	2	5.70	2
7	Madhugiri	2	4.65	2
8	Malavalli	4	9.74	4
9	Pavagada	2	6.60	2
10	Ramdurg	3	6.40	3
11	Sagar	2	6.00	2
12	Shivamogga	1	3.30	1
13	Sira	2	4.50	2
	<b>Total</b>	<b>38</b>	<b>90.90</b>	<b>38</b>

**Source: Information derived from data furnished by RGHCL**

Similar audit analysis of benefits provided under 38 test checked AHP projects implemented by KSDB revealed that there was duplication of benefits in 86

cases (**Appendix 2.2**) which was a direct consequence of non-attachment of beneficiaries.

### **2.2.2 Irregular extension of benefits to spouses of beneficiaries who were already allotted houses under the scheme.**

As per paragraph 1.3 of PMAY(U) scheme guidelines beneficiary family consists of husband, wife and unmarried children. The beneficiary family should not own a pucca house either in his/her name or in the name of any member of his/her family in any part of India. PMAY MIS manual prescribed that for attachment of married beneficiaries, details of spouse information along with Aadhaar validation of spouse details was mandatory to prevent allotment of houses for both husband and wife.

Audit observed that details of information pertaining to the spouse was not captured in the attached beneficiary data. On cross examination of records related to implementation of AHP projects of KSDB and BLC projects in Vijayapura city, Audit observed that spouses of 21 BLC beneficiaries were attached as beneficiary under AHP vertical and availed benefits under this vertical also (**Appendix 2.3**). This indicated that while validating beneficiary under a scheme vertical, the Aadhaar details of spouse was not considered, facilitating the spouse to claim benefits under a different vertical of the scheme which was irregular.

The State Government replied (September 2021) that shortfall in attachment of beneficiaries under AHP projects was due to selection of new beneficiaries who were ready to pay the beneficiary contribution and that approval for beneficiary modification would be obtained from CSMC. It was also stated that action would be taken to cancel allotments in cases where the members of the same family were allotted multiple houses.

The reply cannot be accepted as the extension of benefits to these ineligible beneficiaries were in contravention of scheme guidelines and resulted in duplication of benefits.

## **2.3 Selection of beneficiaries outside demand survey**

The DPRs of AHP Projects approved by the CSMC contained approved beneficiaries who were drawn from the list of prospective beneficiaries identified through demand survey conducted by the ULBs. As per the PMAY MIS manual, the revision of the project required the approval of CSMC and the ULBs could only remove beneficiaries during project revision. Addition of new beneficiaries was not allowed during project revision. Audit carried out cross examination of beneficiary lists of 35<sup>6</sup> approved DPRs of test checked AHP projects with the details of actual recipients of scheme benefits and observed the following:

- Only 1600 out of 12979 (12 *per cent*) of original beneficiaries approved by CSMC and attached to approved projects were provided actual benefits under the scheme. Thus, 88 *per cent* of recipients of scheme benefits were selected outside the approved DPRs. However, the addition of new

<sup>6</sup> Except KR Puram, Sira and Madhugiri

beneficiaries was carried out without approval of CSMC in violation of PMAY MIS manual.

- Out of 10188 recipients of scheme benefits, 4446 recipients (44 *per cent*) were not even part of prospective beneficiary list derived through demand survey.

Audit also observed that in 20 ULBs (**Appendix 2.4**), the approved DUs were more than the prospective beneficiaries identified in the demand survey of the respective ULB. SLSMC did not exercise due diligence to ensure that the total number of beneficiaries in the approved DPRs did not exceed the total number of beneficiaries identified in the demand survey. This resulted in inclusion of 7640 beneficiaries who were not identified in the demand survey under various projects implemented in these ULBs.

The State Government in its reply (September 2021) attributed the variation between beneficiaries identified in demand survey and the actual beneficiaries of the scheme to the following reasons:

- benefits under AHP projects were extended to beneficiaries who came forward to pay the beneficiary contribution, irrespective of whether they were part of the approved DPR list or demand survey beneficiary list.
- The beneficiaries were subsequently added due to their exclusion during the demand survey conducted.

The reply cannot be accepted as the inclusion of new beneficiaries without the approval of CSMC was irregular. The reply also confirms the audit observation regarding exclusion errors due to improper conduct of demand survey by ULBs (**Paragraph 2.1.1.1**). The inclusion of such large number of beneficiaries without following due procedure indicates poor monitoring and resulted in extension of scheme benefits to ineligible beneficiaries as illustrated in the paragraphs below:

### **2.3.1 Selection of ineligible beneficiaries having income more than rupees three lakh**

As per Paragraph 3 of PMAY (U) guidelines, beneficiaries having annual income less than ₹ three lakh (BPL & EWS categories) only, can avail benefits under AHP and BLC verticals. Audit observed that 33 beneficiaries who availed benefits under AHP vertical had also taken benefits under CLSS verticals (**details in Paragraph 5.2**). The annual income of 18 out of the above 33 beneficiaries was more than ₹ three lakh and hence were ineligible to avail benefits under AHP vertical of the scheme.

The State Government accepted (September 2021) the audit observation and stated that instructions were issued (April 2021) to KSDB to remove the beneficiaries who received benefits under CLSS from the AHP projects.

### **2.3.2 Financial assistance for higher carpet area houses**

PMAY (U) supports construction of houses up to 30 square metre carpet area at a unit cost of rupees five lakh per house. On joint inspection of houses constructed under PMAY(U) scheme, Audit observed that 740 out of 1816 (41 *per cent*) houses visited were high cost and multi storeyed buildings whose carpet area was more than 30 square metre prescribed under the scheme (**Picture 2.1**). The quality of construction and size of the buildings suggested that the cost

of construction was more than rupees five lakh indicating deficiencies in assessment of the economic eligibility of these beneficiaries.

**Picture: 2.1: DUs having carpet area more than prescribed limits**



The State Government in reply (September 2021) stated that the economic eligibility of the beneficiaries was verified by the respective ULBs during beneficiary selection process. The reply cannot be accepted as audit observed that the ULBs did not exercise due diligence in assessing the economic eligibility of beneficiaries as observed in **Paragraph 2.1.1.2** and responsibility needs to be fixed for the lapses in this regard.

### 2.3.3 Irregular selection of beneficiaries having pucca houses

Paragraph 1.3 of the scheme guidelines stipulated that the beneficiary family should not own a pucca house either in his/her name or in the name of any member of his/her family in any part of India to be eligible to receive Central assistance under the scheme. Further CSMC prescribed (May 2016) that a project which had already been funded under erstwhile GoI housing schemes like Valmiki Ambedkar Awas Yojana (VAMBAY) should not be considered under PMAY (U).

On a review of specifications of dismantling items included in BOQ, Audit observed that, in 32<sup>7</sup> out of 38 selected AHP projects KSDB demolished 16641

<sup>7</sup> In 6 projects the item of dismantling was not included in the contract

pre-existing pucca houses before constructing the new house under PMAY. In two out of the above 32 projects, 155 houses were provided during 2001-2005 under erstwhile VAMBAY & Housing and Urban Development Corporation Ltd (HUDCO) housing schemes of GoI (**Picture 2.2**)

**Picture 2.2: Houses provided under VAMBAY scheme proposed to be demolished (Project: BBMP 931 DUs)**



The State Government replied (September 2021) that the demolition of old and dilapidated houses of beneficiaries were carried out to facilitate construction of pucca houses under the scheme. The reply cannot be accepted as the item of work specified in BOQ referred to dismantling of pucca structures with masonry, cement concrete, woodwork, steel work etc. and the joint physical verification reports confirmed that houses were not dilapidated.

#### **2.3.4 Extension of benefit to more than one member of same family without verifying the economic eligibility**

As per the scheme guidelines, a beneficiary family comprised of husband, wife, unmarried sons and/ or unmarried daughters. An adult earning member (irrespective of marital status) could be treated as a separate household, if he / she did not own a pucca house in his / her name in any part of India, also provided that in the case of a married couple, either of the spouses or both together in joint ownership would be eligible for a single house. In the case of selection of more than one adult earning member per household as beneficiary, the eligibility criteria for such earning members were required to be assessed independently, irrespective of eligibility criteria of the head of the family

On analysis of beneficiary data, Audit found that in respect of 1457 households more than one member of the same family had availed benefit under the scheme. The total payments made to these beneficiaries worked out to ₹ 12.77 crore. In these cases, benefits were provided to other members of the household based on the eligibility criteria of head of the household without assessing the economic eligibility criteria of other members independently.

The State Government replied (September 2021) that scheme guidelines permitted treating an adult earning member as a separate household provided, he/she did not own a pucca house in any part of India. Reply did not address the audit observation regarding non-assessment of the economic eligibility criteria of the additional member independently.



### 2.3.5 Non-allotment of houses in the name of female head of family

Paragraph 2.5 of scheme guidelines stipulated that the houses constructed with Central assistance should be in the name of the female head of the household or in the joint name of the male head of the household and his wife, and only in cases when there was no adult female member in the family, the house could be in the name of male member of the household.

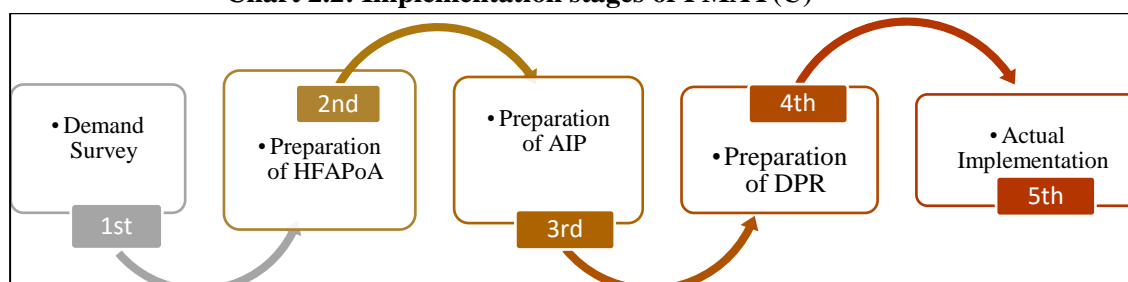
On scrutiny of data of sampled projects, Audit observed that 36 *per cent* of the beneficiaries selected were male head of the family in contravention of guidelines. State Government replied (September 2021) that under state sector schemes dovetailed with PMAY(U) the houses were allotted in the name of the male head of the family as per the state scheme guidelines.

Reply was not acceptable as the State sector schemes which were dovetailed with PMAY (U) and received Central assistance had to follow the guidelines prescribed under PMAY(U).

## 2.4 Delay in preparation of strategic plan and annual plans

The various implementation stages of PMAY (U) scheme are illustrated in the **chart 2.2** given below:

**Chart 2.2: Implementation stages of PMAY(U)**



Paragraph 8.3 of scheme guidelines envisage preparation of HFAPoA by ULBs after completion of demand survey. HFAPoA contains the details of demand for housing along with the interventions selected out of four verticals of PMAY (U) and the fund requirement for meeting the demand. Based on HFAPoA, the ULBs were to prepare AIPs containing year-wise targets from 2015 to 2022 keeping in mind the availability of resources and priority. CSMC had prescribed (May 2016) that ULBs must complete demand survey and preparation of HFAPoA within June 2016.

Audit observed that projects were approved and implemented during 2016-20 without preparation of HFAPoA by ULBs. The SLNA entrusted (August 2020) the work of preparation of HFAPoAs of 270 ULBs at a cost of ₹ 7.67 crore to three Consultancy Agencies<sup>8</sup> which was completed and approved in the 54<sup>th</sup> CSMC meeting (June 2021). The SLNA made part payment (December 2020 and May 2021) of ₹ 5.79 crore to these agencies. Thus, the preparation of HFAPoAs were completed only after approval (March 2016 to March 2021) of housing projects for 5.17 lakh out of 13.72 lakh beneficiaries identified through demand survey.

<sup>8</sup> M/s NCPE Infrastructure India (P) Ltd., HUDCO and STESALIT

HFAPoA which served as the strategic plan required to be supplemented with AIPs which prescribed annual goals/targets along with allocation of adequate resources for successful execution of the strategic plan. Audit observed that AIPs were not prepared, yearly targets were not set for taking up projects and milestones were also not prescribed for timely completion of the approved projects.

The preparation of HFAPoA, after five years of implementation of the scheme, served the purpose of documentation alone and did not aid in proper execution of the scheme. The HFAPoA was thus redundant and the expenditure of ₹ 5.79 crore for the exercise was disproportionate to the benefits to be accrued from it. These deficiencies in planning resulted in non-completion of approved DUs and non-allotment (March 2021) of DUs for 8.54 lakh out of 13.72 lakh (62 per cent) houseless prospective beneficiaries identified in the demand survey.

The Government accepting (September 2021) the delay in submission of HFAPoA stated that preparation of the strategic plan after five years of implementation provided an opportunity to re-visit performance of programme in the State which would help in effective implementation of the scheme for balance period. It was also stated that in case of non-submission of HFAPoA, the funds released for the purpose was to be returned with applicable interest to GoI. The reply was not acceptable as planning activities cannot be retrospective and the constraints and corrective steps were to be identified through prescribed monitoring and evaluation mechanisms. The reply also confirms that the preparation of HFAPoA after five years was an adhoc measure to utilise the funds released for the purpose.

## **2.5 Non-fulfilment of mandatory reforms for growth of housing sector**

Availability of urban land is the biggest constraint in providing housing to all including weaker sections. To ease administrative and regulatory bottlenecks in this regard, a set of mandatory reforms were included in the guidelines to facilitate growth of housing sector including affordable housing. The State Government had agreed to fulfil the above mandatory reforms by signing (December 2015) MoU with MoHUA in this regard. Out of the six reforms to be implemented, State Government carried out the reforms detailed in **Table 2.2**.

**Table 2.2: Mandatory reforms carried out by State Government**

<b>Sl.No</b>	<b>Mandatory Conditions</b>	<b>Status</b>
<b>1</b>	States/UTs shall adopt the approach of deemed building permission and layout approval on the basis of pre-approved lay outs and building plans for EWS/LIG housing or exempt approval for houses below certain built-up area or plot area.	Deemed permission for low risk building with dimension 30X40 or below was included in the Model Building Bylaws 2017
<b>2</b>	State/UTs to make suitable changes in the procedure and rules for obviating the need for separate non-agricultural permission if land already falls in the residential zone earmarked in Master Plan of city or area.	Government Order was issued (August 2014) in this regard.

**Source: Information furnished by RGHCL**

However, the State Government was yet (September 2021) to complete the following mandatory conditions prescribed in the guidelines. Status of compliance to mandatory conditions is detailed in **Table 2.3**.

**Table 2.3 : Mandatory reforms yet to be complied by State Government**

Sl.No	Mandatory Conditions	Status
1	A System should be put in place to ensure single-window, time bound clearance for layout approval and building permissions at ULB level.	Not complied with.
2	States/UTs shall prepare/amend their Master Plans earmarking land for Affordable Housing.	Notification issued (January 2015) by the state in this regard was stayed (March 2015) by the honourable High Court of Karnataka on applications filed by private developers. The stay was yet to be vacated (September 2021)
3	States/UTs would either legislate or amend existing rental laws on the lines of model Tenancy Act prepared (June 2021) by MoHUA	State Government was required to legislate rental laws on the lines of model Tenancy Act of GoI
4	States/UTs shall provide additional FAR/FSI/TDR and relax density norms for slum redevelopment and low-cost housing, if required.	Not complied with.

