

PARLIAMENTARY WATCH REPORT

**AN ANALYSIS OF QUESTIONS ASKED ON URBAN ISSUES
IN THE INDIAN PARLIAMENT IN 2018**



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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.

Contributor: Shaguna Kanwar

Editorial support: Prakash Kumar Jha

Copy editing: Doel Jaikishen

Website: www.yuvaindia.org

Email: info@yuvaindia.org

Twitter: [@officialyuva](https://twitter.com/officialyuva)

Facebook: Youth for Unity and Voluntary Action - YUVA

Instagram: [@officialyuva](https://www.instagram.com/officialyuva)

Blog: medium.com/@yuvaonline

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ABBREVIATIONS

A&OE	Administrative and other expenses
AHP	Affordable housing in partnership
AMRUT	Atal Mission for Rejuvenation and Urban Transformation
BJP	Bharatiya Janata Party
BLC	Beneficiary-led construction
BOCW	Building and other construction workers
CB	Capacity building
CEO	Chief executive officer
CLS	Credit linked subsidy
CT	Community toilet
DAY–NULM	Deendayal Antyodaya Yojana–National Urban Livelihoods Mission
DDU–GKY	Pt. Deen Dayal Upadhyaya Grameen Kaushalya Yojana
DPR	Detailed project reports
EPFO	Employees’ Provident Fund Organisation
EWS	Economically weaker section
FAR	Floor area ratio
FSI	Floor space index
FSM	Faecal sludge management
FSSM	Faecal sludge and septage management
GIS	Geographic information system
HRIDAY	Heritage City Development and Augmentation Yojana
HUDCO	Housing, Urban Development Corporation Ltd
IEC	Information, education and communication
IHHL	Individual household latrine
ILO	International Labour Organisation
ISSR	In-situ slum redevelopment
JNNURM	Jawaharlal Nehru National Urban Renewal Mission
LIG	Low income group
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MIG	Middle income group
MLA	Member of Legislative Assembly
MoHUA	Ministry of Housing and Urban Affairs
MoHUPA	Ministry of Housing and Urban Poverty Alleviation
MoLE	Ministry of Labour and Employment
MP	Member of Parliament
NCS	National Career Service
NDA	National Democratic Alliance
NGO	Non-governmental organisation
NHB	National Housing Board

NIT	Notice inviting tender
ODF	Open defecation free
PMAY	Pradhan Mantri Awas Yojana
PMEGP	Prime Minister's Employment Generation Programme
PMKVY	Pradhan Mantri Kaushal Vikas Yojana
PT	Public toilet
RRB	Railway Recruitment Board
SAAPs	State annual action plans
SBM	Swachh Bharat Mission
SCADA	Supervisory control and data acquisition
SCM	Smart Cities Mission
SHG	Self-help group
SJSRY	Swarna Jayanti Shahari Rozgar Yojana
SPV	Special purpose vehicle
SSC	Staff Selection Commission
SWM	Solid waste management
TDR	Transfer development rights
ULB	Urban local body
UPSC	Union Public Service Commission
UT	Union territory

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INTRODUCTION TO PARLIAMENTARY WATCH REPORT

Soon after assuming power with a sweeping victory in the general elections of 2014, the Bharatiya Janata Party (BJP) led National Democratic Alliance (NDA) government announced several urban schemes to provide affordable housing and basic services with a purpose of rejuvenating and transforming urban areas, making them engines of economic growth. As part of the government's urban agenda, a host of schemes were launched such as Pradhan Mantri Awas Yojana–Urban [PMAY(U)], Smart Cities Mission (SCM), Atal Mission for Rejuvenation and Urban Transformation (AMRUT), Swachh Bharat Mission–Urban [SBM(U)], Deendayal Antyodaya Yojana–National Urban Livelihoods Mission (DAY–NULM) and the Heritage City Development and Augmentation Yojana (HRIDAY).

As time progressed, some of the schemes made a buzz with glamourised advertisements and social media campaigns while some submitted to become mere documents on paper with almost negligible achievements. This report brings forth the analyses of urban schemes particularly implemented by the Ministry of Housing and Urban Affairs (MoHUA) through data retrieved from parliamentary questions and discussion in the Lok Sabha and the Rajya Sabha in 2018. It also analyses questions answered by the Ministry of Labour and Employment during the same period. The report is part of YUVA's efforts to review and analyse parliamentary discussions on urban issues in each session. You can find the earlier reports on our website www.yuvaindia.org.

As the schemes under discussion in this report are in their fourth or fifth year of implementation, the

findings of this year's report give a clearer picture of the status of implementation with regards to physical and financial progress made under each scheme, which are briefly described in the next section.

MAJOR URBAN DEVELOPMENT SCHEMES

Pradhan Mantri Awas Yojana (Urban)

Among all urban schemes being implemented by MoHUA, PMAY(U) was the most inquired scheme by the parliamentarians. It is apparent because of the magnanimous target and budgets allocated for it. At the launch of the scheme, the Prime Minister announced a target to build 2 crore houses, which was eventually slashed by 50 per cent and the new target was set at 1 crore after the completion of the demand survey in 2018 (Starred Question No. 118 Rajya Sabha, 20 December 2018). The scheme has fixed a period of seven years from 2015 to 2022, and is currently in its fifth year of implementation. Till December 2018, 12.58 lakh houses had been constructed, representing a 12 per cent completion rate against the revised target (Ibid.).

Compared to the previous years, a sharp increase was noticed in the number of houses sanctioned in 2018. For instance, by December 2017 only 32 lakh houses were sanctioned in the country which doubled to 65 lakh in its fourth year of implementation. Of the total houses sanctioned, 54 per cent houses have been grounded for construction. (Unstarred Question No. 1165, Rajya Sabha, 20 December 2018, and Starred Question No. 106, Rajya Sabha, 28 December 2017).

A total of INR 100,271.38 crore was sanctioned as the Government of India's share under the scheme although only 33 per cent was released in the last four years. Out of the amount released, 62 per cent was reported to be utilised by the States. In comparison to the total amount sanctioned, the utilisation is only 21 per cent. This correlates to the low achievement rate under the scheme or vice-versa (Starred Question No. 374, Rajya Sabha, 13 December 2018).

Swachh Bharat Mission (Urban)

SBM(U) has been one of the most popular schemes of the present NDA government. The Mission aims at providing universal sanitation coverage by providing funds for constructing toilets (individual and public), promoting solid waste management (SWM) and creating awareness about better health and sanitation. (MoHUA SBM, n. d.).

At the onset, the target set for construction of individual household latrines (IHHL) was INR 1.04 crore, which was subsequently revised based on assessment by states of current demand for toilets. The overall IHHL target is now 66.4 lakh (Ibid.). This comes to nearly 36 per cent less than the initial estimate when the Mission was launched. As on January 2019, a total of 53.65 lakh toilets were constructed which is 80.79 per cent of the revised target. Although six states and union territories (UTs) overachieved their set target, the achievement rate was lower than 30 per cent in eight states and UTs (Unstarred Question No. 1166, Rajya Sabha, 20 December 2018).

Although the focus was on the construction of toilets at the launch of the Mission, since 2016 a shift towards promoting SWM was noticed, as evident by alterations in funds distribution. As on 9 August 2018, the fund allocation for toilets and SWM stand at 43 per cent each and the other two components make 14 per cent of the total allocations. The processing of waste increased from 19 per cent in 2014 to 46 per cent by 2019 under the Mission. Among the total 4,378 urban cities, 4123 have been declared open defecation free (ODF) up to 30 July 2018 (Unstarred Question No. 2606, Rajya Sabha, 4 January 2019, and

Unstarred Question No. 1166, Rajya Sabha, 20 December 2018).

Despite showing high performance in terms of targets met, the Mission was criticised for having tampered data to show high performance in the Comptroller and Auditor General of India report and also by civil society from time to time (Ahmed, 2018).

Atal Mission for Rejuvenation and Urban Transformation

AMRUT was launched in June 2015 with an aim to provide infrastructure for water supply, sewage management and augmenting non-motorised urban transport. The Ministry has so far approved State Annual Action Plans (SAAPs) for all States/UTs for the entire Mission period, amounting to INR 77,640 crore, out of which the Central share is 46 per cent. So far, 43 per cent of the committed central assistance has been released (Unstarred Question No. 4573, Lok Sabha, 8 January 2019).

Till 18 December 2018, the overall utilisation rate of the scheme was 58 per cent. The utilisation rate for the first two years (2015–2017) was almost 50 per cent, which dropped steeply in the succeeding year (it was 11 per cent in 2017–18). However, the exponential rise in utilisation during 2018–19 improved the rate again (Ibid.).

The Mission is ending in May 2020, but till December 2018 only 2.9 per cent work has been completed, although 66.5 per cent projects are in the implementation stage. Tenders are being issued for 18.3 per cent projects while detailed project reports (DPRs) are being approved for 12.2 per cent projects (Unstarred Question No. 371, Rajya Sabha, 13 December, 2018).

Smart Cities Mission

The SCM was introduced to promote cities which have the potential to portray smart solutions to complex urban problems and can act as a lighthouse to aspiring cities. The Centre committed to support the Mission with a total financial outlay of INR 48,000 crore (MoHUA SCM, n. d.).

As on 30 November 2018, 31 per cent of the Government of India's share has been released to State Governments/UTs, out of which only 24 per cent has been utilised (Unstarred Question No. 2451, Rajya Sabha, 3 January 2019). The pace of implementation of the project has picked up significantly during the last one year. There has been a 290 per cent increase in projects tendered, 332 per cent increase in projects grounded/completed and 479 per cent increase in projects completed since October 2017 (Ibid.). Although the Mission aimed to achieve its set targets by 2020, gauging the pace of implementation this timeline has been extended to 2023.

Deendayal Antyodaya Yojana–National Urban Livelihoods Mission

Although earlier being implemented as NULM, the Mission was renamed as DAY–NULM in 2015 and introduced by the NDA in 2015. The Mission aims at alleviating urban poverty by creating an enabling environment for improving livelihoods through skill building and strong grassroots level institutions for the poor. The Mission also aims at providing funds to the state government for building shelters for the homeless.

Despite the Mission being functional since 2013, there is a huge gap between the number of urban homeless and the capacity of shelters available in the country. As on 6 December 2018, 1,776 shelters have been sanctioned by 25 states/UTs, out of which 1,076 shelters are operational. Compared to the number of homeless population in urban cities, this number is abysmally low. The fact that out of the total number of shelters, only 20 shelters are for women is appalling (Unstarred Question No. 1156, Rajya Sabha, 20 December 2018).

As on 31 July 2018, the Mission utilised 77 per cent of the funds released. Lack of consistency between funds released and utilised was noticed throughout the implementation years, except in 2017–2018, where the two amounts were almost equal. Between 2015–2016 and 2016–2017, the expenditure incurred was more than double the amount released. The Mission achieved most of its targets but doubts about the real impact in

the quality of life of the beneficiaries remain. For instance, although over 10 lakh people were provided skill training only 33.5 per cent could be placed in jobs. The qualitative impact of the Mission should also be assessed (Unstarred Question No. 3266, Lok Sabha, 7 August 2018).

Even after four years of implementation, the Ministry was not successful in displaying impressive figures. The tall targets announced at the beginning of the Mission were slashed mid-way into implementation, which improved the overall performance rate. Despite this, very little percentage of the promised funds was released to the states, which shows that the states were not able to meet their targets within time. The social impact of these schemes also need to be taken into account. It is critical to improve implementation and the state's accountability while encouraging rigorous civil society engagement and monitoring as a means to ensure the benefits of urban development are equitably distributed and public money is accounted for.

THE QUESTION OF LABOUR

The issue of 'unemployment' which is making rounds in the media was also brought to the fore in the Parliament this year. Many questions were raised regarding unemployment in the country. Although the government claimed that employment generation and improving employability is its priority, the data revealed a different story. Despite the government's initiatives for generating employment in the country through schemes like Prime Minister's Employment Generation Programme (PMEGP), Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Pt. Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU–GKY) and DAY–NULM, the government failed to show impressive results this year compared to previous years. The employment generated under various schemes has been declining since 2017 (Unstarred Question No. 2335, Rajya Sabha, 2 January 2019).

Even the government sector was hit by a reduction in jobs. The the number of jobs generated in 2017–18 marked a dip of 30 per cent, compared to the previous year (Unstarred Question No. 2357, Rajya Sabha, 2 January 2019).

Questions were also raised regarding National Career Service (NCS), a job portal initiated by the central government to bridge the gap between the job seeker and the job provider. It is shocking to see that in 2015–16, against the demand of 37 lakh jobs only 1.48 lakh job vacancies were created on this portal. Similarly, in 2017–18, against the demand of 23 lakh jobs, only 9.21 lakh jobs were created. Such grim records indicate the situation of unemployment crisis in the country (Unstarred Question No. 264, Rajya Sabha, 12 December 2018).

Even the employment exchanges recorded very grim results with regards to providing placement. Not even 1 per cent people registered with the employment exchanges could get placed. This unabated increase in the number of unemployed youth is an alarming situation for the country (Unstarred Question No. 270, Rajya Sabha, 12 December 2018).

Amongst all the criticism ('India Unemployment Rate', 2019), the government has been tight lipped about employment-unemployment data post demonetisation. When questioned in the Parliament about the current unemployment rate, the Hon'ble Minister, Ministry of Labour and Employment (MoLE), Santosh Gangwar replied, 'there is no data available on unemployment subsequent to the period of demonetisation'. The data presented in the parliamentary sessions so far indicate that the unemployment crisis in the country is imminent.

METHODOLOGY

This report is based on secondary data from the websites of Parliament (Lok Sabha and Rajya Sabha questions) posed to the MoHUA in the

three sessions (budget, monsoon and winter) held from 29 January 2018 to 9 January 2019. The questions were segregated on the basis of the schemes,—SCM, PMAY(U), AMRUT, SBM and DAY–NULM. Owing to the close relation between informal workers and urban spaces, questions asked to the MoLE related to informal workers were also analysed for the sessions.

The report tracks the targets achieved and funds utilised against the objectives of each scheme. For this purpose the latest data was taken into consideration.

BILLS INTRODUCED IN THE PARLIAMENT IN 2018

The following are the Bills introduced in both Houses of the Parliament related to urban issues and labour and employment. It includes all three kinds of Bills, i.e., Ordinary, Constitution Amendments, and Money Bills introduced by Private Members as well as the government.

1. The National Poverty Alleviation Fund Bill, 2018

This Private Member's Bill was introduced by Dr Boora Narsaiah on 3 August 2018 in Lok Sabha. It aims to introduce a new Act which will also help the government in the setup of the National Poverty Alleviation Fund Act. According to the Act, 'The State shall provide help to Poor in the field of livelihood and healthcare'.

2. The Real Estate (Regulation and Development) Amendment Bill, 2018

This Private Member Bill was introduced by Dr Kirit Premjibhai Solanki on 28 December 2018 in Lok Sabha. It aims to amend the Real Estate (Regulation and Development) Act, 2016 inserting the clause in sub-section (1), stating that 'the promoter practices discrimination on the basis of caste, religion, race or sex in the booking or sale or purchase of any plot, apartment or building, in any real estate project or part of it'.

3. The Labour (Welfare and Rehabilitation) Bill, 2018

This Private Member Bill was introduced by Shri Bhairon Prasad Mishra in Lok Sabha on 3 August 2018. It aims to constitute a Labour Welfare and Rehabilitation Authority to look into the dynamic trends in the labour market, provide for schemes to give interest-free loans to workers unemployed for certain periods, issue guidelines for social sector schemes including universal basic income for all working in the private and public sector, provide for wages during non-work time for seasonally employed workers.

4. The Constitutional Amendment Bill, 2018

This Private Member Bill was introduced by Shri Dushyant Chautala in Lok Sabha on 8 February 2019. It aims to amend the Constitution by inserting Article 16b, which says, 'Every citizen who has attained the age of eighteen years and is qualified or deserving or willing to get employed shall have the right to employment'.

5. The Right to Work Bill, 2018

This Private Member Bill was introduced by Shri Udit Raj in Lok Sabha on 8 February 2019. It aims to provide for the right to work to every eligible citizen and for payment of allowance till such time as appropriate work is provided to every citizen, the constitution of Right to Work Fund, the creation of Right to Work Insurance Policy and for matters connected therewith or incidental thereto.

6. The Rickshaw Puller and Road Side Mechanics (Freedom to Earn Livelihood) Bill, 2019

This Private Member Bill was introduced by Shri Gopal Chinayya Shetty in Lok Sabha on 8 February 2019. It aims to provide for complete freedom to earn a livelihood to the cycle rickshaw and cart pullers and roadside mechanics by prohibiting the local police and personnel of local bodies from impounding or taking away the tools, wares, stuff, cycle rickshaw, cart, etc.

PARLIAMENT AT A GLANCE

A total number of 28,167 questions were raised in the Parliament in 2018, an 8 per cent increase compared to the previous year. Out of this, 16,627 questions were raised in the Lok Sabha and 11,540 questions were raised in the Rajya Sabha (Lok Sabha, 2019) and (Rajya Sabha, 2019).

About 3 per cent total questions raised in the Parliament were addressed to the MoHUA. A total of 756 questions were raised to the MoHUA. Out of these, one-fourth questions were related to housing, particularly to the PMAY scheme. Another most queried scheme was the SCM, followed by the metro rail project.

Table iii presents the ministries ranked in order of questions addressed. The Ministry of Finance was the most addressed Ministry while the MoHUA made it to the tenth position in this category.

Table i | Total questions raised to Ministry of Housing and Urban Affairs, 2018

Session	Lok Sabha	Rajya Sabha
Budget session	185	137
Monsoon session	101	109
Winter session	107	117
Total questions	393	363

Graph i | Questions raised in Parliament, 2018**Table ii | Questions raised under each scheme**

Scheme/Sector	Questions raised in Lok Sabha	Questions raised in Rajya Sabha	Total in both Houses	% of scheme specific questions to total questions
Pradhan Mantri Awas Yojana and housing	108	87	195	25.8%
Smart Cities Mission	28	57	85	11.2%
Atal Mission for Rejuvenation and Urban Transformation	25	31	56	7.4%
Swachh Bharat Mission	26	22	48	6.3%
Deendayal Antodaya Yojana–National Urban Livelihood Mission	21	13	34	4.5%
National Heritage City Development and Augmentation Yajana	4	4	8	1.1%
Street vendors	4	4	8	1.1%
Slum dwellers	17	18	35	4.6%
Metro rail	50	34	84	11.1%
Delhi Development Authority	19	30	49	6.5%
Miscellaneous	91	63	154	20.4%
Total	393	363	756	100.0%

Source: Lok Sabha, 2019 and Rajya Sabha, 2019

Table iii | Most addressed ministries in 2018

Rank	Ministry	Questions raised
1	Ministry of Finance	2,190
2	Agriculture and Farmers Welfare	1,807
3	Railways	1,777
4	Health and Family Welfare	1,739
5	Home Affairs	1,605
6	Environment, Forests and Climate Change	1,180
7	Commerce and Industry	946
8	Road transport and Highways	940
9	Civil Aviation	879
10	Housing and Urban Affairs	756

Source: Lok Sabha, 2019 and Rajya Sabha, 2019

PRADHAN MANTRI AWAS YOJANA (URBAN)

1.1 INTRODUCTION

The Pradhan Mantri Awas Yojana (Urban) [PMAY(U)] was hailed by the present National Democratic Alliance (NDA) Government in June 2015 as a unique scheme to solve India's housing shortage by offering four different housing options to the houseless urban population, particularly those belonging to the economically weaker section (EWS) and low income group (LIG) categories. The Scheme guidelines were amended in 2017 to include middle income group (MIG) as well (MoHUA PMAY, n. d.). The Scheme initially set up a target of constructing two crore houses by 2022, which was later reduced to one crore (according to the demand survey conducted in different states). The Scheme covers all statutory towns as per Census 2011 with an expansive budget outlay of INR 35,636,625 crore (including Central, State and beneficiary contribution) out of which Central assistance of INR 100,271.38 crore (0.28 per cent) has been sanctioned (Starred Question No. 118, Rajya Sabha, 20 December 2018, and Starred Question No. 374, Rajya Sabha, 13 December 2018).

With the magnanimous targets and investment involved, there is no doubt that the Scheme garnered the most attention of parliamentarians among other urban schemes. Questions regarding PMAY itself constituted 25.8 per cent of the total questions raised to the Ministry of Housing and Urban Affairs (MoHUA). Although most of the questions were factually answered by the Ministry (with five to 10 per cent discrepancy in data), some answers gave vague information while a few questions were dodged. For example, a question raised by Member of Parliament (MP) George

Baker asked 'whether the Government is facing any hurdles in the successful implementation of the Scheme and corrective steps taken thereon to which the Ministry replied, "No, Ministry is rigorously monitoring the progress under the PMAY(U) to achieve the target of Housing for All by 2022"' and reiterated the monitoring provisions as stated in the guidelines (Starred Question No. 189, Lok Sabha, 31 July 2018). The details of the number of meetings and its findings were not mentioned anywhere.

Most questions regarding funding were answered by the Hon'ble Minister, Hardeep Singh Puri, barring a few seeking information about the involvement of foreign players in the construction of houses under the Scheme. To these questions the Minister only replied, 'There is no such information'. Information about private contractors who have been awarded contracts was also asked. The Minister replied that the Ministry provides financial and technical Central assistance and does not maintain information about private contractors. Such ambiguous answers indicate a lack of transparency and accountability towards the public.

Another Unstarred Question (No. 2218) raised in the Lok Sabha inquired about the (state-wise) estimated number of urban poor people likely to benefit from the PMAY(U). The Ministry just stated the number of houses sanctioned in its reply, evading the question.

The sections below highlight the key data about physical and financial progress of the scheme as provided by the Ministry in reply to the questions raised in both Houses of Parliament.

I.2 KEY SCHEME HIGHLIGHTS

- From the launch of PMAY(U) in June 2015, 12.58 lakh houses have been constructed till 20 December 2018. This represents a 12 per cent completion rate against the target of building one crore houses and six per cent against the original target of two crore houses (Unstarred Question No. 1165, Rajya Sabha, 20 December 2018).
- In the first three years (2014–2017) about 3.5 lakh houses were completed spread equally across these years. But in 2017–2018 and 2018–2019, a sharp rise was noticed adding almost 70 per cent more houses (Ibid.).
- A total of 65 lakh houses have been sanctioned by the government out of which 54 per cent houses have been grounded for construction (Unstarred Question No. 1157, Rajya Sabha, 20 December 2018).
- The data reveals that out of these four components, the beneficiary-led construction (BLC) is the most favoured option as 55 per cent houses are sanctioned under this component alone. The second favoured option is affordable housing in partnership (AHP) with 33 per cent share. The percentage share of the other two components, in-situ slum redevelopment (ISSR) and credit-linked subsidy (CLS) is significantly low as these two components combined make only 12 per cent share of the total houses sanctioned.
- A steep rise was noticed in the number of houses sanctioned between 2017 and 2018 as the digits doubled within a span of one year (from 32 lakh in December 2017 to 65 lakh in December 2018) (Unstarred Question No. 1165, Rajya Sabha, 20 December 2018).
- The Scheme has an enormous investment of INR 35,636,625 crore and the Centre's share is 0.28 per cent of the total investment (Starred Question No. 374, Rajya Sabha, 13 December 2018).
- A total of INR 100,271.38 crore was sanctioned under the Scheme although only 33 per cent was released in the last four years. Of the amount released, 62 per cent was reported to be utilised by the States. In comparison to the total amount sanctioned, the utilisation rate is only 21 per cent. This correlates with the low achievement rate under the Scheme or vice-versa (Ibid.).

