

Parliamentary Watch Report

**An analysis of questions asked on urban
issues in the Indian Parliament during
the Budget Session 2018**



Suggested Citation:

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Youth for Unity and Voluntary Action (2018) Mumbai, India.

Published by:

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Navi Mumbai – 410210 (INDIA)

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Indian Parliament during the Budget Session 2018



Youth for Unity and Voluntary Action (YUVA) is a non-profit development organisation that helps vulnerable groups access their rights. YUVA encourages the formation of people's collectives to engage them in the development discourse. This work is complemented with advocacy and policy recommendations. Set up in **Mumbai in 1984**, currently YUVA operates in 5 Indian states.

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July 2018

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EXECUTIVE SUMMARY

The Budget session of the Indian Parliament commenced on 29 January 2018. The session was conducted in two phases, with the second leg of the session ending on 6 April 2018. Due to frequent disruptions, the working of the parliament was hindered. Some news articles suggested that this was the least productive parliamentary session since 2000.

The major highlight of the session was the presentation of the Union Budget by the Finance Minister. In terms of allocations in the Union Budget, the Ministry of Housing and Urban Affairs (MoHUA) got INR 41,765 crore for the fiscal year 2018–19, a hike of 2.82 per cent over 2017–18. The Smart Cities Mission (SCM), under which the Ministry has announced 99 cities for central assistance, got the highest hike of 54.22 per cent with INR 6,169 crore as against INR 4,000 crore in Budget 2017–18.

However, in terms of allocation within the Ministry, highest allocation of INR 15,000 crore was made for the ‘Mass Rapid Transit System’ and ‘Metro Projects’ followed by Pradhan Mantri Awas Yojana (Urban) [PMAY(U)] which got INR 6,500 crore for 2018–19, but in terms of percentage hike, the housing project only got 7.64 per cent hike compared to the previous year.

A total of 322 questions (both starred and unstarred) were addressed to the MoHUA during this session. These questions are reflective of the current status of various flagship urban schemes.

Table 1: Scheme-wise fund allocation of total budgetary allocation of MoHUA

Scheme	Fund Allocated	% share of total allocation
Mass Rapid Transit System/Metro Rail	15000	36%
PMAY	6,505	16%
SCM	6169	15%
AMRUT	6000	14%
SBM	2500	6%
DAY-NUM	310	0.7%
HRIDAY	161.5	0.4%
Others	5119.5	12%
Total	41765	100%

The information provided by the MoHUA revealed that under PMAY(U), approximately 40 lakh houses have been sanctioned in the country. In the first two years, only 19% houses were sanctioned which mostly included the subsumed projects of the erstwhile housing scheme Rajiv Awas Yojana. The mission only picked up pace in 2017–18. Andhra Pradesh leads with a share of 17% of total houses sanctioned in the country, followed by Tamil Nadu and Madhya Pradesh with a share of 11% each. Of the 40 lakh houses sanctioned, more than 50% of the total houses sanctioned accrue to the Beneficiary-led Construction vertical of the PMAY (U). This is telling of the large number of Indians who preferred to upgrade their existing homes and already owned a house. The vertical under which the second highest number of houses have been sanctioned (38%) this is Affordable Housing in Partnership (AHP) component. Majority of these houses are concentrated in two states i.e., Andhra Pradesh and Karnataka. The two states Maharashtra and Uttar Pradesh, which account for the highest urban population show a grim record with respect to implementation as only 4% and 8% of total houses have been sanctioned in these two states, respectively.

The SCM garnered a whopping hike of 54.22 per cent in fund allocation with INR 6,169 crore allotted for the mission as against INR 4,000 crore in Budget 2017–18, which indicates that this mission is on priority for the government this year. Out of the 99 cities selected, 39 cities have received only seed money worth INR 2 crore each for preparing proposals till now. As no work has started and tenders have not been issued none of these cities received any funding post 2015–2016. Though Pune tops the list in terms of net worth of project completed, Gujarat was found to be the best performing state. Though Uttar Pradesh has the maximum number of smart cities (12 in total), work has not commenced in 8 cities yet. As a consequence, no funds have been released for these 8 cities since 2015–2016.

The much hyped Swachh Bharat Mission (Urban) [SBM(U)] got a hike of 8.69 per cent with allocation of INR 2,500 crore. Under this mission, around 14% of Individual Household Latrine (IHHL) toilets were constructed in Maharashtra alone. With a margin of 1%, Gujarat stands at second position with a total percentage of 13% of total IHHL toilets. Following these states are Madhya Pradesh and Tamil Nadu with 11% and 8% share, respectively. Uttar Pradesh and West Bengal lag behind with a meagre 6% share each in the number of IHHL toilets constructed.

Deviating from the general trend where Members of Parliament (MPs) usually questioned the number of toilets constructed and funds released, in this session the MPs raised many questions about waste management. The data released by the Ministry also revealed that the waste generated by the states is directly proportional to its urban population. For example, of all States and UTs Maharashtra generates the maximum amount of waste (16%) followed by Uttar Pradesh and Tamil Nadu with a share of 11% each. The only exception is Kerala which stands as the tenth largest state with respect to its urban population but generates only 1% of the country's waste. It was found that smaller states are performing better than the bigger states with respect to processing the waste generated. The most efficient state in processing waste is Telangana, as 67% waste is being processed there. Smaller states like Chhattisgarh and Goa process 60% of the waste generated. Relatively larger states like Maharashtra, Uttar Pradesh, Tamil Nadu, West Bengal and Andhra Pradesh are performing poorly in this index.

Contrary to other schemes, Deendayal Antyodaya Yojana–National Urban Livelihoods Mission (DAY-NULM) faced a budgetary cut of 11.17 per cent at INR 310 crore over INR 349 crore in 2017–18. The data shows only little progress compared to its achievements in the previous year. For example, the number of the shelters for the homeless remained stagnant at 789 shelters in the country. The budget allocation shows a downward trend post 2014–2015, with the highest budget cut in the year 2015–16. The scheme shows an overall utilisation rate of 72%. A total central contribution of INR 7,865 crore has been released so far which is around 22% of the committed central funds. Maximum contribution has been released to Uttar Pradesh and Tamil Nadu with a share of 13% each followed by Maharashtra which has got 9% of the total funds released.

Atal Mission for Rejuvenation and Urban Transformation (AMRUT), a scheme that promised to connect each household with water and sewage connection by 2020 seems to be moving at snail's pace as more than 50% projects are still under tendering or in the development stage. Even the fund situation of the scheme paints a dismal picture as only 22% of the committed central funds have been released so far. In terms of utilisation, only 28% funds have been reported to be utilised so far.

As a lot of questions were raised to the Ministry of Labour and Employment (MoLE) about the merger of varied labour laws into four labour codes, these questions were also analysed. The Ministry informed that the Second National Commission on Labour suggested that the existing labour laws should be broadly grouped into four or five Labour Codes on a functional basis. Accordingly, the Ministry has taken steps for drafting four Labour Codes on Wages; Industrial Relations; Social Security; and Occupational Safety, Health and Working Conditions, respectively, by simplifying, amalgamating and rationalising the relevant provisions of the existing Central Labour Laws. Out of these, the Labour Code on Wages has been introduced in Lok Sabha on 10.08.2017 and subsequently, referred to the Parliamentary Standing Committee on Labour. The rest of the codes are at the pre-legislative consultative stage. However, some experts on labour issues claim that this step of the government will be detrimental to the rights of the workers and will mainly favour employers. All eyes will be on the Parliamentarians discussing these issues in the coming sessions.

The government launched these urban schemes shortly after coming into power in 2014. At the recent commemoration of the four years of the government, the achievements of the government were highlighted. The government needs to take urgent remedial steps and strengthen people's participation and monitoring mechanisms to ensure its promises to citizens are met.

1. INTRODUCTION

The Budget Session of the Parliament began with the President addressing both the Houses of Parliament. The President emphasised on the dream of ‘New India’, women empowerment, economic growth and stability, welfare of farmers, programmes for the youth and the increasing digital mode of transactions in the country. The Session was conducted in two phases. The first part of the Budget Session was held from 29 January to 9 February and the second part began from 5 March and ended on 6 April.

The biggest highlight of the Session was the presentation of the Union Budget by the Finance Minister (FM) on 1 February as he presented the future of an economy of about 3 trillion. Agriculture and health dominated the FM’s two-hour Budget speech. Employment and education were also focus areas. Micro small and medium enterprises found special mention in the Budget, with measures ranging from tax sops to easier access to loan.

But the least amount of time was spent by the Parliament deliberating the Budget since 2000. In these sessions, which were conducted in two phases, Ministers of Parliament (MPs) in Lok Sabha spent only 14.5 hours debating the Budget while Rajya Sabha spent even less (10.9 hours), for which it was convened. In previous sessions, the average amount of time debating the budget has usually been around 20% or 33 hours of the Parliament’s allotted time.