**Source: Information furnished by RGHCL**

The prescribed reforms were envisaged to encourage private sector participation in the scheme and the slow progress in this regard resulted in non-implementation of ISSR and AHP verticals with private participation envisaged under the scheme. Thus, the State Government failed to create the required regulatory and legal framework for the successful implementation of the scheme as envisioned in the guidelines.

The Government replied (September 2021) that compliance to mandatory conditions was essential for release of third instalment of GoI grants and would be completed to the maximum extent. However, the reply did not mention any plan of action or time frame for completing the mandatory reforms.



## Chapter III

### Affordable Housing in Partnership

#### 3.1 Introduction

Under AHP vertical, State Governments were to undertake affordable housing projects either through its agencies or in partnership with private sector. GoI provided ₹ 1.50 lakh per EWS house in such projects while GoK contributed ₹ 1.2 lakh and ₹ 2.00 lakh per EWS house for general and SC/ST beneficiaries respectively. While the cost of basic civic infrastructure was borne by ULBs, the residual unit cost was to be borne by the beneficiaries.

Out of 3,04,611 DUs approved under 300 AHP projects during 2015-21, only 21, 837 (seven *per cent*) DUs were completed and 2,29,774 DUs (75 *per cent*) were yet to be started as of March 2021. The reasons for the poor progress are brought out below:

#### 3.2 Shortage of Financial Resources

As of March 2021, CSMC approved 3.05 lakh DUs under 300 AHP projects at a total cost of ₹ 18091.92 crore. The allocation of project funds among GoI, GoK, ULBs and beneficiaries is illustrated in the **Table 3.1**:

**Table 3.1: Allocation of project cost of AHP projects**

(₹ in crore)

Year	Total Allocation	GoI Share	Percentage of total allocation	GoK Share	Percentage of total allocation	ULB Share	Percentage of total allocation	Beneficiary Share	Percentage of total allocation
2015-16	676.18	187.26	28	220.18	33	207.52	31	61.23	9
2016-17	911.65	264.89	29	271.23	30	155.65	17	219.89	24
2017-18	10581.79	2754.90	26	2734.47	26	454.88	4	4637.53	44
2018-19	5460.07	1252.34	23	1542.74	28	85.87	2	2579.12	47
2019-20	141.39	30.74	22	36.63	26	19.72	14	54.30	38
2020-21	320.84	70.26	22	69.30	22	37.04	12	144.33	45
<b>Total</b>	<b>18091.92</b>	<b>4560.37</b>	<b>25</b>	<b>4874.56</b>	<b>27</b>	<b>960.67</b>	<b>5</b>	<b>7696.40</b>	<b>43</b>

Source: Information furnished by RGHCL

As against the above allocation, GoI and GoK share released and the expenditure incurred year-wise is indicated in **Table 3.2**:

**Table 3.2: Release and expenditure of GoI and GoK grants under AHP vertical**

(₹ in crore)

Year	Grants released			Expenditure incurred		
	GoI	GoK	Total	GoI	GoK	Total
2015-16	Nil	Nil	Nil	Nil	Nil	Nil
2016-17	179.36	Nil	179.36	87.67	Nil	87.67
2017-18	1140.61	66.49	1207.10	10.89	66.49	77.38
2018-19	58.08	66.83	124.91	601.52	66.83	668.35
2019-20	Nil	535.48	535.48	223.53	535.48	759.01
2020-21	Nil	448.20	448.20	297.90	448.20	746.10
<b>Total</b>	<b>1378.05</b>	<b>1117.00</b>	<b>2494.05</b>	<b>1221.51</b>	<b>1117.00</b>	<b>2338.51</b>

Source: Information furnished by RGHCL

As observed from **Tables 3.1** and **3.2**, GoI and GoK had released only ₹ 2494.05 crore out of the approved outlay of ₹ 9434.93 crore (26 per cent) as of 31 March 2021. The expenditure of ₹ 2338.51 crore incurred worked out to 12 per cent of the total allocation (₹ 18091.92 crore) for the projects approved under the vertical. The reasons for the shortfall in release of grants and deficiencies in collection of beneficiary/ULB contribution under the scheme are explained below:

### **3.2.1 Central assistance withheld due to non-fulfilment of prescribed conditions**

The GoI share for the approved 300 AHP projects was ₹ 4560.37 crore. The PMAY(U) guidelines prescribed that Central assistance under different components would be released to the States after the approval of CSMC in three instalments of 40 per cent, 40 per cent and 20 per cent each. CSMC prescribed certain additional conditions for releasing the instalments during approval of projects as indicated below:

- Second instalment of AHP was to be released only after receipt of Aadhaar linked beneficiary list duly certified by the State Government uploaded in PMAY MIS (11<sup>th</sup> CSMC meeting dated 11 August 2016)
- Apart from the above, for 169 AHP projects approved during 27<sup>th</sup>, 37<sup>th</sup>, 40<sup>th</sup>, 41<sup>st</sup>, 43<sup>rd</sup>, 49<sup>th</sup> and 50<sup>th</sup> meetings, CSMC prescribed specific conditions (details in **Appendix 3.1**) for release of first instalment

Audit verified compliance to the conditions prescribed by CSMC and observed the following:

- SLNA submitted utilisation certificates to CSMC for the first instalment released in respect of 14,265 beneficiaries of 21 AHP projects. However only 9366 out of the above 14,265 beneficiaries were Aadhaar seeded (March 2021) in the PMAY MIS. Consequently, GoI did not release the second instalment of ₹ 277.44 crore for these projects.
- The specific conditions prescribed by CSMC for 169 projects such as grounding of projects, identification of land for the projects, registration of projects under Real Estate Regulatory Authority etc, were yet to be fulfilled (**details in Appendix 3.1**) Due to non-compliance, GoI withheld the release of ₹ 726.11 crore towards first instalment of its share for these 169 projects.

Thus, non-fulfilment of the conditions prescribed by the CSMC resulted in withholding of Central assistance to the extent of ₹ 1003.55 crore (₹ 726.11 crore towards first instalment and ₹277.44 crore second instalment).

The State Government stated (September 2021) that delay in Aadhaar seeding and attachment was due to non-payment of contribution by the beneficiaries and that action would be taken to select beneficiaries only after ensuring collection of beneficiary contribution.

The reply was not acceptable as the implementing agencies had to approve the beneficiaries before collecting the beneficiary contribution. Aadhaar seeding was to be done only for such approved beneficiaries. The reply was silent in respect of compliance to specific conditions prescribed for 169 projects.

### 3.2.2 Approval of projects without ensuring the contribution of ULB and beneficiary share in respect of AHP projects

Audit observed that there was shortfall in collection of beneficiary share and ULB contribution as of March 2021 illustrated in the table below:

**Table 3.3: Details of beneficiary and ULB share collected as of 31 March 2021**  
(₹ in crore)

Approved Beneficiary Share	Approved ULB share	Beneficiary share collected (%)	ULB share Collected (%)
7696.40	960.67	165.65 (2)	130.64 (14)

**Source: Information furnished by RGHCL**

The beneficiary share constituted 43 *per cent* of the cost of AHP projects. The CSMC in its 11<sup>th</sup> meeting (August 2016) stipulated that the State must take written consent of the beneficiaries regarding contribution of beneficiary share. However, Audit observed that contributing capacity of beneficiaries were not taken into consideration while formulating projects and written consent from beneficiaries was not obtained before approval of the projects. As a result, the implementing agencies could collect only ₹ 165.65 crore (2 *per cent*) against the approved target of ₹ 7696.40 crore from the beneficiaries for the 300 AHP projects. In 36 selected AHP projects, Audit observed that work of 7455 out of 20423 (37 *per cent*) DUs had not commenced (March 2021) due to non-contribution of beneficiary share (details in **Appendix 3.2**).

The share of ULBs constituted 5 *per cent* of the cost of AHP projects for providing civic infrastructures to the housing projects. Audit observed that AHP project proposals were approved without ensuring that the ULBs contribute their share towards the project. Out of ULB share of ₹ 960.67 crore for AHP projects, only ₹ 130.64 crore (14 *per cent*) was received as of March 2021. The SLSMC in its 24<sup>th</sup> meeting (September 2020) admitted that ULBs were experiencing major constraints of revenue and hence were unable to contribute their share in time and suggested to divert State Finance Commission grants at source to meet ULBs share. However, no action was taken (September 2021) in this regard.

Thus, due to non-collection of beneficiary contribution and ULB share, there was shortfall (March 2021) of financial resources to the tune of ₹ 8360.78 crore (46 *per cent*) out of ₹ 18091.92 crore required for completing the projects. Audit also observed that 10<sup>9</sup> projects involving construction of 8728 Dwelling Units approved by the Government of India during September 2016 to November 2019 were recommended (April 2021) for cancellation due to non-collection of beneficiary contribution and ULBs share. The non-contribution of share by ULBs also resulted in non-provision of civic infrastructures to the housing projects taken under the scheme as brought out in **Paragraph 3.3.3**

The State Government replied (September 2021) that feasibility of mobilising the beneficiary share through Social Welfare Department, Minority Development Department etc. was under consideration and that efforts were being made to arrange bank loans to the beneficiaries for payment of their

<sup>9</sup> Aland, Chitaguppa, Gadag, Gajendragad, Mulgund, Naregal, Nargunda, Raibag, Ron and Shahpur

contribution. However, the reply was silent regarding the share of ULBs required for providing civic infrastructure works to the housing projects.

### **3.2.3 Additional Financial burden to beneficiaries**

After the approval of projects by CSMC, the ULBs were to submit the council resolution/consent letter for bearing ULB share and collection of beneficiary contribution for obtaining administrative approval of the works from the State Government. After obtaining administrative approval and technical sanction, ULBs were to invite tenders for the works.

Audit observed that State Government had not accorded (March 2021) administrative approval for 1095 projects involving 2,15,474 DUs out of 2472 projects approved by the GoI during 2016-21. Test check of 10 such projects revealed that delay by ULBs in obtaining the administrative and technical sanctions resulted in escalation of the project cost. Despite shortfall in collection of beneficiary share, SLSMC decided (December 2019) that tender premium and escalation in cost of the projects if any, were to be borne by the beneficiaries. Thus, the cost escalation in the above projects resulted in extra financial implication to the beneficiaries to the tune of ₹ 186.17 crore. Details are indicated in the **Appendix 3.3**. The delay by ULBs in obtaining the requisite approvals for the projects resulted in extra financial burden to the beneficiaries who belonged to EWS category

The State Government in its reply (September 2021) attributed the escalation in cost to the delayed action of ULBs in obtaining administrative and technical sanctions for the projects and stated that RGHCL was instructed (January 2020) to invite tenders on behalf of ULBs and the works were under progress. However, the reply was silent regarding the extra financial burden to the beneficiaries on account of the delay.

## **3.3 Deficiencies in execution of AHP projects**

### **3.3.1 Construction of scattered individual houses under AHP vertical**

AHP vertical of the scheme encourages construction of group houses at a minimum of 250 houses per project where at least 35 *per cent* of dwelling units were reserved for EWS category. Audit observed that only 12,031 out of 83,119 DUs (14 *per cent*) taken up by KSDB were group houses. The balance DUs were executed as individual houses in a scattered manner without uniform plan/dimensions in contravention of scheme guidelines.

SLSMC also observed (September 2020) that group houses having uniform unit plan in a single layout or multi-storeyed residential building should be proposed under AHP vertical. Individual houses with varied plot sizes in scattered manner were to be taken up under BLC. The committee also observed that most of the DUs constructed by KSDB under AHP projects were scattered with varied dimensions for each DU.

In test checked 38 AHP projects implemented by KSDB, only 2883<sup>10</sup> out of 22199 DUs (9 *per cent*) were under group housing. KSDB utilised (March 2021) the entire amount of ₹ 128.58 crore and ₹ 202.35 crore released by GoI and GoK

---

<sup>10</sup> K.R.Puram 768 DUs, Madiwala Dhobighat 150 DUs, Malleshwaram 252 DUs, Parvathipuram 45 DUs, Sarvagnanagara 100 DUs, Sira 1008 and Vijayapura 560 DUs.



respectively for the above 38 projects. The progress of construction under group housing schemes was indicated below:

- Only 45 houses taken up under group housing by KSDB were completed (July 2020), however none of the houses were occupied as of March 2021 as the beneficiaries were yet to pay their contribution.
- CSMC in its 11<sup>th</sup> meeting (August 2016) stipulated that the State should take written consent of the beneficiaries regarding contribution of beneficiary share before approving the projects. However, Audit observed that construction of 352<sup>11</sup> DUs for which work orders were issued (May 2017 to July 2017) were yet (March 2021) to be commenced since the beneficiaries refused to vacate the site and pay the beneficiary contribution as their consent was not obtained while planning for the projects.
- Out of 2883 DUs taken up under group housing, 2486<sup>12</sup> houses (86 *per cent*) remained incomplete. Beneficiary contribution was not received for 768 DUs at K R Puram and no works were taken up for providing civic infrastructure. Beneficiary survey conducted by Audit (February 2021) in Sanjay Nagar slum which was part of the KR Puram project (768 DUs) revealed that identified beneficiaries were not ready to relocate as the group houses constructed were far from their area of livelihood.

Thus, in spite of spending the grants released by GoI and GoK amounting to ₹330.93 crore the projects remained incomplete due to non-collection of beneficiary contribution.

The State Government replied (September 2021) that the AHP projects were taken up in selected slums as in-situ DUs having ground floor only, in respect of beneficiaries who had to vacate their old and dilapidated houses.

The reply cannot be accepted as the scheme guidelines envisioned group housing under AHP verticals and scattered individual houses were to be taken up under BLC and in-situ slum development under ISSR vertical. Thus, the objective of the scheme to provide group housing with infrastructural facilities under AHP vertical could not be achieved.

### **3.3.2 Flawed execution of contract due to construction of scattered houses in AHP projects.**

The KSDB engaged contractors through tendering process for construction of houses approved under AHP vertical. The tenders were invited based on estimates prepared considering standard design of DUs having uniform plan/dimensions. Since majority of the AHP houses were taken up in scattered manner as explained in *paragraph 3.3.1*, the contractors instead of executing the work as per the type design resorted to transfer of money and material to the beneficiaries who constructed the houses on their own. The joint inspection of selected AHP projects revealed the following irregularities:

- Audit observed that 498 out of 1090 (46 *per cent*) AHP houses surveyed during audit were constructed individually in scattered manner and were more than the maximum carpet area prescribed under the guidelines,

<sup>11</sup> Hennur Bande 100 DUs and Malleswaram 252 DUs

<sup>12</sup> KR Puram 768 DUs, Madiwala Dhobighat 150 DUs, Sira 1008 and Vijayapura 560 Dus

indicating that the construction was not standardised and conformed to the type design of AHP houses.

