

Interactive Stakeholder Dynamics in Affordable Housing Projects: A Non Linear Analysis

Mukesh Kumar Ruhela¹, Safiullah Khan^{2*}

¹Research Scholar, Faculty of Architecture Planning and Design, Integral University, Lucknow, (U.P.), India. ORCID: 0009-0006-3361-529X

²Professor & Head, Faculty of Architecture Planning and Design, Integral University, Lucknow, (U.P.), India

*Corresponding Author email: safi@iul.ac.in , ORCID: 0000-0001-5952-8887

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Abstract:

The development of public housing in the form of public housing necessitates meticulous execution by 'stakeholders'. This study aims to identify and eliminate defects in the implementation of public housing rules that have a major influence on the fundamental goal of public housing or impede beneficiaries from receiving the benefits to which they are entitled. As a result, it is critical to analyse those characteristics or aspects in public housing at the implementation level. The Pradhan Mantri Awas Yojna (Urban) - Housing for All in India was supposed to finish in 2022, but due to a failure to fulfil targets, it has been extended until December 2024. Because stakeholders are primarily active in the Affordable Housing in Partnership (AHP) component of the PMAY-U, this study will concentrate solely on that component. The methodology included the Stakeholder Analysis (SA) method, which divides stakeholders into four groups, as well as a one-on-one discussion on independent stakeholders, resulting in the discovery of both single and many faces. The same stakeholder has different personalities in different jobs, but they all have the same goal in mind: meeting the PMAY targets. Ground reality is transitioning from a defined employment to a diverting function for a variety of reasons. Their institutional variance has a significant impact on the entire implementation process of the PMAY(U)-UP.

Keywords: Affordable Housing, Rental housing, Public policy in Housing, Housing policy implementation, Housing for All

1. Introduction

Any implementation of Public Housing entails achieving the primary goal of providing a shelter at a low or no cost to all those in need through a public welfare plan known as the Public Housing Program or Policy. This could be at the central, state, or urban local body level. In India, this task is primarily borne by the Central Government, with effective implementation falling on the shoulders of the State Government, and ground execution carried out by Urban Local Bodies under the state's leadership (Banerjee et al., 2006; Cherunilam, 1987; Sachdeva, 1993).

This research is around identifying and eliminating flaws in the implementation of public housing policies that have a significant impact on the primary goal of public housing or prevent beneficiaries from receiving the benefits they are entitled to. Empirical research methodology was used to extract the entire implementation process, unmask participating parties, and reveal their networks of collaboration in the Pradhan Mantri Awas Yojna (Urban) Uttar Pradesh for Affordable Housing in Partnership component (Joshi, 2022; Kumar, 2023).

The phases that a Public Housing Policy must go through, as well as the numerous players involved, have the ability to deviate from the trajectory of the Public Housing Policy and its core aims specified by the central government. Those sailors are responsible for completing the expedition regardless of the wind, tsunamis, or cyclones that the sea may bring. Internal concerns such as corrosion, steering, engine, wiring, ballast problems, and so on are included, in addition to external tragedies (Hooja, 1990; Mahadevia, 2019; NHB, 2002, 2003; Qrius, 2019; Sivaramakrishnan et al., 2005) .

