

# National Urban Livelihoods Mission

## Mission Document



Government of India  
Ministry of Housing & Urban Poverty Alleviation



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## Contents

Sl.No.	Title	Page No.
1.	Introduction	5-6
2.	Mission, Principles, Values, Strategy	7-9
3.	NULM Mission Cities and Target Population	10
4.	Social Mobilisation And Institution Development (SM&ID)	11-13
5.	Capacity Building And Training (CB&T)	14-15
6.	Employment Through Skills Training And Placement (EST&P)	16-17
7.	Self-Employment Programme (SEP)	18-19
8.	Support to Urban Street Vendors	20
9.	Funding Pattern And Financial Process	21
10.	Scheme of Shelter For Urban Homeless (SUH)	22-23
11.	Innovative And Special Projects	24
12.	Administration And Other Expenses (A&OE) Information, Education And Communication (IEC)	25
13.	NULM Administration And Mission Structure	26-31
14.	Monitoring & Evaluation	32
15.	Guidelines for Implementation	32
16.	Annexure: List of States/UTs	33





## Introduction

1.1 Economic development and urbanisation are closely linked. Cities in India are emerging as the country's engines of economic growth, with a contribution of more than 60 per cent to GDP. As per Census of India, 2011, India's urban population is now 377 million which shows a 31 per cent increase from 2001. The Report on Conditions of Work and Promotion of Livelihoods in the Unorganized Sector by the National Commission on Enterprises in the Unorganized Sector brought out in August 2007 (NCEUS, 2007) reveals that in 2004-05, out of India's total workforce, 92 percent worked in the informal economy. The urban informal sector comprises a large part of the unorganized non-agriculture sector. Low levels of education and skill in the unorganized sector workers have resulted in their inability to access the opportunities offered by emerging markets. This underscores the criticality of skills up-gradation for better livelihoods opportunities in urban areas.

1.2 Most of the poor are involved in informal sector activities where there is a constant threat of eviction, removal, confiscation of goods and almost non-existent social security cover. Even when segments of the urban population are not income-poor, they face deprivation in terms of lack of access to sanitary living conditions and their well-being is hampered by discrimination, social exclusion, crime, violence, insecurity of tenure, hazardous environmental conditions and lack of voice in governance.

1.3 The dimensions of urban poverty can be broadly divided into three categories: (i) residential vulnerability (access to land, shelter, basic services, etc.); (ii) social vulnerability (deprivations related to factors like gender, age and social stratification, lack of social protection, inadequate voice and participation in governance structures, etc.) and (iii) occupational vulnerability (precarious livelihoods, dependence on informal sector for employment and earnings, lack of job security, poor working conditions, etc.). These vulnerabilities are inter-related. Amongst the urban poor, there are sections subject to greater vulnerability in terms of the above classification; these include women, children, and the aged, SCs, STs, minorities and differently-abled persons who deserve attention on a priority basis.

1.4 The National Urban Housing and Habitat Policy (NUHHP), 2007 aims to promote sustainable development of habitat in the country with a view to ensure equitable supply of land, shelter and services at affordable prices to all sections of the society. The most vulnerable of these are the urban homeless who live with no shelter or social security / protection. Recent pronouncements of the Supreme Court of India have brought into focus the plight of the urban homeless by holding that the right to dignified shelters is a necessary component of the right to life under Article 21 of the Constitution of India. There is therefore a need to develop a policy and programme for the urban homeless.



1.5 Urban poverty being multi-dimensional, various vulnerabilities faced by the poor in cities and towns: occupational, residential and social need to be addressed simultaneously in a comprehensive and integrated manner with a targeted focus on the vulnerable groups so that a definitive impact can be made on ground. Residential vulnerability issues are being addressed through programmes like JNNURM and RAY. The other two vulnerabilities: occupational and social can be best addressed by creating opportunities for skill development leading to market-based employment and helping them to set up self-employment ventures. Urban poverty alleviation programmes need to be based on skill development and easy access to credit. It is in this context that a mission-mode approach to urban livelihoods is considered necessary in the form of the National Urban Livelihoods Mission (NULM).