- There was no provision in the above contracts to transfer money and material to the beneficiaries. However, Audit observed that in two AHP projects at Gokak (600 DUs) and Ramdurga (600 DUs), the entire DUs were constructed by beneficiaries themselves and the contractors either transferred the amount directly to the beneficiaries or supplied construction materials to the beneficiaries. Similarly, in another eight<sup>13</sup> test checked projects, 17 out of 55 beneficiaries surveyed informed that they have constructed their houses by themselves, and contractors either transferred the amount or supplied material. The responses of beneficiaries were also endorsed by the officers of the KSDB present during joint inspection.
- On scrutiny of running account bills of selected 30 AHP works Audit observed that, KSDB made payment of ₹2.74 crore (**Appendix 3.4**) to the contractors towards dismantling of the existing old houses and structures as per tender specifications. During joint inspection of these projects, 33 *per cent* of the beneficiaries surveyed, informed that they have themselves dismantled their old houses, disposed the dismantled material and handed over the vacant sites to the contractors engaged by the KSDB.
- Similarly, as per the BOQ and approved drawings, each DU had provision for four doors, four windows and two ventilators. In test checked 10<sup>14</sup> ULBs, 40 out of 62 beneficiaries surveyed informed that they received only 34 doors, 32 windows and 19 ventilators from the contractors as against 160 doors, 80 windows and 80 ventilators as provisioned in BOQ. Nine out of 40 beneficiaries were provided cash varying from ₹ 2000 to ₹ 31520 for supplying doors and windows as against BOQ provision which varied from ₹ 38698 to ₹ 48650 per DU.

Thus, the execution of AHP projects, which was intended as a group housing scheme, in a scattered manner and permitting the contractor to transfer money and material to beneficiaries resulted in flawed execution of contract and undue benefit to the contractors. The State Government replied (September 2021) that some beneficiaries who wished to have improved items than provisioned in the project, executed the additional works at their own expenses. Some beneficiaries also carried out dismantling themselves to preserve their valuable/resalable items.

The reply was not acceptable as the contractors violated the contract conditions by transferring money and materials to the beneficiaries, instead of the work being executed by contractors. Further, payments made to the contractor for work done by the beneficiaries was not in order. The implementation of the contract conditions was lax and irresponsible. It also showed lack of monitoring by the authority responsible. Government should conduct a detailed enquiry on the above matters and fix responsibility for the lapses observed.

---

<sup>13</sup> Chikkodi, Harappanahalli, Kamalapura, Koppal, Nagamangala, Padmanabhanagar BBMP, Shiralkoppa and Shivamogga

<sup>14</sup> Chikkamagaluru, Chikkodi, Harpanahalli, Kadur, Kamlapura, Koppal, Sagar, Shivamogga, Shiralakoppa and Tarikere

### 3.3.3 Non-execution of civic infrastructure works under AHP projects

As per paragraph 2.2 of the scheme guidelines, AHP projects were to have basic civic infrastructure like water, sanitation, sewerage, road, electricity etc. Accordingly, the DPRs of the AHP projects had provision for civic infrastructure such as roads, UGD, water supply etc. The Karnataka Slum Areas Development Policy (KSADP), 2016 envisaged improvement in physical infrastructure in slum areas apart from creation of DUs so that slum areas got integrated to the city and build convergence with social infrastructure and development programmes. Further CSMC in its 41<sup>st</sup> meeting (December 2018) observed that since vertical construction was more cost effective in comparison to row housing, State Government may consider vertical construction of houses. The land so vacated could be utilized for public utility, community development activities, park, playground etc.

On scrutiny of records, Audit observed the following:

- As per the KSADP, 2016 inadequate infrastructure in the form of lack of storm water drains was one of the factors for declaring any area as slum. Review of contract agreements of test checked AHP projects revealed that none of the test checked AHP projects included the work of storm water drains in the contract.
- Civic infrastructure works viz. roads, UGD, water supply etc. included in the BOQ to the tune of ₹ 126.55 crore was not taken up in any of the 38 test checked projects. The works could not be taken up due to non-contribution of the share from ULBs as discussed in *Paragraph 3.2.2*
- Out of 38 test checked AHP projects implemented by the KSDB, in only seven projects vertical construction were taken up as recommended by CSMC. In the remaining projects scattered individual houses were constructed in violation of GoI instructions,

On joint inspection of these test checked projects, Audit observed that in three<sup>15</sup> slums individual scattered houses were constructed under AHP without undertaking infrastructure works resulting in retention of slum characteristics<sup>16</sup> in deviation from KSADP 2016

The State Government replied (September 2021) that the infrastructure works could not be taken up due to non-release of funds from the concerned ULBs and proposals were submitted for taking up the infrastructure works under GoK funds.

However, the fact remains that the beneficiaries were denied the civic infrastructure facilities provisioned under the scheme due to absence of co-ordination between various implementing agencies.

<sup>15</sup> Harijankeri Gokak, Gujjari Mohalla Kunigal and Mabusubani oni slum, Tekkalakote

<sup>16</sup> lack of individual or community access to sources of treated water, lack of individual or community toilet, lack of sewage disposal to trunk city network/on site treatment and disposal, lack of storm water drain/storm water drain carrying sewage and narrow roads/pathways leading to obstruction in access and provision of basic services.

**3.3.4 Unfruitful expenditure due to completed houses remaining unoccupied.**

Paragraph 2.2 of scheme guidelines stipulated that ULBs ensured that houses constructed under PMAY(U) scheme should have provision for basic civic infrastructure like water, sanitation, sewerage, road, electricity etc. Audit observed that in three<sup>17</sup> projects in Vijayapura and Belagavi City, 619 houses constructed (February 2021) under AHP vertical of the scheme remained unoccupied due to lack of facilities such as water supply, sewerage, road and electricity connection. Though construction of houses had been completed, the work of providing basic infrastructure were to be taken up (September 2021) by the city corporation

The State Government stated (September 2021) that the infrastructure works could not be taken up due to non-release of funds by the concerned ULBs. However, the reply was silent regarding any plan of action by the Government to address the non-availability of funds.

---

<sup>17</sup> 560 DUs in Vijayapura 1028 DUs, 56 DUs in Vijayapura (PKGB) and three DUs in Belagavi 829 DUs

## Chapter IV

### Beneficiary Led Individual House Construction

#### 4.1 Introduction

Under BLC vertical, Central assistance of ₹ 1.50 lakh was provided to EWS beneficiaries either to construct new houses or enhance their existing houses on their own. The erstwhile State sector housing schemes were converged with PMAY(U) and provided State assistance of ₹ 1.20 lakh for general and ₹ 2.00 lakh for SC/ST beneficiaries in addition to the Central assistance of ₹ 1.50 lakh. Under non-converged projects the beneficiaries received the Central assistance of ₹ 1.50 lakh only. The number of BLC projects and DUs approved as of March 2021 was as follows:

**Table 4.1: Details of BLC projects approved as of 31 March 2021**

BLC vertical	No. of approved projects	No. of approved DUs
BLC (State converged projects)	1380	143960
BLC (Non-converged projects)	792	68960
<b>Total</b>	<b>2172</b>	<b>212920</b>

Source: Information furnished by RGHCL

Out of 2,12,920 DUs approved under 2172 projects under BLC vertical, only 66,558 (31 per cent) DUs were completed and 98,725 DUs (46 per cent) were yet to be started as of March 2021.

The total financial outlay for the above projects was ₹ 8225.88 crore out of which GoI share was ₹ 3317.90 crore and GoK share was ₹ 2466.04 crore. The balance cost was to be met by the beneficiaries. The year-wise GoI and GoK share released and expenditure incurred under BLC vertical as of 31 March 2021 is indicated in **Table 4.2**

**Table 4.2: Year wise release and expenditure of GoI and GoK grants under BLC vertical**

(₹ in crore)

Year	Grants released			Expenditure incurred		
	GoI	GoK	Total	GoI	GoK	Total
2015-16	Nil	13.28	13.28	Nil	13.28	13.28
2016-17	Nil	183.92	183.92	48.37	183.92	232.29
2017-18	357.24	524.80	882.04	177.64	524.80	702.44
2018-19	224.61	330.48	555.09	494.22	330.48	824.70
2019-20	221.78	123.16	344.94	102.25	123.16	225.41
2020-21	360.20	80.02	440.22	38.89	80.02	118.91
<b>Total</b>	<b>1163.83</b>	<b>1255.66</b>	<b>2419.49</b>	<b>861.37</b>	<b>1255.66</b>	<b>2117.03</b>

Source: Information furnished by RGHCL

As of 31 March 2021, GoI and GoK released only ₹ 2419.49 crore (42 per cent) out of their approved outlay of ₹ 5783.94 crore under the vertical. The reasons for the poor progress under the vertical are brought out below:

**4.2 Non-release of Central assistance due to short fall in attachment of beneficiaries**

The total GoI share for the approved 2172 BLC projects was ₹ 3317.90 crore. The PMAY(U) guidelines prescribed that Central assistance under different components would be released to the States after the approval of CSMC in three instalments of 40 per cent, 40 per cent and 20 per cent each. CSMC also prescribed (October 2017) that first instalment of Central assistance for BLC projects was to be released when all beneficiaries in a project were Aadhaar seeded. Audit observed that out of 1720 BLC projects approved by CSMC from 27<sup>th</sup> meeting onwards, Aadhaar seeding of all the beneficiaries was completed (March 2021) in only 1231 projects (72 per cent). Since the Aadhaar seeding of the beneficiaries in the remaining projects were not completed and attached with PMAY MIS, the GoI did not release ₹ 569.56 crore towards first instalment of its share.

**4.3 Non-release of financial assistance to beneficiaries**

Financial assistance under BLC vertical of the scheme was released on reimbursement basis i.e. against the progress achieved in construction. Hence timely release of assistance was critical for completion of the houses taken up under the scheme. The payments were made to the beneficiaries through Direct Benefit Transfer (DBT) in four instalments based on the progress of construction. Audit analysis of data regarding stage wise payments<sup>18</sup> received by beneficiaries revealed shortfall corresponding to the progress in construction as indicated in **Table 4.3**:

**Table 4.3: Details of stage wise payment received for beneficiaries under the BLC vertical as of 31 March 2021**

Progress Status as per PMAY MIS	Central Assistance (State converged projects)		State Assistance (State converged projects)		Central Assistance (Non-converged projects)	
	No. of houses	Number of beneficiaries who received payment	No. of houses	Number of beneficiaries who received payment	No. of houses	Number of beneficiaries who received payment
Foundation	4323	2436	8158	5352	12489	3087
Lintel	4089	2419	7330	5173	763	99
Roof	6229	3530	10179	7492	747	43
<b>Total</b>	<b>14641</b>	<b>8385</b>	<b>25667</b>	<b>18017</b>	<b>13999</b>	<b>3229</b>

**Source: Information obtained from RGHCL**

As observed above, Central share was pending for payment in 6256 (43 per cent) and 10770 (77 per cent) cases in respect of State converged and non-converged projects whereas State share was pending for payment in 7650 (30 per cent)

<sup>18</sup> Excluding fully completed

cases under converged projects, even though the beneficiaries had attained the prescribed progress of construction. The non-release of payments resulted in beneficiaries not making further progress and consequent stoppage of work.

During joint inspection Audit visited 111 incomplete houses taken up under state converged BLC projects. Out of 111 houses visited, Central and State assistance corresponding to actual stages of physical progress were not released in respect of 69 and 12 houses respectively. Out of 69 beneficiaries to whom Central assistance had not been released, Audit interviewed 53 beneficiaries during beneficiary survey, who responded that due to non-release of financial assistance from the Government, they were unable to complete the houses started by them. Audit also conducted joint inspection of 164 houses and surveyed 124 beneficiaries who were sanctioned houses under non-converged projects and observed that

- In 51 cases works were yet to be started and 61 cases incomplete. Central assistance was released to only five beneficiaries who had completed the construction.
- Surveyed 37 beneficiaries stated that construction of houses with an assistance of ₹ 1.50 lakh only from Government was not financially viable for them and were not ready to commence the works.
- The construction of houses was stopped midway by 43 beneficiaries due to non-release of assistance and were living in temporary sheds as they had demolished their existing houses.

The SLNA did not release the payments to the beneficiaries even though an amount of ₹ 566.53 crore was available in the project account at the end of March 2021. The non-release of timely payments resulted in halting the progress of work besides hardship to beneficiaries who had demolished their houses anticipating regular flow of funds for the construction.

The State Government replied (September 2021) that delay was due to the time gap between selection of beneficiaries, approval of DPR and release of instalments by GoI.

Reply was not acceptable as the delay in release of GoI instalments was due to shortfall in attachment of beneficiaries as discussed in *Paragraph 4.2*

#### **4.4 Unfruitful expenditure on incomplete houses**

The scheme guidelines did not specify any timeframe for completion of the houses constructed under the scheme. The work orders issued by the SLNA prescribed that construction should commence within 15 days and completed within six months from the date of issue of work order. On analysis of payment data, Audit observed that 5352 BLC beneficiaries who received first instalment amounting to ₹ 29.22 crore and 5173 beneficiaries who received second instalment amounting to ₹ 57.95 crore for construction of houses during the period 2016-18, were yet (March 2021) to claim further instalments. These

houses remained incomplete despite lapse of three to five years from the date of issue of work order rendering expenditure of ₹ 87.17 crore unfruitful.

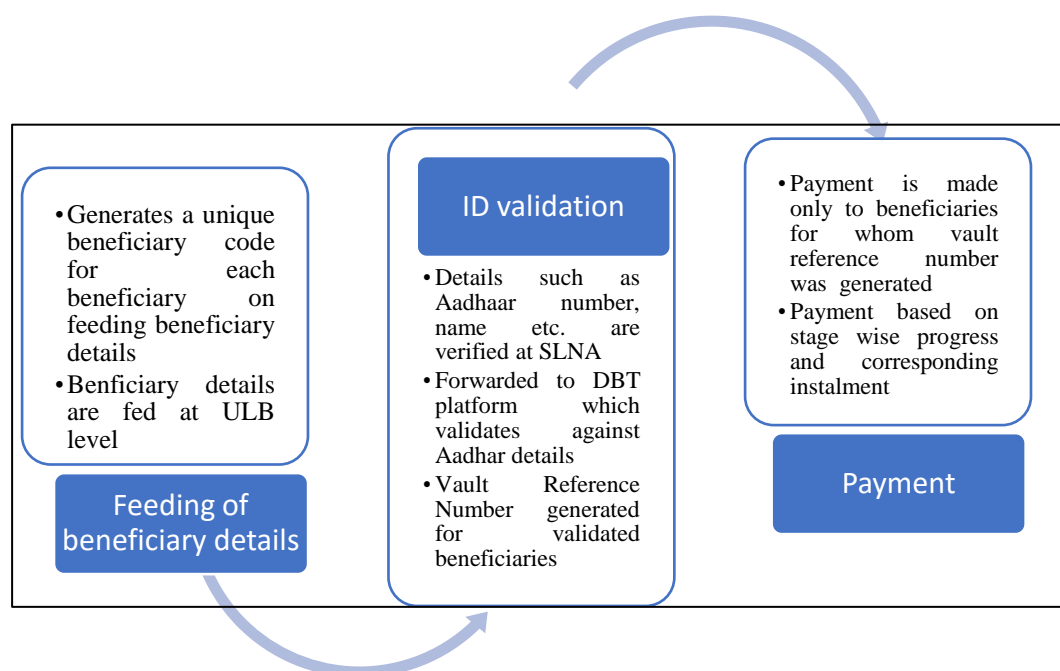
The State Government in its reply (September 2021) attributed the non-release of assistance to the delay in release of GoI instalments due to slow progress in attachment of beneficiaries.

