

# Urban Employment Programmes

## Review, Framework, and Recommendations



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# LIST OF ABBREVIATIONS

<b>AAJ</b>	Antyodaya Anna Yojana
<b>ALF</b>	Area Level Federation
<b>AMRUT</b>	Atal Mission for Rejuvenation and Urban Transformation
<b>APU</b>	Azim Premji University
<b>AUEGS</b>	Ayyankali Urban Employment Guarantee Scheme
<b>BPL</b>	Below Poverty Line
<b>CBO</b>	Community-based Organisation
<b>CMEGP</b>	Chief Minister Employment Generation Programme
<b>CMIE</b>	Centre for Monitoring Indian Economy
<b>CSE</b>	Centre for Sustainable Employment
<b>CWP</b>	Community Works Programmes
<b>DAY-NULM</b>	Deen Dayal Antyodaya – National Urban Livelihood Mission
<b>DUET</b>	Decentralised Urban Employment Training
<b>GDP</b>	Gross Domestic Product
<b>ICT</b>	Information and Communications Technology
<b>IGSRGY</b>	Indira Gandhi Shahri Rozgar Yojana
<b>IIHS</b>	Indian Institute for Human Settlements
<b>ITI</b>	Industrial Training Institutes
<b>JIS</b>	Janata Information System
<b>MGNREGA</b>	Mahatma Gandhi National Rural Employment Guarantee Act
<b>MIS</b>	Management Information System
<b>MMSAGY</b>	Mukhya Mantri Shahri Ajeevika Guarantee Yojna
<b>MUKTA</b>	Mukhya Mantri Karma Tatpara Abhiyan
<b>NGO</b>	Non-Governmental Organisation
<b>NUEGS</b>	National Urban Employment Guarantee Scheme
<b>NUEP</b>	National Urban Employment Guarantee Programme
<b>PMAY-U</b>	Pradhan Mantri Awas Yojana – Urban
<b>PMKKs</b>	Pradhan Mantri Kaushal Kendras
<b>SBM</b>	Swachh Bharat Mission
<b>SDA</b>	Slum Dwellers’ Association
<b>SEP</b>	Self-Employment Programme
<b>SHG</b>	Self Help Group
<b>TNUES</b>	Tamil Nadu Urban Employment Guarantee Scheme
<b>TUEP</b>	Tripura Urban Employment Programme
<b>UDD</b>	Urban Development Department
<b>UEPs</b>	Urban Employment Programmes
<b>ULB</b>	Urban Local Bodies
<b>UNDP</b>	United Nations Development Programme
<b>UWEI</b>	Urban Wage Employment Initiative

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# Executive Summary

Extending the Mahatma Gandhi National Rural Employment Guarantee (MGNREGA) to urban areas is a prominent suggestion to counter issues of unemployment, widening inequalities, and stagnant growth in urban areas of India. Thirteen states in India have now launched Urban Employment Programmes (UEPs) and the subject is emerging as a critical policy discussion in others. In this context, the United Nations Development Programme, India (UNDP) commissioned the Indian Institute of Human Settlements (IIHS) to undertake a study analysing the experiences of these programmes.

This report summarises the findings from this study and is divided into two sections. Section 1 provides a comprehensive review of UEPs across thirteen Indian states and global schemes in America, Argentina, Ghana, and South Africa. Additionally, It presents key provisions from two proposals: Jean Drèze's proposed Decentralised Urban Employment Training (DUET) scheme and the National Urban Employment Guarantee Programme presented in Azim Premji University's State of Working India report (2019)<sup>1</sup>.

The literature review is supplemented by learnings and best practices from a joint convening organised by IIHS and UNDP on the design and implementation of UEPs attended by representatives of five states, civil society, and academia. The convening served as a knowledge-sharing platform and covered issues including jurisdictional forms, eligibility criteria, portability, governance of the scheme, types of permitted work, convergence, and monitoring and evaluation of UEPs.

Building on insights from the convening and the literature review, section 2 of the report begins by proposing a framework that allows for a categorisation of employment generation schemes into (i) job and wage guarantees, (ii) community works programmes that prioritise infrastructure and services, and (iii) those that offer decentralised urban employment opportunities. While recognising that the primary objective of urban employment programmes is to provide employment support, the intent of the framework is to allow policy makers to assess the implications of this categorisation on other aspects of the programme such as scope and design, delivery mechanisms and governance, and nature of benefits and permitted works. The report concludes by offering a set of short-and long-term recommendations for government stakeholders (state or national) that are either at the ideation stage or the initial stages of implementing UEPs. The recommendations are summarised below.

- **Expansive eligibility and flexible inclusion criteria**
  - o Universal access and comprehensive coverage for all urban 'residents' with relaxed documentation requirements.
  - o Prioritised access to vulnerable groups (migrant labour, women, transgenders, and persons with disabilities).
- **Scientifically determined wage rates**
  - o Equal wages irrespective of the gender of the beneficiary.
  - o Wage rates in line with living wages and subject to regular revision; scientific determination of wage rates in line with input factors such as skills required, and nature and location of work.
  - o Additional wages for delays in payment, allocation of work, and when work allocation is beyond a specified radius of 2-3 kms.

- **Benefits and other promotive aspects geared towards social and economic mobility**
  - Work-place benefits in line with the nature of work (such as resting spaces, toilet facilities, drinking water provisions, first aid, and child-care facilities).
  - Social protection benefits such as pensions, insurance, and maternity benefits.
  - Promotive benefits such as skilling, training, entrepreneurial support, and certifications geared towards upwards mobility.
  
- **Expanded list of permitted works and flexibility in access to work**
  - Key focus on core urban infrastructure and services, and on areas where beneficiaries live, work and seek leisure.
  - Emphasis on creation of economic and social infrastructure for the informal economy (vending zones, creches, and multi-purpose community centres).
  - Convergence with low-income housing schemes, sanitation schemes, and schemes that can develop neighbourhoods.
  - Flexible workhours and works that can accommodate varying skill sets and groups.
  
- **Delivery mechanisms and governance**
  - Enhance municipal capacity by training beneficiaries to play key roles where there is a shortfall of staff and capacity such as administrative and survey work.
  - Include and deepen engagement with worker groups, CBOs and CSOs in design, implementation, and monitoring of scheme.
  - Decentralise worker registration processes and expand avenues for registration.



# Introduction and Context

Evidence from the Periodic Labour Force Survey 2017-18 and employment data measured by the Centre for Monitoring Indian Economy (CMIE) point to a serious employment crisis that predated the pandemic. This is exacerbated by the deceleration of economic growth since the pandemic, high wage disparity (with reports suggesting that an Indian earning ₹3 lakh a year would be placed in the top 10 percent of the country's wage earners)<sup>2</sup> and a worsening situation of households that have seen a decline in earnings, rising informalisation of work, and an increase in poverty levels. Urban areas particularly have high levels of unemployment (around 8 percent)<sup>3</sup>, and even higher levels of youth unemployment (23.2%)<sup>4</sup> following the pandemic, in 2021 - 2022. Furthermore, the quality of employment has been declining, with stagnant wage growth as informal work continues to dominate 85 percent<sup>5</sup> of the non-farm workforce. The present unemployment trends, coupled with widening inequalities, pose a significant challenge for accelerating inclusive growth.

One set of responses to these problems include the extension of the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) to urban areas through urban employment programmes (UEPs). In August 2021, the Parliamentary Standing Committee on labour stated<sup>6</sup> that there is an 'imperative need for putting in place an Employment Guarantee Programme for the urban workforce in line with MGNREGA'. Several states such as Kerala, Tamil Nadu, Odisha, Jharkhand, West Bengal, Tripura, and Rajasthan have recently launched urban employment programmes especially for the urban poor and for informal workers and the subject is emerging as a critical policy discussion in others.

Supported by the United Nations Development Programme, India (UNDP), IIHS has undertaken an in-depth review of international and domestic employment programmes and documented the implementation experiences of urban employment schemes across thirteen Indian states. In January, IIHS and UNDP held a convening on UEPs at the Bangalore City Campus. The convening served as a knowledge-sharing platform to exchange learnings and best practices. Thirty participants attended the convening including seven government representatives from five states, and twenty-four representatives from academia, and civil society which included many women and worker-led organisations and unions. The convening provided an opportunity to discuss key design and implementation components of UEPs. Representatives from the state governments of Odisha, Rajasthan and Kerala provided an overview of the UEPs launched in their respective states, and over five sessions, participants discussed lessons and challenges pertaining to components of UEPs including jurisdictional forms, eligibility criteria, portability, governance of the scheme, types of permitted work, convergence, and monitoring and evaluation.

This report brings together learnings from the convening, contributions from national and global case studies and evaluations of programmes. The report is structured as follows: Section 1 presents the experience of international and state level programmes, highlighting learnings and best practices. Section 2 builds from this review to propose a framework that includes short- and long-term recommendations for government stakeholders (state or national) that are either at the ideation stage or the early stages of implementing UEPs.



# 1. Review of Programmes: International, Domestic, and Proposed

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This section is structured in 3 parts: the first part reviews global schemes in America, Argentina, Ghana, and South Africa. The second part presents the key provisions from Jean Drèze's proposed Decentralised Urban Employment Training (DUET) scheme and the National Urban Employment Guarantee Programme presented in Azim Premji University's State of Working India report (2019). The third part highlights the state schemes in India that are structured as urban employment programmes.

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## 1.1. GLOBAL SCHEMES

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Historically, both developed and developing countries have recognised the significance of providing safety nets either via basic income or employment generation, particularly during times of economic crisis or structural change. For the purpose of this report, we focus on employment programmes, whether they are implemented in the form of job guarantees or through other delivery mechanisms. It has been argued that the case for full employment is not only a matter of moral imperative, but also that of social and economic necessity. Job creation acts as an impetus for economic growth which in-turn facilitates the creation of infrastructure. Additionally, full employment is also about ensuring social equity, ensuring that all residents have access to dignity and respect that comes with a job<sup>7</sup>. The earliest programme was implemented in the United States in 1933. The programme, termed the New Deal, was a series of projects, reforms, and regulations that responded to the Great Depression. A key part of the programme was to provide relief for the unemployed and the poor. Employment agencies played an instrumental role in generating employment. Although the system was discontinued after a couple of years, it did generate significant employment and provided the stabilisation required by the economy. Other countries such as Argentina, South Africa, Belgium, and Ghana have designed and implemented versions of such programmes. This section reviews the design and key provisions of these programmes. As the review below demonstrates, these programmes have been designed to meet a variety of different objectives and have been implemented through a set of different delivery mechanisms.

### 1.1.1. Plan Jefes, Argentina

Plan Jefes is a social protection programme that was launched in Argentina in 2001, in response to the economic crisis. It was instrumental in addressing the huge poverty and inequality crisis and paved the way for other social programmes such as Programmea Familias. The programme provided income support and employment opportunities through guaranteed work to the head of the household at 150 pesos per month for four hours of daily work or twenty hours per week. Households with children below eighteen years of age were prioritised, as were vulnerable populations and people with disabilities. The registration process was channelised through public schools, leveraging the interpersonal relationships between teachers and households. This approach helped with effective targeting.

