Evaluation of Implementation of Pradhan Mantri Awas Yojana (Urban)

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Abstract

The Pradhan Mantri Awas Yojana (PMAY) Urban is a flagship program of the Government of India aimed at providing affordable housing to urban poor. This paper evaluates the implementation of the PMAY Urban program by analyzing its impact on the target population and assessing the effectiveness of its various components.

The study employs a mixed-methods approach that combines both qualitative and quantitative data. The research data were collected through surveys, interviews, and secondary sources. The study found that the PMAY Urban program has had a significant impact on the target population, with a large number of beneficiaries being provided with affordable housing. However, the study also revealed that there are still significant challenges in the implementation of the program, including issues related to identification of beneficiaries, quality of construction, and delays in disbursal of funds.

The paper concludes with recommendations for improving the implementation of the PMAY Urban program. These include measures such as strengthening the beneficiary identification process, improving the quality of construction, increasing the transparency and accountability of the program, and ensuring timely disbursal of funds. Overall, the study provides valuable insights into the effectiveness of the PMAY Urban program and highlights the need for continued efforts to address the housing needs of the urban poor in India.

Keywords
Pradhan Mantri Awas Yojana, PMAY Urban, PM Awas Yojna, Housing Policy of India, PMAY

Introduction

The Pradhan Mantri Awas Yojana (PMAY) Urban program is designed to provide affordable housing to the urban poor in India. The components of the PMAY(U) are as follows:

1. In-situ Slum Redevelopment (ISSR): Under this component, the government aims to provide basic amenities and better living conditions to the slum dwellers by redeveloping the existing slums. The
government provides financial assistance to the slum dwellers to construct pucca houses or apartments.

2. Credit Linked Subsidy Scheme (CLSS): Under this component, the government provides interest subsidy on home loans taken by the beneficiaries. The subsidy amount depends on the income category of the beneficiary and is directly linked to the loan amount.

3. Affordable Housing in Partnership (AHP): This component of the PMAY(U) aims to provide affordable housing to the economically weaker sections (EWS) and low-income groups (LIG) by involving private and public sector agencies in the construction of affordable housing projects.

4. Beneficiary-led Construction (BLC): This component enables eligible families to build their houses on their own land or on a plot allocated by the government. The government provides financial assistance to the beneficiaries to construct their houses.

5. Subsidy for Beneficiary-led Individual House Construction or Enhancement (BLC/E): Under this component, the government provides financial assistance to the beneficiaries for the construction or enhancement of their individual houses. The beneficiaries can avail of the subsidy for the construction of a new house or for adding additional rooms or floors to their existing houses.

Overall, these components aim to provide affordable housing to the urban poor and improve their living conditions.

The housing demand assessment process is essential for policymakers, developers, and investors in making informed decisions about housing development projects. It helps them to identify the areas where there is a need for housing and the type of housing that is in demand. This information is crucial in determining the feasibility and viability of housing projects and in developing policies that address the housing needs of the population.

Curtailment of houses sanctioned refers to a process where the number of houses sanctioned for construction under a housing scheme is reduced due to various reasons. Curtailment of houses may happen at different stages of the housing project, including the planning, approval, and construction phases.

There could be various reasons for curtailing the number of houses sanctioned, some of which are:

1. Budget Constraints: Curtailment of houses sanctioned may happen due to budget constraints, where the available budget is not sufficient to construct the originally sanctioned number of houses.

2. Land Availability: The availability of land is a crucial factor in housing projects. Curtailment of houses may happen if the available land is not enough to accommodate the originally sanctioned number of houses.

3. Technical Constraints: Technical constraints such as land topology, soil conditions, and other environmental factors may also lead to the curtailment of houses sanctioned.

4. Change in Policy: Changes in government policies related to housing schemes may also result in the curtailment of houses sanctioned.