The reply was not acceptable as the audit observation was related to non-completion of the houses and not to delay in release of assistance to the beneficiaries

#### **4.5 Direct Benefit Transfer**

Financial Assistance amounting to ₹ 2117.03 crore was directly transferred to 95671 BLC beneficiaries account during 2016-21, whose Global Positioning System (GPS) photographs were audited and found to be correct. Direct Benefit Transfer (DBT) was carried out using the Information Technology platform, Rajiv Gandhi Housing Online Monitoring System (RGHOMS) till August 2020 and thereafter through DBT platform of Centre for e-Governance, GoK. The operation of the system is detailed in the **chart 4.1** given below:

**Chart 4.1: Process flow for DBT**



Audit observations in this regard are brought out in succeeding paragraphs:



#### 4.5.1 DBT to BLC beneficiaries without validation

Paragraphs 5.7 and 8.4 of PMAY (U) guidelines, mandated Aadhaar number or any other unique identification details of intended beneficiaries to be integrated in the data base to avoid duplication and to validate the beneficiaries thereby ensuring their eligibility at the time of preparation and approval of the projects. The PMAY MIS user manual prescribed attachment of the beneficiary into the database through Aadhaar validation.

##### PMAY MIS Database

- Web enabled MIS to serve as a bridge between Ministry, State Government, SLNA, ULBs and beneficiaries
- Integrated to UIDAI platform to check the validation of Aadhaar number of the beneficiaries during attachment to approved projects

On mapping of data related to release of Central and State share with that of PMAY MIS data, Audit observed that 12,757 out of 62,648 BLC beneficiaries (20 per cent) to whom both state and Central share were released through DBT had not been attached to MIS database through Aadhar validation. Thus, payment of ₹ 172.64 crore was made to these 12757 beneficiaries without validation process prescribed in guidelines/MIS user manual. This resulted in attachment of beneficiaries to multiple projects and consequent duplication in beneficiary payments as illustrated below:

##### 4.5.1.1. Excess payment of financial assistance, ₹ 1.30 crore

Beneficiary code was the identity field for validation and release of payments through DBT. Hence the system should have control mechanism to prevent generation of multiple beneficiary codes to prevent duplication of payments.

Audit observed that system allowed generation of multiple beneficiary codes which facilitated duplicate payments to the same beneficiary. For instance, different beneficiary codes were generated for release of Central and State assistance. Analysis of payment data revealed that in 71 cases (**Appendix 4.1**) benefits under Central assistance and in 40 cases (**Appendix 4.2**) benefits under state assistance was released twice to the same beneficiary due to generation of multiple beneficiary codes. The excess payments made to the above beneficiaries worked out to ₹ 1.30 crore. Thus, the generation of multiple beneficiary codes for the same beneficiary led to deficient validation controls before releasing DBT payments.

The State Government while accepting the audit observation stated (September 2021) that necessary controls would be incorporated in the IT system to prevent generation of multiple beneficiary codes. However, the Government was required to conduct a detailed enquiry to fix responsibility for the lapses that had occurred.



## Chapter V

### Monitoring and Evaluation

#### 5.1 Introduction

Monitoring of the implementation of the scheme was done through manual monitoring, PMAY MIS, Third Party Quality Monitoring Agency (TPQMA), social audit, geo-tagging, SLTC/CLTCs etc. In addition, the State Government has put in place various online monitoring systems like RGHMOS, KSDB Project Management System (PMS) etc. to monitor the implementation of the scheme. Audit observed deficiencies in the monitoring system which led to inclusion of ineligible beneficiary and double/excess/fraudulent payment. Detailed observations are brought out in the succeeding paragraphs:

#### 5.2 Lapses in manual monitoring resulting in duplication of claims

The CLSS component of the scheme was implemented in Karnataka through HUDCO/National Housing Bank who were appointed as Central Nodal Agency (CNA). CNA on behalf of banks would send list of beneficiaries under CLSS on fortnightly basis to concerned States. The States should consider this list while deciding beneficiaries under other three verticals of the scheme so that no beneficiary was granted double benefit.

On analysis of such data submitted by CNA, Audit observed that in Karnataka, 471 beneficiaries who had availed interest subsidy benefit under CLSS also availed benefit under BLC (441 cases) and AHP (30 cases). Under BLC vertical, financial assistance of ₹ 5.62 crore was released to 229 out of 441 beneficiaries. Audit could not trace the payment made to remaining 212 BLC beneficiaries as the data did not have the 18-digit PMAY beneficiary code. The details regarding 284 out of 471 beneficiaries who had availed multiple benefits were indicated in the fortnightly statement furnished by CNA to SLNA. However, SLNA without verifying the fortnightly statement provided benefits under AHP and BLC verticals to these 284 beneficiaries resulting in duplication of claims.

The State Government while accepting the audit observation stated (September 2021) that ULBs were instructed to recover subsidy amount from the above beneficiaries. Further the real time integration of CLSS beneficiary data with PMAY MIS was introduced (November 2019) which prevented duplication of CLSS with AHP/BLC beneficiaries.

#### 5.3 Monitoring through geo-tagging of houses

The key objective of geo-tagging<sup>19</sup> in PMAY (U) was to monitor progress of construction of individual houses through geo-tagged photographs. The PMAY

---

<sup>19</sup> Geo-Tagging is a process of adding or tagging geographical information to various media forms such as a digital photograph, video etc.

MIS was integrated with mobile applications BhuvanHFA<sup>20</sup> of National Remote Sensing Centre (NRSC) and BharatHFA<sup>21</sup> of National Informatics Centre (NIC) for geo-tagging of houses constructed under BLC and AHP verticals respectively. These mobile apps were equipped with various features such as geo fencing<sup>22</sup>, data validation, management, moderation etc.

The operational guidelines of the above applications stipulated that

- The direction and angle of the geo-tagged photograph should be such that entire construction stage or maximum portion of the construction stage of the house is visible in the photograph.
- The photos of all five<sup>23</sup> construction stages should be captured by surveyor nearly from the same geo-coordinate location of earlier construction stage geo-tagged.
- All construction stages should have the picture of beneficiary along with the houses.

Audit observed the following lacunae in geo-tagging of houses under the scheme:

### **5.3.1 Duplication of geo-tagging process resulting in avoidable expenditure of ₹ 0.97 crore**

The scheme guidelines prescribed that funds were to be released to the beneficiaries based on construction stages geo-tagged through Bhuvan/Bharat Apps. CSMC had stipulated (May 2016) that all BLC houses were to be mandatorily geo-tagged under BhuvanHFA application. Instead of BhuvanHFA application, RGHCL was using Indira Mane application (developed inhouse and integrated with RGHOMS) for geo-tagging of houses constructed under BLC vertical. Geo-tagged stage-wise photos of houses were uploaded in Indira Mane app and benefits were directly transferred to those beneficiaries, whose GPS photographs were audited and found to be correct.

Audit mapped geo-tagged data with the payment data and observed that for 48621 beneficiaries, geo-tagging was done under both BhuvanHFA and Indira Mane applications. This resulted in avoidable expenditure of ₹ 0.97 crore<sup>24</sup> besides duplication of the process.

Managing Director (MD), RGHCL replied (January 2021) that the duplication of geo-tagging was necessitated as GoI stipulated for geo-tagged photographs of houses captured using BhuvanHFA application for release of second instalment of its share.

---

<sup>20</sup> BhuvanHFA mobile application is integrated with Bhuvan Web portal of NRSC that visualize geo-tagged housing locations for BLC projects

<sup>21</sup> BharatHFA is the mobile application developed by NIC to capture progress of AHP/ISSR projects.

<sup>22</sup> Geo-fencing is the process of geographical validation of the photographs to ensure that they are captured within prescribed boundary (10 metres) of the house geo-tagged

<sup>23</sup> Not Started, Foundation, Lintel, Roof and Completed

<sup>24</sup> At the rate of ₹ 200/beneficiary

The reply cannot be accepted as RGHCL carried out geo-tagging using Indira mane application despite specific instructions from GoI to use BhuvanHFA application for geo-tagging from May 2016 itself.

### 5.3.2 Non-adherence to the technical specifications prescribed for geo-tagging in respect of AHP projects implemented by KSDB

CSMC in its 29<sup>th</sup> meeting demonstrated (January 2018) BharatHFA application for geo-tagging AHP projects and requested all states to geo-tag their project site applications by 15 January 2018. Additionally, 49<sup>th</sup> CSMC prescribed (November 2019) mandatory completion of geo-tagging for release of second instalment of Central share for the AHP projects. Audit observed that KSDB was using KSDB PMS application developed inhouse for geo-tagging instead of the prescribed BharatHFA application. The photos uploaded in the KSDB PMS application, did not fulfil the prescribed technical criteria as detailed below:

- The photos did not depict entire house/maximum portion of the house. Instead, a portion of the house preferably door, was captured and uploaded multiple times for various stages of construction in respect of higher carpet area buildings (**Picture 5.1**)

**Picture 5.1: Photographs uploaded in KSDB MIS app not indicating the entire structure of the houses constructed**

Photographs taken during JPV	Photographs uploaded in KSDB MIS
	
	

- No audit trails or inspection on the uploaded photos were conducted.
- Photographs of beneficiaries were not captured along with the houses.
- The photographs were not watermarked with longitude and latitude of the locations.
- The photographs of all the construction stages were not captured as mandated. A single photograph was used to indicate the different stages as indicated in **picture 5.2**:

**Picture 5.2: Same photographs uploaded for different stages of construction**

Foundation	Lintel	Roof	Completed
			
			

In view of the above deficiencies in KSDB PMS App, the geo-tagging of AHP projects undertaken by KSDB was yet (March 2021) to be completed as indicated in the PMAY MIS progress report. As observed in **Paragraph 3.2.1**, GoI has withheld release of second share of its instalment for AHP projects, one of the reasons being, non-completion of geo-tagging.

The State Government replied (September 2021) that geo-tagging of in-situ scattered houses implemented by KSDB could not be carried out through BharatHFA app, as it was developed specifically for group housing projects and did not work for individual scattered houses.

Audit is of the view that the deviation from the concept of group housing envisaged under AHP vertical and the constraint of the BharatHFA App in tracking the scattered individual houses defeated the very objective of geo-tagging to monitor progress and exposed the project to the risks associated with poor monitoring. The reply also did not address observations regarding technical deficiencies in KSDB PMS App and non-completion of geo-tagging for AHP projects.

### **5.3.3 Discrepancies observed in stage wise payments of geo-tagged houses**

The payments for BLC beneficiaries were to be made based on the progress achieved in construction as verified through geo-tagged photographs. Joint physical verification of BLC houses revealed that in 20 cases, the beneficiaries were released financial assistance in excess of the scale prescribed for the corresponding stage of progress of construction achieved (**details in Appendix 5.1**). The actual stage of progress revealed through physical verification was less than the stage of progress indicated in the MIS which resulted in excess financial assistance. For instance, in 19 cases, while the JPV revealed the construction stage as 'Roof', PMAY MIS indicated that the construction stage was 'Complete'. These cases need to be further investigated as they indicate irregularities in geo-tagging of photographs.

### Release of financial assistance on fake geo-tagged photographs

MD, RGHCL requested (June 2017) Deputy Commissioner (DC) of Gadag district to investigate the reported corruption in PMAY(U) scheme in Gadag-Betageri City Municipal Council (CMC) which appeared (June 2017) in newspaper. In Gadag-Betageri CMC, 3928 DUs were approved under BLC vertical during 2015-17 and financial assistance was released to 1404 beneficiaries. The enquiry conducted by DC Gadag revealed that 245 beneficiaries who had not actually constructed the houses were released a financial assistance of ₹ 1.24 crore on fake geo-tagged photographs and charge sheets were filed (August 2017) against two officials of Gadag-Betageri CMC for facilitating the same. Details regarding further action taken against the officials and recovery of the defalcated amount were not made available to audit.

As mentioned in *Paragraph 5.3.1*, RGHCL was using Indira Mane Application for geo-tagging of houses built under BLC verticals. RGHCL claimed that the application had inbuilt geo-fencing technique to capture GPS co-ordinates that prevent uploading of fake photographs. However, the above controls were bypassed, and 245 fake photographs were uploaded into the system and benefits transferred to ineligible beneficiaries indicating vulnerabilities in geo-tagging through Indira Mane application.

Audit also noticed that apart from the amount of ₹ 1.24 crore mentioned in the charge sheet, an amount of ₹ 0.58 crore was also transferred to 55 out of the above 245 beneficiaries after the date of framing the charge sheet. The SLNA did not take action to block the beneficiaries involved in defalcation which resulted in continued extension of scheme benefits to them. The SLNA also did not take action to fix responsibility for continued release of assistance to the above beneficiaries.

### 5.4 Functioning of TPQMA

Paragraph 12.10 of PMAY (U) guidelines stipulated that a State level mechanism for third party quality monitoring of projects sanctioned under PMAY were to be evolved with the objectives of review and monitoring of quality of all PMAY projects implemented and to provide a structured report on the quality of projects under PMAY. Based on quality assurance report by such agencies, States and ULBs were to take both preventive and curative measures to ensure that standard quality houses and infrastructure were constructed under the scheme. The SLNA was to place the Third Party Quality Monitoring Report along with the Action Taken Report before SLSMC. The SLNA appointed six TPQMA for monitoring the quality of houses constructed under the scheme. Out of 1847 ongoing projects, 967 projects (52 per cent) were entrusted to these agencies at the end of March 2021. The observations in respect of functioning of TPQMA were as follows:

- TPQMA were to carry out first inspection on attaining 10-15 per cent of progress of work. However, in respect of 218 BLC projects and 73 AHP projects, TPQMA were yet (July 2021) to make their first visit.

- TPQMA were to make their second inspection on attaining 50-60 *per cent* of progress and final inspection on completion of the work. However, in respect of test checked 79 out of 118 (67 *per cent*) BLC projects and 29 out of 47 (62 *per cent*) AHP projects, TPQMA did not conduct mandatory visits as per the stage of progress prescribed in the guidelines
- SLNA was yet (July 2021) to submit before SLSMC action taken report on the quality assurance report submitted by the TPQMA.

### **5.5 Functioning of CLTC**

GoK constituted (April 2016 to May 2020) CLTCs in 31 districts comprising of 111<sup>25</sup> experts for enhancing capacity of their employees/officers in operational areas like planning, engineering, social mobilization, financial planning etc.

During joint physical verifications of the selected projects, the following deficiencies were observed in the functioning of CLTCs.

- Records in respect of activities such as slum mapping exercise, co-ordination with various Housing Finance Institutions, banks, private bodies for ensuring financial support, review of the city plan of actions and DPRs, identification and adaptation of green innovative technologies/good construction practices/disaster resistant construction, assessment of the social development impact of the project etc. were not maintained by the CLTCs as mandated in the guidelines.
- Financial formats required under the guidelines, specialized training materials/modules, gender checklists, reports of the trainings and capacity building programme, etc also were not prepared by the CLTCs.

### **5.6 Social Audit**

The scheme guidelines provided for undertaking social audit of the projects being implemented under the scheme. Such social audit would be carried out by State/UT Government and ULBs through credible institutions including technical institutions (IITs, NITs etc.), architectural, design institutes etc. The scheme provided 100 *per cent* financial assistance for social audit with the approval of CSMC. Further GoI also issued guidelines detailing the objective, scope and reporting of social audit of PMAY scheme.

Audit observed that the social audit of the scheme was yet (June 2021) to taken up by the SLNA. In the absence of social audit/evaluation studies the State Government was neither aware of shortfalls in implementation nor was in a position to assess the impact of the scheme.

The State Government replied (September 2021) that RGHCL requested (March 2020) Rural development and Panchayat Raj Department to conduct social audit of the scheme through its social audit unit and the response was awaited.