Projects were picked collaboratively by local governments, NGOs, and grassroot organisations. Beneficiaries earned wages by enrolling in community projects, administrative work, construction, and maintenance activities, or they were paid for completing secondary education. Microenterprises were also an option that could be initiated by beneficiaries. These included day-care centres, and homeless centres. The programme saw large adoption by women, who formed greater than 60% of the beneficiaries<sup>8</sup>.

The flexible nature of the programme in terms of working hours, type of work, etc. demonstrated a higher participation from women. Nevertheless, certain scholars contest that such flexibility creates “artificial labour markets” and fails to address the problem of “real unemployment”<sup>9</sup>. Eventually, the Jefes programme was discontinued in 2006. The programme was instrumental in paving way for other welfare initiatives for women aimed at provisioning of financial assistance.

### 1.1.2. Community Works' Programme, South Africa

Community Works Programmes (CWP) are effective, meso-scale public employment programmes, i.e., labour-intensive investments that seek to generate opportunities for work where market-based jobs are unlikely to develop. CWPs combine community infrastructure provisioning with employment generation, skilling, and the provision of base living wage support to workers. They share, in some ways, features and aims of MGNREGA

but are, in keeping with the reality of urban labour markets, designed, and scaled differently. They value both outcomes – generation of workdays and needed community infrastructure – equally, and both contribute to improving real wages of informal workers as well as increase their ease of living.

Community Infrastructure is an umbrella term for small scale infrastructure and services that are low on capex costs and are locally designed, built, and managed, and easily accessible. These are spatially targeted to vulnerable neighbourhoods and public places that have concentrations of informal workers such as natural markets, landfills, and transport interchanges.

The Community Works Programme in South Africa serves as a prime illustration. The programme is designed to offer flexibility to workers by offering two days of work per week. This allows workers to engage in other works and use the programme as a safety net. Another key advantage is that the programme allows communities to play a key role in the prioritisation of projects and focuses on works associated with provisioning of food security, home-based care, orphan care, recreational space development, environmental rehabilitation, road maintenance, and other social programmes. The community plays a key role in the programme which has created about 2 million full-time jobs<sup>10</sup> over the seven-year period from 2007 to 2014 and has created strong community networks. The approach allows for a reimagination of infrastructure at a community scale along with provisioning of work.

### 1.1.3. The Service Voucher Programme - Belgium

Service vouchers were introduced in Belgium in 2004 to legitimise undeclared work and improve the living conditions of low-skilled job seekers through the provisioning of employment and social protection<sup>11</sup>. Job seekers (mostly long-term unemployed people, and groups excluded from labour markets) enrol with companies (both private for profit and social companies) approved by state authorities and offer specific services such as cleaning, ironing, cooking, gardening, child-care, shopping, and transport.

These services can be sought by all residents of Belgium against service vouchers. Each resident can purchase a fixed number of vouchers, which are directly transferred to the company which also receives additional income from the state. In addition, users also receive tax benefits for using service vouchers making the service affordable.

The system is popular in Belgium with over 22% of families using it<sup>12</sup>. The system has multiple strengths: the quality-of-service scores high; the purchase price and ease of access are rated well, and users showcase a high confidence in an official, recognised system. Users also fear using undeclared workers as this comes with punitive measures. In 2016, service vouchers benefited over 1,40,000 employees. Studies show that vouchers create labour force participation by creating jobs for target groups that have difficulty finding jobs. Over 98% of employees are women, and many employees come from non-Belgian nationalities.

### 1.1.4. National Youth Employment Programme, Ghana

Other programmes such as the National Youth Employment Programme in Ghana, specifically target unemployed youth. The programme was launched in 2006 and has undergone several reforms and changes. The programme attempts to reduce the high rate of youth unemployment, provide skills and training, and enhance the productivity and income of young workers.

It is designed for enrolment up to a period of two years with a monthly wage set below the minimum wage. A key advantage of the programme is that youth are absorbed in multiple roles such as community teaching assistants, community policing assistants, health extension workers, waste, and sanitation workers, and in jobs pertaining to infrastructure maintenance and repair.

## 1.2 PROPOSALS FOR NATIONAL-LEVEL URBAN EMPLOYMENT PROGRAMMES

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### 1.2.1 National Urban Employment Guarantee Programme

In 2019, Azim Premji University's Centre for Sustainable Employment (CSE) proposed the National Urban Employment Guarantee Programme (NUEP) to strengthen small and medium-sized towns in India<sup>13</sup>. The proposal brought together multiple objectives in its formulation: the need for employment support in urban areas, the lack of municipal capacity particularly in small and medium towns, and deficits in urban infrastructure, services, and ecological degradation. Targeting primarily small and medium Urban Local Bodies (ULBs), the proposal estimated an outlay of 1.7 to 2.7% of Gross Domestic Product (GDP) to reach 30 to 50 million workers across half of India's cities and towns.

In order to achieve these objectives, the programme proposes 100 days of guaranteed work at ₹500 per day through an extensive list of permissible works strengthening the quality of urban infrastructure in small and medium towns and restoring urban commons and ecology. In addition, the proposal focuses on improving the financial and human capacity of ULBs, and on training and apprenticeship, especially for the youth. To meet the goal of creating a cohort of skilled workers, the programme proposed 150 days of contiguous training and apprenticeship at a stipend of ₹ 13,000 per month.

#### **Permitted Works and Categories of Workers**

The proposal includes five categories of work - public works, green jobs, care-work, monitoring and surveying jobs, and work pertaining to administrative assistance. To fulfil work under these categories, the NUEP enlists two types of workers. Type one is aimed at addressing the issue of underemployment and low-wage informal work. Daily wage workers, those with informal skills, and workers with basic schooling are expected to sign up for up to 100 days of work from the first three categories (public works, green jobs, and elements of care work). Work can include the building and maintenance of roads, bridges, and footpaths, the rejuvenation and maintenance of urban commons such as parks and waterbodies. Type two is aimed at creating a cohort of skilled workers by providing opportunities and training to unemployed and educated youth. Work can take the form of an apprenticeship for a contiguous period of five months (150 days) at a stipend of ₹13,000 per month. The worker can take on work from the latter categories (monitoring and surveying jobs with municipal offices, government schools and public health centres, and work pertaining to administrative assistance such as data entry) and attain certifications from the programme to secure further opportunities in the private or public sector.

#### **Governance**

The NUEP is proposed to be implemented by the ULB, which will be the principal authority responsible for administering the NUEP and will prepare the annual work plan, register employees, identify projects to be undertaken, and implement the identified projects and works. The ULB will also register grievances and constitute ward committees to supervise work under the programme. In line with the 74<sup>th</sup> amendment, the ward committee is expected to be empowered and play a key role in prioritising work as well as review progress.

#### **Transparency, Accountability, and Grievance Redressal**

The proposal suggests an online Janata Information System (JIS) designed to be worker-centric, inclusive and participatory. The JIS will record information pertaining to work and workers, and detail transactions. A vital part of the JIS is the worker's job card consisting of essential demographic details (skills and education), work details, wage details, and bank account details.

The proposal also mandates social audits in consultation with communities and suggests multiple channels of registration for grievance redressal which must be resolved within a period of seven days.

### 1.2.2. Decentralised Urban Employment and Training

In 2020, Jean Drèze proposed the Decentralised Urban Employment and Training (DUET)<sup>14</sup> scheme. Although its mechanisms differ, like the NUEP, the DUET too emerged as a response to the unemployment problem in the urban informal sector, and offered solutions to improve urban service delivery, grant social protection as well as training and apprenticeship. DUET's key differentiator was to suggest demand-driven employment opportunities made available by approved public institutions (and later private institutions) through government job stamps. Institutions - such as schools, colleges, health centres, municipalities, etc, could use these stamps to hire workers for various tasks including maintenance and repair, painting, and cleaning.

#### Eligibility Criteria

Any urban resident above the age of 18 could apply for work under the scheme, however, DUET noted the need for special registration drives in low-income neighbourhoods. There is also an overarching demand for expanding the scheme to all individuals, including migrants, along with a strong push to expand the existing list of acceptable documents for determining eligibility.

#### Permitted Works and Workers

The DUET proposed a comprehensive list of permissible works, not dissimilar to the ones proposed by the Azim Premji University's NUEP. Work that produced greater demand and need could additionally be organised on a part-time basis making it easier for women to participate. The scheme would cover both skilled and unskilled workers, with the latter assisting skilled workers and learning on the job. Training and skill-building could eventually be offered by other non-profit agencies as well.

#### Governance

DUET proposed the formation of an independent placement agency. The primary purpose of the agency would be to assign registered workers to employers, but it could also approve institutions, certify worker skills, protect workers from exploitation, and arrange social security benefits for them. A key role of the placement agency would be to prevent any form of collusion. DUET's strength lies in its ability to be rolled out with very minimal administrative arrangements in place. This is because 'existing institutions become employers themselves' and have a 'stake in ensuring that the work is productive'. DUET's only additional requirement is a potential independent authority appointed at the municipal level to 'monitor, inspect, audit and evaluate the work'.

#### Responses to the DUET

DUET has received multiple responses and suggestions from both academicians and practitioners<sup>15</sup>. Elements from these are summarised below and feed into the final sections of the report.

The first set of responses pertain to the governance aspect of the scheme. While the idea of an independent placement agency is lauded, it is suggested that the DUET be used as an opportunity to strengthen ULBs. The authors suggest that the placement agency be located at the sub-zonal offices and that local ward councillors and elected representatives be involved as they are aware of local needs and resources.

A second set of responses pertain to the question of rural-urban migration. Migrants are most likely to access such schemes and there is thus a strong push to expand the existing list of acceptable documents for determining eligibility. Additionally, workers should be allowed to enrol in the DUET irrespective of their inclusion on MGNREGA rolls.

The third set of concerns are raised in terms of actual execution of works. Although DUET proposes allotment of workers via an independent placement agency, it remains unclear on who will take the role of project planning and management. Very often, this is primarily the role of the contractor, who sources workers, creates teams, plans, and allots work and then monitors everyday execution of work.

The fourth aspect suggests the provisioning of social safety nets. The DUET should not restrict itself to employment but include benefits such as health insurance, pension, and sickness benefit to workers. Other suggestions include the addition of non-labour costs, as public institutions are often resource constrained.

### **A Reimagination of the DUET**

In 2021, Jean Drèze put forth a reimagined version of the DUET<sup>16</sup>, granting priority to women workers who would 'get all the work, as long as women are available'. In the 'Women's DUET', the entirety of the programme including the management of the placement agencies could be handled exclusively by women. This could help promote better facilities for women at the workplace, including protective gear, safe transport, creches, and toilets.

To facilitate this, Drèze prioritised part time employment (of four hours a day) arguing that it would be easier for women to manage. This arrangement would give them 'economic independence and bargaining power within the family and help them acquire new skills'. The Women's DUET can 'reinforce the self-targeting feature of DUET', 'promote women's participation in the labour force' addressing India's abysmal female labour force participation rates, and tentatively help prevent corruption as 'women may be more reluctant than men to participate in a scam'.

## **1.3 STATE SCHEMES**

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This section presents an overview of state policies targeted towards generating urban employment, whether through employment guarantees or community works programmes. The section also summarises schemes that may be targeted towards youth employment or entrepreneurship.

