

PARLIAMENTARY WATCH REPORT

**AN ANALYSIS OF QUESTIONS ASKED ON URBAN
ISSUES IN THE INDIAN PARLIAMENT IN 2019**



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

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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.

Contributors:

Shaguna Kanwar, Vindhya Jyoti, Ankit Jha, Praveen Kumar, Gautam Kumar

Edited by:

Doel Jaikishen

W: www.yuvaindia.org

E: info@yuvaindia.org



@officialyuva



@officialyuva



yuvaindia84



@yuvaonline



officialyuva



officialyuva

Published by:

YUVA (Youth for Unity and Voluntary Action)

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

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Manoj Hodawadekar

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ABBREVIATIONS

AHP	Affordable Housing in Partnership	EPFO	Employees' Provident Fund Organisation
AMRUT	Atal Mission for Rejuvenation and Urban Transformation	EPS	Employees' Pension Scheme
APY	Atal Pension Yojana	ESIC	Employees State Insurance Corporation
BJP	Bharatiya Janata Party	EST&P	Employment through Skill Training and Placement
BLC	Beneficiary-led Construction	EWS	Economically Weaker Section
BOCW	Building and Other Construction Workers	GIS	Geographic Information System
CAG	Comptroller and Auditor General	GNCTD	Government of National Capital Territory of Delhi
CB	Capacity Building	Gol	Government of India
CCTV	Closed Circuit Television	IEC	Information, Education and Communication
CLS	Credit Linked Subsidy	IHHL	Individual Household Latrine
CT	Community Toilet	ILO	International Labour Organisation
DAY-NULM	Deendayal Antyodaya Yojana–National Urban Livelihoods Mission	ISSR	In-situ Slum Redevelopment
DDA	Delhi Development Authority	JNNURM	Jawaharlal Nehru National Urban Renewal Mission
DDU-GKY	Pt. Deen Dayal Upadhyaya Grameen Kaushalya Yojana	LIG	Low Income Group
EoL	Ease of Living	MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
EPF	Employees' Provident Fund		

MIG	Middle Income Group	PMSBY	Pradhan Mantri Suraksha Bima Yojana
MLD	Million Litre Per Day	PM-SYM	Pradhan Mantri Shram Yogi Maan-dhan
MoHUA	Ministry of Housing and Urban Affairs	PT	Public Toilet
MoLE	Ministry of Labour and Employment	SAAPs	State Annual Action Plans
MP	Member of Parliament	SBM	Swachh Bharat Mission
MPI	Municipal Performance Index	SCM	Smart Cities Mission
MSW	Municipal Solid Waste	SCP	Smart City Proposal
MT/D	Metric Tonnes Per Day	SDG	Sustainable Development Goal
NCLP	National Child Labour Project	SEP	Self-Employment Program
NCS	National Career Service	SHG	Self-help Group
NDA	National Democratic Alliance	SJSRY	Swarna Jayanti Shahari Rozgar Yojana
NIF	National Indicator Framework	SPV	Special Purpose Vehicle
NSO	National Statistical Office	SSC	Staff Selection Commission
ODF	Open Defecation Free	STP	Sewage Treatment Plants
PENCIL	Platform for Effective Enforcement for No Child Labour	SUSV	Support to Urban Street Vendors
PMAY	Pradhan Mantri Awas Yojana	SWM	Solid Waste Management
PMEGP	Prime Minister's Employment Generation Programme	TDR	Transfer Development Rights
PMJJBY	Pradhan Mantri Jeevan Jyoti Bima Yojana	TVC	Town Vending Committee
PMKVY	Pradhan Mantri Kaushal Vikas Yojana	ULB	Urban Local Body
PMMY	Pradhan Mantri Mudra Yojana	UPA	United Progressive Alliance
PMRPY	Pradhan Mantri Rozgar Protsahan Yojana	UT	Union Territory

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INTRODUCTION TO THE PARLIAMENTARY WATCH REPORT

After coming to power in 2014, the Bharatiya Janata Party (BJP) led National Democratic Alliance (NDA) launched various urban schemes to focus on the delivery of affordable housing, provision of basic amenities, furthering urban development to build urban centres that drive economic growth.

As part of the urban agenda, schemes such as the Pradhan Mantri Awas Yojana (PMAY), Atal Mission for Rejuvenation and Urban Transformation (AMRUT), Smart Cities Mission (SCM), Swachh Bharat Mission–Urban (SBM–U), and the Deendayal Antyodaya Yojana–National Urban Livelihoods Mission (DAY–NULM) were launched. These schemes had five year targets, which were revised through the implementation period after analysing the delay and the extra time needed to achieve the goals.

Come 2019, the NDA government won elections and pushed for implementation of urban development schemes. With the development of efficient urban centres being one of the important aspects of the BJP Manifesto in 2019, the delivery of urban schemes gained increased significance. The 2019 Manifesto reiterated the BJP's vision for a 'pucca house for all' in addition to access to drinking water, toilets and achieving the status of Open Defecation Free (ODF) in all cities and villages.

The schemes analysed in this report are nearing their five-year deadline. Some schemes that had revised

deadlines are analysed closely to understand the reason for the revision and if the pace of implementation has picked up. Various questions asked and replies received in the Parliamentary sessions are analysed to study the discussions held and the government's accountability and preparation towards accomplishing these scheme-related targets. The sessions analysed are as follows:

Budget Session:

16th Lok Sabha, 17th session held between 4–13 February 2019

Monsoon Session:

17th Lok Sabha, 1st session held between 21 June–26 July 2019

Winter Session:

17th Lok Sabha, 2nd session held between 18 November–13 December 2019

Budget Session:

248th Rajya Sabha held between 31 January–13 February 2019

Monsoon Session:

249th Rajya Sabha held between 20 June–7 August 2019

Winter Session:

250th Rajya Sabha held between 18 November–13 December 2019

MAJOR URBAN DEVELOPMENT SCHEMES

PRADHAN MANTRI AWAS YOJANA–URBAN

A report by Youth for Unity and Voluntary Action (YUVA) highlighted the huge gap in planning and delivery of goals under the Pradhan Mantri Awas Yojana–Urban (PMAY–U) (YUVA, 2018). Additionally, the 2019 report in the same series highlights that construction of houses were target-oriented, completely excluding people's ideas

and demands for housing in the process. PMAY–U also ignores the significance of rental housing in the urban landscape, which needs to be given increased attention in planning and development.

Until 25 December 2018, 12.58 lakh houses were built against the goal of constructing 1 crore houses (revised target) which shows a completion rate of 12 per cent.

Rewinding to 2017, the number of houses built stood at 3.61 lakh houses, which means the annual target set to construct 30 lakh houses annually was not achieved, with only 4 per cent houses being constructed. Financially, in 2018, the fund utilisation rate stood at 21 per cent when compared to the total amount sanctioned.

The scheme is currently in its sixth year of implementation, inching closer to the deadline with a snail's pace of implementation—25 per cent completion rate with 40 per cent of the total funds being utilised.

SWACHH BHARAT MISSION-URBAN

The Swachh Bharat Mission–Urban (SBM–U) has been one of the most publicised and widely spoken about schemes. Having said that, it has also been in the news for many wrong reasons. As YUVA's report (2018) points out, 'duplicate entries, ghost beneficiaries and missing households' has contributed to the success of the scheme as many instances show. Moreover, targets were adjusted to show a higher performance rate. Another important finding of the report was that even though the success rate was high, the fund utilisation remained low. This has placed a question mark on the whole purpose and improvement on-ground under the scheme.

The scheme placed special emphasis on construction of toilets to achieve Open Defecation Free (ODF) status across cities and villages in the country. Eventually, around 2016, the focus shifted towards promoting solid waste management (SWM) in communities where waste processing was seen to increase from 19 per cent to 46 per cent in 2019. The Comptroller and Auditor General Reports have criticised Gujarat and Uttarakhand governments openly for claiming to be ODF when they are not. These issues have been highlighted in previous Parliamentary Watch Reports as well.

The 17th Lok Sabha Standing Committee Report questioned the ODF status of many states/UTs by rightfully saying, 'During presentation on 10.10.2019, the Committee was informed that urban areas of 34 State/UTs have been declared ODF covering 4,320 cities (99%) out of 4,372 cities. During the course of briefing, the Committee questioned the findings of making the

34 States/UTs 99% ODF...' The Ministry of Housing and Urban Affairs (MoHUA) gave a justification as detailed in the report, but questions still remain.

Until August 2017, the fund utilised stood at 54 per cent out of the total amount allocated under the Mission. The target achievement rate was 35 per cent of its original target and 56 per cent of the revised target, with a total of 37,66,664 toilets being constructed. In the beginning of January 2019, the fund utilisation rate stood at 76 per cent.

SMART CITIES MISSION

The Smart Cities Mission (SCM), launched in June 2015, aimed at uplifting urban centres with better, advanced technologies, increasing the overall efficiency of cities. The financial outlay from the Central Government was pegged at INR 48,000 crores. At the end of August 2017, merely 5 per cent of the total projects were completed with 70 per cent of the projects in the development stage. Additionally, the fund utilisation also stood at 7 per cent (YUVA, 2018).

Around November 2018, 32.5 per cent projects were either completed or were under implementation. The fund released by the Central Government stood at 31 per cent of the total fund and the utilisation rate stood at 24 per cent (YUVA, 2019).

The SCM has been criticised for its over emphasis on high-tech infrastructure and 'smart' solutions in urban development, which make cities more exclusive for elite populations. YUVA's report (2018) points out the absence of qualitative discussion on the scheme in the parliament. The vagueness in defining 'smart'—smart for whom and how—has been a continuous debate till date. The urban poor and their place in the whole smart city narrative has been questioned time and again with no clear answers received till date.

The implementation of the scheme picked up in 2017 but even then, looking at the current rate of implementation of 15 per cent, the deadline of the scheme has been revised to 2023 from 2020.

Interestingly, the 17th Lok Sabha Standing Committee

report states, 'The Committee also pointed out that with rapid urbanization the urban population is set to increase from 35% as high as 50% by 2050 and HPEC & McKinsey Reports have also projected very adverse scenario ahead, in case we continue with our lowest level of underinvestment in 73 urban infrastructure. Asked about the way forward on the issue.' Here the minister in-charge replied that focus would be on infrastructure resilience and investment to ensure the urbanisation is smooth and not stressed. Thus, the clear context of the smart cities post 2023 looks hazy but it would be interesting to look at how it comes to realisation.

ATAL MISSION FOR REJUVENATION AND URBAN TRANSFORMATION

Atal Mission for Rejuvenation and Urban Transformation (AMRUT) has been criticised time and again for the lack of citizens' participation in the planning and implementation of provisions under the scheme. There is no doubt that states have been given more autonomy in implementation but non-consideration of people's demands has been a concern and still remains.

Launched in June 2015, the scheme aimed at upgrading the provision of urban facilities. This scheme has witnessed fluctuating utilisation rates where initially it performed well with a utilisation rate of 50 per cent (2015–2017) which eventually fell to 11 per cent (2017–18) and picked up pace again, standing at 58 per cent around December 2018. At the end of 2018, 993 projects were completed, which was only 2.9 per cent of the total State Annual Action Plan (SAAP) approved.

The mission deadline is May 2020 but the completion rate in December 2018 was abysmally low at 2.9 per cent even though 66.5 per cent projects are in the implementation phase.

DEENDAYAL ANTYODAYA YOJANA – NATIONAL URBAN LIVELIHOODS MISSION

The construction of homeless shelters under the National Urban Livelihoods Mission (NULM) scheme has been low with very slow progress being made even today. Additionally, with unemployment being a major concern in the country, NULM should have been given focus but efforts to promote livelihoods and employment opportunities under the scheme have been ineffective and much more needs to be done to achieve the goals set.

Launched in 2013, the NULM scheme was renamed and reintroduced as DAY–NULM by the NDA government in 2015. The scheme aims to support the urban poor by promoting livelihood options, the formation of grassroot collectives of the urban poor, and fund outlays for the construction of homeless shelters.

Since its launch in 2013, the scheme has achieved most of the set targets but the real impact on ground is questionable. At the end of 2017, the fund utilisation rate stood at 70.7 per cent which increased to 77 per cent at the end of July 2018. Acknowledging the rights violation of the homeless people due to the failure of state governments to utilise released central assistance, the Supreme Court mentioned, 'The money is not spent by the States and the sufferers are the homeless people. How can you ensure that the money is spent? It should not be diverted as the money has been given for a specific purpose'. ('SC suggests CAG audit of NULM funds', 2017). It is disappointing that the Supreme Court has to intervene to ensure the state governments uphold fundamental duties of serving the most marginalised.

Even though the scheme has been criticised for its huge unspent balances, currently the scheme shows a utilisation rate of 112 per cent.

METHODOLOGY

This report is based on secondary data from the websites of Parliament - Lok Sabha questions (<https://loksabha.nic.in/>) and Rajya Sabha questions (<https://rajyasabha.gov.in/rsweb.asp>) posed to the Ministry of Housing and Urban Affairs (MoHUA) in the three sessions (Budget, Monsoon and Winter) held from 31 January–13 December 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 Ministry of Labour and Employment (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.

THE QUESTION ON LABOUR

With employment creation being one of the main focuses of the BJP-led NDA government, issues of labour and unemployment took centre-stage, with Parliament sessions receiving multiple questions specific to this aspect. Having seen unemployment rise considerably as opposed to the original target of the government to boost employment and livelihood creation, the government's ability to handle the situation was questioned time and again. Some of the schemes launched by the government to encourage employment across diverse sectors include the Prime Minister's Employment Generation Programme (PMEGP), Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Pt. Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU–GKY), Deendayal Antyodaya Yojana–National Urban Livelihoods Mission (DAY–NULM), Pradhan Mantri Mudra Yojana (PMMY), Pradhan Mantri Rozgar Protsahan Yojana (PMRPY), Pradhan Mantri Kaushal Vikas Yojana (PMKVY), Make in India and so on.

The list of launched schemes by the government does show its inclination towards encouraging job creation. However, the implementation of the schemes have come under the scanner in the Parliament sessions.

Importantly, many Ministers of Parliament (MPs) have also questioned the effect of unemployment on various sectors, mainly the unorganised workforce and sections of the population like youth, children, women which has really put the unemployment issue into perspective and rightly reflects that joblessness has affected each segment differently.

In addition to unemployment, other issues of labour in the country like lack of social security, child labour, decreasing women participation in the workforce has come to the surface. The amalgamation of multiple labour laws into four labour codes was also another issue the MPs touched upon.

BILLS INTRODUCED IN THE PARLIAMENT IN 2019

The following are the bills introduced and passed in the two 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. Details of some of the bills are mentioned in Table i.

S. NO.	BILL NO.	BILL NAME	DATE OF INTRODUCTION	HOUSE WHERE INTRODUCED	TYPE	STATUS
1	XXXVII	The Right to Adequate Housing Bill, 2019	06/12/2019	Rajya Sabha	Private	Lapsed
2	LVIII	The Old Delhi Conservation Authority Bill, 2019	06/12/2019	Rajya Sabha	Private	Pending
3	360	The National Capital Territory of Delhi (Recognition of Property Rights of Residents in Unauthorised Colonies) Bill, 2019	26/11/2019	Lok Sabha	Government	Passed in both houses and assented
4	145	The Public Premises (Eviction of Unauthorised Occupants) Amendment Bill, 2019	08/07/2019	Lok Sabha	Government	Passed in both houses and assented
5	364	The Industrial Relations Code, 2019	28/11/2019	Lok Sabha	Government	Withdrawn
6	184	The Code on Wages, 2019	23/07/2019	Lok Sabha	Government	Passed in both houses and assented
7	XV	The Minimum Wages (Amendment) Bill, 2019	12/07/2019	Rajya Sabha	Private	Pending
8	97	The Youth Skill Training Skill, 2019	12/07/2019	Lok Sabha	Private	Pending
9	2	The Trade Unions (Amendment) Bill, 2019	08/01/2019	Lok Sabha	Government	Lapsed
10	187	The Occupational Safety, Health and Working Conditions Code, 2019	23/07/2019	Lok Sabha	Government	Withdrawn

Table i | Details of bills introduced in Parliament in 2019

The Public Premises (Eviction of Unauthorised Occupants) Amendment Bill, 2017

The bill states the eviction procedure of unauthorised occupants from residential accommodation in public premises. The bill was introduced on 31 July 2017 in the Lok Sabha.

The Micro, Small and Medium Enterprises Development (Amendment) Bill, 2018

This bill, introduced in the Lok Sabha on 23 July 2018, amends the definition of micro, small and medium enterprises on the basis of their annual turnover.

The Factories (Amendment) Bill, 2016

This bill increases the limit of overtime work hours and empowers the central government to make exempting rules related to the same. This bill was introduced in the Lok Sabha on 10 August 2016.

The Public Premises (Eviction of Unauthorised Occupants) Amendment Bill, 2019

Taking forward this bill from 2017, it was again discussed during this Parliament session.

The Industrial Relations Code Bill, 2019

Like the Wages Code, this code combines the Trade Unions Act, 1926, the Industrial Employment (Standing Orders) Act, 1946, and the Industrial Disputes Act, 1947 and is the second among the four labour codes to be introduced in the parliament.

The Micro, Small and Medium Enterprises Development (Amendment) Bill, 2019

This bill introduced in 2018 was again discussed in the Parliament session to amend the MSME Act, 2006 to define micro, small, and medium enterprises on the basis of their annual turnover.

The Code on Wages Bill, 2019

The government decided to subsume 44 labour laws into 4 labour codes to promote ease of doing business in the country and provide businesses with the conducive infrastructure to conduct activities.

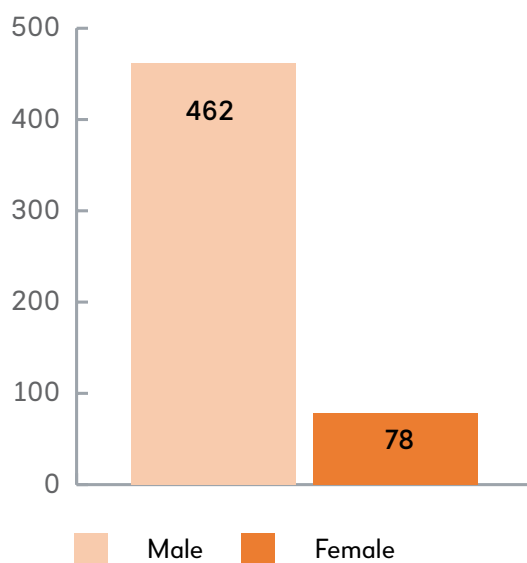
The first of the 4 codes to be tabled in the parliament was The Code on Wages Bill, 2019 which was introduced in the Lok Sabha on 23 July, was passed in the Lok Sabha on 30 July and was passed in the Rajya Sabha in the same session on 2 August. The Wages bill replaces four labour laws namely, the Payment of Wages Act, 1936, the Minimum Wages Act, 1948, the Payment of Bonus Act, 1965, and the Equal Remuneration Act, 1976.

As mentioned, to promote ease of doing business and to

provide a blanket law for all sectors of employment, the code applies to all employees across all sectors. The code dictates the Central Government or State Governments to fix a minimum wage as per the living standards of the workers and the geographical area and taking into consideration the recommendations of the Central Advisory Board. The code also allows for the setting up of advisory boards by Central and State Governments that advise the authorities on matters relating to fixing minimum wages, increasing employment opportunities for women and so on.

The other three labour codes include Industrial Relations Code, Social Security Code, and Occupational Safety, Health and Working Conditions Code. This information has been retrieved from <https://www.prsindia.org/>

PARLIAMENT AT A GLANCE



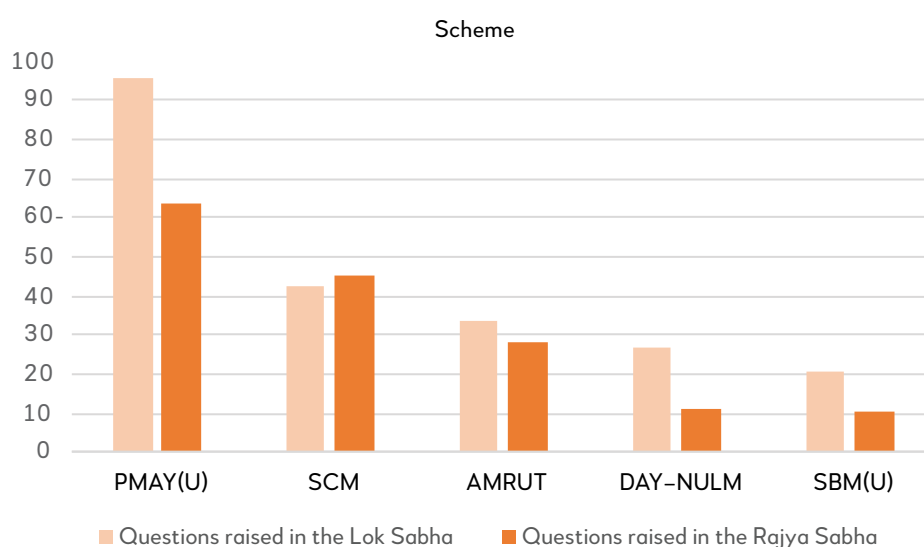
Graph i | Gender wise representation in the 17th Lok Sabha

A total of 27,507 questions were raised in Parliament in 2019, an increase of 2 per cent over the last year with 18,474 questions asked in the Lok Sabha and 9,033 questions asked in the Rajya Sabha. Around 3 percent

of the total questions asked were directed towards the Ministry of Housing and Urban Affairs (MoHUA) (Lok Sabha, 2019 and Rajya Sabha, 2019).

	LOK SABHA	RAJYA SABHA
BUDGET SESSION	75	28
MONSOON SESSION	138	126
WINTER SESSION	162	108
TOTAL	375	262

Table ii | Total questions raised to Ministry of Housing and Urban Affairs, 2019



Graph ii | Questions raised against each scheme

158 questions were raised about the Pradhan Mantri Awas Yojana (PMAY), making it the most questioned scheme in the two houses. The second most questioned scheme was the Smart Cities Mission (SCM) with a total of 87 questions. The Atal Mission for Rejuvenation and

Urban Transformation (AMRUT) fetched a total of 61 questions, National Urban Livelihoods Mission (NULM) received 37 questions and Swachh Bharat Mission (SBM) received 30 questions (Lok Sabha, 2019 and Rajya Sabha, 2019).

CHAPTER 1: PRADHAN MANTRI AWAS YOJANA–URBAN

CHAPTER OVERVIEW

This chapter looks closely at the progress of the Pradhan Mantri Awas Yojana–Urban (PMAY–U) in 2019–2020, based on questions raised. Detailing the housing demand in the country, to help decide the target it needs to achieve, the chapter dives deep into the demand discrepancies that can be seen, right from the time the scheme was launched. The chapter states the number of houses sanctioned, grounded for construction and completed by various states/union territories (UTs) over the years, giving a clear picture of the status of implementation. Diving deeper into the implementation of the PMAY, the chapter details how the execution has progressed under the four components of the scheme,

namely, Beneficiary-led Construction (BLC), Credit linked Subsidy Scheme (CLSS), Affordable Housing in Partnership (AHP) and In-situ Slum Rehabilitation (ISSR), mentioning clearly which component has fared well or otherwise among the beneficiaries.

Looking at the fund allocated, sanctioned, released and utilised by the States since the launch of the scheme, the analysis mirrors the status of implementation.

The chapter concludes by touching upon some of the complementary topics as asked in the Lok Sabha and Rajya Sabha with regards to monitoring mechanisms, irregularities and flaws in implementation.

THE PROMISE OF HOUSING

During the general elections of 2014, the Bharatiya Janata Party (BJP) released its Manifesto pledging to provide good governance and inclusive development. The Manifesto, promising 'Ek Bharat, Shreshta Bharat—Sabka Saath Sabka Vikas' (One India, Best India—Unity and Development for All), had encompassed a wide range of subjects, ranging from steady economic growth to effective solutions to social sector problems.

Page 31 of the 52 page Manifesto read:

'Housing - No Longer a Mirage

We will roll out a massive Low Cost Housing programme to ensure that by the time the nation completes 75 years of its Independence, every family will have a *pucca* house of its own. It will be an innovatively designed scheme that dovetails various existing programmes and also encourages the housing sector by appropriate policy interventions and credit availability including interest subventions, where necessary.

Our proposed programme will further ensure that these houses are equipped with the basic facilities of toilet,

piped water supply, electricity and proper access. To do this we will amongst others:

- Prioritize all our resources towards this goal.
- Leverage on land as a resource in urban areas and demand for unskilled labour in the rural areas.
- Innovatively structure the programme to converge and dovetail various existing programmes, while adding the missing links.
- Simultaneously encourage the overall housing sector, through appropriate policy interventions and credit availability and interest subvention schemes.'

This vision was further reiterated, slightly so, in the 2019 Manifesto where the political party stated they would ensure that everybody has equitable access to resources. On Page 33 of 45, the Manifesto read:

'We will ensure a *pucca* house to every family who are either living in a *kutcha* house or have no access to housing by 2022'.

INTRODUCTION

To begin with, it is important to note that the most questions raised in the Parliament were about the Pradhan Mantri Awas Yojana (PMAY) scheme with a total of 158 questions raised, 95 questions in the Lok Sabha and 63 questions in the Rajya Sabha across the three sessions of Parliament.

To provide every poor family with a habitable *pucca* house by 2022, as promised in the Manifesto, Prime Minister Narendra Modi announced PMAY in June 2015 with a goal of building 2 crore houses by 2022.

The goals of this scheme commensurate with the housing demand estimated by a Technical Group (TG-12)

constituted by the erstwhile Ministry of Housing and Urban Poverty Alleviation [now Ministry of Housing & Urban Affairs (MoHUA)] for estimating urban housing shortage of the country for the 12th Five Year Plan (2012–17).

As per the report of this Committee, the total housing shortage estimated at the beginning of the 12th Plan Period, i.e. in 2012, was 18.78 million; out of which, 10.55 million was in the economically weaker section (EWS) category, 7.41 million was in the lower income group (LIG) and the rest 0.82 million was in the middle income group (MIG) and above category.

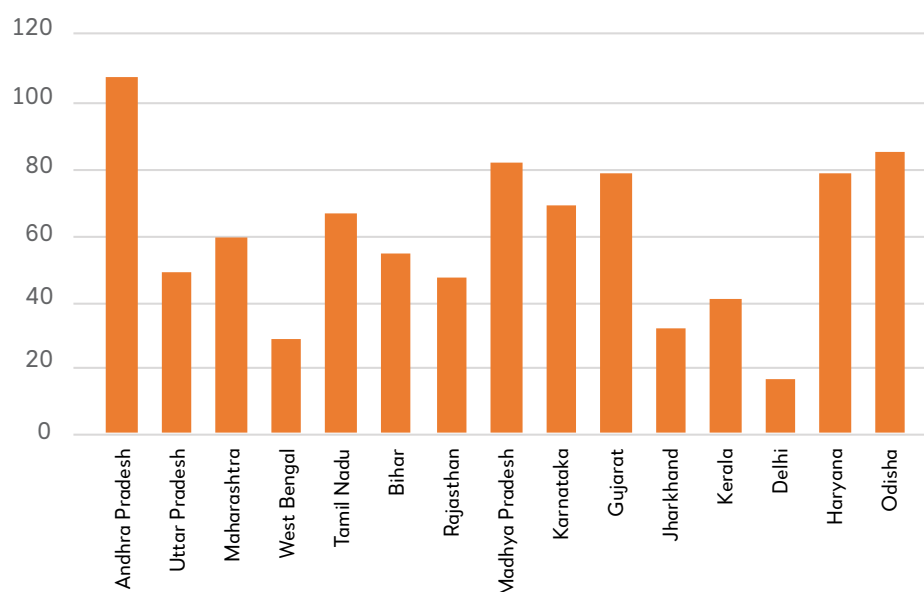
STATE LEVEL DEMAND SURVEY

The primary responsibility of assessing housing needs for different segments of the society under the Pradhan Mantri Awas Yojana–Urban (PMAY–U) was given to the respective state governments and union territories (UTs) as ‘land’ and ‘colonization’ are state subjects. As per the demand validated by states/UTs, 1.12 crores of houses were proposed to be constructed under PMAY–U by 31 March 2022 to cover all eligible beneficiaries (Source: Starred Question No. 353, Lok Sabha, 12 December 2019).