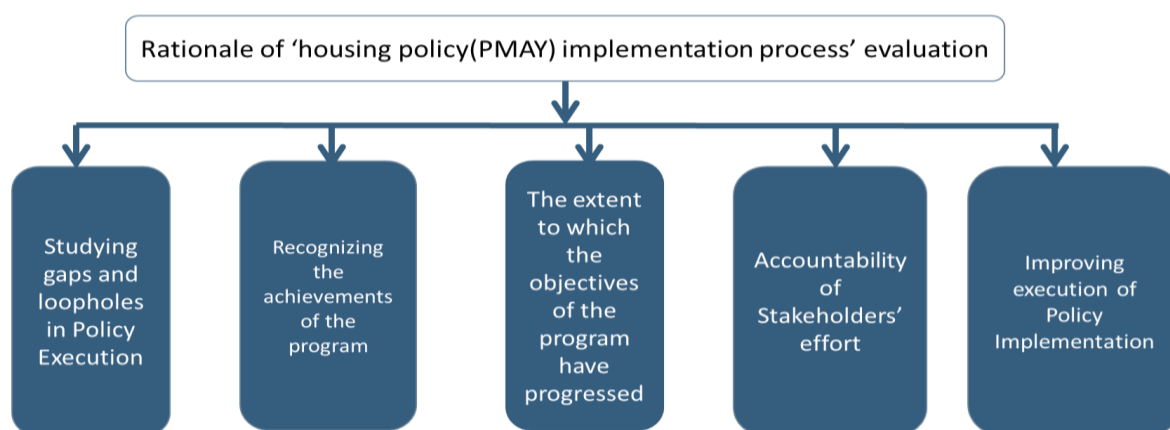


Figure 1. Rationale of 'housing policy (PMAY) implementation process' evaluation

Source: Author

All of these external and internal variables tend to drive players in public housing implementation to make specific compromises or decisions, resulting in a diversion or deduction from the central government's core policy. As a result, it is important to investigate those factors or facets in public housing at the implementation level, as well as the related stakeholders involved, and how those stakeholders can shape the implementation of the public housing scheme, specifically their interactive approach, overshadows, and so on (Figure 1). The exploration accounts for the systematic evaluation of public housing (Khaire & Jha, 2022; Mahadeva, 2006; Pugh, 2001; Rein & Schön, 1996; Ruonavaara, 2018; Sivam & Karuppannan, 2002). Currently, the Pradhan Mantri Awas Yojna (Urban) - Housing for All in India has completed its tenure in 2022, but it has been extended until December 2024 owing to failure to meet targets. Because stakeholders are primarily involved in the Affordable Housing in Partnership (AHP) component of the Pradhan Mantri Awas Yojna (PMAY-U), this study will focus solely on the AHP component (Kumar, 2023).

Several studies have highlighted this concern in Public Housing Implementation in India, leading to the conclusion that 'Institutional Evaluation' of Public Housing in India is an essential component that must be followed so that the upcoming Public Housing schemes formulated by the central government are gremlins (Bhagwati, 2011; Bhanot et al., 2020; Gupta, 2018; HUDCO, 2020; Kim et al., 2023; TG-12, 2012; Vishvkarma et al., 2020).

2. Methodology

The evaluation of Public Housing Policy execution is under the purview of public project management. Stakeholder analysis (SA) has been used as a research approach to attain the study objective. In recent decades, Stakeholder Analysis has become a popular study tool in domains such as project

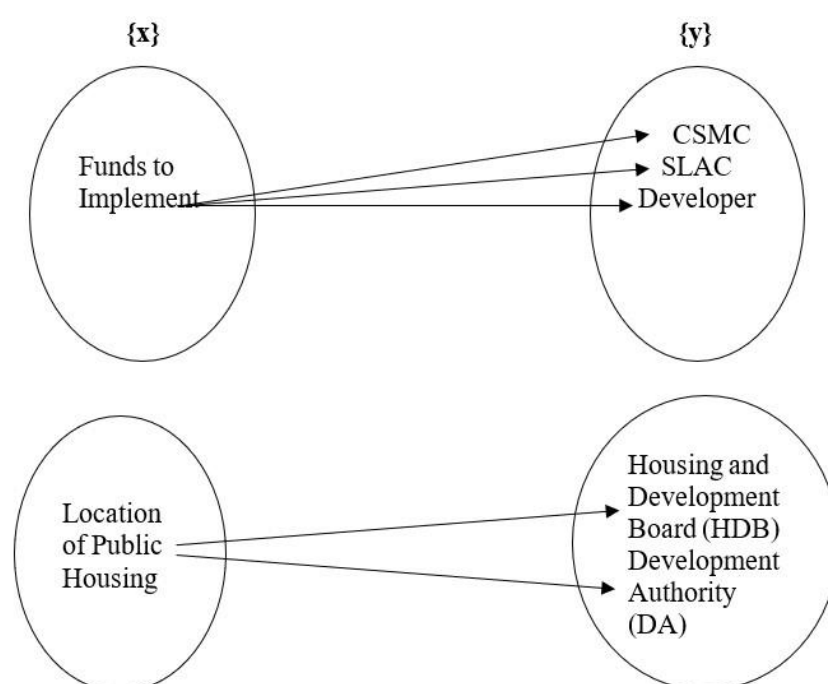
management and policymaking. This demonstrates managers', policymakers', and scholars' understanding of the roles of important stakeholders in accomplishing the goal (Khair & Muniappa, 2022; Kundu, 2022; Tiwari et al., 2022; Wakely, 2016).