### **1.3.1. Ayyankali Urban Employment Guarantee Scheme, Kerala**

Kerala's Ayyankali Urban Employment Guarantee Scheme (henceforth AUEGS) is one of the oldest imaginations of a public employment programme in India which guarantees all adult members of the household 100 days of employment<sup>17</sup>. The scheme was sanctioned as a part of the eleventh five-year plan with the intent to mitigate poverty and unemployment in urban areas of the state. While the initial budget allocation was relatively low, the scheme was eventually granted increased funding up to ₹100 crores in 2021-2022, and it had a budgetary outlay of ₹125 crores in 2022-23. This increase in outlay was a result of escalation in the state's unemployment rate primarily due to the pandemic and associated lockdowns<sup>18</sup>.

The scheme is targeted towards the permanent residents of the state. The scheme's main focus is on unskilled labour, but semi-skilled and skilled components can be included. The registration process involves submission of documents at the urban local body or at Kudumbashree centres - a community organisation of neighbourhood groups of women. After the registration, workers are issued job cards to avail benefits as part of the scheme.

AUEGS workers are promised a daily wage at the same rate as fixed in the MGNREGA. The current wage rate is set at 311. Workers are to receive wages every week and to receive compensation if wages

are delayed beyond 14 days. The wage rate is mandated to be equal for men and women. While the work allocation is within a radius of 5km from the place of residence, workers receive an additional travel expense of about 10% of their wage amount in case the worksite is further away. Worksites are to include basic infrastructural facilities such as drinking water, first aid facilities, tents for summer shades, resting places, basic sanitation, primary care, creche facilities, and self-guarding gear such as gloves, boots, caps, etc. The scheme has also integrated a range of social security benefits such as unemployment benefit, employment injury benefit, sickness benefit, disability and dependent benefit and compensation for delayed wages.

Works undertaken under the AUEGS scheme are public works related to natural resource management, providing personal assets for disadvantaged sections of society, public infrastructures for self-help groups, and constructing infrastructures such as public toilets, playgrounds, etc. Tasks such as removal of grass, removal of stone, cleaning of canals, etc., are predominant. The state is also trying to expand the list of works to incorporate skilled workers with elements of skill development training and capacity building.

Governance of the scheme is primarily through the ULBs and the Department of Local self-government, with support from Kudumbashree. Grievance redressal is fulfilled by deploying significant IT mechanisms at all levels by the ward council, Municipal Council, Regional Programme Coordinator, and State Urban Employment Guarantee Council.

### 1.3.2. Indira Gandhi Shehri Rozgar Guarantee Yojana, Rajasthan

The government of Rajasthan launched the Indira Gandhi Shehri Rozgar Guarantee Yojana (IRGY) in September 2022<sup>19</sup>. The state recognised the pandemic's detrimental impact on livelihoods, and the lack of a social protection system like that of MGNREGA in urban areas. The state's unemployment rate in urban areas has not stabilised since the pandemic and continues to hover around 30%<sup>20</sup> at present. With a sizable budget of ₹800 crores, the scheme originally provided 100 days of guaranteed employment to eligible workers and emphasised the creation of permanent assets for the state. In February 2023, the number of workdays were increased to 125<sup>21</sup>.

Household members from the age group of 18-60 residing under any ULB jurisdiction of the state can register for the scheme. Households require a Jan Aadhaar for registration and need to qualify as a 'resident' as per the Rajasthan Jan-Aadhaar Authority Act, 2020<sup>22</sup>. An application for registration can be submitted both offline and online, post which a job card is issued for the household. Based on the job card, eligible workers are allotted work by the concerned ULB upon demand. The scheme offers equal wage rates for both men and women. Workers are entitled to the minimum wage of ₹259 per day, as defined by the Department of Labour on June 28, 2022. Other entitlements include access to drinking water, first-aid facilities and tents for shade at the workplace.

The scheme prioritises labour intensive work by keeping the material to wage ratio at 25:75, and mentions a range of permitted works related to sanitation, environment protection, and water conservation. It also includes heritage conservation, which is beneficial considering the large number of historical monuments in the state. The scheme guidelines also propose convergence for construction work under PMAY-U, and other state and central government initiatives.

Additionally, the scheme plans to effectively monitor the scheme's progress using an MIS. The MIS portal can also be used by workers to file grievances, which must be addressed by the District Collector within 7 days. Grievances can also be filed using conventional mediums, such as the state's helpline, email, or in-person at any ULB office.



### 1.3.3. Mukhya Mantri Karma Tatpara Abhiyan, Odisha

In April 2020, the Odisha government introduced the Urban Wage Employment Initiative (UWEI) to create employment opportunities for urban groups rendered vulnerable by the pandemic. Eventually, the UWEI was expanded and converted into the Mukhya Mantri Karma Tatpara Abhiyan, or MUKTA, in August 2022<sup>23</sup>. In the annual budget for 2023-2024<sup>24</sup>, Rs. 414 crore has been allotted to the MUKTA scheme which has three key objectives: to create community assets and infrastructure, generate employment for the urban poor, and increase community involvement.

The scheme envisions a bottom-up, people-centric approach in which communities identify and propose works required in their neighbourhoods. Identified works are approved by the municipalities and the existing networks of registered Mission Shakti Groups (women's self-help groups) execute these works. Applicants register with the Community-based Organisation (CBO) such as a Slum Dwellers' Association (SDA), Area Level Federation (ALF), or the aforementioned SHGs. These CBOs act as implementation agencies or partners (IAs or IPs), aggregating workers and executing projects approved by the ULB. This system offers various benefits: it decentralises the scheme's implementation, facilitates the creation of community infrastructure by beneficiaries themselves, and grants CBOs an income. This income is in the form of supervision charges which are pegged at 7.5% of the project cost. Any adult resident of Odisha is considered eligible for MUKTA. They may access work in any ULB - regardless of their place of residence. MUKTA offers various forms of non-wage benefits to beneficiaries including drinking water, places of rest and shade, first-aid, and child care support at worksites. However, because MUKTA does not position itself as an employment guarantee scheme, it does not offer unemployment benefits of guaranteed days of work. The scheme features a flexible wage-material ratio allowing for an expansive list of projects catering to the needs of communities. Permitted works under MUKTA include the construction and maintenance of community infrastructure such as parks and vending zones, natural resource management like the rejuvenation of water bodies, and sanitation work for drainage and sewerage connections. Through convergence with Odisha's Jaga Mission and Greywater Management Projects (under Swachh Bharat Mission), the scheme further integrates CBOs into the development of public infrastructure.

To ensure smooth running of the scheme, a MUKTA cell has been established at the state level and within every ULB. The cell offers technical assistance and capacity building support to CBOs. MUKTA-Soft, the scheme's ICT solution is currently under development and is expected to expedite processes pertaining to estimates, work-orders, records, monitoring, etc.

### 1.3.4. Mukhya Mantri Shahri Ajeevika Guarantee Yojna, Himachal Pradesh

In 2020, the Mukhya Mantri Shahri Ajeevika Guarantee Yojna (MMSAGY) was notified by the Himachal Pradesh Government, and implemented in all the ULBs and Cantonment Boards (CBs) in the State<sup>25</sup>. The key objectives of the scheme are to ensure livelihood security in urban areas by providing 120 days of guaranteed employment, facilitating skill enhancement, reinforcing urban infrastructure, and providing quality civic amenities. While the scheme was subsequently re-notified for the 2021-2022 and 2022-2023 financial years, there has been a significant decrease in the allocated budget—from a reported ₹9 Crores to ₹5 Crores<sup>26</sup> in the latest budget. However, discussions are underway regarding a draft bill modelled on the existing scheme, while also addressing questions of youth and skilled worker unemployment.

The scheme targets both homeowners and renters residing within the jurisdiction of the ULBs. All adults under 65 years of age are eligible and wage rates, depending on the skill levels, stand between ₹350 and ₹483 per day. These are in line with the minimum wages set by the state. On registration, employment must be given within 14 days failing which, beneficiaries are entitled to an unemployment allowance of ₹75 per day.

The scheme considers the household as a fundamental unit and guarantees a maximum of 120 days of employment per household. On providing a corresponding address, mobile phone number, Aadhaar, and bank account details, all members of the household are registered through a single application either at the ULB or via an online portal. Subsequently, post-verification, a job card is issued free of cost within 7 days.

The scope of permissible activities is largely contingent on already existing, centre and state funded projects. Eligible beneficiaries are employed in ongoing or new works admissible under the 15th Finance Commission or 5th State Finance Commission for which funds are available to ULBs. Further, they might also be employed in sanitation works and services that fall within the ambit of Solid Waste Management Rules, 2016 and the Swachh Bharat Mission—like waste collection, processing/ segregation/removal of legacy waste, and cleaning/ maintenance of streets/parks. ULBs are also mandated to ensure that all new contracts with agencies have enabling provisions for engaging unskilled workers registered under the scheme.

That apart, the scheme also facilitates skill enhancement, creates future opportunities for beneficiaries, and encourages entrepreneurship. After 30 days of wage employment, workers are provided four weeks of skill training with wage entitlement under the Deen Dayal Antyodaya–National Urban Livelihood Mission (DAY-NULM). Bank linkages are also facilitated under the DAY-NULM Self Employment Programme (SEP) for beneficiaries who are willing to start their own enterprises. Thereby, in making entry into new markets easier, and focusing on personal asset creation, MMSAGY provides a good model for beneficiaries to transition out of the scheme.

### 1.3.5. The Tamil Nadu Urban Employment Guarantee Scheme

The Tamil Nadu Urban Employment Guarantee Scheme (TNUES)<sup>27</sup> was launched to counter the adverse effects of the pandemic on people and their employability. The TNUES was part of a bucket of recommendations made by former RBI governor Dr. C Rangarajan. The TNUES replicates the MGNREGA model and creates job opportunities for urban poor semi-skilled and unskilled workers. The 100-crore scheme was launched as a pilot in late 2021 with implementation limited to specific zones in the state. Only residents of the state (with documents such as Aadhaar and ration cards) between the age category of 18-60 are eligible for the scheme. The scheme guarantees 100 days of work in a year with workers being categorised as unskilled, semi-skilled, and skilled workers. Wage payments are standard for unskilled and semi-skilled workers, irrespective of gender, and are to be released within a period of 15 days. The scheme also grants priority to women earmarking not less than 50% of the total person days to them.

The scheme uses a fixed wage to material ratio at 60:40 and lists three categories of work: Natural Resource Management (plantation activities, recharge structures, works pertaining to ponds, etc), flood control (works pertaining to the construction and maintenance of drainage channels), and other works including the construction of soak-pits, the operation and maintenance of micro-compost centres, the development of parks, footpaths, and pedestrian walkways. The scheme suggests that stakeholder consultations be carried out at the ward level to identify work which is 'relevant to the development of the area'.

Each ULB is to prepare an annual action plan for the financial year. The ULB will host a technical wing and work will be executed through a muster roll. ULBs will also train select workers to function as a 'mate' who will oversee the activities, record attendance and organise work'. The mate to worker ratio will be fixed at 1:50. That apart, the scheme also mentions an online Management Information System and grievance redressal mechanisms to ensure accountability.