Table I.1 | Details of PMAY(U) implementation

S. No.	Particulars	Total
1	Cities/towns covered	4,313
2	Projects approved	13,571
3	Investment—Central, State and beneficiary (in INR crore)	35,636,625
4	Central assistance approved (in INR crore)	100,271.38
5	Central assistance released (in INR crore)	33,364.90
6	Houses sanctioned	65,43,970
7	Houses grounded for construction	35,49,531*
8	Constructions of houses completed	12,57,706
9	Houses occupied	12,19,549*

* Includes incomplete works of earlier National Urban Renewal Mission (NURM)

Source: Starred Question No. 374, Rajya Sabha, 13 December 2018

- Among the four components, BLC got more than half the share of the total funds sanctioned (54 per cent) followed by AHP (33 per cent). The other two components, ISSR and CLS, got the same share of 7 per cent each.

1.3 HOUSING DEMAND VERSUS SUPPLY

In 2012, the Technical Group on Urban Housing Shortage, constituted by the erstwhile Ministry of Housing and Urban Poverty Alleviation (MoHUPA) stated a shortage of 1.8 crore housing units over the period 2012–2017. This figure resonated with the initial announcement of constructing two crore houses under the PMAY(U) scheme by the Prime Minister in June 2015 (MoHUA PMAY, n. d.).

However, later, according to the demand survey, a total demand of one crore houses was recorded by all states and union territories (UTs). Of the total demand reported, six states (Maharashtra, Andhra Pradesh, Karnataka, Uttar Pradesh, Madhya Pradesh and Tamil Nadu) account for 60 per cent of the total housing demand in the country.

Despite being one of the significant schemes of the present government, the PMAY(U) struggled to display high achievement rate in the initial years of its implementation. The Mission picked up pace only in its fourth year of implementation. By December 2017, only 32 lakh houses were sanctioned in the country which doubled to 65 lakh in its fourth year of implementation.

A total of 65,44,086 houses (65 per cent of total demand assessed by the States) have been sanctioned in the country. Maximum number of houses have been sanctioned in Andhra Pradesh (15 per cent) followed by Maharashtra and Uttar Pradesh (12 per cent each). Madhya Pradesh and Tamil Nadu captured fourth and fifth position with a share of 9 per cent and 8 per cent, respectively. Together, these five states account for a share of 50 per cent of the houses sanctioned in the country. The percentage share increase in Maharashtra and Uttar Pradesh has been a recent

development compared to the previous quarter. In Kerala, more houses are sanctioned (136 per cent) than the demand assessed by the state (Unstarred Question No. 1157, Rajya Sabha, 20 December 2018).

The percentage share of the houses completed also displayed an upward trend compared to the previous years, but the overall percentage of houses completed remains abysmally low at 12 per cent of total demand and 19 per cent of the total houses sanctioned. Amongst all states, Gujarat has been the top performing state with a completion rate of 42 per cent of the total houses sanctioned in the state (Starred Question No. 118, Rajya Sabha, 20 December 2018).

Other states which performed comparatively better in this index are Rajasthan (30 per cent), Tamil Nadu (23 per cent), Odisha (23 per cent) and Kerala (22 per cent). The data indicates that two states with the largest urban population, Maharashtra and Uttar Pradesh, are among the low performing states in terms of house completion (Ibid.).

Although West Bengal claimed only 3,38,088 houses in its demand survey (5 per cent of the total demand), the state has been successful in completing the construction of 27 per cent of the total houses sanctioned in the state (Ibid.).

The national capital of Delhi, which is among the top five metro cities with the maximum slum population, recorded a demand of 79,000 houses out of which only 6,249 houses (one per cent) were sanctioned by the Central government. But the data shows that the State government has built almost five times the number of houses sanctioned in the UT (Census of India, 2011)

1.4 DETAILS OF HOUSES COMPLETED, YEAR-WISE

Since the launch of the Scheme, the construction of 12.5 lakh houses has been completed. In the first three years (2014–2017) about 3.5 lakh houses were completed spread equally across

Table 1.2 | Demand from eligible beneficiaries, houses sanctioned and completed, state-wise

S. No.	City name	Validated demand of beneficiaries eligible under Mission	Houses sanctioned in each state	Houses completed in each state	Percentage houses sanctioned out of the State's demand	Percentage houses completed to houses sanctioned	Percentage houses completed of the State's demand	State's share of total demand	State's share of total houses sanctioned
1	Maharashtra	15,00,000	7,62,957	1,37,374	51%	18%	9%	15%	12%
2	Uttar Pradesh	9,25,000	7,60,272	65,683	82%	9%	7%	9%	12%
3	Tamil Nadu	8,28,000	5,35,272	1,23,705	65%	23%	15%	8%	8%
4	West Bengal	3,75,000	3,38,088	92,200	90%	27%	25%	4%	5%
5	Andhra Pradesh	10,00,000	9,65,164	1,27,242	97%	13%	13%	10%	15%
6	Gujarat	5,00,000	3,87,062	1,63,936	77%	42%	33%	5%	6%
7	Karnataka	10,00,000	4,10,487	75,975	41%	19%	8%	10%	6%
8	Madhya Pradesh	8,00,000	6,06,716	49,502	76%	8%	6%	8%	9%
9	Rajasthan	5,00,000	1,62,516	48,668	33%	30%	10%	5%	2%
10	Kerala	65,600	89,272	19,326	136%	22%	29%	1%	1%
11	Delhi	79,000	6,249	30,229	8%	484%	38%	1%	0.10%
16	Odisha	3,50,000	1,04,370	24,513	30%	23%	7%	3%	2%
18	Assam	1,30,000	57,528	1,470	44%	3%	1%	1%	1%
	Total	80,52,600	51,85,953	9,59,823	64%	19%	12%	80%	79%
Grand total including all States and UTs		1,00,05,000	65,44,086	12,44,533	65%	19%	12%	100%	100%

Source: Starred Question No. 1118, Rajya Sabha, 20 December 2018, and Unstarred Question No. 1157, Rajya Sabha, 20 December 2018

the years. But in 2017–2018 and 2018–2019 a sharp rise was noticed, adding almost 70 per cent more houses. The year-wise details of houses constructed is depicted in Graph 1.1 and Table 1.3.

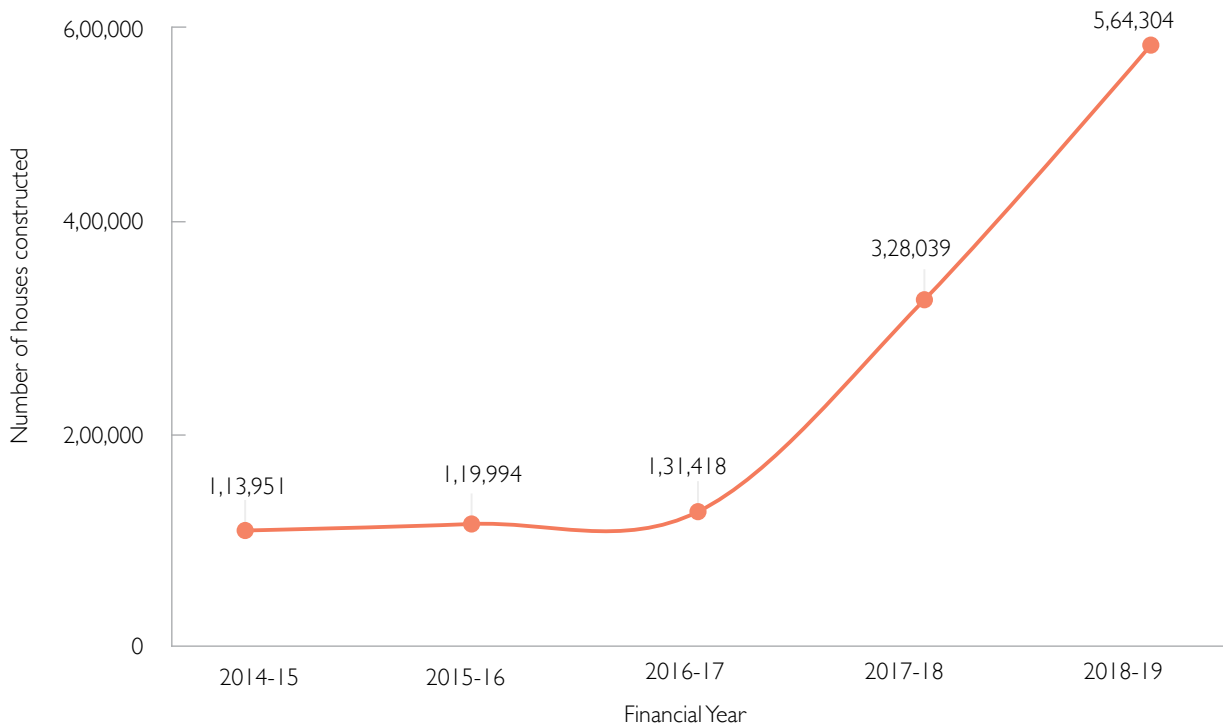
1.5 DETAILS OF HOUSES SANCTIONED, COMPONENT-WISE

As discussed, the PMAY(U) Scheme offers four options to address the country's housing shortage:

1. In-Situ Rehabilitation (ISSR) of existing slum dwellers using land as a resource through private participation.

- 2. Affordable Housing in Partnership (AHP)** with the extension of financial assistance for affordable housing projects done in partnership with states/UTs for the EWS.
- 3. Beneficiary-led Individual House Construction/Enhancement (BLC)** with the extension of direct financial assistance of USD 2,111 (INR 1,50,000) to EWS for beneficiary led construction.
- 4. Credit-Linked Subsidy (CLS)**, the provision of loans at lower rates of interest, to weaker and mid-income sections for the construction of new homes or renovation of existing homes.

Graph I.1 | Houses constructed, year-wise

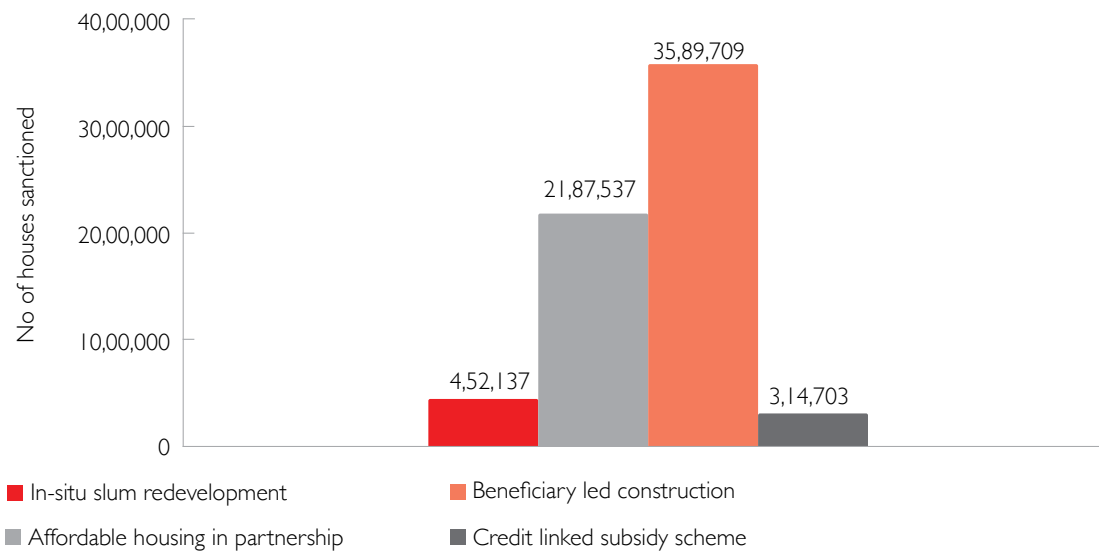


Source: Unstarred Question No. 1165, Rajya Sabha, 20 December 2018

Table I.3 | Distribution of houses across the four components

House category	In-situ slum redevelopment	Affordable housing in partnership	Beneficiary led construction	Credit linked subsidy scheme	Total
Houses sanctioned till March 2018	74,934	15,52,900	22,03,523	91,694	39,23,051
Percentage houses sanctioned till March 2018	2%	40%	56%	2%	100%
Houses sanctioned till December 2018	4,52,137	21,87,537	35,89,709	3,14,703	65,44,086
Percentage houses sanctioned till December 2018	7%	33%	55%	5%	100%

Source: Unstarred Question No. 5099, Lok Sabha, 27 March 2018, and Unstarred Question No. 1157, Rajya Sabha, 20 December 2018

Graph I.2 | Houses sanctioned under each component

Source: Unstarred Question No. 1157, Rajya Sabha, 20 December 2018

The data reveals that of these four components, BLC is the most favoured option as 55 per cent houses are sanctioned under this component alone. The second favoured option is AHP with 33 per cent share. The percentage share of the other two components, ISSR and CLS, is significantly low as these two components combined make only 12 per cent share of the total houses sanctioned.

A steep rise was noticed in the number of houses sanctioned between 2017 and 2018 as the digits doubled within a span of one year (from 32 lakh in December 2017 to 65 lakh in December 2018). This change resulted in slight movement in the overall percentage share of each component. The ISSR share increased by 5 per cent, AHP share decreased by 7 per cent, BLC share decreased by 1 per cent and CLS share increased by 3 per cent, respectively.

1.6 COMPONENT-WISE AND STATE-WISE ANALYSIS

1.6.1 In-Situ Slum Redevelopment

A significant change was noticed in the number of houses sanctioned under the ISSR component in 2018. The data reveals that the total number of houses sanctioned under this component

increased from 0.75 lakh to 4.5 lakh within nine months (March 2018–December 2018) (Unstarred Question No. 5099, Lok Sabha, 27 March 2018, and Unstarred Question No. 1157, Rajya Sabha, 20 December 2018).

In 2018, maximum houses were sanctioned in Maharashtra, making it the single largest state with 49 per cent share of houses sanctioned under the component. Within a span of nine months, more than two lakh houses were sanctioned in Maharashtra alone. There was a change of 9,335 per cent as the number of houses sanctioned dramatically shifted from 2,365 houses to 2,22,303 houses in Maharashtra (Unstarred Question No. 1157, Rajya Sabha, 20 December 2018).

Gujarat moved down by one position and is now the second largest state with 86,520 houses sanctioned for in-situ upgradation.

The other two states where fast paced movement is observed are Karnataka and Rajasthan. Until March 2018, not even a single house was sanctioned in these states. But by December 2018 Karnataka occupied third and Rajasthan occupied fourth position with 23,125 and 21,908 houses sanctioned, respectively. Other states

which followed the same trend include Uttar Pradesh (8,409), Tamil Nadu (4,880), Kerala (2,118), Andhra Pradesh (1,617) and West Bengal (472), although a small number of houses were sanctioned in comparison to the demand in these states.

It is quite startling to note that not even a single house was sanctioned in the national capital of Delhi in three out of the four components of the scheme, including ISSR.

1.6.2 Affordable Housing in Partnership

Under the AHP component, the highest number of houses have been sanctioned in Andhra Pradesh, followed by Maharashtra, Gujarat and Karnataka. These four states account for 60 per cent houses sanctioned under this component.

In Maharashtra, the number of houses sanctioned increased by almost three times compared to the previous year's estimates. Even Uttar Pradesh performed better under this component this year. The number of houses increased by almost five times from 23,150 in March 2018 to 1,08,180 by the end of 2018.

Not even a single house has been sanctioned yet in states with high urban population like Kerala, Delhi and Assam (Ibid.).

1.6.3 Beneficiary Led Construction

The demand for BLC has been the maximum of the four verticals. This component alone accounts for more than 50 per cent of the total houses sanctioned.

A significant shift was noticed with respect to Uttar Pradesh. The houses sanctioned under this component doubled this year, making its share the largest among all states and UTs. Currently, Uttar Pradesh has a share of 17 per cent under this component. A similar trend was noticed with respect to Andhra Pradesh. Its share increased from two lakh in March 2018 to over four lakh by December 2018 (Ibid.).

Other states where demand was reported in this component include Madhya Pradesh, Tamil Nadu and Andhra Pradesh.

1.6.4 Credit Linked Subsidy Scheme

Although this year marked an increase of 3 per cent in the total demand compared to the previous years, the total share of this component remains the lowest among the four components. CLSS could attract only 5 per cent of the total demand of houses sanctioned.

Gujarat, Maharashtra, Uttar Pradesh and Madhya Pradesh were among the top performing states under this component. These four states together account for 70 per cent of the total demand under this component (Ibid.).

1.7 STATE-WISE COMPARISON

According to the data provided by the Ministry, maximum houses were sanctioned in Andhra Pradesh. The state has a 15 per cent share in the total number of houses sanctioned.

In 2018, the maximum number of houses were sanctioned in Maharashtra and Uttar Pradesh. These two states now have the second largest share of houses sanctioned with a share of 12 per cent each. Interestingly, the total share of Maharashtra rose from 4 per cent to 12 per cent and for Uttar Pradesh it rose from 8 per cent to 12 per cent in the period March–December 2018.

Although in Gujarat the total share of houses sanctioned is 5 per cent, the data reveals a consistent performance of the state across the four years and all verticals.

The national capital of Delhi showed disappointing figures with a total share of 0.1 per cent only (Ibid.).

Table 1.4 | Houses sanctioned under each component of PMAY(U), state-wise

S. No.	Name of the State/UT	In-situ slum redevelopment			Beneficiary led construction	Credit linked subsidy scheme	Total houses sanctioned in each state	Percentage houses sanctioned in each state
		Construction of incomplete houses of old scheme taken up after 2014	Houses sanctioned after 2015	Affordable housing in partnership				
1	Maharashtra	72,557	2,22,303	3,70,041	84,475	86,138	7,62,957	12%
2	Uttar Pradesh	31,324	8,409	1,08,180	6,25,116	18,567	7,60,272	12%
3	Tamil Nadu	40,696	4,880	87,543	4,29,198	13,651	5,35,272	8%
4	West Bengal	36,101	472	768	3,30,013	6,835	3,38,088	5%
5	Andhra Pradesh	15,820	1,617	5,29,786	4,28,444	5,317	9,65,164	15%
6	Gujarat	23,119	86,520	1,58,661	43,352	98,529	3,87,062	6%
7	Karnataka	5,396	23,125	2,46,331	1,29,036	11,995	4,10,487	6%
8	Madhya Pradesh	15,719	10,295	1,41,954	4,37,850	16,617	6,06,716	9%
9	Rajasthan	28,768	21,908	44,231	83,481	12,896	1,62,516	2%
10	Kerala	7,291	2,118	0	82,583	4,571	89,272	1%
11	Delhi (UT)	40,580	0	0	0	6,249	6,249	0.10%
16	Orissa	5,886	18,535	12,010	72,542	1,283	1,04,370	2%
18	Assam	3,469	0	0	57,154	374	57,528	1%
Total of 13 states		3,26,726	4,00,182	16,99,505	28,03,244	2,83,022	51,85,953	79.25%
Total (including all States and UTs)		4,04,920	4,52,137	21,87,537	35,89,709	3,14,703	65,44,086	

Source: Unstarred Question No. 1157, Rajya Sabha, 20 December 2018

1.8 FINANCIAL DETAILS

1.8.1 State-wise Analysis

A total of INR 1,00,271.38 crore was sanctioned under the Scheme although only 33 per cent was released in the last four years. Of the amount released, 62 per cent was reported to be utilised by the States. In comparison to the total amount sanctioned, the utilisation is only 21 per cent. This correlates to a low achievement rate under the Scheme.

In terms of the total Central assistance sanctioned, Andhra Pradesh got the maximum share (14 per cent) followed by Uttar Pradesh (12 per cent) and Maharashtra (11 per cent). However, in terms of funds released compared to funds sanctioned, these states did not show remarkable performance. In Andhra Pradesh,

only 26 per cent funds were released compared to the funds sanctioned, 23 per cent were released in Uttar Pradesh and 24 per cent in Maharashtra.

The maximum amount of funds was released in Madhya Pradesh, which is 13 per cent of the total funds released by the Centre. This is followed by Andhra Pradesh and Gujarat, which received a share of 11 per cent and 10 per cent of the Centre's funds, respectively.

On comparing the Central assistance released to funds sanctioned (state-wise), it is observed that only two states, Kerala and Gujarat received more than 50 per cent of the funds sanctioned. Majority states received less than 40 per cent of the funds sanctioned in their state.

Table I.5 | Funds sanctioned, released and utilised under PMAY(U), state-wise

S. No.	Name of State/UT	Central assistance sanctioned (in INR crore)	Central assistance released (in INR crore)	Percentage central assistance released to central assistance sanctioned	Central assistance utilised (in INR crore)	Percentage central assistance utilised to central assistance released
1	Maharashtra	11,036.19	2,678.14	24%	1,994.68	74%
2	Uttar Pradesh	11,673.19	2,709.02	23%	1,795.72	66%
3	Tamil Nadu	8,163.30	2,784.57	34%	1,189.82	43%
4	West Bengal	5,126.12	1,705.91	33%	1,484.36	87%
5	Andhra Pradesh	14,527.94	3,740.22	26%	2,902.39	78%
6	Gujarat	6,310.84	3,468.66	55%	2,766.30	80%
7	Karnataka	6,523.98	2,553.51	39%	1,129.10	44%
8	Madhya Pradesh	9,299.63	4,465.30	48%	2,863.79	64%
9	Rajasthan	2,603.61	674.64	26%	444.46	66%
10	Kerala	1,389.85	930.02	67%	262.13	28%
11	Delhi (UT)	139.59	139.59	100%	139.59	100%
16	Odisha	1,653.04	640.96	39%	481.62	75%
18	Assam	864.67	343.59	40%	9.68	3%
Grand Total of all States and UTs		1,00,271.38	33,364.90	33%	20,624.16	62%

Source: Starred Question No. 374, Rajya Sabha, 13 December 2018

Table I.6 | Central assistance (sanctioned and released) across the four verticals, year-wise

	Central assistance sanctioned (in INR crore)					Central assistance released (in INR crore)				
	2015-16	2016-17	2017-18	2018-19	Total	2015-16	2016-17	2017-18	2018-19	Total
ISSR	3,981.8	112.8	394.5	2,219.8	6,708.9	1,999.0	371.3	315.9	10.5	2,696.7
AHP	4,812.4	3,727.8	16,250.8	8,022.0	32,813.1	947.4	1,370.2	5,792.8	782.1	8,892.5
BLC	3,379.4	9,992.6	21,190.4	19,246.0	53,808.3	176.8	2,431.9	8,011.4	4,352.2	14,972.3
CLS	99.4	424.3	2,481.6	3,938.7	6,944.0	99.4	424.3	2,481.6	3,938.7	6,944.0
Total	12,273.0	14,257.5	40,317.2	33,426.4	1,00,274.2	3,222.5	4,597.7	16,601.7	9,083.5	33,505.4

Source: Unstarred Question No. 1157, Rajya Sabha, 20 December 2018

The average utilisation rate of the funds released is 67 per cent. If compared to the total funds sanctioned, this rate falls steeply to 21 per cent. The state-wise details of the funds sanctioned, released and utilised is given in Table 1.5.