Following the filtering of 'institutional' features, the authors identified key stakeholders (Kumar Ruhela & Khan, 2023, 2024). After identifying stakeholders, the Stakeholders Analysis (SA) was conducted to determine their importance and relative role in the implementation of Public Housing. This is to divide the stakeholders into four categories: context setters, players, subjects, and crowds. Context setters have high power but fewer roles to perform, whereas players have both high power and more roles. Subjects have low power but greater role to play, whereas the crowd consists solely of fed children with low power and less role. Later, a one-on-one discussion on independent stakeholders in public housing implementation was included, concluding in a broad overall debate and the conclusion of the findings.

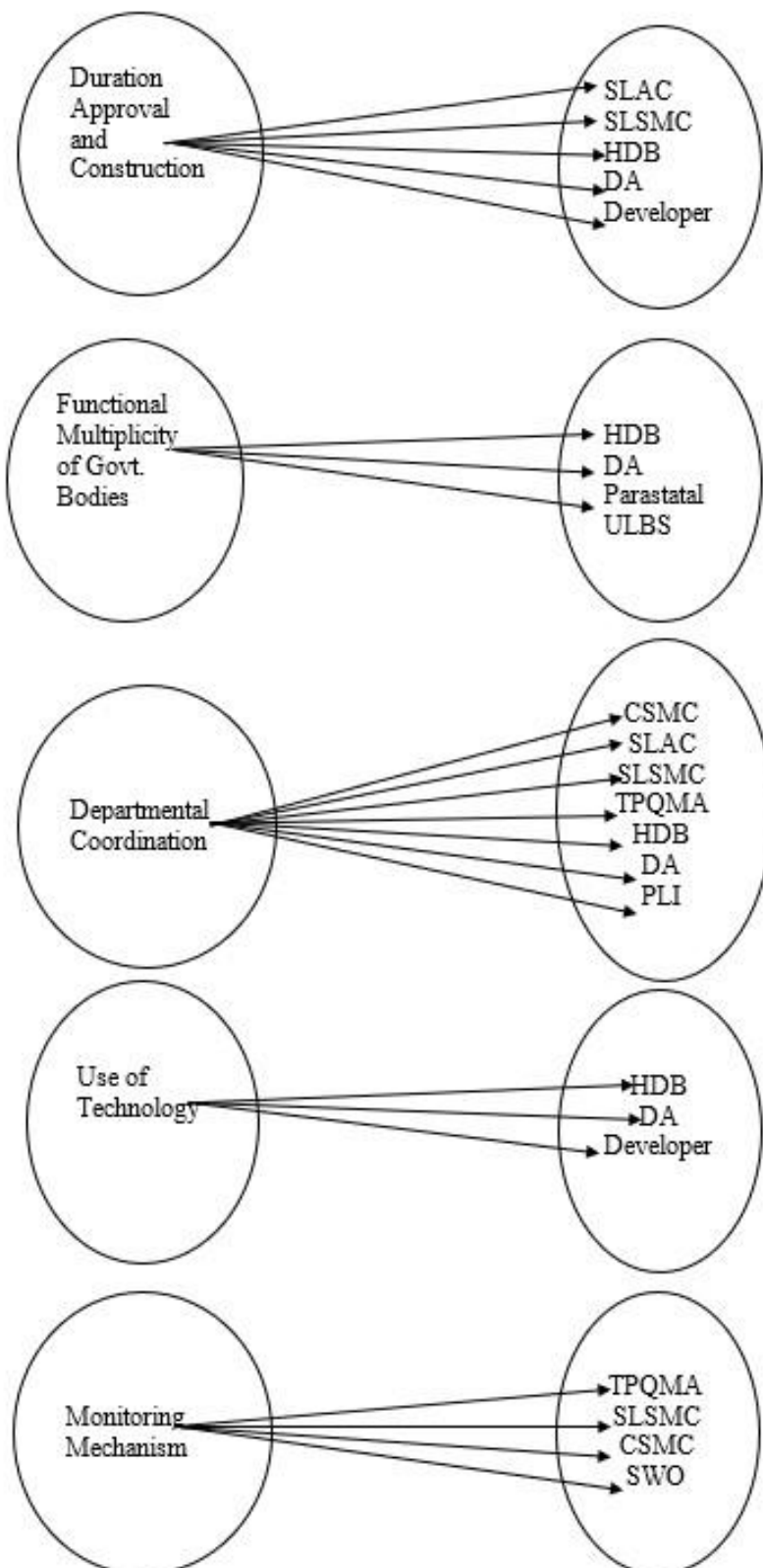
3. Materials and Results