### 1.3.6. Tripura Urban Employment Programme

In May 2009, the Tripura government introduced the Tripura Urban Employment Programme (TUEP), making it one of the country's first urban employment schemes modelled on MGNREGA. Tripura currently has an urban unemployment rate of 14.72%<sup>28</sup>, higher than the national average of 8.41%<sup>29</sup>. For the financial year 2022-2023, the state government allotted ₹95 crores<sup>30</sup> for TUEP.

TUEP promises 50 days of employment per year to urban poor families typically with Below Poverty Line (BPL) and Antyodaya Anna Yojana (AAY) cards. The scheme stipulates that 3% of beneficiaries must be persons with disabilities who should be given work suitable to their abilities. ULBs register workers and verify a family's BPL status before issuing job cards. Once a beneficiary applies for work, they must be provided work within 20 days; failing this, an unemployment benefit of ₹100 per day<sup>31</sup> is provided. For unskilled work, the daily wage is ₹177<sup>32</sup>, and is paid through post offices or bank transfers. The scheme guidelines specify that the number of job cards must remain constant. The scheme also has a provision for cancellation of the job card in case of non-usage and re-issuance to others in need.

Tripura's scheme permits unskilled service works such as maintenance of parks and plantations, the cleaning of drains, and sanitation tasks such as garbage clearance. In 2018, the wage-material ratio was revised from 65:35 to 50:50; thus, larger projects such as the construction of cement roads and footpaths are now permitted. These revised guidelines also emphasise convergence with multiple central schemes including Swachh Bharat Mission (SBM), Atal Mission for Rejuvenation and Urban Transformation (AMRUT) and the National Urban Livelihoods Mission (NULM). Additionally, ULBs have been directed to execute at least one slum development project every year under convergence with Pradhan Mantri Awas Yojana - Urban (PMAY-U). Such strategic focus on convergence offers lessons in policy design that optimises funds while fulfilling twin objectives of generating employment for local wage-seekers and providing basic services to a similarly disadvantaged population. Along the lines of MGNREGA, up to 4% of the scheme budget may be spent on administrative expenses. Projects up to ₹1 lakh may be executed by the ULB or by tender, while projects beyond this cap may only be carried out by tender; such provisions can safeguard ULBs from being overburdened. The 2018 guideline revision also includes a condition that the daily unemployment benefit of ₹100 may not be borne from TUEP funds or any other state or central funds; the ULB must finance these expenses themselves. This constraint may act as an effective incentive for ULBs to provide beneficiaries employment within the stipulated 20 days.

The programme envisioned strengthening of the ULBs via formation of a TUEP cell and further by recruiting MIS (Management Information System) experts and Technical Assistants. The scheme's approach has been similar across tiers of governance; equivalent positions exist at the state level, as does a TUEP cell within the UDD.

The scheme also details certain provisions to ensure accountability: for instance, as with MGNREGA, the details of beneficiaries, workdays, status of ongoing and completed works, and more must be updated within the scheme database on a daily basis. Photographs of the work before, during, and after the project must also be uploaded to the UDD website. Lastly, the Directorate of Social Audit is to conduct a social audit in all ULBs to evaluate the scheme's implementation.

### 1.3.7. West Bengal Urban Employment Scheme

The West Bengal Urban Employment Scheme was notified in 2011, with the objective of generating employment in urban areas while simultaneously creating, maintaining and 'adding sustainably' to civic infrastructure and the created assets. However, conversations around the scheme had been ongoing since 2005<sup>33</sup>. In the 2005-2006 budget speech, an employment generation scheme was proposed for the urban poor with an initial budget

allocation of ₹50 Crores<sup>34</sup>. The need for such an initiative was felt in the context of high levels of unemployment, especially educated youth unemployment. In the 2010-2011 speech, after the official launch of the scheme, it was increased to ₹250 Crores<sup>35</sup>.

The scheme focuses on unemployed persons, and youth; unskilled, semi-skilled, or skilled. The wages were increased in 2021 from ₹144 to ₹202 for unskilled workers, from ₹172 to ₹303 for semi-skilled workers, and that the more recently added skilled workers would be given a daily wage of ₹404. A supervisor is also appointed for each group of ten or more workers. This increase in wages was reported to benefit over 40,500 unskilled, 8,000 semi-skilled and 8,000 skilled workers<sup>36</sup>.

Implementing agencies at the ward level play a pivotal role in deciding eligibility, duration and nature of engagement. Projects are first identified and prioritised by the Area Sabha Committee, Ward Committee and then finalised by the Urban Local Bodies (ULB). The same bodies also decide the number of days an individual will be engaged on the basis of experience and the availability of opportunities.

The scheme has a fundamental focus on community, local governance, and devolution. For instance, the illustrative list of permissible works includes construction and maintenance of various community centres like markets, kitchens, and health centres, improvement of primary schools, and awareness creation. It also includes various levels of monitoring and supervision work, infrastructure development for slums, and construction and improvement of housing for the urban poor. At the same time, the scheme emphasises that ULBs have the discretion to decide when they involve various state government departments or development authorities for the execution of projects. And, it is at the ULB level that most of the monitoring and accountability, however basic, are set up.

### 1.3.8. Mukhyamantri Shramik Shahri Rozgar Yojana, Jharkhand

Jharkhand, a net-out migration state (according to the cohort-based migration metric by the Economic Survey of 2016-17), launched the Mukhyamantri Shramik (Shahri Rozgar Manjuri For Kamgar) Yojana for providing employment to the people returning to their homes during the 2020 lockdown. The scheme was approved by the state cabinet in September 2020 with a budget of ₹5 crores<sup>37</sup>, and received 63,493 applications<sup>38</sup> by June 2022. Like Rajasthan and Haryana, the state's urban unemployment rate has remained in double digits since the pandemic began.

Unskilled workers above the age of 18, living in urban areas since April 1, 2015 are eligible<sup>39</sup> to apply for a job card under the scheme. Additionally, migrants from rural areas of the state who do not possess a MGNREGA job card are also eligible to apply. Eligibility under the scheme appears to be simple, possibly making the scheme more accessible to inter and intra-state migrant workers. The scheme promises 100 days of guaranteed employment within 15 days of issuance of a job card, which can be availed either online through the scheme's portal or at a ULB office. The scheme also guarantees an unemployment allowance, given the legal entitlement associated with employment<sup>40</sup>.

News reports from 2020 suggest that the wages under the scheme were to be set at 40% higher<sup>41</sup> than the then MGNREGA wage of ₹194 per day<sup>42</sup>. According to IANS<sup>43</sup>, the allowance will rise gradually, starting at one-fourth of the minimum wage in the first month, half of the minimum wage in the second month and equivalent to the minimum wage from the third month.

At the time of publication, the scheme's guidelines were not available in the public domain, and therefore details regarding permitted works, grievance redressal, workplace amenities and governance structure are not quite clear. However, the scheme website and news reports<sup>44</sup> suggest that the scheme intends to create durable assets by involving labourers in existing developmental and maintenance works of the ULBs and other state

departments. This structure, albeit financially feasible for the state, limits the scope of permissible works to the existing centre and state funded projects.

### 1.3.9. Yuva Swabhiman Yojana, Madhya Pradesh

Of the 2-crore urban population in Madhya Pradesh, 17 percent<sup>45</sup> fall in the age category of 21-30 years. Launched early in 2019, the government's Yuva Swabhiman Yojana targets this category of youth in the state with a focus on building self-reliance. Unlike other state schemes, MP's scheme is open exclusively to youth in the age bracket of 21-30 with an annual family income of less than two lakhs<sup>46</sup>.

Beneficiaries can register for the programme through the Yuva Swabhiman portal via the mobile application or through kiosks. The Yuva Swabhiman Yojana offers candidates the ability to choose from a list of works and skills depending on their preference. While an exhaustive list is not available, over 40 types of jobs<sup>47</sup> can be made available. The website states that ULBs must prepare a list of works related to construction or service, or where there are possibilities for temporary employment. Works pertaining to the Chief Minister's Infrastructure development programme, survey work, or the collection of water and property tax are listed as options.

The ULB (which acts as the nodal agency for the scheme) initially offered beneficiaries 100 days of work while simultaneously providing skill-training. Newspaper articles report<sup>48</sup> that as per February 2020, the scheme has been amended to offer 365 days of work. The stipend has also been increased from ₹4,000 to ₹5,000. Beneficiaries spend the first few weeks in training, while the remaining days are spent working with the ULB. Four hours of work will be complemented by four hours of training provided by selected service providers.

### 1.3.10. Saksham Yuva Scheme, Haryana

The state of Haryana stands out in the CMIE dataset on unemployment in Indian states, faring poorly in terms of both urban and rural unemployment. Unlike other states, however, Haryana's problem predates the pandemic, with its unemployment rate remaining above 20% on average since 2016. In December 2022, Haryana's Urban unemployment rate was 41.2%<sup>49</sup>. In response, the state launched the Saksham Yuva Scheme<sup>50</sup> (also known as Educated Youth Allowance and Honorarium Scheme) in 2016 to provide a monthly unemployment allowance to unemployed youth who have completed schooling. The scheme's primary objective is to encourage upskilling and allow the state's youth to choose a sector of their choice. Through Saksham, the state also aims to match unemployed graduates with prospective employers in both the public and private sector by providing them with honorary work.

The unemployment allowance ranges from ₹900 for matriculates to ₹3,000 per month for post-graduates. One can also register for an honorarium of up to ₹6,000 per month for an honorary assignment of 100 hours. As on March 6, 2023, 1,75,989 candidates<sup>51</sup> were provided honorary work under the scheme. The state's Department of Employment also conducts job fairs<sup>52</sup> for the applicants of this scheme to match their skills with relevant employment opportunities.

Many such offers are however declined by the candidates, and the state responded by discontinuing the allowance for candidates with at least one offer where the remuneration is more than ₹15,000 per month. While the scheme cannot be categorised as an urban employment programme, it remains important in a state like Haryana with a high unemployment rate, particularly among graduates<sup>53</sup>.

### 1.3.11. Chief Minister's Employment Generation Programme, Maharashtra

The Government of Maharashtra started a credit-linked subsidy initiative called the Chief Minister Employment Generation Programme (CMEGP)<sup>54</sup> in 2019 to address unemployment through the establishment of Micro & Small Enterprises. Run by the Industries Department of the state, the scheme aims to provide self-employment opportunities to individuals and groups in both rural and urban areas by providing a subsidy on the term loan advanced by banks. Like Haryana, the scheme is not a conventional employment programme, as there is no wage component involved. However, certain parts of the scheme offer learnings for urban employment programmes; an application tracking system integrated into the CMEGP website as part of a larger e-governance structure and an elaborate criterion for distribution of targets in a district are some ideas that can be incorporated into UEGs.

### 1.3.12. Telangana and Chhattisgarh

Other states such as Telangana<sup>55</sup> and Chhattisgarh<sup>56</sup> have floated different ideas to counter the problem of urban unemployment. While Chhattisgarh has suggested extending the coverage of MGNREGA to rural areas near cities and cities with a population of less than 20,000, Telangana has been discussing the need for an urban employment scheme in the last two budgets. Last year, the state's Municipal Administration and Urban Development Minister KT Rama Rao appealed to the Central government to announce a National Urban Employment Guarantee Scheme (NUEGS) on the lines of MGNREGA. Recently, the state's Finance Minister mentioned that Telangana was keen on experimenting<sup>57</sup> with an urban employment guarantee programme to boost employment and build necessary infrastructure.