1.8.2 Year-wise Analysis

Analysis of year-wise financial data reveals that the maximum funds were sanctioned in 2017–2018, which increased almost three times compared to the previous year.

The funds released remained abysmally low compared to the funds sanctioned. In 2016–17 and 2017–18 only 28 per cent funds were released by the Centre. However, the only exception was 2018–19 where 100 per cent sanctioned funds were released. Table 1.6 shows the funds sanctioned and released (year-wise).

Among the four components, BLC got more than half the share of the total funds sanctioned (54 per cent) followed by AHP (33 per cent). The other two components ISSR and CLS got the same share of 7 per cent each. The same trend was followed in terms of funds released, except ISSR which got the least share which is only 8 per cent of the total funds released.

The component-wise share of houses and funds sanctioned were found to be in sync with almost the same percentages.

1.9 EXTENDED BENEFITS TO MIG GROUPS—CHANGES MIDWAY IN THE SCHEME GUIDELINES

While the existing guidelines were mainly focused at the EWS and the LIG category, earning up to INR 3 lakh and INR 6 lakh per annum, respectively, two new subsidy slabs were introduced to bring people earning up to INR 12 lakh and INR 18 lakh per annum, respectively, into the fold (known as MIG I and MIG II) (Dhawan, 2018).

The Ministry approved revision of the carpet area of houses eligible for interest subsidy under the

CLSS for the MIG under PMAY. In respect of MIG I, the area increased from ‘up to 120 square metre’ to ‘up to 160 square metre’ and, in respect of MIG II from ‘up to 150 square metre’ to ‘up to 200 square metre’ (Ibid.).

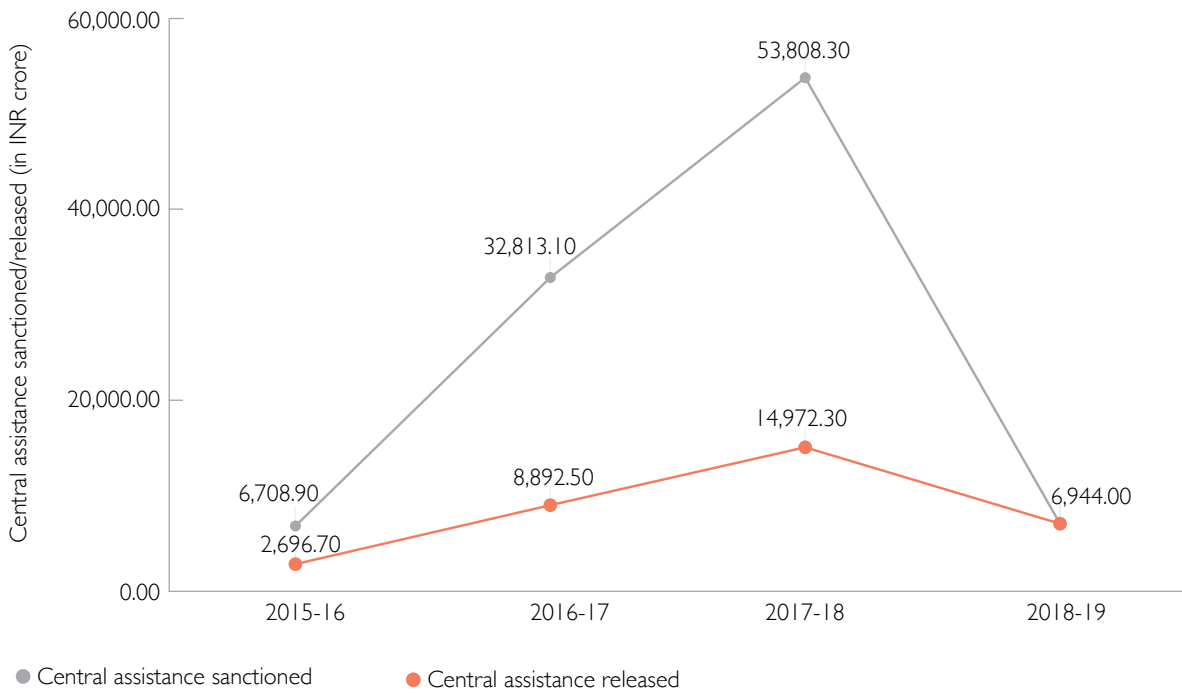
The amendment of Scheme guidelines in favour of MIG raises questions about the shift in the priorities of the government, especially when housing shortage accruing to MIG in the country is only 5 per cent (MoHUPA, 2017). It also raises another pertinent question if MIG groups really need a housing subsidy.

1.10 THE QUESTION OF ‘AFFORDABILITY’ AND ‘SUITABILITY’ IN PMAY

Although the government has successfully focused on fiscal incentives, by offering subsidies to customers and developers, the question is on how to make land available for affordable housing nearer to the city. The question of affordability was also raised in the Parliament, asking if the Government has any plan to make land available at affordable prices to the needy to achieve the targets for affordable housing? However, Minister Puri replied that ‘Land’ and ‘Colonization’ are State subjects. It is, therefore, the responsibility of the State/UT/ Urban Local Body (ULB) authorities concerned to provide encumbrance free land for the projects under the Mission. The Ministry added, ‘it is incumbent upon the States/UTs to prepare/amend their Master Plans earmarking land for Affordable Housing. States/UTs have also committed to fulfil the mandatory conditions including providing additional Floor Area Ratio (FAR)/Floor Space Index (FSI)/Transferable Development Rights (TDR) and relaxed density norms for low cost housing’ (Unstarred Question No. 2448, Rajya Sabha, 3 December 2019).

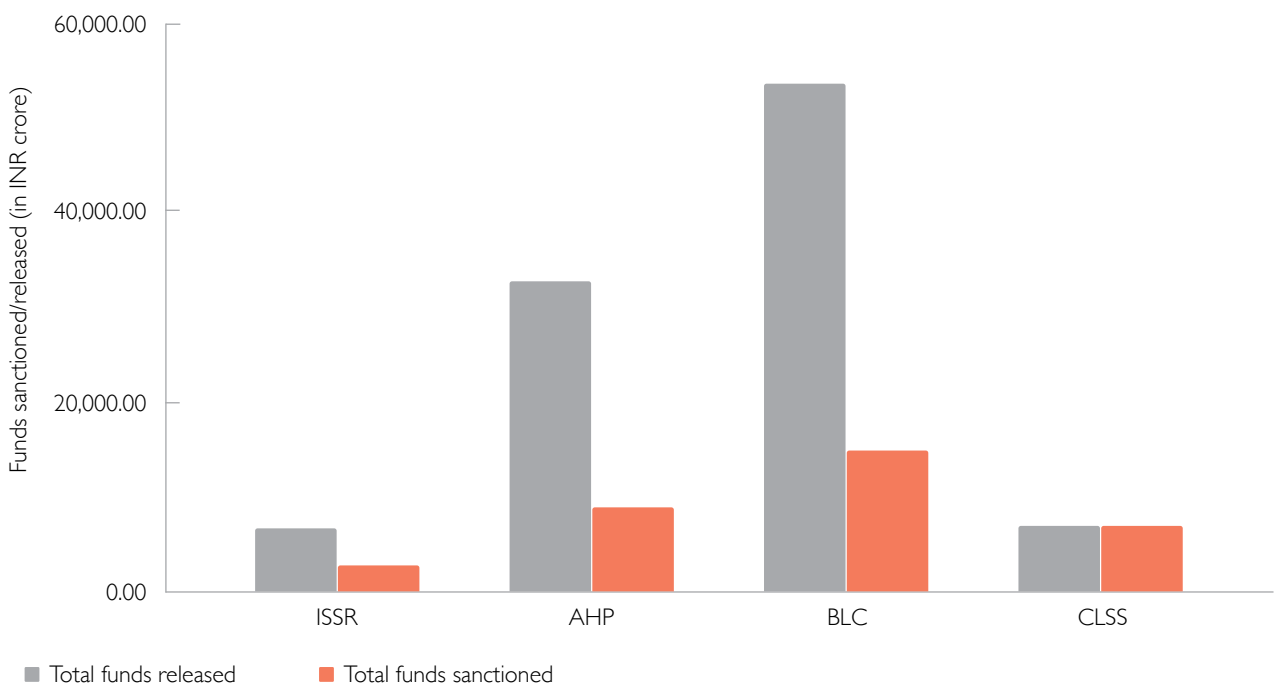
However, in reality this is just rhetorical and only on paper as none of the states have taken the initiative to amend their Master Plan to include housing for the urban poor. Quite the contrary, the Master Plans were amended to exclude the poor (Uppalapati, 2018).

Graph 1.3 | Comparison between Central assistance sanctioned and released, year-wise



Source: Starred Question No. 374, Rajya Sabha, 13 December 2018

Graph 1.4 | Comparison between funds sanctioned and released under each component



Source: Starred Question No. 374, Rajya Sabha, 13 December 2018

The second drawback of the scheme, especially AHP, is that in bigger metros it appears affordable housing projects can only be built on the outskirts of the city, far away from most people's workplaces. People often say affordable housing is not about location but actually location is even more important for such housing. People take decisions to purchase homes based on travel time to workplaces, social infrastructure and affordability.

For example, in a dense metropolis such as Mumbai, where real estate is notoriously expensive, affordable housing projects under the scheme seem to be restricted to suburbs and satellite towns far from the city. Can PMAY then really serve as a solution for metro cities with sky rocketing real estate prices?

1.11 MISUSING SCHEME TO PROMOTE ELECTION AGENDA

A rather interesting question was raised about the ceramic tiles carrying pictures of the Prime Minister and Chief Minister being installed in every house built under the PMAY in Madhya Pradesh. This question was raised by MP Vivek K. Tankha who further inquired if it is permissible to utilise public funds as it would remain a part of the house in perpetuity. In view of the upcoming elections, this practise would amount to violation of the model code of conduct, given the permanent nature of the hoarding which cannot be removed.

The Minister replied that 'to spread awareness among the people about the scheme, this Ministry has advised all the State/UT Governments to display the standard logo of the PMAY(U) in all houses constructed under the PMAY(U)'.

He further added that 'the Directorate of Urban Administration and Development, Government of Madhya Pradesh has intimated that all the Municipal Corporations and Councils of MP have been directed to display the standard logo of the PMAY(U) in a ceramic tile containing photographs of Hon'ble Prime Minister and Hon'ble Chief Minister of MP in all houses constructed under the PMAY (U) as per the

decisions taken in a meeting held on 02.1.2018 chaired by the Hon'ble Chief Minister, Government of MP' (Unstarred Question No. 1807, Rajya Sabha, 2 August 2018).

Although the state governments were advised to display only the logo of the scheme, the government of Madhya Pradesh went a step forward by displaying the pictures of political figures under the garb of the scheme. This indicates the misuse of public money towards political gains.

1.12 PASSING RESPONSIBILITY TO STATE GOVERNMENTS AND OTHER AUTHORITIES

From the data, it is evident that the Mission is witnessing slow progress. When questions were raised regarding the delivery of results in a time bound manner, the Ministry limited its responsibility to only the release of Central assistance. It mentioned that the Mission guidelines provide flexibility to States/UTs to appraise and approve projects based on the demand assessed by it.

Questions were raised to ask if the Government was aware that even after applying for subsidy under the Scheme, banks are denying release of loans and discouraging the consumers by telling them that there are no such provisions. The Minister responded that the grievances received against primary lending institutions in connection with the implementation of CLSS are sent to Central nodal agencies viz National Housing Bank (NHB) and Housing, Urban Development Corporation Ltd. (HUDCO), for remedial action. Central nodal agencies are also advised to undertake sensitisation/interaction programmes with the primary lending institutions from time to time to increase awareness about the Scheme (Unstarred Question No. 2448, Rajya Sabha, 3 January 2019).

If these cases are true, in addition to passing the application to the concerned authority, the Ministry should set up a grievance redressal committee to address any discrepancy in the implementation and for follow-up on such complaints. This will ensure effective implementation of the scheme.

I.13 CONCLUSION

PMAY(U) has performed sluggishly across the four years of implementation. It has failed to take practical challenges into account. For example, in spite of availability of flexible and low interest housing loans, people are not coming forward for housing projects due to heavy cost of land, particularly in urban areas.

Although the emphasis was on the construction of houses, other potential housing solutions such as rental housing have not been included. The mobility that today's work culture demands (high rates of migration to other areas depending on location of work) poses a challenge to settling

down at one particular place. This is where large-scale rental housing equipped with basic amenities can come to the rescue. Additionally, this also suits the income volatility and high-risk profile of low-income households working in the informal sector.

Affordable housing has been given infrastructure status in the National Budget of 2017, which will give housing developers additional benefits but for the common man, the timely delivery of the house still remains a distant dream. Therefore, as the country progresses, it is imperative that we find more viable and creative solutions that addresses specific local needs to reduce the scale of the housing crisis in the country.

ATAL MISSION FOR REJUVENATION AND URBAN TRANSFORMATION

2.1 INTRODUCTION

Atal Mission for Rejuvenation and Urban Transformation (AMRUT) was launched on 25 June 2015 in 500 cities with a focus on water supply, sewerage and septage management, storm water drainage, green spaces and parks and non-motorised urban transport. The Mission period is up to March 2020.

2.2 KEY SCHEME HIGHLIGHTS

- The Ministry has so far approved State Annual Action Plans (SAAPs) for all States/ Union Territories (UTs) for the entire Mission period amounting to INR 77,640 crore, of which the Central share is 46 per cent. So far, 43 per cent of the committed Central assistance has been released against projects (MoHUA AMRUT, n. d.).
- Till 18 December 2018, the overall utilisation rate of the Scheme was 58 per cent. The utilisation rate for the first two years (2015–2017) was almost 50 per cent, which dropped steeply in the succeeding year (it was 11 per cent in 2017–18). However, the exponential rise in utilisation during 2018–19 improved the rate again (Unstarred Question No. 4573, Lok Sabha, 8 January 2019).
- Only 2.9 per cent work has been completed so far, although 66.5 per cent projects are still in the implementation stage. Tenders are being issued for 18.3 per cent projects while detailed project reports (DPRs) are being approved for 12.2 per cent projects. (Unstarred Question No. 371, Rajya Sabha, 6 February 2018).

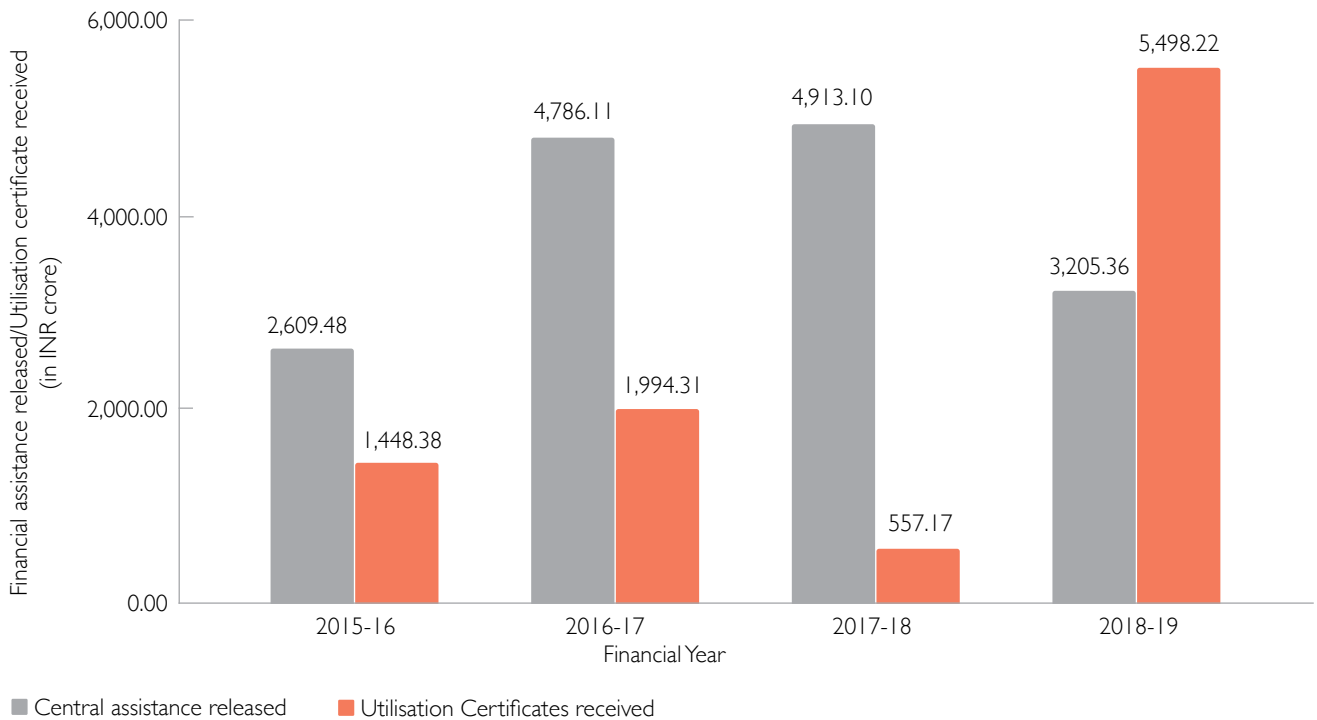
2.3 QUESTIONS RAISED

A total of 56 questions were raised in the Parliament regarding AMRUT. While majority questions inquired about the financial progress of the Mission, a few questions were raised on the issue of cleaning of the river Ganga. When asked if the Ministry of Housing and Urban Affairs has undertaken any impact assessment study of the Mission, the Ministry just responded, 'No sir'. Questions were also raised about the number of new water connections provided in slums in the country under the Mission. The Ministry replied that the details of water tap connections provided in slum areas are not maintained by them. The analysis of other answers is presented in the following sections.

2.4 FINANCIAL DETAILS

Under AMRUT individual projects are selected, appraised approved and implemented by the concerned States/UTs. The Centre only approves SAAPs and releases Central assistance as per Mission guidelines.

The Ministry has so far approved SAAPs for all States/UTs for the entire Mission period amounting to INR 77,640 crore, of which the Central share of INR 35,990 crore (46 per cent) has been allocated towards projects in all the states and UTs. So far, INR 15,514 crore or 43 per cent of the committed Central assistance has been released against projects (Unstarred Question No. 4573, Lok Sabha, 8 January 2019).

Graph 2.1 | Financial assistance released to the State/UTs and Utilisation Certificates received, year-wise

Source: Unstarred Question No. 1239, Lok Sabha, 18 December 2018

2.4.1 State-wise Analysis of Funds Released and Utilised

Of the total Central assistance approved, Uttar Pradesh received the maximum share (13.7 per cent), followed by Tamil Nadu (13.2 per cent), Maharashtra (9.8 per cent), Madhya Pradesh (7.2 per cent) and Karnataka (6.4 per cent).

However, in terms of total funds released, Madhya Pradesh received the maximum share (12.5 per cent), followed by Tamil Nadu (12.3 per cent), Maharashtra (8.7 per cent), Karnataka (8.4 per cent) and Uttar Pradesh (7.7 per cent). A comparison between the state-wise percentage share of total funds sanctioned versus released is given in Graph 2.2.

2.4.2 Utilisation Rate

Till 18 December 2018, the overall utilisation rate of the scheme was 58 per cent. The utilisation rate for the first two years (2015–2017) was almost 50 per cent, which dropped steeply in the succeeding

year (it was 11 per cent in 2017–18). However, the exponential rise in utilisation during 2018–19 improved the rate again. The year-wise percentage of utilisation is given in Graph 2.3.

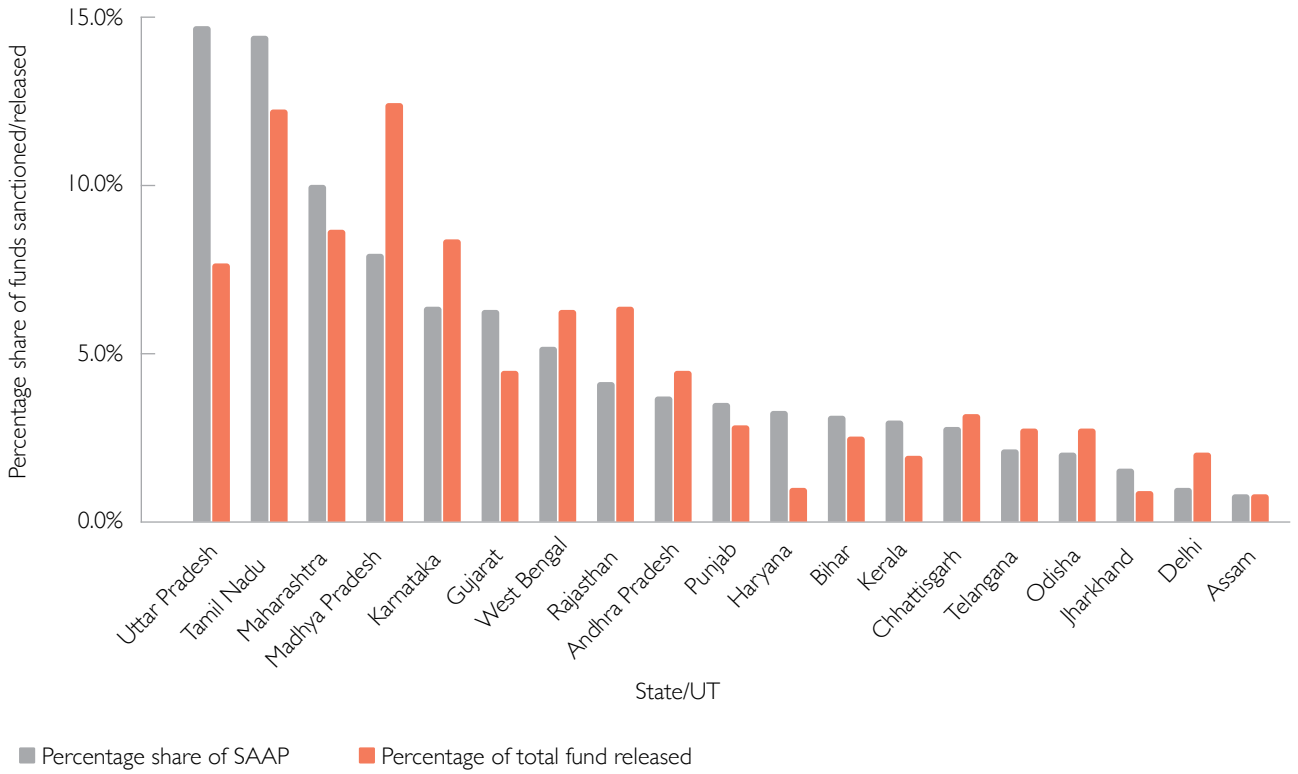
The states which did better in terms of funds utilised compared to funds released are Sikkim with a utilisation rate of 97.7 per cent, followed by Andhra Pradesh and Karnataka (83 per cent each), Chandigarh (81 per cent) and Odisha (80 per cent).