---

<sup>25</sup> 19 in 2016, 10 in 2017, 64 in 2018, 15 in 2019 and three in 2020



## Chapter VI

### Conclusion and Recommendations

#### 6.1 Conclusion

The ULBs did not follow the procedure prescribed for conducting the survey for assessing the demand for housing. The improper survey carried the risk of exclusion of eligible beneficiaries as only 13.72 lakh prospective beneficiaries were identified homeless as against 20.35 lakh projected in KAHP. The demand survey was also not completed within the prescribed cut-off date as 6.72 lakh out of 13.72 lakh beneficiaries were identified subsequently making it an ongoing exercise which affected strategic planning, prescribing targets and allocating resources for achieving the goals of the scheme.

Out of 5.17 lakh beneficiaries approved under 2472 projects, only 3.43 lakh beneficiaries were attached after due validation using unique identification such as Aadhaar number. This resulted in 206 beneficiaries who were attached under BLC vertical getting benefits under AHP verticals without validation. Non-validation of spouse details during attachment resulted in spouses of 21 BLC beneficiaries receiving benefits under AHP vertical. Comparison of beneficiaries under approved DPR and list of actual recipients of scheme benefits revealed that only 12 *per cent* of original beneficiaries in approved DPRs were provided benefits under the scheme and 44 *per cent* were not even part of the prospective beneficiary list derived through demand survey. Selection of such beneficiaries bypassing the prescribed procedure resulted in extension of scheme benefits to ineligible beneficiaries such as those having annual income more than rupees three lakh, those having pucca houses etc. During joint inspection audit noticed that 41 *per cent* of the houses constructed under PMAY (U) were high cost multi storey buildings having carpet area more than 30 square metre underscoring the irregularities in selection of beneficiaries.

HFAPoA which was the strategic plan document was finalised in 2020 after 5 years from the commencement of the scheme. The mandatory reforms prescribed to ease the administrative and regulatory bottleneck in facilitating growth of affordable housing sector were yet (September 2021) to be fully complied by the State Government.

In AHP projects, there was shortfall in aggregating financial resources as GoI withheld an amount of ₹ 1003.55 crore due to non-fulfilment of prescribed conditions and due to short collection of beneficiary contribution and ULB share to the tune of ₹ 8360.78 crore. The objective of the scheme to provide group housing with infrastructural facilities under AHP vertical was not accomplished as only 14 *per cent* of the houses taken up by KSDB were group houses and rest of the houses were taken up individually in a scattered manner. This facilitated irregularities by contractors who instead of executing the works as per tender agreement, released money and material to the beneficiaries who constructed the houses on their own. The AHP projects were undertaken without providing basic civic infrastructure such as water supply, UGD, roads, electricity etc.

GOI withheld release of first instalment under BLC projects amounting to ₹ 569.56 crore due to shortfall in attachment of beneficiaries to the projects. The delay in release of payments to BLC beneficiaries in spite of achieving the prescribed progress of construction resulted in stoppage of works causing

hardship to the beneficiaries who had demolished their existing houses anticipating release of funds for construction. BLC beneficiaries who were released financial assistance amounting to ₹ 87.16 crore as first and second instalments were yet (March 2021) to claim the balance instalments despite lapse of two to four years rendering the expenditure unfruitful as the houses remained incomplete. Payments amounting to ₹ 172.64 crore were made to 12,757 out of 62,648 BLC beneficiaries without the prescribed validation through unique ID resulting in duplication of payments. In 111 cases multiple beneficiary codes were generated and double payments amounting to ₹ 1.30 crore was made to such beneficiaries.

Lapses in manual monitoring of payments made under CLSS vertical resulted in 471 beneficiaries who had availed assistance under CLSS duplicating benefits under BLC and AHP verticals. The geo-tagging of BLC beneficiaries were not carried out through the mandated Bhuvan application resulting in unnecessary duplication of the process at an extra cost of ₹ 0.97 crore. The geo-tagging of AHP projects taken up by KSDB was carried out through KSDB PMS application, instead of the stipulated Bharat application which failed to meet the required technical specifications. The deficiencies in the functioning of TPQMA and CLTC besides absence of social audit/evaluation studies rendered ineffective monitoring of the scheme.

As of March 2021, projects were taken up only for 5,17,531 beneficiaries out of the 13,71,592 prospective beneficiaries (38 per cent) identified through demand survey. As against the approved 5,17,531 DUs, only 88,395 DUs (17 per cent) were completed as of March 2021. The construction of 3,28,499 DUs (63 per cent) were yet (March 2021) to be commenced indicating that achieving the mission goal of 'Housing for All' by 2022 was a difficult prospect.

## **6.2 Recommendations**

### **State Government**

- *The State Government should take urgent steps to firm up the demand for housing in the State and focus on assigning targets for completion of the houses well within the target year of 2022.*
- *The State Government should ensure that various implementing agencies prepare strategic plan and annual plans within the prescribed timeframe to ensure that targets were fixed, and resources allocated to achieve the mission goals*
- *The State Government should adhere to the conditions prescribed for release of Central assistance and ensure that consent obtained from beneficiaries and ULBs regarding contribution of their share before approving projects under the scheme.*
- *The State Government should complete mandatory reform conditions prescribed for encouraging private sector participation in affordable housing sector.*
- *The State Government should ensure that projects approved under AHP vertical conformed to the group housing concept envisioned under scheme guidelines.*

**Nodal and Implementing agencies**

- *The State Level Nodal Agency should take urgent action to attach all the approved beneficiaries to the projects and ensure that benefits under the scheme were extended to beneficiaries only after completion of the attachment process.*
- *The implementing agencies should avoid delay in commencement of approved projects to avoid cost escalation and reduce the financial burden of the beneficiaries.*
- *State Level Nodal Agency should ensure timely release of payments to BLC beneficiaries as per the progress of construction attained to prevent hardship to beneficiaries.*
- *State Level Nodal Agency should fix responsibility for duplicate payments under DBT and ensure that control mechanism was in place to avoid generation of multiple beneficiary codes to avoid such instances in future.*
- *State Level Nodal Agency should conduct prescribed scrutiny of list of CLSS beneficiaries to preclude chances of their duplication under AHP and BLC verticals.*
- *The SLNA and KSDB should follow standard procedures prescribed by Government of India for geo-tagging all grounded projects.*
- *The social audit of the scheme as prescribed in the guidelines should be taken up and the monitoring through TPQMA and SLTC strengthened.*

**Bengaluru**  
**The**

**(ANUP FRANCIS DUNGDUNG)**  
**Accountant General (Audit-II)**  
**Karnataka**

**Countersigned**

**New Delhi**  
**The**

**(GIRISH CHANDRA MURMU)**  
**Comptroller and Auditor General of India**





# **Appendices**



## Appendix 1.1

(Reference: Paragraph 1.4, Page 3)

## Details showing sample selected for Performance Audit

Division	District	ULB	AHP	BLC	Total Projects
Kalaburagi	Koppal	Koppal	1	4	5
	Ballari	Ballari	1	4	5
		Harappanahalli	1	2	3
		Kamalapur	1	2	3
		Tekkalakota	1	5	6
Belagavi	Belagavi	Belagavi	1	3	4
		Chikkodi	1	3	4
		Gokak	1	2	3
		Kudachi	1	4	5
		Ramdurga	1	5	6
	Vijayapura	Basavana Bagevadi	1	3	4
		Indi	1	4	5
		Muddebihal	1	4	5
		Vijayapura	2	5	7
Mysuru	Chikkamagaluru	Chikkamagaluru	1	2	3
		Kadur	1	3	4
		Tarikere	1	3	4
	Dakshin Kannada	Mangaluru	1	6	7
	Mandya	Maddur	1	4	5
		Malavalli	1	4	5
		Mandya	1	5	6
		Nagamangala	1	2	3
Bengaluru	Bengaluru Urban	Anekal	1	3	4
		BBMP	11	2	13
	Shivamogga	Bhadravathi	1	3	4
		Sagar	1	3	4
		Shiralakoppa	1	3	4
		Shivamogga	1	2	3
		Soraba	1	2	3
	Tumkuru	Koratagere	1	3	4
		Kunigal	1	3	4
		Madhugiri	1	4	5
		Pavagada	1	2	3
		Sira	1	3	4
		Tumkuru	1	4	5
		Turuvekere	1	2	3
<b>Total</b>	<b>10</b>	<b>36</b>	<b>47</b>	<b>118</b>	<b>165</b>

**Appendix 2.1**

**(Reference Paragraph 2.2.1, Page 8)**

**Statement showing beneficiaries who received benefits under AHP and BLC verticals**

**(Amount in ₹)**

Sl No.	KSDB AHP Project	No. of DUs	Name of the slum	Status of AHP project	Name of beneficiary	Name of ULB	Progress under BLC	Benefits received under BLC
1	Chikkodi	449	Bhimnagar	Roof laid	Aravinda K Bandarkar	Chikkodi	Complete	329800
2	Chikkodi	449	Bhimnagar	Roof laid	Bharathi Bharath Shettannavar	Chikkodi	Complete	329800
3	Chikkodi	449	Bhimnagar	Roof laid	Bhimasena Aravind Bandarkar	Chikkodi	Complete	329800
4	Chikkodi	449	Mathangikeri	Lintel	Pulabai Kambale	Chikkodi	Complete	329800
5	Chikkodi	449	Mathangikeri	Roof laid	Shanavva Basappa Bhajanthri	Chikkodi	Complete	329800
6	Chikkodi	449	Mathangikeri	Plinth	Sevanta Tangadi	Chikkodi	Complete	329800
7	Chikkodi	449	Bhimnagar	Lintel	Vijaya Kumar Meghannavara	Chikkodi	Complete	329800
8	Chikkodi	449	Bhimnagar	Roof laid	Yamanappa Shttennavar	Chikkodi	Complete	199800
9	Indi	250	Goripatti Tanda	Roof laid	Juoti Dhanikumar Rathod	Indi	Complete	112300
10	Indi	250	Goripatti Tanda slum	Roof laid	Khajappa B Singegol	Indi	Complete	224800



Appendix 2.1(Contd...)

Sl No.	KSDB AHP Project	No. of DUs	Name of the slum	Status of AHP project	Name of beneficiary	Name of ULB	Progress under BLC	Benefits received under BLC
11	Indi	250	Kumbar Oni Slum	Lintel	Rukmabai Chandrakant Jadhav	Indi	Foundation	49800
12	Kadur	404	Ambedkar Nagara	Plinth	Kariyamma	Kadur	Foundation	44801
13	Kunigal	500	K R S Agrahara	Lintel	Lakshamma	Kunigal	Complete	179800
14	Kunigal	500	K R S Agrahara	Finishing	M S Lalita	Kunigal	Foundation	82300
15	Kunigal	500	Vanambadi	Finishing	Santhosh Kumar	Kunigal	Roof	134800
16	Maddur	250	Muslim Block	Plinth	Nanjamma	Maddur	Complete	299800
17	Maddur	250	Muslim Block	Plinth	Rizvana Banu	Maddur	Complete	269800
18	Madhugiri	450	Benkipura	Roof laid	Deviramma	Madhugiri	Roof	134800
19	Madhugiri	450	Benkipura	Completed	Nagarathamma	Madhugiri	Complete	329800
20	Malavalli	500	Ummathuraiah Badavane	Plinth	Sharada	Malavalli	Complete	269800
21	Malavalli	500	A J Colony	Plinth	Thayamma	Malavalli	Complete	329800
22	Pavagada	300	Kadamalakere	Roof laid	Badrappa	Pavagada	Complete	329800
23	Pavagada	300	Achar Bidi	Roof laid	Lalithamma	Pavagada	Complete	329800
24	Ramdurg	600		Roof laid	Iravva Maruthi Hosamani	Ramdurg	Lintel	112300
25	Ramdurg	600	Vittalpete Narayan pete	Completed	Maruti Keshappa Bajantri	Ramdurg	Roof	262300
26	Ramdurg	600	Eti Oni	Completed	Yallavva Murgod	Ramdurg	Complete	262300

Appendix 2.1(Contd...)

Sl No.	KSDB AHP Project	No. of DUs	Name of the slum	Status of AHP project	Name of beneficiary	Name of ULB	Progress under BLC	Benefits received under BLC (₹)
27	Sira	1008	Kallukote Sy. No 103/2P	Plinth	Reshma Banu	Sira	Roof	119800
28	Sira	1008	Kallukote Sy. No 103/2P	Plinth	Radha	Sira	Complete	329800
29	Sagar	1588	New J.P Nagar	Roof laid	Manjula	Sagar	Complete	299800
30	Sagar	1588	Analekoppa Sy No.07	Roof laid	Radha	Sagar	Complete	299800
31	Gokak	600	Hospetgalli	Completed	Ramappa Bandi	Gokak	Complete	119803
32	Gokak	600	Hospetgalli	Completed	Mallavva B Medar	Gokak	Complete	329800
33	Gokak	600	Vaddaragalli	Completed	Shyla Kunderagi	Gokak	Complete	179801
34	Gokak	600	Harijan Keri	Roof laid	Ramappa H.Belagavi	Gokak	Complete	269800
35	Shivamogga	1590	Shanthi Nagara	Completed	S. Kumar	Shivamogga	Complete	329800
36	Kadur	404	Narabhovi Colony	Completed	Rathnamma	Kadur	Lintel	164800
37	Malavalli	500	Ummathuraiah Badavane	Lintel	M Sowmya	Malavalli	Roof	74800
38	Malavalli	500	A J Colony	Roof Laid	Shivamma	Malavalli	Complete	299800
<b>Total benefits paid under BLC</b>								<b>9084905</b>

Source: Information derived from the data furnished by RGHCL

## Appendix 2.2

(Reference paragraph 2.2.1, Page 8 &amp; 9)

## Statement showing beneficiaries who received multiple benefits under AHP Projects implemented by KSDB

Sl. No.	NAME	PROJECT	No. of DUs	Sl. No. in KSDB Progress Report	ID No. as per KSDB Progress Report	SLUM NAME
1	T N Amarnath	BBMP 895 DUs	2	513, 262	180001, 65511	Pragathipura
2	Mubeena	BBMP 895 DUs	3	560, 59, 581	183929, 65582, 184060	2 DUs in Sarabandepalya, 1 DU in Haricolony
3	Manoj Kumar	Kunigal 500 DUs	2	181, 186	54429, 54434	K.R S Agrahara
4	Ganapathi	Sagar 1588 DUs	2	189, 174	10052, 10037	Analekoppa Sy No.07
5	Nagamma	Shivamogga 1590 DUs	2	23, 692	2564, 173221	Chikkamatti-Ph-2
6	Prema	Chikkamagaluru 280 DUs	2	5, 71	45075, 12070	Tamil and Bhovi colony
7	Roopa H	BBMP 933 DUs	2	470, 504	66052, 68094	Swatantrapalya
8	Nagaraju	BBMP 768 DUs	2	679, 546	36487, 36354	Rama Murthy Nagar, Ambedkar Nagara
9	Indirabee	Turuvukere 200 DUs	2	65, 56	61091, 61082	Devegowda Badavane
10	Ameensabj Peerjade	Vijayapura 1028 DUs	2	159, 227	30125, 30193	Sy. No. 1057/A (Gunnapur Road) & Sy. No. 110 (Indi Road)
11	Ashok Bhutanal	Vijayapura 1028 DUs	2	793, 457	81602, 30423	Pete Bavadi slum
12	Kumudha	BBMP 933 DUs	2	469, 503	66051, 68093	Swatantrapalya
13	Rangamma	Madhugiri 450 DUs	2	40, 23	23144, 23127	Benkipura and Bhovi Colony
14	Padma	BBMP 768 DUs	2	549, 687	36357, 36495	Rama Murthy Nagar, Ambedkar Nagara
15	Manju M	BBMP 759 DUs	2	8, 28	39361, 62014	A.K. Colony
16	Babita T Gaikwad	Vijayapura 1028 DUs	2	84, 575	30050, 68024	Sy. No. 1057/A (Gunnapur Road) & Sy. No. 110 (Indi Road)
17	Velliyamma	BBMP 933 DUs	2	224, 272	18293, 18341	Swatantrapalya
18	Ravi	Chikkamagaluru 280 DUs	2	82, 50	12081, 12049	Tamil & Bhovi colony
19	Muniswamy	Chikkamagaluru 280 DUs	2	121, 64	173564, 12063	Tamil and Bhovi Colony
20	Mehaboob	BBMP 895 DUS	2	290, 324	52806, 52869	Kaveri Nagara
21	Jayamma	BBMP 933 DUs	2	471, 501	66053, 68089	Swatantrapalya
22	Shankarappa	Shivamogga 1590 DUs	2	690, 21	173219, 2562	Chikkamati-Ph-2
23	T S Sankar	Tarikere 250 DUs	2	25, 29	11040, 78628	Nagappa Colony and Vasappa Colony

Appendix 2.2 (Contd...)