## 2. Framework and Recommendations for Design and Implementation of Urban Employment Programmes

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This section is structured in two parts: the first part presents a framework with a categorisation of urban employment programmes and proposals. It is created to assist policymakers design urban employment programmes. The second part of this section offers a set of recommendations for the design and implementation of urban employment programmes.

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## 2.1. THE FRAMEWORK

This framework is based on our literature review and insights from the joint convening held by IHS and UNDP in January. While all the programmes reviewed here prioritise employment generation and are supported by the state, they differ in the mode of delivery. The first part of the framework categorises the programmes and proposals detailed in the literature review into three categories: job and wage guarantees, community works programmes that prioritise infrastructure and services, and those that offer decentralised urban employment opportunities through vouchers and stamps. Although not all programmes can be bucketed neatly into these three categories, this framework offers a way for policy makers designing urban employment programmes to see the implications of the choice of type of programme for other aspects such as scope, design, nature of entitlements and delivery mechanisms. Based on this, the concluding section offers a summarised set of recommendations for the design and implementation of Urban Employment Programmes.

### TYPES OF PROGRAMME

- **Job and Wage Guarantees** are primary objectives in the MGNREGA, and urban schemes that mimic it – Rajasthan, Kerala, Tamil Nadu, West Bengal, Tripura, Himachal, and Tamil Nadu. Azim Premji University's NUEP proposal also falls in this category.
- **Programmes Prioritising Infrastructure and Services:** Odisha's MUKTA programme and South Africa's Community Works Programme prioritise resilient community assets and infrastructure through employment opportunities for the urban poor. These do not offer guarantees.
- **Decentralised Urban Employment:** The DUET proposal, and the service voucher programmes in Belgium use stamps and vouchers to create a system through which institutions can provide employment.

### DELIVERY MECHANISMS & GOVERNANCE

- **Governance and provisioning:** Guarantee programmes focus on provisioning of jobs directly through state actors while other programmes usually involve a combination of local government, private players, CSOs, and local contractors.
- **Worker Registration:** Centralised registration and allocation of work is more prominent for employment guarantee programmes while other programmes decentralise this process.
- **Grievance Redressal:** Azim Premji's NUEP suggests an online Janata Information System (JIS) designed to be worker-centric, inclusive and participatory. The proposal also mandates social audits in consultation with communities and notes that grievances must be resolved in a time-bound manner.

### SCOPE & DESIGN

- **Eligibility and Inclusion criteria:** In job and wage guarantees, tighter definitions of eligibility and inclusion apply. Programmes in other categories typically allow a wider range of applicants to apply for work.
- **Determining Wage rates:** Guarantee programmes offer minimum wages paid by the state, primarily targeting the residual workforce. States like Tamil Nadu suggest a time and motion study. Decentralised Urban Employment schemes suggest that costs be divided between employers and the state. Programmes that focus on skilling and prioritise infrastructure design consider skill levels while determining wages.

### NATURE OF BENEFITS & PERMITTED WORKS

- **Benefits** can include unemployment allowances in job and wage guarantees; across categories, work-place benefits such as resting spaces, toilets, and drinking water are promised.
- **Promotive aspects:** skilling and training is prioritised in programmes that focus on infrastructure and services and decentralised employment. Azim Premji University's NUEP suggests apprenticeship models.
- **Permitted Works:** Guarantees offer a finite range of pre-determined works in accordance with the needs of the state. Programmes that prioritise infrastructure and services have greater flexibility and benefit from co-production. On the other hand, Decentralised Employment programmes capture the work requirements of public and private entities.



### 2.1.1. Type of Employment Programme

Guaranteeing employment vis-a-vis meeting other objectives (such as prioritising community infrastructure or creating a decentralised employment system) is a critical choice that influences the design and implementation of employment programmes. Our review indicates that programmatic approaches significantly alter based on this decision.

The design of programmes in Rajasthan, Kerala, Himachal, Tamil Nadu, and Jharkhand closely mimics the MGNREGA and provide employment guarantees. The primary objective of these programmes is to provide for a fixed number of workdays (between 100 and 125 depending on the state) for all adult beneficiaries. Proposals such as the Azim Premji University's NUJEP envision dual objectives by guaranteeing work and focusing on improved urban infrastructure. To a varying extent, states such as Rajasthan and Kerala have attempted to meet this goal through a wider set of permitted works and an exploration of convergence with other schemes in the state. We detail this in later sections.

South Africa's community works programme and Odisha's MUKTA offers an alternative model of thinking that prioritises participatory approaches towards the creation of resilient community infrastructure and assets, through local employment opportunities for the urban poor. Although these programmes do not offer guarantees, they are relatively open to migrants and other vulnerable communities. The focus is more on addressing infrastructural requirements of communities, aiming to enhance the quality of life and environment in urban areas

On the other end of the spectrum, proposals such as the DUET and the service voucher programme in Europe move away from the objectives of employment guarantee and infrastructure provision focussing instead on decentralised urban employment generation through public and private institutions as well as households or residents.

We argue that it is critical to define the objectives of an urban employment programme to make key decisions regarding the various provisions of urban employment programmes. Other factors such as the rate of unemployment, the specificities of the unemployment problem, the nature of prevalent work in urban areas, quality of infrastructure and assets, municipal capacities could help the policymakers in defining their main objective and then link the objective to provisions.

### 2.1.2. Scope and Design of the Programme

#### Eligibility and Inclusion Criteria

One of the primary considerations in any scheme design is that of eligibility. While coverage should ideally be as expansive as possible, state governments often face constraints on budget allocations.

The MGNREGA is a universal programme based on principles of 'right to work' with the rationale that those who cannot find other work opportunities must receive work under MGNREGA. The self-selective nature of the programme is critical in targeting beneficiaries, while retaining its universal coverage. That being said, only applicants with local domiciles can apply for MGNREGA. Many urban governance schemes mimic MGNREGA and have maintained the criteria of residency as an inclusion parameter. We find that that inclusion criteria are typically tighter in states that offer employment guarantees.

Rajasthan's IGRY only allows enrolment to beneficiaries with Jan Aadhaar<sup>58</sup> cards. This raises concerns about the inclusion of migrants and other vulnerable groups who are not likely to possess Jan Aadhaar cards. Kerala and Tamil Nadu also prioritise access to residents. Many schemes also restrict work to the ULB in which the resident may be located. In employment guarantees, the MMSAGY in Himachal is an exception that allows both homeowners and those on rent to apply for work.

Odisha's policy (which prioritises infrastructure and services assigns wider criteria, allowing 'all adult wage seekers' to engage in work). The policy states that preferences will be given to local wage seekers, and vulnerable groups. The DUET proposal was also open to all residents with later versions of the programme granting priority to women workers who would 'get all the work, as long as women are available'.

### **Determining wage rates for Employment Programmes**

The determination of wage rates is a challenging aspect of an employment programme. States that are usually fiscally constrained need to achieve a balance between providing adequate wages and expanding the coverage of the programme. The Azim Premji University's NUPE estimates that the total budget of an urban employment guarantee programme for small and medium towns would be between 1.7% to 2.7% of the GDP.

The literature on employers of last resort emphasises the need to set wages at a living wage level, which establishes a minimum wage-benefit standard for the economy. This has the potential to pull the wage rates for the private labour markets as well, however the downside of establishing any floor rates is the fear of stagnation over years. Scholars argue that the monetary wage must be commensurate with the average wage in the informal economy and include provisions for necessities such as food, clothing, and shelter<sup>59</sup>.

Across prevalent programmes in India, wage rates are pegged significantly lower than the prevailing market wage rates. States such as Odisha, Rajasthan, Tripura, Kerala, and Himachal Pradesh have set wages in the range of ₹ 177 – ₹483 per day, which is in alignment with the minimum wage / labour code notifications but is still considerably lower than the market rates. Some states such as West Bengal offer varied rates depending on the skillset of the beneficiaries. The state of Tamil Nadu is the only state that has decided to conduct a time and motion study to evaluate wage rates.

Global programmes such as those in Argentina and South Africa also pay significantly less than the market rates. However, the design of these programmes differ as their focus is on supplementing primary income sources. Beneficiaries work for either 3-4 hours a day or 2-3 days in a week, giving them the flexibility to engage in other income generating activities.

### **2.1.3. Nature of Entitlements and Permitted Works**

#### **Benefits and other Promotive Aspects**

Because employment guarantees are conceptualised as safety nets, they (Jharkhand, Tripura, Kerala and Himachal) offer unemployment allowances in cases where the demand for work is unmet. Programmes that fall in other categories do not provide for such allowances.

Across the three categories of programmes, most promise work-place benefits such as resting spaces, toilets facilities, drinking water provisions and first-aid. Some programmes also commit to other provisions such as child-care facilities. Programmes however are weak on worker benefits - only the Ayyankali programme in Kerala offers a comprehensive range of worker benefits, including pensions and medical insurance, to its beneficiaries. The state has also established a welfare board to streamline social security.

Programmes in India do not associate strongly with skilling and training, with Himachal Pradesh being an exception. The scheme, despite being a guarantee programme, facilitates skill enhancement and encourages entrepreneurship. Through linkages with the DAY-NULM, the programme provides workers with four weeks of skills training with wage entitlements. Elements of skill-building, training and upskilling are more common in programmes that prioritise youth employment. Examples of this include the programme in Ghana, as well as programmes in Haryana and Madhya Pradesh. Both the DUET proposal and Azim Premji's NUPE prioritise skilling, training, and apprenticeship. While the DUET suggests that unskilled workers assist skilled workers and learn on-the-job, the NUPE suggests apprenticeship models where workers can take on

monitoring and surveying jobs (with municipal offices, government schools and public health centres), and work pertaining to administrative assistance (such as data entry). This can result in certifications helping secure further opportunities in the private or public sector.

### **Rethinking the list of permitted works as part of Urban Employment Programmes**

Existing works from urban employment guarantees and other programmes cover (i) development of community spaces and infrastructure, (ii) environment and natural resource management, (iii) heritage conservation, (iv) livelihood work and infrastructure, (v) risk and resilience, (vi) sanitation, (vii) service and maintenance. A few policies also mention (viii) convergence categories that include work with other urban schemes such as the Swachh Bharat Mission (SBM) and Housing schemes such as the Pradhan Mantri Awas Yojna (PMAY)<sup>60</sup>. See booklet in annexure one for works permitted across states.

Azim Premji's NUEP (and the DUET proposal that references this list) suggests a wide range of works including building of local infrastructure; creating, rejuvenating and maintaining urban commons; monitoring environmental quality; strengthening municipal capacity through apprenticeships; and provisioning of care for children and the elderly. As noted above, these programmes offer pathways to skill-building and apprenticeship through a certain set of works. Across guarantee programmes, Rajasthan offers a wide range of works that cater to the contextualised development needs of the state as well as local communities. Examples include the repair and maintenance of public housing units built under state and central housing schemes. While convergence with central schemes such as the Swachh Bharat Mission (SBM) and the Pradhan Mantri Awas Yojana (PMAY) are common, Kerala offers a higher degree of convergence possibilities with work available under the Indira Awas Yojana and the Haritha Keralam Mission (for interventions in sanitation, watershed development and organic farming).