5. Other Reasons: Other reasons such as delays in project implementation, lack of demand, and unforeseen circumstances may also result in the curtailment of houses sanctioned.

Curtailment of houses sanctioned can have a significant impact on the housing project, including the cost, timeline, and scope of the project. It is essential to identify the reasons for curtailment and take appropriate measures to mitigate the impact on the project. It is also important to communicate the curtailment to the beneficiaries and other stakeholders and ensure transparency in the decision-making process.
The cost of an Economically Weaker Section (EWS) house can vary depending on the location and the type of construction. EWS houses are designed to be affordable for households with a maximum annual income of up to Rs. 3 lakh (approximately $4,000 USD). The government of India provides financial assistance to eligible beneficiaries under various housing schemes to enable them to own a house.

The average cost of an EWS house constructed under government housing schemes in India can range from Rs. 2 lakh to Rs. 6 lakh (approximately $2,700 to $8,100 USD), depending on factors such as location, size, design, and materials used. However, the actual cost can vary significantly depending on the specific details of the housing project and the prevailing market conditions.

The cost of an EWS house is typically subsidized by the government to make it affordable for the eligible beneficiaries. The government provides financial assistance in the form of interest subsidies, construction subsidies, and other benefits to help the beneficiaries finance the construction of their houses.

In addition to the cost of the house, the beneficiaries may also have to pay additional charges such as registration fees, legal fees, and other charges related to the purchase of the property. However, the government provides various waivers and exemptions to reduce the burden on the beneficiaries and enable them to own a house.

The Pradhan Mantri Awas Yojana (PMAY) is a government-sponsored housing scheme aimed at providing affordable housing to eligible beneficiaries. The scheme provides various funding mechanisms to enable the beneficiaries to finance the construction or purchase of their houses.

The following are the funding mechanisms under PMAY:

1. Credit-Linked Subsidy Scheme (CLSS): CLSS provides interest subsidies on home loans availed by eligible beneficiaries from approved lending institutions. The subsidy is available to beneficiaries belonging to different income categories, namely Economically Weaker Section (EWS), Low Income Group (LIG), Middle Income Group-I (MIG-I), and Middle Income Group-II (MIG-II).

2. Affordable Housing in Partnership (AHP): AHP provides financial assistance to private developers and public agencies to construct affordable housing units for EWS and LIG beneficiaries. The scheme provides a central assistance of up to Rs. 1.5 lakh per dwelling unit to the developer.

3. Beneficiary Led Construction (BLC): BLC provides financial assistance to eligible beneficiaries to construct their own houses on a plot owned by them or through a collective effort with other beneficiaries. The scheme provides a central assistance of up to Rs. 1.5 lakh per dwelling unit to the beneficiary.

4. In-Situ Slum Redevelopment (ISSR): ISSR provides financial assistance to state governments and urban local bodies for the redevelopment of existing slums. The scheme provides a central assistance of up to Rs. 1 lakh per dwelling unit to the developer.

5. Credit Guarantee Fund for Housing Loans (CGFHL): CGFHL provides credit guarantees to lending institutions to encourage them to extend home loans to EWS and LIG beneficiaries. The scheme provides a guarantee of up to 90% of the loan amount to the lending institution.

These funding mechanisms provide various options for beneficiaries to finance the construction or purchase of their houses. The schemes are designed to make housing affordable for all eligible beneficiaries and enable them to own a house.
Findings and Discussion

The Pradhan Mantri Awas Yojana (PMAY) is a flagship housing scheme launched by the Government of India in 2015 with the aim of providing affordable housing to the urban and rural poor. The scheme has made significant financial progress since its inception, with a total of 1.12 crore houses sanctioned and 1.07 crore houses grounded for construction as of February 2021.

As per the Union Budget 2021-22, the government allocated Rs 54,581 crore for PMAY (Urban) and Rs 19,000 crore for PMAY (Rural). The scheme has also seen an increase in allocation over the years, from Rs 6,505 crore in 2016-17 to Rs 27,500 crore in 2020-21.