The utilisation of the Question Hour has also been low this session. The Question Hour is traditionally utilised by MPs to hold the government accountable for its actions on policies and other issues of public interest. While only 16% of the scheduled time was used to ask questions in the Lok Sabha, the Rajya Sabha fared worse at 5%. Out of the 580 starred questions, answers were given to 17 of them in the floor of the House and this translates to 0.58 questions being answered on an average every day. In total, written replies for remaining starred questions and 6,670 unstarred questions were tabled in the House.

Despite the less use of official time to deliberate discussions, the Parliamentarians were engaged in various disruptions which led to loss of more than 127 hours of the Budget Session in the Lok Sabha. The second leg of the session that started on 5 March had 22 sittings that were mostly disrupted. The Speaker of the lower house in her summary report said, ‘the House functioned for a total of 34 hours and 5 minutes during the 29 sittings. A total of 127 hours and 45 minutes were affected due to “interruptions and forced adjournments”’.

2. BILLS PASSED

Three bills were passed and two were introduced during the Budget Session in the Lok Sabha. While the Chit Funds (Amendment) Bill, 2018 and Fugitive Economic Offenders Bill, 2018 were introduced, ‘The Finance Bill 2018’, ‘The Payment of Gratuity (Amendment) Bill, 2017’ and ‘The Specific Relief (Amendment) Bill, 2017’ were among those bills that were passed.

3. BUDGETARY ALLOCATIONS TO THE MINISTRY OF HOUSING AND URBAN AFFAIRS

In terms of budgetary allocations, the Ministry of Housing and Urban Affairs (MoHUA) got INR 41,765 crore for the fiscal year 2018–19, a hike of 2.82% over 2017–18. The Smart Cities Mission (SCM), under which the Ministry has announced 99 cities for central assistance, got the highest hike of 54.22% with INR 6,169 crore as against INR 4,000 crore in Budget 2017–18.

However, in terms of allocation within the Ministry, highest allocation of INR 15,000 crore was made for the ‘Mass Rapid Transit System’ and ‘Metro Projects’, followed by the Pradhan Mantri Awas Yojana (Urban) [PMAY(U)] which got INR 6,500 crore for 2018–19,

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AMRUT	6,000	14%
SBM	2,500	6%
DAY-NUM	310	0.7%
HRIDAY	161.5	0.4%
Others	5,119.5	12%
Total	41,765	100%

but in terms of percentage hike, the housing project only got 7.64% hike compared to the previous year.

Atal Mission for Rejuvenation and Urban Transformation (AMRUT) scheme was allocated INR 6,000 crore, a jump of 20% over INR 5,000 crore. Swachh Bharat Mission (Urban), [SBM(U)] one of the flagship programmes of the government, got a hike of 8.69% with allocation of INR 2,500 crore.

Allocation to the Deen Dayal Antyodaya Yojana–National Urban Livelihoods Mission (DAY-NULM) scheme was reduced by 11.17% at INR 310 crore over INR 349 crore in 2017–18. Under the scheme, skill training is provided to urban poor with an aim to reduce poverty. Shelter to homeless people is also an important component of the scheme.

The FM in his speech also mentioned that the ‘Government will also establish a dedicated Affordable Housing Fund (AHF) in National Housing Bank, funded from priority sector lending shortfall and fully serviced bonds authorized by the Government of India’. This move of the government is expected to ensure availability of sufficient funds for the affordable housing projects.

4. QUESTIONS RAISED TO THE MINISTRY OF HOUSING AND URBAN AFFAIRS

A total of 12,305 questions were raised in both the Houses of Parliament. Out of these 322 questions (2.6%) were addressed to MoHUA. Of these questions, 185 were raised in the Lok Sabha and 137 in the Rajya Sabha. Majority of the questions were centred around the urban schemes such as the Smart Cities Mission (SCM), Pradhan Mantri Awas Yojana (Urban) [PMAY(U)], Swachh Bharat Mission (SBM), Atal Mission for Rejuvenation and Urban Transformation (AMRUT), National Heritage City Development and Augmentation Yojana (HRIDAY), and Deendayal Antyodaya Yojana–National Urban Livelihood Mission (DAY–NULM).

Majority of the questions raised to MoHUA were regarding PMAY(U), followed by SBM and AMRUT. With the maximum fund hike of over 50% in budgetary allocation, the SCM clearly appeared on the government’s priority scheme but it did not garner much attention of the parliamentarians as very few questions were raised about it. Several questions were also raised about metro rails in metro cities and the Delhi Development Authority (DDA). Though majority of the questions pertaining to the urban schemes inquired about the physical progress and fund utilisation, a few questions also sought information about details of monitoring meetings conducted by the Ministry. But questions about monitoring were not adequately answered by the Ministry and were dodged. This poses serious ques-

tions about the accountability and lack of transparency in answers provided by the minister. It was rather startling that in a question where physical achievements of the SCM were questioned, the minister in the reply mentioned the link to the mission’s website and indicated that the information is available on the website.

It is noteworthy that under the SBM there was a shift in the nature of questions raised. While in the previous sessions, majority of the questions inquired about the construction of toilets, this year waste disposal and management was the most inquired topic under SBM.

For this report all the questions addressed to the MoHUA were studied and categorised scheme-wise. The information provided by the Ministry was further simplified and has been presented in the form of interactive questions. Since the questions framed for the purpose of this report are in consonance with the questions raised in the parliament and basic themes emerging out of the answers, the information provided in the report is limited to the answers provided by the Ministry and does not claim to provide exhaustive information on each scheme. This is also the limitation of this report. The data also does not reflect the ground implementation of these schemes. It is only based on the facts provided by the Ministry.

5. METHODOLOGY

This report is based on secondary data from the websites of Parliament (Lok Sabha and Rajya Sabha questions) posed to the Ministry of Housing and Urban Affairs (MoHUA) in the budget session held from 2 January 2018 to 6 May 2018. The questions were segregated on the basis of emerging themes, which are broadly classified into the SCM, PMAY, AMRUT, HRIDAY and DAY–NULM. Owing to the close relation between informal workers and urban spaces, questions asked to the Ministry of Labour and Employment related to informal workers were also analysed for the sessions.

These questions were then grouped scheme-wise and analysed. The data representation in the tables has been done for thirteen states arranged in descending order of their urban population. Two more states, namely Odisha and Assam, which rank 16th and 18th in order of their urban population but have been critical to understanding urban development have also been added to the tables. The states have been marked in order of their urban population in the tables in descending order. The report tracks the targets achieved and funds utilised against the objectives of each scheme.

6. PRADHAN MANTRI AWAS YOJANA (URBAN)

According to the demand survey how many houses are needed in the country to realise the 'Housing For All' Mission? What is the revised target for the mission?

Since the PMAY(U) mission is demand driven, no specific state/UT-wise targets have been fixed. As per the demand survey conducted by states/UTs for implementing the PMAY(U), the total urban housing demand received so far under the PMAY(U) is approximately 12 million which is likely to change after completion of demand validation/assessment by all states/cities.

However, during the launch of the mission in June 2015, a target of 20 million was announced by the Prime Minister. As per the estimate of the Technical Group on Urban Housing Shortage (TG-12) (2012–17) constituted by erstwhile Ministry of Housing and Urban Poverty Alleviation (MoHUPA), about nineteen million (18.78 million) households grapple with housing shortage in urban India (2012). Of these, the economically weaker section (EWS) alone accounts for 56% of the total shortage, low income groups (LIGs) have a deficit of 39.4% whereas middle and above income groups have housing shortage of 4.4%.

What is the role of the State in the Mission?

Selection and identification of beneficiaries for the projects is done by the state/UT government concerned. They have also been delegated the power

to appraise and approve project proposals based on demand assessed. The projects under the Mission are being implemented by state/UT governments/urban local bodies.

States/UTs have to approach the Ministry only for release of central assistance for projects approved at the state level.

How many houses have been sanctioned since the launch of the Mission in 2015?

According to the data released by the Ministry of Housing and Urban Affairs (MoHUA), approximately 40 lakh houses have been sanctioned in the country. In the first two years, about 7.5 lakh houses were sanctioned. The Mission picked up pace in the third and fourth year of implementation as around 81% of total houses were sanctioned during this period.

PMAY(U) caters to different housing needs through four different verticals. How many houses have been sanctioned in each vertical?

Under the mission, about 54% of the houses have been sanctioned under the Beneficiary Led Construction vertical followed by the Affordable Housing in Partnership with a share of 38%. A meagre 2% of the houses have been sanctioned under the other two verticals, i.e., In-Situ Slum Redevelopment and Credit Linked Subsidy Scheme, respectively.

What is the State share in each component?

In total, Andhra Pradesh stands at the top with a share of 17% of total houses sanctioned in the coun-

Table 2: Houses sanctioned for beneficiaries during each of the last three and current year under PMAY(U)

Year	2014–15*	2015–16	2016–17	2017–18 (Current Year)	Total
No. of houses sanctioned	1,41,848	6,03,854	10,26,326	21,56,370	39,28,398
% of total houses sanctioned	4%	15%	26%	55%	

* Includes 1,41,848 houses of RAY subsumed under PMAY(U).