In other words, the PMAY–U mission, as per the demand survey conducted by states, currently addresses 50 per cent of the original target of 2 crores announced during

the launch of the scheme. The supply in most states met even less than 50 per cent of the actual demand assessed by the TG-12 report. The demand put forward by the states as a percentage of housing shortage assessed by the TG-12 report (state-wise) is depicted in Graph 1.1.

Most states have recorded a demand of less than 60 per cent of the actual housing shortage assessed by TG-12. Except a few states like Andhra Pradesh, Tamil Nadu, Madhya Pradesh, Karnataka, Gujarat, Haryana and Odisha, most of the states have recorded the actual demand of their state.



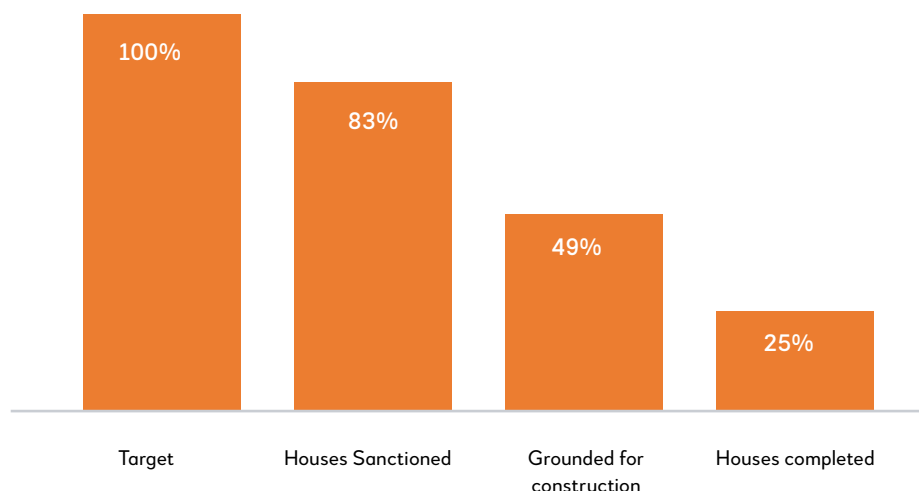
Graph 1.1 | Demand as a percentage of housing shortage assessed by the TG-12 report, state-wise
 Source: Unstarred Question No. 4193, Lok Sabha, 18 July 2019 and Unstarred Question No. 1444, Lok Sabha, 12 February 2019

HOUSES SANCTIONED AND COMPLETED

Compared to 2018, in 2019 there was a sharp increase in the number of houses sanctioned (by 42 per cent) and completed (by 123 per cent) under the scheme.

Of the 1.12 crores houses proposed to be constructed by

March 2022, around 93 lakh (83 per cent) houses have been sanctioned so far, 55 lakh (49 per cent) houses have been grounded for construction and approximately 28 lakh (25 per cent) houses have been completed by November 2019 (see Graph 1.2).



Graph 1.2 | Against target, houses sanctioned, grounded for construction and completed till November 2019
 Source: Unstarred Question No. 1060, Rajya Sabha, 27 November 2019

The number of houses sanctioned by December 2018 were around 65 lakh, which increased to 93 lakh by November 2019, showing an increase of 42 per cent. On the other hand, it is startling to note that the total houses sanctioned decreased by 30 per cent in Karnataka and by 23 per cent in Maharashtra.

Similarly, the number of houses completed by November 2019 also rose by 123 per cent, compared to the previous

year, the overall completion rate, still being low at 25 per cent. The reason was tardy implementation as the scheme was announced in 2015, but it took a period of four years to sanction 83 per cent houses, almost when the scheme is nearing its expiry date. Given the current rate of implementation, unless it is expedited, it seems unlikely that the scheme will be able to achieve its target by 2022.

HOUSES SANCTIONED AND COMPLETED, STATE-WISE

Seven states, namely Uttar Pradesh, Andhra Pradesh, Maharashtra, Madhya Pradesh, Tamil Nadu, Gujarat, and Karnataka, account for 72 per cent of all houses sanctioned.

If the percentage share of state targets are compared with the TG-12 reports, most states exhibit a proportionate pattern, except Uttar Pradesh and West Bengal. For example, the housing shortage estimated by the TG-12 report for Uttar Pradesh and West Bengal is 16 per cent and 7 per cent of total housing shortage, whereas their share has dropped to 13 per cent and 3 per cent, respectively, of the total demand assessed by the states. In contrast, few states show a reverse trend, where the housing demanded exceeds the need assessed by the TG-12 report. These include Madhya Pradesh and Gujarat.

Of the total houses sanctioned, the maximum number of houses have been in Uttar Pradesh (16 per cent), Andhra Pradesh (15 per cent), Maharashtra (12 per cent),

Madhya Pradesh (8 per cent), Tamil Nadu (8 per cent), Gujarat (7 per cent) and Karnataka (6 per cent). These seven states account for 72 per cent of total houses sanctioned.

In terms of performance, Gujarat has fared the best consistently since the beginning, achieving 45 per cent of its target. Other states which performed comparatively better in this index are West Bengal (42 per cent), Tripura (39 per cent), Jharkhand (34 per cent), Madhya Pradesh (33 per cent) and Tamil Nadu (31 per cent).

The states with high density of urban poor population in metropolitan cities are trailing behind in terms of performance. For example, Uttar Pradesh, Andhra Pradesh and Maharashtra, which account for more than 40 per cent of the total houses sanctioned, have not even completed one quarter (25 per cent) of the set target.

The state-wise details of houses sanctioned, grounded for construction and completed are depicted in Table 1.1.

SNO	STATE/UTs	DEMAND ASSESSED BY STATE	HOUSES SANCTIONED	GROUND FOR CONSTRUCTION	HOUSES COMPLETED	PERCENTAGE OF HOUSES SANCTIONED OF DEMAND	PERCENTAGE OF TOTAL HOUSES UNDER CONSTRUCTION	PERCENTAGE OF TOTAL HOUSES COMPLETED
1	UTTAR PRADESH	15,00,000	14,51,765	8,70,632	3,51,191	97%	58%	23%
2	ANDHRA PRADESH	13,77,585	13,75,337	6,89,149	3,13,086	100%	50%	23%
3	MAHARASHTRA	11,50,000	11,46,881	4,46,148	2,52,035	100%	39%	22%
4	MADHYA PRADESH	9,00,000	7,52,330	5,42,958	2,94,284	84%	60%	33%
5	TAMIL NADU	8,30,000	7,33,493	5,49,173	2,57,338	88%	66%	31%
6	GUJARAT	7,76,033	6,05,168	4,90,173	3,52,579	78%	63%	45%
7	KARNATAKA	7,00,000	5,91,372	3,26,018	1,57,976	84%	47%	23%
8	WEST BENGAL	3,75,000	4,08,128	2,89,718	1,55,957	109%	77%	42%
9	BIHAR	6,43,600	3,02,666	1,45,479	58,244	47%	23%	9%
10	HARYANA	3,29,000	2,66,237	43,250	18,250	81%	13%	6%
11	CHHATTISGARH	2,53,500	2,54,271	1,72,668	61,931	100%	68%	24%
12	TELANGANA	4,00,000	2,15,317	1,82,377	95,873	54%	46%	24%
13	RAJASTHAN	5,40,000	1,98,271	1,08,284	74,820	37%	20%	14%
14	JHARKHAND	2,00,000	1,96,900	1,30,107	68,029	98%	65%	34%
15	ORISSA	3,50,000	1,42,343	94,486	54,739	41%	27%	16%
16	KERALA	2,20,000	1,25,497	95,992	56,798	57%	44%	26%
17	ASSAM	1,30,000	96,963	50,374	15,401	75%	39%	12%
18	TRIPURA	1,00,000	80,434	50,930	38,768	80%	51%	39%
19	PUNJAB	1,00,000	79,386	43,531	17,960	79%	44%	18%
	TOTAL*	112,23,574	93,00,949	55,40,801	28,06,465	83%	49%	25%

Table 1.1 | Demand assessed, houses sanctioned, grounded for construction, completed, state-wise*Source: Unstarred Question No. 1060, Rajya Sabha, 27 November 2019*

* Including additional 27,850 beneficiaries and INR 1,229 crore for interest subsidy released recently to Central Nodal Agencies for disbursement under Credit Linked Subsidy Scheme (CLSS) of PMAY-U. (Section analysis

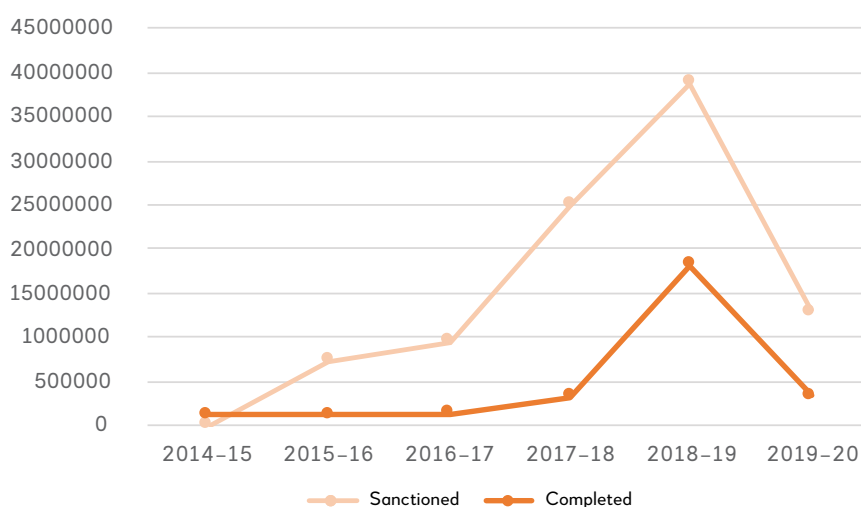
data source: Unstarred Question No. 1060, Rajya Sabha, 27 November 2019 and Starred Question No. 118, Rajya Sabha, 20 December 2018 and Unstarred Question No. 1157, Rajya Sabha, 20 December 2018)

HOUSES SANCTIONED AND COMPLETED, YEAR-WISE

The highest jump in the number of houses sanctioned and completed was noticed in 2018–19, as the number of houses completed increased six times compared to the previous year.

As mentioned earlier, since the launch of the scheme the construction of around 28 lakh houses (25 per cent of target) has been completed. In the first three years

(2014–2017) a little over 1 lakh houses were completed each year. But in 2017–2018 and 2018–2019, a sharp increase was noticed in the number of houses sanctioned as well as completed. The highest jump was noticed in 2018–19, as the number of houses completed increased six times compared to the previous year. The year-wise details of houses sanctioned and constructed is depicted in Graph 1.3 and Table 1.2.



Graph 1.3 | Comparison between houses sanctioned and constructed, year-wise

YEAR	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	TOTAL
SANCTIONED	0	7,26,010	9,50,117	24,87,819	38,69,981	12,84,686	93,18,613
COMPLETED	1,13,381	1,17,455	1,29,111	3,28,037	18,17,456	3,30,755	28,36,195

Table 1.2 | Comparison between houses sanctioned and constructed, year-wise

Source for Graph and Table: Unstarred Question No. 1849, Rajya Sabha, 4 December 2019

A COMPONENT-WISE ANALYSIS OF THE FOUR PMAY VERTICALS

Beneficiary-led construction (BLC) is the most favoured option as 57 per cent houses are sanctioned under this component alone. Till December 2018, the least number of houses were sanctioned under the Credit Linked Subsidy Scheme (CLSS) component. Out of the total houses sanctioned, central assistance has been released to all the identified beneficiaries under CLSS. Therefore, this is also the only component under the mission which has a 100 per cent completion rate.

those living in dilapidated, congested and unacceptable living conditions who do not have the financial means to access the burgeoning housing supply in the market. Urban housing shortage for the homeless is 3 per cent (TG-12 Report).

Therefore, to further inclusivity in access, PMAY-U offers four options to beneficiaries depending on their income, financial status and availability of land (See Table 1.3).

Majority of the urban housing shortage is on account of

S. NO.	VERTICAL	CARPET AREA OF THE HOUSE	CENTRAL ASSISTANCE PER HOUSE
1.	IN-SITU SLUM REDEVELOPMENT (ISSR)	UP TO 30 SQ. M.	INR 1 LAKH
2.	CREDIT LINKED SUBSIDY SCHEME (CLSS)	UP TO 30 SQ. M. FOR THE ECONOMICALLY WEAKER SECTION (EWS), 60 SQ. M. FOR LOWER INCOME GROUP (LIG), 160 SQ. M. FOR MIDDLE INCOME GROUP-I (MIG-I) AND 200 SQ. M. FOR MIDDLE INCOME GROUP-II (MIG-II).	INTEREST SUBSIDY OF 6.5%, 4% AND 3% ON LOAN AMOUNTS UP TO INR 6 LAKH, INR 9 LAKH AND INR 12 LAKH FOR BENEFICIARIES BELONGING TO THE EWS, LIG, MIG-I AND MIG-II CATEGORIES RESPECTIVELY
3.	AFFORDABLE HOUSING IN PARTNERSHIP (AHP)	UP TO 30 SQ. M.	INR 1.50 LAKH
4.	BENEFICIARY-LED INDIVIDUAL HOUSE CONSTRUCTION/ ENHANCEMENTS (BLC)	UP TO 30 SQ. M.	INR 1.50 LAKH

Table 1.3 | Scale of subsidy provided under PMAY-U
Source: Unstarred Question No. 3946, Lok Sabha, 12 December 2019

As per the data, Beneficiary-led Construction (BLC) is the most favoured option by beneficiaries among the four verticals as 57 per cent houses are sanctioned under this component alone. This is followed by Affordable Housing in Partnership (AHP) with a 30 per cent share and the other two components, In-situ Slum Rehabilitation (ISSR) and Credit linked Subsidy Scheme (CLSS) have a significantly low share as these together make only 14 per cent of the total houses sanctioned.

In terms of the maximum number of houses constructed, BLC fares well with a share of 43 per cent of total houses completed but when compared to the total houses sanctioned under BLC, not even 25 per cent of the

houses have been completed so far (see Graph 1.4).

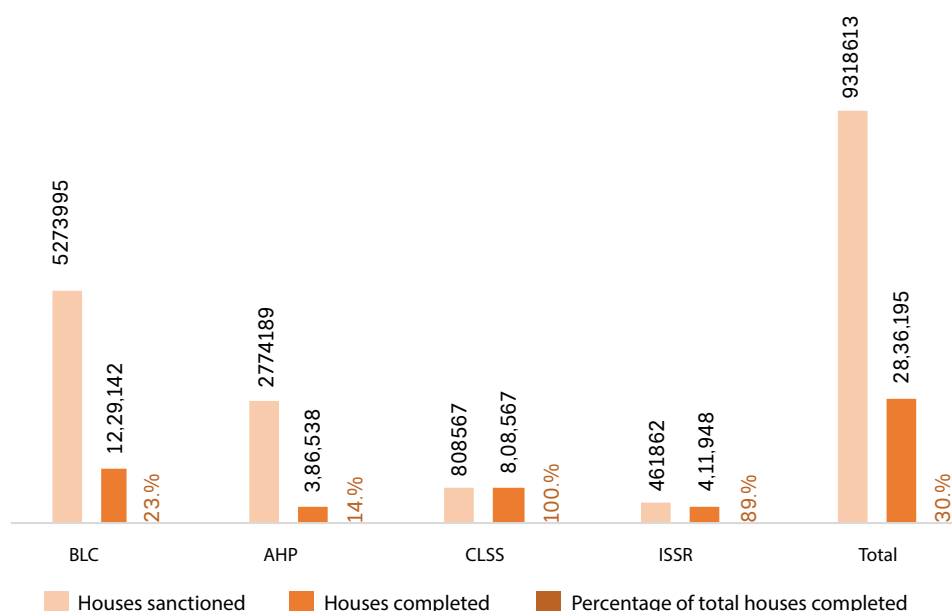
This is followed by CLSS. According to the data, funds have been transferred to all the beneficiaries under this component, therefore, it displays a completion rate of 100 per cent. The ISSR component reported a 89 per cent completion rate against the number of houses sanctioned. The most sluggish progress was noticed in the AHP component, with a meagre 14 per cent completion rate so far (see Graph 1.4).

The data also reveals that over 70 per cent of the sanctioned houses under BLC and AHP components are under progress.

VERTICAL	HOUSES SANCTIONED	HOUSES UNDER CONSTRUCTION	HOUSES COMPLETED
BLC	52,73,995	39,16,796	12,29,142
AHP	27,74,189	24,17,152	3,86,538
CLSS	8,08,567	0	8,08,567
ISSR	4,61,862	13,65,271	4,11,948
TOTAL	93,18,613	76,99,219	28,36,195

Table 1.4 | Houses sanctioned, under construction and completed, component-wise

Source: Unstarred Question No. 1849, Rajya Sabha, 4 December 2019



Graph 1.4 | Comparison between houses sanctioned and completed, component wise

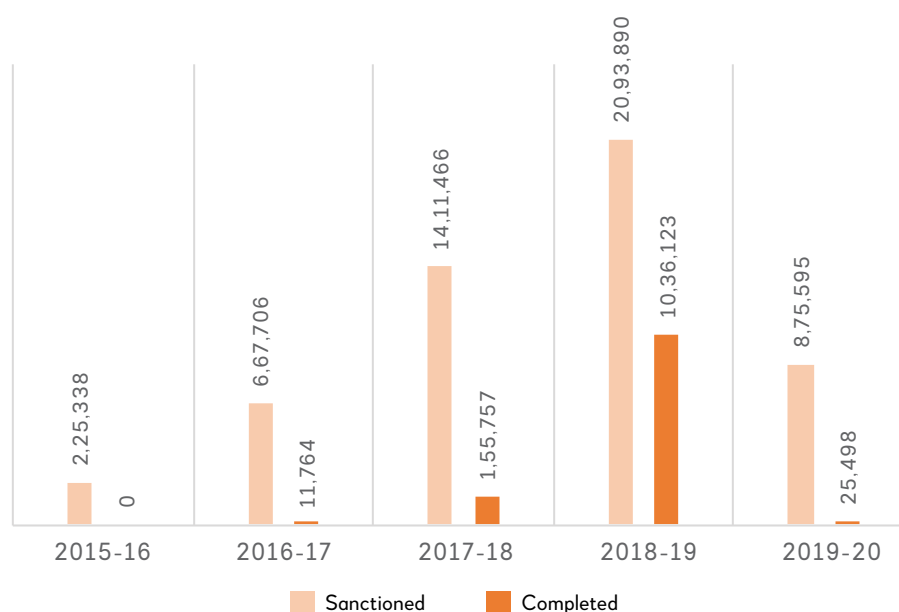
Source: Unstarred Question No. 1849, Rajya Sabha, 4 December 2019

BENEFICIARY-LED CONSTRUCTION

Under this component, the beneficiary living in or outside the slum, gets central assistance of INR 1.5 lakh for constructing a new house. Being highly demanded among the four verticals for the last four years, this component alone accounts for more than 57 per cent of the total houses sanctioned as a total of 52,73,995 houses have been sanctioned so far.

Around 50 per cent of the total houses have been sanctioned in four states, namely 11,10,520 (24 per cent) in Uttar Pradesh, 5,30,756 (12 per cent) in Andhra

Pradesh, 4,99,814 (11 per cent) in Madhya Pradesh, and 4,78,102 (10 per cent) in Tamil Nadu. Of the total 52,73,995 houses sanctioned, only 23 per cent have been completed so far. The maximum number of houses have been constructed in Uttar Pradesh - 2,97,977 (24 per cent) followed by Madhya Pradesh - 2,10,536 (17 per cent) and Tamil Nadu - 1,56,455 (13 per cent). A comparison between houses constructed to houses sanctioned in each state reveals that only Karnataka has been able to cross the 50 per cent mark. Year-wise sanction and completion of houses under BLC is depicted in Graph 1.5.



Graph 1.5 | Year-wise sanction and completion of houses under BLC

Source: Unstarred Question No. 1849, Rajya Sabha, 4 December 2019

AFFORDABLE HOUSING IN PARTNERSHIP

Being the only component having a supply side intervention, the Central Government, under Affordable Housing in Partnership (AHP) provides an assistance of INR 1.5 lakh per dwelling unit for the economically weaker section (EWS) to the developer. This component has shown the most sluggish performance over the years. The slow implementation of house construction under this component can be gauged from the fact that out of 37 states and UTs, construction has begun only in 13 states and UTs by December 2019.

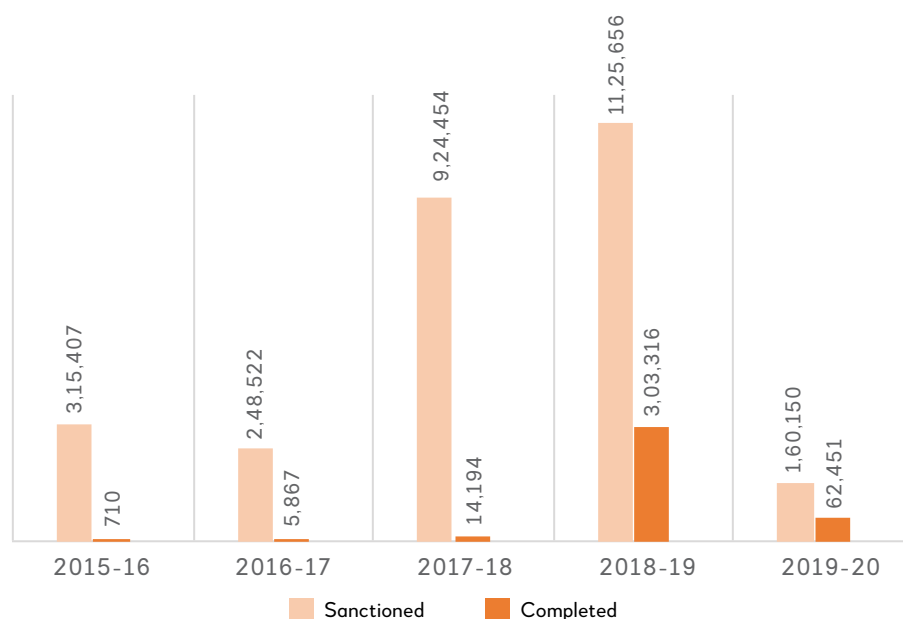
Moreover, a total of 3,87,052 houses have been constructed so far, which is 15 per cent of the total houses sanctioned. Out of the total houses constructed, only 6 per cent have so far been occupied which is a telling fact about the lack of demand for the houses constructed under AHP (Unstarred Question No. 4127, Lok Sabha, 12 December 2019).

More than 80 per cent of the constructed houses are concentrated in three states, namely Andhra Pradesh (1,82,546), Gujarat (76,771) and Telangana (61,257) (Unstarred Question No. 4127, Lok Sabha, 12 December 2019).

The highest number of houses were sanctioned in Andhra Pradesh - 7,01,481 (27 per cent), Maharashtra - 4,26,762 (16 per cent) and Karnataka - 3,55,461 (14 per cent). Of these three states, while Andhra Pradesh has been able to construct almost 50 per cent of the sanctioned houses, Maharashtra and Karnataka have barely achieved 2 per cent (Unstarred Question No. 4177, Lok Sabha, 18 July 2019).

The performance in terms of houses completed compared to houses sanctioned in each state, shows Gujarat to be the top performing state with the completion rate of 40 per cent, followed by Telangana (33 per cent) and Andhra Pradesh (26 per cent).

The year-wise completion of houses under AHP is depicted in Graph 1.6.



Graph 1.6 | Year-wise completion of houses under AHP

Source: Unstarred Question No. 1849, Rajya Sabha, 4 December 2019

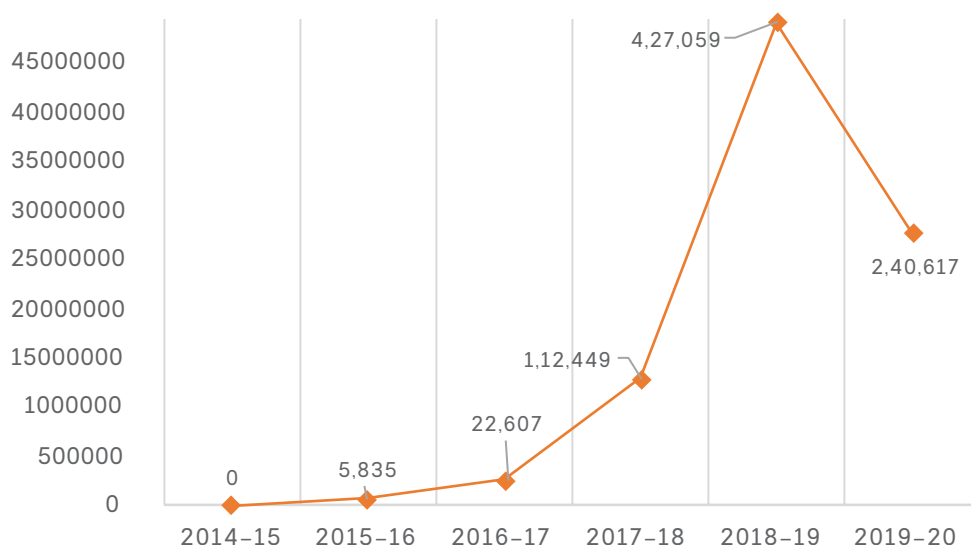
CREDIT LINKED SUBSIDY SCHEME

Under this component, beneficiaries receive interest subsidies on the loans they apply for (see Table 1.3). Till December 2018, the least number of houses were sanctioned under this component. However from 2019 onwards, its total share in the number of houses sanctioned dramatically increased from a mere 5 per cent to 14 per cent. Year-wise progress in houses sanctioned under the Credit Linked Subsidy Scheme (CLSS) is depicted in Graph 1.7.

Initially, this component was restricted to beneficiaries of the economically weaker section (EWS) and lower income group (LIG) sections only. However, the scheme guidelines were amended in 2017 to include middle income groups (MIG) as well. The data reveals that of the total beneficiaries, 2,91,578 (46 per cent) belong to the LIG group, 1,91,386 (30 per cent) to the MIG group and only 1,44,937 (23 per cent) to the EWS section (Unstarred Question No 981, Lok Sabha, 27 June 2019).

If looked at state-wise, more than 50 per cent of the beneficiaries are concentrated in just two states, namely Gujarat - 2,16,141 (28 per cent) and Maharashtra - 1,95,340 (25 per cent) with the per cent share of beneficiaries in other states such as Uttar Pradesh - 52,728 (7 per cent), Madhya Pradesh - 47,025 (6 per cent), Rajasthan - 38,136, Tamil Nadu - 35,340 and Karnataka - 35,883 (5 per cent each) being significantly low when compared to these two states (Unstarred Question No. 4127, Lok Sabha, 12 December 2019).