Large states such as Uttar Pradesh and West Bengal reported a utilisation rate of less than 40 per cent. The state-wise rates of utilisation of released funds is depicted in Graph 2.4.

2.4.3 Details of Second Instalment

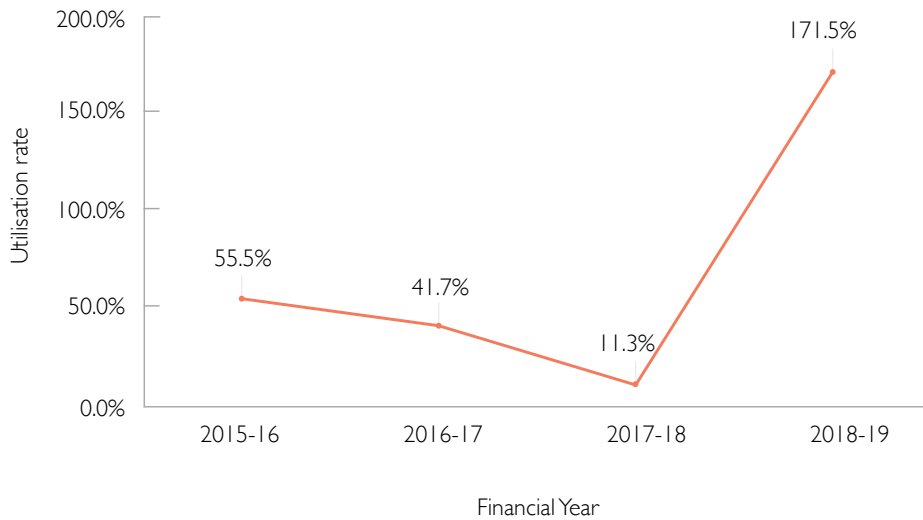
Under AMRUT, Central assistance is released in three instalments in the ratio 20:40:40. The first instalment is released immediately on approval of SAAP while the second and third instalments are

Graph 2.2 | Comparison between percentage share of total funds sanctioned versus released

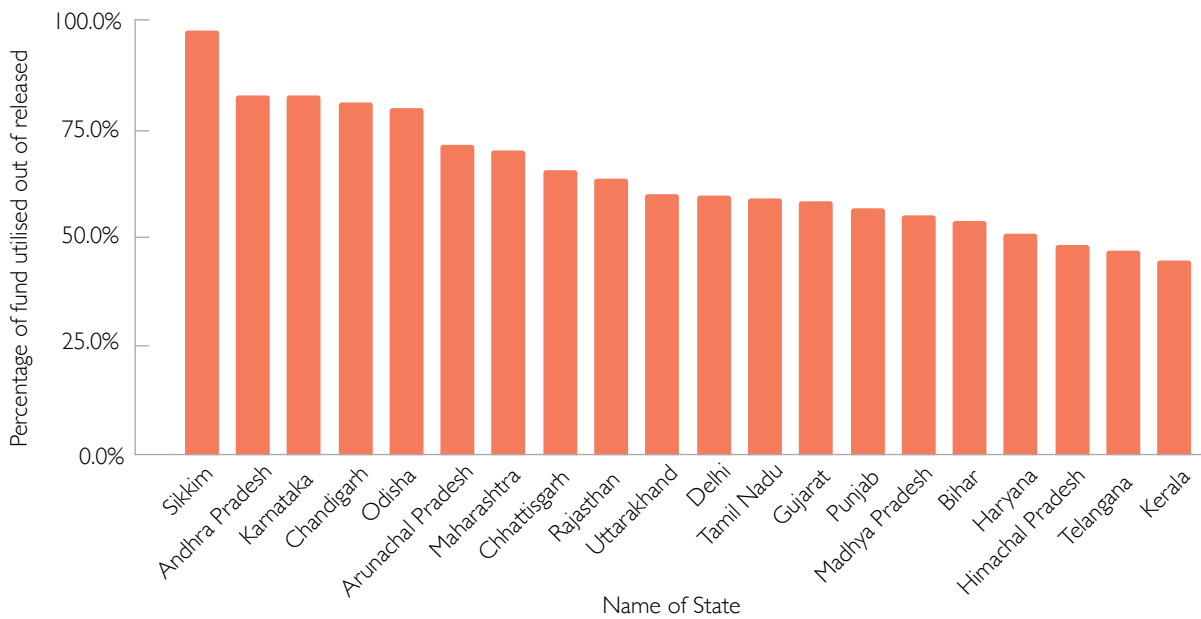


Source: Unstarred Question No. 4573, Lok Sabha, 8 January 2019

Graph 2.3 | Percentage of utilisation, year-wise



Source: Unstarred Question No. 4573, Lok Sabha, 8 January 2019

Graph 2.4 | Percentage of funds utilised out of funds released

Source: Unstarred Question No. 4573, Lok Sabha, 8 January 2019

Table 2.1 | List of States/UTs that have received second instalment of Central assistance

Sl. no.	States/UTs	Amount of second instalment of Central assistance released as on 4 January 2019 (in INR crore)
1.	Andhra Pradesh	408.37
2.	Bihar	136.97
3.	Chandigarh	16.13
4.	Chhattisgarh	205.95
5.	Gujarat	104.78
6.	Jammu & Kashmir	158.41
7.	Karnataka	678.11
8.	Madhya Pradesh	952.71
9.	Mizoram	49.20
10.	Odisha	234.75
11.	Rajasthan	419.12
12.	Tamil Nadu	735.43
13.	Telangana	135.48
14.	West Bengal	445.13
	Total	4,680.54

Source: Unstarred Question No. 4573, Lok Sabha, 8 January 2019

Table 2.2 | Component-wise distribution of funds

Central assistance released	Projects	A&OE	Reform incentives	GIS-based Master Plan	Eligible JNNURM projects	Total
Amount released (in INR crore)	11,827.94	493.46	1,358.97	87.74	3,143.69	16,911.80
Percentage share	70%	2.9%	8.0%	0.5%	18.6%	100%

Source: Unstarred Question No. 4573, Lok Sabha, 8

Table 2.3 | Details of ongoing work

Stage of implementation	Projects completed	Projects against which contracts awarded and work in progress	Projects against which Notice Inviting Tenders (NIT) issued	Projects against which DPRs approved and NITs to be issued	Total projects taken up
Amount	2,308	52,518	14,488	9,665	78,979*
Percentage of total SAAP	2.9%	66.5%	18.3%	12.2%	

Source: Unstarred Question No. 371, Rajya Sabha, 6 February 2018

*Against the total SAAPs of INR 77,640 crore, DPRs have been approved worth INR 78,980 crore (some States/UTs have taken projects in excess of the approved SAAP for which entire additional expenditure shall be borne by the respective States/UTs).

released after submission of Utilisation Certificates for 75 per cent or more of Central assistance released and the corresponding State share, along with the report of the Independent Review and Monitoring Agency and some other details.

Second instalments of Central assistance for projects have been released to only 14 states by 4 January 2019 (see Table 2.1)

2.4.4 Component-wise Analysis

Out of the total Central assistance released, 70 per cent funds have been for projects, 3 per cent for administrative and other expenses (A&OE), 8 per cent as reform incentive, 0.5 per cent for formulation of geographic information system (GIS)-based Master plans, and 19 per cent against eligible projects of the erstwhile Jawaharlal Nehru National Urban Renewal Mission (JNNURM) till 4 January 2019.

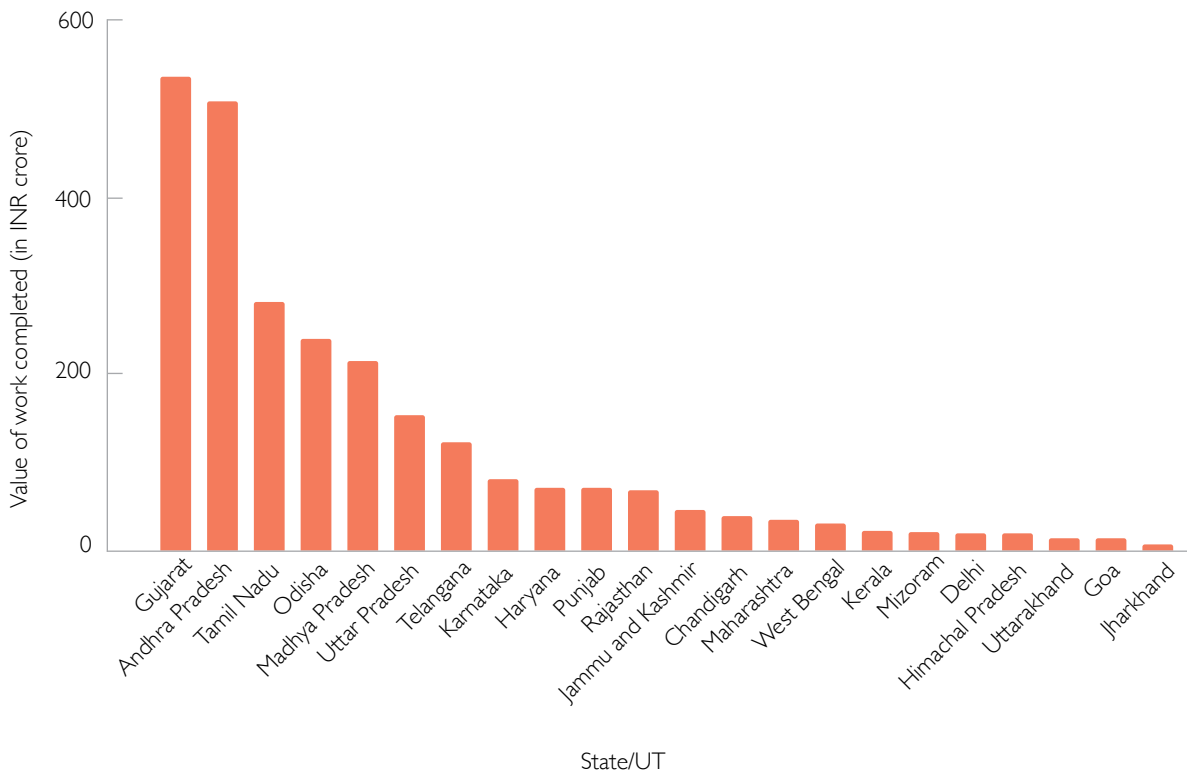
2.5 STATUS OF IMPLEMENTATION

As per the details provided, 5,345 projects worth INR 78,979* crore are at various stages of implementation. Work has been completed on 993 projects worth INR 2,308 crore which is only 2.9 per cent of the total SAAP size approved. Work is in progress for 3,140 projects worth INR 52,518 crore, and for 709 projects worth INR 14,488 crore tenders have been issued. The details of ongoing work at various stages of implementation is given in Table 2.3.

2.6 STATUS OF WORK COMPLETED

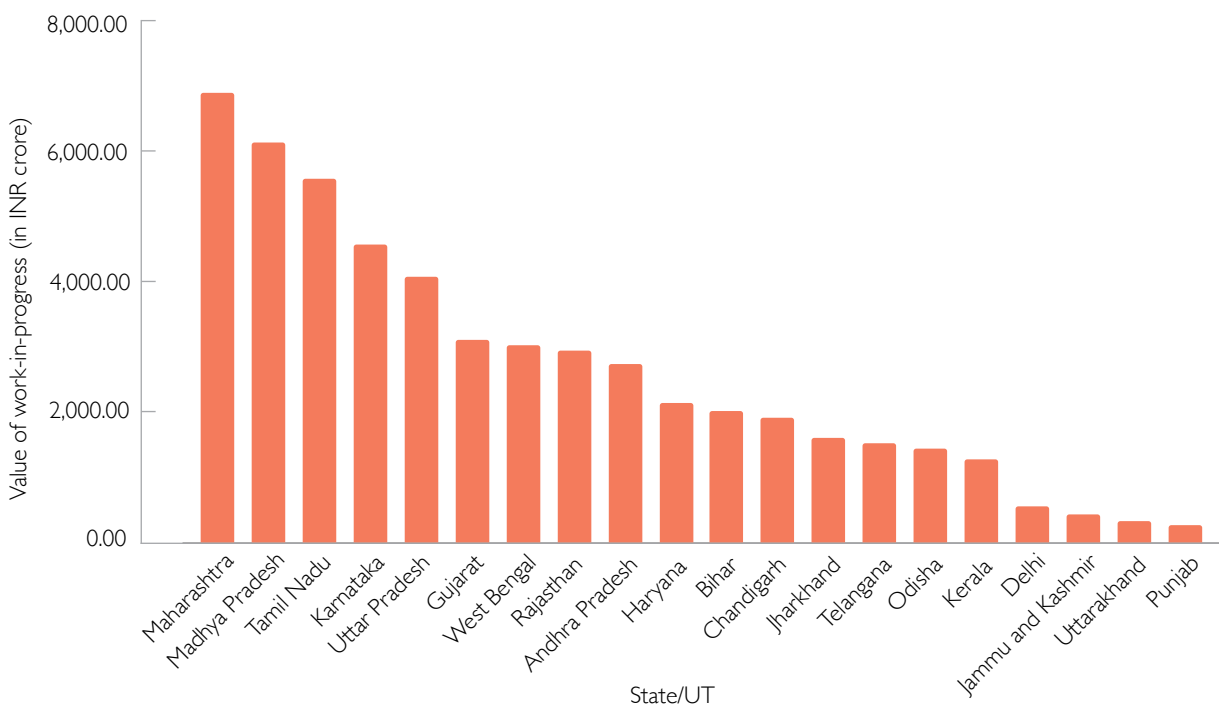
Project completion rate (in terms of value) is highest in Andhra Pradesh, followed by Gujarat, Tamil Nadu and Odisha. As evident in Table 2.3,

Graph 2.5 | Work completed in terms of the value of projects



Source: Unstarred Question No. 4573, Lok Sabha, 8 January 2019

Graph 2.6 | States in order of work-in-progress



Source: Unstarred Question No. 4573, Lok Sabha, 8 January 2019

almost two-third of the projects are in progress, although the Mission is ending in March 2020. Graphs 2.5 and 2.6 represent the value of projects where contracts have been awarded and work is in progress. No work was reported to be completed in Bihar, Assam, Meghalaya and Tripura so far.

2.7 OTHER COMPONENTS: SEPTAGE AND SEWAGE

2.7.1 Faecal Sludge Management

The Government of India has issued a National Policy on Faecal Sludge and Septage Management (FSSM) in February 2017 for urban areas. The key objective of the policy is to set the context, priorities, and direction for, and to facilitate, nationwide implementation of FSSM services in all urban local bodies (ULBs) such that safe and sustainable sanitation becomes a reality for every household, street, town and city. Among others, the key objectives of the National FSSM Policy are to:

- (i) Mainstream FSSM in urban areas by the end of 2019, and ensure that all benefits of wide access to safe sanitation accrue to all citizens across the sanitation value chain with containment, extraction, transportation, treatment, and disposal/re-use of all faecal sludge, septage and other liquid waste and their by-products and end-products.
- (ii) Suggest and identify ways and means, including the methods and resources, towards creation of an enabling environment for realising safe and sustainable FSSM in India.

So far, 19 States/UTs have formulated their policies either for waste water reuse or FSSM or both. Of these 19 States/UTs, 11 States/UTs namely Andhra Pradesh, Chhattisgarh, Jharkhand, Madhya Pradesh, Odisha, Punjab, Maharashtra, Telangana, Daman & Diu, Gujarat and Karnataka have notified their FSSM policies.

As a few questions inquired about Faecal Sludge Management (FSM), the Ministry informed that out of the approved SAAPs worth INR 77,640

LIMITATIONS IN WASTE MANAGEMENT

According to the data released in the report 'Inventorization of Sewage Treatment Plants, 2015' by the Central Pollution Control Board, the treatment capacity that is available is only for 37 per cent of the total 62,000 million litres per day of human waste that is generated in urban India (Rajya Sabha, 2018).

crore, 42 per cent funds have been allocated to the sewerage and septage management sector, including FSM. Of these, contracts for 455 projects worth INR 21,385 crore have been awarded, including 43 completed projects worth INR 5,215 crore and DPRs for 82 projects worth INR 4,513 crore have been approved (Unstarred Question No. 2444, Rajya Sabha, 3 January 2019).

2.7.2 Sewage Treatment Plants

In reply to questions inquiring about the status of implementation of sewage treatment plants, the Ministry mentioned that public health and sanitation is a State subject. However, the Government of India supplements the efforts of the States and ULBs in providing infrastructure for basic services such as sewerage infrastructure including sewage treatment plants in urban areas through its various flagship Missions.

So far, four sewage treatment plants (two in Gujarat, one in Madhya Pradesh and one in Rajasthan) have been completed and 155.50 million litres per day treatment capacity has been added under the AMRUT Mission. Currently, sewage treatment plants are under construction, of which 58 are in Madhya Pradesh, 47 in Rajasthan, 31 in Gujarat, 30 in Maharashtra, 22 in Andhra Pradesh, two in Uttar Pradesh, and one each in West Bengal and Nagaland (Unstarred Question No. 1198, Lok Sabha, 18 December 2018).

2.8 CONCLUSION

Even after ushering in reforms such as cooperative federalism, which gives greater autonomy to the states with respect to screening and implementation

of projects, the states were not able to display high levels of achievement. This indicates that there are many factors for the delays. Even though the scheme is coming to an end, only 2.9 per cent of the total work approved could be finished by December 2018.

More efforts should have been made for universalisation of basic services such as water, sanitation, drainage and urban transport for all slums, which had the potential to improve health and productivity of children and adults and uphold the dignity of women. When questions were asked about the total water connections in slums in particular, the Ministry mentioned the total connections provided without addressing the specificity of the question. This indicates that the Ministry may not be segregating data for the urban poor, particularly those in slums.

Although the percentage of waste being processed has increased under the scheme, big cities, especially metro cities, treat the least percentage of the waste they produce. As cities are growing rapidly, efforts should be made to scientifically treat 100 per cent waste, else urban areas will become hazardous with frequent outbreak of diseases.

Additionally, there has hardly been any community participation in the planning or implementation of these projects. In most cities, there are no institutional mechanisms to ensure participation of the communities. Therefore, implementation of the scheme should ensure reaching out to the last citizen who is in need of the scheme the most, prioritising communities who have been deprived of basic amenities for decades and improving their stake through participation, thereby strengthening the provision of the 74th Constitutional Amendment Act.

SWACHH BHARAT MISSION (URBAN)

3.1 INTRODUCTION

The Government of India launched the Swachh Bharat Mission (SBM) for urban areas on 2 October 2014. The scheme aims at providing universal sanitation coverage by providing funds for constructing toilets (individual and public), promoting solid waste management (SWM) and creating awareness about better health and sanitation. It is being implemented in the country through State Governments and Union Territory (UT) administrations in all urban local bodies (ULBs), including metropolitan cities (MoHUA SBM, n. d.).

Since its launch, the scheme has been among the popular schemes of the present National Democratic Alliance (NDA) government. However, it was also criticised for data being tampered to show high performance in the Comptroller and Auditor General of India report and also by civil society from time to time. (Ahmed, 2018). The data provided by the Ministry reveals that SBM has been one of the top performing schemes of the government.

3.2 KEY SCHEME HIGHLIGHTS

- The scheme has a total financial outlay of INR 62,009 crore, of which the Central government's share is estimated to be INR 14,623 crore or 24 per cent (Press Information Bureau, 2014).
- Under the Mission, maximum funds are dedicated towards construction of toilets.

Until 30 December 2018, INR 4,819 crore was allocated for construction of individual household latrines (IHHLs) and community/public toilets (CT/PT) of which INR 2,864.87 crore (59 per cent) was released and INR 2,177 crore was utilised (which is 45 per cent of the total amount allocated and 76 per cent of the amount released). The release of funds for Information, Education and Communication (IEC) remained low (Unstarred Question No. 2606, Rajya Sabha, 4 January 2019).

- Against the target of 66.42 lakh IHHLs, 53.65 lakh have been constructed and against the target of 50.76 lakh CTs/PTs, 4.45 lakh have been constructed, an overall completion rate of 81 per cent (Unstarred Question No. 4389, Lok Sabha, 8 January 2019).
- Out of the total of 4,378 urban cities, 4,123 have been declared Open Defecation Free (ODF) up to 30 July 2018. SBM(U) has another objective of 100 per cent scientific management of municipal solid waste and 46 per cent waste is currently being processed in the country (Unstarred Question No. 1166, Rajya Sabha, 20 December 2018).
- 19 states process less than 20 per cent waste generated. Only seven states process more than 50 per cent waste generated. These include Telangana, Sikkim, Goa, Chhatisgarh, Meghalaya, Tripura and Delhi (Unstarred Question No. 5783, Lok Sabha, 3 April 2018).

3.3 QUESTIONS RAISED

Even in Parliament, SBM was among the most talked urban schemes as 48 questions were raised, especially regarding physical progress, although there was an increasing focus on SWM this year compared to the previous years. While some questions were answered, others were ignored. For example, MP Mahesh Poddar asked, 'whether practice of open unregulated combustion at waste collection sites is still prevalent'. Another point raised in the same question inquired if 'Solid Waste Management Rules, 2016 have been effective in improving the treatment of solid wastes'. The Ministry in its reply just mentioned Solid Waste Management Rules 2016 without giving any factual data. This raises concerns about the very purpose of the replies filed by the Ministry. This year, questions regarding manual scavengers were also raised. This chapter provides details about the physical and financial progress of the scheme according to the data provided by the Ministry in the Parliament.

3.4 FINANCIAL DETAILS

At the launch of the Mission, the focus was on the construction of toilets but after 2016 a shift towards promoting SWM was noticed, as evident by an exponential rise in funds released for it. According to the data (as on 9 August 2018), the fund shares for construction of toilets and SWM is the same at 43 per cent each. The percentage share of other two components IEC and Capacity Building (CB) combined is 14 per cent. This is illustrated in Table 3.1.

3.4.1 State-wise Funds Allocated for Individual Household Toilets and Community/Public Toilets

State-wise shares of total allocations for the Mission period (2014–2019) are determined based on the number of statutory towns, their respective populations, and open defecation rates.