Sl. No.	NAME	PROJECT	No. of DUs	Sl. No. in KSDB Progress Report	ID No. as per KSDB Progress Report	SLUM NAME
24	Prakrudin Sab	Madhugiri 450 DUs	2	392, 44	172786, 23148	Benkipura
25	Latha	BBMP 762 DUs	2	497, 496	56070, 56079	Lingarajpuram A Block
26	Gayatri	BBMP 1008 DUs	2	264, 959	18786, 171943	Rajendranagara
27	Susilabai I Kamar	Vijayapura 1028 DUs	2	302, 303	30268, 30269	Kumbar Oni Slum
28	Shruthi	Chikkamagaluru 280 DUs	2	8, 78	45077, 12077	Tamil & Bhovi Colony
29	N Ramanjanamma	BBMP 933 DUs	2	304, 589	18373, 91108	Swatantrapalya
30	Mallikarjuna	BBMP 768 DUs	2	513, 591	36321, 36399	Rama Murthy Nagar, Ambedkar Nagara
31	Ramesha T G	Tarikere 250 DUs	2	114, 31	173405, 11046	Nagappa Colony
32	Gangamma	BBMP	2	481, 652	36289, 36460	Rama Murthy Nagar, Ambedkar Nagara
33	Chandrakal S Ganor	Vijayapura 1028 DUs	2	766, 665	81574, 68294	Shikar Khana Slum, and Sy. No. 1057/A (Gunnapur Road) & Sy. No. 110 (Indi road)
34	Shakuntala	BBMP 933 DUs	2	455, 301	66015, 18370	Swatantrapalya
35	Penchalamma	BBMP 1008 DUs	2	674, 791	51616, 62595	Rajendranagara
36	Peer Sab Kududarahal	Tekkalakote 268 DUs	2	247, 215	69067, 31160	Mabusubani Oni
37	Umalakshmi	BBMP 1008 DUs	2	704, 934	51646, 171918	AK Bhovi Colony
38	Eshwarappa	Tarikere 250 DUs	2	34, 57	11049, 78637	Nagappa Colony
39	Chinnanna	BBMP	2	93, 174	40096, 39527	LBS Nagar and Venkatala
40	Rangamma	BBMP	2	84, 26	58045, 26319	Sanjeevini Nagara
41	Manjunath G Sheth	Shivamogga 1590 DUs	2	139, 9	2673, 51194	Indira Badavane
42	Sheeba	BBMP	2	146, 21	17852, 179967	Lingarajpuram-'B' Block
43	B L Rajesh	BBMP	2	468, 502	66050, 68091	Swatantrapalya
44	Malika P	BBMP	2	582, 712	51524, 62516	Rajendranagara
45	Renuka Ramesh Jalawadi	Vijayapura 1028 DUs	2	472, 284	68101, 30250	Sy. No. 110 (Indi Road) and Shikar Khana Slum
46	Vijaya M	BBMP 933 DUs	2	456, 314	66016, 18383	Swatantrapalya
47	Madamma	BBMP 1008 DUs	2	518, 524	19040, 19046	Siddartha Colony
48	Puttamma	BBMP 768 DUs	3	514, 536, 655	36322, 36344, 36463	Rama Murthy Nagar and Ambedkar Nagara
49	Veeresh	Shiralakoppa 250 DUs	2	7, 21	57160, 57169	Pump House

## Appendix 2.2 (Contd...)

Sl. No.	NAME	PROJECT	No. of DUs	Sl. No. in KSDDB Progress Report	ID No. as per KSDDB Progress Report	SLUM NAME
50	Gowramma	Malavalli 500 DUs	2	348, 430	60832, 72435	Ummathuraiah Badavane
51	Thaseena Banu	BBMP 895 DUs	2	183, 255	65600, 65437	Sarabandepalya and Hari Colony
52	Rathnamma	BBMP 762 DUs	2	437, 254	56010, 17960	Sathyanagar
53	Reshma A Araba	Vijayapura 1028 DUs	2	476, 69	68105, 30035	Sy. No. 1057/A (Gunnapur Road) & Sy. No. 110 (Indi Road)
54	Suvarna Tilagul	Vijayapura 1028 DUs	2	113, 226	30079, 30192	Sy. No. 1057/A (Gunnapur Road) & Sy. No. 110 (Indi Road)
55	Prasanna	Malavalli 500 DUs	2	253, 267	60737, 60751	A J Colony
56	N Kumar	BBMP 1008 DUs	2	337, 586	18859, 51528	Rajendranagara
57	M Lakshmi	BBMP 1008 DUs	2	938, 818	171922, 62622	Bhovi colony
58	Singari	Shivamogga 1590 DUs	2	756, 154	174858, 2685	Kumbaragundi Smg
59	Anandan N	BBMP 933 DUs	2	472, 505	66054, 68096	Swatantrapalya
60	Moula Ali Hajilalsab Shaharpyade	Vijayapura 1028 DUs	2	453, 794	30419, 81603	Pete Bavadi Slum
61	Chandramma	BBMP 768 DUs	2	689, 640	36497, 36448	Rama Murthy Nagar, Ambedkar Nagara
62	N Shanthamma	BBMP 895 DUs	2	313, 297	183703, 65524	Pragathipura
63	Umesh	BBMP 762 DUs	2	574, 575	56147, 58806	Lingrajpuram B Block
64	Padma	BBMP 1008 DUs	2	707, 820	51649, 62624	AK Bhovi Colony
65	Rihana Taj	Nagamangala 250 DUs	2	216, 96	175127, 56867	A D Colony and behind Taluk Office
66	Madhulyti	Pavagada 300 DUs	2	102, 22	49533, 5251	Kadmalakere and Off Bande
67	Geetha	BBMP 768 DUs	2	535, 656	36343, 36464	Rama Murthy Nagar and Ambedkar Nagara
68	GK Nagaraj	Shivamogga 1590 DUs	2	691, 22	173220, 2563	Chikkamatti-Ph-2
69	Lakshmidivi	Pavagada 300 DUs	2	23, 128	5252, 49559	Off Bande and Kadamalakere
70	G Venkatesh	BBMP 933 DUs	2	278, 9	18347, 18078	Swatantrapalya
71	Pappamma	Pavagada 300 DUs	2	119, 140	49550, 49571	Kadamalakere
72	Saraswathi	BBMP 762 DUs	2	396, 412	51409, 51425	Sathyanagara
73	Nagaraja	BBMP 895 DUs	2	72, 204	65473, 65605	Pragathipura and Sarabandepalya

Appendix 2.2 (Contd...)

Sl. No.	NAME	PROJECT	No. of DUs	Sl. No. in KSDB Progress Report	ID No. as per KSDB Progress Report	SLUM NAME
74	Saleem Shah C S	BBMP 895 DUs	2	261, 376	52796, 76906	Sarabandepalya
75	Durgavva Laxman Rohinal	Vijayapura 1028 DUs	2	238, 578	30204, 68208	Sy. No. 1057/A (Gunapur road) & Sy. No. 110 (Indi Road)
76	Shanta G Maral	Vijayapura 1028 DUs	2	765, 666	81573, 68295	Shikar Khana Slum and Sy. No. 1057/A (Gunnapur Road) & Sy. No. 110 (Indi Road)
77	Mallika	BBMP 762 DUs	2	33, 195	14347, 175794	Lingarajpuram-'A' Block
78	Hanamesh	Koppal 337 DUs	2	329, 141	171756, 44737	Devaraj Urs Colony
79	Kumar G	BBMP 1008 DUs	2	819, 939	62623, 171923	Bhovi Colony
80	Hamsa	Shivamogga 1590 DUs	2	689, 19	173142, 2560	Chikkamatti-Ph-2
81	Mariyamma	BBMP 768 DUs	2	627, 515	36435, 36323	Rama Murthy Nagar, Ambedkar Nagara
82	Reshma Taj	BBMP 933 DUs	2	408, 585	18477, 80320	Gopalpura
83	Venkatesh	BBMP 768 DUs	2	676, 582	36484, 36390	Rama Murthy Nagar, Ambedkar Nagara
84	Parwathamma	Chikkamagaluru 280 DUs	2	16, 122	12015, 173565	Lyandi talab
85	Rathnamma	BBMP 933 DUs	2	316, 457	18385, 66017	Swatantrapalya
86	Venkatesh	BBMP 1008 DUs	2	790, 675	62594, 51617	Rajendranagara

Source: Information derived from the data furnished by KSDB

## Appendix 2.3

(Reference paragraph 2.2.2, Page 9)

Statement showing details of beneficiary and spouse availing benefits under different verticals

Sl.No.	Name of the Beneficiary under BLC	State Beneficiary Code	Spouse Name	Name of the AHP Project where spouse has availed benefit.
1	Anusaya Pundalik Ghorpade	724603	Pundalik Ghorpade	Vijayapura 1800 DU
2	Kasturi Walikar	735851	Laxman Walikar	Vijayapura 1800 DU
3	Parvin Janvekar	735990	Bilal Janvekar	Vijayapura 1028 DU
4	Roopa Ganapathi Bhandari	580191	Ganapathi R Bhandari	Vijayapura 1800 DU
5	Nazeerabanu Khan	580567	Afzal Khan M Khan	Vijayapura 1800 DU
6	Indumati Suresh Mane	580563	Suresh Mane	Vijayapura 1800 DU
7	Revu Walikar	735641	Sujatha Walikar	Vijayapura 1800 DU
8	Milindra Bhandari	735855	Chandrasheni Milindra Bhandari	Vijayapura 1800 DU
9	Bharathi Yasvant Mane	588341	Yasvant R Mane	Vijayapura 1800 DU
10	Anil Namdev Chauhan	724525	Dejane Anil Chauhan	Vijayapura 1800 DU
11	Kareem Abdul Khadeer Ahmed Nagar	588957	Haseena K Ahmed Nagar	Vijayapura 1028 DU
12	Riyan Kankale	735055	Moulavi Bashasas Kankale	Vijayapura 1800 DU
13	Sunitha Santosh Chauhan	601592	Santosh Meghu Chauhan	Vijayapura 1800 DU
14	Shurabai Mahadeva Chauhan	624580	Mahadeva Revu Chauhan	Vijayapura 1800 DU
15	Kashibai Jayaram Chauhan	586231	Jayaram Jival Chauhan	Vijayapura 1800 DU
16	Parubai Ashok Rathod	601776	Ashok Sevu Rathod	Vijayapura 1800 DU
17	Sunitha Santosh Rathod	601801	Santosh Bhimasing Rathod	Vijayapura 1800 DU
18	Parvathi Pandu Chauhan	601745	Pandu Shevu Chauhan	Vijayapura 1800 DU
19	Gujjibai Namu Chauhan	601662	Praksh Namadev Chauhan	Vijayapura 1800 DU
20	Sakkubai Ashok Rathod	601741	Ashok Shivu Rathod	Vijayapura 1800 DU AHP
21	Devibai Sevu Rathod	627965	Sevu Hiru Rathod	Vijayapura 1800 DU AHP

Source: Information derived from the data furnished by RGHCL

### Appendix 2.4

(Reference Paragraph 2.3, Page 9 & 10)

Statement showing ULBs where approved DUs were more than beneficiaries identified in demand Survey

Sl No.	Name of ULB	No. of beneficiaries as per demand survey	No. of approved DUs
1	Athni	899	1362
2	Bankapura	788	1015
3	Chiknayakanhalli	1045	1157
4	Dandeli	1914	3489
5	Haliyal	1498	1677
6	Heggadadevankote	1690	1869
7	Holalkere	1102	1733
8	Hoovina Hadagali	1733	1996
9	Khanapur	957	1079
10	Kudchi	2089	2403
11	Kudligi	1490	1809
12	Kumta	717	760
13	Kurekuppa	542	546
14	Mudalgi	1418	1779
15	Mundgod	1355	1620
16	Raybag	1743	1810
17	Sandur	3907	4427
18	Sankeshwar	1471	1826
19	Saundatti-Yellamma	926	1616
20	Savanur	1167	2118
	<b>TOTAL</b>	<b>28451</b>	<b>36091</b>

Source: Information derived from the data furnished by RGHCL



## Appendix 3.1

(Reference Paragraph 3.2.1, Page 18)

## Statement showing non-compliance to conditions prescribed by CSMC

CSMC meeting No.	No. of AHP Projects approved	Condition stipulated for release of first instalment.	Audit Observations
27	08	Grounding of earlier approved houses under AHP is not satisfactory. Proposal for conversion of 1455 houses (08 AHP) to BLC not submitted.	18 out of 153 AHP projects approved before 27 <sup>th</sup> Meetings were yet (March 2021) to be started. Submission of proposal to CSMC for conversion of AHP to BLC projects are not forthcoming from the records made available to audit.
37	02	Grounding of earlier approved houses under AHP is not satisfactory.	46 out of 206 AHP projects approved before 37 <sup>th</sup> Meetings were yet (March 2021) to be started.
40	07	On confirmation by State Government that land has been identified for the projects, developer has been selected and work order has been issued.	Out of seven projects approved, six projects were yet (March 2021) to be commenced.
41	77	On confirmation by State Government that land has been identified for the projects, developer has been selected and work order has been issued. Submission of minutes of SLSMC meeting approving the DPRs.	Out of 77 projects approved, 75 projects are yet (March 2021) to be commenced. As per the HFA Guidelines and State Government Order dated 18.01.2016, DPRs appraised by the SLAC needs to be approved by the SLSMC before recommending it to the CSMC for approval. However, in the extant case, post facto approval for these projects were accorded by the SLSMC in its 15 <sup>th</sup> meeting held on 31 <sup>st</sup> January 2019. Thus, wrong information was provided to the CSMC that these projects were approved by the SLSMC.
43	63	On confirmation by State Government that land has been identified for the projects, developer has been selected and work order has been issued.	None of the projects approved in 43 <sup>rd</sup> CSMC meetings have commenced till date (March 2021).
49	7	On confirmation by State Government about selection of developer for the projects, registration of projects under RERA and work order has been issued.	Five projects were yet to be started (March 2021). Registration of the projects under RERA was yet to be done.

Appendix 3.1(Contd...)