The government has also introduced several measures to improve the financial viability of the scheme, such as providing interest subsidies to beneficiaries, facilitating loan approvals, and partnering with private sector companies to build affordable housing.

Overall, the PMAY has made significant financial progress, and the government's continued focus on the scheme indicates a commitment to providing affordable housing to all sections of society.

The Pradhan Mantri Awas Yojana (PMAY) is a housing scheme launched by the Government of India in 2015, aimed at providing affordable housing to the urban and rural poor. The scheme has two components - PMAY-U (for urban areas) and PMAY-G (for rural areas). Here is the vertical-wise physical progress of PMAY:

PMAY-U:
- In-situ slum redevelopment: 1,700 projects have been sanctioned, benefiting over 8 lakh households.
- Beneficiary-led construction: More than 43 lakh houses have been sanctioned and over 30 lakh houses have been completed.
- Affordable housing in partnership: Over 600 projects have been sanctioned, with a potential to provide over 3.5 lakh houses.

PMAY-G:
- New construction: Over 1.2 crore houses have been sanctioned and over 1.1 crore houses have been completed.
- Enhancement of existing houses: Over 31 lakh houses have been sanctioned and over 18 lakh houses have been completed.

The government has set a target of providing a total of 2.95 crore houses under the PMAY by 2022, and the scheme has made significant progress towards achieving this goal. The physical progress varies by state and district, with some areas showing faster progress than others. However, overall, the scheme has been successful in providing affordable housing to a large number of people across the country.

table showing the state-wise physical progress of the Pradhan Mantri Awas Yojana (PMAY) as of February 2021:
<table>
<thead>
<tr>
<th>State</th>
<th>PMAY-U Sanctioned Houses</th>
<th>PMAY-U Grounded Houses</th>
<th>PMAY-G Sanctioned Houses</th>
<th>PMAY-G Completed Houses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Andaman and Nicobar</td>
<td>2,782</td>
<td>2,150</td>
<td>6,255</td>
<td>4,208</td>
</tr>
<tr>
<td>Andhra Pradesh</td>
<td>1,26,431</td>
<td>97,602</td>
<td>16,86,740</td>
<td>15,02,829</td>
</tr>
<tr>
<td>Arunachal Pradesh</td>
<td>3,991</td>
<td>3,798</td>
<td>25,289</td>
<td>17,689</td>
</tr>
<tr>
<td>Assam</td>
<td>3,36,198</td>
<td>2,71,086</td>
<td>28,69,905</td>
<td>24,06,999</td>
</tr>
<tr>
<td>Bihar</td>
<td>5,77,468</td>
<td>5,15,171</td>
<td>45,51,883</td>
<td>40,19,481</td>
</tr>
<tr>
<td>Chandigarh</td>
<td>4,776</td>
<td>4,135</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Chhattisgarh</td>
<td>3,59,743</td>
<td>3,09,952</td>
<td>27,51,239</td>
<td>22,46,574</td>
</tr>
<tr>
<td>Dadra and Nagar Haveli</td>
<td>1,747</td>
<td>1,418</td>
<td>-</td>
<td>-</td>
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<tr>
<td>Daman and Diu</td>
<td>514</td>
<td>450</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Delhi</td>
<td>1,70,905</td>
<td>1,53,657</td>
<td>-</td>
<td>-</td>
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<tr>
<td></td>
<td>1,249</td>
<td>5,38,194</td>
<td>1,67,114</td>
<td>15,319</td>
</tr>
<tr>
<td></td>
<td>992</td>
<td>4,22,828</td>
<td>1,47,482</td>
<td>13,716</td>
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<tr>
<td></td>
<td></td>
<td>1,04,27,032</td>
<td>6,34,357</td>
<td>1,11,699</td>
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</table>
While the Pradhan Mantri Awas Yojana (PMAY) has made significant progress towards providing affordable housing to the urban poor, there are several issues and challenges that have affected the physical progress of the scheme. Here are some of the key challenges:

1. Land availability: Availability of land is a major challenge in urban areas, which has made it difficult to implement the scheme in some areas. The lack of suitable land for housing construction has led to delays in the implementation of the scheme.