Till 8 January 2019, a total of INR 4,820 crore was allocated for construction of toilets but only 58 per cent was released. Of the funds released,

76 per cent was utilised (Unstarred Question No. 4389, Lok Sabha, 8 January 2019).

Five states which received highest allocation of funds from the Central government are Uttar Pradesh (11.5 per cent), Tamil Nadu (9 per cent), Maharashtra (8.7 per cent), Karnataka (8.3 per cent) and Madhya Pradesh (7.4 per cent). These five states make up for almost 50 per cent of the funds allocated under the Scheme for toilet construction (Ibid.).

However, variations were observed in terms of funds released. Five states which received the maximum funds are Uttar Pradesh (14.9 per cent), Madhya Pradesh (11.1 per cent) Tamil Nadu (9.1 per cent), Maharashtra (7.8 per cent) and Rajasthan (6.8 per cent) (Ibid.).

A comparison between percentage share of funds allocated and funds received (state-wise) is depicted in Graph 3.1. It is evident that there is disparity between funds allocated and received. For instance, Madhya Pradesh's share stood at 7.4 per cent of total allocation. It had received 11.1 per cent total releases till 8 January 2019. On the other hand, while fund shares for Karnataka and West Bengal were 8 per cent and 7 per cent respectively, these states had received around 5 per cent of the total releases, respectively (Ibid.).

3.4.2 Details of Central Assistance Released: State-wise and Component-wise Analysis

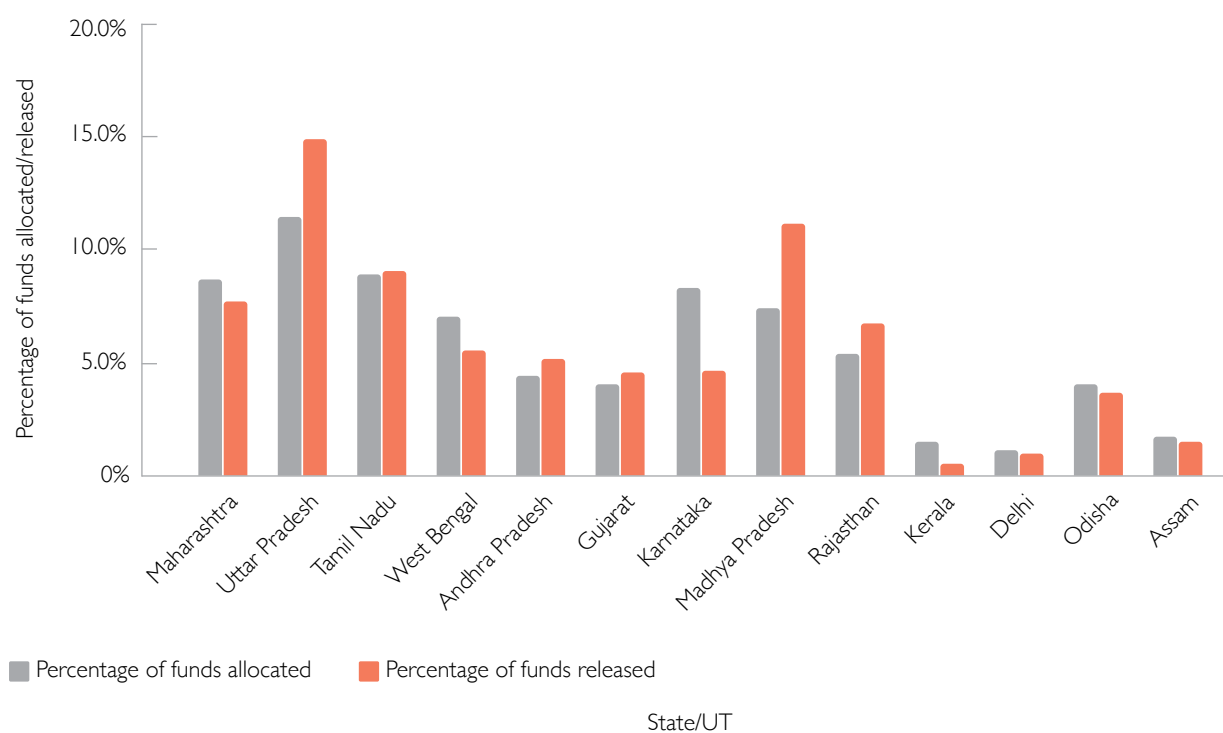
In terms of funds received in comparison to the allocated state's share, Uttarakhand received the maximum percentage (93 per cent) of its allocated share, followed by Chhattisgarh (87 per cent) and Madhya Pradesh (86 per cent). These are also coincidentally the states where legislative assembly elections were held in 2017–2018. The other states which received comparatively high percentage of their allocated share are Uttar Pradesh (74 per cent) and Rajasthan (72 per cent) (Unstarred Question No. 4389, Lok Sabha, 8 January 2019).

In contrast, releases were low in Kerala, Karnataka, and Himachal Pradesh. All three states received less than 30 per cent of their Mission allocations.

Table 3.1 | Details of fund share of SBM components

Year/Category	Project fund (in INR crore)					Total
	IHHL	CT/PT	SWM	IEC	CB	
2015–16	694.68	35.04	286.46	79.16	13.1	1,108.45
2016–17	699.11	157.6	916.7	307.59	56.39	2,137.38
2017–18	531.84	225.97	1,302.6	345.51	136.38	2,542.3
Total	1,925.63	418.61	2,505.76	732.26	205.87	5,788.13

Source: Unstarred Question No. 2606, Rajya Sabha, 4 January 2019

Graph 3.1 | Percentage of allocated and released funds, state-wise

Source: Unstarred Question No. 4389, Lok Sabha, 8 January 2019

Releases were also low in north eastern states such as Sikkim at 8.9 per cent, Tripura at 8.8 per cent and Mizoram at 5.5 per cent, respectively (Ibid.).

26 states and UTs had not been released any funds for the financial year (2018–19), till January 2019. These include: Gujarat, Delhi, Haryana, Jharkhand, Kerala, Madhya Pradesh, Rajasthan, West Bengal, Sikkim etc. (Ibid.).

3.4.3 Year-Wise Comparison

Maximum amount of funds for construction of toilets was released in 2016–17 with a sharp rise in funds for CT/PT. However, the funds dipped in the consecutive years. Of the total funds released, 76 per cent was utilised. The year-wise details of the funds released and utilised for construction of toilets is given in Table 3.2

Table 3.2 | Funds released and utilised (in INR crore) for construction of toilets, year-wise

Year	IHHL		CT/PT		Total released	Total utilised	Percentage utilised
	Released	Utilised	Released	Utilised			
2015–16	694.46	682.32	35.04	34.88	729.5	717.2	98.3%
2016–17	699.11	622.39	157.6	148.03	856.71	770.42	89.9%
2017–18	531.84	452.43	225.97	192.72	757.81	645.15	85.1%
2018–19 (up to 31.12.2018)	427.16	36.35	93.69	8.78	520.85	45.13	8.7%
Total	2,352.57	1,793.49	512.3	384.41	2,864.87	2,177.9	76.0%

Source: Unstarred Question No. 4389, Lok Sabha, 8 January 2019

3.5 PHYSICAL PROGRESS: NUMBER OF TOILETS CONSTRUCTED

3.5.1 Individual Household Latrines Constructed

At the onset, the target set for construction of IHHL was 1.04 crore, which was subsequently revised based on assessment by states of current demand for toilets. Target reduction has been the highest in case of Karnataka (61 per cent) followed by Tamil Nadu (57 per cent), Andhra Pradesh (52 per cent), Haryana (49 per cent), Kerala (48 per cent), West Bengal (35 per cent), and Uttar Pradesh, Madhya Pradesh, Bihar, Rajasthan and Maharashtra (30 per cent each) (Deshpande, 2018).

The overall IHHL target is now at 66.4 lakh. This comes to nearly 36 per cent less than the initial estimate when the Mission was launched. The total number of IHHL constructed in the country stands at 53.65 lakh, which is 80.79 per cent of the revised target (MoHUA SBM, n. d.).

By January 2019, six states and UTs including Chandigarh, Gujarat, Jharkhand, Andhra Pradesh, Maharashtra and Daman & Diu had over achieved their set targets. In contrast, completion rates were lower than 30 per cent in eight states and UTs including Assam (22 per cent), Himachal Pradesh (17 per cent), Goa (16 per cent) and north-eastern states like Manipur (28 per cent), Meghalaya (21 per cent), Mizoram (18 per cent) and Tripura (1 per cent)

(Unstarred Question No. 1166, Rajya Sabha, 20 December 2018).

A significant shift was noticed in Uttar Pradesh, as in the year 2018 the state's share of toilets constructed increased from 6 per cent to 12 per cent compared to the previous year (Unstarred Question No. 1786, Lok Sabha, 6 March 2018, and Unstarred Question No. 4389, Lok Sabha, 8 January 2019).

Among all states and UTs, the national capital of Delhi performed most poorly with a success rate of 0.4 per cent.

In terms of numbers, maximum number of toilets were constructed in Maharashtra, Uttar Pradesh, Gujarat, Madhya Pradesh and Tamil Nadu. These five states together account for 53 per cent of the total toilets constructed in the country (Unstarred Question No. 4389, Lok Sabha, 8 January 2019).

3.5.2 Community and Public Toilets (CT/PTs) Constructed

Targets for CT/PTs are based on the number of seats and not blocks. At the start of the Mission, SBM(U) set a target of constructing 5,07,587 CT/PTs by 2019. As of January 2019, a total of 88 per cent CT/PTs had been completed.

Construction of CT/PTs is concentrated in a few states. Maharashtra alone accounts for

24 per cent of total CTs/PTs constructed across the country. Tamil Nadu (19 per cent), Uttar Pradesh (9 per cent), Karnataka and Madhya Pradesh (6 per cent each), and Chhattisgarh (5 per cent) are the other states with high construction achievements. Together, these six states account for 50 per cent of all CT/PT constructions

Madhya Pradesh (12 per cent), Uttar Pradesh (7 per cent), Tamil Nadu (6 per cent), and Gujarat (6 per cent) are the other states with high construction achievements. Together, these five states account for two-thirds (66 per cent) of all CT/PT constructions (Unstarred Question No. 4389, Lok Sabha, 8 January 2019).

3.6 WASTE MANAGEMENT

3.6.1 Waste Generation and Processing

It was reported that the country produces 1,43,558 tonnes waste per day (Unstarred Question No. 5783, Lok Sabha, 3 April 2018). 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

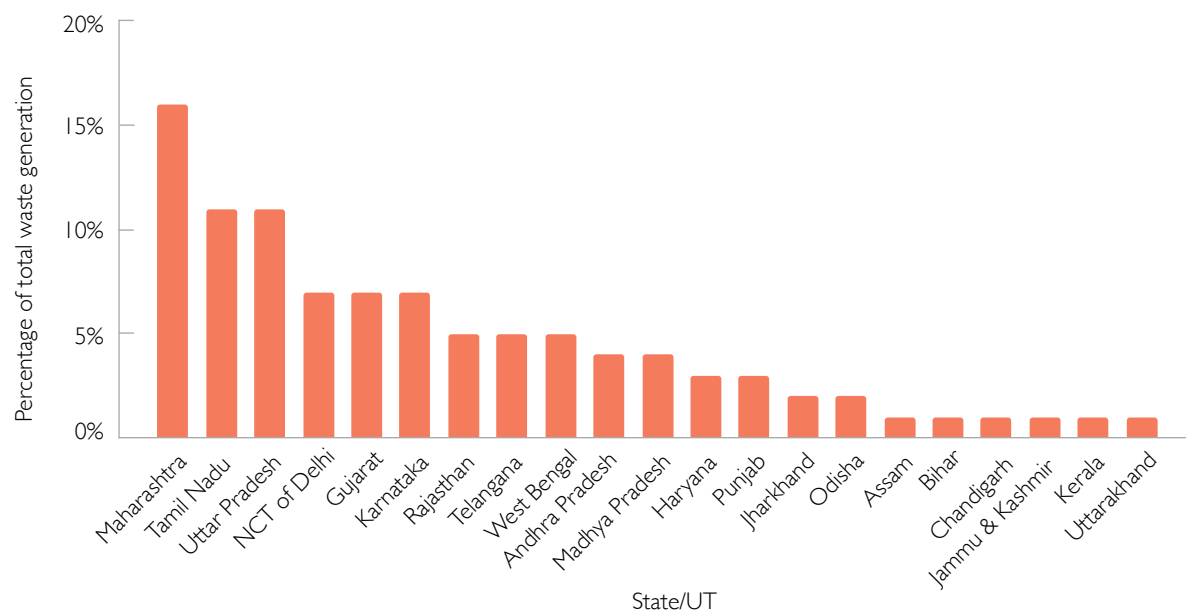
(16 per cent) followed by Uttar Pradesh and Tamil Nadu with a share of 11 per cent each. The only exception is Kerala which stands as the tenth largest state with respect to its urban population but generates only 1 per cent of the country's waste.

82 per cent of total waste generated is produced by 11 states, namely Andhra Pradesh, National Capital Territory of Delhi, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan, Tamil Nadu, Telangana, Uttar Pradesh, and West Bengal (see Table 3.2).

As on 3 January 2019, 46 per cent municipal solid waste is processed, which was only 19 per cent in 2014. Some of the reasons for the solid waste not being treated includes behaviour change, lack of capacity of ULBs in terms of manpower, capital, equipment and issues of land availability (Unstarred Question No. 2432, Rajya Sabha, 3 January 2019).

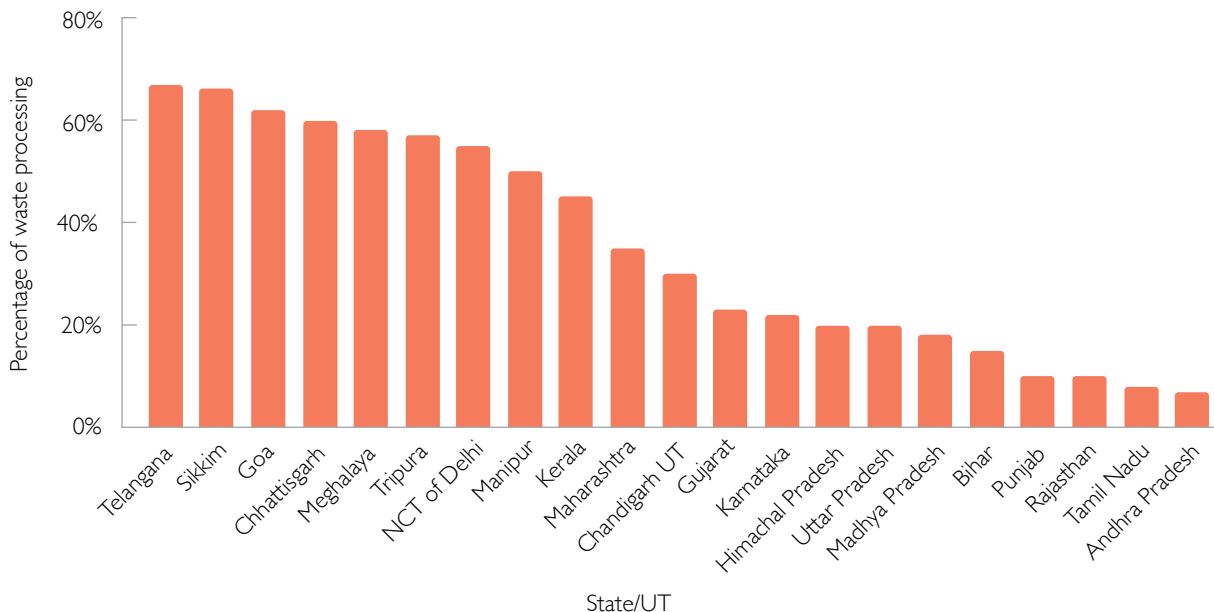
With respect to treating waste, it was found that smaller states are performing better than the bigger states with respect to processing the waste generated. The most efficient state in processing waste is Telangana as 67 per cent waste is being processed. Smaller states like Chhattisgarh and Goa process

Graph 3.2 | Percentage waste produced in State/UTs



Source: Unstarred Question No. 5783, Lok Sabha, 3 April 2018

Graph 3.3 | Status of waste processed, state-wise



Source: Unstarred Question. No 1611, Lok Sabha, 6 March 2018

Table 3.3 | Status of implementation of Solid Waste Management Rules, 2016

	Total number of wards	Wards with 100% door-to-door collection by Oct '18	Wards with 100% source segregation by Oct '18	Total waste processing percentage by Oct '18
Total/ Average	84,191	70,273	44,074	40%

Source: Unstarred Question No. 361, Rajya Sabha , 13 December 2018

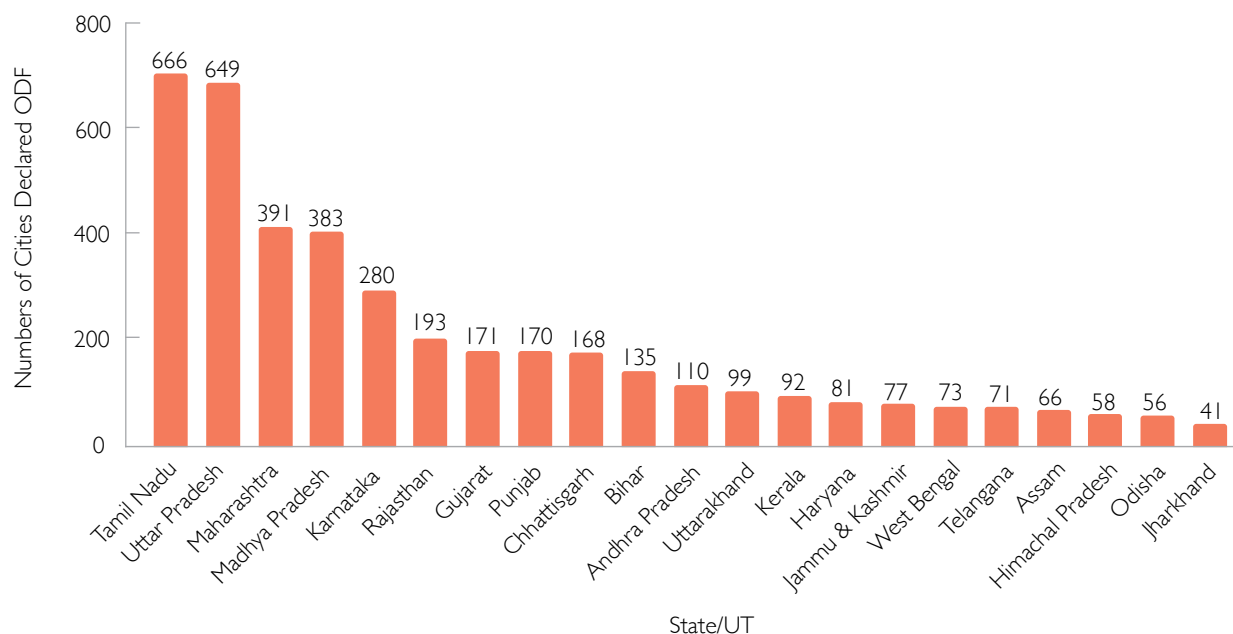
60 per cent of the waste generated. Following these are north-eastern states of Sikkim, Tripura, Meghalaya and Manipur where more than 50 per cent waste generated is being processed. Relatively larger states like Maharashtra, Uttar Pradesh, Tamil Nadu, West Bengal and Andhra Pradesh are performing poorly in this index (see Graph 3.3).

3.6.2 Interventions from the Government

Under the Mission, various steps have been taken for waste management including policy intervention, conducting Swachh Survekshan and star rating for garbage free cities, continuous monitoring, periodical reviews, issuance of various technical advisories and guidelines, IEC activities, training programmes and

workshops, etc. Further, the Government of India provides additional Central assistance of 35 per cent of the total project cost to all statutory cities/towns as per the guidelines of SBM(U) for SWM (Unstarred Question. No 363, Rajya Sabha, 13 December 2018).

Between 2014 and 2019, SBM(U) aims to achieve 100 per cent door-to-door waste collection. By 30 November 2018, door-to-door collection of solid waste was in place in 72,503 municipal wards out of 84,229 wards, a target of 86 per cent achieved. The status of implementation of Solid Waste Management Rules, 2016 under SBM(U) is shown in Table 3.3.

Graph 3.4 | ODF Cities, state-wise

Source: Unstarred Question No. 1166, Rajya Sabha, 20 December 2018

3.6.3 Achieving Open Defecation Free Status

Out of the total 4,378 urban cities, 4,123 have already been declared ODF in the country. Maximum cities were declared in Tamil Nadu followed by Uttar Pradesh, Maharashtra, Madhya Pradesh, Karnataka and Rajasthan. State-wise details of the number of cities declared ODF is depicted in Graph 3.4.

3.7 MANUAL SCAVENGING

In the winter session, a question regarding the survey to ascertain the number of manual scavengers in the country was raised by Rajya Sabha Member of Parliament (MP) Naresh Gujral. The Ministry replied that Section 5 of the Prohibition of Employment as Manual Scavengers and their Rehabilitation Act, 2013 (MS Act, 2013) provides for conducting a survey to identify manual scavengers. So far, 13 states have reported identification of 14,190 manual scavengers since

6 December, 2013 (the date of coming into force of Manual Scavenging Act, 2013) till 31 December 2018. In addition, a National Survey has also been undertaken at the behest of NITI Aayog by the Ministry of Social Justice and Empowerment in 163 districts of 17 states. Under this survey 25,276 manual scavengers have been identified till 31 December 2018. Thus a total of 39,466 manual scavengers have been identified since 6 December 2013 till 31 December 2018 (Unstarred Question No. 2546, Rajya Sabha, 3 January 2019).

Another part of the same question asked 'the details of deaths of manual scavengers during work'. The Ministry responded that there has been no report of death of manual scavengers. However, there have been reports regarding death of persons while cleaning sewers/septic tanks. State-wise details of such cases and compensation paid to the family members of the victims as reported by the states/UTs are presented in Table 3.5.