Amongst guarantee programmes, Argentina's Plan Jefes offers unique categories of work. These include the initiation of microenterprises by beneficiaries, and the ability of the programme to meet day-care needs and the needs of homeless populations.

Odisha' programme prioritises infrastructure and services and offers a unique model that showcases flexibility in works and benefits from co-production with local communities who partake both in the design and implementation of the programme. A bottom-up, people centric approach means that communities propose work in their neighbourhoods, as well as deliver work through local implementing agencies. This allows communities to create infrastructure that meet their work and leisure needs (such as parks, vending zones, and multi-purpose community centres) as well as allow for the development of their neighbourhoods through convergence with Odisha's Jaga Mission.

Decentralised urban employment programmes tend to think of work differently. While the DUET proposal typically focuses on the maintenance and repair needs of public and private institutions, the service voucher programme in Belgium is used more for domestic services such as child-care, ironing, transportation, cleaning, etc.

Another point to note is the design of the work day itself. Workdays as part of Plan Jefes are designed to be four hours daily. This flexibility allows a large number of women to be a part of the workforce. Further, the community works programme in South Africa is designed for two days in a week which in turn allows a lot of informal workers to supplement their income through the programme. These examples showcase how inherently design can affect and influence access to beneficiaries.

## **2.1.4. Delivery Mechanisms and Governance**

### **Governance and Provisioning**

Employment guarantees typically provision jobs through ULBs or other state actors. Schemes that prioritise asset creation and infrastructure focus on the involvement of community organisations and unions co-producing both design and implementation components of the programme. Decentralised urban employment schemes suggest placement agencies (in case of the DUET) or other forms of intermediaries to ensure beneficiaries work directly with public and private institutions, or households or residents themselves (as seen in service vouchers)

### Worker Registration

As a corollary, in guarantee programmes, worker registration is almost always carried out by ULBs and state actors. A few notable exceptions exist with the state of Kerala involving Kudumbshree, and Argentina's Plan Jefes uniquely channelling the process through public schools, leveraging the relationship between teachers and households. On the other hand, Odisha delegates worker registration to SHGs, and other CBOs. The DUET proposal and the service voucher leave these to agencies and intermediaries.

### Grievance Redressal

Another part of the governance puzzle involves accountability and grievance redressal. Systems of transparency and accountability need to ensure that they cater not only to government officials but also to the workers. Building on MGNREGA's experience of social audits, Azim Premji's NUEP suggests an online Janata Information System (JIS) designed to be worker-centric, inclusive and participatory. The proposal also mandates social audits in consultation with communities and notes that grievances must be resolved in a time-bound manner. Details pertaining to grievance redressal are scant in many programmes and find mention in states such as Tamil Nadu and Kerala.

## 2.2. RECOMMENDATIONS FOR URBAN EMPLOYMENT PROGRAMMES

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While the primary objective of urban employment programmes is providing employment support, the previous sub-section demonstrates how this objective can be met through different types of programmes: job and wage guarantees, community works programmes, decentralised employment programmes, or some combination of these. The recommendations below are applicable to a wide variety of programmes, and some might need to be tailored to suit the particularities of the urban context where they are being implemented.

### 2.2.1. Expansive Eligibility and Flexible Inclusion Criteria

Urban employment schemes should be imagined with comprehensive coverage, covering all urban residents. In a constrained context where universal coverage with the principle of self-selection is not possible, the coverage of the scheme must be as expansive as possible. The definition of the term 'resident' should be expanded to include anyone who has an intent to reside<sup>61</sup> and work in urban areas. Coverage should include clauses that allow universal access during natural disasters and pandemics to ensure that no one is left behind.

We recommend universal coverage of the scheme via an incremental implementation of portability. To begin with, ULBs within the same state should grant workers mobility to seek work wherever required. In later stages, portability can be expanded to include rural to urban movement within the same state.

Priority should be granted to vulnerable groups (such as migrant labour, women, transgenders, and persons with disabilities) who are often excluded from the system.

To enable easier access and coverage, schemes must relax documentation requirements ensuring that vulnerable populations are able to access the scheme. An expanded list of documents such as non-local Aadhaar, voter ID, occupation IDs (street vendor ID card, waste worker ID card), etc can be considered. Self-declaration through mechanisms such as E-Shram can be encouraged as well. Worker organisations, NGOs and CBOs can be involved in worker registration processes to make them more inclusive, and to facilitate such declarations.

## Building Gender Inclusivity in Urban Employment Programmes

In the initial sections of the report, we noted that urban employment programmes were a common response to the problems of unemployment, rising informalisation of work, and increase in poverty levels. India's historically low female labour force participation rate (only 29.4% of women aged 15-59 are a part of India's labour force as per PLFS 2021 - 2022)<sup>62</sup> and the fact that over 91% of employed women work in the informal sector<sup>63</sup> add layers of complexity to the problem and suggest that urban employment programmes must think of gender inclusivity and equality (SDG 5).

Borrowing from our review of state and global schemes, as well as proposals and other literature, we offer the following suggestions.

- **Equal Wages and Prioritised Access to Women:** Like the MGNREGA, most urban employment schemes in India offer equal wages to men and women allowing them to enter the workforce. Like in Kerala, schemes can prioritise a percentage of work for women. Over the past decade, nearly 90% of job holders in Kerala are women<sup>64</sup>. Similarly in Odisha, women find it easier to work in the scheme because of the presence of self-help groups and other women associations. Argentina's plan jefes and South Africa's community works programme prioritise women's participation<sup>65</sup> and a reimagined version of the DUET sought to prioritise women who would 'get all the work, as long as women are available'.
- **Specific Works for Women:** A gender-responsive urban programme must provide for work that is appropriate for women, and close to where they live<sup>66</sup>. It is important to consider local contexts, skills, and education levels. Women could be prioritised in work pertaining to community kitchens, healthcare, and educational facilities, as well as offering assistance in anganwadis, to list a few.
- **Social Equity and Improved Participation:** MGNREGA has been lauded for bringing social equity and helping subvert existing power structures in the family and the community. Urban programmes must mimic this by bringing women into the workforce. Doing so will also allow women to partake in decision-making processes for their communities. With respect to UEPs, we have proposed that UEPs be used to improve areas where beneficiaries work and live. The specific needs of women must be met for which their participation is pivotal in design and implementation. For women, homes often double up as workspaces, and they are primary users of facilities such as creches, vending-zones and multi-purpose centres.
- **Flexibility in Access to Work:** Urban employment schemes typically offer lower-than-market wage rates leading to gendered uptake with more women often signing up for work. This is true for programmes in India as well as global programmes in Argentina and South Africa. Because women often take up other informal work, domestic chores, household work, and care-taking responsibilities, these programmes allow for flexibility of work for either 3-4 hours a day or 2-3 days a week. Another alternative way to think about payments is to focus on the number of jobs completed rather than the days of work<sup>67</sup>.
- **Ensuring Work-Place Facilities and Promotive Benefits:** As noted in recommendations, work-place benefits must cater to the specific needs of women. Critically, this should ensure safe toilet-facilities and provisions for child-care. Programmes should also offer maternity benefits, training and entrepreneurial support for women. These can lead to day-care centres, community kitchens, and other enterprises.

### 2.2.2. Determination of Wage Rates

Typically, wage rates in employment programmes are pegged to minimum wages, with some programmes adopting differential wage rates for skilled and unskilled work. It is recommended that programmes attempt to approach living wages, while recognising that this might imply a trade-off with the level of coverage of the programme.

- We recommend establishing a scientific methodology that takes into account various input factors, including (but not limited to) the nature and location of work, requisite skills associated with the work, and the additional time and cost incurred to seek employment. These factors should be determined collaboratively with beneficiaries and local organisations in a transparent, consultative, and iterative process.
- Further, provisions must be included for regular revision of wages to at least keep pace with inflation.
- Additional wages must be paid for delays in payment disbursement and the allocation of work. When work allocation is beyond a specified radius (2-3kms), workers must receive additional travel expenses amounting to 10% of the wage amount.

### 2.2.3. Benefits and Other Promotive Aspects Geared towards Social and Economic Mobility

While providing urban employment, programmes must ensure work-place benefits, while also considering the promotive aspects which include skilling and economic mobility.

- We recommend work-place benefits in line with the nature of work (such as resting spaces, toilet facilities, drinking water provisions, first-aid, and child-care facilities) and social protection benefits such as pension (with flexible monthly contributions), insurance and maternity benefits. We further recommend aligning social security benefits with the nature of the work within employment programmes. For example, insurance for construction workers must cover occupational hazards such as injuries.
- In promotive benefits, we suggest the introduction of components that can support wage-supported skilling, training and certifications offered through public entities such as the Industrial Training Institutes (ITIs) and Pradhan Mantri Kaushal Kendras (PMKKs), CSOs, and private small and medium enterprises. These will allow beneficiaries to meet the requirements of urban labour markets and provide opportunities for upward mobility.
- Urban employment programmes can also include components that can support entrepreneurship. The Dalit Bandhu Scheme piloted in Telangana grants beneficiaries monetary aid and training to build and run independent enterprises. Such models allow beneficiaries to eventually exit public employment programmes.

### 2.2.4. Expanding the List of Permitted Works

We recommend an expanded list of works meeting multiple objectives:

- The key focus of an urban employment programme should be to build, maintain, improve and repair core urban infrastructures and services.
- Specific focus should be granted to areas where beneficiaries live, work, and seek leisure. We recommend

that programmes specifically focus on creating economic and social infrastructure for the informal economy, such as vending zones, charging stations, creches, and multi-purpose community centres. Programmes must additionally focus on convergence with with state and central low-income housing schemes, sanitation schemes, and schemes that develop communities and neighbourhoods. This can include the SBM, PMAY, AMRUT and state schemes with similar goals. In addition, schemes such as the NULM can be used for skilling and training of beneficiaries.

- Works should accommodate beneficiaries with varying skill-sets, and people with disabilities. Flexible work-hours can create greater opportunities for women, and for those employed in the informal workforce.
- As recommended earlier, entrepreneurial and enterprise related activities can be included, through partnerships with private players. Day-care centres and homeless shelters are useful additions considering our contexts.

### 2.2.5. Delivery Mechanisms and Governance

We recommend that one of the secondary objectives of urban employment programmes is the enhancement of municipal capacity, whether through direct recruitment of municipal level officials to implement the provisions of the programme, or through deeper engagement and partnerships with worker groups, CBOs, CSOs, or through the provision of services by educated unemployed youth.