As per the data, the demand in 18 states and union territories was less than 1 per cent, which indicates that the scheme might not have been suitable to the needs of the beneficiaries or there might be institutional gaps in implementation in those states.



Graph 1.7 | Houses sanctioned and completed under CLSS, year-wise

Source: Unstarred Question No. 1849, Rajya Sabha, 4 December 2019

IN-SITU SLUM REDEVELOPMENT

The National Sample Survey Office, under the Ministry of Statistics and Programme Implementation, conducts slum surveys detailing the total numbers and other particulars, periodically. The latest survey was conducted during the 69th round on Urban Slums in 2012. Based on that data, the estimated number of slums and slum households in the country is 33,510 and 88,09,007, respectively (Unstarred Question No. 4273, Lok Sabha, 18 July 2019).

The In-situ Slum Redevelopment (ISSR) component under PMAY-U aims at providing rehabilitation to slum dwellers, providing them with formal and concrete houses using land as a resource in participation with the private developers.

A similar process was conducted by the United Progressive Alliance government before 2015 under the Jawaharlal Nehru National Urban Renewal Mission (JNNURM). When PMAY was announced in June 2015, the ongoing projects of JNNURM were subsumed under the ISSR component of PMAY-U. The projects approved until 31 March 2012 were extended up to 31 March 2017 to be completed under PMAY. A total of 4,41,527 houses under JNNURM, which were at various stages

of implementation, were included in PMAY-U post its launch. In addition, a total of 4,61,862 new houses were sanctioned under PMAY-U.

According to the data, a total of 4,11,948 houses have been completed so far, out of which 77 per cent accrue to the projects approved under JNNURM and 23 per cent under PMAY-U. If achievement is assessed against the number of houses sanctioned post May 2014 (which is excluding projects completed/constructed under JNNURM), only 20 per cent projects of the ISSR houses sanctioned under PMAY-U have been completed so far. Year-wise completion of houses under JNNURM and ISSR are depicted in Table 1.5.

Out of the total houses sanctioned under the ISSR component, around 50 per cent houses are in Maharashtra alone, followed by Gujarat. These two states have a share of almost 70 per cent of the total houses sanctioned. But if houses constructed are measured in comparison to houses sanctioned in these states, Maharashtra has a success rate of 1 per cent while Gujarat has a success rate of 31 per cent. Madhya Pradesh in comparison has completed 52 per cent.

Under ongoing projects of JNNURM, the maximum

number of houses were completed in Maharashtra and Tamil Nadu, whereas under PMAY the highest numbers were noted in Gujarat, Karnataka and Rajasthan.

A comparison between houses constructed to houses

sanctioned in each state reveals that Karnataka has been the highest performing state as it has completed 84 per cent of the houses sanctioned, followed by Uttar Pradesh (57 per cent) and Madhya Pradesh (52 per cent).

YEAR	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	TOTAL
JNNURM	1,13,381	91,819	62,126	20,038	30,734	0	3,18,098
PMAY-U	0	19,091	26,747	25,599	20,224	2,189	93,850
TOTAL	1,13,381	1,10,910	88,873	45,637	50,958	2,189	4,11,948

Table 1.5 | Year-wise details of houses completed under JNNURM and PMAY

Source: Unstarred Question No. 3065, Lok Sabha, 11 July 2019 and Unstarred Question No. 2175 Lok Sabha, 4 July 2019

S. NO	NAME OF STATE/UT	BENEFICIARY LED CONSTRUCTION (BLC)	AFFORDABLE HOUSING IN PARTNERSHIP (AHP)	CREDIT LINKED SUBSIDY SCHEME (CLSS)	IN-SITU SLUM REDEVELOPMENT (ISSR)-JNNURM	IN-SITU SLUM REDEVELOPMENT (ISSR)-PMAY	TOTAL HOUSES SANCTIONED IN EACH STATE	PERCENTAGE OF HOUSES SANCTIONED IN EACH STATE
1	MAHARASHTRA	1,73,406	4,26,762	1,95,340	83,638	2,23,237	11,02,383	12%
2	UTTAR PRADESH	11,10,520	1,32,415	52,728	31,324	8,409	13,35,396	15%
3	TAMIL NADU	478,102	1,36,977	35,340	49,077	4,880	7,04,376	8%
4	WEST BENGAL	331,916	10,56	20,920	36,169	472	3,90,533	4%
5	ANDHRA PRADESH	5,30,756	701,481	17,622	21,023	1,617	12,72,499	14%
6	GUJARAT	14,974	1,90,456	2,16,141	24,083	86,620	5,32,274	6%
7	KARNATAKA	68,150	3,55,461	35,883	5,396	23,125	4,88,015	5%
8	MADHYA PRADESH	4,99,814	1,41,954	47,025	16,149	10,295	7,15,237	8%
9	RAJASTHAN	85,362	45,951	38,136	28,843	21,908	2,20,200	2%
10	KERALA	488	488	11,709	10,735	2,118	25,538	0.3%
11	DELHI	0	0	16,300	40,580	0	56,880	1%
12	ODISHA	1,14,198	6,462	3,265	6,065	18,535	1,48,525	2%
13	ASSAM	70,744	0	898	4,055	0	75,697	1%
	TOTAL OF 13 STATES	34,78,430	21,39,463	6,91,307	3,57,137	4,01,216	70,67,553	79%
	TOTAL (INCLUDING ALL STATES AND UTS)	46,25,877	26,40,473	8,10,067	4,41,527	4,53,538	89,71,482	100%

Table 1.6 | Houses sanctioned under each component of PMAY, state-wise

Source: Unstarred Question No. 4127, Lok Sabha, 12 December 2019 and Unstarred Question No. 4177, Lok Sabha, 18 July 2019

*Note: As the latest data about state-wise distribution of houses sanctioned was not available, therefore the houses sanctioned in this table will not match the total number of houses sanctioned mentioned in the previous section. That data is until December 2019 whereas this data is till July 2019.

S.NO	NAME OF STATE/UT	BENEFICIARY LED CONSTRUCTION (BLC)	AFFORDABLE HOUSING IN PARTNERSHIP (AHP)	CREDIT LINKED SUBSIDY SCHEME (CLSS)	IN-SITU SLUM REDEVELOPMENT (ISSR)	TOTAL HOUSES SANCTIONED IN EACH STATE	PERCENTAGE OF HOUSES SANCTIONED IN EACH STATE
1	MAHARASHTRA	5,095	3,784	1,95,340	51,008	2,55,227	9%
2	UTTAR PRADESH	2,97,977	116	52,728	31,324	3,82,145	13%
3	TAMIL NADU	1,56,455	24,908	35,340	41,478	2,58,181	9%
4	WEST BENGAL	1,06,990	-	20,920	28,614	1,56,524	5%
5	ANDHRA PRADESH	99,940	1,82,546	17,622	13,741	3,13,849	11%
6	GUJARAT	14,974	76,771	2,16,141	48,202	3,56,088	12%
7	KARNATAKA	90,683	9,175	35,883	24,819	1,60,560	6%
8	MADHYA PRADESH	2,10,536	16,144	47,025	21,840	2,95,545	10%
9	RAJASTHAN	18	5,120	38,136	32,401	75,675	3%
10	KERALA	38,810	-	11,709	7,817	58,336	2%
11	DELHI	-	-	16,300	23,980	40,280	1%
12	ODISHA	43,507	-	3,265	8,084	54,856	2%
13	ASSAM	13,225	-	898	1,257	15,380	1%
	TOTAL OF 13 STATES	10,78,210	3,18,564	6,91,307	3,34,565	24,22,646	85%
	TOTAL (INCLUDING ALL STATES AND UTS)	12,51,401	3,87,052	8,10,067	4,11,948	28,60,468	100%

Table 1.7 | Houses completed under each component of PMAY, state-wise*Source: Unstarred Question No. 4177, Lok Sabha, 18 July 2019*

FINANCIAL PROGRESS UNDER PMAY

Only 40 per cent funds have been released under the scheme, of which only 25 per cent has been utilised.

Since its inception, a total of INR 1,30,293 crore was sanctioned under the scheme although only 40 per cent has been released in the last four years. Of the amount released, 64 per cent was reported to be utilised by the states. In comparison to the total amount sanctioned, the utilisation is only 25 per cent. This correlates to a low achievement rate under the scheme.

In terms of the total central assistance sanctioned, Uttar Pradesh got the maximum share (15 per cent) followed by Andhra Pradesh (14 per cent) and Maharashtra (12 per cent). The overall funds released in comparison to the funds sanctioned was comparatively low. In Uttar Pradesh only 33 per cent funds were released compared to the

funds sanctioned, 36 per cent was released in Andhra Pradesh and 30 per cent in Maharashtra.

If the state-wise share of the total funds released by the central government is assessed, Andhra Pradesh and Uttar Pradesh received the maximum share (13 per cent each) followed by Madhya Pradesh and Gujarat, which received a share of 12 per cent each of the released central funds.

On comparing the central assistance released to funds utilised 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.

Out of 36 states and union territories (UTs), 22 of them

received less than 50 per cent of the sanctioned funds. The average utilisation rate of the funds released is 64 per cent. If compared to the total funds sanctioned, this

rate falls steeply to 25 per cent. The year-wise and state-wise details of the funds sanctioned, released and utilised is given in Tables 1.8 and 1.9.

FINANCIAL YEAR	SANCTIONED (IN INR CRORE)	RELEASED (IN INR CRORE)	UTILISED (IN INR CRORE)
2015-16	12,190.42	3,222.50	497.17
2016-17	14,244.80	4,597.68	1,523.63
2017-18	37,937.31	16,531.21	4,590.22
2018-19	60,258.96	25,041.27	19,008.10
2019-20	5,661.54	2,154.23	7,258.51
TOTAL	1,30,293.03	51,546.89	32,877.63

Table 1.8 | Funds sanctioned, released and utilised, year-wise

Source: Unstarred Question No. 2781, Rajya Sabha, 17 July 2019

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	15,070.23	4,577.51	30%	3,835.34	84%
2	UTTAR PRADESH	19,893.94	6,592.32	33%	2,418.16	37%
3	TAMIL NADU	9,968.26	3,531.78	35%	2,996.99	85%
4	WEST BENGAL	5,413.85	2,703.33	50%	1,732.09	64%
5	ANDHRA PRADESH	18,831.52	6,817.11	36%	3,765.89	55%
6	GUJARAT	9,194.88	6,011.91	65%	5,100.71	85%
7	KARNATAKA	9,222.62	3,129.38	34%	1,873.01	60%
8	MADHYA PRADESH	10,701.91	5,951.31	56%	3,618.87	61%
9	RAJASTHAN	2,999.86	1,031.51	34%	875.12	85%
10	KERALA	1,942.5	3,129.38	161%	374.67	12%
11	DELHI	319.07	319.07	100%	319.07	100%
12	ODISHA	2,226	837.21	38%	759.41	91%
13	ASSAM	1,076.89	504.15	47%	122.73	24%
	TOTAL	1,30,293.03	51,546.89	40%	32,877.63	64%

Table 1.9 | Funds sanctioned, released and utilised, state-wise

Source: Unstarred Question No. 2781, Rajya Sabha, 17 July 2019

Although maximum questions regarding the housing scheme were centred around physical and financial progress, a few

other issues were raised as well. Those issues are discussed in the following section.

CONCERNS REGARDING OCCUPANCY OF HOUSING

A question was raised to inquire if 'the Government has conducted any study of repeated surrender of thousands of flats, especially LIG flats constructed and allotted by DDA under different housing schemes in last few years'. The question further inquired if the responsibility of concerned departments/officials is fixed so far and the manner in which expenditure incurred is likely to be recovered?

The minister replied that the Delhi Development Authority (DDA) has informed that the following are the most common responses received on the basis of online feedback from the allottees of Narela, Rohini, Siraspur, Loknaya Puram and Ramgarh Colony, citing reasons of surrendering of DDA flats:

- (i) Non availability of metro rail connectivity in Narela area;
- (ii) Remote location of flats in Narela;
- (iii) Size of flat was small;
- (iv) High cost of the flat for the size.

(Unstarred Question No. 2899, Lok Sabha, 5 December 2019 and Unstarred Question No. 3936, Lok Sabha, 12 December 2019).

The issue of unoccupancy of the houses constructed under housing schemes was also raised. The response to these questions was, 'Construction of houses and their allotment comes under the purview of the state/UT Government concerned. Unoccupancy could be due to various factors like lack of basic infrastructure/ transportation facility, livelihood issues, non-receipt of beneficiary contribution, litigation issues etc for which state/UT are being advised during various review meetings regularly. State/UT wise details of houses which are presently under various stages of getting allotted/occupied under various urban housing schemes of MoHUA is at Annexure II'. According to this annexure, 80 per cent of the unoccupied houses lie in five states. 36 per cent of the total unoccupied houses lie in Andhra Pradesh, followed by Gujarat and Telangana at 15 per cent each and Maharashtra and Delhi at 7 per cent each.

MONITORING OF THE MISSION

When asked about the monitoring mechanism under the scheme, the minister responded that the implementation of the approved projects under PMAY-U lies with the state/UT and urban local body (ULB). The state/UT authorities concerned engage Third Party Quality Monitoring Agencies to ensure the quality of construction under various components of the Mission. On the basis of quality assurance reports by such agencies and also reports of their own technical staff, states/UTs and ULBs take further necessary action to uphold quality standards of the houses and infrastructure constructed under the Mission. The selection/identification of beneficiaries for the projects under PMAY-U comes within the purview of state/UT Governments. However, the Ministry has put in place the following monitoring mechanisms for implementation of PMAY-U in a transparent and time bound manner:

- i. Payment through Direct Benefit Transfer (DBT) mode

and Aadhaar seeding of beneficiaries for transparency and accountability.

- ii. Use of information/space technology through the PMAY-U Management Information System, Bhuvan Portal, Public Financial Management System and geo-tagging/geo-fencing of sanctioned houses for effective monitoring.
- iii. The Ministry monitors progress of the Mission through periodic review meetings, video-conferences and field visits.
- iv. Central Sanctioning and Monitoring Committee constituted under Chairmanship of Secretary, Ministry of Housing and Urban Affairs (MoHUA) meets every month to sanction central assistance for new projects and reviews the progress of the Mission.
- v. State Level Sanctioning and Monitoring Committee

under Chairmanship of Chief Secretary of the concerned state/UT reviews the progress of implementation of the Mission at the state level.

When asked about social audits being conducted, the minister informed that the responsibility to do so lies with the state with 100 per cent central assistance from the central government.

So far five states, namely, Andhra Pradesh, Gujarat,

Jharkhand, Kerala and Mizoram have conducted social audits and four states, namely, Assam, Manipur, Tripura and Uttarakhand have engaged Independent Facilitating Agencies to conduct social audits. All other states and UTs are in the process of engaging Independent Facilitating Agencies (Unstarred Question No. 882, Lok Sabha, 21 November 2019 and Unstarred Question No. 4127, Lok Sabha, 12 December 2019).

OTHER ISSUES: FALSE CASES

A question was also raised to inquire if shortcomings/irregularities have come to the notice of the government in the implementation of the said scheme in the country and the remedial measures taken/being taken by the government to eliminate this.

The Minister responded by stating two examples. In one case it came to the notice of this Ministry that an organisation, namely National Housing Development Organisation, was using the name of this Ministry without authorisation to promote their organisation and was also actively using the photos of launching of the PMAY-U mission, the logo for PMAY-U, the pictures of the Hon'ble Prime Minister of India and the then Hon'ble Minister (Housing and Urban Poverty Alleviation), etc.

on their website. With respect to the above case, a police complaint was lodged with the Delhi Police and they started the investigation and froze the bank account and fixed deposits of this organisation.

In another case, a complaint was received in the Ministry against DD Construction Company illegally asking for depositing the money for allotting houses in the name of PMAY-U Mission. A police complaint was filed. The police arrested 4 people and 3 bank accounts in the name of DD Construction were frozen in which cheated/illegal money was collected from the public in the name of allotting houses (Unstarred Question No. 341, Lok Sabha, 5 February 2019).

CONCLUSION

The Pradhan Mantri Awas Yojana-Urban (PMAY-U) being one of the most talked about schemes has been plagued with criticism for its low completion rate over the years. With such an achievement rate, it raises questions on the government's ability to push for effective implementation in order to achieve the set deadline. The fund utilisation rate has been low too, which is alarming as it raises concerns over the absorption capabilities of the states.

There is a need for strong governance structures to ensure that adequate housing reaches the most needy. With urbanisation on the rise, it is crucial to enable housing provisions at the earliest, including provision of rental housing, to ensure that the needs of the people are met.

CHAPTER 2

ATAL MISSION FOR REJUVENATION AND URBAN TRANSFORMATION

CHAPTER OVERVIEW

The chapter begins by analysing the physical and financial progress of the scheme, detailing the financial outlay, fund released and utilised and the completion rate in the ongoing year of implementation.

Given that the scheme is nearing its deadline, it is important to closely study the implementation to arrive

at conclusions that state the success or failure of the scheme. The chapter elaborates on discrepancies witnessed in the data in the past, making one question the real impact on ground. Further delving into the implementation of each component, the chapter gives a holistic view of the scheme's standing in the current year.

INTRODUCTION

In 2014, BJP's Manifesto page 18 read, 'Upgrade existing urban centres, transitioning focus from basic infrastructure to public utility services like Waste and Water Management - for a clean and healthy city life.'

In the 2019 BJP Manifesto, the focus shifted from providing basic infrastructure in general as no specific emphasis was given to it. Instead, the Manifesto mentioned the launch of 'Jal Jivan Mission', under which they would introduce the 'Nal se Jal' programme to provide piped water connection to all by 2024.

Atal Mission for Rejuvenation and Urban Transformation (AMRUT) was launched on 25 June 2015 for a period of five years (2015–20), to focus on provision of basic amenities such as water supply, management of sewerage

and septage, storm water drainage, green spaces and parks and non-motorised public transport. With the aim to ensure that every household has access to a tap water and sewerage connection, the Mission looks to capacitate urban local bodies (ULBs), both individual and institutional, and implement a set of 11 reforms by all the states and 500 mission cities. It is a centrally sponsored scheme, with a total central outlay of INR 50,000 crore (Unstarred Question No. 2639, Rajya Sabha, 11 December 2019).

AMRUT received 61 questions in the two houses of Parliament with 33 questions raised in Lok Sabha and 28 questions raised in the Rajya Sabha across the three sessions.

COVERAGE OF THE MISSION

Covering about 60 per cent of the urban population, the Mission is being implemented in 500 selected cities across all states and union territories (UTs) with a population of over one lakh with notified municipalities. This includes cantonment boards (civilian areas), all capital cities/towns of states/UTs, all cities/towns classified as heritage cities by the Ministry of Housing and Urban Affairs (MoHUA), 13 cities and towns on the

stem of the main rivers with a population above 75,000 and less than 1 lakh, and 10 cities from hill states, islands and tourist destinations (not more than one from each state) (Unstarred Question No. 1832, Rajya Sabha, 4 December 2019).

PHYSICAL AND FINANCIAL PROGRESS

Although the mission is nearing its deadline, not even one state/UT has completed 40 per cent of work proposed in its plan.

Under the mission, the State Annual Action Plans (SAAPs) have already been approved for all the states/UTs for the entire mission period. The total worth of approved SAAPs of states/UTs is INR 77,640 crore, out of which projects worth INR 7,014.89 crore (9 per cent) have been completed so far. Majority of the projects (83 per cent) are in progress while 13 per cent are still in the tendering stage (see Table 2.1).

Although the Mission is nearing its deadline, not even one state/UT has completed 40 per cent of work proposed in its plan. Shockingly, 22 states and UTs have not even completed 10 per cent of work proposed by them.

The top performing states in terms of work completion are Telangana, Lakshadweep and Daman and Diu (39 per cent each), Chandigarh and Odisha (38 per cent each) and Andaman and Nicobar Islands (33 per cent). Out of these six states and UTs, Lakshadweep, Daman and Diu, Andaman and Nicobar Islands have very small projects ranging from INR 4–8 crores only.

In terms of the number of projects, while states such as Bihar, Assam, Arunachal Pradesh, Meghalaya and Dadra and Nagar Haveli have not been able to complete even one project, Tamil Nadu tops the list by completing 413 projects, being the only state that has completed more than 400 projects. This is followed by Kerala and West Bengal as they have completed more than 300 projects. Gujarat, Chhattisgarh and Odisha are the states that have completed more than 100 projects.

Among all states and UTs, the maximum value of central assistance was released for Uttar Pradesh (INR 4,922 crore), Tamil Nadu (INR 4,757 crore), Maharashtra (INR 3,534 crore), Madhya Pradesh (INR 2,593 crore), Karnataka (INR 2,319 crore), Gujarat (INR 2,070 crore), West Bengal (INR 1,929 crore), Rajasthan (INR 1,542 crore), Punjab (INR 1,204 crore) and Bihar (INR 1,165 crore). These 10 states together account for 72 per cent of the total central assistance committed. However, even after four years, none of these states have been able to complete 10 per cent of the work undertaken by them, except Gujarat and Andhra Pradesh which has completed 23 per cent and 18 per cent of the work, respectively.

S. NO	NAME OF STATES/ UTs	NO. OF CITIES	SAAP SIZE (IN INR CRORE)	WORK COMPLETED (IN INR CRORE)	CONTRACTS AWARDED AND WORK IN PROGRESS (IN INR CRORE)	NITs ISSUED (IN INR CRORE)	NITs TO BE ISSUED (IN INR CRORE)
1	UTTAR PRADESH	61	11,421.67	578.49	7,970.53	618.37	2,953.35
2	TAMIL NADU	33	11,194.78	727.67	10,749.98	2,041.42	0
3	MAHARASHTRA	44	7,759.32	287.7	7,272.84	265.12	0
4	MADHYA PRADESH	34	6,200.67	405.92	6,042.93	0	0
5	KARNATAKA	27	4,952.87	313.31	4,761.36	44.77	0
6	GUJARAT	31	4,884.42	1,132.59	3,707.71	127.81	239.41
7	WEST BENGAL	60	4,035	361.96	3,100.45	532.24	31.29
8	RAJASTHAN	29	3,223.94	184.41	2,925.84	108.9	0
9	ANDHRA PRADESH	33	2,890.17	516.26	2,732.84	81.3	0
10	PUNJAB	16	2,766.62	70.56	572.66	1,225.2	43.91
11	HARYANA	20	2,565.74	404.4	2,117.53	1.49	119.07
12	BIHAR	27	2,469.77	0	2,196.32	366.48	4.03
13	KERALA	9	2,359.38	134	1,507.71	496.63	7.74
14	CHHATTISGARH	1	95.07	36.39	21.02	0	0
15	TELANGANA	12	1,666.26	657.59	1,002.5	0	2.5
	TOTAL OF ALL STATES	500	77,640.06	7,035.13	64,162.48	6,330.76	3,631.78

Table 2.1 | Status of projects, state-wise*Source: Unstarred Question No.2639, Rajya Sabha, 11 December 2019*

NIT = Notice inviting tender

The low achievement rate also correlates with the low fund utilisation rate of the states. As mentioned earlier, the Ministry has approved SAAPs 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 23,797 crore or 66 per cent of the committed central assistance has been released against projects, out of which 64 per cent has been utilised so far. However, if we compare funds utilised to total central assistance allocated, the utilisation rate is merely 42 per cent (see Table 2.2).

Unlike the project-by-project sanctions given by the Ministry of Housing and Urban Affairs (MoHUA), under

AMRUT the Ministry gave approval for the entire SAAP once a year. Then it was the states' responsibility to give project sanctions and approval at their end. Thus, AMRUT claimed to make states equal partners in planning and implementation of projects, thus actualising the spirit of cooperative federalism.

Despite introducing these institutional changes to fast-track the mission, it did not achieve its targets on time, which indicates that there are other gaps in the scheme planning and implementation process that need to be identified and addressed. Although the majority of states and UTs are either being directly ruled or are under coalition governments with the ruling party, the progress made by even these states has been sluggish

SNO	STATE	APPROVED SAAP SIZE (IN INR CRORE)	COMMITTED CA (IN INR CRORE)	CA RELEASED (IN INR CRORE)	UTILISATION CERTIFICATES RECEIVED (IN INR CRORE)	PERCENTAGE OF COMMITTED CA RELEASED	PERCENTAGE OF COMMITTED CA UTILISED	PERCENTAGE OF RELEASED CA UTILISED
1	UTTAR PRADESH	11,422	4,922	1,871	1,139	38%	23%	61%
2	TAMIL NADU	11,195	4,757	2,152	1,248	45%	26%	58%
3	MAHARASHTRA	7,759	3,534	2,390	1,479	68%	42%	62%
4	MADHYA PRADESH	6,201	2,593	3,078	1,613	119%	62%	52%
5	KARNATAKA	4,953	2,319	1,709	1,433	74%	62%	84%
6	GUJARAT	4,884	2,070	1,921	1,137	93%	55%	59%
7	WEST BENGAL	4,035	1,929	1,226	814	64%	42%	66%
8	RAJASTHAN	3,224	1,542	1,260	1,009	82%	65%	80%
9	ANDHRA PRADESH	2,890	1,057	1,046	733	99%	69%	70%
10	PUNJAB	2,767	1,204	522	396	43%	33%	76%
11	HARYANA	2,566	765	488	286	64%	37%	59%
12	BIHAR	2,470	1,165	445	231	38%	20%	52%
13	KERALA	2,359	1,161	549	358	47%	31%	65%
14	CHHATTISGARH	2,193	1,010	723	569	72%	56%	79%
15	TELANGANA	1,666	833	662	507	80%	61%	77%
	TOTAL OF ALL STATES	77,640	35,990	23,797	15,274	66%	42%	64%

Table 2.2 | Total SAAP approved, CA committed, released and UC received, state-wise

Source: Unstarred Question No.2639, Rajya Sabha, 11 December 2019 and Question No. 4180, Lok Sabha, 18 July 2019

CA = Central assistance, UC = Utilisation certificate

The only objective achieved under the mission is with respect to the capacity building programme, where 50,382 functionaries of urban local bodies have been

trained against the Mission target of training of 45,000 functionaries.

DISCREPANCY IN DATA

In the Parliamentary data released in two consecutive years (2018 and 2019), the central assistance released and utilisation certificate received were compared, showing a stark discrepancy in data.

In the Parliamentary data released in two consecutive years (2018 and 2019) the central assistance released and utilisation certificate received were compared, showing a stark discrepancy in data. For example, Unstarred Question No. 1239, Lok Sabha, 18 December 2018 and Unstarred Question No. 1833, Rajya Sabha,

4 December 2019 gave different data regarding the same components. The reason for such discrepancy is not known but it does raise questions regarding the authenticity of data presented in the Parliament. Table 2.3 throws light on such discrepancy.

FINANCIAL YEAR	DATA RELEASED ON 18 DECEMBER 2018 (IN INR CRORE)		DATA RELEASED ON 4 DECEMBER 2019 (IN INR CRORE)	
	CENTRAL ASSISTANCE RELEASED	UTILISATION CERTIFICATES RECEIVED	CENTRAL ASSISTANCE RELEASED	UTILISATION CERTIFICATES RECEIVED
2016-17	4,786	1,994	2,402	2,316
2017-18	4,913	557	3,528	3,102
2018-19	3,205	5,498	5,339	3,384
TOTAL	12,905	8,050	5,931	2,316

Table 2.3 | Discrepancy in data

Source: Unstarred Question No. 1239, Lok Sabha, 18 December 2018 and Unstarred Question No. 1833, Rajya Sabha, 4 December 2019

PIPED SEWER SYSTEM IN CITIES

Out of the total approved State Annual Action Plans (SAAPs) of INR 77,640, projects worth INR 32,456 crores (42 per cent) have been taken up in sewerage and septage management where so far, contracts for 685 projects worth INR 28,580 crores have been awarded; of which, 150 projects worth INR 2,028 crore have been completed.