## Mission, Principles, Values, Strategy

### NULM Mission

2.1 To reduce poverty and vulnerability of the urban poor households by enabling them to access gainful self-employment and skilled wage employment opportunities, resulting in an appreciable improvement in their livelihoods on a sustainable basis, through building strong grassroots level institutions of the poor. The mission would aim at providing shelter equipped with essential services to the urban homeless in a phased manner. In addition, the Mission would also address livelihood concerns of the urban street vendors by facilitating access to suitable spaces, institutional credit, social security and skills to the urban street vendors for accessing emerging market opportunities.

### Guiding Principles

2.2 The core belief of National Urban Livelihoods Mission (NULM) is that the poor are entrepreneurial and have innate desire to come out of poverty. The challenge is to unleash their capabilities to generate meaningful and sustainable livelihoods. The first step in this process is motivating the urban poor to form their own institutions. They and their institutions need to be provided sufficient capacity so that they can manage the external environment, access finance, expand their skills, enterprises and assets. This requires continuous and carefully designed handholding support. An external, dedicated and sensitive support structure, from the national level to the city and community levels, is required to induce social mobilisation, institution building and livelihood promotion.

2.3 NULM believes that any livelihood promotion programme can be scaled up in a time-bound manner only if driven by the poor and their institutions. Such strong institutional platforms support the poor in building up their own human, social, financial, and other assets. This in turn, enables them access to rights, entitlements, opportunities and services from the public and private sectors, while enhancing their solidarity, voice and bargaining power.

2.4 As per the Constitution (74th Amendment) Act, 1992, urban poverty alleviation is a legitimate function of the Urban Local Bodies (ULB). Therefore, ULBs would need to undertake a lead role for all issues and programmes concerning the urban poor in cities/towns, including skills and livelihoods.

2.5 NULM would aim at universal coverage of the urban poor for skill development and credit facilities. It will strive for skills training of the urban poor for market-based jobs and self-employment, facilitating easy access to credit.

2.6 Street vendors constitute an important segment of the urban population at the bottom of the pyramid. Street vending provides a source of self-employment, and thus acts as a measure of



urban poverty alleviation without major Government intervention. They have a prominent place in the urban supply chain and are an integral part of the economic growth process within urban areas. NULM would aim at facilitating access to suitable spaces, institutional credit, social security and skills to the urban street vendors for accessing emerging market opportunities.

2.7 Urban homeless persons who live without shelter or social security/ protection are the most vulnerable class, even while they contribute towards sustaining cities with their cheap labour. Life on the streets involves surviving continuously at the edge, in a physically brutalized and challenging environment. There is a need for appropriate policy intervention to address the challenges faced by homeless people, with regard to shelter, social housing and social protection. Accordingly, NULM would aim at providing shelter equipped with essential services to the urban homeless in a phased manner.

2.8 NULM would place a very high emphasis on convergence with schemes/programmes of the relevant line Ministries/Departments and programmes of state governments dealing with skills, livelihoods, entrepreneurship development, health, education, social assistance, etc. An alliance strategy will be sought with all concerned departments to promote skills training of rural-urban migrants as a bridge between the livelihoods of the rural and urban poor.

2.9 NULM would aim at partnership with the private sector in providing skill training, employment and operation of shelter for homeless. It will strive for active participation of private and civil society sectors in providing shelter to the urban homeless, skill training and placement of the urban poor and also in facilitating technological, marketing and handholding support for the urban poor entrepreneurs who want to be self-employed and set up their own small businesses or manufacturing units.

## Values

2.10 The mission will espouse the following values:

- i Ownership and productive involvement of the urban poor and their institutions in all processes;
- ii Transparency in programme design and implementation, including institution - building and capacity strengthening;
- iii Accountability of government functionaries and the community;
- iv Partnerships with industry and other stakeholders; and



- v Community self-reliance, self-dependence, self-help and mutual-help.