Table 3: Houses sanctioned under each component of PMAY(U)

In-Situ Slum Re-development	Credit Linked Subsidy Scheme	Affordable Housing in Partnership	Beneficiary Led Construction	Subsumed Projects of Rajiv Awas Yojana	Total Houses in All Components
74,934	91,694	15,52,900	22,03,523	1,41,848	40,64,899
2%	2%	38%	54%	3%	100%

try, followed by Tamil Nadu and Madhya Pradesh with a share of 11% each.

Under the In-Situ component, houses have been sanctioned only in seven states namely Gujarat, Jharkhand, Odisha, Chhattisgarh, Maharashtra, Madhya Pradesh and Punjab. 74% of the houses sanctioned under this component are in Gujarat and Jharkhand alone.

The Credit Linked Subsidy didn't seem to attract much traction from the demand side as only 2% houses have been sanctioned under this component. Two states, Gujarat and Maharashtra reported maximum demand (62%) under the component.

Under the Affordable Housing in Partnership component, highest number of houses have been sanctioned in the southern states. Andhra Pradesh and Karnataka alone account for almost 50% of the total houses sanctioned under this component. Not even a single house has been sanctioned yet in states with high urban population like West Bengal, Kerala, Delhi and Assam.

The demand for Beneficiary Led Construction has

been the maximum of the four verticals. The demand has been dominant primarily in the states of Tamil Nadu, Madhya Pradesh, Uttar Pradesh and Andhra Pradesh as 53% of the houses under Beneficiary Led Construction have been sanctioned in these four states.

It is evident from the data that the two states, Maharashtra and Uttar Pradesh, which account for the highest urban population show grim record with respect to implementation of housing mission as only 4% and 8% of total houses have been sanctioned in these two states. The houses sanctioned under each of the four components are not evenly distributed among all states. Two states majorly dominate each component and make up for almost half of the housing stock of that particular component. Of all states, Gujarat and Karnataka have performed the best with respect to houses sanctioned and completed followed by Tamil Nadu and Madhya Pradesh while Delhi, Maharashtra, Kerala and Assam have shown disappointing figures. The states which have shown highest performance are highlighted in each vertical in the table below. (Table 4)

Table 4: State-wise data of houses sanctioned under each component of PMAY(U)

SI No.	City Name	Houses sanctioned for beneficiaries under various components of PMAY(U)						
		In-Situ Slum Redevelopment	Credit Linked Subsidy Scheme	Affordable Housing in Partnership	Beneficiary Led Construction	Subsumed projects of Rajiv Awas Yojana	Total houses in all components	% share of total houses sanctioned
1	Maharashtra	2,356	26,014	130,067	12,820	0	171,257	4%
2	Uttar Pradesh	0	4,302	23,150	296,015	8,409	331,876	8%
3	Tamil Nadu	0	4,075	58,721	366,165	4,880	433,841	11%
4	West Bengal	0	1,941	0	143,544	472	145,957	4%
5	Andhra Pradesh	0	1,119	481,753	199,980	1,617	684,469	17%
6	Gujarat	41,621	30,574	77,148	19,421	30,494	199,258	5%
7	Karnataka	0	3,323	227,419	115,605	23,125	369,472	9%
8	Madhya Pradesh	2,172	5,644	140,690	302,859	8,123	459,488	11%
9	Rajasthan	0	3,357	26,231	180	21,908	51,676	1%
10	Kerala	0	1,244	0	78,427	2,118	81,789	2%
11	Delhi	0	1,584	0	0	0	1,584	0%
16	Odisha	7,300	386	12,010	54,272	11,235	85,203	2%
18	Assam	0	166	0	69,187	0	69,353	2%
Total		53,449	83,729	1,177,189	1,658,475	112,381	3,085,223	76%
Grand Total including all States and UTs		74,934	91,694	1,552,900	2,203,523	141,848	4,064,899	100%

Table 5: State-wise data of houses completed, sanctioned and occupied under PMAY(U)

Details for status of housing construction and occupied under Pradhan Mantri Awas Yojana (Urban)						
Sl No.	State Name	Houses sanctioned	Houses completed	Houses occupied	% of houses completed	% of houses occupied
1	Maharashtra	171,257	25,091	25,091	15%	100%
2	Uttar Pradesh	331,876	8,094	7,979	2%	99%
3	Tamil Nadu	433,841	39,087	34,609	9%	89%
4	West Bengal	145,957	30,070	30,070	21%	100%
5	Andhra Pradesh	684,469	26,170	21,172	4%	81%
6	Gujarat	199,258	57,121	46,313	29%	81%
7	Karnataka	369,472	43,637	39,112	12%	90%
8	Madhya Pradesh	459,488	33,765	29,412	7%	87%
9	Rajasthan	51,676	17,199	8,181	33%	48%
10	Kerala	81,789	2,569	2,533	3%	99%
11	Delhi	1,584	1441	1441	91%	100%
16	Odisha	85,203	3,174	2,894	4%	91%
18	Assam	69,353	170	170	0%	100%
	Total	3,085,223	287,588	248,977	9%	87%
Grand Total of all States and UTs		4,064,899	339,346	296,653	8%	87%

Table 6: State-wise details of funds sanctioned and released under PMAY(U)

Sl No.	City Name	Central Assistance Sanctioned (Rs in crore)	% of total funds sanctioned	Central Assistance Released (Rs in crore)	% of total funds released	% released to % sanctioned
1	Maharashtra	2,732	4%	936.83	7%	34%
2	Uttar Pradesh	5,150	8%	503.08	4%	10%
3	Tamil Nadu	6,580	11%	1,682.07	12%	26%
4	West Bengal	2,207	4%	1,031.77	8%	47%
5	Andhra Pradesh	10,290	16%	1,127.32	8%	11%
6	Gujarat	2,963	5%	1,484.81	11%	50%
7	Karnataka	5,850	9%	834.73	6%	14%
8	Madhya Pradesh	7,011	11%	1,541.30	11%	22%
9	Rajasthan	899	1%	399.94	3%	44%
10	Kerala	1,257	2%	199.94	1%	16%
11	Delhi	33	0%	33.18	0%	100%
16	Odisha	1,362	2%	306.12	2%	22%
18	Assam	1,041	2%	161.08	1%	15%
	Total	47,376		9,305	22%	20%
Grand Total of all States and Uts		62517		13560.25	22%	22%

How many houses have been constructed in the country and how many houses are occupied?

A total of 3,39,345 houses have been completed so far which is 2.8% of the revised target of 12 million and 1.6% of the original target of 20 million. Out of the houses completed, 13% of the houses are unoccupied.

This paradox is no different from the national reality. As per Census 2011, there are 11 million houses lying vacant. According to MoHUA the main reason behind the unsold inventories in the housing sector may be that out of the total housing shortage of 18.8 million houses in urban areas, as estimated by the Technical Group on Urban Housing Shortage (2012–17), 96% of the shortage pertains to the EWS and the LIG, who may not be in a position to afford the cost of the available dwelling units.

According to urban experts, if land prices are taken into account the cost of housing is unattainable for the EWS and LIG categories. Even after ushering schemes like PMAY(U), accessibility and affordability of houses remains a big question. Hence the cities will become more and more exclusive in future as most of the housing stock will pertain to MIG or HIG groups.

How is the government funding the Mission?

The Ministry has sanctioned 40.64 lakh houses till 28.02.2018 with an investment of INR 2,25,219 crore which includes central assistance of INR 62,517 crore. The funds have been sanctioned in direct relation with the houses sanctioned in each state. For example, Andhra Pradesh has received the maximum share (17%) of the funds sanctioned followed by Tamil Nadu and Madhya Pradesh with a share of 11% each. These are also the states with the maximum share of houses sanctioned.

Though Delhi has received 100% of the funds sanctioned, its relative share to total funds is almost minimal (0.05%). With respect to fund release Gujarat, West Bengal and Rajasthan have performed relatively better as these states received almost 50% of the funds sanctioned to them. These are the same states with the highest percentage of house completion. Hence, one can correlate the performance of the states to the funds sanctioned and vice-versa. The timely release of funds ensures better implementation. Table 6 shows the funds sanctioned and released to the states and highlights the top three states in each category. The cells marked in green highlight the best performing state in each category.

The Government of India has recently approved the creation of the National Urban Housing Fund (NUHF) with INR 60,000 crore for smooth flow of central assistance for all verticals of PMAY(U). In order to ensure sufficient funding, this fund will be raised through extra budgetary resources (EBR), over four years. Apart from the central assistance,

the funding for construction of these houses is met by states/UTs/urban local bodies and contribution from the beneficiaries.

The Government of India has identified Building Materials and Technology Promotion Council (BM-TPC), an autonomous organisation under the Ministry, to act as an agency for borrowing fund, as per requirement, on behalf of the Government of India for the NUHF from any identified lending agency or financial institution and disbursing the fund to the states/UTs and central nodal agencies (CNAs), on the advice of the MoHUA. Through the mechanism of NUHF, the Government of India aims to fulfil the target of providing houses to all eligible families/beneficiaries of the urban area under Housing for All by 2022 Mission.