A question was raised by Member of Parliament (MP) Shri Naranbhai J. Rathwa in the Rajya Sabha regarding the percentage of cities that have piped sewer systems and the steps taken by the ministry to facilitate sewer systems in the country.

The Minister in his reply stated that as per Census 2011 data report, 32.7 per cent households in the urban areas of the country had water closets with piped sewer systems, although the percentage coverage to piped sewer systems varies from city to city. It is imperative that the increase in the coverage of piped sewer systems due to AMRUT should be assessed in order to map its achievement.

The Minister also mentioned that since public health and urban sanitation are State subjects, the Government of India supplements efforts of states and urban local bodies

(ULBs) in providing infrastructure for basic services such as sewer infrastructure in urban cities. Out of the total approved SAAPs of INR 77,640, projects worth INR 32,456 crores (42 per cent) have been taken up in sewerage and septage management where so far contracts for 685 projects worth INR 28,580 crores have been awarded; of which 150 projects worth INR 2,028 crores have been completed. States/UTs have sanctioned construction/renovation of 338 Sewage Treatment Plants (STPs) with a total capacity of 7,215.22 million litre per day (MLD) worth INR 18,734.87 crore. Further, states have undertaken 14 faecal sludge and septage treatment projects under AMRUT with a treatment capacity of 1.4 MLD.

Under the Namami Gange scheme, launched in May 2015, projects have been taken up in cities/towns on the stem of river Ganga to create 3,308 MLD sewage treatment capacity (Starred Question No. 168, Rajya Sabha, 4 December 2019). As reported in December 2019, due to the failure of the scheme to achieve its targets in a timely manner, the deadline has been extended to March 2022 from March 2020 (Patel, 2019b).

SR. NO.	STATE	NO. OF STPs	CAPACITY (IN MLD)	PROJECT COST (IN INR CRORE)
1	ANDHRA PRADESH	23	187	661.49
2	BIHAR	3	38	183.41
3	CHHATTISGARH	7	263.2	359.03
4	DADRA AND NAGAR HAVELI	1	13	8.13
5	DAMAN AND DIU	1	4.21	7.21
6	DELHI	1	45	60
7	GUJARAT	44	1,709.33	2,174.97
8	HARYANA	29	213.5	300.35
9	HIMACHAL PRADESH	6	30	58.8
10	JAMMU AND KASHMIR	2	8	17.55
11	JHARKHAND	4	38.2	217.89
12	KARNATAKA	26	298.85	1,334.24
13	KERALA	1	5	19.16
14	MADHYA PRADESH	55	967.5	3,508.84
15	MAHARASHTRA	36	988.98	2,763.48
16	ODISHA	2	80	110
17	PUDUCHERRY	1	17	1.29
18	PUNJAB	10	455	478.5
19	RAJASTHAN	51	297.95	1,497.88
20	TAMIL NADU	19	1,222.5	3,767.31
21	TELANGANA	2	18.25	118.34
22	UTTAR PRADESH	10	267	998.37
23	UTTARAKHAND	4	46.75	88.63
	GRAND TOTAL	338	7,214.22	18,734.87

Table 2.4 | STPs sanctioned under AMRUT, state/UT-wise
Source: Unstarred Question No. 1062, Rajya Sabha, 27 November 2019

TAP CONNECTIONS

Considering the pace of implementation under the schemes, it seems unlikely that the target to provide water supply to all households will be achieved by the end of the mission period.

A question regarding the gap in coverage of water supply before the inception of AMRUT and the date by which this gap is estimated to be addressed under the mission was raised by Member of Parliament (MP) Derek O'Brien in the Rajya Sabha.

The Minister in his reply stated that 'as per census 2011, the Mission covers 4.68 crore households out of which

only 2.99 crore households had access to the potable safe drinking water at the start of the Mission. As per the information provided by the states/UTs, 48.59 lakh new tap connections have been provided in AMRUT cities till 31 December 2018.'

Regarding the time by which 100 per cent coverage shall be achieved, the Minister stated that 'the states/UTs have the responsibility to provide tap water connections to 100% households in AMRUT cities by the end of Mission period through AMRUT and/or convergence.' However, considering the pace of implementation discussed in the earlier sections, it seems unlikely that

this target will be achieved by the end of the mission period (Unstarred Question No. 479, Rajya Sabha, 7 February 2019).

LACK OF BASIC FACILITIES IN SLUMS

What is worrying is that separate funds are not demarcated, especially for providing basic amenities in slums and neither is data being updated for slums.

A few questions were raised in both the Houses of the Parliament regarding the availability of basic services in slums, including a starred question raised by MP Shri Rajmani Patel which questioned the slum population and number of households living in slums without basic facilities and the number of programmes run by the government to provide basic amenities to slum dwellers.

The Minister replied that 'as per Census of India-2011, out of 4,041 statutory towns, there are 2,613 slum reported towns. Total slum population residing in these towns was over 6.5 crore out of which 34 per cent lived in notified slums. Out of total slum population, 20.4% people belonged to the Scheduled Castes and 3.4 per cent belonged to the Scheduled Tribes category.

As per Ministry of Statistics and Programme Implementation's National Sample Survey (NSS) Report No.561: *Urban Slums in India, 2012*, drinking water was available through tap to 71.4 per cent of slums (81.6 per cent notified slums and 64.3 per cent non-notified slums) and through tube well/borehole to 20.4 per cent of slums (12.5 per cent notified and 25.9 per cent non-notified). Thus, 91.8 per cent slums had drinking water available either through tap or through tube well/borehole.'

The Minister added that the 'NSS Report No.561 also indicates that 28.9 per cent slums are connected with underground sewerage systems. As per census 2011, only 66 per cent slum households had latrine facilities within premises.'

Although the first part of the question was addressed by stating the above mentioned facts (although quite outdated), for the second part which requested details of schemes/programmes run by the Government to provide

basic facilities/amenities to slum dwellers, the Minister stated that 'Land' and 'Colonisation' are State subjects and, therefore, it is the responsibility of the state/UT governments to frame policies and implement schemes for improving the living conditions of slum dwellers (Starred Question No. 95, Rajya Sabha, 27 November 2019).

Another question in this regard was asked by MP Shri Rajendra Agrawal 'whether the Government is considering to survey slums in urban areas and locate them with the help of remote sensing and geo information system'. The Minister mentioned that the National Sample Survey Office (NSSO) under the Ministry of Statistics and Programme Implementation, Government of India, conducts surveys on particulars of slums periodically. NSSO has reported that at present there is no such proposal to conduct a survey of slums in urban areas and locate them with the help of remote sensing and geo information systems (Unstarred Question No. 4180, Lok Sabha, 18 July 2019).

A very pertinent question was raised by MP Shri Krupal Balaji Tumane 'whether the Government has allocated funds to provide civic amenities in the slums and for development of slums in the country'. The Minister replied that 'Land and Colonisation are State subjects and therefore, it is primarily the responsibility of State/ Union Territory (UT) Governments to frame policies and implement schemes for improving the living conditions of slum dwellers'.

What is worrying is that separate funds are not demarcated, especially for providing basic amenities in slums and neither is data being updated for slums. If the government really wants to make urban areas 100 per cent open defecation free (ODF) with full coverage of tapped water and sewer connections, it is important to put in more focussed efforts to bring these basic facilities to slums, otherwise these dreams will only look great on

paper without any significant changes at the grassroots (Starred Question No. 122, Lok Sabha, 12 February 2019). A demand for focused funds under these schemes

as well as provisions to collect data in this respect are few important issues that need to be raised in the upcoming sessions of the Parliament.

CONCLUSION

As is clear from the data and literature, the AMRUT scheme has failed to meet its set targets owing to multiple reasons. In December 2019, the Central government extended the scheme by two years, that is, till March 2022.

Although AMRUT is a step forward on decentralisation by giving more autonomy to states, still the states were not able to overcome the shortfalls which plagued similar schemes in the past. It is important to allow for individual projects to flourish within state boundaries, carefully monitored by the local governments. Additionally, the gaps in implementation need to be identified urgently to

expedite performance. The mission documents should reiterate that people's participation is central for the success of any scheme focused on urban development and provisions should be made to create space for grassroots participation and local knowledge to flourish.

With the Smart Cities Mission aiming to develop advanced urban spaces, schemes like AMRUT can be seen as a starting point for them to become smarter ('Urban convergence begins', 2015). Thus, the intersectionality of such urban schemes needs to be recognised and the realisation that the success of one depends on another is significant.

CHAPTER 3 SWACHH BHARAT MISSION–URBAN

CHAPTER OVERVIEW

Swachh Bharat Mission–Urban set out to achieve realistic goals of increasing sanitation and hygiene standards in the country. Since its inception, the scheme has been one of the most talked about, most publicised and most controversial. This chapter closely analyses the

implementation and progress achieved under the various components of the scheme by the different states, examining the financial outlay and the criticism that the scheme received over the years of its implementation.

PROMISES MADE UNDER THE SCHEME

The 2014 BJP Manifesto page 26 highlights the following:

Poor Hygiene and Sanitation have a far reaching, cascading impact. We will ensure a 'Swachh Bharat' by Gandhiji's 150th birth anniversary in 2019, taking it up in mission mode by converging resources and building around jan bhagidari:

- Create an open defecation free India by awareness campaign and enabling people to build toilets in their home as well as in schools and public places.
- Set up modern, scientific sewage and waste management systems.
- We will introduce Sanitation Ratings measuring and ranking our cities and towns on 'sanitation'; and rewarding the best performers.
- Make potable drinking water available to all thus reducing water-borne diseases, which will automatically translate into Diarrhoea-free India.

In 2019, the scheme received some attention as well. Page 20 of the Manifesto read:

'We will take the Mission to a new level through sustainable Solid Waste Management in every village. Through the mission, we will ensure 100% disposal of liquid waste through emphasis on faecal sludge management and reuse of waste water in rural, peri urban and unsewered areas. We will ensure that all habitations attain open defecation free status and those that have attained the status sustain the behavioural change.'

INTRODUCTION

To ensure the maintenance of hygiene standards, proper waste management and sanitation facilities across the nation, the Prime Minister announced Swachh Bharat Mission–Urban (SBM–U) in his first Independence Day speech in August 2014, scheduling its launch on

Mahatma Gandhi's birth anniversary on 2 October 2014.

The two main objectives of the mission were:

- (i) To make all the urban areas Open Defecation Free (ODF), and;

- (ii) To ensure 100 per cent scientific disposal of municipal solid waste (MSW).

The Mission was announced for a period of five years with a budgetary allocation of INR 14,623 (Unstarred Question No. 481, Rajya Sabha, 7 February 2019).

Since its launch, the scheme has been in the limelight, much publicised by the media and glamorised by celebrity endorsements on social media platforms. This scheme captured the attention of the parliamentarians from the start. However, once a much-talked about scheme, it eventually took a back seat as the number of questions asked in the Parliament fell considerably this year. The

fact that the scheme completed its fifth/final year on 2 October, 2019 could also be a reason for the fall in the number of questions asked. The questions asked this year were restricted to the number of toilets completed and the funds released and utilised.

30 questions were raised about the SBM-U in the Parliament, with 20 questions being raised in the Lok Sabha and 10 questions being raised in the Rajya Sabha.

The following sections highlight the physical and financial achievements of the scheme based on the data presented in the Parliament and the criticism by civil society organisations that clouded the scheme time and again.

PHYSICAL PROGRESS

INDIVIDUAL HOUSEHOLD LATRINE (IHHL)

The change in set targets has resulted in the success rate shooting up from 92 per cent to 106 per cent which is disappointing as the rate has been improved not by furthering implementation but by reducing targets.

At the onset, the target set for construction of individual household latrines (IHHL) was INR 1.04 crore, which was subsequently revised by states based on the assessment of current demand for toilets. The revised target was set at INR 66.4 lakhs, which comes to nearly 36 per cent less than the initial target set for the Mission. Interestingly, according to the data released on 31 October 2019, this target was further revised to 57.41 lakhs, resulting in a steep deduction of 9 lakh toilets. This change resulted in the success rate shooting up from 92 per cent to 106 per cent, which is disappointing as the success rate has improved not by furthering implementation but by reducing targets.

Another fact about two data sets released by the Ministry of Housing and Urban Affairs (MoHUA) on 12 February 2019 and 31 October 2019, which provides details about the number of toilets approved, under construction and completed construction is the state-wise performance being skewed—while some states overachieved their set targets, others have been lagging

behind with low success rates.

According to the data issued on 12 February 2019, seven states and union territories (UTs), including Andhra Pradesh, Chandigarh, Chhattisgarh, Daman and Diu, Gujarat, Jharkhand and Maharashtra had overachieved their set targets. On the other hand, completion rates were less than 50 per cent in 14 states and UTs, including Arunachal Pradesh, Assam, Delhi, Goa, Himachal Pradesh, Jammu and Kashmir, Kerala, Manipur, Meghalaya, Mizoram, Nagaland, Odisha, Puducherry and Tripura.

Within a span of 10 months, the state-wise targets were adjusted in such a manner that the overall performance of the scheme looked balanced that is, by increasing the targets for good performing states and reducing the targets for poor performing states. By further reducing the target by 9 lakhs during the span of these 10 months, an overall positive performance was projected. Given the manipulation in targets, the scheme now displays an impressive success rate of 106 per cent. Table 3.1 shows a contrast between these two sets of data to display how targets were changed quickly to masquerade the lack of performance in most states and Table 3.2 shows how the set target for the overperforming states were increased to produce an equitable picture.

S. NO.	STATE	DATA AS ON 10 FEBRUARY 2019			DATA AS ON 31 OCTOBER 2019		
		ACTUAL TARGET AS ON 12 FEB	TOILETS CONSTRUCTED AS ON 10 FEB 2019	PERFORMANCE RATE	REDUCTION IN TARGET (TOILETS APPROVED)	TOILETS CONSTRUCTED	RESULTANT INCREASE IN PERFORMANCE
1	ASSAM	75,720	23,890	32%	52,345	72,763	139%
2	NCT OF DELHI	1,25,398	458	0.4%	703	725	103%
3	GOA	8,020	1,293	16%	3,217	3,436	107%
4	HARYANA	1,10,000	61,646	56%	65,311	64,719	99%
5	HIMACHAL PRADESH	12,560	2,236	18%	5,811	5,635	97%
6	JAMMU & KASHMIR	94,091	36,168	38%	56,274	45,143	80%
7	KERALA	90,986	37,207	41%	28,863	37,207	129%
8	MANIPUR	43,644	12,323	28%	36,381	34,374	94%
9	MEGHALAYA	5,066	1,037	20%	353	1,080	306%
10	MIZORAM	16,441	2,972	18%	2,436	2,972	122%
11	NAGALAND	24,350	9,300	38%	7,182	16,015	223%
12	ODISHA	2,84,071	98,761	35%	1,44,544	1,30,886	91%
13	PUDUCHERRY UT	9,626	3,825	40%	7,796	4,919	63%
14	SIKKIM	1,587	1,066	67%	1,018	1,066	105%
15	TELANGANA	2,16,075	1,47,429	68%	1,35,584	1,49,723	110%
16	TRIPURA	63,348	6,601	10%	19,383	19,623	101%
17	UTTARAKHAND	27,640	14,623	53%	16,020	18,000	112%
18	WEST BENGAL	5,15,419	2,82,542	55%	1,32,297	2,82,542	214%
TOTAL OF ALL STATES AND UTS		66,42,222	54,64,727	82%	57,41,809	60,95,635	106%

Table 3.1 | Comparing different sets of data of IHHLs approved, constructed and performance rate of low performers, state/UT-wise

Source: Unstarred Question No. 4106, Lok Sabha, 12 December 2019 and Unstarred Question No. 1533, Lok Sabha, 12 February 2019

S. NO.	STATE	DATA AS ON 10 FEBRUARY 2019			DATA AS ON 31 OCTOBER 2019		
		ACTUAL TARGET	TOILETS CONSTRUCTED	PERFORMANCE RATE	INFLATED TARGET (TOILETS APPROVED)	TOILETS CONSTRUCTED	RESULTANT CHANGE IN PERFORMANCE RATE
1	ANDHRA PRADESH	1,93,426	2,39,727	124%	1,92,508	2,43,736	127%
2	CHANDIGARH UT	4,282	6,117	143%	6,117	6,117	100%
3	CHHATTISGARH	3,00,000	3,25,050	108%	3,25,474	3,25,050	100%
4	JHARKHAND	1,61,713	2,13,965	132%	2,14,622	2,17,763	101%
5	MADHYA PRADESH	5,12,380	5,08,064	99%	5,42,560	5,58,615	103%
6	MAHARASHTRA	6,29,819	6,82,786	108%	7,02,346	7,00,446	100%

Table 3.2 | Comparing different sets of data of IHHLs approved, constructed and performance rate of high performers, state/UT-wise

Source: Unstarred Question No. 4106, Lok Sabha, 12 December 2019 and Unstarred Question No. 1533, Lok Sabha, 12 February 2019

The numbers show that the maximum number of toilets were constructed in Uttar Pradesh (8,87,906), Maharashtra (7,00,446), Gujarat (5,60,046), Madhya Pradesh (5,58,615) and Tamil Nadu (5,04,154). These

five states together account for 53 per cent of the total toilets constructed in the country (Unstarred Question No. 4106, Lok Sabha, 12 December 2019).

PUBLIC TOILETS

The implementation was lopsided, as 18 states struggled to meet their targets and 13 states and UTs overachieved their targets.

The demand for public toilets (PTs) was to be assessed either on the basis of population of the city/urban local body (ULB) as reported in the Census 2011 or on the basis of actual demand reported by the state government/UT administration, based on their own survey reports. However, no survey was conducted to assess the demand for PTs in urban areas. Therefore, the demand for PTs for the floating population was assessed as 5 per cent of the urban population of a city/town projected for the year 2019 at a rate of 1 seat per 100 males and 1 seat per 50 females (i.e., 1 seat per 75 persons at average) (Unstarred Question No. 348, Lok Sabha, 5 February 2019 and Unstarred Question No. 4245, Lok Sabha, 18 July 2019).

Although a target of 5,07,589 PTs was set, the data shows that a total of 5,61,298 PTs were built, thus

displaying an achievement rate of 111 per cent. Despite this fact, 18 states were not able to achieve their targets. These include Andhra Pradesh, Arunachal Pradesh, Bihar, Dadar and Nagar Haveli, Gujarat, Jammu and Kashmir, Jharkhand, Kerala, Madhya Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Odisha, Puducherry, Rajasthan, Telangana and West Bengal. Among all states and UTs, West Bengal performed most poorly with a success rate of 1 per cent.

It is apparent that implementation was lopsided, as 18 states struggled to meet their targets and 13 states and UTs overachieved their targets, which include Chandigarh, Chhattisgarh, Daman and Diu, Andaman and Nicobar Islands, Delhi, Goa, Haryana, Himachal Pradesh, Maharashtra, Sikkim, Tamil Nadu, Tripura and Uttarakhand (Unstarred Question No. 4106, Lok Sabha, 12 December 2019 and Unstarred Question No. 1533, Lok Sabha, 12 February 2019).

The maximum number of toilets were constructed in Maharashtra (1,66,465), Tamil Nadu (89,648), Uttar

Pradesh (62,490), Karnataka (34,387) and Delhi (24,186). These five states together account for almost 70 per cent of the total public toilets constructed in the

SOLID WASTE MANAGEMENT

Amongst all the components under Swachh Bharat Mission–Urban, solid waste management has not been able to achieve its targets.

Under this component, the target was to achieve 100 per cent scientific processing and disposal of solid waste by 2 October 2019. However, the achievement rate stands at around 58 per cent of solid municipal waste generated being processed. Considering the mounting environmental issues due to rampant increase of waste, especially in urban areas, MP Ravindranath Kumar asked if 'there is lack of infrastructure for processing and recycling plants for scientific management of municipal solid waste in major urban bodies across the country'. The reply received was that the responsibility for solid waste management (SWM) under Solid Waste Management Rules, 2016, comes under the purview of urban local bodies (ULBs), state governments and UTs (Starred Question No. 375, Lok Sabha, 18 July 2019).

When questions regarding reasons for slow progress were raised, the following reasons were stated by the Minister:

- Construction of processing plants has a gestation period of 1–2 years from the date of tendering to the commissioning and operational phase.
- SBM–U provides Viability Gap Funding/grant up to 35 per cent of SWM project cost. The balance cost of the project is to be arranged by others, including private parties, States and ULBs, causing delay in securing funds and achieving the targets (Unstarred Question No. 1047, Rajya Sabha, 27 November 2019).

Thus, amongst all the components under SBM–U, SWM has not been able to achieve its targets. Although the government took various corrective steps to address

country (Unstarred Question No. 4106, Lok Sabha, 12 December 2019).

these challenges like capacity building of municipalities, issuing technical advisories, model request for proposals, listing of equipments in the government e-market place portal, hand holding the municipalities in preparation of detailed project reports, it clearly wasn't enough to fill the required gaps and a lot needs to be explored and experimented with in this area (Unstarred Question No. 1047, Rajya Sabha, 27 November 2019).

The data released by the Ministry shows 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 (15 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 0.4 per cent of the country's waste (Unstarred Question No. 4117, Lok Sabha, 18 July 2019).

83 per cent of total waste generated is produced by 11 states, namely Maharashtra, Uttar Pradesh, Tamil Nadu, Gujarat, Delhi, Karnataka, Telangana, West Bengal, Rajasthan Madhya Pradesh, and Andhra Pradesh (see Table 3.3).

As on 27 November 2019, 58 per cent municipal solid waste is processed, which was only 19 per cent in 2014. The most efficient state/UT in processing waste is Puducherry as 90 per cent waste is being processed followed by Chandigarh (89 per cent), Chhattisgarh and Kerala (84 per cent each), Madhya Pradesh (80 per cent) and Telangana (78 per cent). Apart from these states, 13 other states are treating waste above the national average of 58 per cent. It is alarming to notice that 14 states and UTs are processing less than 50 per cent of solid waste generated by them (Unstarred Question No. 4117, Lok Sabha, 18 July 2019).

S. NO	STATES	TOTAL WASTE GENERATION (MT/D)	TOTAL WASTE PROCESSING
1	MAHARASHTRA	22,570	55%
2	UTTAR PRADESH	15,500	58%
3	TAMIL NADU	15,437	60%
4	GUJARAT	10,721	75%
5	NCT OF DELHI	10,500	55%
6	KARNATAKA	10,000	37%
7	TELANGANA	8,634	78%
8	WEST BENGAL	7,700	9%
9	RAJASTHAN	6,500	68%
10	MADHYA PRADESH	6,424	80%
11	ANDHRA PRADESH	6,384	45%
12	HARYANA	4,514	47%
13	PUNJAB	4,100	50%
14	ODISHA	2,720	20%
15	BIHAR	2,389	51%
16	JHARKHAND	2,126	56%
17	CHHATTISGARH	1,649	84%
18	JAMMU & KASHMIR	1,415	11%
19	UTTARAKHAND	1,406	42%
20	ASSAM	1,134	41%

Table 3.3 | Waste generated and percentage processed, state-wise

Source: Unstarred Question No. 4117, Lok Sabha, 18 July 2019

MT/D= Metric tonnes per day

A total of 275 waste processing plants are under construction, which when ready will help recycle waste into compost and energy (including electricity, bio gas, bio meth, mass incineration, etc). However, almost 70 per cent of these plants are concentrated in four states in

South India, in Tamil Nadu (79), Karnataka (45), Andhra Pradesh (38) and Kerala (23). Hence, it is imperative that other states also build their capacities and follow their lead (Unstarred Question No. 250, Lok Sabha, 5 February 2019).

FINANCIAL PROGRESS

Although less than 50 per cent of the allocated funds have been utilised so far, most components under the scheme claim to have over achieved their targets.

Under SBM-U, INR 14,013.46 crores was allocated for the Mission period, out of which INR 9,704.35 crores (71 per cent) has been released till date. Of the released funds, only INR 5,955 (61 per cent) was utilised. If

utilisation is compared to total funds allocated, the rate falls drastically to 44 per cent. This is to say that although less than 50 per cent of the allocated funds have been utilised so far, most components under the scheme claim to have over achieved their targets.

A further inquiry into these numbers raises doubt about the achievement rate. For example, a sum of INR 4,000

per toilet unit was sanctioned for all states except the north eastern states and hilly states where an amount of INR 10,800 per toilet unit was sanctioned. Even if we consider the lower value of INR 4000 per toilet and multiply with the number of toilets constructed, this figure falls short of the funds utilised for individual household latrines by INR 142 crores. This points to the fact that the

achievement figures could have been inflated or the funds have not been released to the beneficiaries yet. Similar claims were also raised in a report by Business Standard titled '3 years of Swachh Bharat: States may be inflating the number of toilets built' (Makkar, 2017) (Unstarred Question No. 4106, Lok Sabha, 12 December 2019).

COMPONENT-WISE ANALYSIS

Maximum percentage of the released funds were utilised under individual toilet construction, where 61 per cent of the allocated funds were utilised and the achievement rate exhibits a success rate of 106 per cent.

Out of the total funds released, 52 per cent were

dedicated towards solid waste management (SWM) followed by individual household latrines (IHHL) and public toilets (PT) construction (38 per cent each). The percentage share of the other two components, IEC and capacity building combined was 11 per cent (see Table 3.4).

COMPONENT	ALLOCATED (IN INR CRORE)	RELEASED (IN INR CRORE)	UTILIZATION CERTIFICATE (IN INR CRORE)	PERCENTAGE OF ALLOCATED FUNDS RELEASED	PERCENTAGE OF ALLOCATED FUNDS UTILISED	PERCENTAGE OF FUNDS UTILISED OUT OF FUNDS RELEASED
IHHL	3,757	2,871	2,296	76%	61%	80%
CT/PT	655	742	523	113%	80%	70%
SWM	7,366	5,025	2,493	68%	34%	50%
IEC	1,462	840	508	57%	35%	60%
CB	366	227	136	62%	37%	60%
TOTAL	13,605	9,704	5,955	71%	44%	61%

Table 3.4 | Funds allocated, released and utilised, component-wise

Source: Unstarred Question No. 4106, Lok Sabha, 12 December 2019

Although a maximum amount of funds were allocated and released for SWM, only 50 per cent of the released funds were used. Maximum percentage of the released funds were utilised under individual toilet construction, where although 61 per cent of the allocated funds were utilised under this component, the achievement rate exhibits a success rate of 106 per cent. This raises curiosity about the disparity between the toilets constructed and funds

utilised. This is further highlighted in Table 3.5, which shows that states and UTs which have used less than 50 per cent of the released fund (let alone allocated) have exhibited performance rates exceeding 100 percent, except two states and UTs - Daman and Diu and Manipur. How that was made possible should be raised in the upcoming parliamentary sessions.