Table 3.4 | Details of manual scavengers state-wise as on 31 December 2018

S.No.	States	Number of manual scavengers identified under MS Act, 2013	Number of manual scavengers reported identified by states under national survey	Total number of manual scavengers in both surveys
1	Andhra Pradesh	78	1,982	2,060
2	Assam	154	542	696
3	Bihar	137	Not covered under national survey	137
4	Chhattisgarh	3	Not covered under national survey	3
5	Gujarat	Not reported	108	108
6	Jharkhand	Not reported	201	201
7	Karnataka	732	1,744	2,476
8	Kerala	Not reported	600	600
9	Madhya Pradesh	36	1,447	1,483
10	Maharashtra	Not reported	5,638	5,638
11	Odisha	237	Not covered under national survey	237
12	Punjab	91	142	233
13	Rajasthan	338	2,590	2,928
14	Tamil Nadu	363	62	425
15	Uttar Pradesh	11,780	7,052	18,832
16	Uttarakhand	137	2,531	2,668
17	West Bengal	104	637	741
	Total	14,190	25,276	39,466

Source: Unstarred Question No. 2546, Rajya Sabha, 3 January 2019

Table 3.5 | Cases of death of persons in sewers/septic tanks reported by states/UTs till 30 November 2018

S.No.	State	Number of cases identified/reported	Compensation paid	
			Full compensation of INR 10 lakh each	Partial compensation
1	Tamil Nadu	144	141	0
2	Telangana	2	2	0
3	Punjab	32	32	0
4	Karnataka	62	16	8
5	Haryana	5	3	0
6	Kerala	12	0	2
7	Rajasthan	7	3	2
8	Uttar Pradesh	52	1	35
9	Delhi	15	12	0
	Total	3,31,331	21,010	47

Source: Unstarred Question No. 2546, Rajya Sabha, 3 January 2019

Table 3.6 | Details of total allocation, funds released and utilisation under IEC component of SBM(U)

Allocation (in INR crore)	Released (in INR crore)	Utilization Certificate received	Percentage released to allocated	Percentage utilised to released	Percentage utilised to allocated
1,462.38	641.13	432.34	44%	67%	30%

Source: Unstarred Question No. 4389, Lok Sabha, 8 January 2019

3.8 FOCUS ON IEC

Till 8 January 2019, out of the allocated amount for IEC, only 44 per cent was released, and 67 per cent of the released amount was utilised (although out of total allocation this is only 30 per cent) (see Table 3.6).

Percentage share of funds received were mostly in parity with funds allocated, except in the case of Maharashtra which was allocated 10 per cent of total allocations but received only 5 per cent of this amount. On the contrary, Chhattisgarh was allotted 3 per cent of total funds but received 6 per cent of total funds received.

Four states have utilised 100 per cent of the funds released. These include Andhra Pradesh, Manipur, Odisha and Puducherry. Other states which recorded high utilisation rates are Chandigarh, Rajasthan and Jharkhand.

Least performing states in terms of utilisation rates are Uttarakhand, Tripura, West Bengal and Karnataka (Unstarred Question No. 4389, Lok Sabha, 8 January 2019).

3.9 CONCLUSION

Although SBM(U) has claimed to have achieved a lot, it has always been mired in controversy. According to a news report in the Indian Express, ‘a year after the Gujarat government declared that the state has become open defecation-free (ODF), the Comptroller and Auditor General of India in its latest report has dismissed the claim, saying “it does not appear to be correct”’.

‘The audit observed that the administration had declared all the districts as ODF on achieving the targets set out in the baseline survey conducted in 2012 ... However, this list was not updated after 2012 and therefore, a number of households did not have any access to toilets and they remained uncovered’, said the report. Similar stories were reported from other parts of the country, where toilets were constructed but remained unused due to unavailability of water (Ahmed, 2018).

A report by IndiaSpend reported that eventually the target for toilet construction was reduced to from 1 crore to 66 lakh. By this point, however, a few states had already claimed construction numbers based on initial targets. As a result, between November 2016 and November 2017, a total of 2,08,781 urban household toilets across seven states and UTs vanished from the management information system (Deshpande, 2018).

Another report in The Wire reported that before the Swachh Bharat Sarvekshan arrived in Indore, *bastis* where toilets could not be constructed were demolished, in order to achieve high ranking. It was also reported that due to the involvement of private companies in door-door collection of garbage, many informal workers who were traditionally involved in the occupation of collecting and segregating garbage lost their jobs (Shantha, 2017).

These reports create doubts about the veracity of the facts associated with the results of the scheme and the improvement it has brought to uplift the overall sanitation status of the country.

SMART CITIES MISSION

4.1 INTRODUCTION

The Smart Cities Mission (SCM) was launched on 25 June 2015. The objective of the Mission is to promote cities with core infrastructure which offer a decent quality of life to its citizens, a clean and sustainable environment and have the potential to apply 'smart solutions'.

The Mission has adopted a two-pronged strategy, namely—Area Based Development, wherein certain areas are taken up for development, and Pan City Solutions wherein cities implement at least one or more smart solutions in areas of priority for the entire city.

The Mission is being implemented by a Special Purpose Vehicle (SPV), a limited company incorporated under the Companies' Act, 2013, in which the State/Union Territory (UT) Government and the urban local body (ULB) are the promoters having 50:50 equity shareholding. As on 4 January 2019, all 100 cities have incorporated SPVs, 97 of them have procured project management consultants and all have constituted city level advisory fora (MoHUA SCM, n.d.).

4.2 KEY SCHEME HIGHLIGHTS

- The Central Government committed to give financial support to the extent of INR 48,000 crore over five years, on average of INR 500 crore per city. An equal amount, on a matching basis, is to be contributed by the State/ULB. As on 30 November 2018, INR 14,860 crore or 31 per cent has been released to State Governments/UTs under the Mission, of which INR 3,552 crore or 24 per cent has been utilised. If one compares the amount utilised to the total financial outlay of the scheme, it is only 7 per cent. Majority projects are either at the tendering stage or under implementation.
- The pace of implementation of smart city projects has picked up significantly during the last one year. There has been a 290 per cent increase in projects tendered, 332 per cent increase in projects grounded/completed and 479 per cent increase in projects completed since October 2017 (Unstarred Question No. 2451, Rajya Sabha, 3 January 2019).

Table 4.1 | Overall development of SCM

Particulars	Amount (in INR crores)
Total funds released	6,587.05
Total expenditure incurred	3,552
Total tendered projects	90,930
Projects under implementation/completed	51,865

Source: Unstarred Question No. 2451, Rajya Sabha, 3 January 2019

Table 4.2 | Number of cities selected under SCM

Year	No. of smart cities selected
2016	60
2017	30
2018	10
Total	100

Source: Unstarred Question No. 2451, Rajya Sabha, 3 January 2019

4.3 QUESTIONS RAISED

A total of 85 questions were raised regarding SCM in the Parliament this year. Majority questions inquired about the allocation and utilisation of funds under the Mission, but it was quite startling to see that even after four years of the announcement of the scheme Members of Parliament (MPs) inquired about basic information like ‘the criteria for selection of cities’. Two MPs (Sanjay Singh and Vandana Chavan) inquired about the details of contracts/memorandum of understanding (MoUs) signed with foreign entities and private companies for completing projects under the SCM. The Ministry outrightly rejected the question and just replied ‘No Sir’. The MP Sanjay Singh also asked if the facts in the 25th report of the Standing Committee on Urban Development were true. The Ministry replied that this report has not been made available to them. A few questions were not answered. For example, when asked about the *Financial Viability* Report under the Mission, the answer only provided details of funds released, projects tendered and work underway.

Since majority of the projects are based on area based development, questions were not raised about other aspects like the area and population to be benefitted, the provision of providing basic services, the benefits for the urban poor in the smart city proposals. The details of the questions raised in the Parliament regarding SCM are discussed in the next sections.

4.4 PROGRESS OF THE SCHEME

The process of selection of smart cities followed a challenge (competition) process consisting of two stages. Stage I was the intra-state competition, conducted by the State Governments on four broad criteria: (i) existing service levels, (ii) institutional systems/capacities, (iii) self-financing and (iv) past track record and reforms. Based on the results of the competition, 100 cities have been selected under the SCM in various years as given in Table 4.2.

At the time of announcement of the Scheme it was considered that all the projects would be completed within a span of five years, from 2015 till 2020. However, this timeline was revised depending on the year of selection of cities. The new timeline has been extended till 2023 and the revised timeline for completion of projects is given below:

Round 1 cities: 2020–21

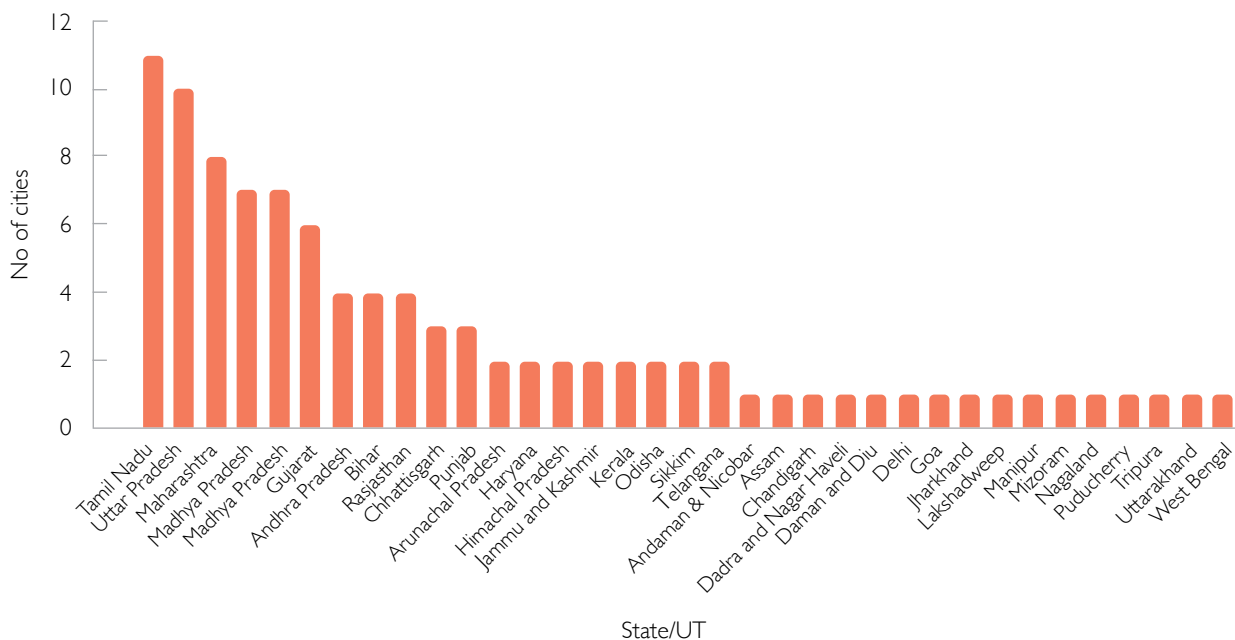
Round 2 cities: 2021–22

Round 3 cities: 2021–22

Round 4 cities: 2022–23

Among the total cities selected, maximum were from Tamil Nadu (11) followed by Uttar Pradesh (10), Maharashtra (8), Madhya Pradesh and Karnataka (7) each and Gujarat (6). These six states constitute almost 50 per cent of the total number of smart cities. The state-wise distribution of smart cities is given in Graph 4.1.

Graph 4.1 | Distribution of smart cities, state/UT wise



Source: Unstarred Question No. 2451, Rajya Sabha, 3 January 2019

4.5 FINANCIAL DETAILS

This section presents the state-wise analysis of funds at three stages:

- Total funds released
- Total funds utilised
- Total value of projects under implementation/ completed

4.5.1 State-wise Details of Funds Released by the Central Government

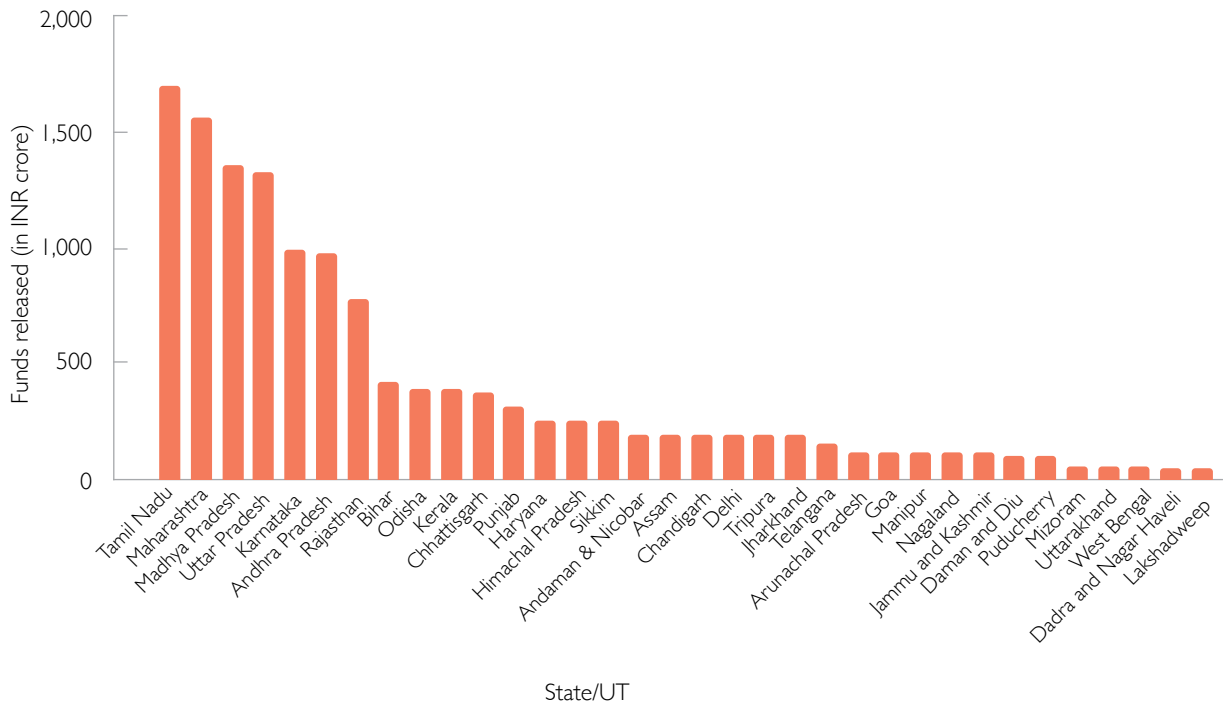
5,151 projects at an estimated cost of INR 2,05,018 crore have been proposed by cities in their smart city proposals. These projects are executed through convergence of resources from Central/State Government/Local Body as well as externally funded schemes/projects. It also envisages around 20 per cent funding through public private partnerships. Till the end of 2018, INR 14,680 crore has been released by the Central Government, which is 7 per cent of the total estimated cost of all the projects and 31 per cent of the total contribution of the Central Government promised under the Scheme.

Since funds were released city-wise, states with high number of cities received more funds compared to others. Out of the funds released, maximum funds were released in Tamil Nadu followed by Maharashtra, Madhya Pradesh, Uttar Pradesh and Gujarat. The state-wise details of the funds released are depicted in Graph 4.2.

4.5.2 State-wise Details of Expenses Incurred

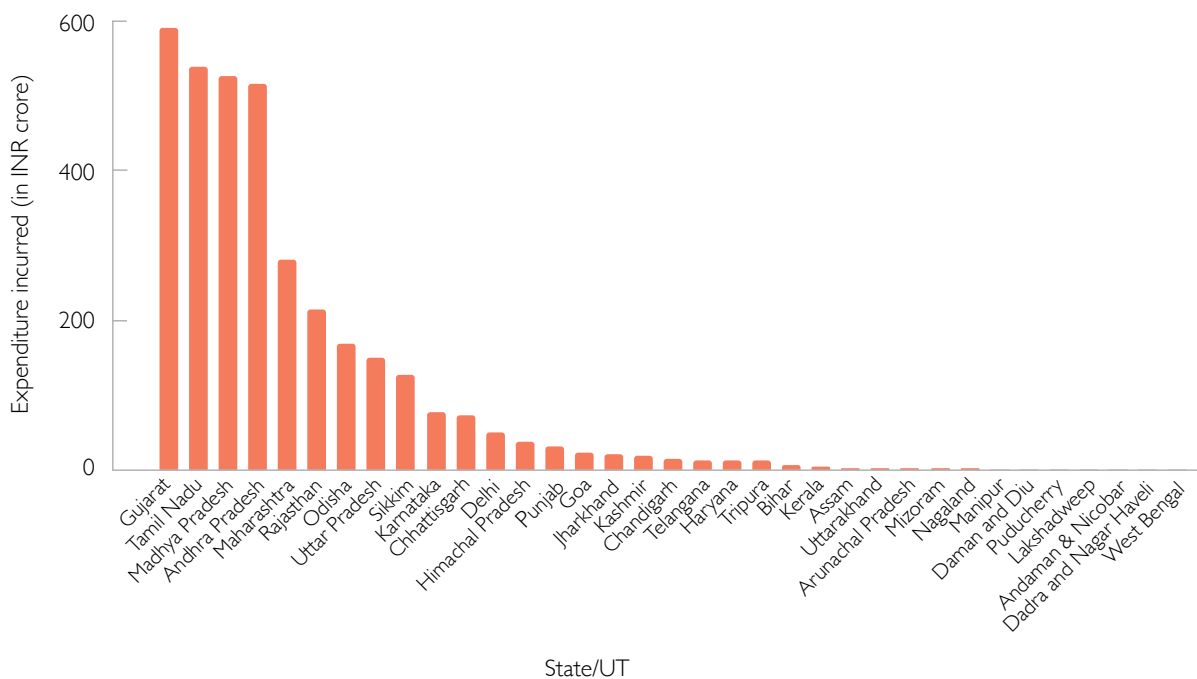
The total expenditure incurred by all states and UTs is only INR 3,552 crore, which is 24 per cent of the funds released by the Central Government. If this figure is compared to the total funds promised by the Centre, it falls steeply to 7 per cent. According to the data provided by the Ministry, maximum expenditure has been done by two comparatively smaller states Gujarat and Madhya Pradesh. This is followed by Tamil Nadu and Andhra Pradesh. Although Uttar Pradesh received huge amount of funds, it used only 11 per cent funds released and no expenses have been reported by West Bengal till now.

Graph 4.2 | Details of released funds, state/UT wise



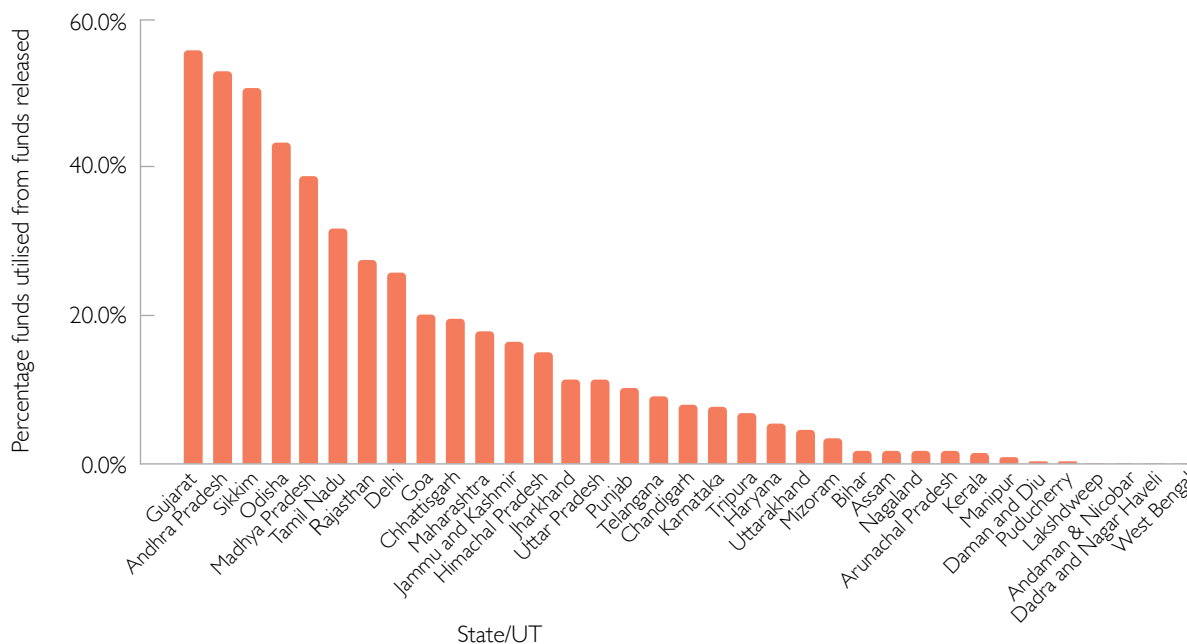
Source: Unstarred Question No. 2451, Rajya Sabha, 3 January 2019

Graph 4.3 | Details of expenditure incurred, state/UT wise



Source: Unstarred Question No. 2451, Rajya Sabha, 3 January 2019

Graph 4.4 | Funds utilised from released funds, state/UT wise



Source: Unstarred Question No. 2451, Rajya Sabha, 3 January 2019

4.5.3 Percentage Funds Utilised to Funds Released

If one compares expenditure incurred to the funds sanctioned, out of the 35 states/UTs, 26 states have utilised less than 20 per cent of the funds released.

Only three states utilised more than 50 per cent funds. These are Gujarat, Andhra Pradesh and Sikkim.

4.5.4 Value of Projects Completed/Under Implementation

As on 30 November 2018, 2,342 projects worth INR 90,929 crore have been tendered, of which 1,675 projects worth INR 51,866 crore are under implementation/have been completed. Thus, 32.5 per cent projects have either been completed or are under implementation

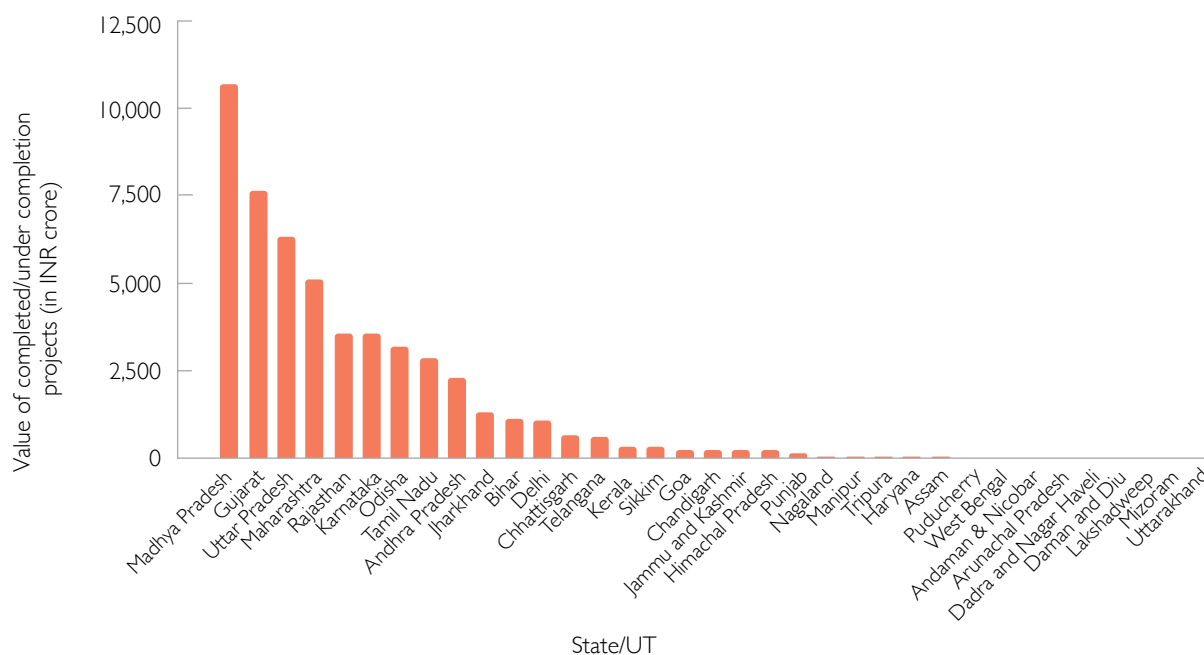
In terms of the value of projects under implementation/completed, Madhya Pradesh tops the list. This is followed by Gujarat and Uttar Pradesh. Although Tamil Nadu has the maximum cities under the Mission, the state lags behind in this index when compared to other states.