How does the government manage the Mission? How do the beneficiaries reach out to the government in order to register complaints?

(i) A Public Grievance Cell is functioning in the Mission Directorate to address the issues in coordination with states/UTs and CNAs.

(ii) The Public Grievance Officer of the Mission also addresses the complaints in person, if any. The complaints/representations received in the MoHUA are forwarded to the concerned states/UTs/ governments for redressal.

(iii) A Management Information System (MIS) Portal has been established in the MoHUA to maintain the list of beneficiaries of the PMAY(U) Mission.

(iv) To ensure transparency and facilitate citizens in registration for demand assessment, the MoHUA has enabled the facility of an online application using the platform of Common Service Centre (CSC) and a separate website namely www.pmay-mis.gov.in.

(v) Toll free numbers in CNAs have been generated to address the complaints of beneficiaries in respect of Credit Linked Subsidy Scheme component of the PMAY(U) Mission.

Have flats been returned back to the Delhi Development Authority (DDA) by the occupants?

The DDA has intimated that in the DDA Housing Scheme-2014, out of 24,000 flats constructed during 2009–2014, a total of 12,553 flats (52%) were surrendered/cancelled by the allottees under Housing Scheme-2014 on the ground that size of flats was not up to their requirement.

In DDA Aawasiya Yojana-2017, 11,806 flats were included, out of which 6,500 flats (55%) have been surrendered on similar grounds.

Are the slums located on central government land, particularly railway land, eligible for rehabilitation?

The mission guidelines advocate that the central government land owning agencies should also undertake 'in-situ' slum redevelopment in their lands occupied by slums. This can be facilitated by using land as a resource for providing houses to slum dwellers. In this direction, the MoHUA has written to all State Governments and Central Government land owning Ministries/Departments including the Ministry of Railways to explore the possibilities of rehabilitation of slums on their land and seek central assistance under the PMAY(U) mission.

However, the Ministry of Railways (MoR) in its response has stated that most of the encroachments on railway land are at the approaches of stations in metros and big cities, in the form of slums around railway tracks. Further, the MoR has informed that they do not have any policy for resettlement and rehabilitation of encroachers. Rehabilitation on railway land is not feasible due to the railway's safety constraints/operational requirements. Keeping in view the railways' expansion plans, operational and maintenance requirements, and housing being a prerogative of the state, the state government or ULB has to provide alternative sites for rehabilitation/resettlement of the slum dwellers. The entire cost of such rehabilitation/resettlement may also be borne by the state government or ULB as the railway may not be able to contribute towards cost of land or rehabilitation/resettlement.

Is the government looking at exploring alternative social housing models for the poor like the Rental Housing Policy?

At present, MoHUA does not have any scheme for providing rental housing for the urban poor across the country. However, the Ministry has drafted a National Urban Rental Housing Policy (NURHP) with a vision 'to create a vibrant, sustainable and inclusive rental housing market in India'. The draft policy envisages the creation of adequate rental housing stock by promoting Social Rental Housing (SRH), with direct or indirect support from government (state/UTs), with special focus on affordability of vulnerable groups and urban poor (the EWS and LIG as defined by the Government of India from time to time).

The Ministry has shared the draft NURHP with the state governments and held consultations with all stakeholders. A National Consultation in this regard was organized at New Delhi on 4 December 2015. Feedback on the draft NURHP has been received from various quarters. 'Land' and 'Colonisation' are state subjects and therefore, it is the primary responsibility of state governments and ULBs to provide housing, including rental housing.

Is the government drafting a 'National Urban Policy'?

A Committee has been constituted under the chairmanship of Dr. Sameer Sharma, Additional Secretary, MoHUA, to draft a 'National Urban Policy' framework. The National Urban Policy covering the

recommendations/commitments in the New Urban Agenda adopted during Habitat III and Sustainable Development Goals, will be shared with all stakeholders, including the states/UTs in 2018.

What are the new initiatives undertaken by the government to augment achievements?

The Government has taken the following initiatives to improve performance under PMAY(U).

The scope of the Credit Linked Subsidy Scheme has been expanded w.e.f. 01.01.2017, to include the Middle Income Group (MIG)

(ii) The carpet area of houses eligible for interest subsidy under the Credit Linked Subsidy Scheme for MIG has been increased from 90 square metre in respect of MIG- I to 'up to 120 square metre' and, in respect of MIG- II, from 110 square metre to 'up to 150 square metre'.

(iii) Coverage under PMAY(U) has been increased to include areas falling within notified Planning/Development area under the jurisdiction of an Industrial Development Authority/Special Area Development Authority/Urban Development Authority or any such Authority under state legislation which is entrusted with the functions of urban planning and regulations.

(iv) Various fiscal incentives have been provided under section 80-IBA of the Income Tax Act, which gives 100% deduction of profits and gains for Affordable Housing projects.

(v) Affordable Housing has been accorded infrastructure status by including it in the Harmonised List of Infrastructure. This is to ensure low-cost, long-term and enhanced resource flow for affordable housing.

(vi) The GST Council has lowered the effective GST rate from 12% to 8% (after deducting one third of the amount charged for the house towards cost of land) for all the houses constructed under PMAY(U).

(vii) Eight 'PPP Models for Affordable Housing' have been circulated to states/UTs to facilitate private sector participation in order to meet the growing need for affordable housing.

(viii) In Budget 2018-19, an announcement has been made to set up a separate dedicated Affordable Housing Fund (AHF) in National Housing Bank (NHB). This fund will facilitate refinancing for Private Lending Institutions (PLIs) under (i) beneficiary-led individual house construction or enhancement under PMAY(U) and (ii) construction of affordable housing projects.

(ix) A National Urban Housing Fund for INR 60,000 crore has been set up in the MoHUA for raising EBR in phases for the rapid implementation of PMAY(U).

7. SMART CITIES MISSION

Whether the work undertaken under the Smart Cities Mission (SCM) and Swachh Bharat Mission (SBM) is progressing at a very slow pace?

Under SCM, the progress depends on the date of selection of the Smart City. After selection, it takes around 18 months to set up a Special Purpose Vehicle (SPV), to procure a Project Management Consultant (PMC) firm, hire Human Resources, prepare Detailed Project Reports (DPRs) and then to call for tenders.

For Cities selected in Round 1 (January 2016), where 18 months have lapsed, about 51% of the projects have been either tendered or under implementation. In Round 2 & 3, nearly all the cities have set up SPVs. In Round 3 and Round 4, cities have recently been selected and are in the process of establishing SPVs and procuring PMCs.

What is the financial progress of the SCM?

The progress is as planned as it takes around 18 months to call for tenders from the date of selection of a city as Smart City. Since the launch of the SCM, till date, INR 9,939.20 crore has been released by the Government of India to states for smart cities. The cities have identified 3,012 projects worth INR 1,38,984 crore for implementation. Out of which, 753 projects worth INR 24,512 crores have been completed or under implementation; tendering has started for 287 projects worth INR 14,296 crore.

Was the budget allocated to SCM increased in 2018–19?

During the financial year 2018–19, under the SCM INR 6,000 crore has been allocated as Budgeted Estimate (BE) which is 50.39% increase in the budget against BE of INR 3,989.50 crore allocated in the financial year 2017–18.

Whether the government has estimated the infrastructure expenditure and maintenance expenditure of the smart city projects for the coming years and if so, the details thereof.

The expenditure on infrastructure and its maintenance has been assessed by the 99 smart cities in their Smart City Proposals (SCPs). The SCPs are available on the Mission's website (www.smartcities.gov.in)

What is the status of implementation?

In total, 753 projects over INR 24,000 crore have been completed and tenders have been issued for 2,887 projects over INR 14,000 crore. Pune tops the list by completing projects worth INR 3,276 crore followed by Bhubaneswar and Surat, as both these cities have completed projects a little over INR 2,000 crore. The other cities which are relatively doing better in terms of net worth of projects completed are

Surat, Ahmedabad and Vadodara. Hence it can be concluded that Gujarat is the best performing state.

Rajasthan is rapidly picking up pace as tenders worth INR 1,700 crore have been issued for three cities namely Udaipur, Kota and Ajmer.

Ranchi, the only smart city in Jharkhand has attracted a lot of investment. 13 projects worth INR 1,270 crore have been completed and tenders have been issued for 4 projects worth INR 1,414 crore.

West Bengal bagged four cities in the SCM competition, but only INR 2 crore per city was released in 2015–16. No further funds were released to any of its cities in 2016–17 and 2017–18.

Though Uttar Pradesh got the maximum number of cities (12 in total) work has not started in 8 cities yet. As a consequence, no fund was released for these 8 cities post 2015–2016. Work has commenced in four cities in UP namely, Varanasi, Agra, Agartala and Kanpur.

Out of the 99 cities selected, 39 cities have received only seed money worth INR 2 crore each for preparing proposals till now. As no work has started and tenders have not been issued, none of these cities received any funding post 2015–2016.

8. SWACHH BHARAT MISSION (SBM)

What was the target for the mission and how much has been achieved so far?