3.1. Derivation of Stakeholders

The derivation of stakeholders is based on the duties and roles of any stakeholder related with the specific filtered institutional aspect. The process is reversed here, with each component free to represent its relationship with specific stakeholders in whatever way it sees fit. Authors create the connecting association between an 'institutional' facet and its stakeholders (Kumar Ruhela & Khan, 2023, 2024). Figure 2 illustrates the one-to-many cardinality link between aspects and stakeholders. The facet domain has a single element $\{x\}$, whereas the stakeholder range has several components $\{y_1, y_2, y_3, \dots, y_n\}$. In mathematics, a set's cardinality is a measure of the number of items it contains. As a result, the range's cardinality exceeds that of the domain.



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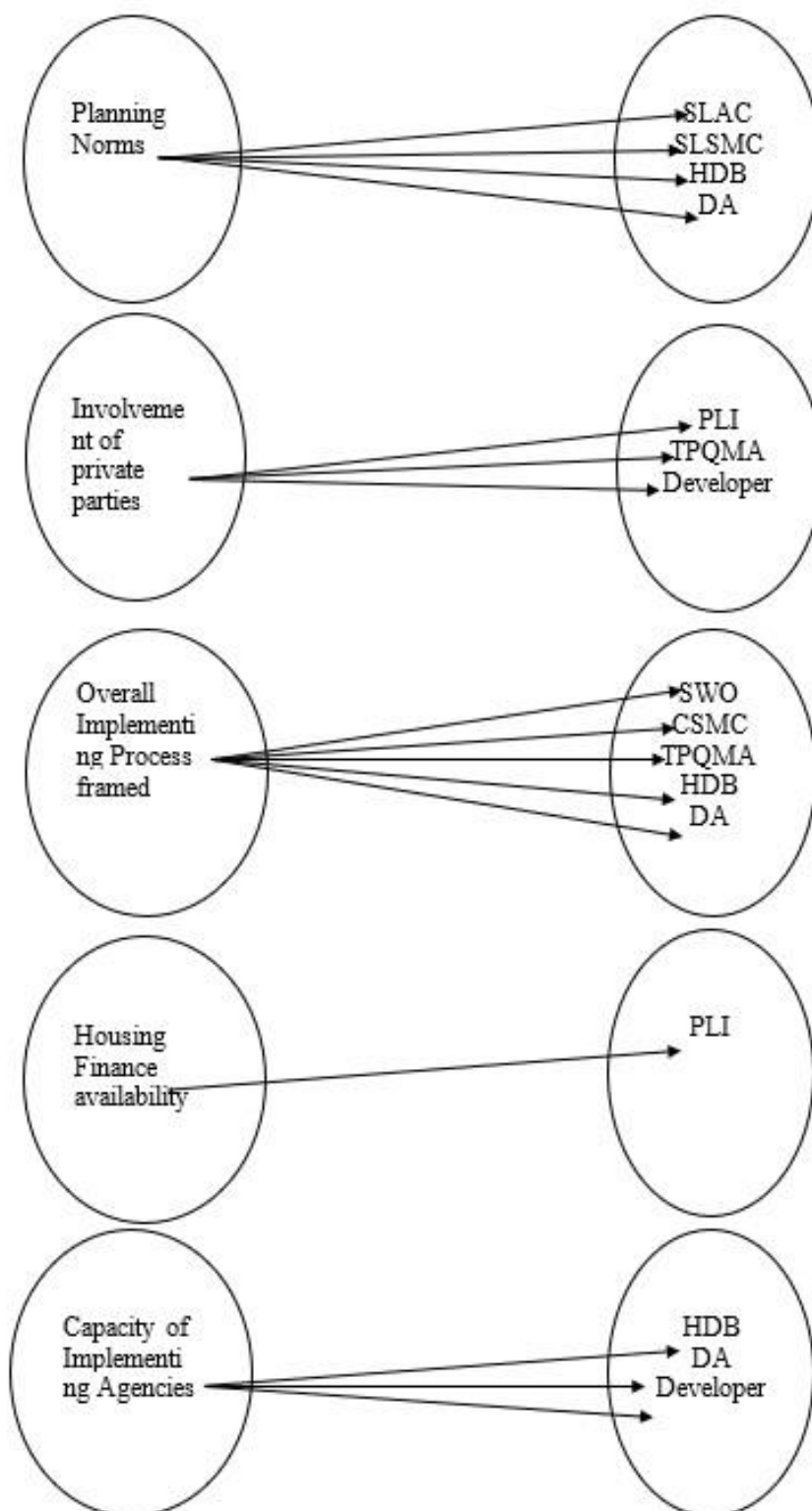