4.6 BEST PRACTICES CITY-WISE

The Mission has been criticised time and again by urban planning experts for its lack of answers in solving the real problems like poverty, lack of basic services, and an ever-present risk of being forced to leave one’s home. Another criticism is the Mission’s overbearing emphasis on application of digital technology or developing smaller areas in an attempt at instant urbanism, which can have disastrous socio-spatial consequences. However, the Ministry boasts of its marquee initiatives aimed at upgrading 100 cities.

A question (Starred Question No. 165, Rajya Sabha, 27 December 2018) by MP Kumari Selja asked for details of best practices adopted by the cities selected under the mission. The Minister, in his reply, specified the following examples of best practices adopted.

- 1. Pune:** The Pune ‘Place-making’ project has transformed neglected urban spaces into social hubs, thereby activating neighbourhoods. The ‘Public Bike sharing’ project redefined mobility in the city, promoting a greener

Graph 4.5 | Value of project under implementation/completed, state/UT wise

Source: Unstarred Question No. 2451, Rajya Sabha, 3 January, 2019

- healthier city. ‘Pune Lighthouses’ are imparting essential skills to allow citizens to earn their livelihood and contribute to society.
- Ahmedabad:** The ‘Intelligent Transit Management System’ is making travel within the city seamless and more efficient. ‘Smart Water Management’ through Supervisory Control and Data Acquisition (SCADA) project at Ahmedabad Smart City is saving tax-payers’ money and allowing efficient decision-making.
 - New Delhi:** The ‘Smart Classroom’ project of the New Delhi Municipal Council is transforming schools and has led to marked improvement in results through better school management and regular training of teachers.
 - Bhopal:** The ‘B-Nest Incubation Centre’ project is fostering an environment of entrepreneurship in the city, which will lead to greater innovation and employment. ‘Public Bike Sharing’ has been a landmark project and is bringing a behavioural shift among commuters and promoting walking and cycling in the city.
 - Jabalpur:** The ‘Smart Classroom’ project, is transforming schools in the city. The ‘Waste-to-Energy Plant’ project is a first-of-its kind plant which is burning waste and producing power for more than 18,000 households.
 - Visakhapatnam:** The ‘Smart Campus’ project has transformed traditional teaching methods into paperless classrooms, enabling better teacher-student collaboration.
 - Jaipur:** The ‘Conservation of Rajasthan School of Arts’ project has given a successful model for restoration and adaptive reuse of prominent heritage buildings.
 - Coimbatore:** ‘Public Bike Sharing’ in Coimbatore is an innovative app based scheme encouraging people to become healthier and to follow an active lifestyle.
 - Surat:** ‘Intelligent Traffic Management System’ project is providing improved safety and emergency response to commuters and is driving operational efficiencies in public transit management.

4.7 CONCLUSION

As most projects under the Mission are either in the developmental stage or early implementation stage, it is imperative to re-consider these projects in the context of the following questions. In a country where millions of people still live without decent housing and basic amenities like electricity, water, schools and public hospitals, creating swanky infrastructure and technology-driven surveillance is a mismatch between the actual needs of the city's majority working class and what this scheme has to offer. The repeated emphasis on high-end infrastructure and superlative quality of life hints that the mission may be just a garb to promote areas for the elite.

This takes us to another issue that the cost of development will bring with high cost of living as well. The question is who will be able to afford these cities and who will be its habitants and beneficiaries eventually? The high investment driven scheme emphasises on Area Based Development, which means that majority of the funds will be spent on developing small patches of area in the cities. It is also important to take a note of the areas mapped for development under the smart cities' proposals. For example, the selected area in Delhi under the mission is New Delhi Municipal Corporation, which is already one of the most developed areas with a host of posh colonies.

When infrastructural development is not accompanied by programmes for poverty alleviation, it might lead to visible forms of spatial inequalities that further pushes the urban poor to the margins. (both spatially and financially), and smart cities seem a recipe for such a disaster.

Another issue is that the concept of smart cities is solely characterised by expertise and technical knowledge, which in turn is shrinking the space for grassroots participation and local knowledge. In the absence of community participation, the project proposals are being prepared by consultants and then evaluated by consultants. These multinational consultancies have very little connection with local reality. The consultancies meant to articulate the vision for a city seem to be driven by techno-managerial utopias and are blind to the issues of millions who barely survive in the city. This scheme would have been beneficial if it created 'smart' jobs, enhanced underdeveloped areas and worked towards bridging rising inequalities rather than just creating smart infrastructures.

Therefore, urban schemes like smart cities which are investment intensive and set the tone for urban development should focus more on social rationalities rather than market rationalities. There is a high risk that these schemes will be influenced by corporate giants who will make their own strategic selections, undermining the real needs of the millions of informal workers who build these cities.

MECHANISM FOR MONITORING SCM

The monitoring of the Mission has been made possible through the Ministry's regular interaction with the States/Smart Cities through video conferences, review meetings, field visits, regional workshops etc. at various levels to assess the performance of the cities and to handhold them for improving the same. Besides the guidance of domain experts participating in the regional workshops, cities also benefit from peer-to-peer learning during various interactions. At the national level, the implementation of the SCM is being monitored by an apex committee headed by the Secretary, Ministry of Housing and Urban Affairs (MoHUA). At the State level, the State level High Powered Steering Committee chaired by the Chief Secretary has been established. A Smart City Advisory Forum at the city level comprising of District Collector, MP(s), Member of Legislative Assemblies [MLA(s)], Mayor, Chief Executive Officer (CEO) of SPV, local youths, technical experts etc. has been constituted in each Smart City to advise and enable collaboration among various stakeholders as per smart city guidelines. Besides, MoHUA nominee Directors on the Boards of SPVs are also monitoring the progress in respective cities on a regular basis.

DEENDAYAL ANTYODAYA YOJANA– NATIONAL URBAN LIVELIHOODS MISSION

5.1 INTRODUCTION

The National Urban Livelihoods Mission was launched with effect from September 2013 in 790 towns with the aim to reduce poverty and vulnerability of the urban poor households by enabling them to access gainful self-employment and skilled wage employment opportunities for improving their livelihoods on a sustainable basis, by building strong grassroots level institutions for the poor. The Mission also aims at providing shelters equipped with essential services for the urban homeless. In addition, the Mission addresses livelihood concerns of the urban street vendors by facilitating access to suitable spaces, institutional credit, social security and skill building to access emerging market opportunities (MoHUA DAY–NULM, n. d.).

5.2 KEY SCHEME HIGHLIGHTS

- Although the scheme has been functional since 2013, it has failed miserably to construct shelters for the homeless. As on 6 December 2018, 1,776 shelters have been sanctioned by 25 states/union territories (UTs), out of which 1,076 shelters are operational. It is appalling that out of the total number of shelters, only 20 shelters for women were constructed from 2015–2018.
- The replies of the Ministry kept changing for the same question in different years. For example, the data given for each year's funds utilised kept changing in different years. This creates doubts about the authenticity of the data given by the ministry.
- Lack of consistency between funds released and utilised was noticed throughout the implementation years, except in 2017–2018 where the two amounts were almost equal.

5.3 QUESTIONS RAISED

A total of 34 questions were asked regarding Deendayal Antyodaya Yojana–National Urban Livelihoods Mission (DAY–NULM) in Parliament. Majority questions were regarding homeless shelters and a few were about achievements under the Scheme this year. Although most questions were answered, a few were dodged. For instance, question no. 358 raised in the Rajya Sabha on 13 December 2018, inquired 'whether any assessment has been made about the number of shelter homes available in the country, particularly in Andhra Pradesh'. The Ministry just reiterated the guidelines of the Scheme and stated the total number of shelters in its reply without addressing the specified enquiry in the question.

5.4 NEED VERSUS SUPPLY

As per Census 2011, the total homeless population in India is 17,72,889. Of this, the houseless population in rural areas is 8,34,541 and in urban areas it is 9,38,348. The Ministry is administering a scheme 'Shelter for Urban Homeless' as one of the components of DAY–NULM, through respective States/UTs. It focuses on providing permanent shelters to the urban homeless. Despite the scheme being functional since 2013, there is a huge gap between the

SURVEY OF THE HOMELESS

The Ministry issued instructions to all States/UTs to conduct a third-party systematic survey of the urban homeless. 18 States/UTs, including the State of Rajasthan, have so far completed their third-party survey. As per the survey, the number of urban homeless persons identified so far is 1,59,979. This number is abysmally low compared to the numbers recorded by Census 2011.

number of urban homeless and the capacity of shelters available in the country. This fact was also mentioned by the committee on urban homeless, constituted as per Honourable Supreme Court Order dated 11 November 2016 (Unstarred Question No. 2099, Lok Sabha, 31 July 2018).

As on 6 December 2018, 1,776 shelters have been sanctioned by 25 states/UTs, out of which 1,076 shelters are operational. There has been 33 per cent increase in the number of shelters sanctioned and 36 per cent in the number of shelters operational, compared to the last year (2017–2018). However, even this number is not nearly enough in comparison to the need.

Additionally, only 20 shelters for women have been made operational during the last three years. Year-wise break up includes seven shelters in 2015–16, 10 shelters in 2016–17 and three shelters in 2017–18 (Unstarred Question No. 1156, Rajya Sabha, 20 December 2018).

5.5 FINANCIAL DETAILS

As on 31 July 2018 a total of INR 1,995 crore has been released to States/UTs since 2014–15 for the implementation of the Mission. The allocation of funds under various components is made by the state governments depending upon their requirements and capacity (Table 5.1).

States have reported an expenditure of INR 2,247 crore. Besides this, the States/UTs had an unspent balance of INR 907.93 crore under the Swarna Jayanti Shahari Rozgar Yojana (SJSRY) at the time of launch of the Mission, which was to be spent for DAY–NULM.

If the balance of SJSRY is also included in the funds released, the utilisation rate under the scheme is 77 per cent.

The most startling fact is that the amount of funds utilised for the same period kept changing when this information was asked by the parliamentarians in different sessions and years. For instance, the Ministry in its reply to Unstarred Question Number 659, answered on 19 December 2017 in the Lok Sabha stated that the amount utilised for year 2015–2016 is INR 648.67 crore. However, in the reply to Unstarred Question Number 2099, answered on 31 July 2018 in Lok Sabha, the Ministry quoted this figure to be INR 606.79 crore. There was a disparity of INR 41.88 crore in the two answers for the same information. Similarly, disparity was also noticed with regard to the figures given for 2016–2017. In the former question, the amount utilised is INR 728.13 crore and in the latter question this figure is changed to INR 565.16 crore, again showing a disparity of INR 162.97 crore.

Lack of consistency between funds released and utilised was noticed throughout the implementation years, except in 2017–2018, where the two amounts were almost equal.

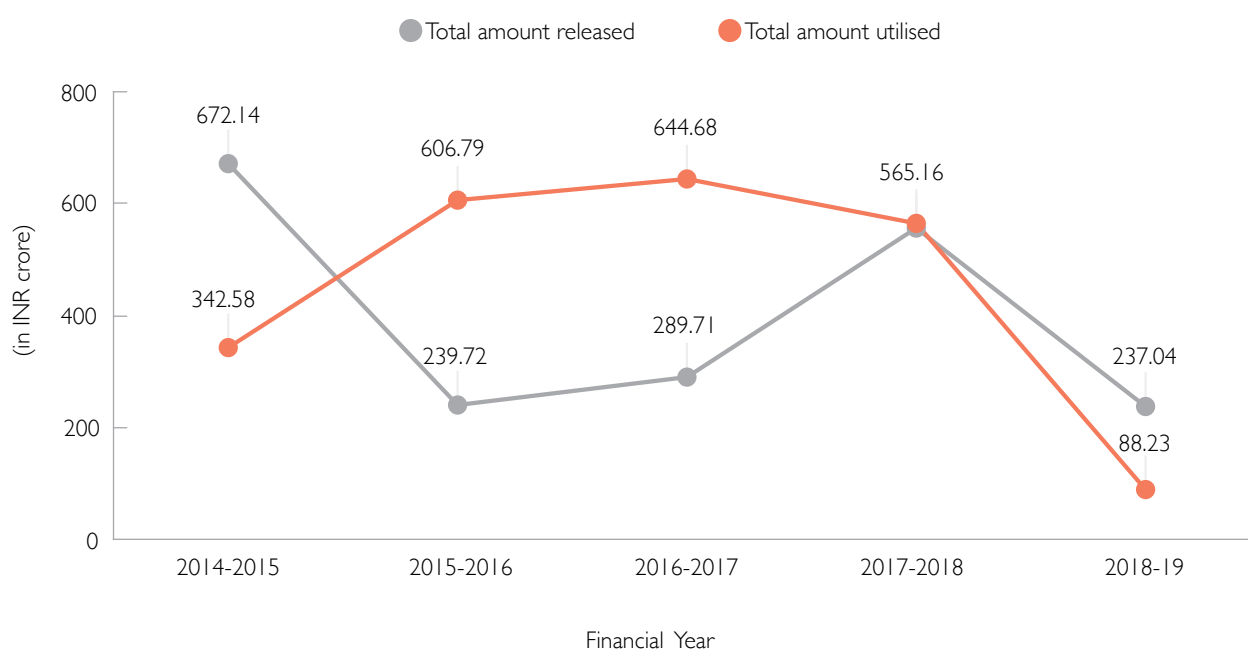
Between 2015–2016 and 2016–2017, the expenditure incurred was more than double the amount released. Of the total funds released, Tamil Nadu received the maximum share (13.3 per cent) followed by Maharashtra (12.8 per cent), Uttar Pradesh (10 per cent), Andhra Pradesh (8 per cent), West Bengal and Madhya Pradesh (6 per cent each), and Gujarat (5 per cent).

Four states reported an expenditure of more than 100 per cent of the amount released to them

Table 5.1 | Funds released and utilised, year-wise

Year	Total amount released (in INR crore)	Total amount utilised (in INR crore)
2014–2015	672.14	342.58
2015–2016	239.72	606.79
2016–2017	289.71	644.68
2017–2018	556.73	565.16
2018–19	237.04	88.23
Unspent balance of SRSRY	907.93	
Total	2,903.93	2,247.44

Source: Unstarred Question No. 2099, Lok Sabha, 31 July 2018

Graph 5.1 | Released and utilised amounts, year-wise

Source: Unstarred Question No. 2099, Lok Sabha, 31 July 2018

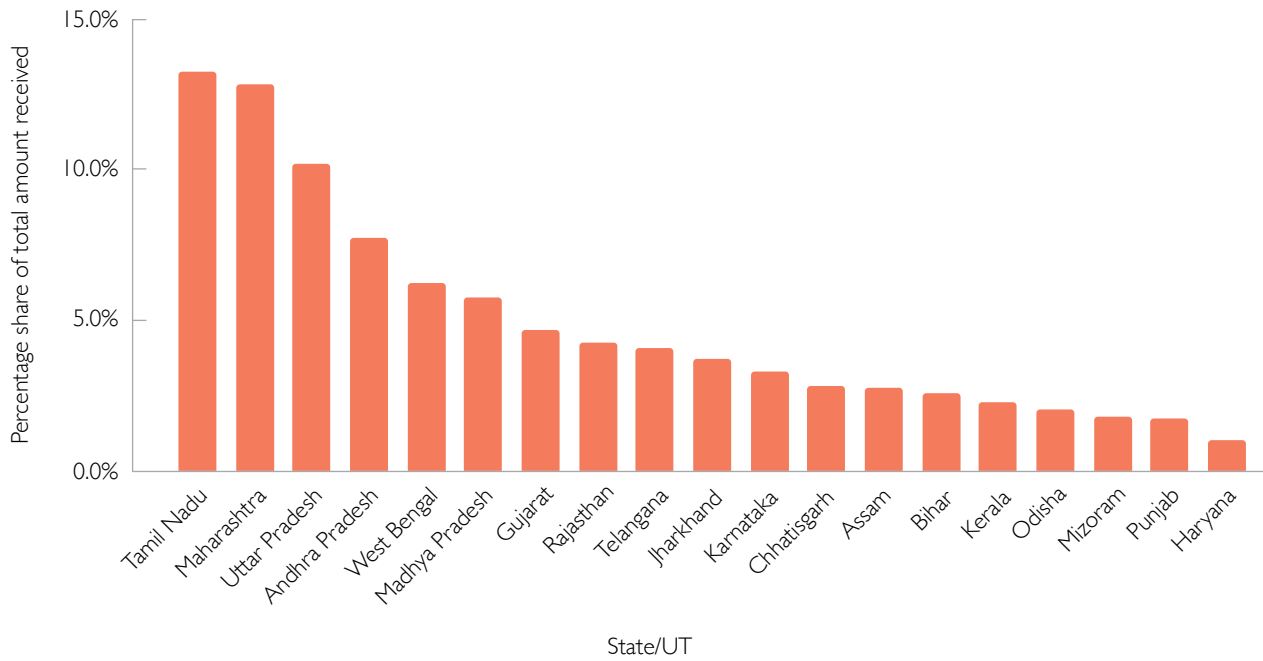
(including unspent balance of SRSRY). These include Chandigarh, Kerala, Andhra Pradesh and Mizoram. However, four states and UTs which recorded less than 50 per cent utilisation rate are Delhi, Maharashtra, Tripura and Puducherry (Unstarred Question No. 2099, Lok Sabha, 31 July 2018).

16 states and UTs received less than one per cent of the total share. These include Uttarakhand,

Tripura, Haryana, Assam, Punjab, Sikkim, etc. It is rather surprising that the national capital of Delhi did not receive any funds under the scheme from 2014–2019.

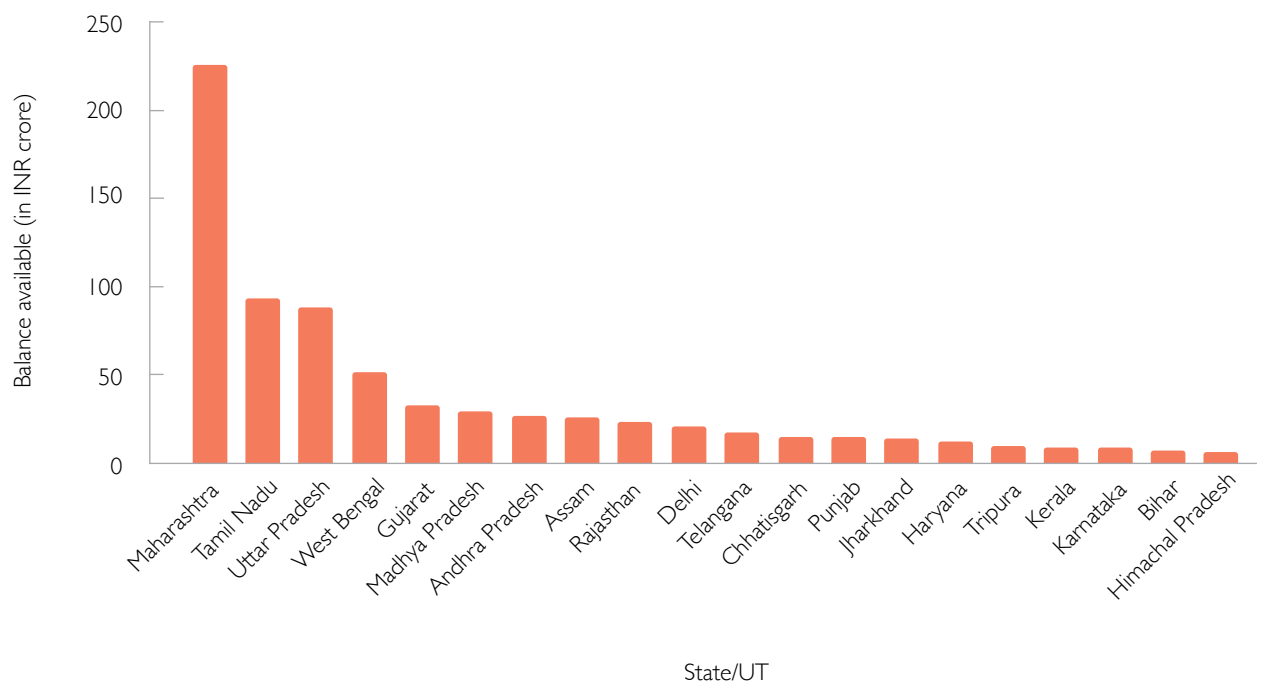
A total of INR 771 crore is the unspent balance out of which 30 per cent accrues to Maharashtra alone. Other states where unutilised amount was reported are presented in Graph 5.3.

Graph 5.2 | Details of total funds released, state-wise



Source: Unstarred Question No. 2099, Lok Sabha, 31 July 2018

Graph 5.3 | Details of unspent funds, state-wise



Source: Unstarred Question No. 2099, Lok Sabha, 31 July 2018

UTILISATION OF DAY–NULM FUNDS

Hon'ble Supreme Court, vide its order dated 13 December 2017, had directed to carry out a special audit of utilisation of DAY–NULM funds by the states of Uttar Pradesh, Haryana and West Bengal.

However, the internal audit wing of the Ministry of Housing and Urban Affairs (MoHUA) has conducted a special audit of only three states. It found that expenditure, out of the funds transferred by the Government of India to these states, has been incurred on various components of DAY–NULM. However, there are still unspent balances with them. These was INR 28.67 crore with Uttar Pradesh, INR 32.91 crore with Haryana and INR 6.90 crore with West Bengal at the time of audit (Unstarred Question No. 2099, Lok Sabha, 31 July 2018).

The reason for unspent allocations was given by the Ministry in an answer to Unstarred Question No. 3314 asked by Dr. Sunil Baliram Gaikwad on 7 August 2018 as, 'During the initial years the States/UTs had the balance of funds from erstwhile SJSRY and they were in the process of putting in place the requisite institutional set up for implementation of the Mission. The pace of implementation has now picked up and the quantum of unspent balance with States/UTs has come down drastically'.

5.6 PHYSICAL PROGRESS UNDER THE SCHEME

Table 5.2 shows details of beneficiaries under DAY–NULM during the last three years and the current year, till July 2018. Most of the states achieved their targets set under the scheme. However, doubts about the real impact in the quality of life of the beneficiaries remain. For instance, although over 10 lakh people were provided skill training only 33.5 per cent could be placed.