Under Swachh Bharat Mission (Urban) the construction of 44,87,289 Individual Household Latrine (IHHL) units (70.23%) have been completed out of the target of 66,42,221 IHHL units. Similarly, 3,09,578 Community Toilet (CT)/ Public Toilet (PT) seats (60.97%) out of the target of 5,07,750 CT/PT seats have been constructed (as on 19 March 2018).

Around 14% IHHL units were constructed in Maharashtra alone. With a margin of 1% Gujarat stands at second position with a total percentage of 13% total IHHL toilets. Following these states are Madhya Pradesh and Tamil Nadu with 11% and 8% share, respectively. Uttar Pradesh and West Bengal lag behind with a meagre 6% share each in the number of IHHL toilets constructed.

In the PT category too, Maharashtra tops the list with 35% share of the total PT constructed in the country followed by Madhya Pradesh, Tamil Nadu and Uttar Pradesh with 8% share each.

The least number of toilets were constructed in north-eastern states like Assam, Manipur, Meghalaya, Mizoram, Nagaland and Tripura.

Table 7: Year-wise details of fund allocated and released for construction of toilets

Component	Mission Allocation	Fund Released (INR in crore)			
		2014–15	2015–16	2016–17	2017–18(up to 20.03.2018)
IHHL	4,165.03	367.61	694.68	699.11	518.84
CT/PT	654.76	85.02	35.04	157.6	210.01
Total	4,819.79	452.63	729.72	856.71	728.85

How much fund was allocated to the Mission and how much of this has been released?

Out of INR 14,623 crore allocation made under SBM-U for the entire mission period (from 02.10.2014 to 02.10.2019), a sum of INR 6,295.03 crore (i.e. 43%) have been released up to 26.03.2018 for utilization by states/UTs. The details of fund allocated and released for IHHL and PT is given year-wise in Table 7.

Have any guidelines been issues by municipalities for treatment of waste?

Under SBM-U, various guidelines for disposal of municipal waste by all statutory towns have been issued which are applicable to all entities falling under their jurisdiction. These guidelines comprise waste segregation and storage at source, primary collection, secondary storage, transportation, secondary segregation, resource recovery, processing, treatment, and final disposal of solid waste.

Cities have been mandated under the Municipal Solid Waste Rules 2016 for scientific disposal of the municipal solid waste. Cities adopt different methods for disposal such as waste-to-compost, waste-to-energy, bio-methanation, etc.

How much waste does the country produce per day?

It has been reported that the country produces 1,43,558 tonnes waste per day. The data released by the Ministry depicts that the waste generated by the states is directly proportional to its urban population. For example, of all states and UTs Maharashtra generates the maximum amount of waste (16%) followed by Uttar Pradesh and Tamil Nadu with a share of 11% each. The only exception is Kerala which stands as the tenth largest state with respect to its urban population but generates only 1% of the country's waste.

Whether any organisation has been penalised for not following the guidelines of the SBM?

Under Solid Waste Management Rules (SWM), 2016, urban local bodies (ULBs) are required to frame bye-laws which inter-alia provide for levying of spot fine for violation of these bye-laws. As per available information, ULBs have collected a sum of INR.5.78 crore by way of spot fine. 37% of this fine was collected in Kerala followed by Madhya Pradesh (21%), Chandigarh (8%) and Uttarakhand (8%). A

direct relation can also be drawn between the states levying spot fines and the level of waste generated in that state. The four states which collected 74% of the total spot fines generate only 1.75% of the total waste generated in the country. 23 states/UTs collected 0% spot fines including the states producing the maximum amount of waste.

Is the government still following the very obsolete method of transporting solid waste to landfills without any treatment? What is the government doing with the waste produced in the country?

Municipal Solid Waste (MSW) is being collected, transported and dumped in the dumping sites and sanitary landfills by the ULBs and thereafter some portion of it is being processed to produce compost and electricity from it as per the provisions of the SWM Rules, 2016.

The total MSW generated per day is 1,43,558 metric tons (MT), out of which only 24% is being scientifically processed. Rest is either land filled in sanitary landfills (SLF) or crudely dumped (as on 28.02.2018).

Main reasons for dumping of waste on landfill sites are lack of mass awareness and infrastructure like waste processing and recycling plants for scientific management of MSW as per the provisions of the SWM Rules, 2016.

What hazards are involved in the said method of waste management? Whether the government would take steps to adopt the best practices prevalent in advanced countries?

Environmental and public health and hygiene hazards like air pollution, greenhouse gas emission, leachate generation, contamination of soil and water, etc, are associated with the improper dumping and non-scientific management of waste.

The government has taken various steps for scientific management of waste, which include providing financial assistance up to 35% for setting up SWM projects like waste to compost (WtC) and waste to energy (WtE) plants, subsidising the sale of city compost by INR 1,500 per MT and assured purchase of all the compost produced, notifying generic tariff of INR 7.04 per unit of power produced by WtE plants and INR 7.90 per unit of power produced from Refused Derived Fuel (RDF), assured purchase by State Electricity Distribution Companies (DISCOMs) of all

the power produced from MSW, issuing directions to all states for use of bituminous mixes with the plastic waste in construction of roads, making it mandatory for bulk waste generators (i.e. hotels, hospitals, nursing homes, commercial establishments, markets, etc) to process all their wet/biodegradable waste at their own premises, etc. Besides this, a sustained Information, Education and Communication (IEC) campaign on source segregation, composting, the 3Rs (Recycle, Reuse and Reduce), anti-littering, etc is also being undertaken for reduction of MSW generation and increasing scientific and safe disposal of MSW. Urban waste is being used in road construction, building materials, production of energy and compost, etc.

Which states are performing better with respect to treating waste?

It was found that smaller states are performing better than the bigger states with respect to processing the waste generated. The most efficient state in processing waste is Telangana as 67% of waste is being processed there. Smaller states like Chhattisgarh and Goa process 60% of the waste generated. Following these are north-eastern states of Sikkim, Tripura, Meghalaya and Manipur as more than 50% of waste generated is being processed. Relatively larger states like Maharashtra, Uttar Pradesh, Tamil Nadu, West Bengal and Andhra Pradesh are performing poorly in this index.

How is the government monitoring the progress of the Mission?

Monitoring of SBM-U is done through monthly video conference (VC) meeting, field visits and online monitoring on the 'swachh Bharat urban.in' web portal, where ULBs are required to update the status of progress of various components of SBM-U. Additionally, the 'Swachh Survekshan' survey, conducted once a year, also helps to evaluate the cleanliness status and progress in implementation of SBM-U in cities.

Is there any mechanism to register complaints under SBM?

A 'Swachhata' app has been launched on 06.08.2016 as a grievance redressal platform for complaints

registered by citizens. A national helpline number 1969 exists to address queries from citizens. For registration of complaints the Swachh Bharat Mobile Application – 'Swachhata' app – is being used, on which 12 million complaints have been registered, out of which 90% have been redressed since its launch in August 2016.

Whether the objective of the Government to set up Swachh Bharat Kosh (SBK) has been to attract Corporate Social Responsibility (CSR) funds from corporate sector and contributions from individuals and philanthropists to achieve the objective of Clean India/Swachh Bharat by the year 2019?

SBK is included under Schedule VII of the Companies Act, 2013 as an activity for companies to contribute towards Corporate Social Responsibility (CSR) under the provision of Section 135 of the Act. The total contribution to 'Swachh Bharat Kosh' as part of CSR expenditure as reported by the companies for the years 2014-15, 2015-16 and 2016-17 as per the filings made on MCA21 registry upto 30.11.2017 is INR 94.52 crore, INR 323.24 crore and INR 89.35 crore, respectively.

However, the details of projects/activities and funds released from SBK, year-wise is not maintained by this Ministry.

9. DEENDAYAL ANTYODAYA YOJANA - NATIONAL URBAN LIVELIHOODS MISSION (DAY-NULM)

What are the achievements of the Mission since 2014?

Since April 2014, 10,41,009 persons have been provided skill training, 2,55,383 beneficiaries have been assisted for setting up individual or group micro-enterprises, 2,67,736 self-help groups (SHGs) have been formed, 1,84,053 SHGs have been given a revolving fund and 3,62,206 SHGs have been disbursed loans under SHG Bank Linkage Programme. In addition, 789 shelters have been made functional and 2,112 cities have completed survey of urban street vendors.

Table 8: Year-wise details of funds allocated and expenditure incurred under DAY-NULM (in crores)

Sl. No.	Year	Budget allocation*	Expenditure	% of expenditure to allocation
1	2014-15	1,003	675.07	67%
2	2015-16	510	244.14	48%
3	2016-17	300	293.62	98%
4	2017-18	349	336.09	96%
Total		2162	1548.92	72%

* Expenditure reported up to 28 February 2018.

What is the budgetary allocation and expenditure incurred for the implementation of DAY-NULM?

Allocation to the scheme in 2018–19 has been reduced by 11.17% at INR 310 crore over INR 349 crore in 2017–18. The details of the year-wise allocation is given in Table 8.

The budget allocation shows a downward trend post 2014–2015, with the highest budget cut in the year 2015–16. The scheme shows an overall utilisation rate of 72%.