STATE	PERCENTAGE OF ALLOCATED FUNDS UTILISED	PERCENTAGE OF RELEASED FUNDS UTILISED	SUCCESS RATE OF TOILETS CONSTRUCTED
UTTAR PRADESH	33%	48%	100%
TRIPURA	12%	46%	101%
MAHARASHTRA	27%	43%	100%
DAMAN & DIU	3%	40%	59%
TELANGANA	19%	40%	110%
MANIPUR	21%	39%	94%
BIHAR	27%	39%	108%
UTTARAKHAND	18%	34%	112%
KARNATAKA	21%	31%	104%
MIZORAM	15%	22%	122%
DADRA & NAGAR HAVELI	3%	10%	170%

Table 3.5 | Details of states/UTs which utilised less than 50 per cent of released funds but exhibit high performance rate

Source: Unstarred Question No. 4106, Lok Sabha, 12 December 2019

STATE-WISE ANALYSIS

Although Uttar Pradesh received the maximum amount of total funds released, it has utilised less than 50 per cent of these funds.

A state-wise comparison of data reveals that maximum funds were released in the states of Uttar Pradesh (12 per cent) followed by Tamil Nadu, Maharashtra

(11 per cent each), Gujarat (8 per cent each) and Rajasthan (6 per cent). These six states account for almost 60 per cent of the total funds released. Although Uttar Pradesh received the maximum amount of total funds released, it has utilised less than 50 per cent of these funds. State-wise details of funds for states and UTs is given in table 3.6.

S.NO	STATE	ALLOCATION (IN INR CRORE)	RELEASED (IN INR CRORE)	UTILIZATION CERTIFICATE RECEIVED * (IN INR CRORE)	PERCENTAGE OF ALLOCATED FUNDS UTILISED	PERCENTAGE OF RELEASED FUNDS UTILISED
1	UTTAR PRADESH	1,740.98	1,193.21	577.96	33%	48%
2	MAHARASHTRA	1,677.80	1,063.61	455.88	27%	43%
3	TAMIL NADU	1,200.50	1,101.12	812.73	68%	74%
4	MADHYA PRADESH	920.04	748.09	558.08	61%	75%
5	WEST BENGAL	911.34	410.42	254.46	28%	62%
6	GUJARAT	834.15	786.00	561.94	67%	71%
7	KARNATAKA	820.96	559.62	172.04	21%	31%
8	RAJASTHAN	705.46	611.35	600.20	85%	98%
9	ANDHRA PRADESH	571.33	517.44	431.21	75%	83%
10	BIHAR	556.68	385.94	150.90	27%	39%
11	TELANGANA	413.74	196.25	78.93	19%	40%
12	ODISHA	372.02	246.29	145.84	39%	59%
13	PUNJAB	364.02	215.46	122.81	34%	57%
14	CHHATTISGARH	357.85	357.85	275.14	77%	77%
15	DELHI	349.75	157.88	102.77	29%	65%
	TOTAL	13,605.46	9,704.36	5,955.32	44%	61%

Table 3.6 | Funds allocated, released and utilised, state-wise

Source: Unstarred Question No. 4106, Lok Sabha, 12 December 2019

*Component-wise break of these funds are also available in this question

CRITICISM OF THE SWACHH BHARAT MISSION–URBAN

CAG reports have been very critical of the overall scheme implementation, bluntly stating that the Mission has failed to meet its objectives as detailed in their reports.

CAG Reports have been quite critical of the SBM–U, closely analysing its fund outlay and targets set and achieved over the years. With respect to SBM–U in Delhi, the report released in 2017 found a significant delay in the release of funds by Gol.

‘GNCTD received 2.26 crore in March 2015 and 27.97 crore in November 2015 from Gol for construction of toilets and released 40.31 crore to the implementing agencies including State share of 10.08 crore in January 2016, i.e. after two to ten months of receiving

funds from Gol’, says the report. This delay in receiving funds resulted in zero utilisation in 2015–2016, going against the set guidelines of the scheme that states funds to be disbursed to the concerned ULBs within 30 days of receiving the Central and State share (Government of National Capital Territory of Delhi, 2018).

Additionally, the report also stated that ‘Not a single toilet was constructed under the mission by the six implementing agencies between the period since inception of the scheme on 2 October 2014 and 31 March 2017’. This goes against the promise made by the government in its manifesto to create two lakh toilets in slums and unauthorised colonies.

Further criticising the GNCTD’s implementation of the scheme, the report found that unauthorised colonies were

not considered while assessing the demand for household toilets. The reason cited was 'they have no jurisdiction over them', thereby leaving them out of the ambit of this scheme. As the report states, 'most of the habitats known for lack of toilet facilities were excluded from the Mission at the planning stage itself'. This makes us really question who is this Mission aiming to benefit? If all clusters are not covered under the scheme, then how are cities achieving 100 per cent ODF status?

Additionally, almost 53,236 people are directly involved in manual scavenging, with as many as five million people engaged in one or other forms of manual scavenging, even after its prohibition in the country ('Despite horrific deaths', 2018). Due to the absence of mechanisms to clean/sanitise the toilets constructed and the preference for septic tanks instead, rural populations either stop using the toilets altogether or employ manual scavengers, thus proving that manual scavenging is still a reality in India today (Bhaduri et al., 2018).

SUSTAINABILITY OF SBM-U

Apart from inquiring about physical and financial achievements, a question raised by MP Shrimati Mala Roy in Lok Sabha asked about the steps taken by the government to ensure the maintenance of public toilets in urban areas. The Minister in his reply mentioned the following steps:

- Government has introduced Open Defecation Free Plus (ODF+) protocol with a focus on sustaining ODF outcomes. The ODF+ protocol focuses on Operation & Maintenance (O&M) of community/public toilets (CT/PTs) by ensuring functionality and proper maintenance of CT/PTs for their continued usage. Till date, 755 cities have been certified ODF+.
- Government has also introduced Open Defecation Free Plus Plus (ODF++) protocol with a focus on achieving holistic sanitation. The ODF++ protocol focuses on addressing safe management (collection, transportation and processing) of fecal sludge from toilets, and ensuring that no untreated sludge is discharged into open drains, water bodies or in the open. Till date, 299 cities have been certified ODF++.
- Government has also launched multimedia campaigns for IEC and behavior change with the theme of 'Swachh Shouchalaya' to promote responsible usage of public toilets.
- Government, in partnership with Google, is currently uploading all public toilets on Google maps (by the name of 'Google Toilet Locator') under the heading

'SBM Toilets' for ease of access of citizens to the public toilets. To get the feedback of the citizens on the O&M of the public toilets, a dashboard has been launched to analyse the responses of the users and their feedback. Till now 57,000+ toilet blocks from 2,300+ cities have been uploaded on Google maps (Unstarred Question No. 3999, Lok Sabha, 12 December 2019).

Another question by MP Dr. Satyanarayan Jatiya raised concerns about the provisions made for sanitation workers under the Mission where he asked if 'equal pay for equal work is being followed for providing safety, security and pay allowances to the sanitation workers employed and if a system was put in place to ensure the payment of minimum wages, cleaning equipment for work and compliance of safety provisions under labour laws'. The minister in his reply stated that 'Under SBM-U and SCM, Government of India (GoI) provides financial assistance to States/Union Territories (UTs)/ Urban Local Bodies (ULBs)/ Special Purpose Vehicles (SPVs) to promote them in providing clean and sustainable environment. The execution part of the Missions lie with States/ UTs/ ULBs/ SPVs and they are expected to comply with all the labour laws regarding deployment of the workforce including sanitation workers.' Clarity on this very important aspect of the Mission could not be gained from the minister's reply (Unstarred Question No. 3588, Rajya Sabha, 24 July 2019).

CONCLUSION

Swachh Bharat Mission–Urban was launched with a genuine intention and goal to increase sanitation and hygiene standards in the country. However, furthering sanitation and other complementary basic facilities in the urban areas goes well beyond constructing physical infrastructure. The significant aspect that the Mission neglects is the long-term behavioural change that is required to achieve better hygiene standards (Bhaduri et al., 2018).

Multiple CAG reports show that the states have made nothing but hollow claims of being ODF while the reality is much different on ground.

It is safe to say that the SBM–U has failed to achieve what it set out to do. Rather, it has been mired in controversy all along given the false claims by states to have accomplished something which exists only on paper.

CHAPTER 4 SMART CITIES MISSION

CHAPTER OVERVIEW

This chapter analyses the Smart Cities Mission, launched by the NDA government to achieve the central goal of Indian cities being engines of growth in a 'smart' and technologically-forward manner. The timeline decided during the launch of the scheme has undergone changes to accommodate the procedural and bureaucratic delays. Detailing the implementation of the scheme over the years, the chapter reflects on the physical and financial

progress under the scheme, narrowing down to city-wise implementation to understand the scheme at a micro level. Analysing the structure of the scheme and its guidelines, the chapter addresses issues surrounding the ambiguity of the term 'smart', critiquing the process various state and local governments have employed in achieving the goal of this Mission

INTRODUCTION

Anticipating a huge population influx in urban areas, the 2014 BJP Manifesto promised to turn urban areas into 'high growth centres'. Page 18 of the Manifesto read, 'our cities should no longer remain a reflection of poverty and bottlenecks. Rather they should become symbols of efficiency, speed and scale'. To achieve this, the government will 'initiate building 100 new cities; enabled with the latest technology and infrastructure—adhering to concepts like sustainability, walk to work etc., and focused on specialized domains'.

In the 2019 BJP Manifesto, no specific mention of smart cities was made, but it does speak of development of five regional centres of excellence on urban issues with the aim of improving urban governance and growth. It also aims to better transport and mobility by providing an extra push to metro networks. Thus, a clear shift in the focus can be noticed from developing overall IT-based urban areas to the development of specific urban amenities.

As promised in the Manifesto, the Smart Cities Mission

was launched on 25 June 2015 with the objective to promote cities with core infrastructure, provide a decent quality of life to its citizens and a clean and sustainable environment. Each city has been coining its own definition of 'smartness', making the term 'smart' ambiguous. However, the overarching focus of the Mission has been to further sustainable and inclusive development. The Mission aims to develop compact areas within 100 cities which can act as a prototype for other aspiring cities, in addition to a small percentage of funds being devolved towards pan-city IT-based projects (Unstarred Question No. 1058, Rajya Sabha, 27 November 2019).

For the first time ever, under the guidance of the Ministry of Urban Development, the state governments organised an intrastate competition to select smart cities based 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 were selected in various rounds as given in table 4.1.

ROUND	NO. OF CITIES SELECTED	MONTH, YEAR
1ST	20	JANUARY, 2016
FAST TRACK	13	MAY, 2016
2ND	27	SEPTEMBER, 2016
3RD	30	JUNE, 2017
4TH	10	9 CITIES IN JANUARY, 2018 AND 1 CITY IN JUNE, 2018

Table 4.1 | Cities selected under Smart Cities Mission
Source: Unstarred Question No. 859, Lok Sabha, 21 November 2019

After the Pradhan Mantri Awas Yojana (PMAY), the Smart Cities Mission was the most questioned scheme in the Parliament with 87 questions being raised in total,

42 in Lok Sabha and 45 in Rajya Sabha over the three Parliament sessions.

DURATION OF SCM

With an original completion time of five years ending in 2020 and then the selection process taking longer than expected, the timeline was extended till 2023.

During the launch of the scheme, it was considered that all the projects would be completed within a span of five years, from 2015 till 2020. As the selection process itself took longer than expected, this timeline was extended till 2023 and the revised timeline for completion of projects for cities selected in different phases is as follows:

- Round 1 cities: 2020–21
- Round 2 cities: 2021–22
- Round 3 cities: 2021–22
- Round 4 cities: 2022–23

This chapter will discuss the physical and financial progress made in these cities with a special focus on cities which were selected in the first round as these cities are nearing their mandated deadline of 5 years.

IMPLEMENTATION THROUGH SPECIAL PURPOSE VEHICLES

The Special Purpose Vehicles (SPVc), responsible to monitor the implementation of the Smart Cities Mission have been highly criticised by civil society organisations, making it contradictory to the 74th Constitutional Amendment Act and not in line with the elected nature of the city councils.

A limited company incorporated under the Companies' Act, 2013, a city-level SPV supervises the implementation of the Smart Cities Mission and is responsible to plan, appraise, approve, implement, manage, operate, monitor and evaluate their smart city projects.

Although the government has hailed the SPV as an important body to help urban local bodies (ULBs) overcome its shortcomings, the concept of SPVs has been highly criticised by the civil society organisations—rendering it a contradiction to the 74th Constitutional Amendment Act and not in line with the elected nature of the city councils (Ramachandran, 2019). The 74th Constitutional Amendment Act was enacted with the aim to devolve more powers in the hands of the ULBs, but the SPV with its independent decision-making and implementation power weakens the ULBs' ability to do so (Idiculla, 2018). Effective implementation of the 74th Constitutional Amendment Act has altogether been a separate question in local governance.

Notwithstanding these contradictions, all 100 cities have formed SPVs. 99 cities have engaged Project Management Consultants and all 100 cities have constituted their City Level Advisory Forums (Unstarred Question No. 318, Lok Sabha, 5 February, 2019).

According to official estimates, it takes around 12–18 months for a city to incorporate an SPV, appoint Project Management Consultants, hire necessary human resources, call tenders and award work.

PEOPLE'S PARTICIPATION AND REPRESENTATION IN THE SMART CITIES MISSION

Questions regarding 'citizens participating in the preparation of plans at various stages of SCM' were raised. The minister responded that 'during the preparation of smart city proposals (SCPs) extensive citizen engagement was conducted including meetings and discussions in various forums, suggestions and opinions through My-Gov and social media. More than 15 million people were reached out during the preparation of SCPs by various cities and more than 2.4 million responses were received on MyGov.in, the Indian government's online citizen engagement portal' (Unstarred Question No. 2779, Lok Sabha, 5 December 2019).

An unstarred question no. 414 raised by Member of Parliament (MP) Rajeew Gowda asked about the 'specific plans to ensure that the most marginalised population in cities were able to benefit from the Smart Cities Mission (SCM)'. The Minister gave a vague reply, stating the broad objectives of the Mission which is available everywhere on the internet, thus evading the information asked. A part of this reply read, 'through a mix of pan-city development works which positively affect the lives of people of all abilities and ages from every socio-economic class'.

Although Smart Cities Mission positioned itself as a people-centric scheme encouraging citizen engagement and the Minister backed it up in his reply by giving examples of online portals, the veracity and effectiveness of this approach has been gravely questioned by a few civil society organisations. According to a research study by Centre for Policy Research, 'In the top 60 cities (researched) only 40 could provide information on exactly how many people they reached out through non-digital processes (consultations and meetings in ward offices

and public institutions and through newspapers). Only 24 could provide data on how many people provided inputs through these non-digital processes, the bulk of which were responses from students and through very limited public consultations.

The research paper throws light on the fact that, 'In terms of digital outreach and feedback, there are two primary issues that arise. The first is digital literacy as only people with access to certain technology and language would have access to participate in these fora (MyGov websites, Facebook, Twitter, apps etc). This could potentially skew the opinions that are presented as a representative of the entire city. The second issue is linked to the quantum of responses from an individual as could hypothetically have one individual providing an infinite number of responses and thus would be a weaker form of determining the quality of participation and representation'.

'In terms of calculating the social media outreach and feedback, there was great ambiguity regarding what could be considered participation. For instance, right from a 'like', to be a "share" on social media and just "twitter impressions" on social media were considered positive responses to the Mission. This is highly flawed, as people can share the information put up on the city Facebook and Twitter pages while being deeply critical of what they are sharing' (Centre for Policy Research, 2018). This study reflects that citizen participation is mere tokenism that shows inflated numbers with no real meaning. 'Citizen involvement is much more than a ceremonial participation in governance' (Ramachandran, 2019).

PHYSICAL PROGRESS

Overall only 15 per cent of the projects have been completed so far, although work orders have been issued for the majority of the projects (71 per cent).

Questions about the nature of the projects being implemented, the percentage share of the cities' area being benefitted, the estimates of population being impacted, the kind of projects completed in each city, the new avenues of revenue generated, the role and partnership of private investors, capacity building of urban local bodies (ULBs), how sustainability is being guaranteed, etc. were hardly raised in the Parliamentary sessions. Few questions which touched upon aspects related to the nature of projects being implemented were evaded by the minister. These questions are discussed later in this chapter.

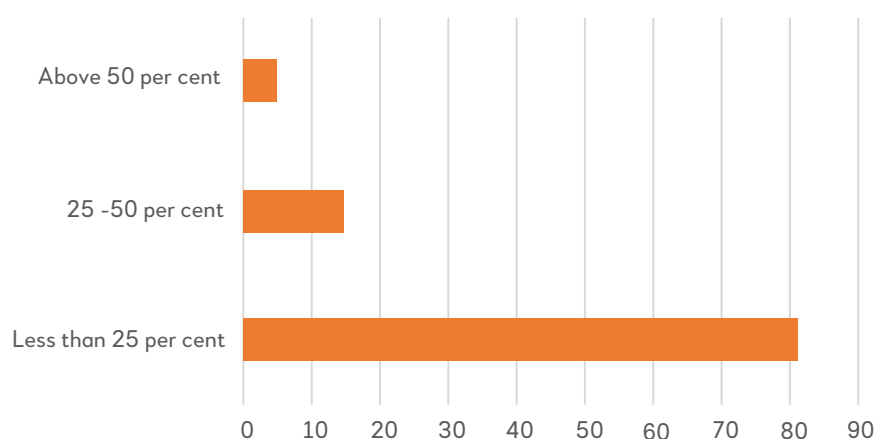
The questions asked were mostly restricted to the quantum of funds released and utilised, therefore, the qualitative impact such as the impact of the projects on making city residents smarter and the sustainability aspect of the mission could not be analysed through the data retrieved from Lok Sabha and Rajya Sabha questions.

In terms of quantitative growth, a total of 4,187 projects

worth INR 2,05,018 crore have been proposed by these cities as part of their Smart City Proposals that are under various stages of implementation.

As on 18 November 2019, 4,178 projects worth INR 1,49,512 crore have been tendered, which is about 73 per cent of the total value of projects. Out of these, the work orders have been issued for 3,376 projects worth INR 1,05,458 crore and 1,296 projects worth INR 23,170 crore have been completed. Since the last one year, there has been 78 per cent growth in projects tendered, 111 per cent growth in projects grounded/completed and 132 per cent growth in projects completed (Starred Question No. 177, Rajya Sabha, 4 December 2019).

With 20 cities selected in the first round, the pace of implementation was slow, work orders have been issued for INR 28,903 crore (52 per cent) of the proposed projects and only INR 10,869 crore (20 per cent) work has actually been completed so far. Although the government might camouflage/mask these numbers by claiming that about 80 per cent of the projects are either in the tendering stage or have been tendered, the fact remains that the completion rate is significantly low, indicating that implementation is way behind its deadline. The scheme has not fulfilled its promise (See Graph 4.1).



Graph 4.1 | Implementation of projects under the Smart Cities Mission, state-wise

It is noteworthy that the maximum number of smart cities selected are in 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 highest project cost was approved for Madhya Pradesh, followed by Maharashtra, Gujarat and Uttar Pradesh. The states have been arranged in descending order of the approved project cost (see Table 4.2.). The cost of projects approved correlates with the value of projects completed. For example, Madhya Pradesh completed projects worth INR 5,276 crores, Uttar Pradesh INR 4,835 crores, Gujarat INR 3,465 crores and Maharashtra INR 2,195 crores (see Table 4.2).

It is worth pointing out that the value of the work completed in Indore alone was higher than all the cities of Maharashtra combined.

The data reveals that out of the total projects which are in various stages of development, projects worth INR 23,170 crore (15 per cent) have been completed so far and tenders have been issued for projects worth INR 44,054 crore (29 per cent). Work orders have been issued for the majority of the projects, i.e., INR 82,288 crore (55 per cent). Of the total projects proposed by

OUT OF 100 CITIES

80 CITIES HAVE A COMPLETION RATE OF LESS THAN 25 PER CENT
15 CITIES HAVE A COMPLETION RATE OF 25-50 PER CENT,
5 CITIES HAVE A COMPLETION RATE ABOVE 50 PER CENT.

the smart cities proposals, 27 per cent projects worth INR 55,506 crore work orders have not been issued yet (see Table 4.3).

A state-wise comparison in terms of percentage of proposed projects completed reveals that the highest rate of progress was noticed in states with relatively low project costs and lesser number of cities. These include Andaman and Nicobar Islands (38 per cent), Delhi (33 per cent), Himachal Pradesh and Telangana (31 per cent each). The only exception in this case is Uttar Pradesh, which despite a huge budget and 10 cities under its ambit has displayed a completion rate of 31 per cent (Starred Question No. 177, Rajya Sabha, 4 December 2019).

As many as 26 states and UTs are trailing way behind with a sluggish implementation rate of less than 15 per cent. Table 4.2 provides details of the stage-wise progress in each state while also highlighting the completion rate in these states.

STATE/UT	TENDER ISSUED		WORK ORDER ISSUED		WORK COMPLETED		TOTAL		PERCENTAGE OF WORK COMPLETED OF TOTAL PROPOSED PROJECT COST
	NO. OF PROJECTS	AMOUNT (IN INR CRORE)	NO. OF PROJECTS	AMOUNT (IN INR CRORE)	NO. OF PROJECTS	AMOUNT (IN INR CRORE)	NO. OF PROJECTS	AMOUNT (IN INR CRORE)	
MADHYA PRADESH	72	6,571	225	10,988	265	5,276	562	22,835	23%
MAHARASHTRA	51	9,496	119	7,011	77	2,195	247	18,702	12%
GUJARAT	69	4,791	129	9,066	131	3,465	329	17,321	20%
UTTAR PRADESH	74	3,658	289	7,188	136	4,835	499	15,681	31%
KARNATAKA	117	3,454	344	9,876	193	1,260	654	14,589	9%
TAMIL NADU	38	1,741	236	10,824	72	563	346	13,128	4%
ANDHRA PRADESH	23	891	133	6,811	60	794	216	8,495	9%
RAJASTHAN	92	1,098	127	3,863	87	920	306	5,881	16%
ODISHA	8	1,907	23	2,466	13	838	44	5,211	16%
BIHAR	30	1,730	36	2,168	8	528	74	4,426	12%
GRAND TOTAL	802	44,054	2,080	82,288	1,296	23,170	4,178	1,49,512	15%

Table 4.2 | Details of tenders issued, work order issued, work completed and completion rate, state-wise

Source: Starred Question No. 177, Rajya Sabha, 4 December 2019

*States are arranged in descending order of the total project cost.

CITY-WISE COMPARISON

16 of 20 cities chosen in round one of the selection competition have not even achieved 25 per cent of their proposed target.

Slow implementation can be gauged from the fact that out of 100 cities, 80 cities have not even finished 25 per cent of their proposed target. This fact is further underscored by the appalling rate of achievement in the 20 cities selected in round one (i.e., in 2016)—16 out of these 20 cities have not even achieved 25 per cent of their proposed target.

Of the 100 cities, the highest value of projects was sanctioned in Indore (INR 7,555 crore) which was more than that in 29 states and UTs. In terms of the project completion rate, Indore stands at 39 per cent.

Of the 100 cities, the highest performance rate was noticed in Atal Nagar in Chhattisgarh (93 per cent).

However, these were mostly lower value projects (INR 169 crore).

Other cities that have at least 50 per cent success rate are Agra (60 per cent), Aurangabad (53 per cent), Nagpur (50 per cent) and Varanasi (50 per cent). Out of these Agra, Nagpur and Varanasi are the top 25 cities in terms of project value. An interesting point to note is that these four cities belong to Uttar Pradesh and Maharashtra. But an entire state's performance cannot be measured by just looking at a few cities. For example, although Maharashtra has two of the top performing cities, it also has Thane, which has received the third highest amount of funding amongst all cities, but has been able to complete only 1 per cent of the total projects sanctioned (see Table 4.3).

STATE/UT	CITY	TENDER ISSUED		WORK ORDER ISSUED		WORK COMPLETED		TOTAL		PERCENTAGE OF WORK COMPLETED OF TOTAL PROPOSED PROJECT COST
		NO. OF PROJECTS	AMOUNT (IN INR CRORE)	NO. OF PROJECTS	AMOUNT (IN INR CRORE)	NO. OF PROJECTS	AMOUNT (IN INR CRORE)	NO. OF PROJECTS	AMOUNT (IN INR CRORE)	
UTTAR PRADESH	AGRA	0	0	35	897	24	1,343	59	2,240	60%
	VARANASI	10	185	31	1,086	48	1,271	89	2,542	50%
MAHARASHTRA	AURANGABAD	2	19	3	194	4	238	9	450	53%
	NAGPUR	3	118	4	885	3	994	10	1,997	50%

Table 4.3 | Cities which completed over 50 per cent of approved projects

Source: Starred Question No. 177, Rajya Sabha, 4 December 2019

Out of the total 1,543 projects worth INR 55,053 crore proposed in cities selected in round one of the competition, projects worth INR 15,282 crore (28 per cent) have been tendered, work orders have been issued for 661 projects worth INR 28,903 crore (52 per cent) and 649 projects worth INR 10,869 crore (20 per cent) have been completed (Starred Question No. 177, Rajya Sabha, 4 December 2019).

Among round one cities, Indore has the highest completion rate (39 per cent) followed by NDMC (Delhi) – 33 per cent and Belagavi in Karnataka – 32 per cent. Every other city in round one has a completion rate of less than 25 per cent (See Table 4.4).

STATE/UT	CITY	TENDER ISSUED		WORK ORDER ISSUED		WORK COMPLETED		TOTAL		PERCENTAGE OF WORK COMPLETED
		NO. OF PROJECTS	AMOUNT (IN INR CRORE)	NO. OF PROJECTS	AMOUNT (IN INR CRORE)	NO. OF PROJECTS	AMOUNT (IN INR CRORE)	NO. OF PROJECTS	AMOUNT (IN INR CRORE)	
ANDHRA PRADESH	KAKINADA	7	300	32	1,235	24	429	63	1,964	22%
	VISAKHAPATNAM	4	337	36	1,991	25	343	65	2,670	13%
ASSAM	GUWAHATI	4	523	5	34	2	5	11	561	1%
DELHI	NDMC	7	155	10	699	80	428	97	1,282	33%
GUJARAT	AHMEDABAD	11	671	38	3,095	27	1,069	76	4,835	22%
	SURAT	8	578	26	2,592	55	1,270	89	4,440	29%
KARNATAKA	BELAGAVI	22	795	57	1,109	86	883	165	2,786	32%
	DAVANAGERE	8	259	54	1,485	16	86	78	1,830	5%
KERALA	KOCHI	14	643	43	765	3	30	60	1,438	2%
MADHYA PRADESH	BHOPAL	11	3,525	42	1,754	32	1,119	85	6,398	17%
	INDORE	15	600	62	4,032	154	2,923	231	7,555	39%
	JABALPUR	16	862	39	1,411	33	434	88	2,707	16%
MAHARASHTRA	PUNE	19	2,420	31	1,278	12	381	62	4,079	9%
	SOLAPUR	5	975	15	816	20	85	40	1,876	5%
ODISHA	BHUBANESWAR	3	1,208	15	2,070	10	825	28	4,104	20%
PUNJAB	LUDHIANA	3	99	13	614	2	3	18	716	0.4%
RAJASTHAN	JAIPUR	23	416	31	1,054	18	332	72	1,802	18%
	UDAIPUR	43	338	46	1,176	16	35	105	1,549	2%
TAMIL NADU	CHENNAI	7	416	17	437	16	94	40	947	10%
	COIMBATORE	3	163	49	1,257	18	95	70	1,515	6%
TOTAL		233	15,282	661	28,903	649	10,869	1,543	55,053	20%

Table 4.4 | Details of tenders issued, work order issued, work completed and completion rate among round-1 cities selected

Source: Starred Question No. 177, Rajya Sabha, 4 December 2019

FINANCIAL PROGRESS

The pace of implementation under the Mission has increased substantially during the last one year with the fund utilisation increasing over 9 times, an enhancement in total value of funds utilised increasing from over INR 1,000 crore as on March 2018 to around INR 9,497.09 crore as on 15 November 2019.