Table 5.2 | Details of beneficiaries under DAY–NULM

S. No	Parameters	2015–16	2016–17	2017–18	2018–19	Total
1	Number of self-help groups (SHGs) formed	58,186	84,308	97,388	19,181	2,59,063
2	Number of SHGs given revolving fund	36,125	71,818	74,610	11,845	1,94,398
3	Number of candidates skill trained	2,54,073	4,01,654	2,64,512	97,699	10,17,938
4	Number of trained candidates placed	33,664	1,51,901	1,15,416	40,325	3,41,306
5	Number of beneficiaries assisted for setting up individual and group micro-enterprises	59,024	84,428	1,16,700	10,644	2,70,796
6	Number of loans given to SHGs under SHG-bank linkage programme	61,324	1,70,610	1,36,157	10,162	3,78,253
7	Shelters for urban homeless functional (cumulative)			1,001		1,001
8	Number of cities which completed survey of urban street vendors (cumulative)			2,245		2,245

Source: Unstarred Question No. 3266, Lok Sabha, 7 August 2018

5.7 CONCLUSION

Reports regarding under-utilisation of funds under the scheme have been doing rounds in the country for the last couple of years. This issue was also highlighted by the Standing Committee on Urban Development in its 22nd and 23rd report in July 2018 and by the Supreme Court of India (PUCL v. Union of India and Others). Except the year 2017–2018, the scheme has witnessed very low fund releases.

It is the duty of the government to provide shelter to its citizens under the constitution of India which guarantees the protection of the right to adequate housing (Article 21, 14 and 19). Despite a scheme in place, we see an abysmally low number of shelters for the homeless in the country. The

irony of the situation is that on one hand every year there are reports about people dying in harsh weather conditions and on the other hand millions of funds are lying unutilised. Therefore, emphasis should be laid on ensuring ground implementation of the scheme.

Currently, the country is grappling with high unemployment rate. The scheme has done little to help this crisis as out of the 10 lakh people who were provided skill training, only 33.5 per cent could be placed.

Therefore, drafting a scheme for poverty alleviation should be accompanied by strong mechanisms for ensuring its implementation, otherwise these scheme will just be hollow promises.

ANALYSIS OF ANSWERS OF THE MINISTRY OF LABOUR AND EMPLOYMENT

6.1 INTRODUCTION

Amidst the furore over high unemployment rates and low incomes, this year the Ministry of Labour and Employment (MoLE) was bombarded with questions about data regarding employment, the status of promise made by the Prime Minister to provide one crore good jobs, status of the women workforce, bonded labour, child labour, rising unemployment, changes in Employees' Provident Fund Organisation (EPFO) norms and many more. One issue that kept recurring in the questions was the concern about people losing jobs even in the formal sector. Another important issue was raised regarding the discrimination faced by migrant labourers due to the requirement of domicile status for certain jobs. To this question, the Ministry replied that currently there is no proposal under consideration to remove the requirement of domicile status for certain jobs. The Ministry also informed that under the Unorganized Social Security Act, 2008, the State/District administrations are mandated to issue identity cards to unorganised workers, including migrant workers. Another question inquired if the Government is planning to bring a National Policy for Agricultural Labourers in the country. The Ministry declined the talk of any such proposal being in the pipeline.

Although most questions were answered by the Ministry, a few questions were not provided with appropriate data while in some questions the description about the ongoing schemes was given. For example, Unstarred Question No. 261 in the Rajya Sabha inquired about 'the figures of the educated youth and skilled labour force that got

jobs in different fields during the last three years and steps taken by the Government to generate more jobs'. The required information in this question was not provided.

6.2 ADDRESSING THE ELEPHANT IN THE ROOM: JOBS AND EMPLOYMENT RATES

6.2.1 Decline in Employment Generation

As per the labour force surveys on Employment-Unemployment conducted by Labour Bureau, Ministry of Labour and Employment, the estimated unemployment rate for persons aged 15 years and above on usual status basis in the country in 2012–13, 2013–14 and 2015–16 was 4 per cent, 3.4 per cent and 3.7 per cent, respectively. However, there is no data available on unemployment subsequent to the period of demonetisation (Starred Question No. 17, Rajya Sabha, 12 December 2018).

Although the government claimed that employment generation and improving employability is its priority, the data revealed a different story. Despite the government's initiatives for generating employment in the country through schemes like Prime Minister's Employment Generation Programme (PMEGP), Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Pt. Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU–GKY) and Deendayal Antyodaya Yojana–National Urban Livelihoods Mission (DAY-NULM), the government failed to show impressive results this year compared to previous years (see Table 6.1). The employment generated under various schemes had been declining since 2017. The data of these schemes is given.

Table 6.1 | Employment generated under different schemes of the government, year-wise

Schemes/Year	2015–16	2016–17	2017–18	2018–19
Estimated employment generated under PMEGP (person in lakh)	3.23	4.08	3.87	2.85 (till 30.11.18)
Person days generated under MGNREGS (in INR crore)	235.14	235.65	234.22	163.22 (till 30.11.18)
Candidates placed in jobs after training DDU–GKY (in lakh)	1.09	1.48	0.76	0.96 (till 03.12.18)
Skill trained persons given placement in DAY–NULM (in lakh)	3.37	1.52	1.15	0.95 (till 05.12.18)

Source: Unstarred Question No. 2335, Rajya Sabha, 2 January 2019

Table 6.2 | Recruitment by Central Government

Year	No. of candidates recommended by UPSC	No. of candidates recommended by SSC	No. of candidates empanelled/ recruited by RRB/ RRCs	Total
2016–17	5,740	68,880	26,318	1,00,938
2017–18	6,314	45,391	19,100	70,805

Source: Unstarred Question No. 2357, Rajya Sabha, 2 January 2019

6.2.2 Drop in Jobs by the Central Government

Even the government sector was hit by reduction in jobs. The number of jobs generated in 2017–18 marked a dip of 30 per cent compared to the previous year (see Table 6.2).

Recruitment under the Central government is primarily through various recruitment agencies namely Union Public Service Commission (UPSC), Staff Selection Commission (SSC), Railway Recruitment Board (RRB), etc. Besides these, many Ministries/Departments have their own recruitment mechanisms for certain posts in their domain. There is no centralised agency to collect data from all recruitment agencies. The year-wise number of persons recruited through the main recruitment agencies of the Central Government as available in the MoLE records is presented in Table 6.2.

6.2.3 Disappointing Job Postings Advertised on the National Career Service

It is rather shocking to see that in 2015–16, as against the demand of 37 lakh jobs only 1.48 lakh job vacancies were created (see Table 6.3). Similarly, in 2017–18, against the demand of 23 lakh jobs, only 9.21 lakh jobs were created. Such poor records indicate the unemployment crisis in the country. The year-wise vacancies posted and the number of job seekers registered on the NCS portal in the past three years is given in Table 6.3.

Even the employment exchanges recorded very grim results with regards to providing placement. Not even 1 per cent people registered with the employment exchanges could get placed (see Table 6.4). This unabated increase in the number of unemployed youth is an alarming situation for the country. It is also to be noted that the data after the year 2015 is not available.

Table 6.3 | Total number of vacancies and job seekers registered on NCS

Particular	2015–16	2016–17	2017–18
Job vacancies	1,48,075	12,90,264	9,21,193
Jobseekers*	37,45,331	14,78,146	23,10,241

*Jobseeker data post-cleansing exercise done in August, 2018

Source: Unstarred Question No. 264, Rajya Sabha, 12 December 2018

Table 6.4 | Job seekers registered in the employment exchange and placement done

Year	Job-seekers registered on live register of employment exchanges (in lakh)	Job-seekers placed through employment exchanges (in lakh)	Percentage of job-seekers placed
2013	468.03	3.49	0.75%
2014	482.61	3.39	0.70%
2015	435.03	3.95	0.91%
Total	1385.67	10.83	0.78%

Source: Unstarred Question No. 270, Rajya Sabha, 12 December 2018

6.2.4 Low Employment Rate across Sectors

Ministries/Departments run skill development schemes across various sectors with an objective to provide demand-driven skill training linked to placement/self-employment. Under Ministry of Skill Development and Entrepreneurship, short term training is imparted through Pradhan Mantri Kaushal Vikas Yojana (PMKVY) and placement data is reported within 90 days of certification of trained candidates. Under PMKVY, placement figures as on 30.11.2018 with respect to 18.42 lakh certified candidates (who passed on 31.08.2018) is only 10.1 lakh or 55 per cent. Placement details in respect of schemes of some other Ministries/ Departments during 2017–18 are as given in Table 6.5

6.2.5 Decline in Women Workforce

A few questions were raised to draw attention to the fact that there is a decline in the participation of the female workforce and the steps being taken by the government to equip women with required skills to ease the transition for female workers. The Ministry responded that as per the results of available labour

force surveys on Employment–Unemployment conducted by Labour Bureau, MoLE, the estimated labour force participation rate for females aged 15 years and above on usual status basis in the country during 2011–12, 2012–13, 2013–14 and 2015–16 was 30 per cent, 26.5 per cent, 31.1 per cent and 27.4 per cent, respectively (Unstarred Question No. 1691, Rajya Sabha, 1 August, 2018).

The Ministry mentioned that the decline in female work force participation rate may be attributed to factors like increased educational attendance and higher level of participation in education and insufficient formal wage employment opportunities, etc. (Unstarred Question No. 255, Rajya Sabha, 12 December 2018).

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 which provides for enhancement in paid maternity leave from

Table 6.5 | Ministry/Department-wise number of persons trained and placed

Ministry/Department	2017-18		
	Trained	Placed	% placed
Chemicals & Petrochemicals	70,056	24,400	34.8
Food Processing	13,855	1,818	13.1
Housing & Urban Affairs	2,64,512	1,15,416	43.6
DIPP	94,232	72,368	76.8
Rural Development	4,87,751	3,26,792	67
Social Justice & Empowerment	54,978	29,458	53.6
MSME	2,12,737	24,689	11.6
Tourism	16,576	1,243	7.5
Textiles	1,09,077	81,354	74.6
Heavy Industries	1,12,504	13,191	11.7

Source: Starred Question No. 92, Rajya Sabha, 19 December 2018

12 weeks to 26 weeks and provisions for mandatory crèche facility in the establishments having 50 or more employees; issue of an advisory to the States under the Factories Act, 1948 for permitting women workers in the night shifts with adequate safety measures (Unstarred Question No. 2346, Rajya Sabha, 2 January 2019).

Further, in order to enhance the employability of female workers, the Government is also 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. For example, 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 (Ibid.).

6.3 SCHEMES FOR PROMOTING EMPLOYABILITY OF MINORITY WOMEN

The Ministry of Minority Affairs is also implementing the following two specific schemes in all states/UTs which are exclusively for women/girls:

- (i) Nai-Roshni for leadership development of minority women belonging to notified minority communities. The scheme aims to empower and instil confidence in women by providing knowledge, tool and techniques for interacting with government systems and others at all levels. The scheme is implemented through selected non-governmental organisations (NGOs) all over the country (Unstarred Question No. 2352, Rajya Sabha, 2 January 2019).
- (ii) 'Seekho aur Kamao' (Learn and Earn) is a scheme implemented since 2013-14 for skill development of minorities. The scheme aims at upgrading the skills of minority youth in various modern/traditional skills depending upon their qualification, present economic trends and market potential, which can earn them suitable employment or make them suitably skilled for self-employment (Ibid.).

6.4 UNDER-UTILISATION OF CONSTRUCTION WORKERS' CESS

According to the Building and Other Construction Workers' (Regulation of Employment and Conditions of Service) Act, 1996, the states collect BOCW welfare cess at the rate of 1 per cent of the cost of construction. The utilisation of the cess fund and the registration of building and other construction workers as beneficiary under the said Act is done by the State Building and Other Construction Workers Welfare Boards. For many years, the state boards have been criticised for underutilisation of cess fund. The situation hasn't changed much even after intervention by the Supreme Court. Out of the total cess collected, only 38.68 per cent has been utilised (Unstarred Question No. 272, Rajya Sabha, 12 December 2018). State-wise details of the cess collected and cess spent are given in Graph 6.1.

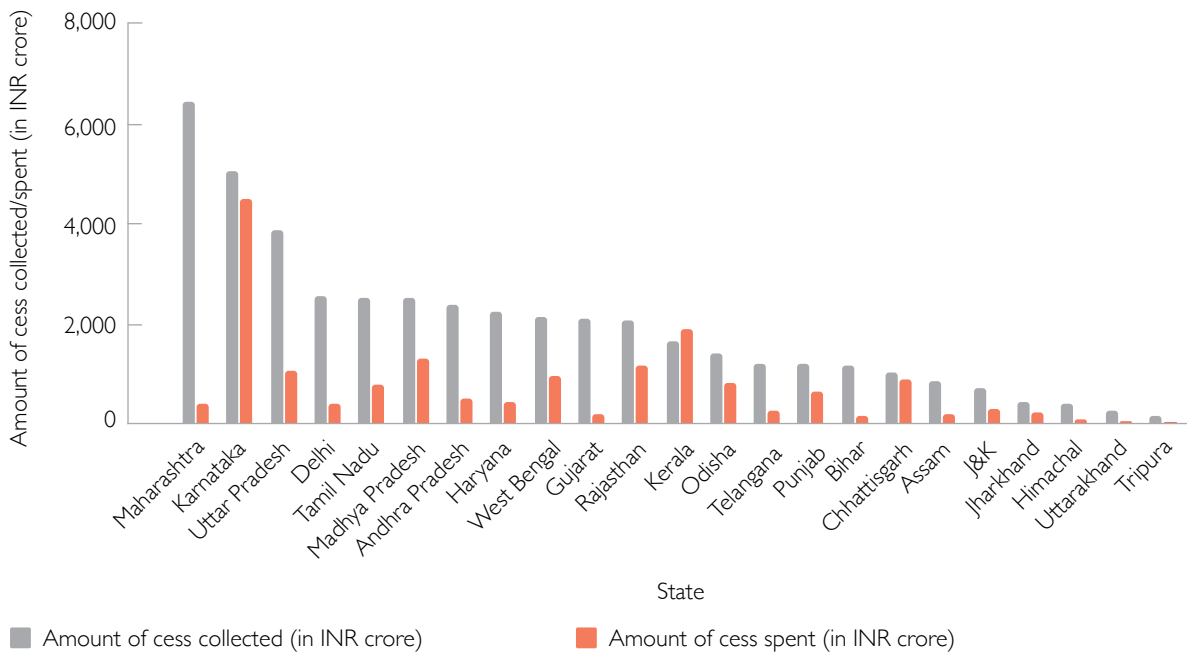
6.5 BONDED LABOUR

In order to assist the state governments in the task of rehabilitation of identified and released bonded labourers, a Centrally Sponsored Plan Scheme for Rehabilitation of Bonded Labour has been in operation since May 1978. The Government has revamped the Centrally Sponsored Plan Scheme for Rehabilitation of Bonded Labourers with effect from 17 May 2016.

As per the revamped Scheme, a rescued Bonded Labour, in addition to cash assistance, can be rehabilitated through following provisions:

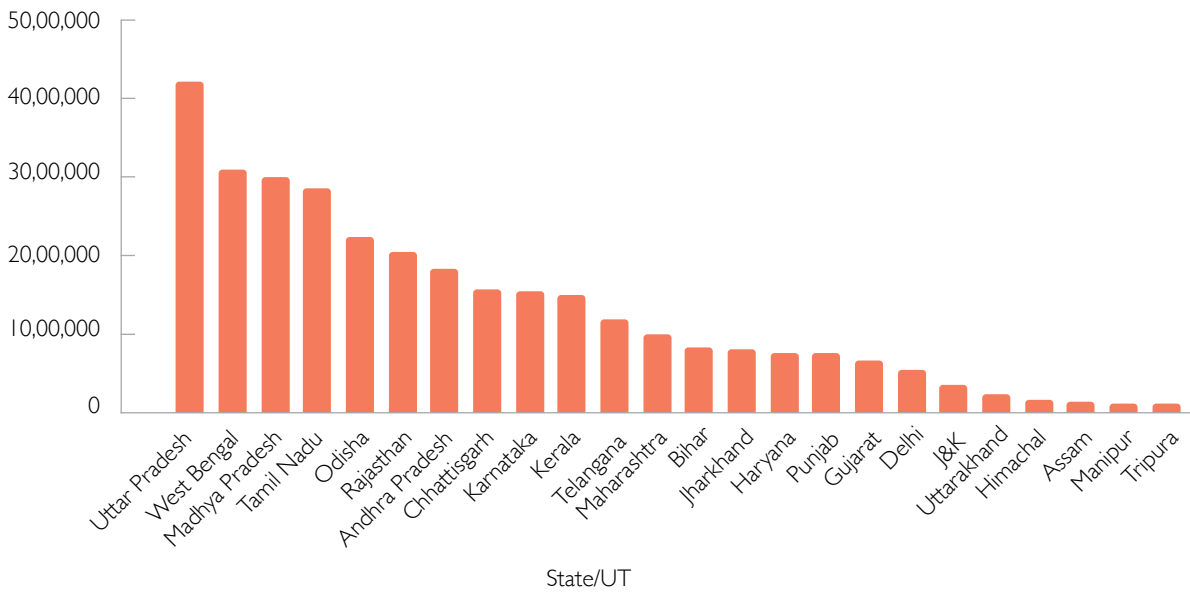
- (i) Allotment of house-site and agricultural land.
- (ii) Land development.
- (iii) Provision of low cost dwelling units.
- (iv) Animal husbandry, dairy, poultry, piggery, etc.
- (v) Wage employment, enforcement of minimum wages, etc.

Graph 6.1 | Amount of cess collected and cess spent, state-wise



Source: Unstarred Question No. 272, Rajya Sabha, 12 December 2018

Graph 6.2 | Workers registered by each state board



Source: Unstarred Question No. 272, Rajya Sabha, 12 December 2018

Table 6.6 | Details of bonded labourers released and rehabilitated since 2016, state/UT wise

Year	State/UT	Bonded labourers released and rehabilitated
2015-16	Uttar Pradesh	2,216
	Bihar	1,792
2016-17	Jharkhand	118
	Odisha	258
	Uttar Pradesh	258
	Karnataka	181
	Bihar	461
2017-18	Karnataka	1,500
	Uttar Pradesh	3,492
	Rajasthan	159
	Madhya Pradesh	2
	Chhattisgarh	57
	Odisha	742
	Uttar Pradesh	741
2018-19 (till 12.18)	Bihar	251
	Assam	12
	Puducherry	9
	Chhattisgarh	1,276
	Total	13,525

Source: Unstarred Question No. 2340, Rajya Sabha, 2 January 2019

Table 6.7 | Bonded labourers rehabilitated, state/UT wise

State/UT	Bonded labourers rehabilitated
Assam	12
Bihar	322
Chhattisgarh	57
Madhya Pradesh	2
Puducherry	9
Uttar Pradesh	89
Total	491

Source: Unstarred Question No. 1074, Rajya Sabha, 19 December 2018

- (vi) Collection and processing of minor forest products.
- (vii) Supply of essential commodities under targeted public distribution system.
- (viii) Education for children.

Under the Bonded Labour System (Abolition) Act, 1976 identification, release and rehabilitation of freed bonded labour is the direct responsibility of the concerned State Government/Union Territory. For these functions, District Magistrates and Sub-Divisional Magistrates have been entrusted with certain duties/responsibilities. Since the launch of the new scheme in 2016, a total of 13,525 bonded labourers have been released, out of which only 491 or 3.6 per cent could be rehabilitated (Unstarred Question No. 2340, Rajya Sabha, 2 January 2019).

The number of bonded labourers rehabilitated so far under the revamped Central Sector Scheme for the Rehabilitation of Bonded Labour, 2016 is represented in Table 6.7.

6.6 DOMESTIC WORKERS

The International Labour Organisation (ILO) has a specific convention concerning decent work for domestic workers, i.e. C189 Domestic Workers Convention, 2011 (No. 189). The convention was adopted after a dual discussion at the 10th International Labour Conference session on 16 June 2011 and entered into force on 5 September

2013. The Convention was adopted with the wide support of 185 countries. Even though India also supported the adoption of the convention, it has not taken significant steps towards protecting rights of the domestic workers yet (Unstarred Question No. 1068, Rajya Sabha, 19 December 2018).

The MoLE constituted a Task Force on Domestic Workers in 2009 (prior to the adoption of the C189) and the Task Force submitted a draft National Policy in 2011 for consideration. The Draft Policy has been amended and updated in 2017, taking into consideration the provision of convention C-189 and is presently under discussion (Ibid.).

The question of a policy for domestic workers was raised in every session of the Parliament but it seems the Ministry has not moved any further in this direction. It has only been saying, 'policy is under consideration' since the last year. The lack of legal safeguards is depriving millions of women who are employed in this sector who work under precarious conditions.

6.7 GOVERNMENT INITIATIVES TO PROMOTE EMPLOYMENT IN THE AGRICULTURAL SECTOR

A question was raised seeking information about actions being taken by the government to increase employment in the agricultural sector. The Ministry replied that agriculture being a

State subject, the State Governments should take appropriate measures for the development of agriculture, including generation of employment opportunities in the sector. The Union Government supplements their efforts through various policy measures and budgetary support. The government has taken several steps to increase the profitability, productivity and employment opportunities in the agriculture sector by improving farm practices, increasing investment, creating rural infrastructure, coverage under protective irrigation enhancement of minimum support prices of agricultural commodities, forging appropriate backward and forward linkages, etc. Furthermore, to increase employability of the workforce in agriculture various skill development initiatives, agriculture extension and training programmes are being undertaken (Unstarred Question No. 1063, Rajya Sabha, 19 December 2018).

6.8 REFORMS IN LABOUR LAWS

The Ministry has taken steps for drafting four Labour Codes on Wages; Industrial Relations; Social Security; and Occupation 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 August 2017. The rest of the codes are at a pre-legislative stage. The Codes have been discussed in the tripartite meetings comprising representatives of Central Trade Unions, Employers' Association and State Governments. These codes are at the receiving end of criticisms of civil society. Amidst many concerns, a few worry that the enactment of these codes will abolish existing laws which protect peculiar intricacies and risks associated with certain jobs and include all the working person under umbrella laws (Unstarred Question No. 262, Rajya Sabha, 12 December 2018).

6.9 CONCLUSION

While there are acts and schemes for the protection of informal workers, the lack of implementation of these provisions has failed to protect the rights of informal workers. The unemployment rate has been increasing and the government has not released any data regarding unemployment post demonetisation. The data presented in the parliamentary sessions indicate that the country's unemployment crisis needs urgent attention.

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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.

YUVA (YOUTH FOR UNITY AND VOLUNTARY ACTION)

YUVA Centre Sector 7, Plot 23, Kharghar, Navi Mumbai – 410210 (India)

www.yuvaindia.org