The budget allocation for DAY-NULM during the year 2018–19 is INR 310 crore. In addition, unspent balance of 2017–18, which is estimated to be around INR 320 crore, will also be available with the States for 2018–19.

How much money is allocated under each component?

The funds are released to the States/UTs for implementation of the Mission as a whole and no component-wise allocation is done by the Ministry. The States/UTs have been given the flexibility to decide the inter se allocation of funds under various components, as per their requirement and capacity.

The data with respect to the numbers of homeless shelters as reported in the winter session 2017 remains unchanged in budget session 2018. According to the data, a total of 1331 shelters have been sanctioned by 25 States/UTs under DAY-NULM out of which 789 shelters are operational.

What were the recommendations of Justice Gambhir committee to improve the condition of shelters for urban homeless?

The Committee report was circulated to all States/UTs. Further, in accordance with the recommendations of the Committee, actions taken include creation of a central portal for uploading

profiles of shelters, issue of directions to States/UTs for conducting a third party survey of urban homeless and also to keep funds earmarked/ allocated for Shelter for Urban Homeless component, out of DAY-NULM funds, in a separate account.

10. ATAL MISSION FOR REJUVENATION AND URBAN TRANSFORMATION (AMRUT)

How much fund has been approved under the mission?

The Ministry has approved State Annual Action Plan (SAAPs) amounting to INR 77,640 crore including committed central assistance of INR 35,990 crore for the entire mission period. Out of these projects worth INR 35,429 crore or 46% are under imple-

mentation. 30% projects are under tendering while detailed project reports (DPRs) are being prepared for 25% of the projects.

A total central contribution of INR 7,865 crore has been released so far, which is around 22% of the committed central funds. Maximum contribution has been released to Uttar Pradesh and Tamil Nadu with a share of 13% each, followed by Maharashtra which has got 9% of the total funds released, which is in parity with the percentage of total funds allocated to these states. However, in terms of utilisation, Maharashtra and Delhi show grim performance as only 1% of funds have been utilised in these states.

In terms of utilisation, 28% funds have been reported to be utilised under the Mission so far. Three states which have utilised more than 90% of the funds released to them are Chandigarh, Mizoram and Jammu and Kashmir. Of the ten largest states, the states of Karnataka and West Bengal and Rajasthan have performed relatively better with a utilisation rate of 77%, 74% and 52%, respectively.

No utilisation certificate has been received from Delhi and Gujarat so far hence utilisation rate for these states stands at 0%.

What steps are being taken by the Government to provide strategic leadership, funding, assistance in building capacity for urban planning and management to the State Governments?

The Ministry of Housing and Urban Affairs (MoHUA) is funding and providing technical support under institutional capacity building to the cities in the areas of property tax reforms, advertisement tax reforms, value capture financing, reduction in non-revenue water, transaction advisory for issue of municipal bonds, etc. Beside this, under individual capacity building, the Ministry is funding and providing training to elected representatives and state government/urban local body officials through an integrated capacity building program covering areas of public health and engineering, town planning, finance and revenue, administration and urban social aspects.

11. LABOUR

Is the rate of vulnerable employment expected to increase in India?

The International Labour Organisation (ILO) report projected that the number of vulnerable employment in Southern Asia, which includes India, is expected to rise from 498.7 million in 2017 to 505.7 million in 2018 and 512.6 million by 2019. At the same time, the vulnerable employment rate is 72.1% in 2017 and is expected to be 72% in 2018 and 71.9% in 2019.

What is the unemployment rate in the country?

According to the data of labour force survey on Employment Unemployment conducted in 2015–16 by Labour Bureau, Ministry of Labour and Employment (MoLE), the estimated unemployment rate for persons aged 15 years and above on usual status basis in the country was 3.7% in 2015–16.

What is participation rate of women in the labour force in the country?

As per the 5th Annual Employment-Unemployment (EUS) Survey (2015-16) conducted by Labour Bureau, the female labour participation rate by adopting the usual principal status (UPS) approach is 23.7 and by the usual principal and subsidiary status (UPSS) approach is 27.4.

What corrective steps are being taken by the government to improve women's participation in the overall labour force?

The Central Government has targeted the issue by taking various prominent steps to increase female labour participation rate, which includes the enactment of the Maternity Benefit (Amendment) Act, 2017. The provisions in the Act provide for enhancement in paid maternity leave from 12 weeks to 26 weeks and provisions for mandatory crèche facility in the establishments having 50 or more employees. An advisory was issued to the States under the Factories Act, 1948 for permitting women workers in night shifts with adequate safety measures.

Further, to enhance the employability of female workers, the Government is providing training to them through a network of women industrial training institutes, national vocational training institutes and regional vocational training institutes. A number of protective provisions have been incorporated in various labour laws for creating congenial work environment for women workers.

The Equal Remuneration Act, 1976 provides for payment of equal remuneration to men and women workers for same work or work of similar nature without any discrimination. Further, under the provisions of the Minimum Wages Act, 1948, the wages fixed by the appropriate government are equally applicable to both male and female workers and the Act does not discriminate on the basis of gender.

What steps are taken by the government to ensure that the benefits of the present welfare schemes reach the migrated labourers at their destination places easily?

In order to safeguard the interest of the migrant workers, the Central Government has enacted the Inter-State Migrant Workmen (Regulation of Employment and Conditions of Services) Act, 1979 which, inter alia, provides for registration of certain establishments employing inter state migrant workers,

licensing of contractors etc. Workers employed with such establishment are to be provided payment of minimum wages, journey allowance, displacement allowance, residential accommodation, medical facilities and protective clothing etc. The provisions of various labour laws like the Employees' Compensation Act, 1923, The Payment of Wages Act, 1936, The Industrial Disputes Act, 1947, The Employees' State Insurance Act, 1948, The Employees' Provident Funds and Miscellaneous Provisions Act, 1952 and the Maternity Benefit Act are also applicable on migrant workers. The government has also enacted the Unorganized Workers' Social Security Act, 2008 to provide for social security and welfare of unorganised workers, including migrant workers.

Since labour is on the concurrent list, which government looks after the implementation of these schemes?

The Office of the Chief Labour Commissioner (Central) monitors the enforcement of the Inter-State Migrant Workmen (Regulation of Employment and Conditions of Service) Act, 1979 in the central sphere. The state governments are mandated to enforce the Act in the state sphere.

Data regarding fatal and non-fatal accidents suffered by migrant labourers in the country is not centrally maintained. There is no proposal under consideration to transfer documents such as ration cards and below poverty line (BPL) cards from one state to another.

Whether the Labour Bureau has been conducting the new series of Quarterly Employment Survey (QES) since April 2016?

The Labour Bureau has been conducting Quarterly Employment Survey (QES) since January 2009 in selected labour-intensive and export oriented sectors, namely textiles including apparels, metals, gems and jewellery, automobiles, transport, information technology/business process outsourcing (IT/BPO), leather and handloom/powerloom to assess the effect of economic slowdown on employment in India since January 2009. 28 such surveys have been conducted by the Labour Bureau and reports thereon released. The sample size for this survey was up to 2,500 units and was in 11 states only. Considering the importance of the QES due to its periodicity, results and coverage, the QES (New Series) has been introduced. The sample size was enhanced to 11,000 units and coverage was extended to all 36 states/UTs. The major sectors are manufacturing, construction, trade, transport, education, health, accommodation and restaurants and IT/BPO having 10 or more workers. The New Series of QES is different from the old series in respect of sample size, coverage, sectors/sub-sectors, states/UTs, etc. The report of the seventh round of QES has been released on 12 March 2018. It has shown a positive change in employment, i.e., 1.36 lakh jobs during the July-September quarter of 2017.

What concrete measures are taken by the government for providing safety, social security and other benefits to migrant labourers/workers?

The problems of migration/migrant workers is sought to be addressed through a multi-dimensional course of action through rural development, provision of improved infrastructural facilities, equitable dispersal of resources to remove regional disparities, employment generation, land reforms, increased literacy, financial assistance, etc. The government has enacted the Unorganised Workers Social Security Act, 2008 to provide for the welfare of unorganised workers, including migrant workers on matters relating to life and disability cover, health and maternity benefits, old age protection, and any other benefit as may be determined.

In addition, the central government has recently converged the social security schemes such as those of Aam Aadmi Bima Yojana (AABY) and Pradhan Mantri Suraksha Bima Yojana (PMSBY) with Pradhan Mantri Jeevan Jyoti Bima Yojana (PMJJBY) to provide life and disability coverage to the unorganised workers, including domestic workers, for the age group of 18 to 50 years, depending upon their eligibility. Converged PMJJBY gives coverage of INR 2 lakh on death at premium of INR 330 per annum, while the converged PMSBY gives coverage of INR 2 lakh on accidental death besides disability benefits as per the scheme at premium of INR 12 per annum. These converged schemes are being implemented by the Life Insurance Corporation of India. The annual premium is shared on 50:50 basis by the central government and the state governments.