CSMC meeting No	No. of AHP Projects approved	• Condition stipulated for release of first instalment.	• Audit Observations
50	5	<ul style="list-style-type: none"> <li>• Projects proposed having construction of 3 to 18 houses is not justified and should be taken under BLC. State Government to reconsider these AHP projects and confirm the same to the mission Director immediately.</li> <li>• On confirmation by State Government about selection of developer for the projects, registration of projects under RERA and work order has been issued.</li> <li>• Minutes of the SLSMC meeting approving the proposed projects.</li> </ul>	<ul style="list-style-type: none"> <li>• Compliance to the observation was not forthcoming from the records.</li> <li>• Four out of 5 projects approved were yet to be commenced (March 2021) and registration of the projects under RERA was not done carried out.</li> <li>• As per the HFA guidelines and State Government Order dated 18.01.2016, DPRs appraised by the SLAC needs to be approved by the SLSMC before recommending it to the CSMC for approval. However, in this case post facto approval for these projects were accorded by the SLSMC in its 21<sup>st</sup> meeting held on 30<sup>th</sup> January 2020. Thus, wrong information was provided to the CSMC that these projects were approved by the SLSMC.</li> </ul>

Source: Information derived from the data furnished by RGHCL

**Appendix 3.2**  
**(Reference Paragraph 3.2.2, Page 19)**

**Statement showing DUs not started due to non-contribution of beneficiary share**

<b>Sl. No.</b>	<b>Project Name</b>	<b>DUs</b>	<b>No. of DUs commenced</b>	<b>DUs yet to be started</b>
1	Kudachi	301	301	0
2	Maddur	250	120	130
3	Nagmangala	250	217	33
4	Tarikere	250	94	156
5	Tekkalakote	268	248	20
6	Ramdurga	600	570	30
7	Harpanahalli	253	253	0
8	Kamlapura	491	468	23
9	Soraba	250	78	172
10	Shivamogga	1590	730	860
11	Chikkamagaluru	280	113	167
12	Kadur	404	304	100
13	Sarvagnanagara	616	171	445
14	Byatranapura	346	229	117
15	Yelhanka and Malleshwaram	759	499	260
16	Chamrajpete and Chikapete	1155	64	1091
17	BTM	1008	993	15
18	Basavana Bagevadi	300	117	183
19	Muddebihal	250	56	194
20	Indi	250	230	20
21	Sagar	1588	479	1109
22	Chikkodi	449	449	0
23	Gokak	600	302	298
24	Sarvagnanagara & Pulakeshinagar	762	637	125
25	Gandhinagar	933	555	378
26	BBMP	931	197	734
27	Padmanabhanagar	895	422	473
28	Belagavi	829	829	0
29	Koppal	337	337	0
30	Kunigal	500	374	126
31	Shiralakoppa	250	250	0
32	Malavalli	500	451	49
33	Madhugiri	450	450	0
34	Turuvekere	200	133	67
35	Pavagada	300	300	0
36	Vijayapura	1028	948	80
	<b>TOTAL</b>	<b>20423</b>	<b>12968</b>	<b>7455</b>

Source: Information furnished by RGHCL

**Appendix 3.3**

(Reference Paragraph 3.2.3, Page 20)

**Statement showing extra financial implication due to delay in approval/execution of projects**

( ₹ in crore)

Sl No.	Name of the project	Estimated cost	Date of approval in CSMC	Revised Estimate	Date of approval of revised estimate in SLSMC	Extra financial implication to beneficiaries	Reason for delay
1	Construction of 1511 DUs (G+2) including infrastructure at Chikkamagaluru town	87.83	30-10-2017	115.02	30-01-2020	29.16	Delay of over two years by Chikkamagaluru CMC in sending detailed proposal to SLNA for approval
2	Construction of 1020 DUs (G+1) including infrastructure works at Savanur town	38.44	21-06-2017	79.68	30-01-2020	36.52	Delay of over two years by Savanur TMC in sending detailed proposal to SLNA for approval
3	Construction of 204 DUs (G+1) including infrastructure works at Shiggaon town	9.07	21-06-2017	16.50	30-01-2020	7.91	Delay of 18 months by Shiggaon TMC in sending proposal to SLNA for approval and further delay of ten months in inviting tenders
4	Construction of 604 DUs (G+1) including infrastructure works at Bankapura town	25.77	21-06-2017	47.46	30-01-2020	23.56	Delay of over two years by Bankapura TMC in sending detailed proposal to SLNA for approval
5	Construction of 240 DUs (GF) including infrastructure works at Nippani town	11.52	30-09-2016	17.68	30-01-2020	7.93	Delay of 8 months by Nippani CMC in sending proposal to SLNA for approval and further delay of over two years in inviting tenders.

## Appendix 3.3(Contd...)

Sl No	Name of the project	Estimated cost	Date of approval in CSMC	Revised Estimate	Date of approval of revised estimate in SLSMC	Extra financial implication to beneficiaries	Reason for delay
6	Construction of 1812 DUs (G+2) including infrastructure works at Nippani town	97.33	27-12-2018	128.83	30-01-2020	31.07	Delay of 12 months by Nipani CMC in sending detailed proposal to SLNA for approval
7	Construction of 1836 DUs (G+2) including infrastructure works at Shivamogga city	98.79	26-03-2018	131.11	27-07-2020	27.54	Delay of 10 months in obtaining administrative approval from Government and further delay of 18 months in inviting tenders.
8	Construction of 173 DUs (GF) including infrastructure works at Holalkere town	16.05	21-03-2017	10.53	27-07-2020	1.28	Delay of 10 months in obtaining administrative approval from Government and further delay of over two years in inviting tenders.
9	Construction of 5250 DUs (G+2) including infrastructure works at Challakere town	262.50	30-10-2017	63.50	27-07-2020	13.09	Delay of 15 months in obtaining administrative approval from Government and further revision of scope of the project in terms of reduction in the number of DUs from 5250 to 1008 and change to cost effective fast track technology.
10	Construction of 624 DUs (G+2) including infrastructure works at Hiriyur town	34.00	30-10-2017	43.95	27-07-2020	8.11	Delay of over two years by Hiriyur CMC in sending detailed proposal to SLNA for approval and change in technology to cost effective fast track technology
<b>Total</b>						<b>186.17</b>	

Source: Information derived from the data furnished by RGHCL

**Appendix 3.4**

**(Reference Paragraph 3.3.2, Page 21 & 22)**

**Statement showing payments made to contractors for demolition of existing structures**

Sl. No.	Project Location	Approved DUs	RA Bill No.	Item No.	Quantity executed	Amount Paid (in ₹)
1	Ramdurga	600	7th	1	3936.00	299136.00
				2	2125.44	1315647.36
2	Yelhanka & Malleshwaram	759	12th	1	8112.00	570574.00
				2	3982.07	1101839.00
3	Gandhinagara	933	15th	1	7424.00	424281.20
				2	3650.26	842443.51
4	Pavagada	300	3rd	1	4562.51	291361.89
				2	2529.07	635607.08
5	Tarikere	250	2nd	1	1024.00	66560.00
				2	552.96	141559.00
6	Chikamagaluru	280	2nd	1	1168.00	79424.00
				2	630.72	169663.00
7	Sarvanagara	616	3rd	1	464.00	30624.00
				2	828.56	217912.08
8	Byatranapura	346	4th	1	2544.00	178080.00
				2	1373.76	37784.00
9	Chamrajpete and Chikapete	1155	4th	1	672.00	47248.00
				2	362.86	100403.36
10	Gokak	600	7th	1	3682.62	279879.12
				2	1984.36	754056.80
11	Harapanahalli	253	8th	1	4046.71	267082.86
				2	2183.65	567749.00
12	Kadur	404	7th	1	4560.06	296860.00
				2	2462.40	630866.00
13	Kunigal	500	5th	1	5384.68	350542.67
				2	2893.19	741235.28
14	Maddur & Nagmangala	250 +250	5th	1	3277.34	213355.00
				2	1769.10	453242.00
15	Malavalli	500	7th	1	6357.10	432282.36
				2	3107.81	808029.70
16	Muddebihal	250	5th	1	896.00	61250.56
				2	483.84	129625.57
17	Indi	250	5th	1	3392.00	231877.12
				2	1831.68	490725.39
18	BTM Layout & Chikapete	1008	11th	1	15996.40	1124680.00

Appendix 3.4(Contd...)

Sl. No.	Project Location	Approved DUs	RA Bill No.	Item No.	Quantity executed	Amount Paid (in ₹)
				2	7609.18	2105460.00
19	Madhugiri	450	6th	1	4034.59	244980.00
				2	2552.11	609825.00
20	Shiralakoppa	250	3rd	1	1376.49	92472.60
				2	752.89	198243.47
21	Soraba	250	2nd	1	1126.01	81072.72
				2	579.80	162923.80
22	Tekkalakote	268	9th	1	3968.00	265022.00
				2	2140.00	562573.00
23	Chikkodi	449	4th	1	1856.00	126876.16
				2	1002.24	270514.60
24	Kamalapura	491	11th	1	7040.00	478720.00
				2	3818.88	1027278.72
25	Padmanabhanagar	895	3rd	1	2480.00	179544.00
				2	1251.82	339957.00
26	Basavana Bagevadi	300	4th	1	1568.00	107188.48
				2	846.72	226844.76
27	Turvukere	200	2nd	1	1439.79	93730.59
				2	776.27	198879.09
28	Sarvagyanagara	762	10th	1	10592.00	529600.00
				2	5216.56	1434554.00
29	Shivamogga	1590	14th	1	8896.80	667260.00
				2	4796.70	1966647.00
30	Kudachi	301	10th	1	4816.00	327488.00
				2	2600.64	694370.88
	<b>Total</b>					<b>27375512.78</b>

Source: Information furnished by KSDB

**Appendix 4.1**  
**(Reference Paragraph 4.5.1.1, Page 29)**  
**Statement showing duplicate payments of central assistance to the beneficiaries**  
**(Amount in ₹)**

SI No.	District	ULB	Beneficiary Codes	Name of Beneficiary	Year	Stage of Progress	Amount released	To be released	Excess Release
1	Chikkaballapur	Bagepalli TMC	252100 & 253445	Lakshmi	2016-17	Complete	300000	150000	150000
2	Chitradurga	Chitradurga CMC	435832 & 455774	Neelamma	2015-16	Complete	300000	150000	150000
3	Vijayapura	Vijayapura CMC	497447 & 753457	Sitabai Rathod	2015-16	Complete	300000	150000	150000
4	Ballari	Ballari CC	572449 & 620501	Parvathi	2015-16	Foundation and complete	187500	150000	37500
5	Ballari	Ballari CC	572912 & 612674	Shakunthamma	2015-16	Complete	187500	150000	37500
6	Dakshina Kannada	Ullal TMC	358020 & 363010	Seetharama	2015-16	Complete	300000	150000	150000
7	Dakshina Kannada	Bantwal TMC	357225 & 363180	Bhavani. G	2015-16	Roof	225000	112500	112500
8	Ballari	Kampli TMC	571139 & 571264	Mariyamma	2015-16	Complete	262500	150000	112500
9	Chitradurga	Nayakanahatti TP	435433 & 436134	Lakshmi	2015-16	Complete	300000	150000	150000
10	Chitradurga	Challakere TMC	436656 & 456127	Deviramma	2015-16	Foundation	75000	37500	37500
11	Gadag	Gadag - Betageri CMC	315266 & 423045	Suleman Malekoppa	2015-16	Complete	300000	150000	150000
12	Belagavi	Ramdurga TMC	1227430 & 1257714	Hanamavva Bandiwaddar	2015-16	Complete	300000	150000	150000
13	Gadag	Gadag - Betageri CMC	315212 & 429093	Mallikajun Kusugal	2015-16	Complete	300000	150000	150000



## Appendix 4.1(Contd...)

SI No	District	ULB	Beneficiary Codes	Name of Beneficiary	Year	Stage of Progress	Amount released	To be released	Excess Release
14	Chitradurga	Challakere TMC	436713 & 455639	Bhagyamma	2015-16	Complete	300000	150000	150000
15	Chitradurga	Challakere TMC	436601 & 455854	Drakshayanamma	2015-16	Complete	300000	150000	150000
16	Chitradurga	Challakere TMC	436685 & 456251	Manjunna T	2015-16	Complete	300000	150000	150000
17	Mandya	Mandya CMC	406801 & 478187	Mahadevi	2016-17	Complete	300000	150000	150000
18	Koppal	Yelburga TP	369135 & 397929	Shivamma	2016-17	Roof	225000	112500	112500
19	Yadgiri	Kakkera TMC	316557 & 316814	Mallavva	2015-16	Complete	300000	150000	150000
20	Belagavi	Ramdurga TMC	1226636 & 1227558	Nagavva Bandivaddar	2015-16	Complete	300000	150000	150000
21	Chitradurga	Challakere TMC	436549 & 455754	Papamma	2015-16	Complete	300000	150000	150000
22	Ballari	Hosapete CMC	744194 & 744192	Harijana Shankarappa	2016-17	Complete	300000	150000	150000
23	Hassan	Arasikere TMC	615212 & 493304	Sakamma	2015-16	Complete	300000	150000	150000
24	Gadag	Gadag - Betageri CMC	316050 & 324102	Janavva Gandolakar	2015-16	Complete	300000	150000	150000
25	Mandya	Mandya CMC	406818 & 469204	Sunanda	2016-17	Roof	225000	112500	112500
26	Chikkaballapur	Sidlaghatta TMC	236615 & 236608	Venkatalakshamma	2015-16	Complete	300000	150000	150000
27	Kolar	Bangarpet TMC	329836 & 330818	Chanadarmma	2015-16	Foundation and Complete	187500	150000	37500
28	Ballari	Kurekappa TMC	570659 & 582811	Radhamma	2015-16	Complete	300000	150000	150000

Appendix 4.1(Contd...)