As per the Smart Cities Mission Statement and Guidelines, the Central Government proposes financial support up to INR 48,000 crore over five years, i.e., an

average of INR 500 crore per city over the Mission period and an equal amount is to be contributed by the state/urban local bodies. Apart from these, around INR 42,028 crore (21 per cent) is expected from convergence as per the Convergence with Other Government Schemes Guideline of SCM (Ministry of Urban Development, 2015) with other Missions, INR 41,022 crore (21 per cent) from public-private partnerships, around INR 9,843 crore (4.8 per cent) from loans, INR 2,644 crore (1.3 per cent) from own resources and

remaining from other sources. The year-wise details of the funds released to Smart Cities by the Government of India is given in Table 4.5 (Unstarred Question No. 1839, Rajya Sabha, 4 December 2019).

According to the data released by the Ministry, the budgetary allocation fell significantly short of the central assistance promised. Less than 50 per cent of the promised assistance has been allocated during the last five years by the Government of India, out of which 80 per cent has been released so far. Such low releases in funds also correlates with poor performance rates and vice-versa.

Against INR 23,052 crore allocated in the budget for the Smart Cities Mission since 2015–16, INR 18,614 crore has so far been released by the Government of India to States (Unstarred Question No. 1056, Rajya Sabha, 27 November 2019) (see Table 4.5).

The maximum share of funds were released for Tamil Nadu (INR 2,166 crore), followed by Madhya Pradesh (INR 1,955 crore), Maharashtra (INR 1,670 crore), Gujarat (INR 1,576 crore) and Uttar Pradesh (INR 1,422

crore). These five states account for almost 50 per cent of the total central assistance released. All these states have utilised over 50 per cent of the funds except Maharashtra.

The overall utilisation rate of the funds released is 51 per cent. Out of 100 cities, 63 cities have used less than 50 per cent of the released funds.

For the first 20 Smart Cities selected in round one in January 2016, a total of INR 5,420 crores was released by the Government of India in the last 5 years, which is 54 per cent of the central assistance promised (INR 500 crore per city). Out of the released funds, 74 per cent has been utilised by these 20 cities (see Table 4.5).

However, the silver lining is that the pace of implementation of the Mission has increased substantially during the last one year. The fund utilisation by cities increased over 9 times with an enhancement in total value of funds utilised increasing from over INR 1,000 crore, as on March 2018 to around INR 9,497.09 crore as on 15 November 2019 (Unstarred Question No. 1056, Rajya Sabha, 27 November 2019).

STATE/UT	CITY	UTILISATION IN INR CRORE							PERCENTAGE OF FUNDS UTILISED OF TOTAL FUNDS RELEASED
		DURING 2015-16	DURING 2016-17	DURING 2017-18	DURING 2018-19	DURING 2019-20	TOTAL CENTRAL RELEASE	UTILISATION OF GOI FUNDS	
ANDHRA PRADESH	KAKINADA	190	6	0	98	98	392	290.98	74%
	VISAKHAPATNAM	188	8	0	98	5.2	299.2	278.5	93%
ASSAM	GUWAHATI	2	189	5	0	0	196	33.18	17%
DELHI	NDMC	2	194	0	0	0	196	118.94	61%
GUJARAT	AHMEDABAD	2	194	0	98	0	294	260	88%
	SURAT	2	194	0	98	204	498	387.26	78%
KARNATAKA	BELAGAVI	2	194	0	0	0	196	102.03	52%
	DAVANAGERE	2	194	0	0	0	196	120.38	61%
KERALA	KOCHI	2	194	0	0	1.51	197.5	33.23	17%
MADHYA PRADESH	BHOPAL	188	8	0	98	196	490	392	80%
	INDORE	188	8	0	0	196	392	293.02	75%
	JABALPUR	2	194	0	0	98	294	294	100%
MAHARASHTRA	PUNE	2	194	0	0	98	294	196	67%
	SOLAPUR	2	194	0	0	0	196	88.64	45%
ODISHA	BHUBANESWAR	190	6	0	0	105.93	301.9	294	97%
PUNJAB	LUDHIANA	2	194	0	0	0	196	99.3	51%
RAJASTHAN	JAIPUR	188	8	0	0	0	196	130.43	67%
	UDAIPUR	161.2	34.8	0	0	0	196	228.21	116%
TAMIL NADU	CHENNAI	2	188	6	0	7.62	203.6	189.7	93%
	COIMBATORE	2	188	6	0	0	196	196	100%
TOTAL		1,319	2,584	17	490	1,010	5,420	4,025.80	74%

Table 4.5 | Funds released, utilised and utilisation rate among round-1 cities selected

Source: Unstarred Question No. 1056, Rajya Sabha, 27 November 2019

FINANCIAL YEAR	FUNDS PROVIDED BY GOVERNMENT OF INDIA (IN INR CRORE)	FUNDS RELEASED (IN INR CRORE)
2015-2016	1,496.20	1,469.2
2016-2017	4,598.50	4,492.5
2017-2018	4,509.50	4,499.50
2018-2019	6,000.00	5,856.8
2019-2020	6,450	2,296.1(*)
TOTAL	23,054.2	18,614.1

Table 4.6 | Central assistance allocated and released, year-wise

Source: Unstarred Question No. 1056, Rajya Sabha, 27 November 2019

* As on 18 November 2019

WHAT IS 'SMART' REALLY?

A few questions sought clarity about the word 'smart', as it has been used as a prefix for not only the cities under the Mission, but also quite frequently in terms such as 'smart solutions', 'smart roads', 'smart classrooms', 'smart bikes' etc. In addition, terms such as 'green' and 'sustainable' are often used to define smart cities. Such definitional ambiguity allows convenient and often paradoxical interpretations (Burte, 2014).

To clarify this confusion, unstarred question no. 414 raised in the Rajya Sabha asked about 'the specific benchmarks that a city must reach in order to be called 'smart'. A vague answer was provided by the minister. 'The conceptualisation of the Smart City varies from city to city and country to country, depending on the level of development, willingness to change and reform, resources and aspirations of citizens. In the Indian context, a Smart City provides for the comprehensive development of urban areas represented by the four pillars of institutional, physical, social and economic infrastructure.

The citizens' aspirations are captured in their Smart City Proposals and their performance is benchmarked on its achievements'.

As practitioners state, having clarity in definition and meaning of the term 'Smart' is important as 'the lack of fixed meaning, with the usage of buzzwords like inclusivity and sustainability in the SCM, meant it could be communicated as a pro-people, reformative scheme. Into the first two years of implementation, it was increasingly clear that Smart City Mission was inherently unsmart' (Centre for Financial Accountability, 2019).

The scheme considers only 100 cities, in a country that has more than 4,000 cities leaving out some of the urban centres that are in dire need of government support to take forth urban development. This goes against the preliminary objective of the scheme to achieve inclusive urban development (Housing and Land Rights Network, 2018).

SLUM POCKETS IN THE SMART CITIES MISSION

The issue seems cyclical with more investments being directed towards developing the urban centres, resulting in increased migration while also pushing for a vision of slum-free cities.

Many MPs raised the issue of demolition of slums and the rehabilitation of displaced families due to the implementation of the Smart Cities Mission. This question was even raised as a starred question by MP Shrimati Kanta Kardam. A Centre for Policy Research study 2018 highlights that 'beautification' is often considered a component of these projects (proposals) and it is important to note that a few cities have budgeted slum demolitions under this initiative.

The Minister in his reply stated that since 'land' and 'colonisation' are state subjects, the demolition of slums comes under the purview of the respective state governments. No specific guidelines for rehabilitation of the people living in slums for acquisition of land have been issued under the Smart Cities Mission.

'Smart Cities also use funds under convergence from other Schemes/Missions and PPP/loans/land value capture etc. Therefore, no separate funds are allocated for rehabilitation purposes under the Smart Cities Mission. Further, under Pradhan Mantri Awas Yojana, one of the verticals is related to slum redevelopment. When such projects are included, as a part of Smart City Proposal under convergence, benefits provided under PMAY-U are utilized by the concerned Smart Cities'.

Under the Smart Cities Mission, 27 cities out of selected 100 cities, have proposed a total of 41 slum redevelopment projects at an estimated cost of INR 3,797 crore (Starred Question No. 182, Rajya Sabha, 10 July 2019; Unstarred Question No. 541, Rajya Sabha, 26 June 2019; and Unstarred Question No. 866, Lok Sabha, 21 November 2019; also asked in Starred Question No. 131, Lok Sabha, 12 February 2019).

Paradoxically, in 2017, HLRN documented forced evictions and demolitions of homes in 32 of the 99 smart

cities. While some evictions were directly linked to 'smart city' projects, others were carried out for reasons ranging from 'city beautification' to 'slum clearance' (HLRN, 2018).

Smart Cities Mission, with its specific focus on urban development, contributes to the widening of the rural-urban gap, encouraging more migration to cities (Ibid.).

With urban living and expenses being unaffordable to many, migrant workers are forced to live in informal settlements that thrive in unacceptable conditions. The issue seems cyclical with more and more investments being directed towards developing the urban centres, resulting in increased migration while also pushing for a vision of slum-free cities.

QUESTIONS DODGED

In reply to a few questions, the minister mentioned the url to the Smart Cities Mission website (www.smartcities.gov.in), resting his case to search any information directly from the website.

Although most questions were answered by providing quantitative information about physical and financial progress, a few questions were either dodged or specific information was not provided. For example unstarred question no. 1058 raised by MP P. L. Punia in Rajya Sabha asked about the 'the progress made under the scheme'. The minister in his reply just mentioned the names of the cities selected from each state. Another part of the same question inquired about 'the quantum of amount that was to be spent on each of the smart cities under the scheme and the expenditure that had already been incurred on it'. In response to the total cost of projects sanctioned, in progress and work completed was provided without addressing the state-wise details asked in the question. Evading such relevant questions is an impediment to maintaining transparency and accountability towards the public.

Another unstarred question no. 1045 raised by MP Shrimati Jharna Das Baidya in the Rajya Sabha asked 'how many of these cities have already completed the work'. The minister in his reply stated the overall value of

projects currently at various stages of implementation without providing specific city-wise information sought in the question.

Similarly, unstarred question no. 1988 raised by MP Oscar Fernandes in the Rajya Sabha threw light on important concerns arising in urban areas through his question which sought details about the 'kind of measures taken for the betterment of air quality, transport system and health care facilities under this mission'. This question was answered by providing the details of the funds allocated and released each year, ignoring the information sought in the question.

It was interesting to find that this time, in reply to a few questions, the minister mentioned the url to smart cities mission website (www.smartcities.gov.in), resting his case to search any information directly from the website. For example, unstarred question no. 1354 raised in the Rajya Sabha asked about 'the targets fixed and achieved so far; and the time by when the Smart City programme will be completed in all respects, State-wise? The minister in his reply mentioned that 'the projects to be undertaken and timeframe for completion of these projects has been given by the cities in their Smart City Proposals (SCPs) which are available on the Smart Cities Mission website (www.smartcities.gov.in).'

INFORMATION TECHNOLOGY BASED SOLUTIONS

The first ever EoL Index, 2018 was launched in August 2018 and examined 111 cities in India, with Pune being ranked the best city followed by Navi Mumbai and Greater Mumbai in Maharashtra (Ministry of Housing and Urban Affairs, 2018).

Since the Smart Cities Mission emphasised a lot on IT-based smart solutions, it was quite apparent that questions were raised about how 'the Information Technology (IT) and Information Communication Technology (ICT) is used in Smart Cities'. A related

question about Ease of Liveability Index was also asked.

The minister in his reply stated that 'the first framework on 'Ease of Living' (EoL) Index for cities was launched in June 2017 with the objective of framing an index to enable a shift to data driven approach in urban planning and management and promote healthy competition among cities.'

The first ever EoL Index 2018 was launched in August 2018 and examined 111 cities in India with Pune being ranked the best city followed by Navi Mumbai and Greater Mumbai in Maharashtra (Ministry of Housing and Urban Affairs, 2018).

As a part of improving the Index, a new Assessment Framework for EoL Index 2019, more focused on outcomes and aims to assess the ease of living of citizens across three pillars has been launched in February 2019. These pillars are: Quality of Life, Economic Ability and Sustainability, which are further divided into 14 categories across 50 indicators.

The Municipal Performance Index (MPI) 2019 is a new initiative by the Ministry which seeks to examine the sectoral performance of municipalities across a set of 5 verticals, namely Service, Finance, Planning, Technology and Governance. The EoL 2019 focuses on outcome indicators, accompanied by MPI 2019 which would assess the performance of cities based on enablers.

The EoL indicators are linked to Sustainable Development Goals (SDGs) and this exercise will help our Country to track and achieve SDGs. The Smart City Proposals of Smart Cities contain their aspirations and projects in order to improve ease of living for their citizens (Unstarred Question No. 414, Rajya Sabha, 20 November 2019).

Another question raised by MP Dr. Abhishek Manu Singhvi in Rajya Sabha asked the details of the steps taken by the Government to ensure data protection in those IT and ICT technologies in smart cities. The minister replied, 'Recognising the importance of data protection and keeping the personal data of citizens secure and protected, Ministry of Electronics and Information Technology, Government of India had, on 31st July 2017, constituted a Committee of Experts under the Chairmanship of Justice B N Srikrishna, comprising members from Government, Academia and Industry to study and identify key data protection issues and recommend methods for addressing them.'

Following a consultative and participatory approach, the Committee had submitted its report to the Government on 27 July 2018 along with a draft Personal Data Protection Bill. The Ministry of Electronics and Information Technology had placed the report and the draft Bill in public domain and invited comments from all stakeholders.

Further, the Ministry of Housing and Urban Affairs (MoHUA) in consultation with the Industry (Data Security Council of India, a NASSCOM Initiative) has prepared a Cyber Security Model framework which consists of cyber security requirements that may be necessary to be incorporated while inviting Request for Proposals (RFP) for implementing information technology and its applications as part of the projects in smart cities. The Smart Cities Mission of the Ministry of Housing and Urban Affairs has also issued this framework through an office order dated 19 May 2016 to Principal Secretaries (Urban Development)/ State Mission Directors/Municipal Commissioners, requesting that the above mentioned model framework may be considered while implementing solutions for setting up smart cities.

ROLE OF PRIVATE AND FOREIGN COMPANIES IN THE SMART CITIES MISSION

Private companies are expressing an interest in various projects tendered by the implementation authority, the special purpose vehicles (SPVs), and are executing them on award of work.

A question was raised in the Lok Sabha about the 'Involvement of private companies and foreign companies which have shown interest in smart cities projects and the name of the cities to which foreign assistance is likely to be provided'.

The minister in his reply stated that 'At the National level, Memorandum of Understanding (MoUs)/Agreements for Technical Assistance have been executed with the Department for International Development (DFID), United Kingdom and GIZ, Germany separately. Under the Climate Smart Cities project, GIZ shall be assisting the cities of Kochi Coimbatore and Bhubaneswar. An MoU has also been signed with Netherlands for Technical Assistance to the Smart cities of Agra, Dharamshala and Karnal. At the State level, MoUs/Agreements for Technical Assistance have been executed between United States Trade and Development Agency (USTDA) & State Governments of Andhra Pradesh, Uttar Pradesh and Rajasthan and between French Development Agency (AFD) and Union Territories of Chandigarh, Puducherry and State Government of Maharashtra. A Credit Facility Agreement for loan of EUR 100 million and Grant Financing Agreement of EUR 6 million has been executed with AFD for funding of upto 15 innovative

Smart City Projects selected through a Challenge Process from across the country. There is a provision for global expertise to be provided during the design and implementation phases of these Projects.

In addition, various other countries, namely, Spain, Canada, Germany, Singapore, South Korea and Japan have also shown interest in participating in the development of Smart Cities. The implementation of the Smart Cities Mission is being done by a city-level Special Purpose Vehicle (SPV). Several private companies like Eptisa, Price Water house Coopers, Grant Thornton, Ernst and Young, KPMG etc. have been appointed as Project Management Consultants (PMCs) by SPVs. Private companies are also expressing interest in various projects tendered by SPVs and executing them on award of work' (Unstarred Question No. 1545, Lok Sabha, 12 February, 2019).

CONCLUSION

The Smart Cities Mission over the five years of implementation has suffered a slow implementation pace. Questions were raised about the structure and guidelines of the scheme. From a human rights lens, the inherent goal of the scheme—to achieve inclusive and sustainable urban development—has been critiqued with the government being asked blunt questions to understand if developing 'smart' cities is another way of justifying forced evictions, slum demolitions, exclusionary developmental activities, all in the name of 'development'.

With the onus of implementation on the special

purpose vehicles (SPVs), the urban local bodies (ULBs) and the 74th Constitutional Amendment responsible for its inception are both weaker than ever. While private players' participation could help increase efficiency in service delivery, it is critical to ensure that there is equitable access to all urban services and the benefits reach all urban citizens.

The question of what does 'smart' city mean and for whom remains important. Who are the real beneficiaries? And is the Mission really aiming for inclusive cities as it claims to do?

CHAPTER 5

DEENDAYAL ANTYODAYA YOJANA–NATIONAL URBAN LIVELIHOODS MISSION (DAY–NULM)

CHAPTER OVERVIEW

A scheme that focuses on the betterment of the urban poor in its entirety, Deendayal Antyodaya Yojana–National Urban Livelihoods Mission (DAY–NULM) has multiple components that aim to address various aspects of urban poverty. The chapter begins by stating the component-wise analysis, detailing the status of

implementation till date. Further, the component analysis is backed by financial progress under the scheme, giving a wide view analysis of the implementation of the scheme. The chapter ends by stating the new initiatives under the scheme.

PROMISES MADE

Page 4 of the BJP Manifesto 2014, page 4 reads:

Employment and entrepreneurship

The country has been dragged through 10 years of Jobless Growth by the Congress-led UPA Government. Under the broader economic revival, BJP will accord high priority to job creation and opportunities for entrepreneurship. We will:

- strategically develop high impact domains like labour-intensive manufacturing (viz. textile, footwear, electronics assembly, etc.) and tourism
- encourage and empower our youth for self-

employment – incubating entrepreneurship as well as facilitating credit

- address the employability issue by initiating a multi-skills development programme in mission mode. Focus will be on job creation and entrepreneurship, in both rural and urban areas.'

The 2019 BJP Manifesto clearly shows a shift in emphasis from inclusive employment opportunities to buzzwords like entrepreneurship and start-ups. The Manifesto focuses more on improving the 'Ease of Doing Business' in the country by adopting more single-window clearances for firms and small-scale enterprises.

INTRODUCTION

The National Urban Livelihoods Mission (NULM) was launched by the Government of India on 23 September 2013 to replace the erstwhile Swarna Jayanti Shahari Rozgar Yojana (SJSRY). In 2016, NULM was renamed as Deendayal Antyodaya Yojana–National Urban Livelihoods Mission (DAY–NULM) and was extended to 4041 statutory towns instead of 790 cities that were covered under the UPA-launched scheme.

The mission focuses on forming grassroots-level institutions of the urban poor, creating opportunities for skill development and market-based employment, helping

them to set up self-employment ventures by furthering credit access. Moreover, the Mission aims to provide shelters equipped with essential services to the urban homeless in a phased manner and address livelihood concerns of the urban street vendors by facilitating access to suitable spaces, institutional credit, social security, etc.

The major components of DAY–NULM are:

- Employment through skill training and placement – EST&P

- Self employment programme – SEP
- Support to urban street vendors – SUSV
- Shelter for urban homeless – SUH
- Social mobilization and institutional development – SMID

- Capacity building and training programmes – CBT

A total of 37 questions regarding NULM were raised in the Parliament, with 26 questions being raised in the Lok Sabha and 11 questions raised in the Rajya Sabha.

COMPONENT-WISE ANALYSIS

EMPLOYMENT THROUGH SKILL TRAINING & PLACEMENT (EST&P) AND SELF-EMPLOYMENT PROGRAMME (SEP)

Out of all states and UTs, around 50 per cent of the self-help groups (SHGs) are concentrated in five states, which are Tamil Nadu, Maharashtra, West Bengal, Uttar Pradesh and Chhattisgarh.

The Employment through Skill Training and Placement (EST&P) component of the Mission aims to impart employability skills to the urban poor with a total of 10,11,941 candidates already given skill certified training, out of which 5,57,652 candidates or 55 per cent have been placed since 2014.

Further, under the Self-Employment Program (SEP) component, which focuses on providing financial assistance to urban poor individuals/groups/self help groups (SHGs) for setting up gainful self-employment ventures or micro-enterprises, a total of 4,61,994 beneficiaries have been assisted for setting up individual/group micro enterprises and 5,71,667 SHGs have been given loans under SHG-bank linkage programme.

Out of all states and UTs, around 50 per cent of the SHGs are concentrated in five states, which are Tamil Nadu, Maharashtra, West Bengal, Uttar Pradesh and Chhattisgarh (Unstarred Question No. 1845, Rajya Sabha, 4 December 2019 and Unstarred Question No. 1358, Rajya Sabha, 3 July 2019).

S. NO.	PARAMETERS	CUMULATIVE
1	NUMBER OF SELF-HELP GROUPS (SHGs) FORMED	4,66,829
2	NUMBER OF SHGs GIVEN REVOLVING FUND	3,17,943
3	NUMBER OF CANDIDATES SKILL TRAINED AND CERTIFIED	10,11,941
4	NUMBER OF CANDIDATES PLACED	5,57,652
5	NUMBER OF BENEFICIARIES ASSISTED FOR SETTING UP INDIVIDUAL/ GROUP MICRO ENTERPRISES	4,61,994
6	NUMBER OF BANK LOANS DISBURSED TO SHGs UNDER BANK LINKAGE PROGRAMME	5,71,667
7	NUMBER OF SHELTERS MADE FUNCTIONAL	1,342
8	NUMBER OF CITIES THAT HAVE COMPLETED STREET VENDORS' SURVEY	2,430

Table 5.1 | Physical achievements under DAY-NULM, FY 2014–15 to 2019–20 (as on 31.10.2019)

Source: Unstarred Question No. 1845, Rajya Sabha, 4 December 2019

As informed by the minister-in-charge, a platform named Shehri Sahbhagita Manch is to be launched in all cities that aids in the implementation of DAY-NULM, engagement of urban local bodies (ULBs) with the federation of self help

groups (SHGs) through regular meetings at least twice a year for the betterment of the latter and strengthening grass-root urban democracy (Unstarred Question No. 1555, Lok Sabha, 12 February 2019).

SUPPORT TO URBAN STREET VENDORS

The total number of street vendors in the country is estimated at around one crore and this figure is growing every day. A little over 9 lakh vendors have been given licenses and only 58 vending zones have been demarcated so far under the Street Vendors Act.

Unlike previous years, this year many questions were centred around street vendors and a wide range of issues concerning them, such as status of implementation of the Street Vendors Act 2014, surveys held, vending licenses, demarcation of spaces for vending, basic services provided, forced evictions, etc. In addition to a number of unstarred questions, a starred question was also raised by MP Shri Achyutananda Samanta in the Lok Sabha. However, most of the answers could not provide succinct data as the minister mentioned that the implementation of the Act comes under the purview of the state governments. Various aspects regarding street vendors raised in both houses of the Parliament are discussed in detail in the following section.

The starred question raised in the Parliament questioned the data of the total number of street vendors in the country. In response, the minister said that 'as per the information provided by the States/UTs, the number of street vendors identified so far is 11,56,460'. This data indicates that not all states have conducted surveys to enumerate street vendors, which is despite having an Act in place since 2014 which mandates for surveys of street vendors in each state.

The question further asked if the states are implementing the Street Vendors Act and sought details of the steps taken/being taken by the Government to protect the rights of street vendors in the country (Starred Question No. 146, Lok Sabha, 28 November 2019).

In his response, the Minister mentioned that to facilitate its implementation 'the Act has been adopted by all States/UTs, except for the UTs of Jammu & Kashmir and Ladakh, for which this Act has to be extended. Rules under the Act have been notified by 33 States/UTs. Meghalaya has notified rules under Meghalaya Street Vendors Act, 2014 while Telangana has drafted the Rules for notification' (Starred Question No. 146, Lok Sabha, 28 November 2019).

Furthermore, the scheme has been notified by 25 States and UTs including Andaman & Nicobar Islands, Andhra Pradesh, Arunachal Pradesh, Bihar, Chhattisgarh, Chandigarh, Dadra & Nagar Haveli, Daman & Diu, Goa, Gujarat, Himachal Pradesh, Jharkhand, Kerala, Madhya Pradesh, Maharashtra, Mizoram, Nagaland, NCT of Delhi, Odisha, Punjab, Rajasthan, Tamil Nadu, Telangana, Tripura and Uttar Pradesh. Meghalaya has notified the Scheme under its Street Vendors Act.

In response to the other part of the question on the protection of the rights of street vendors, the Minister replied that the Ministry of Housing and Urban Affairs (MoHUA) issues advisories to the States/UTs, from time to time, to follow the provisions laid down in the Act, including those pertaining to issues of forced evictions and relocation of street vendors and putting in place a 'Dispute Redressal Mechanism' in accordance with the provisions of the Act for addressing grievances of Street Vendors. However, more information about these advisories was not mentioned (Starred Question No. 146, Lok Sabha, 28 November 2019).

Another very pertinent question was raised by Prof. M.V. Rajeev Gowda inquiring details of street vendors who have been issued license or identification cards under the Act. The minister stated that 'the operational guidelines of Support to Urban Street Vendors (SUSV) component of DAY-NULM provides for issuance of identity cards to all the surveyed/identified street vendors by urban local bodies. As reported by State/UTs, identity cards have been issued to 9,13,393 urban street vendors so far'.

While the exact national estimates of street vendors are not available, some studies show that street vendors constitute approximately 2 per cent of the population of a metropolis. The total number of street vendors in the country is estimated at around one crore and this figure is growing every day (Youth for Unity and Voluntary Action and National Hawker Federation, 2019). Therefore, the number of street vendors who have been issued ID cards are miserably low compared to the number of street vendors in the country. The cumulative, state-wise, details of the number of IDs distributed in each state is given in Table 5.2 (Unstarred Question No. 489, Rajya Sabha, 7 February 2019).

SR. NO.	STATE/UT	ID CARDS DISTRIBUTED BY STATE/UTs
1	ANDHRA PRADESH	60,664
2	ARUNACHAL PRADESH	4,657
3	ASSAM	312
4	BIHAR	16,170
5	CHHATTISGARH	16,147
6	GUJARAT	1,73,009
7	HIMACHAL PRADESH	1,456
8	JAMMU & KASHMIR	6,226
9	JHARKHAND	16,869
10	KARNATAKA	14,716
11	KERALA	16,745
12	MADHYA PRADESH	1,98,255
13	MAHARASHTRA	61,622
14	MANIPUR	278
15	MIZORAM	1,531
16	MEGHALAYA	314
17	ODISHA	3,848
18	PUNJAB	10,184
19	RAJASTHAN	41,100
20	TAMIL NADU	1,03,048
21	TELANGANA	65,793
22	UTTAR PRADESH	86,760
23	UTTARAKHAND	4,392
24	CHANDIGARH	9,297
	TOTAL	9,13,393

Table 5.2 | Number of ID cards distributed, state/UT-wise
Source: Unstarred Question No. 489, Rajya Sabha, 7 February 2019

The question further asked about the number of vending zones created. Only 58 vending zones have been formed in the country so far, out of which 34 vending zones are

concentrated in just two states. As reported, the state-wise cumulative details of functional vending zones is given in Table 5.3.