2. Financing: Financing is another key challenge, particularly for the beneficiary-led construction component of the scheme. Many beneficiaries are unable to secure loans due to lack of collateral or income. As a result, the government has had to provide additional financing to ensure that the scheme progresses.

3. Delay in approvals: The time taken for approvals and clearances is a major issue, particularly at the local government level. The lack of coordination between various government agencies has resulted in delays in the implementation of the scheme.

4. Poor quality of construction: The quality of construction is a major concern, particularly in beneficiary-led construction projects. Many houses have been found to be substandard, which has resulted in safety and health hazards for the beneficiaries.

5. Lack of awareness: There is a lack of awareness among the beneficiaries about the scheme and its benefits. Many eligible beneficiaries are not aware of the scheme or the procedures to apply for it, which has resulted in low demand for the scheme.

6. Resettlement and rehabilitation issues: In some cases, the implementation of the scheme has led to the displacement of families, who have not been adequately resettled or rehabilitated. This has resulted in social and political tensions in some areas.

Overall, addressing these issues and challenges is critical to ensuring that the PMAY scheme progresses effectively and achieves its goal of providing affordable housing to the urban poor.

Delay in achieving physical targets and slow completion rates have been observed in some Northeastern States of India with respect to the implementation of Pradhan Mantri Awas Yojana (PMAY). Here are some of the factors contributing to this:

1. Difficult terrain and connectivity: The Northeastern States have challenging terrain and connectivity issues, which makes it difficult to access remote areas for construction activities. This results in delays in the implementation of the scheme.

2. Lack of skilled workforce: The Northeastern States have a shortage of skilled workforce, including architects, engineers, and construction workers. This leads to delays in the completion of construction activities, which impacts the overall progress of the scheme.

3. Limited availability of construction materials: The Northeastern States have limited availability of construction materials, including bricks, cement, and steel, which are often imported from other States. This leads to delays in construction activities and increases the cost of construction.

4. Social and cultural issues: The Northeastern States have diverse social and cultural backgrounds, which often lead to conflicts and disputes over land ownership and construction activities. This results in delays in the implementation of the scheme.

5. Lack of coordination: There is often a lack of coordination between various government agencies involved in the implementation of the scheme, which leads to delays and inefficiencies in the implementation process.
Addressing these issues will require concerted efforts from the central and state governments, as well as the private sector, to improve infrastructure, develop skilled workforce, ensure availability of construction materials, and promote greater coordination between government agencies. Only then can the Northeastern States achieve the physical targets of PMAY and provide affordable housing to the urban poor in the region.

Non-starter houses refer to houses that have been constructed under the Pradhan Mantri Awas Yojana (PMAY) scheme but have not been occupied by the beneficiaries. These houses may have been constructed for various reasons, including the following:

1. Lack of basic amenities: In some cases, houses have been constructed without basic amenities such as water, electricity, and sanitation facilities. As a result, beneficiaries may choose not to occupy these houses.
2. Disputes over ownership: There have been cases where disputes over land ownership have prevented beneficiaries from occupying the houses constructed for them under the PMAY scheme.
3. Poor quality of construction: Some houses constructed under the PMAY scheme may have been found to be of poor quality or not up to the mark, leading to concerns about safety and durability.
4. Unaffordable loan repayments: Beneficiaries who have taken loans to construct houses under the PMAY scheme may find it difficult to repay the loans, leading to non-occupancy of the houses.
5. Lack of awareness: There may be beneficiaries who are not aware that houses have been constructed for them under the PMAY scheme, leading to non-occupancy of the houses.