SI No	District	ULB	Beneficiary Codes	Name of Beneficiary	Year	Stage of Progress	Amount released	To be released	Excess Release
29	Mandya	Srirangapatna TMC	400700 & 466553	Shivaiah	2015-16	Complete	300000	150000	150000
30	Chitradurga	Challakere TMC	455756 & 436556	Boramma	2015-16	Roof	225000	112500	112500
31	Ballari	Ballari CC	592777 & 592776	B. Bhimakka and Venkatalakshmi	2016-17	Complete	300000	150000	150000
32	Chitradurga	Challakere TMC	436658 & 456087	Sharadamma	2015-16	Complete	300000	150000	150000
33	Kalaburagi	Wadi TMC	953162 & 953163	Kashamma	2016-17	Complete	300000	150000	150000
34	Gadag	Gadag - Betageri CMC	316594 & 317323	Parashuram Bhanjantri	2015-16	Complete	300000	150000	150000
35	Mandya	Srirangapatna TMC	400693 & 467028	S.Krishna	2015-16	Complete	300000	150000	150000
36	Gadag	Gadag - Betageri CMC	315751 & 315715	Nagaraj Maji and Laxmavva Anam	2015-16	Complete	300000	150000	150000
37	Bagalkot	Terdal TMC	448772 & 448773	Lav Rodakar	2017-18	Complete	300000	150000	150000
38	Shivamogga	Shikaripura TMC	565930 & 508178	Dyamavva	2016-17	Complete	300000	150000	150000
39	Chitradurga	Challakere TMC	436557 & 456731	j.o.palaiah	2015-16	Complete	300000	150000	150000
40	Chitradurga	Challakere TMC	455736 & 455737	Mallamma	2015-16	Complete	300000	150000	150000
41	Chitradurga	Challakere TMC	436651 & 456085	Ramesh	2015-16	Complete	300000	150000	150000
42	Bagalkot	Mahalingapur TMC	416952 & 416955	Kalappa and Radha Kankanavadi	2015-16	Roof	225000	112500	112500
43	Belagavi	Ramdurga TMC	1227637 & 1257715	Ravi Dodawad	2015-16	Complete	300000	150000	150000
44	Chitradurga	Challakere TMC	436562 & 456741	Satyamma	2015-16	Complete	300000	150000	150000

## Appendix 4.1(Contd...)

SI No	District	ULB	Beneficiary Codes	Name of Beneficiary	Year	Stage of Progress	Amount released	To be released	Excess Release
45	Yadgiri	Kembhavi TMC	316630 & 316845	Sharanamma	2015-16	Complete	300000	150000	150000
46	Davanagere	Davanagere CC	633903 & 633916	Kavya	2016-17	Complete	300000	150000	150000
47	Gadag	Gadag - Betageri CMC	316424 & 316257	Ramjan Sab & Hajaratasab gachchi	2015-16	Complete	300000	150000	150000
48	Chitradurga	Challakere TMC	436591 & 455858	Vishalakshamma	2015-16	Complete	300000	150000	150000
49	Vijayapura	Vijayapura CMC	501443 & 753376	Shantabai Chavan	2015-16	Complete	300000	150000	150000
50	Vijayapura	Vijayapura CMC	497442 & 753461	Shantabayi Chavan	2015-16	Complete	300000	150000	150000
51	Hassan	Arasikere TMC	493342 & 615213	Ravi	2015-16	Complete	300000	150000	150000
52	Chikkaballapur	Bagepalli TMC	236189 & 236198	Venkatalakshmana and Gangarathna	2015-16	Complete	225000	150000	75000
53	Chamarajanagar	Chamarajanagar CMC	301538 & 320791	Mahadevamma	2015-16	Complete	300000	150000	150000
54	Gadag	Gadag - Betageri CMC	316183 & 315185	Basavaraj Bhajanthri and Sanjivareddi Chintakul	2015-16	Complete	262500	150000	112500
55	Kalaburagi	Afzalpur TP	701579 & 701449	Sharadabai	2015-16	Complete	225000	150000	75000
56	Yadgiri	Kakkera TMC	316584 & 316586	Basamma and Tarabai	2015-16	Complete	300000	150000	150000
57	Koppal	Yelburga TP	398120 & 369192	Renavva	2016-17	Roof	225000	112500	112500
58	Bagalkot	Kamatagi TP	506359 & 507582	Gangavva Bhajantri	2016-17	Complete	300000	150000	150000
59	Belagavi	Ramdurga TMC	1227550 & 1260266	Parvatheva Konimani	2015-16	Complete	300000	150000	150000

Appendix 4.1(Contd...)

SI No	District	ULB	Beneficiary Codes	Name of Beneficiary	Year	Stage of Progress	Amount released	To be released	Excess Release
60	Chitradurga	Nayakanahatti TP	571291 & 579440	Obaiah	2016-17	Complete	262500	150000	112500
61	Chitradurga	Chitradurga CMC	436161, 436184 & 455943	Anjanappa & Gangamma	2015-16	Complete	450000	150000	300000
62	Mandya	Maddur TMC	400698 & 408112	Mohamed Khali Mulla	2015-16	Foundation	75000	37500	37500
63	Hassan	Arasikere TMC	493297 & 615214	Alumelu	2015-16	Complete	300000	150000	150000
64	Mysuru	Mysuru CC	904172 & 904177	Syed Farook and Asrad Pasha	2015-16	Complete	300000	150000	150000
65	Vijayapura	Vijayapura CMC	497453 & 753462	Shivanand Rathod	2015-16	Complete	300000	150000	150000
66	Vijayapura	Vijayapura CMC	501520 & 753379	Shantabai Rathod	2015-16	complete	300000	150000	150000
67	Belagavi	Kallolli TP	1264007 & 1264015	Geeta Venkatapur	2016-17	Complete	300000	150000	150000
68	Gadag	Mundaragi TMC	317080 & 317086	Durgappa harijan and Laxmana Gadag	2015-16	Lintel and Foundation	112500	75000	37500
69	Koppal	Yelburga TP	369188 & 397749	Huligevva	2016-17	Complete	300000	150000	150000
70	Chitradurga	Chitradurga CMC	436322 & 455919	Nagamma	2015-16	Complete	300000	150000	150000
71	Yadgiri	Kembhavi TMC	316636 & 316637	Thippamma and Laxmibai	2015-16	Complete	300000	150000	150000
<b>TOTAL</b>							<b>19762500</b>	<b>10125000</b>	<b>9637500</b>

Source: Information derived from the data furnished by RGHCL

**Appendix 4.2**  
**(Reference Paragraph 4.5.1.1, Page 29)**  
**Statement showing duplicate payments of state assistance to the beneficiaries**

(Amount in ₹)

Sl No	District	ULB	Beneficiary Code	Beneficiary Name	Year	Stage of Progress	Total releases	Eligible Amount	Excess Payment
1	Bidar and Kalaburagi	Chittaguppa and Chincholi	426589 and 590256	Sharanamma	2015-16	Lintel	127100	89800	37300
2	Chikkaballapura	Bagepalli	227638 and 236861	Lakshmi	2016-17	Complete	314600	179800	134800
3	Ballari	Ballari CC	475269 and 476633	Parvathi	2015-16	Complete	187100	149800	37300
4	Mandya	Maddur TMC	161757 and 343949	Thangavelu	2015-16	Complete	217100	179800	37300
5	Gadag	Mulgund TP	135224 and 135193	Yallappa Karigar	2015-16	Complete	239600	119800	119800
6	Yadgiri	Kakkeru TMC	194948 and 317275	Devamma	2016-17	Complete	149600	119800	29800
7	Ballari	Kampli TMC	553937 and 553756	Mariyamma	2015-16	Complete	224600	179800	44800
8	Chitradurga	Nayakanahatti TP	421312 and 420592	Lakshmi	2015-16	Complete	269600	149800	119800
9	Kalaburagi	Afzalpur TP	376368 and 376333	Susalabai	2015-16	Complete	224600	149800	74800
10	Gadag	Laxmeshwara TMC	297607 and 301276	Rachappa Navi	2016-17	Complete	224600	179800	44800
11	Raichur	Manvi TMC	590829 and 590770	D Ramanna	2015-16	Complete	224600	179800	44800
12	Raichur	Lingasugur TMC	590048 and 593578	Narasamma	2015-16	Lintel	127100	89800	37300
13	Vijayapura	Indi TMC	479389 and 480107	Shivanand Mathapati	2015-16	Complete	239600	119800	119800
14	Belagavi	Ramdurga TMC	1200532 and 1197099	Nagavva Bandivaddar	2015-16	Complete	247100	179800	67300

Appendix 4.2(Contd...)

SI No.	District	ULB	Beneficiary Code	Beneficiary Name	Year	Stage of Progress	Total releases	Eligible Amount	Excess Payment
15	Raichur	Sindhanur CMC	591885 and 311933	Mareppa	2015-16	Foundati on	74600	37300	37300
16	Ramanagara	Ramanagara CMC	259643 and 260952	Indramma	2015-16	Complete	359600	179800	179800
17	Chikkaballapur	Sidlaghatta TMC	228262 and 149755	Venkatalakshamma	2015-16	Complete	299600	179800	119800
18	Kolar	Bangarpet TMC	324863 and 321965	Chanadamma	2015-16	Complete	224600	179800	44800
19	Tumakuru	Tumakuru CMC	654621 and 581737	Lakshamma	2015-16	Complete	329600	179800	149800
20	Haveri	Ranebenur CMC	246985 and 189382	Shankravva Hasanabadi	2015-16	Complete	209600	119800	89800
21	Gadag	Laxmeshwara TMC	300947 and 297927	Irappa Navi	2016-17	Complete	329600	179800	149800
22	Ramanagara	Ramanagara CMC	261045 and 267282	Jayamma	2016-17	Complete	224600	179800	44800
23	Shivamogga and Davanagere	Shikaripura and Malebennuru	454920 and 502336	Dhyayamma	2015-16	Complete	359600	179800	179800
24	Kolar	Kolar CMC	322706 and 322707	Venkatesh	2015-16	Complete	224600	179800	44800
25	Yadgiri	Yadgir CMC	286165 and 286119	Sabamma	2015-16	Complete	299600	149800	149800
26	Bagalkot	Mahalingapur TMC	320232 and 320242	Kalappa Kankanvadi and Radha Kankanavadi	2015-16	Roof	224600	112300	112300
27	Chikkaballapur	Bagepalli TMC	228494 and 228484	Ratnamma and Lakshmiddevamma	2015-16	Complete	269600	179800	89800
28	Belagavi	Chikkodi TMC	496642 and 496630	Suresh Bhajanthri and Pravinbanu Desai	2015-16	Complete	269600	149800	119800

## Appendix 4.2(Contd...)

Sl No.	District	ULB	Beneficiary Code	Beneficiary Name	Year	Stage of Progress	Total releases	Eligible Amount	Excess Payment
29	Belagavi	Sadalga TP	422598 and 480079	Sarojani Kakhandaki	2015-16	Complete	262100	149800	112300
30	Bagalkot	Ilakal CMC	415363 and 405074	Yamanavva Tumbad	2015-16	Complete	359600	179800	179800
31	Bengaluru Rural	Doddaballapura CMC	61795 and 81096	Mallika	2015-16	Complete	149600	119800	29800
32	Mysuru	Krishnarajanagara TMC	257633 and 687620	Akshatha B	2016-17	Complete	247100	179800	67300
33	Ballari	Hosapete CMC	568501 and 552075	C Mallayya	2015-16	Complete	284600	179800	104800
34	Gadag	Gadag - Betageri CMC	298102 and 300508	Omkaravva Gali	2015-16	Lintel	139800	110000	29800
35	Chitradurga	Hosadurga TMC	422678 and 210679	Krishnappa	2015-16	Roof	172100	134800	37300
36	Ballari	Hosapete CMC	567839 and 567761	Nanikeri durugamma	2016-17	Complete	134600	89800	44800
37	Davanagere	Davanagere CC	502112 and 511696	Shilaja.H.K	2016-17	Complete	224600	179800	44800
38	UttaraKannada	Dandeli CMC	145397 and 137428	Devakka and Wilson Daneyel	2015-16	Complete	224600	149800	74800
39	Kalaburagi	Afzalpur TP	373788 and 423464	Sharada	2015-16	Complete	179600	119800	59800
40	Kalaburagi	Afzalpur TP	421000 and 376355	Purabhai and Lalithabai	2015-16	Complete	254600	179800	74800
<b>TOTAL</b>							<b>9349200</b>	<b>6027200</b>	<b>3322000</b>

Source: Information derived from the data furnished by RGHCL

**Appendix 5.1**  
**(Reference Paragraph 5.3.3, Page 34)**

**Statement showing beneficiaries who received excess payment disproportional to the stage of progress achieved.**

Sl No.	District	Project Name	Beneficiary Name	As per JPV	As per PMAY MIS	PMAY MIS Code
1	Ballari	Tekkalakote 225	K Sunkamma	Roof	Complete	298031132444100050
2	Ballari	Tekkalakote 75	Rangamma	Roof	Complete	298031132443100055
3	Ballari	Tekkalakote 310	Lingamma	Roof	Complete	298031132862900249
4	Ballari	Tekkalakote 310	Mahesh Kumar	Roof	Complete	298031132862900250
5	Chikkamagalur	Kadur 52	Honnamma	Roof	Complete	298031481750500017
6	Mandya	Maddur 61	Vijyalakshmi	Roof	Complete	298031691798400016
7	Tumkur	Kunigal 69	Byatagaiah	Roof	Complete	298031612267100017
8	Shivamogga	Shiralakoppa 56	Subramani	Roof	Complete	298031331662900003
9	Shivamogga	Shiralakoppa 21	Timmappa	Roof	Complete	298031331663300005
10	Shivamogga	Soraba 52	Sharada	Roof	Complete	298031321950400066
11	Vijayapura	Muddebihal 89	Sangamma Bhimashi Malingapura	Roof	Complete	298030552793400058
12	Mandya	Malavalli 40	Rajamma	Roof	Complete	298031702463200001
13	Tumkur	Koratagere 141	Shantamma	Roof	Complete	298031562263000003
14	Bangalore	Anekal 48	Saraswathi	Roof	Complete	298031631922000007
15	Shivamogga	Shiralakoppa 56	Renuka	Roof	Complete	298031331664100004
16	Shivamogga	Soraba 52	Shafrunnisa	Roof	Complete	298031321950400080
17	Shivamogga	Sagar 41	Gangamma	Roof	Complete	298031312356200004
18	Belagavi	Chikkodi 158	Yamanappa Sheetannavar	Roof	Complete	298030231947900115
19	Belagavi	Chikkodi 158	Bangari Balappa Madhale	Roof	Complete	298030231949900110
20	Belagavi	Chikkodi 158	Savithri Shashikanth Iragar	Lintel	Roof	298030231948900190

Source: Information derived from the data furnished by RGHCL



<b>GLOSSARY</b>	
AHP	Affordable Housing in Partnership
AIP	Annual Implementation Plan
APP	Application
BBMP	Bruhat Bengaluru Mahanagara Palike
BLC	Beneficiary Led individual house Construction
BOQ	Bill of Quantities
CLSS	Credit linked Subsidy Scheme
CLTC	City Level Technical Cell
CMC	City Municipal Council
CNA	Central Nodal Agency
CSMC	Central Sanctioning and Monitoring Committee
DBT	Direct Benefit Transfer
DC	Deputy Commissioner
DPR	Detailed Project Report
DU	Dwelling Unit
EWS	Economic Weaker Section
FAR	Floor Area Ratio
GF	Ground Floor
GoI	Government of India
GoK	Government of Karnataka
GPS	Global Positioning System
HFA	Housing For All
HFAPoA	Housing for All Plan of Action
HUDCO	Housing and Urban Development Corporation
IA	Implementing Agency
ISSR	In-Situ Slum Redevelopment
KAHP	Karnataka Affordable Housing Policy
KSADP	Karnataka Slum Area Development policy
KSDB	Karnataka Slum Development Board
LIG	Low Income Group
MD	Managing Director
MIS	Management Information System
MLA	Member of Legislative Assembly
MoHUA	Ministry of Housing and Urban Affairs
MoU	Memorandum of Understanding
NIC	National Informatics Centre
NRSC	National Remote Sensing Centre
PMAY (U)	Pradhan Mantri Awas Yojana (Urban)
PMS	Project Management System
RGHCL	Rajiv Gandhi Housing Corporation Limited
RGHOMS	Rajiv Gandhi Housing Online Monitoring System

<b>GLOSSARY</b>	
SECC	Socio Economic Caste Census
SLAC	State Level Appraisal Committee
SLNA	State Level Nodal Agency
SLSMC	State Level Sanctioning and Monitoring Committee
SLTC	State Level Technical Cell
TDR	Transfer of Development Rights
TPQMA	Third Party Quality Monitoring Agency
UDD	Urban Development Department
UGD	Under Ground Drainage
UIDAI	Unique Identification Authority of India
ULB	Urban Local Body
VAMBAY	Valmiki Ambedkar Awas Yojana