In order to safeguard the interests of the migrant workers, the government has also enacted Inter-State Migrant Workmen (Regulation of Employment and Conditions of Service) Act 1979 which, inter-alia, provides for payment of minimum wages, journey allowance, displacement allowance, residential accommodation, medical facilities and protective clothing, etc. to the eligible inter-state migrant workers. As per the Unorganized Social Security Act, 2008, the state/district administrations

are mandated to issue identity cards to unorganised workers, including migrant workers.

Whether there is a dip in employment during the last three years?

As per the results from last three available labour force surveys on Employment–Unemployment conducted by Labour Bureau (MoLE), the estimated worker population ratio (WPR) based on usual and principal subsidiary status (UPSS) approach for persons aged 15 years and above in the country was 51.0% in 2012–13, 53.7% in 2013–14 and 50.5% in 2015–16.

The estimated unemployment rate on all India basis aged 15 years and above on UPSS approach was 3.0% for male, and 5.8% for female during 2015–16 in the country.

As per results of the last labour force survey on Employment–Unemployment conducted by the Labour Bureau (MoLE) in 2015–16, the estimated unemployment rate for persons aged 15 years and above on usual status basis in the country was 3.7%. The details of the unemployment rate based on UPSS approach for persons aged 15 years and above based on last 4 years is depicted in the Table 9.

Whether the government is in the process of evolving drafting National Employment Policy keeping in view the current employment situation in the country?

Yes, an Inter-Ministerial Committee has been constituted to draft the National Employment Policy and consultations have been held with various stakeholders like ministries, state governments, trade unions, industry associations, etc. for inputs to the Policy. The ILO has recently been involved for formulation of the National Employment Policy.

What are the steps taken/being taken by the government to assess and monitor the employment scenario in the country on a real-time basis?

The Ministry of Statistics and Programme Implementation (MOSPI), National Sample Survey Office (NSSO) had been conducting surveys on employ-

Table 9: Details of number of beneficiaries under government schemes (as on January 2018)

Employment Generated Schemes/Year	No. of persons			
	2014–15	2015–16	2016–17	2017–18
Estimated employment generated under PMEGP*	357502	323362	407840	231276
Person days Generated under MGNREGS** (Person days in lakh)	16,629	23,521	23577	20671
Candidates placed in jobs after training (DDU-GKY)***	54196	134744	84900	69471
Skill Trained Persons given Placement DAY-NULM	63115	33664	151901	83333

ment and unemployment on a quinquennial basis. However, considering the need for availability of such statistics at more frequent intervals, MOSPI has launched a regular employment unemployment survey, namely, 'Periodic Labour Force Survey (PLFS)'. The PLFS has been launched from April 2017 with the objective to provide quarterly changes of various indicators of the labour market for urban areas and annual estimates of different labour force indicators for both rural and urban areas, at State/UT and all-India level.

Whether the government is attempting/considering to amend and amalgamate various labour laws in the country?

The Second National Commission on Labour has recommended that the existing Labour Laws should be broadly grouped into four or five Labour Codes on a functional basis. Accordingly, the Ministry has taken steps for drafting four Labour Codes on Wages; Industrial Relations; Social Security; and Occupational Safety, Health and Working Conditions, respectively, by simplifying, amalgamating and rationalising the relevant provisions of the existing Central Labour Laws. Out of these, the Labour Code on Wages has been introduced in Lok Sabha on 10.08.2017 and subsequently, referred to the Parliamentary Standing Committee on Labour. The rest of the codes are at a pre-legislative consultative stage.

What are the present laws and schemes for protection of labour?

To provide social security and welfare benefits to workers both in the organised and unorganised sectors, the government is implementing various acts and schemes. Social security to the workers in the organised sector is provided mainly through five Central Acts, namely,

- Employees' State Insurance Act, 1948,
- Employees' Provident Funds & Miscellaneous Provisions Act, 1952,
- Employee's Compensation Act, 1923,
- Maternity Benefit Act, 1961 and
- Payment of Gratuity Act, 1972.

To provide social security benefits to workers in the unorganised sector, the Central Government is implementing the Unorganised Workers' Social Security Act, 2008, to provide welfare schemes in matters relating to life and disability cover, health and maternity benefits, old age protection to the unorganised workers.

Various ministries/departments of the central government are implementing such social security schemes like:

- Indira Gandhi National Old Age Pension Scheme (Ministry of Rural Development);

- National Family Benefit Scheme (Ministry of Rural Development);
- Health and Maternity Schemes (Ministry of Health and Family Welfare).

The Central Government has also converged the social security scheme of AABY with PMJJBY and PMSBY to provide life and disability coverage to the unorganised workers depending upon their eligibility. These converged schemes give coverage of INR 2 lakh on death at premium of INR 330 per annum and coverage of INR 2 lakh on accidental death at premium of INR 12 per annum, besides disability benefits as per the scheme. The annual premium is shared on 50:50 basis by the central government and the state governments. These schemes are implemented and monitored by the Life Insurance Corporation of India and the concerned state governments.

Whether the government has set any target for employment generation for the next five years? What steps were taken by the government to improve employability?

No target has been set by the government. However, employment generation and improving employability is the priority concern of the government. The government has taken various steps for generating employment in the country like encouraging private sector of economy, fast tracking various projects involving substantial investment and increasing public expenditure on schemes such as –

- Prime Minister's Employment Generation Programme (PMEGP) run by Ministry of Micro, Small and Medium Enterprises,
- Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) and
- Pt. Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY) schemes run by Ministry of Rural Development and Deendayal Antyodaya Yojana–National Urban Livelihoods Mission (DAY-NULM) run by Ministry of Housing & Urban Poverty Alleviation.

In addition, Micro Units Development Refinance Agency (MUDRA) and start-up schemes are initiated by the government for facilitating self-employment. In order to improve the employability of youth, around 22 ministries/departments run skill development schemes across various sectors. The government has also implemented the National Career Service (NCS) Project which comprises a digital portal that provides a nation-wide online platform for jobseekers and employers for job matching in a dynamic, efficient and responsive manner and has a repository of career content.

A scheme called Pradhan Mantri Rojgar Protsahan Yojana has been launched in 2016–17 for incentivising industry for promoting employment generation.

Under this scheme, the employer would be provided an incentive to enhance employment where the government will pay 8.33% of employer's contribution which will be directed towards Employee's Pension Scheme (EPS) made for the new employees. In garmenting sector, the government will also pay the 3.67% Employees Provident Fund (EPF) contribution of employers in addition to paying the 8.33% EPS contribution.

Some other initiatives include –

- Amendment to the Payment of Bonus Act, 1965 by which eligibility limit for payment of bonus was enhanced from INR 10,000 to INR 21,000 per month and the calculation ceiling from INR 3,500 to INR 7,000 or the minimum wages.
- Payment of Wages (Amendment) Act, 2017 enabling payment of wages to employees by cash or cheque or crediting it to their bank account.
- Child Labour (Prohibition and Regulation) Amendment Act, 2016, which provides for complete ban on employment of children below 14 years in any occupation or process.
- Maternity Benefit Amendment Act, 2017, which increases the paid maternity leave from 12 weeks to 26 weeks.
- The Employee Compensation (Amendment) Act, 2017 which seeks to rationalize penalties and strengthen the rights of workers under the Act.
- Shram Suvidha Portal, launched by the Government on 16.10.2014, which operates a transparent risk-based Online Labour Inspection Service for effective enforcement of Labour Laws.

These initiatives intend to promote wage security, job security and social security for workers.

Whether the government also proposes to provide Unorganised Worker Index Number (UWIN) to all the workers engaged in the unorganized sector?

A proposal to create a national platform to facilitate issue of a Unique ID, i.e. Unorganised Workers Identification Number (UWIN) has been approved by the central government with an estimated cost of INR 402.7 crore to be implemented in two years during 2017–18 and 2018–19.

The other steps taken/being taken by the government to bring all the workers in the unorganised sector under the social security net are to take steps towards the following:-

- (i) Converged PMJJBY/PMSBY in which premium is shared between centre and the states in 50:50 ratio.

(ii) National Health Projection Scheme

(iii) National Family Benefit Scheme

(iv) Indira Gandhi National Old Age Pension Scheme

Whether the government has formulated any policy for providing educational facilities to the children of labourers/workers in the country?

This Ministry is providing scholarship to children of beedi/cine/non coal-mine workers under the Education Scheme.

Whether the 45th Indian Labour Conference (ILC) has recommended that the 'scheme workers' working under various Government schemes like ICDS, Mid-Day Meal, Accredited social health activists (ASHA), National Rural Livelihood Mission (NRLM) etc. be recognised as workers and paid minimum wages and social security benefits including pension?

As per the existing practice, the recommendation of the ILC was sent to the Ministry of Women and Development, Department of School Education and Literacy and Ministry of Health and Family Welfare, respectively, for necessary action. The Ministry of Women and Child Development, the Department of School Education and Literacy and Ministry of Health and Family Welfare, respectively, have informed that anganwadi workers, mid-day meal scheme cook-cum-helpers cannot be treated as workers. Anganwadi workers are honorary workers from the local community who render their services on a part-time basis and are paid monthly honorarium. The cook-cum-helpers are engaged for limited hours for preparing and serving the mid-day meal. ASHAs are honorary workers under National Rural Health Mission (NRHM) who only receive performance based incentives. The departments referred to above have informed that for the above reason they are unable to comply with the recommendations of the ILC.