- We recommend engagement with a broad spectrum of stakeholders for the design and implementation of urban employment programmes. This includes urban local bodies, public institutions, elected representatives, contractors, workers, private enterprises, community organisations, worker groups, and platforms.
- A special role should be envisaged for CBOs who should identify and propose work as per local needs and monitor the quality of work. CBOs should be capacitated to play this role.
- Worker registration processes must be decentralised and made available through multiple channels and modes, both online and offline. ULBs must partner with worker organisations, and community actors to ensure access for vulnerable communities and beneficiaries.
- Systems of transparency and accountability need to ensure that they cater not only to government officials but also to the workers. This again calls for multi-stakeholder engagement and the absorption of lessons from MGNREGA's experience of social audits. We propose to build robust grievance redressal systems, which are focussed on resolution of issues of the workers. Cross-organizations initiatives such as the labour line which is run by the Working People's Charter for resolution of worker disputes need to be promoted.
- Urban employment programmes must additionally focus on capacitating ULBs in line with the provisions of the 74<sup>th</sup> amendment. This is possible either through recruitment in municipal cadre or by training beneficiaries to play key roles in areas where there is a shortfall of staff and capacity such as administrative and survey work.

# Annexure

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# Himachal Pradesh




## Mukhya Mantri Shahri Ajeevika Guarantee Yojana (MMSAGY)

Annual Budget: ₹ 5 Crores<sup>1</sup> | Launched in 2020

### I. ELIGIBILITY CRITERIA

- 18-65 years of age
- Local resident (own house or on rent) of ULB
- Work entitlement may be for one or more members of a household




### II. NATURE OF ENTITLEMENTS

-  120 days guaranteed employment
-  ₹ 350-483.17 daily wage (minimum wage)<sup>2</sup>
-  Equal wage rate for male & female workers

#### Social Security & Other Benefits

- Unemployment wage (₹ 75/day)

### III. PERMITTED WORKS

-  Community Spaces & Infrastructure
-  Environment & Natural Resource Management
-  Heritage Conservation
-  Livelihood Work & Infrastructure
-  Risk & Resilience Work

#### Sanitation Works

- Services under SWM Rules, 2016, such as collection, processing & segregation of waste; cleaning & maintenance of streets & parks<sup>3</sup>

#### Service & Maintenance


- Maintenance of streets & parks

#### ••• Other

- Any work admissible under 15th Finance Commission / 5th State Finance Commission for which funds are available to ULBs
- Enabling provisions will be made by ULBs to engage MMSAGY workers in all contractual works awarded to implementing agencies

#### Convergence with Other Programmes

##### Swachh Bharat Mission

-  Employment under any **state/central scheme** for which funds are available to ULBs

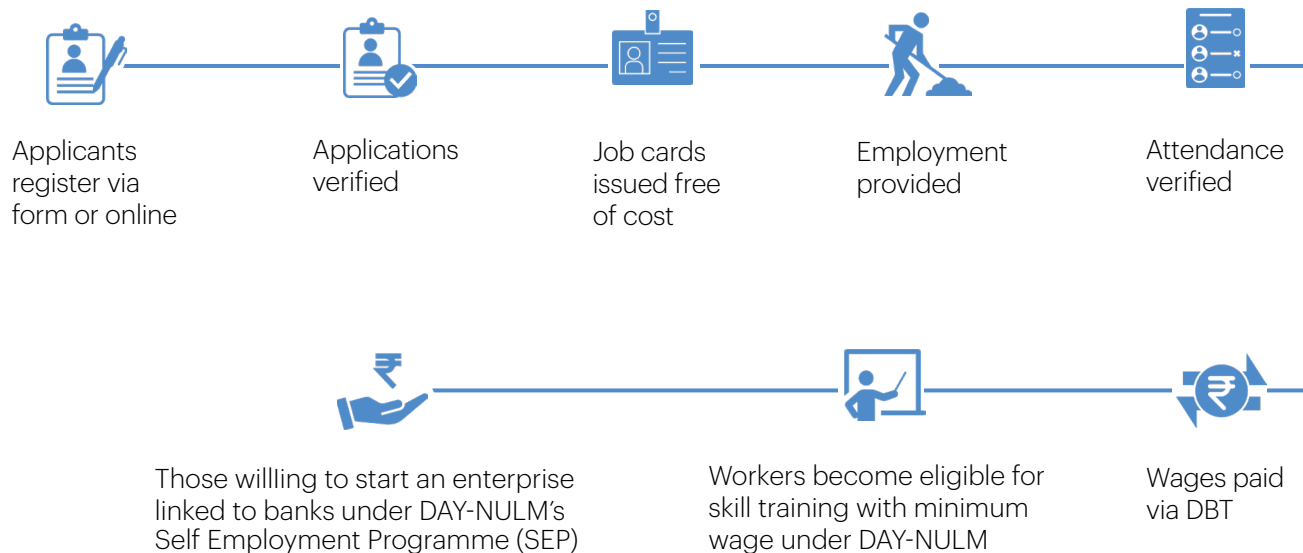
## KEY HIGHLIGHTS

- Skill training with minimum wage under DAY-NULM
- Bank linkage under DAY-NULM Self Employment Programme
- Enabling provisions in new ULB contracts to engage workers



SCAN TO VIEW  
MIS PORTAL

## IV. IMPLEMENTATION PROCESS



## V. GOVERNANCE STRUCTURE

	Ward Level	ULB Level	District Level	Divisional / Regional Level	State Level	Community-Based Organisations
Listing of Projects					●	
Allocation of Work*		● (via IAs)				
Execution of Work		●				
Attendance Management		●				
Payment of Wages		●				

\*IAs or Implementing Agencies refer to the executing agencies.

## VI. ACCOUNTABILITY

MMSAGY accounts & records to be available on **ULB & DUA** websites for **public scrutiny**

# Kerala





## Ayyankali Urban Employment Guarantee Scheme (AUEGS)

Annual Budget: ₹ 200 Crores<sup>4</sup> | Launched in 2010

### I. ELIGIBILITY CRITERIA

- 18+ years of age
- Resident of municipality
- Work entitlement may be for one or more members of a family

### II. NATURE OF ENTITLEMENTS

-  100 days guaranteed employment
-  ₹ 311 daily wage (same rate as MGNREGA wage)<sup>5</sup>
-  Equal wage rate for male & female workers
-  Worksite within 5km of worker's home (if not, 10% additional wage)

#### Social Security & Other Benefits

- Unemployment benefit
- Employment injury benefit
- Sickness benefit (daily wage  $\geq$  half of the allowable wages)
- Disability & dependent benefit (₹ 50,000)
- Compensation for delayed wages (14 days)

#### Workplace Amenities

- Drinking water
- First-aid facilities
- Tents for summer shade
- Resting place
- Basic sanitation
- Primary care & creche facilities

### III. PERMITTED WORKS\*

#### Community Spaces & Infrastructure

- Construction of playgrounds

#### Risk & Resilience Work

- Works relating to public infrastructure, road restoration, flood control & mitigation, rainwater harvesting & storm water drains
- Construction of spaces for food storage

#### Environment & Natural Resource Management

- Restoration & conservation of forests on government lands
- Organic agriculture
- Construction of underground dykes, earthen ponds, stop & check dams
- Watershed maintenance: contour trenches, terracing, etc
- Irrigation work; construction, restoration & maintenance of canals
- Land development works on public land

#### Heritage Conservation

#### Livelihood Work & Infrastructure

- Personal assets for disadvantaged groups
- Livelihood improvement through fruit cultivation, silk farming, horticulture, floriculture & foam farming
- Construction of worksheds for neighbourhood livelihood activities

- Improvement in livestock, agronomy, silk farming, horticulture, farm forestry
- Fish drying & rearing centres, aquaculture facilities
- Construction of sheds for livelihood activities of self-help units

#### Sanitation Works





- Construction of household / school / Anganwadi toilets
- Domestic waste management: collection and treatment

#### Service & Maintenance

- Maintenance of urban public assets created under the scheme
- Maintenance of watersheds & canals

••• Other

#### Convergence with Other Programmes

-  **Indira Awas Yojana**  
Production of non-skilled labour components & construction equipment
-  **Haritha Keralam Mission**  
Interventions in sanitation, watershed development & organic farming
-  Collection, treatment & disposal of solid & liquid waste
-  Construction under **central & state housing schemes**

*\*This list is not exhaustive.*

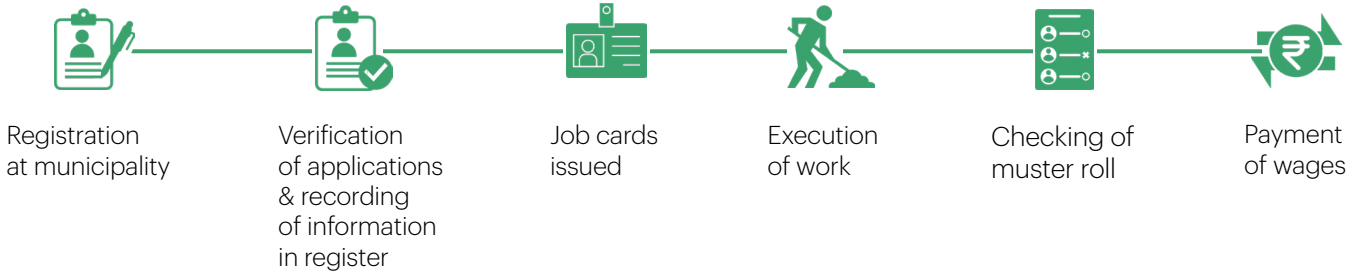
## KEY HIGHLIGHTS

- 50% of total employment for women
- Kerala Employment Guarantee Workers' Welfare Fund Board to provide social security benefits
- Comprehensive social audit conducted by team with proportionate SC/ST representation



SCAN TO VIEW  
MIS PORTAL

## IV. IMPLEMENTATION PROCESS



## V. GOVERNANCE STRUCTURE

	Ward Level	ULB Level	District Level	Divisional / Regional Level	State Level	Community-Based Organisations*
Listing of Projects		●			●	
Formulation of Annual Action Plan		●				
Approval of Annual Action Plan		●				
Technical & Administrative Approval		●				
Financial Approval		●			●	
Preparation of Estimates		●				
Allocation of Work	●	●				●
Execution of Work**	●	●				● (Mate)
Attendance Management**	●	●				● (Mate)
Payment of Wages		●				

\*CBOs refer to Kudumbashree, a three-tier network of self-help groups.

\*\*The Mate is assigned & trained from Kudumbasree Area Development Society and is supervised by the Municipal Secretary.