## Strategy

2.11 NULM will adopt the following strategy:

- i Building capacity of the urban poor, their institutions and the machinery involved in the implementation of livelihoods development and poverty alleviation programmes through handholding support;
- ii Enhancing and expanding existing livelihoods options of the urban poor;
- iii Building skills to enable access to growing market-based job opportunities offered by emerging urban economies;
- iv Training for and support to the establishment of micro-enterprises by the urban poor – self and group;
- v Ensure availability and access for the urban homeless population to permanent 24-hour shelters including the basic infrastructural facilities like water supply, sanitation, safety and security;
- vi Cater to the needs of especially vulnerable segments of the urban homeless like the dependent children, aged, disabled, mentally ill, and recovering patients etc., by creating special sections within homeless shelters and provisioning special service linkages for them;
- vii To establish strong rights-based linkages with other programmes which cover the right of the urban homeless to food, healthcare, education, etc. and ensure access for homeless populations to various entitlements, including to social security pensions, PDS, ICDS, feeding programmes, drinking water, sanitation, identity, financial inclusion, school admission etc., and to affordable housing;
- viii To address livelihood concerns of the urban street vendors by facilitating access to suitable spaces, institutional credit, social security and skills to the urban street vendors for accessing emerging market opportunities.



## **NULM Mission Cities and Target Population**

3.1 In the 12th Five Year Plan, NULM will be implemented in all District Headquarter Towns and all other cities with a population of 100,000 or more as per 2011 Census. However, other towns may be allowed in exceptional cases on request of the States.

3.2 The primary target of NULM is the urban poor, including the urban homeless. The Socio-economic and Caste Census (SECC), 2011 for identification of urban poor is currently under progress. Accordingly, as an interim measure, the target of NULM will be the urban population identified presently as below poverty line population in urban areas by the States/UTs. The coverage may be broadened to include families of disadvantaged groups like SCs, STs, women, minorities, disabled etc. subject to a maximum of 25 percent of the above urban poor population.



## Social Mobilisation And Institution Development (SM&ID)

4.1 The mobilisation of urban poor households to form their own institutions is an important investment for an effective and sustainable poverty reduction programme. NULM envisages universal social mobilisation of urban poor into Self-Help Groups (SHGs) and their federations. At least one member from each urban poor household, preferably a woman, should be brought under the Self-Help Group network in a time-bound manner. These groups will serve as a support system for the poor, to meet their financial and social needs. Normally, women SHGs will be formed, however male SHGs of handicapped persons will be allowed to be formed.

4.2 NULM would lay particular emphasis on the mobilisation of vulnerable sections of the urban population such as SCs, STs, minorities, female-headed households, persons with disabilities, the destitute, migrant labourers, and especially vulnerable occupational groups such as street vendors, rag pickers, domestic workers, beggars, construction workers, etc.

4.3 SHGs will federate at the Slum/Ward-level into an Area Level Federation (ALF). ALFs will organize into federation at the City level as a City Level Federation (CLF). The existing area-based structures created under SJSRY – Neighbourhood Group (NHG), Neighbourhood Committee (NHC) and Community Development Society (CDS) may be suitably transformed into SHG-based structures in due course. The Area Level Federation and City Level Federations will be registered bodies.

### Sub-Component – Building Community Institutions: SHGs and their Federations

4.4 For catalysing the formation of SHGs and their federations and to promote the financial inclusion of SHG members under NULM, Resource Organisations (ROs) will be engaged to facilitate the formation of SHGs, their development and bank-linkages, formation of their federations at the area and city levels, training and capacity building, and establishing links to ULBs and to mitigate social, occupational and residential vulnerabilities.

4.5 Autonomous registered agencies set up by State or Central Government or well established long-standing federations of SHGs having significant experience in managing large-scale community driven programmes and developing successful implementation strategies in social mobilisation and institution building in urban or rural areas may be preferred as Resource Organisations.

4.6 In addition, non-government organisations may be selected as a Resource Organisation on the basis of strict criteria including registration status of the organisation, turnover, number of years of experience, sound procurement and financial management capacity, number of dedicated expert staff, domain knowledge and prior experience in social mobilisation of poor households, training and capacity building, livelihood promotion, and bank linkage of the community organisations.



4.7 A maximum of Rs. 10,000/- can be spent per self help group for its formation, handholding up to two years, training of all the members, bank linkage, formation of federation and other related activities. States will be expected to enter into an agreement with Resource Organisations and payment will be made on the basis of milestones like SHG formation, training of members, bank linkage, formation of federation at the area and city levels and access to benefits under NULM, including revolving fund. The Resource Organisation will handhold the SHG for a period up to two years.