S. NO.	STATE	NUMBER OF FUNCTIONAL VENDING ZONES IN STATES
1	ANDHRA PRADESH	1
2	CHHATTISGARH	3
3	GUJARAT	1
4	HIMACHAL PRADESH	22
5	JHARKHAND	1
6	KARNATAKA	1
7	MADHYA PRADESH	12
8	MAHARASHTRA	2
9	MIZORAM	5
10	ODISHA	2
11	RAJASTHAN	2
12	TAMIL NADU	1
13	TELANGANA	1
14	UTTAR PRADESH	4
TOTAL		58

Table 5.3 | Number of vending zones, state-wise
Source: Unstarred Question No. 489, Rajya Sabha, 7 February 2019

Professor Gowda also raised the issue of the number of evictions occurring and status of displaced street vendors who have been rehabilitated after the implementation of the Act. This was also raised in the Lok Sabha by MP Shri Harish Dwivedi. The minister mentioned that 'Section 38 of the Act provides for framing a scheme by the appropriate Government which would, inter-alia, include the manner of eviction of street vendors. Further, MoHUA issued advisory to the State/UTs, from time to time, to follow the provisions laid down in the Act.' However, in reality, rampant evictions of street vendors have been reported across the country each year. A study by YUVA and NHF (2019) analysed the rules framed by the states and highlighted the contradictions with the parent Act with respect to rules formed that could go against the interests of the street vendors and may lead to more evictions (Unstarred Question No. 489, Rajya Sabha, 7 February 2019 and Unstarred Question No. 4056, Lok Sabha, 12 December 2019).

The question also asked about the number of vendors covered under the social security scheme. In his reply, the Minister only mentioned the provision stated under the Act without providing any concrete data regarding

this. This indicates that despite a Mission component dedicated to welfare provision to street vendors, not much has been done in this regard.

Unfortunately, the current Street Vendors Act does not provide any protection to lakhs of vendors offering services at railway stations who are deprived of any social security. An important question regarding the policy for street vendors working in and around railway stations was raised by MP Shri G.C. Chandrashekhar in the Rajya Sabha. The Minister replied that 'the Act is applicable to all States/UTs except for the state of Jammu & Kashmir and also any land, premises and trains owned and controlled by the Railways under the Railway Act, 1989.' Therefore, it is pertinent that the rights of vendors vending in and around railway stations be raised in the subsequent sessions of the Parliament to provide protection to this vulnerable group (Unstarred Question No. 2771, Rajya Sabha, 17 July 2019).

This particular question also questioned the steps being taken by the government for protection of livelihood of street vendors in the country. The minister responded that 'it provides for survey of street vendors, development

of City Street vending plans, infrastructure development, training and skill development of street vendors, and their financial inclusion'. However, the data provided by the Minister so far suggests a dismal picture as a little over 9 lakh vendors have been given licenses and only 58 vending zones have been demarcated so far. This clearly indicates that despite an Act in place since 2014 and a government scheme such as the DAY-NULM to further the rights of street vendors, the states are lagging behind to provide livelihood security and protection to the street

vendors who serve millions of citizens each day.

MP Smt. Vandana Chavan in Rajya Sabha raised a question about the number of cities and towns which actually have constituted the 'Town Vending Committees' (TVCs) under Section 22 of the Act. The minister replied that 'as reported by the States/UTs, presently, 2364 TVCs have been formed'. The details of TVC constituted in each state are mentioned in Table 5.4.

S. NO.	STATE	TVC FORMED
1	ANDHRA PRADESH	110
2	ARUNACHAL PRADESH	14
3	ASSAM	30
4	BIHAR	144
5	CHHATTISGARH	64
6	GOA	14
7	GUJARAT	169
8	HARYANA	76
9	HIMACHAL PRADESH	39
10	JHARKHAND	44
11	KARNATAKA	265
12	KERALA	93
13	MADHYA PRADESH	58
14	MAHARASHTRA	97
15	MANIPUR	6
16	MIZORAM	6
17	MEGHALAYA	7
18	NAGALAND	2
19	ODISHA	105
20	PUNJAB	163
21	RAJASTHAN	189
22	SIKKIM	3
23	TAMIL NADU	482
24	TELANGANA	103
25	TRIPURA	20
26	UTTAR PRADESH	30
27	UTTARAKHAND	22
28	WEST BENGAL	3
29	CHANDIGARH	1
30	PUDUCHERRY	5
	TOTAL	2,364

Table 5.4 | Details of TVCs formed, state/UT-wise
Source: Unstarred Question No. 496, Rajya Sabha, 7 February 2019

A question was raised to ask if the 'Government proposes to introduce 'mobile shops' for street vendors across the country' by MP Shri Amar Shankar Sable in Rajya Sabha. The Minister mentioned that 'out of the total resources including the state share, the states/UTs can spend upto 5% of funds on the SUSV component.'

He further added that 'under SUSV, financial support is being provided to the Urban Local Bodies (ULBs) for infrastructure improvement and provision of basic services in the existing markets of street vendors. The ULBs will prepare a Detailed Implementation Plan for such infrastructure improvement projects which may include improved civic facilities such as paving, water supply, toilets, waste disposal facility, lighting, common storage space, specialized carts for specific types of trades, temporary sheds and/or parking facilities. The carts may be funded through individual loans covered under the Self-Employment Programme of DAY-NULM'.

SHELTER FOR URBAN HOMELESS

As per Census 2011, the total homeless population in urban areas in India is 9,38,348. With only 1,348 shelters operational in the country, each housing 50–100 individuals, there is clearly a huge gap between the number of urban homeless and the shelters available in the country.

The objective of the Shelters for Urban Homeless (SUH) component of DAY-NULM is to ensure availability and access of the urban homeless to permanent shelters and essential services (Unstarred Question No. 3592, Rajya Sabha, 24 July 2019).

A starred question regarding the urban homeless was raised by MP Prof. Manoj Kumar Jha in the Rajya Sabha. The professor raised multiple queries concerning

Therefore, it is important to find out if the ULBs have actually spent 5 per cent of the allocated funds to enable access to facilities for street vendors as mentioned above.

Although the Mission was launched five years ago, street vendors' struggle for survival continues as constant scare of rampant evictions, confiscation of goods, bribing of officials remains a challenge. While several advisories have been issued by MoHUA (as mentioned in the Minister's reply), the onus of implementation is on states and UTs. Till today, lakhs of street vendors await their license, identity cards, a democratically elected TVC and a secure place to vend. Today, when employment generation is at an all-time low compared to the last 45 years, it is imperative to recognise the significant contribution of vending in generating employment (Patel, 2019a) and timely credit and financial aid should be provided by the ULBs to ensure Atma Nirbhar Bharat in its true spirit.

homeless people such as the number of shelters homes functional in the country, basic facilities provided in these shelter homes, reasons for delay and denial of shelter homes to the urban homeless, and shelters provided for homeless people with special needs demanded by children, the mentally-ill and drug addicts.

The minister mentioned that 'as per the information received from the States/UTs, as on 30 November 2019, 1348 shelters are functional under DAY-NULM. Out of the total shelters, 85 shelters are for vulnerable segments of homeless persons viz. old persons, mentally or physically challenged, recovering patients and their families, and attendants of the patients admitted in hospitals, etc'. State-wise details of these specialised shelters are given in Table 5.5.

S. NO.	NAME OF STATE	NO. OF SPECIAL SHELTERS
1	DELHI	1
2	KARNATAKA	1
3	KERALA	2
4	MIZORAM	17
5	MAHARASHTRA	14
6	RAJASTHAN	1
7	TAMIL NADU	43
8	TELANGANA	6
	TOTAL	85

Table 5.5 | Number of special shelters functional under DAY-NULM, state-wise

Source: Unstarred Question No. 3592, Rajya Sabha, 24 July 2019

The Operational Guidelines for SUH provide that for every one lakh urban population, provision should be made for permanent shelters for a minimum of one hundred persons. Despite these guidelines, the number of shelters for homeless people remain abysmally low in the country. As per Census 2011, the total homeless population in urban areas in India is 9,38,348. With only 1,348 shelters operational in the country, each housing 50–100 individuals, there is clearly a huge gap between the number of urban homeless and the shelters available in the country. Thus, slow progress made under the Mission also exposes an innate administrative flaw that although this scheme looks great on paper, poor implementation renders it as a document with mere hollow promises.

The lack of resources for the homeless people have been highlighted time and again by civil society organisations and was also mentioned by the committee on urban homeless, constituted as per the Supreme Court Order dated 11 November 2016. Even then, the priorities of the state-governments have drifted from serving the most marginal segment of the population to favouring the well-to-do. To make things worse, central funds given to states under the scheme have been lying unused. Even the Minister in his reply remained silent on the question of reasons for delay and denial of shelter homes to the urban homeless (YUVA, 2018) (Starred Question No. 253, Rajya Sabha, 11 December, 2019).

Furthermore, the guidelines also state that these shelters are to be equipped with basic facilities such as ventilated

rooms, standard lighting, potable drinking water, toilet facilities, personal locker, regular cleaning of blankets and mattresses, cooking facilities, linkages to various social security benefits and periodical health check-up. Additionally, the MoHUA has issued advisories to states to install closed circuit television (CCTV) cameras at entry and exit points, geo-tag shelters, appoint student volunteers from nearby educational institutions and ensure barrier free entrance for the differently-abled. However, it is highly questionable if these services are being provided and an audit needs to be conducted as mentioned in the guidelines to throw some light on the matter. The guidelines mention that 'States/UTs would undertake independent quality evaluation for quality checks on projects being implemented. In addition, quality audits of operational shelters will be conducted at the shelter level on a quarterly basis. The audits are expected to be conducted by third party external reviewers. Apart from that, a social audit of each shelter should be organized at least once a year'.

A question regarding 'audit conducted for these shelters along with the findings of the said audit' was asked in the Lok Sabha. The Minister evaded this question by just mentioning the guidelines regarding the audit without addressing the specific information asked in the question. However, lack of information on this aspect clearly indicates that these audits have not been conducted, which again proves the scheme guidelines redundant and a mere embellishment on paper (Unstarred Question No. 403, Lok Sabha, 5 February 2019).

Therefore, the case for conducting social audits of the shelter homes (as also mandated in SUH) should be brought up in the upcoming sessions of the Parliament to ensure that the shelters are equipped with basic facilities and the homeless do not succumb to avoidable circumstances such as extreme environmental conditions, hunger and prolonged untreated diseases.

An important question was raised regarding the mapping of homeless concentration zones in cities by MP Shri P. Bhattacharya in the Rajya Sabha. However, the Minister said that it is the responsibility of the concerned states/union territories to map the concentration areas of homeless persons to establish shelters. Even the guidelines of SUH provide for conducting a systematic third party survey by urban local bodies to accurately assess the need for shelters at suitable locations. Like other guidelines, even this guideline has been flouted and it seems that these plans will remain only on paper (Unstarred Question No. 1995, Rajya Sabha, 10 July 2019 and Starred Question No. 368, Lok Sabha, 18 July 2019).

A question was raised on the matter taken up by the Supreme Court which talked about the funds released under the NULM that have been lying unutilised with the state governments. This question was raised by MPs Shri Asaduddin Owaisi and Shri Syed Imtiaz Jaleel

and inquired if the CAG audit ordered by the Supreme Court due to the mass misappropriation and diversion of funds, its outcome and steps taken or being taken by the Government to ensure proper utilization of funds was conducted. The Minister in his reply mentioned that 'Hon'ble Supreme Court, vide its Order dated 13.12.2017, had directed to carry out a special audit, of utilization of DAY-NULM funds by the States of Uttar Pradesh, Haryana and West Bengal. The Internal Audit Wing of the Ministry of Housing and Urban Affairs has conducted special audits of three states.

It has found out that, out of the funds transferred by the Government of India to these states, expenditure has been incurred on various components of the DAY-NULM. However, there were unspent balances left with them— 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. 2849, Lok Sabha, 5 December 2019).

Further, in order to ensure that the funds earmarked by the States/ UTs for SUH are utilised for shelters only, the MoHUA has issued directions to them to keep the funds for SUH in a separate head of account (Unstarred Question No. 2849, Lok Sabha, 5 December 2019).

FINANCIAL ACHIEVEMENTS

Earlier this scheme was highly criticised for huge unspent balances lying with the state governments, but currently the data displays a utilisation rate of 112 per cent.

Compared to the other urban schemes, DAY-NULM received very little central funding. As on 31 November 2019 a total of INR 2,784 crore was released to states/ UTs since 2014–15, out of which INR 3,109 was reported to be utilised. Although earlier this scheme was highly criticised for huge unspent balances lying with the state governments, currently the data displays a utilisation rate of 112 per cent.

The allocation of funds under various components of the scheme was made by the state governments depending

upon their requirements and capacity. Therefore, component-wise data could not be retrieved. However, of the total funds released, Tamil Nadu received the maximum share (15 per cent) followed by Uttar Pradesh (11 per cent), Andhra Pradesh (9 per cent), Madhya Pradesh (7 per cent each), West Bengal (6 per cent), and Rajasthan and Maharashtra (5 per cent each). All these states reported a utilisation rate of over 80 per cent. While 16 states utilised more than 100 per cent of the released funds, 6 states and UTs utilised less than 80 per cent (see Table 5.6)

YEAR	RELEASED (IN INR CRORE)	UTILIZED (IN INR CRORE)
2014-15	672	343
2015-16	240	580
2016-17	290	645
2017-18	557	482
2018-19	440	821
2019-20	585	239
TOTAL	2,784	3,109

Table 5.6 | Funds released and utilised, year-wise

Source: Unstarred Question No. 2849, Lok Sabha, 5 December 2019

S.NO	STATES/UTs	TOTAL RELEASED (IN INR CRORE)	TOTAL UTILISED (IN INR CRORE)
1	TAMIL NADU	409	355
2	UTTAR PRADESH	311	319
3	ANDHRA PRADESH	255	310
4	MADHYA PRADESH	198	183
5	WEST BENGAL	157	182
6	RAJASTHAN	148	134
7	MAHARASHTRA	129	279
8	TELANGANA	124	130
9	BIHAR	122	137
10	KARNATAKA	113	141
11	JHARKHAND	113	121
12	CHHATTISGARH	102	88
13	GUJARAT	100	144
14	ODISHA	85	79
15	KERALA	68	112
TOTAL OF ALL STATES AND UTs		2,784	3,109

Table 5.7 | Funds released and utilised, state-wise

Source: Unstarred Question No. 2849, Lok Sabha, 5 December 2019

NEW INITIATIVES TAKEN UNDER THE MISSION

PAISA Portal and Shehri Samriddhi Utsav are two initiatives launched under the Mission that aim to increase scheme awareness and smoothen the overall implementation process.

PAISA PORTAL

The Ministry launched a Portal for Affordable Credit and Interest Subvention Access (PAiSA) on 26 November

2018 to smoothen payment of interest subvention to individuals/groups/self help groups for setting up self-employment ventures or micro-enterprises under Self Employment Programme (SEP) component of the DAY-NULM. The portal brings together banks, states and urban local bodies (ULBs) on a single platform, facilitating real-time exchange of information, and

provides a simple mechanism to process interest subvention on a monthly basis through direct benefit transfer (DBT). Information regarding total loan beneficiaries and amount of loans sanctioned can be

accessed on the portals website through <https://www.paisaportal.in/nulm/Login.aspx> (Unstarred Question No. 1697, Lok Sabha, 28 November 2019). states and UTs utilised less than 80 per cent (see Table 5.6)

SHEHRI SAMRIDHI UTSAV

The Ministry organised 'Shehri Samridhi Utsav', a fortnight of events under DAY-NULM from 1–15 February 2019, to extend its outreach to the poorest of the poor, showcase the initiatives and strengthen the safety net for the beneficiaries by facilitating their access to other welfare schemes. One of the activities during the Shehri Samridhi Utsav was to identify eligible SHG

members through Safety Net Survey to link them with various government schemes namely, Swachh Bharat Mission–Urban, Pradhan Mantri Awas Yojana–Urban, Pradhan Mantri Ujjwala Yojana, Pradhan Mantri Jan Dhan Yojana, Pradhan Mantri Suraksha Bima Yojana, Pradhan Mantri Jeevan Jyoti Yojana and National Nutrition Mission (Unstarred Question No. 1555, Lok Sabha, 12 February 2019).

QUESTIONS DODGED

Major questions on the status of the National Policy and latest data on the urban poor were ignored by the minister-in-charge as he did not provide clear responses.

MP Mohammed Faizal P.P asked about the present status of the National Policy on Urban Poor. The Minister in his reply mentioned that several centrally sponsored schemes are being run by MoHUA for the poor such as DAY-NULM, Pradhan Mantri Awas Yojana and the Food Security Act. However, the question regarding the status of the National Policy on Urban Poor was evaded (Unstarred Question No. 837, Lok Sabha, 21 November 2019).

A question was asked in the Lok Sabha about the steps taken by the Government to get more and more urban poor under this Mission to reduce poverty and

vulnerabilities. The minister in his reply just mentioned the achievements made under DAY-NULM without addressing the information asked in the question (Unstarred Question No. 894, Lok Sabha, 27 June 2019).

Another question raised in the Lok Sabha asked about the number of people living below the poverty line as per the latest estimates in this regard. The minister in his reply stated that according to the erstwhile Planning Commission's press note issued on 22 July 2013, the number of persons living below the poverty line in urban areas has been estimated as 5.31 crore (13.7 per cent) in 2011–12. It is startling to note that no data has been collected post 2012 in this respect. Therefore, it is difficult to measure the efficacy of these schemes at the grassroots (Unstarred Question No. 4250, Lok Sabha, 18 July 2019).

CONCLUSION

Although the scheme shows a high implementation rate, the situation in reality is far from successful. The provisions seem restricted to documentation, especially in the case of street vendors and the urban homeless.

The demand is to simply ensure that the promises made

on paper are delivered as per the guidelines of the Mission to achieve exactly what it set out to. The scheme implementation needs to be based on accurate, timely and latest data of the target group, which as stated is not available, hindering the successful implementation of the scheme right at the foundational level.

CHAPTER 6 LABOUR AND EMPLOYMENT

In its election Manifesto 2014, job creation was central to the BJP's economic model. The Manifesto placed special emphasis on the word 'jobs' promised to create employment opportunities in various sectors such as agriculture, manufacturing, tourism, infrastructure, information technology, education, sports, etc. and for diverse segments of population such as minorities, youth and women. Page 4 of the Manifesto read:

The country has been dragged through 10 years of Jobless Growth by the Congress-led UPA Government. Under the broader economic revival, BJP will accord high priority to job creation and opportunities for entrepreneurship. We will:

- strategically develop high impact domains like labour-intensive manufacturing (viz. textile, footwear, electronics assembly, etc.) and tourism.
- strengthen the traditional employment bases of agriculture and allied industries, and retail - through modernization as well as stronger credit and market linkages.
- harness the opportunities provided by the upgradation of infrastructure and housing, for its job generating potential.
- encourage and empower our youth for self-employment - incubating entrepreneurship as well as facilitating credit.
- address the employability issue by initiating a multi-skills development programme in mission mode. Focus will be on job creation and entrepreneurship, in both rural and urban areas.

- transform our employment exchanges into career centres - connecting our youth with job opportunities in a transparent and effective manner through the use of technology; as well as providing counselling and training.

The 2019 BJP Manifesto does not speak explicitly about social security provision to unorganised workers but does speak of social security schemes to be extended to farmers. With focus being on developing urban centres, the government does not speak much of the protection and security that the urban informal labour deserves. Being a majority of the workforce, it is surprising to see the neglect by the government.

Despite the government's ambitious aim to revive the economy, the country continued to suffer from slow economic growth and loss of jobs across various sectors. The country's unemployment rate stood at a 45-year-high of 6.1 per cent in 2017-18, according to the National Sample Survey Office's (NSSO's) Periodic Labour Force Survey (Jha, 2019). This slump was expected as the signs of a feeble economy. In 2016, in the survey of the Labour Bureau, it was found that in most of the eight biggest employment generation sectors—textiles, leather, metals, automobiles, gems and jewellery, transport, information technology and handlooms—jobs were shrinking ('Job growth in 8 sectors', 2016). It was apparent that questions regarding slow economic growth and rising unemployment were imminent and were raised repeatedly by many MPs during the sessions of the Parliament. This chapter throws light on some of the issues raised in 2019 in both the houses of the Parliament.

UNEMPLOYMENT

The data provided by the Minister from 2013–14 onwards clearly reflects that the overall unemployment rate has increased tremendously.

A pressing question asked by many MPs was if the National Sample Survey Organisation's Periodic Labour Force Survey's data finding indicates that the unemployment in the country is at an all-time high since the independence of our country.

The minister replied that as per the results of annual Periodic Labour Force Survey conducted by National Statistical Office (NSO) by the Ministry of Statistics and Programme Implementation and Annual Employment–Unemployment survey conducted by Labour Bureau,

Ministry of Labour and Employment (during 2017–18), the estimated unemployment rate on usual status (principal status + subsidiary status) basis for the persons of age 15 years and above is 6 per cent. The data provided by the Minister from 2013–14 onwards clearly reflects that the overall unemployment rate has increased tremendously. As a result, it will invariably reduce aggregate spending, slow down the economy and most importantly, increase the vulnerability of households to deal with economic shocks (Centre for Monitoring Indian Economy, n.d.). Table 6.1 throws light on the year-wise unemployment rate data whereas Table 6.2 reflects state-wise unemployment rate wherein states have been arranged in decreasing order of the employment rate.

UNEMPLOYMENT RATE (IN %)	
SURVEY	ALL-INDIA
2017-18 (PLFS)	6.0%
2015-16 (LABOUR BUREAU)	3.7%
2013-14 (LABOUR BUREAU)	3.4%

Table 6.1 | Year-wise unemployment rate data

Unstarred Question No. 1077, Rajya Sabha, 27 November 2019

(Note: Survey methodology and sample selection are different in PLFS and Labour Bureau survey)

S.NO	STATE	SURVEY BY NSS (PLFS)	SURVEY BY LABOUR BUREAU	
		2017-18	2015-16	2013-14
1	NAGALAND	21.4	5.6	6.7
2	LAKSHADWEEP	21.3	4.3	10.5
3	ANDAMAN & NICOBAR ISLANDS	15.8	12.0	13.0
4	GOA	13.9	9.0	9.6
5	MANIPUR	11.5	3.4	3.4
6	KERALA	11.4	10.6	9.3
7	PUDUCHERRY	10.3	4.8	8.8
8	MIZORAM	10.1	1.5	2
9	DELHI	9.4	3.1	4.4
10	CHANDIGARH	9	3.4	2.8
11	HARYANA	8.4	3.3	2.9
12	ASSAM	7.9	4	2.9
13	PUNJAB	7.7	5.8	5.4
14	TELANGANA	7.6	2.7	3.1
15	UTTARAKHAND	7.6	6.1	5.5
16	JHARKHAND	7.5	2.2	1.8
17	TAMIL NADU	7.5	3.8	3.3
18	ODISHA	7.1	3.8	4.3
19	BIHAR	7	4.4	5.6
20	TRIPURA	6.8	10	6.2
21	UTTAR PRADESH	6.2	5.8	4
22	ARUNACHAL PRADESH	5.8	3.9	6.7
23	HIMACHAL PRADESH	5.5	10.2	1.8
24	JAMMU & KASHMIR	5.4	6.6	8.2
25	RAJASTHAN	5	2.5	3.1
ALL-INDIA		6	3.7	3.4

Table 6.2 | Percentage unemployment rate, state/UT-wise
Source: Unstarred Question No. 1077, Rajya Sabha, 27 November 2019

(Note: Survey methodology and sample selection are different in PLFS and Labour Bureau survey)

The questions regarding unemployment further inquired about the steps being initiated by the government to resolve this issue. In response, the minister said that 'Employment generation coupled with improving employability is the priority of the Government. It has taken various steps for generating employment in the country like encouraging the private sector, fast-tracking various projects involving substantial investment and

increasing public expenditure on schemes such as Prime Minister's Employment Generation Programme (PMEGP), Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Pt. Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDUGKY) and Deendayal Antyodaya Yojana-National Urban Livelihoods Mission (DAY-NULM). The achievements made under these schemes in the last three years are given in Table 6.3.

SCHEMES	EMPLOYMENT GENERATED		
	2017-18	2018-19	2019-20
ESTIMATED EMPLOYMENT GENERATED UNDER PMEGP (NO. OF PERSONS)	3,87,184	5,87,416	2,11,840 (TILL 31.10.19)
PERSON DAYS GENERATED UNDER MGNREGS (IN INR CRORE)	233.74	268.00	154.36 (TILL 04.11.19)
CANDIDATES PLACED IN JOBS AFTER TRAINING DDU-GKY (NO. OF PERSONS)	75,787	1,35,666	91,830
SKILL TRAINED PERSONS GIVEN PLACEMENT DAY-NULM (NO. OF PERSONS)	1,15,416	1,63,377	-

Table 6.3 | Achievements under government schemes

Source: Unstarred Question No. 440, Rajya Sabha, 20 November 2019

OTHER SCHEMES FOR EMPLOYMENT

The Pradhan Mantri Mudra Yojana (PMMY) has been initiated by the Government to facilitate self-employment. Under the PMMY, collateral free loans upto INR 10 lakh are offered to small/micro business enterprises and individuals to help them set up or expand their business activities. Till 25 January 2019, a total of INR 15.59 crore loans have been sanctioned under the scheme (Unstarred Question No. 1176, Rajya Sabha, 13 February 2019).

The Pradhan Mantri Rozgar Protsahan Yojana (PMRPY) has been launched by the Ministry of Labour and

Employment w.e.f. 9 August 2016 to incentivise employers to promote employment generation. Under this scheme, the government is paying the entire employer's contribution (12 per cent or as admissible) towards EPF and EPS for all eligible new employees for all sectors for three years. Till 5 February 2019, more than 1.06 crore employees have benefitted through 1.31 lakh establishments under this scheme (Unstarred Question No. 1176, Rajya Sabha, 13 February 2019).

The year-wise breakup of the number of beneficiaries is shown in Table 6.4.

YEAR	EMPLOYEES BENEFITTED
2016-17	33,031
2017-18	30,25,084
2018-19 (AS ON 05.02.2019)	75,48,313
TOTAL	1,06,06,428

Table 6.4 | Year-wise breakup of the number of beneficiaries

Source: Unstarred Question No. 1167, Rajya Sabha, 13 February 2019

Pradhan Mantri Kaushal Vikas Yojana (PMKVY) is the flagship scheme of the Ministry of Skill Development & Entrepreneurship. The objective of this skill certification scheme is to enable a large number of Indian youth and

women to take up industry-relevant skill training that will help them in securing a better livelihood. The scheme has been allocated a budget of INR 12,000 crores with a target to provide skill training to 1 crore people

across the country for four years, i.e., 2016–2020. As on 11 November 2019, 15.4 lakh candidates have been reported to be placed under this scheme (Unstarred Question No. 1863, Rajya Sabha, 4 December 2019).

Make in India is a new national programme designed to facilitate investment, foster innovation, enhance skill development, protect intellectual property and build best in-class manufacturing infrastructure. The Make in India Project will focus on 25 priority sectors including aviation, construction, leather, textiles and garments, tourism and hospitality, automobiles, auto-components, food processing, roads and highways, mining, IT and BPM, etc. for generation of employment opportunities (Unstarred Question No. 1176, Rajya Sabha, 13 February 2019).