## VI. GRIEVANCE REDRESSAL

- Municipal Council, Regional Programme Co-ordinator & State UEG Council** to deploy IT mechanisms at all levels

## VII. MONITORING, AUDIT & EVALUATION

- Municipal authority** to monitor through field inspections; **Regional Joint Director** to review reports for timely action
- DUA** to facilitate studies that track AUEGS's goals; **District Planning Committee** to use these for effective decision making
- Ward Sabha** to appoint **Social Audit Team** comprising **citizens, technicians, bureaucrats**

# Odisha

## Mukhya Mantri Karma Tatpara Abhiyan (MUKTA)

Annual Budget: ₹ 194 Crores<sup>6</sup> | Launched in 2022

### I. ELIGIBILITY CRITERIA

#### Workers

- 18+ years of age
- Resident of Odisha

#### Implementation Agencies / Implementation Partners (IAs/IPs)

Community-based organisations (CBOs) such as self-help groups

- Registered in the same ward with Housing & Urban Development Department (H&UDD)
- PAN card and one year of existence
- No defaults for loan repayments

### II. NATURE OF ENTITLEMENTS



₹ 333-483 daily wage (minimum wage)<sup>7</sup>



#### Workplace Amenities

- Drinking water
- First-aid facilities
- Shade & resting place
- Childcare support

### III. PERMITTED WORKS



#### Community Spaces & Infrastructure

- Development & maintenance of public parks & playgrounds
- Basic amenities for citizens such as mini parks, open-air gyms, child play stations, walking tracks, loos & vending zones
- Wall paintings
- Construction & maintenance of micro community centres, open spaces, & Parichaya centres



#### Environment & Natural Resource Management

- Water conservation & rainwater harvesting structures
- Development & renovation of water bodies
- Beautification of parks, canals, rivers, gardens, roads & tree plantation



Heritage Conservation



Livelihood Work & Infrastructure



Risk & Resilience Work



#### Sanitation Works

- Drainage & sewerage work, except de-siltation
- Sanitation work, except road sweeping & drain cleaning



#### Service & Maintenance

- Maintenance of public parks, playgrounds, micro community centres, open spaces, Mission Shakti Gruhas, Parichaya centres & Greywater Management Projects



#### Other

- Labour-intensive ULB infrastructure projects
- Activities/infrastructures decided by H&UDD

#### Convergence with Other Programmes



##### JAGA Mission

Construction & maintenance of Mission Shakti Gruhas & Parichay Centres



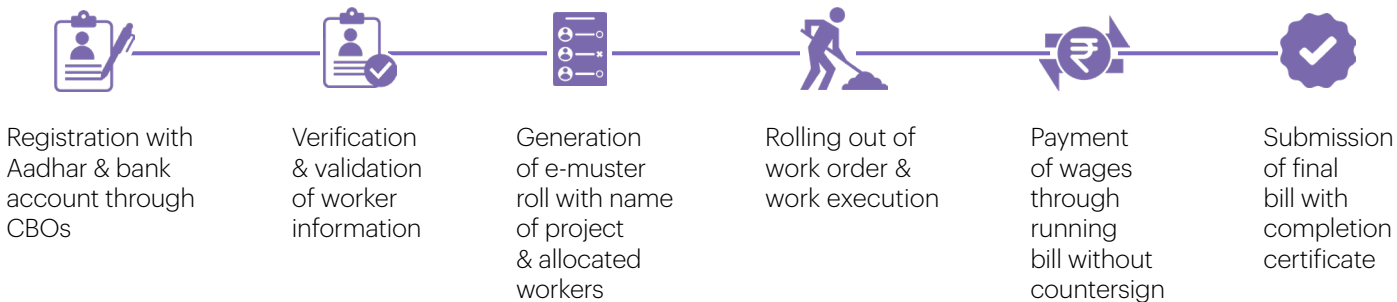
##### Swachh Bharat Mission

Maintenance of Greywater Management Projects

## KEY HIGHLIGHTS

- Works < ₹ 15L to be executed by CBOs
- MUKTA cell (coordinator, implementation expert & accountant) in each ULB
- Community representatives part of State Implementation & Review Committee
- Contractor-free scheme

## IV. IMPLEMENTATION PROCESS



## V. GOVERNANCE STRUCTURE

	Ward Level	ULB Level	District Level	Divisional / Regional Level	State Level	Community-Based Organisations*
Listing of Projects	●					
Formulation of Annual Action Plan		●				
Approval of Annual Action Plan					●	
Technical & Administrative Approval		●			●	
Preparation of Estimates		●				
Allocation of Work						●
Execution of Work**		● (> ₹ 15L)				● (< ₹ 15L)
Attendance Management						●
Payment of Wages		●				

\*CBOs refer to SHGs such as Mission Shakti Groups, Slum Dwellers' Associations & Area Level Federations.

\*\*Works executed under MUKTA are monitored by the Junior Engineer.

## VI. GRIEVANCE REDRESSAL

- Dedicated helpline, website, email ID, complaint boxes at **ULB, district, & state level**

## VII. MONITORING, AUDIT & EVALUATION

- **H&UDD**-developed MUKTA-Soft to capture data, generate dashboards & reports about implementation
- **H&UDD** to engage **independent agency** to conduct biannual ward social audit; includes citizen participation

## VIII. ACCOUNTABILITY

- **ULBs** to ensure that muster rolls & measurement book are read out daily to workers
- Worksites to have transparency boards in English & Odia for each work

# Rajasthan




## Indira Gandhi Shahri Rojgar Guarantee Yojana (IGSRGY)

Annual Budget: ₹ 800 Crores | Launched in 2022

### I. ELIGIBILITY CRITERIA

- 18-60 years of age
- Resident of ULB with Jan Aadhar card
- Migrant workers eligible under extreme circumstances like Covid-19
- Work entitlement may be for one or more members of a family

### II. NATURE OF ENTITLEMENTS

-  100 days guaranteed employment
-  ₹ 259 daily wage (minimum wage)<sup>8</sup>
-  Equal wage rate for male & female workers

#### Workplace Amenities

- Drinking water
- First-aid facilities
- Tents for summer shade

### III. PERMITTED WORKS

 Community Spaces & Infrastructure

#### Environment & Natural Resource Management

- Tree plantation, watering & maintenance in gardens, roads, public places, crematoriums & cemeteries
- Sapling preparation for relevant departments
- Horticulture & forestry related works
- Water conservation & restoration: removal, cleaning & improvement of soil in ponds & stepwells and construction, repair & cleaning of rainwater harvesting structures

#### Heritage Conservation

 Livelihood Work & Infrastructure

 Risk & Resilience Work

#### Sanitation Works

- Solid waste management: door-to-door collection & segregation at dumping site
- Cleaning & maintenance of public/community toilets
- Cleaning of drains, roadsides & public places
- Removal of construction & demolition waste


#### Service & Maintenance

- Labour work in gaushalas
- Recordkeeping & other work in ULBs
- Removal of illegal hoardings & banners and painting of road dividers, railings, walls, & public places
- Maintenance of gardens, roads, public places, crematoriums, cemeteries, public/community toilets


#### ●●● Other

- Security & fencing of ULBs & public land
- Parking lot development & management
- Capturing & managing stray animals
- Model building construction like Rajiv Gandhi Seva Kendra

#### Convergence with Other Programmes

 Pradhan Mantri Awas Yojana - Urban  
Construction of housing

 Chief Minister Jan Awas Yojana  
Construction of housing

 Construction under other **central & state schemes**

## KEY HIGHLIGHTS

- Jan Aadhar card mandatory for household registration
- Budget of ₹ 800 crores
- Migrant workers eligible under extreme circumstances



SCAN TO VIEW  
WEBSITE

## IV. IMPLEMENTATION PROCESS



## V. GOVERNANCE STRUCTURE

	Ward Level	ULB Level	District Level	Divisional / Regional Level	State Level	Community-Based Organisations
Listing of Projects		●				
Formulation of Annual Action Plan		●				
Approval of Annual Action Plan			●			
Technical Approval		●	●		●	
Financial & Administrative Approval		●				
Preparation of Estimates		●				
Allocation of Work		●				
Execution of Work		●				
Attendance Management*		● (Mate)				
Payment of Wages		●				

\*The Mate works under the ULB's technical officers. Priority is given to persons with disabilities for the role.

## VI. GRIEVANCE REDRESSAL

- File via toll-free number 181, email, in-person or on IRGY-Urban MIS Portal
- Address to **District Collector & Executive Officer of ULB**
- **ULB** to resolve within 7 days

## VII. MONITORING, AUDIT & EVALUATION

- **Mate** to measure work by recording attendance & cooperating with technical workers
- **Division-level committee & District Project Coordinator** to monitor, inspect & coordinate via MIS portal
- **Finance Committee** (bodies under Rajasthan Municipality Act) to conduct social audit



# Tamil Nadu



## Tamil Nadu Urban Employment Scheme (TNUES)

Annual Budget: ₹ 100 Crores | Launched in 2021

### I. ELIGIBILITY CRITERIA

- 18-60 years of age
- Resident of ULB with Aadhar / ration / EPIC card
- Work entitlement may be for one or more members of a household

### II. NATURE OF ENTITLEMENTS

-  Wage determined by time & motion study
-  Equal wage rate for unskilled & semi-skilled male & female workers

### III. PERMITTED WORKS

#### Community Spaces & Infrastructure

- Individual & community soak pits
- Development of parks & playgrounds

#### Environment & Natural Resource Management

- Construction & restoration of recharge/percolation structures
- Plantation along avenues, roads, canal sides, & blocks
- Nurseries

#### Heritage Conservation

#### Livelihood Work & Infrastructure

#### Risk & Resilience Work

- Maintenance of flood/drainage channels, including stormwater drains
- Construction of drainage & intermediate channels in high-risk areas

#### Sanitation Works

- Operations & maintenance of micro-composting & resource recovery centers

#### Service & Maintenance

- Maintenance of flood/drainage channels, micro-composting & resource recovery centers, footpaths/pedestrian walkways

#### Other

- Formation & maintenance of footpaths/pedestrian walkways
- Formation of traffic islands

#### Convergence with Other Programmes

## KEY HIGHLIGHTS

- Appropriate opportunities for unskilled, semi-skilled & skilled workers
- 50% of total person-days for women
- Wages determined by time & motion study and outcome of work

## IV. IMPLEMENTATION PROCESS




## V. GOVERNANCE STRUCTURE



	Ward Level	ULB Level	District Level	Divisional / Regional Level	State Level	Community-Based Organisations
Listing of Projects	●					
Formulation of Annual Action Plan		●				
Approval of Annual Action Plan		●	●			
Technical & Administrative Approval			●			
Preparation of Estimates		●				
Allocation of Work		●				
Execution of Work		●				
Attendance Management*		● (Mate)				
Payment of Wages		●				

\*The Mate is assigned and trained by ULBs.

## VI. GRIEVANCE REDRESSAL

 **ULB Council & Regional Programme Co-ordinator** to ensure prompt grievance redressal

## VII. MONITORING & EVALUATION

-  IT tools (e-muster roll, geo-tagging of assets, e-payments) to be used to monitor implementation
-  **State Level Programme Coordinators** to prepare & circulate review & monitoring format

# Urban Employment Guarantee Programmes

Evidence from the Periodic Labour Force Survey 2017-18 and employment data measured by the Centre for Monitoring Indian Economy (CMIE) points to a serious employment crisis that predates the pandemic. This is exacerbated by the deceleration of economic growth since the pandemic, and a worsening situation of the households that have seen a decline in earnings, rising informalisation of work, and an increase in poverty levels. Urban areas particularly have high levels of unemployment (around 8 percent), and even higher levels of youth unemployment. Furthermore, the quality of employment has been declining, with stagnant wage growth as informal work continues to dominate 85 percent of the non-farm workforce. The present unemployment trends, coupled with widening inequalities, pose a significant challenge for inclusive growth. In this context, proposals to extend the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) to urban areas through urban employment guarantee (UEG) programmes have gained momentum in recent years across several state governments such as Himachal Pradesh, Kerala, Odisha, Rajasthan, and Tamil Nadu.

This booklet covers key points on some of these UEG programmes. All information, unless specified otherwise, is from the respective policy documents.

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