4.8 The services of ASHA / Anganwadi workers and other community level functionaries under various schemes / programmes of the Central and State Governments may also be utilised at the field level to facilitate the formation of SHGs under NULM.

### **Sub-Component – Universal Financial Inclusion**

4.9 NULM aims to achieve universal financial inclusion, through opening of basic savings accounts, facilitating access to financial literacy, credit, affordable insurance, and remittance facilities to the urban poor and their institutions. It will also coordinate with financial institutions to encourage the use of ICT-based technologies, financial correspondents and community facilitators like “Bank Mitras” and “Bima Mitras” for the benefit of the urban poor. In particular, NULM will facilitate coverage of urban poor households under schemes such as Rashtriya Swasthya Bima Yojana (RSBY), Jan Shree Bima Yojana (JSBY) and similar programmes.

### **Sub-Component – Revolving Fund Support to SHGs and their Federations**

4.10 NULM envisages that Thrift and Credit (T&C), functional literacy and basic skills training would be the main trinity of activities of Self-Help Groups (SHGs). A Revolving Fund support to the tune of Rs.10,000/- per SHG will be provided to SHGs with more than 70 percent urban poor members and those, which have not availed such support earlier. This Revolving fund is to be given only to those SHGs who have been doing thrift and credit activities for at least six months.

4.11 A Revolving Fund support of Rs.50,000/- would be available to a registered Area Level Federation (ALF) to sustain their activities.

### **Sub-Component – City Livelihood Centres (CLCs)**

4.12 The objective of City Livelihoods Centre (CLC) is to provide a platform where by the urban poor can market their services and access information and other benefits. CLCs will act as a “one-stop shop” for those seeking services from the informal sector as well as for the urban poor promoting their services and products.

4.13 CLCs will be positioned as a resource centre for those seeking information relating



to employment and skills training opportunities, etc. The centres may give the poor; access to information on market demand, skills training programmes offered and placement opportunities. For those seeking skills training, wage employment or aiming to establish and sustain self-employment ventures, the Livelihood Centres can facilitate necessary guidance, counselling and technical support.

4.14 Establishment of City Livelihood Centres (CLCs) will be permissible as per the following norms:

Population of city	Ceiling on Number of CLCs to be established
Between 1-3 lakh	1
More than 3 lakh and upto 5 lakh	2
More than 5 lakh and upto 10 lakh	3
Above 10 lakh	8
District Headquarter Towns with population below 1 lakh	1

4.15 A grant of Rs. 10 lakh per CLC will be provided as 'untied funds' in instalments linked to achievement of milestones. This amount can be used for a corpus fund, basic training facilities and equipment like computers, product demonstration outlets, furniture, rent (where building is not available), telephone and other operational expenses, staffing support on contract basis, etc. They may operate on a revenue-generating and self-sustaining model. States/Urban Local Bodies may consider additional support to these centres from their own resources.

4.16 CLCs shall be established by any Facilitating Agency viz., CLFs/ SHGs/ NGOs/CBOs/ Resource Institutions/ Private sector Organisations etc., through Public Private Community Partnership (PPCP) model.

### **Sub-Component– Training & Other Capacity Building Programmes for SHGs and their Federations**

4.17 This component will be used for training and capacity building of SHGs and their federations on various issues like bank linkage, book keeping and accounts, micro-planning, micro-investment process, roles and responsibilities of members, etc. The component will be implemented by national, state and city resources centres/agencies including civil society organisations, and Mission Management Units at various levels.

4.18 For training of members of ALFs and CLFs, the ceiling amount that can be used for capacity building and training at the Central/State/City level will be Rs.7,500 per trainee on an average. Part of the amount may also be used for community-to-community learning/exposure and immersion visits of members of SHGs and their federations and programme-related personnel.



## Capacity Building And Training (CB&T)

5.1 A key objective of the Capacity Building and Training component is to transform the role of the Ministry of Housing & Urban Poverty Alleviation and State Agencies in charge of urban poverty alleviation into providers of high quality technical assistance in the fields of urban livelihoods promotion and urban poverty alleviation.