Regarding the Make in India programme, a more detailed question was asked by MP PL Punia where he requested

‘the details of new jobs created and people employed since the start of “Make in India” initiative in September, 2014 to till date, year-wise, state-wise and sector-wise data’. The question further inquired if the government was planning to revamp the ‘Make in India’ initiative to increase job creation in the country and which labour intensive sectors will be made the focus of such a revamped initiative. The Minister in his reply did not address these questions with any substantive information or data, rather he gave a generic reply mentioning key features of the Make in India programme. Such a response highlights/suggests that there are problems either in the data collection/reporting process, the unwillingness of the government to share data or apathy towards the parliamentary process (Unstarred Question No. 1175, Rajya Sabha, 13 February 2019).

UNEMPLOYMENT AMONG EDUCATED YOUTH

Unemployment among the educated youth has also increased substantially compared to the previous years.

As expected, concerns were also raised regarding rising unemployment among graduate and postgraduate degree holders in the country. The Minister responded that as per the results of the annual Employment–Unemployment Survey conducted by the Labour Bureau, Ministry of Labour and Employment, the estimated unemployed

persons having a graduate and above qualification in the age group of 18–29 years according to usual principal status approach in the country for the three comparable years for which data were available are given in Table 6.5. Evidently, unemployment among the educated youth has also increased substantially compared to the previous years.

YEAR	UNEMPLOYED GRADUATE AND ABOVE (IN %)
2012–13	16.1
2013–14	15.6
2015–16	18.4

Table 6.5 | Unemployment data for 2012–2013, 2013–2014, and 2015–2016

Source: Unstarred Question No. 1182, Rajya Sabha, 13 February 2019

Data for post-graduates is not maintained separately.

When asked about the initiatives undertaken by the Government to reduce unemployment among graduate and postgraduate degree holders in the country, the Minister, in addition to mentioning the schemes discussed

above also talked about ‘National Career Service (NCS) Project—a digital portal that provides a nation-wide online platform for the job seekers and employers for job-matching in a dynamic, efficient and responsive manner

and has a repository of career content to job seekers.'

In addition, the Ministry has signed strategic Memorandum of Understanding (MoUs) with the private job portals, placement organizations and reputed institutions for maximising the reach of the National Career Service NCS project. These MoUs have been instrumental in providing increased access to the youth for a vast variety of employment opportunities across the country. According to the data provided by the Ministry, the total number of active beneficiaries (job-seekers) under the NCS Project is 1,02,81,499 (Unstarred Question No. 383, Rajya Sabha, 6 February 2019).

The NCS Project envisages setting up of Model Career Centres in collaboration with states and other institutions of repute to deliver employment services. In addition, the NCS project has a component of interlinking

employment exchanges with the NCS and provides part funding to states for upgradation of infrastructure in employment exchanges. However, it is alarming to note that despite the large number of job seekers in the country, placements have been at a surprising figure of only 3,94,990 in 2015, 4,05,500 in 2016, 2,94,120 in 2017 through employment exchanges in the country (Unstarred Question No. 2672, Rajya Sabha, 11 December 2019). Data is available only till August 2017.

This portal also facilitates the organisation of job fairs where both employers and job seekers can interact directly. According to the data provided by the Ministry, a total of 2,819 job fairs were organised under NCS in the last three years and were attended by 24,828 employers (including placement organisations) (Unstarred Question No. 435, Rajya Sabha, 20 November 2019).

FINDINGS FROM THE SDG INDIAN INDEX BASELINE REPORT

Raising concerns regarding the problem of unemployment becoming more acute for youth and women, MP Dr. Kanwar Deep Singh asked about the findings of the Sustainable Development Goal (SDG) Indian Index Baseline Report 2018 by NITI Aayog and the steps taken up by the Government to fulfil the SDGs which speaks of full and productive employment and economic growth.

The Minister responded that, 'As per the NITI Aayog, Sustainable Development Goals (SDG) India Index: Baseline Report, 2018, the average unemployment per 1000 persons for males and females in India was calculated as 63.5 (rounded to 64) for the persons aged 15 years and above.

The Ministry of Statistics and Programme Implementation (MoSPI), in consultation with various stakeholders, has developed a National Indicator Framework (NIF) on Sustainable Development Goals (SDGs) containing national indicators along with their periodicity and data source Ministries/Departments.

These indicators will help in monitoring and tracking the progress as per SDGs at national level based on the data provided by various Ministries/Departments implementing the concerned SDGs.

In this regard, the Government has constituted a High Level Steering Committee (HLSC) under the Chairmanship of CSI & Secretary, Ministry of Statistics and Programme Implementation (MoSPI) with members from NITI Aayog, Ministry of Home Affairs, Ministry of Health and Family Welfare, Ministry of Environment, Forest and Climate Change, Ministry of Finance and MoSPI to periodically review and refine the National Indicator Framework on Sustainable Development Goals (SDGs) including national indicators along with their periodicity and data source Ministries/Departments. These Indicators will help in monitoring and tracking the progress of Sustainable Development Goals (SDGs) at the national level' (Unstarred Question No. 1174, Rajya Sabha, 13 February 2019).

SOCIAL SECURITY FOR UNORGANISED SECTOR WORKERS

The Minister informed that a draft Code on Social Security 2019 has been prepared by amalgamating, simplifying and rationalising the relevant provisions of the existing nine Central Labour Acts relating to social security for organised and unorganised sector workers, which aims towards expansion of coverage of social security coverage.

Many questions were asked regarding the provisions made to provide a safety net to the workers in the unorganised sector. The Minister responded that to provide social security benefits, the Government enacted the Unorganised Workers' Social Security Act, 2008. This Act stipulates formulation of suitable welfare schemes for unorganised workers on matters relating to (i) life and disability cover, (ii) health and maternity benefits, (iii) old age protection and (iv) any other benefit as put forth by the Central Government.

In addition, the government has launched three social security schemes pertaining to delivery of insurance and pension, namely the Pradhan Mantri Jeevan Jyoti Bima Yojana (PMJJBY), Pradhan Mantri Suraksha Bima Yojana (PMSBY) and the Atal Pension Yojana (APY) to move towards creating a universal social security system.

Life and disability cover is provided through Pradhan Mantri Jeevan Jyoti Bima Yojana (PMJJBY) and the PMSBY to the unorganised workers depending upon their eligibility. As on 1 October 2019, the gross number of enrolment by banks, subject to verification of eligibility criteria is 6.29 crore in PMJJBY and 16.56 crore in PMSBY (Unstarred Question No.190, Lok Sabha, 18

November 2019).

The health and maternity benefits are addressed through Ayushman Bharat scheme with a total of 1.86 crore people having been enrolled under this scheme as on 30 September 2019 (Unstarred Question No.190, Lok Sabha, 18 November 2019).

Pradhan Mantri Shram Yogi Maan-dhan (PM-SYM) Yojana is a voluntary and contributory pension scheme for providing monthly minimum assured pension of INR 3,000 on attaining the age of 60 years. The unorganised workers in the age group of 18–40 years with a monthly income of INR 15,000 or less and who are not a member of Employees' Provident Fund Organisation (EPFO)/ Employees State Insurance Corporation (ESIC)/National Pension Scheme (NPS) are covered under the scheme. 50 per cent monthly contribution is payable by the beneficiary and equal matching contribution is paid by the Central Government. According to the data provided by the Ministry of Labour and Employment (MoLE), the scheme was launched on 5 March 2019 and has enrolled 33,01,987 workers by 15 November 2019 (Unstarred Question No 1862, Rajya Sabha, 4 December 2019).

In addition to this, the Minister informed that a draft Code on Social Security 2019 has been prepared by amalgamating, simplifying and rationalising the relevant provisions of the existing Nine Central Labour Acts relating to social security for organised and unorganised sector workers which aims towards expansion of social security coverage (Unstarred Question No. 1860, Rajya Sabha, 4 December 2019).

CHILD LABOR

The number of children who were rescued/withdrawn from work, rehabilitated and mainstreamed through the National Child Labour Project (NCLP) Scheme to formal education system for the last three years 2016–17, 2017–18 and 2018–19 is 30,979, 47,635 and 50,284, respectively.

Many questions were asked regarding child labour, thus highlighting deep rooted socio-economic problems such

as poverty, economic backwardness and illiteracy, which push many children into the exploitative labour market each year. As per Census 2011, the total number of child main workers in the age group of 5–14 years is 43,53,247. More than 80 per cent of child labour is concentrated in ten states, including Uttar Pradesh, Maharashtra, Bihar, Andhra Pradesh, Madhya Pradesh, Rajasthan, Gujarat, Karnataka, West Bengal and Tamil Nadu (Starred Question No. 254, Rajya Sabha, 11

December 2019).

To tackle this problem, the employment or work of children below 14 years of age has been completely prohibited subsequent to the enactment of the Child Labour (Prohibition and Regulation) Amendment Act, 2016 effective from 1 September 2016.

In addition, the Ministry of Labour and Employment (MoLE) is also implementing the National Child Labour Project (NCLP) Scheme for rehabilitation of child labour victims since 1988. Under the NCLP Scheme, children in the age group of 14 years are rescued/withdrawn from work and enrolled in the NCLP Special Training Centres, where they are provided with bridge education, vocational training, mid-day meal, stipend, health care, etc. before being mainstreamed into formal education system.

Children in the age group of 5–8 years are directly linked to the formal education system through a close coordination with the Sarva Shiksha Abhiyan. As per reports received from the District Project Societies, at present, 3245 Special Training Centres are in operation

with an enrolment of 1,21,646 children (Unstarred Question No. 386, Rajya Sabha, 6 February 2019).

To ensure effective enforcement of the provisions of the Child Labour Act and smooth implementation of the National Child Labour Project (NCLP) Scheme, a separate online portal, Platform for Effective Enforcement for No Child Labour (PENCIL) has been launched w.e.f. 26.9.2017. The Portal brings together the Central Government to State Government(s), District(s), all project societies and the general public. Furthermore, online complaints regarding child labour can also be filed by anybody on the Pencil Portal. The complaint gets assigned to the concerned Nodal Officer automatically by the system for further necessary action.

The number of children who were rescued/withdrawn from work, rehabilitated and mainstreamed through National Child Labour Project (NCLP) Scheme to formal education system for the last three years 2016–17, 2017–18 and 2018–19 is 30,979, 47,635 and 50,284, respectively (see Table 6.6).

S. NO.	STATE	2016–17	2017–18	2018–19
1.	ANDHRA PRADESH	814	203	778
2.	ASSAM	434	915	4,562
3.	BIHAR	0	2800	0
4.	GUJARAT	0	187	101
5.	HARYANA	40	0	171
6.	JHARKHAND	334	2,014	1,225
7.	KARNATAKA	681	679	763
8.	MADHYA PRADESH	4,442	11,400	4,910
9.	MAHARASHTRA	1,692	5,250	8,122
10.	NAGALAND	0	197	111
11.	PUNJAB	592	994	915
12.	RAJASTHAN	630	105	0
13.	TAMIL NADU	2,850	2,855	2,534
14.	TELANGANA	1431	2137	935
15.	UTTAR PRADESH	3,066	0	8,020
16.	WEST BENGAL	13,973	17,899	17,137
TOTAL		30,979	47,635	50,284

Table 6.6 | Number of children rescued/withdrawn from work, rehabilitated and mainstreamed under National Child Labour Project Scheme during the last three years, state-wise
Source: Starred Question No. 254, Rajya Sabha, 11 December 2019

Despite vast prevalence of child labour in the country, the number of people prosecuted for engaging in child labour during the last four years was quite low. According to the data, from 2015–18 out of the reported 10,817 cases, 6,027 were prosecuted while 2,706 were convicted (Unstarred Question No. 391, Rajya Sabha, 6 February

2019). While most questions regarding child labour were answered by the Minister, he remained silent when asked about the details of the industries identified under this scheme which continue to employ children for non-domestic labour.

WOMEN AND EMPLOYMENT

The following section throws light on the shrinking spaces for participation for the women workforce in the country. Additionally, it discusses steps taken to encourage women participation in the workforce.

DISCUSSION AROUND REDUCED WOMEN WORKFORCE

Amidst furore in the parliament regarding rising unemployment in the country, few questions categorically asked about the drastic effects of the economic slowdown on the women workforce. To substantiate this issue, the recent report released by Centre for Monitoring Indian Economy was brought up in questions raised by a few MPs including a starred question raised by MP Ravi Prakash Verma. One of the major findings of the report is that women were the worst hit by the job crisis. About 8.8 million women lost their jobs in comparison to only 2.2 million men. However, the Minister in his reply refuted these claims by stating that 'the data relate to Centre for Monitoring Indian Economy (CMIE) which is a private institution and the Government is not aware of their Survey design and methodology adopted for the same. Hence, it is not possible to cross check the veracity of their survey results' (Unstarred Question No. 1164, Rajya

Sabha, 13 February 2019 and Starred Question No.35, Rajya Sabha, 6 February 2019).

Considering diminishing job opportunities for women, MP Rajeev Gowda asked about the total number of women being employed in 2016–17, 2017–18 and 2018–19. The Minister replied that, 'As per the results of available labour force surveys on Employment- Unemployment conducted by Labour Bureau, Ministry of Labour and Employment, the estimated State/UT-wise labour force participation rate for females aged 15 years & above on Usual Principal Status (UPS) basis in the country for the years 2012–13, 2013–14 and 2014–15 is 226, 258 and 237 respectively (per 1000 persons)'. It is evident from this data that spaces for participation for the women workforce are shrinking rapidly in the country. Furthering this cause, the MP also sought details of the sectors in which women participation has decreased, increased and remained constant over these years. This question was evaded by the Minister and he just mentioned the existing schemes running to enhance the employability of female workers (Unstarred Question No. 385, Rajya Sabha, 6 February 2019).

MATERNITY BENEFITS FOR WOMEN IN THE UNORGANISED SECTOR

A few MPs also raised questions about maternity benefits for women in the unorganised sector. MP Manoj Jha in the Rajya Sabha asked 'whether in a RTI filed by Vandana Prasad, CIC/MLABE/A/2017/118245 Vandana Prasad vs. PIO, M/o Labour and Employment, the Chief Information Commissioner had ordered the Ministry to proactively make available data on access to maternity benefits by women in the unorganised sector and how the Ministry was planning to implement this order'. The Minister in his reply stated that 'The Central Information

Commission in the RTI filed by Ms. Vandana Prasad with number CIC/MLABE/A/2017/118245 recommends to the Ministry of Labour and Employment to take the necessary steps in streamlining data pertaining to construction workers, domestic workers and women workers in the unorganised sector for promoting transparency, accountability and conformity.

Further, in pursuant to the directions of Hon'ble Supreme Court contained in its judgement dated 19.03.2018 and order dated 04.10.2018 in W.P. (C) No. 318/2006, the Central Government has formulated a model welfare

scheme for Board of Construction Workers (BoCW) which, inter alia, envisages maternity benefits. The model scheme is available on the Ministry of Labour and Employment's website' (Unstarred Question No. 1179, Rajya Sabha, 13 February 2019).

The question raised by MP Husain Dalwai focussed on the implementation of the Maternity Benefit Act in 2014. The MP sought details about the number of establishments

covered by the Act and the number of women in such establishments who claimed maternity entitlements. The question further inquired about the number of women who were provided maternity entitlements, including the amount of entitlement paid out and the number of complaints received for not implementing the Act and action taken. The Minister in his reply provided the following data.

YEAR	NUMBER OF ESTABLISHMENTS COVERED BY THE MATERNITY BENEFIT ACT	NUMBER OF WOMEN WHO CLAIMED MATERNITY BENEFIT DURING THE YEAR	NUMBER OF CLAIMS ACCEPTED AND PAID EITHER FULLY OR PARTIALLY	TOTAL AMOUNT OF MATERNITY BENEFITS PAID (IN INR)
2014	1,49,231	35,035	32,782	60,63,32,847
2015	88,310	41,123	24,260	68,55,81,169
2016	82,361	31,568	28,591	25,17,43,001

Table 6.7 | Working of The Maternity Benefit Act, 1961 during 2014–2016*

Source: Unstarred Question No. 2660, Rajya Sabha, 11 December 2019

Note*: 1. Above figure relates to the Factories, Plantations, Mines and Other Establishments during the said year.

2. The report is based on the information received from different states and union territories which varies year to year.

Moreover, the Minister stated that data on the number of complaints received for not implementing the Act is not maintained centrally. The Maternity Benefit Act, 1961 is implemented by the Central Government as well as the State Governments in specific spheres. The complaints received for violation of provisions of the Act by respective Governments are dealt with as per the

provisions of the Act.

Although the Maternity benefit (Amendment) Act, 2017, is a step forward towards encouraging female participation in the workforce, it is disappointing to note that it does not cover unorganised workers (Unstarred Question No. 1874, Rajya Sabha, 4 December 2019).

CHILD CARE SUPPORT FOR WORKING WOMEN

A question regarding the status of implementation of the National Creche Scheme for domestic workers was raised by MP Mahesh Poddar, inquiring if the delayed and non-existent payments from the states have prompted many creches to shut down across the country. The minister responded that 'The Ministry of Women & Child Development is implementing the National Crèche Scheme through State/UTs w.e.f. 01/01/2017. As on date, 7316 functional crèches have been taken over by

States/UTs on 'as is where is' basis. Further, to ensure that the crèches do not languish for want of funds during the transition period, the Ministry had released grants amounting to Rs.48.25 crores for the 4th quarter of 2016-17 & Rs. 46.23 crores for the 1st quarter of 2017-18 to the States/UTs. Furthermore, wherever States/UTs have submitted the details of utilization & statement of accounts, complete in all respect, for the grants released, the concerned Ministry has released grants for the FY 2018-19 to the tune of Rs. 8.76 crores' (Unstarred Question No. 1171, Rajya Sabha, 13 February 2019).

DOMESTIC WORKERS

Considering the numerous vulnerabilities of domestic workers, the question of a national policy for domestic workers is raised in every session of the Parliament each year but it seems the Ministry has not moved any further in this direction since the last three years

As per the National Sample Survey (NSSO) Statistics 2011–2012, 68th round estimates, 39 lakh people are employed as domestic workers by private households, of which 13 lakh are male and 26 lakh are female domestic workers. Despite domestic workers representing an important part of the workforce in urban areas, the workers are lagging behind in getting recognition as workers and there are no laws and policies to regulate and protect workers employed in this sector. The lack of legal safeguards is depriving millions of women of safety and security who work under precarious conditions (International Labour Organization, n.d.).

Considering the numerous vulnerabilities of domestic workers, the question of a national policy for domestic workers is raised in every session of the Parliament but it seems the Ministry has not moved any further in this direction since the last three years. Even this year when the status of the National Policy for Protection of Domestic Workers was asked, the Minister stated again that the 'policy is under consideration'.

When asked about the States that have a State Domestic Workers Board, the minister responded that the matter of constitution of the State Domestic Workers Board is under the jurisdiction of the State Governments. So far, the State Governments of Andhra Pradesh, Jharkhand, Karnataka, Kerala, Odisha, Rajasthan, Haryana, Punjab, Tamil Nadu and Tripura have included domestic workers in the schedule of Minimum Wages Act and the Workers are also entitled to file case before the concerned authorities in case of grievance in this regard (Unstarred Question No. 1169, Rajya Sabha, 13 February 2019).

However, for the very first time domestic workers have been recognised as workers in the Unorganized Sector Social Security Act, 2008. The Act provides formulation of social security schemes, viz. life and disability cover, health and maternity benefits and old age protection by the Central Government. The state governments are mandated under the Unorganized Workers' Social Security Act, 2008 to formulate suitable welfare schemes for unorganised sector workers, including domestic workers, relating to provident fund, employment injury benefits, housing, education schemes for children, skill up gradation of workers, financial assistance and old age homes (Unstarred Question No. 2666, Rajya Sabha, 11 December 2019).

LABOUR CODES

The Ministry has taken steps for drafting four Labour Codes, i.e., the Code on Wages, the Code on Industrial Relations, the Code on Occupational Safety, Health & Working Conditions, and the Code on Social Security.

Several questions were raised by MPs regarding consolidation of various labour laws into four labour codes. Concerns were raised regarding exclusion of the majority of the workforce due to the conditions mentioned in the 'recognized labourers' section of the Code and therefore seeking assurance from the government for protection of the large labour community against any clauses which might be detrimental to their rights.

MP Shri S. Muthukaruppan asked, 'it is also a fact that as part of labour reform agenda, Government had proposed to combine 44 labour laws into 4 codes'. The Minister responded that 'in line with the recommendations of the Second National Commission on Labour, the Ministry has taken steps for drafting four Labour Codes i.e. the Code on Wages the Code on Industrial Relations, the Code on Occupational Safety, Health & Working Conditions and the Code on Social Security by simplifying, amalgamating and rationalizing the relevant provisions of 13 Central Labour Acts in relation to occupational safety, health and working conditions, hours of work/leave/holiday, welfare, general duties of employers, employees, architect, manufacturers and enforcement

mechanism'. (Unstarred Question No. 443, Rajya Sabha, 20 November 2019).

Out of these four Labour Codes, the Code on Wages, 2019 has been notified on 8 August, 2019 in the Gazette of India. The Occupational Safety, Health and Working Conditions Code, 2019 was introduced in Lok Sabha on 23 July, 2019 and subsequently, referred to the Parliamentary Standing Committee on Labour for examination. The remaining 2 Codes are at the pre-legislative stage (Unstarred Question No. 379, Rajya Sabha, 6 February 2019).

Regarding implementation of these codes, the minister responded that 'applicability of the proposed Code would be on all establishments of all sectors having 10 or more workers. The stakeholders, including Central Trade Unions, Employers' Association and State Governments were consulted extensively and their comments/

suggestions were considered while drafting the Code. Tripartite Consultation Meeting was also held to discuss the draft Labour Code on Occupational Safety, Health and Working Conditions, 2018'.

In response to the question asking whether the Labour Ministry has suggested nine-hour regular working day in its draft wage code as against eight hours now but stayed away from fixing a national minimum wage, the Minister responded that 'In the proposed (Central) wage rules, there is provision of working day of nine hours of work and that working day shall be so arranged that inclusive of the interval of rest, if any, shall not spread over more than twelve hours on any day. This provision is as per the existing Section 24 of the Minimum Wage (Central) Rules, 1950. There is a provision for fixation of basic rate of floor wage as per Section 9 of the Code on Wages, 2019 passed by the Parliament' (Unstarred Question No. 1089, Rajya Sabha, 27 November 2019).

LACK OF DATA

The Minister either evaded or denied maintaining record of some of the questions raised.

Ever since the Monsoon Session of Parliament began, the government has denied maintaining record of any data on issues pertaining to public interest. 'No such data is maintained' has become a recurring answer to almost all questions posed by the Opposition in the Parliament recently.

The minister either evaded or denied maintaining record of some of the questions raised. For example, when asked about 'the total number of youth in the country living below poverty line and who are unemployed', the minister just mentioned the schemes currently run by the ministry and the number of beneficiaries under them (Unstarred Question No. 392, Rajya Sabha, 6 February, 2019).

To the question which asked about the number of domestic, self-employed and salaried workers in the unorganised sector and those employed in the organised sector in the country who are not being provided any social security by their employees, the Minister answered that 'No such information/data is maintained centrally' (Unstarred Question No. 1877, Rajya Sabha, 4 December 2019).

When asked about the data on the number of workers in the unorganised sector in the country for 2014–2019, including data about women employed in the unorganised sector, the minister responded that 'There is no separate published data for unorganised sector as a whole' (Unstarred Question No. 1864, Rajya Sabha, 4 December 2019).

For the question regarding the reasons for the high unemployment rate amongst young adults in the country, the Minister just mentioned the schemes being run by the Ministry of Labour and Employment (MoLE), without addressing the specific information sought in the question (Unstarred Question No. 2668, Rajya Sabha, 11 December 2019).

A pertinent question was raised by MP Dr. Santanu Sen inquiring if the Government has any data on the number and percentage of transgenders who applied for any government job in the last three years. The minister replied that 'The Government does not maintain any data in respect of transgender in the post and services of the Central Government' (Starred Question No.*172, Rajya Sabha, 4 December 2019).

RATIFICATION OF THE ILO GUIDELINES

The Minister either evaded or denied maintaining record of some of the questions raised.

A question raised by MP Dr. Amee Yajnik asked whether the Government has ratified the guidelines of ILO regarding the existing labour laws in the country. The Minister responded by explaining the principal function of the ILO, which is to take care of the interests of the workers by means of setting up the international labour standards in the form of Conventions, Recommendations and Protocols which are discussed and adopted at the International Labour Conference of the ILO every year.

ILO Conventions are international treaties, open for ratification by member countries. Ratification of an ILO Convention is a voluntary process. Once ratified, ILO Conventions create legally binding obligations on the

member countries that ratify the particular Convention.

As per the policy of the Government of India, ILO Conventions are ratified only when the government is fully satisfied that the existing laws and practices are in full conformity with the provisions of the said Convention. The implementation of Ratified ILO conventions is ensured by framing legislations and amending the existing laws in line with the provisions of the Conventions. As a result, every ratified convention in India is either backed by a supporting legal or policy framework or is embedded in the Constitutional guidelines which are adhered to in practice. India has so far ratified 47 Conventions and 1 Protocol out of 189 ILO Conventions, including 6 out of 8 Core Conventions and 3 out of 4 Priority/Governance Conventions (Unstarred Question No. 371, Rajya Sabha, 6 February 2019).

OTHER PERTINENT QUESTIONS

A question was asked by Shri Ritabrata Banerjee regarding any study or survey done to assess the impact of climate change on labourers. The Minister in-charge replied in the negative, stating sections of the Factories Act, 1948 to detail the provisions offered to factory workers under the Act to ensure appropriate temperature and adequate ventilation at the workplace (Unstarred Question No. 1173, Rajya Sabha, 13 February 2019).

Another interesting question was raised by Shri Anil Desai about the various complaints received by the government about delay in payments and less payments paid to unorganised labourers. Additionally, the question asked if there was appointed a specific officer or agency who is

responsible to make payments to eligible persons as per the job done during the day. Lastly, the question enquired details of instances, if any, of bogus muster rolls to siphon government money. The Minister in-charge replied in the affirmative stating that under the Minimum Wages Act, 1948, the enforcement is secured at two levels where the designated inspecting officers conduct regular inspections and in the event of detection of any case of non-payment or underpayment of minimum wages, they direct the employers to make payment of the shortfall of wages. In case of non-compliance, penal provisions prescribed under Section 22 of the said Act are taken recourse to (Unstarred Question No. 1166, Rajya Sabha, 13 February 2019).

CONCLUSION

With an increase in development of urban centres, more and more people are migrating to cities in search of employment as well as to settle in urban spaces in the hope to have a better quality of life. Informal workers form a majority of our workforce and their social security needs to be made a priority. It is also important to note

that informal workers are not a homogeneous group and thus each group needs to be provided with services as per their specific needs. This requires a strong basic foundation in terms of maintaining proper records, maximising coverage of government services and schemes, etc.

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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. YUVA encourages 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. Founded in Mumbai in 1984, currently YUVA operates in the states of Maharashtra, Madhya Pradesh, Odisha, Assam and New Delhi.

At the community-level, through an integrated 360-degree approach, YUVA delivers solutions on issues of housing, livelihood, environment and governance. Through research, YUVA creates knowledge that enhances capacity building. Through partnerships in campaigns, YUVA provides solidarity and builds strong alliances to drive change.