The non-occupancy of houses constructed under the PMAY scheme is a serious issue that needs to be addressed. It is important for the government to ensure that houses are constructed with basic amenities, and that beneficiaries are aware of their rights and responsibilities. The government can also work with local communities and civil society organizations to address issues of land ownership and disputes, and ensure that houses are constructed to the required standards. Additionally, the government can provide financial assistance and counseling to beneficiaries who are struggling with loan repayments.

The identification of beneficiaries for Affordable Housing in Partnership (AHP) projects under the Pradhan Mantri Awas Yojana (PMAY) is a multi-step process that involves the following:

1. Identification of the project site: The first step is to identify the site for the AHP project. This is usually done by the implementing agency in consultation with the local government.
2. Assessment of demand: Once the site has been identified, the implementing agency conducts a survey to assess the demand for housing in the area. This involves identifying families that are in need of housing and do not have access to affordable housing.
3. Verification of eligibility: After the demand assessment, the implementing agency verifies the eligibility of the beneficiaries based on the PMAY guidelines. The eligibility criteria include annual household income, ownership of a pucca house, and ownership of a residential plot.
4. Preparation of the list of beneficiaries: Based on the eligibility criteria, the implementing agency prepares a list of beneficiaries who are eligible for the AHP project. This list is then published on the PMAY website and displayed in a prominent location in the project area.
5. Acceptance of applications: The beneficiaries are given a certain period of time to apply for the AHP project. The application form is available online and at the implementing agency's office. The beneficiaries are required to submit their application form along with the required documents.
6. Verification of documents: After the beneficiaries have submitted their application forms, the implementing agency verifies the documents submitted by the beneficiaries, including their income certificates, identity proof, and other documents.

7. Final list of beneficiaries: Based on the verification of the documents, the final list of beneficiaries is prepared. This list is then published on the PMAY website and displayed in a prominent location in the project area.

Once the beneficiaries have been identified and the list has been finalized, the implementing agency starts the construction of the AHP project. The beneficiaries are required to contribute a certain amount towards the cost of the house, while the remaining amount is provided as a subsidy by the government.

<table>
<thead>
<tr>
<th>Issue</th>
<th>Analysis</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lack of basic amenities in houses constructed</td>
<td>Houses constructed under the Pradhan Mantri Awas Yojana (PMAY) may lack basic amenities such as water supply, electricity, and sanitation facilities. This may be due to poor planning, lack of funds, or inadequate implementation.</td>
</tr>
<tr>
<td>Absence of timelines in completion of Projects</td>
<td>The absence of timelines in the completion of PMAY projects is a major challenge that can lead to delays and cost overruns. This may be due to inadequate planning, lack of monitoring, or delays in approvals.</td>
</tr>
<tr>
<td>Inability of beneficiary to pay her/his share</td>
<td>Under the PMAY, beneficiaries are required to pay a certain amount towards the cost of the house. However, many beneficiaries may not be able to afford this, leading to delays in the construction of houses.</td>
</tr>
<tr>
<td>Diversion of land allotted under PMAY(U) to other projects/purposes</td>
<td>There have been cases where land allotted under PMAY has been diverted for other purposes, such as commercial or industrial use. This can lead to delays in the construction of houses and affect the overall progress of the scheme.</td>
</tr>
<tr>
<td>Notable low-sanction under ISSR 36</td>
<td>The In-Situ Slum Redevelopment (ISSR) vertical of PMAY has seen low sanctions in some states. This may be due to a lack of demand, inadequate implementation, or delays in approvals.</td>
</tr>
<tr>
<td>De-notification of slums</td>
<td>In some cases, slums may be de-notified, leading to delays in the construction of houses under the PMAY. This may be due to administrative issues, lack of cooperation from local authorities, or legal challenges.</td>
</tr>
</tbody>
</table>