Figure 2. The One-to-Many cardinality relationship between facets and stakeholders

The preceding set of relationship mapping provided (1) the identification of significant stakeholders involved in the implementation of Public Housing and (2) the concern facet(s) they address. It would clarify each stakeholder's role, power, and duty in public housing implementation.

Therefore, the cardinality value of Stakeholders is derived as,

$$\begin{aligned} \text{CSMC } \{y_1\} &= 4 \\ \text{SLAC } \{y_2\} &= 4 \\ \text{SLSMC } \{y_3\} &= 4 \\ \text{TPQMA } \{y_4\} &= 4 \\ \text{HDB } \{y_5\} &= 8 \\ \text{DA } \{y_6\} &= 8 \\ \text{Parastatal ULB } \{y_7\} &= 1 \\ \text{PLI } \{y_8\} &= 3 \\ \text{Developer } \{y_9\} &= 5 \\ \text{SWO } \{y_{10}\} &= 2 \end{aligned}$$

The cardinality value demonstrates the importance of a stakeholder in the implementation of the Public Housing Program, namely institutional evaluation, from start to finish. The grandeur indicates the level of participation a stakeholder is engaging in, whether through its stated function or power in the implementation process. The largest cardinality derived is '8', while the lowest is '1'. That means that the stakeholder with the highest cardinality can have an eightfold greater impact on the implementation of India's Public Housing program. Those stakeholders, in particular, who have a higher cardinality, must be more concerned because if they divert or deviate from the defined process of Public Housing Policy implementation, it will create a serious bottleneck at many levels of policy execution, affecting the policy's ultimate goal or targets to be met. The time required to fulfil targets cannot be recovered during the execution process. The rest of the resources, such as financial, technological, human, land, and facilities, can be controlled as specific supplements.

The local government, namely the Housing and Development Board and the Development Authority, has the highest cardinality in public housing delivery, with many functions and responsibilities. To better understand the role, power, and duty of stakeholders in the Pradhan Mantri Awas Yojna (Urban) - Uttar Pradesh, Stakeholder Analysis (SA) was conducted in the following section 3.2.

3.2. Roles and Responsibilities of Stakeholders

To assess the characteristics of PMAY(U)-U.P. stakeholders, this study used semi-structured interviews and a questionnaire to first validate the authors' stakeholder list based on institutional facets, and then the interview results were used to deeply interpret, support, and supplement the findings of the Stakeholder Analysis (SA).

Stakeholder analysis seeks to understand stakeholders as a result of a specific organisation or to evaluate their importance to a system (e.g., project and policy) by examining their position, interest, influence, and other attributes. Although Stakeholder Analysis is widely used in various study domains, the current methodologies have considerable drawbacks. Stakeholder analysis has been chastised for its lack of practical quality and academic rigour, particularly when applied to systems

with a large number of stakeholders. However, in this study, stakeholders are broadly classified into five categories: Central Level, State, Local Governing Body, Development Finance, and Ancillary Committees, with a total of ten stakeholders (Badr & Shehata, 2022; Kim et al., 2023; Margulis, 1981; Mercader-Moyano et al., 2021).

The following two concepts were used to choose the target interviewees: (1) they were on the initial list of stakeholders, and (2) they have experience participating in the decision-making process for Pradhan Mantri Awas Yojana implementation.