NITI Aayog's Task Force for improving employment data has submitted its report to the government. What are the details of the major recommendations/suggestions along with the reaction of the government?

The Task Force under NITI Aayog has submitted its report in August 2017 on improving employment data. The Task Force has inter-alia recommended that in addition to the Periodic Labour Force Survey (PLFS), a new time-use survey be conducted and instituted by MoSPI and it also explore the possibility of a targeted survey to collect data from migrant workers.

It has also recommended tapping administrative data from sources like Employee's Provident Fund Organization (EPFO), Employee State Insurance

Corporation (ESIC), National Pension Scheme (NPS), MUDRA loans etc., to collect data on certain category of workers. As there is no standard definition of 'worker' across all statutes, the Task Force has also recommended to adopt a new, more pragmatic definition of formal workers.

As a follow-up to the recommendation of Task Force, a meeting was held on 27-10-2017 in the Prime Minister's Office (PMO) under the chairmanship of the Principal Secretary to the PM. The meeting inter-alia recommended that quick indicators for direct/indirect reflections on the employment data to be provided at the earliest and the NITI Aayog provide the necessary framework in consultation with Secretary Labour, Secretary MoSPI and Chief Economic Adviser for giving the desired trends in employment at the earliest. The follow-up action is being undertaken by NITI Aayog.

11.a Construction Workers

What is the estimated number of labourers engaged in building and other construction works in the country?

As per estimates of National Sample Survey (2011–2012), there are about 5.02 crore building and other construction workers in the country

What is the reason for small percentage of registration of labourers engaged in building and other construction works?

The building and other construction workers are registered by the States/UTs through their State Building and Other Construction Workers' Welfare Board under Section 12 of the Building and Other Construction Workers' (Regulation of Employment and Conditions of Service) Act, 1996. As per the information received from States/ UTs, the approximate number of building and other construction workers registered upto 31.12.2017 is 2.86 crore.

What is the amount of cess lying unutilised with the construction workers' welfare board?

The cumulative amount of cess collected by the States/UTs under the Building and Other Construction Workers' Welfare Cess Act, 1996 upto 31.12.2017 is approximately INR 39,152 crore of which INR 10,123 crore has been spent. The unutilised amount of cess lying with the States/UTs as on 31.12.2017 is approximately INR 29,029 crore.

The States are mandated to utilise the cess fund for the welfare of the Building and Other Construction Workers in terms of Section 22(1) of the Act and as such the States have formulated various welfare schemes relating to BOC workers life and disability cover, health and maternity benefits, funeral assistance etc.

Whether the government has carried out major amendments in the laws related to labourers engaged in construction works?

Amendment in the provisions of the Act to realise its objectives is a continuous process. The welfare provisions of the BOCW Act are comprehensive and to ensure its implementation, the government has constituted a Monitoring Committee under the Chairpersonship of Secretary (L&E). The Committee holds regular meetings with Principal Secretaries/Secretaries/Labour Commissioners of all the states to maximise coverage of the welfare schemes amongst the BOC workers. The Monitoring Committee has so far met only 8 times since its inception in 2015.

11.b Domestic Workers

What are the measures being taken by the government for effective implementation of Social Security Acts enacted for the welfare of domestic workers and the workers working in unorganised Sectors of the country?

The implementation of various central Acts is ensured by the Organization of Chief Labour Commissioner through its network of Central Industrial Resolution Machinery (CIRM) in the central sphere and by similar authority under the state government in the state sphere.

Whether the government has enacted/proposes to enact any law to protect/safeguard the interests of female domestic workers?

Discussion are underway regarding a National Policy for Domestic Workers, including women with the aim to protect the domestic workers, including women, from abuse, harassment, violence and guarantee them rights in the matter of social security and minimum wages.

What is the status of policy for domestic workers? What are its key components?

Discussion are underway regarding a Policy for Domestic Workers, the salient features of which are as follows:

- i. Inclusion of domestic workers in the existing legislations
- ii. Registration of domestic workers.
- iii. Right to form their own associations , trade unions
- iv. Right to have minimum wages, access to social security, protection from abuse, harassment, violence
- v. Right to enhance their professional skills
- vi. Protection of domestic workers from abuse and exploitation

- vii. Domestic workers to have access to courts, tribunals, etc.
- viii. Establishment of a mechanism for regulation of concerned placement agencies.

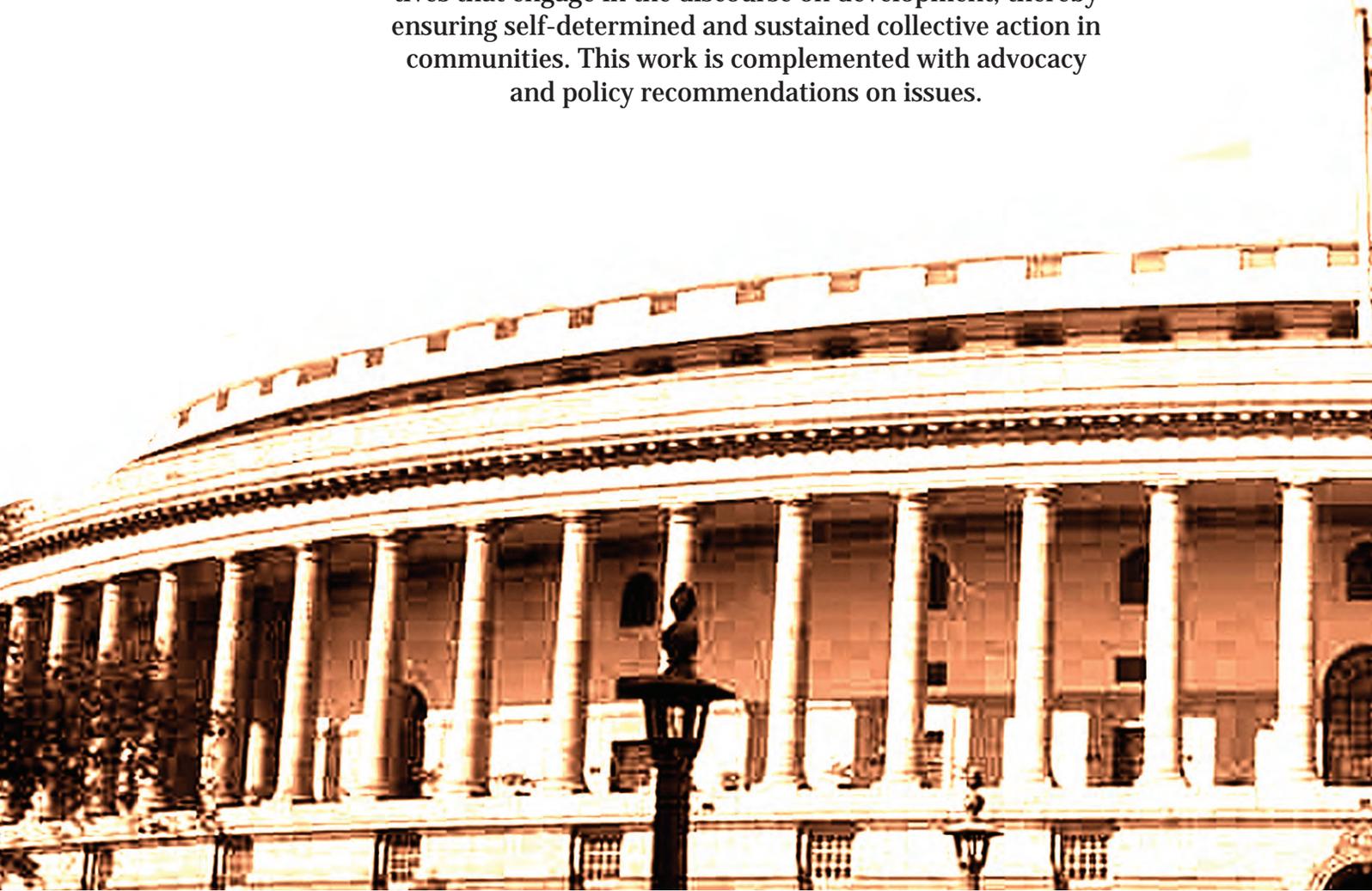
Many of the state governments like Rajasthan, Kerala, Punjab, Tamil Nadu and Tripura have included domestic workers in the schedule of the Minimum Wages Act and they are, therefore, entitled to file cases before the concerned authorities in case of any grievance in this regard.

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About YUVA

Youth for Unity and Voluntary Action (YUVA) is a non-profit development organisation committed to enabling vulnerable groups to access their rights and address human rights violations. YUVA supports the formation of people's collectives that engage in the discourse on development, thereby ensuring self-determined and sustained collective action in communities. This work is complemented with advocacy and policy recommendations on issues.



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2018