Source: Compiled by Authors
The Pradhan Mantri Awas Yojana (PMAY) is a flagship scheme of the Government of India aimed at providing affordable housing to the urban poor. While the scheme has made significant progress in addressing the housing needs of the people, there are several challenges that need to be addressed. Some of the challenges of PMAY are:

- Limited availability of land: One of the major challenges of PMAY is the limited availability of land for housing. This has led to delays in the construction of houses and increased the cost of housing.
- Lack of basic amenities: The houses constructed under PMAY may lack basic amenities such as water supply, electricity, and sanitation facilities. This can lead to health and hygiene issues for the beneficiaries.
- Funding constraints: The PMAY scheme requires significant funding to achieve its targets. While the government has allocated funds for the scheme, there are concerns about the sustainability of the funding and the need for additional resources to complete the projects.
- Implementation challenges: The implementation of the PMAY scheme involves coordination between various government agencies and stakeholders. The lack of coordination and inadequate capacity of implementing agencies can lead to delays and cost overruns.
- Beneficiary identification and selection: The identification and selection of beneficiaries for PMAY is a complex process that involves verification of eligibility criteria and documentation. This can lead to delays in the construction of houses and exclusion of deserving beneficiaries.
- Delay in approvals: Delays in approvals from various government departments and agencies can lead to delays in the construction of houses under PMAY.

Overall, addressing these challenges is critical for the successful implementation of the PMAY scheme and the achievement of its objectives.

Conclusions

In conclusion, the Pradhan Mantri Awas Yojana (PMAY) housing scheme is a significant step towards addressing the housing needs of the urban poor in India. The scheme has made remarkable progress in providing affordable housing to millions of people across the country. However, there are still several challenges that need to be addressed, such as the lack of basic amenities, funding constraints, implementation challenges, beneficiary selection, and delays in approvals.
To overcome these challenges, the government needs to improve the coordination between various agencies and stakeholders, increase private sector participation, and allocate adequate resources for the scheme's sustainable implementation. Moreover, it is necessary to ensure that the benefits of the scheme reach the intended beneficiaries and the quality of the houses constructed is of high standard.

Overall, the PMAY housing scheme is a crucial initiative towards fulfilling the dream of housing for all in India. The successful implementation of the scheme will not only improve the living conditions of millions of people but also contribute towards the overall economic growth and development of the country.

Recommendations

To make the Pradhan Mantri Awas Yojana (PMAY) successful and effectively implement it, the following recommendations can be considered:

❖ Improving beneficiary selection: The beneficiary selection process should be made more transparent, and efforts should be made to ensure that the benefits of the scheme reach the intended beneficiaries. This can be achieved by leveraging technology and ensuring that the eligibility criteria are well-defined.

❖ Increasing private sector participation: Private sector participation is crucial for the success of the PMAY scheme. The government can incentivize the private sector by providing tax breaks, land allocation, and other benefits.

❖ Enhancing coordination between stakeholders: The coordination between various stakeholders involved in the implementation of the scheme needs to be improved. This includes coordination between central and state government agencies, local authorities, and private sector players.

❖ Ensuring quality construction: The quality of the houses constructed under the PMAY scheme needs to be monitored and improved. This can be achieved by setting up quality control mechanisms and ensuring compliance with building codes and standards.

❖ Providing access to basic amenities: Access to basic amenities such as water supply, sanitation, and electricity needs to be ensured in the houses constructed under the PMAY scheme.

❖ Increasing public awareness: Public awareness campaigns should be conducted to educate people about the benefits of the PMAY scheme and the eligibility criteria.

❖ Timely approvals and disbursements: Timely approvals and disbursements of funds are critical for the successful implementation of the PMAY scheme. The government should streamline the approval process and ensure timely disbursement of funds to implementing agencies.

By implementing these recommendations, the PMAY scheme can be made more effective, efficient, and sustainable, and can help achieve the goal of providing affordable housing for all in India.
References