In the interviews of this study, the interviewees were asked (1) to validate the initial stakeholder list; (2) to summarise the role of the stakeholders they represent; (3) to describe the interests of the stakeholders they represent and other stakeholders they are acquainted with in terms of administration and politics, community benefits, marketing performance, and combination; (4) to summarise the collaboration and conflicts among them as well as with other stakeholders.

The questionnaire created for this study was distributed to the five stakeholder groups identified in the final stakeholder list (Table 1). This study systematically disseminated questionnaires to all stakeholder representatives (three from each stakeholder group) via email and personal delivery. Eventually, 27 out of 30 valid questionnaires were gathered, accounting for all five stakeholders on the final list. There are two parts to the questionnaire. The first section of the questionnaire was aimed to collect data to help the SA understand the role and strategy taken in implementing Pradhan Mantri Awas Yojna decision-making from the perspective of the identified stakeholders. The data was measured using a five-point Likert scale (0, 2.5, 5, 7.5, and 10), with 0 reflecting no or little role and 10 signifying a very high level of involvement by stakeholder representatives.

This was created to divide stakeholders into four categories: context setters, players, subjects, and crowds, based on evaluations provided by stakeholder representatives. Context setters have high power but fewer roles to perform, whereas players have both high power and more roles. Subjects have little power but more role to perform, but the crowd continues as the only fed child with low power and less role (refer to Figure 3).

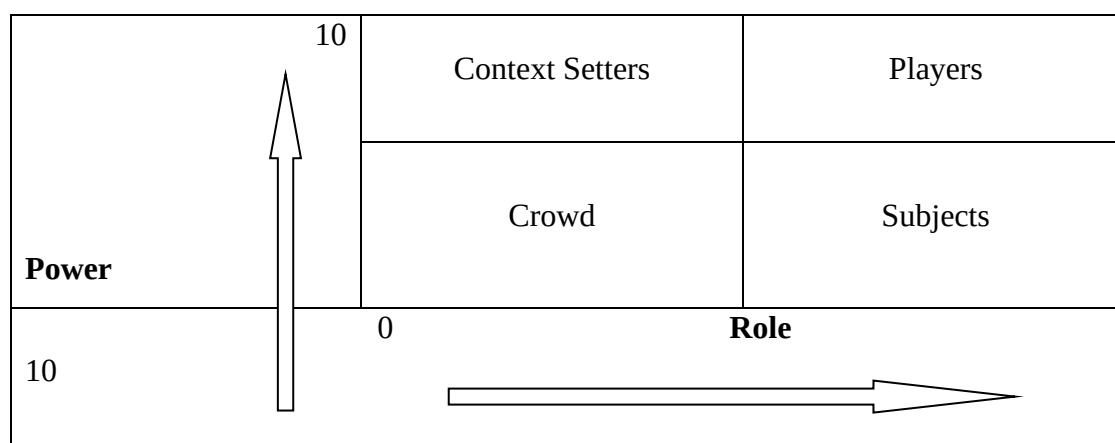


Figure 3. Attributes frame: Stakeholder, their power and role, Source: Author

Table 1. Final list of Stakeholder Groups and their respective stakeholder in Public Housing implementation in India with Nomenclature of stakeholder representatives

S. No.	Stakeholder Group	Respective Stakeholder	Nomenclature Stakeholder representative Code
1.	Central Level Nodal Agency	a) Central Sanctioning and Monitoring Committee (CSMC)	C1 C2 C3
2.	State Government	a) State Level Appraisal Committee (SLAC)	SLA1 SLA2 SLA3
		b) State Level Sanctioning and Monitoring Committee (SLSMC)	SLS1 SLS2 SLS3
		c) Third-Party Quality Monitoring Agency (TPQMA)	T1 T2 T3
3.	Local Government	a) Housing and Development Board (HDB)	HB1 HB2 HB3
		b) Development Authority (DA)	DA1 DA2 DA3
		c) Parastatals ULBs	U1 U2 U3
4.	Development Finance	a) Primary Lending Institutions (PLI)	PL1 PL2 PL3
		b) Eminent Developers	ED1 ED2 ED3
5.	Ancillary Committees	a) Social Welfare Organizations (SWO)	SW1 SW2 SW3

Source: Author

Because the values of Power and Role were self-reported, they were triangulated to assess general consistency throughout the interviews. Five types of authority and responsibility aggregates have been defined to compare the Actual Role allocated in the PMAY(U) Guideline to what the candidate said throughout the interview process. If the actual fits the claim, Likert points will be higher, and vice versa. They are as follows.

- a. Administration and Politics
- b. Financial Benefits
- c. Community benefits
- d. Management
- e. Other

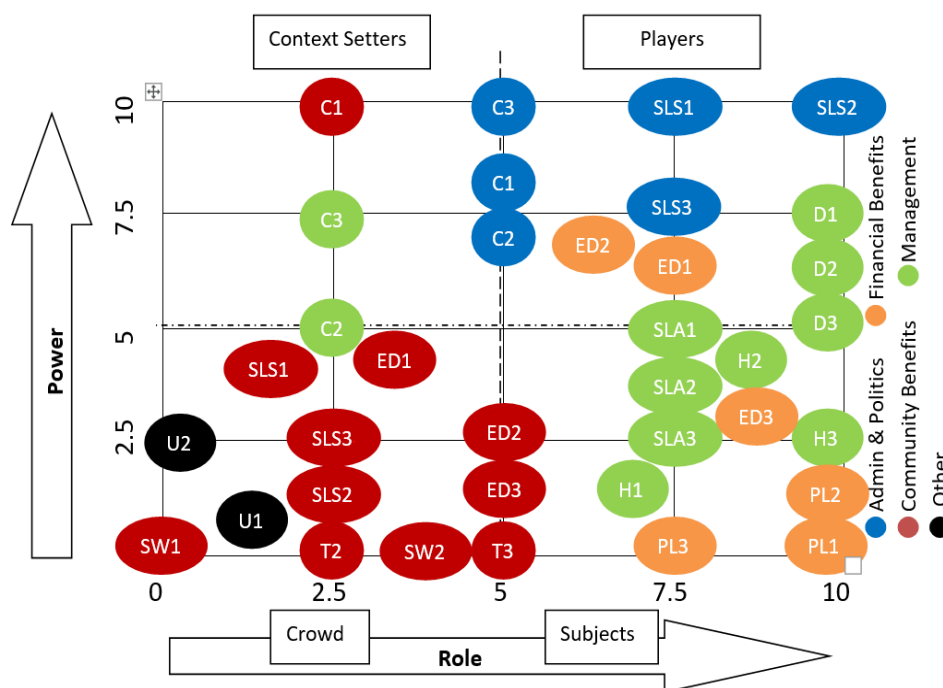


Figure 4. Attributes with values: Stakeholder, their power and role

Source: Author

In the event of inconsistency, the writers would call the responders again to validate their response. If the respondent maintained his or her beliefs, discursive questions (such as a description of the respondent's role and responsibilities) were asked to corroborate the values. Figure 4 illustrates the final matrix created from the interview aggregates of all 27 valid respondent stakeholders.

4. Discussion and Recommendations

In the implementation of the Pradhan Mantri Awas Yojna (Urban) - Uttar Pradesh, every stakeholder has participated in some way, whether it is defined or expected to be fulfilled. The field illumination and playground were the duty of the Central Sanctioning and Monitoring Committee (CSMC), which is the Central Level Nodal Agency in charge of the entire Pradhan Mantri Awas Yojna execution in the country. Its primary tasks were administration and politics, as demonstrated by C1, C2, and C3 in blue. Because of the committee's capacity to sanction, C1, C2, and C3 have only stated the approval of plans submitted by the individual States and Union Territories. On behalf of valid reasons, the committee may limit demand proposals or invite updated proposals as noted. This has been demonstrated in Green C2, C3 (Figure 4). The interaction has been developed within the State Level Sanctioning and Monitoring Committees (SLSMCs).

Next follows the State Level Sanctioning and Monitoring Committee (SLSMC), which is located in the Players' zone and is responsible for state administration and politics. SLSMC, being the apex body at the state level for the PMAY (U), must make significant contributions with greater power and responsibility because the committee must govern above and below itself. Representatives SLS1, SLS2, and SLS3 should consider SLSMC to be a significant junction at which they must constantly monitor each train passing by, regardless of class or importance. Surprisingly, SLSMC's strong involvement in administration and politics has hampered its focus on rethinking the noble function of community benefits. The noble goal of PMAY (U) to offer good shelter to all urban poor has lost consciousness amid the pages of files and administration roles, such that the SLSMC's other side of the coin has become a spectator in the 'crowd' (in red with SLS1, SLS2, SLS3, Figure 4).

The State Level Appraisal Committee (SLAC) is another junction to deal with, where all trains from all locations join the main single railway line and receive a techno-economic appraisal before continuing on to SLSMC. The SLAC becomes the subject, as represented in green by SLAC representations with SLA1, SLA2, and SLA3 (Figure 4). SLAC, the subject from the State or Union Territory, must handle a large volume of work. Due to volume, management has lost confidence in the implementation of each appraisal due to time constraints, which has resulted in project curtailment, inattention to technically obstructed matters such as public housing location, land availability, project cost control, disputed appraisals, and so on.

As envisioned, the Third-Party Quality Monitoring Agency (TPQMA) is an autonomous node that connects directly with the SLSMC junction. However, in the case of U.P., the members of TPQMA are member officials of SLSMC, SLAC, HDB, and DA itself, so their defined roles overlapped, and thus the camouflaged consciousness towards monitoring, which is a community benefit, unexpectedly falls under 'crowd' (Figure 4., T2, T3 in red).

The local government was the primary field player throughout the game (Figure 4, with green in H1, H2, H3, D1, D2, D3). The Housing and Development Board and Development Authority had been tasked with collaborating with developers under the AHP component of PMAY (U) to physically implement the projects on-site. They are also responsible for technical aspects such as free land availability, the use of technology, the design of units and layouts within financial and development control limits, flexibility in the map approval process, land and ownership issues, and so on. Local governance had to bat with a range of unknown balls, their speed, direction, and so on, which created a gap in their management. With the role of Player, the vulnerability of PMAY intent and targets to be diverted was immense. Even the Housing and Development Board, because to its administrative structure, has dropped from being a full-fledged player to something of a pavilion player as Subject (in green, Figure 4). Development Authorities have somehow managed to deal with it while maintaining their vigour as players. Parastatals ULBs remained a crowd with limited interaction (U1, U2 in black, Figure 4). The local government, with its existing weight of non-PMAY obligations, has added dust to the PMAY (U) intent soul, which is searching for its goal while caught in files.

Primary Lending Institutions being the independent Subject fully performed their duties of imparting loans to beneficiaries of AHP units (in orange, PL1, PL2, PL3, Figure 4.). Whether private or government, PLIs due to their financial benefits and tight procedure of work with known Balls of speed and direction have made it well.

Similarly, Developers as Players pursued their passion and commitment (Figure 4., ED1, ED2 in orange); however, due to the pressure of completing tasks and assigning runs to be shown on the scoreboard, the flip side of them remains dusty as the crowd, i.e. benefits to be imparted to beneficiaries or awareness of beneficiaries' expectations, etc.

Social Welfare Organisations remained the throng on the ground, respecting community benefits such as Stadium Tickets (Figure 4, SW1 and SW2 in red).

Stakeholder traits have revealed both single and multiple faces. The same stakeholder has different personalities in different roles, but they all have the same purpose in mind: to meet the PMAY targets. Ground reality is going from a defined job to a diverted role for a variety of reasons. Examples of this include the captain's choice during the game, the injury of the not-out player, and so on. It is important to recognise the value of a specified role, particularly for a player with High Power and multiple roles to play. Their institutional divergence had a massive impact on the entire process of implementing Pradhan Mantri Awas Yojna (Urban)-U.P. Social Network Analysis (SNA) provides a more precise view of the strength of interacting networks among stakeholders.

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Author contributions

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Biographical Notes

¹**Mukesh Kumar Ruhela** is a part-time PhD research scholar from Integral University, Lucknow, (U.P.), India. He is also an Architect-Planner, serving in Government of Uttar Pradesh, India, in the department of Uttar Pradesh Housing Development Board. He has graduated from IIT Roorkee, India and did Master in Planning with specialisation in Housing from School of Planning and Architecture, Delhi, India. Moreover, he is an active participant in various workshops and programs organised for housing and development related matters.

²**Safiullah Khan**, Professor and Head- Department of Architecture, Faculty of Architecture, Planning and Design, Integral University, Lucknow, India. Also, Consultant Architect/Director of M/s Helios Constructions (group of Architects and Engineers), Lucknow, India.

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