### Sub-Component - Technical Support at National, State and City Levels

5.2 The objective of this sub-component is to establish timely and high quality technical assistance at Central, State and City levels to roll out and implement NULM.

5.3 A National Mission Management Unit (NMMU) will be established at the Centre. Additionally, support to States and Cities would be provided for setting-up of State Mission Management Unit (SMMU) and City Mission Management Unit (CMMU) with good quality livelihood and programme management professionals and developing efficient institutional systems like HR, MIS, financial management, procurement, and social management. Technical support would also be provided to the States/Cities to undertake comprehensive situational analysis to capture various dimensions of urban poverty in the State/Cities. This would help States to prioritize interventions and resources while formulating State/City Urban Poverty Reduction Strategy/Action Plans. Specific technical assistance in each of programmatic themes would be offered to provide implementation support to States/Cities/Towns for achieving NULM outcomes. The funds required for NMMU will be allocated to the Mission Directorate at Central level and those for SMMUs and CMMUs will be released to State Missions.

5.4 Mission Management Units (MMUs) will be established at the Centre, States and in NULM mission cities with dedicated technical support as follows:

Mission Management Unit	No. of technical staff per unit
NMMU	10
SMMU – Big States	6
SMMU – Small States	4
CMMU – DHQ towns (below 1 lakh population) and small towns (between 1 and 3 lakh population)	2
CMMU – Medium Towns (between 3 and 5 lakh population)	3
CMMU – Large Towns (greater than 5 lakh population)	4
Community Organizers	1 CO per 3000 urban poor families

The list of Big and Small State/UT is at **Annexure**.



5.5 The funding support for SMMU and CMMU will be available only for five years. It is expected that during this period, states will create and establish their municipal cadres for sustained implementation of NULM and other urban poverty alleviation programmes.

### **Sub-Component– Training & Other Capacity Building Programmes for MMUs**

5.6 This component will be used for training and capacity building of the technical resource persons of the MMUs at National, State and City level. The component will be implemented by national, state and city resources centres/agencies including civil society organisations, and Mission Management Units at various levels. The ceiling amount that can be used for capacity building and training at the Central/State/City level will be Rs.7,500 per trainee on an average. Part of the amount can be used for community-to-community learning/exposure and immersion visits of members of the MMUs and programme-related personnel. Resource Centres / institutions / agencies will be empanelled through a transparent process for the purpose of imparting training as per guidelines.



## Employment Through Skills Training And Placement (EST&P)

6.1 This component of NULM will focus on providing assistance for development / upgrading of the skills of the urban poor so as to enhance their capacity for self-employment and salaried employment. EST&P intends to provide training to the urban poor as per the skill demand from the market, so that they can set up self-employment ventures or secure salaried employment. EST&P will target the urban poor subjected to occupational vulnerability. No minimum or maximum educational qualification is prescribed for the selection of beneficiaries under EST&P. The percentage of women beneficiaries under EST&P shall not be less than 30 percent. SCs and STs must be benefited at least to the extent of the proportion of their strength in the city/town population of poor. A special provision of 3 percent reservation should be made for the differently-abled under this programme. In view of the Prime Minister's 15-Point Programme for the Welfare of Minorities, at least 15 percent of the physical and financial targets under this component shall be earmarked for the minority communities. Apart from that, special attention will be paid to the skill upgradation of vulnerable groups like beggars, rag pickers, construction workers, destitute, etc.

6.2 Skill training will be linked to accreditation and certification and preferably be undertaken on a Public-Private-Partnership (PPP) mode. It will involve reputed institutes, including ITIs, Polytechnics, NITs, industry associations, engineering colleges, management institutes, skill training centres, foundations, NSDC and other reputed entities in government, private and civil society sectors. The selection of these institutes/agencies to impart skills training shall be subject to a transparent process/ verification of brand image and the quality of instructions being imparted.

6.3 The cost per beneficiary shall not exceed Rs.15,000 (Rs.18,000 for North-Eastern and Special Category States), which will include training cost, trainee mobilisation, selection, counselling, training material, trainers' fee, certification, toolkit, other miscellaneous expenses to be incurred by the training institution and also micro-enterprise development/ placement related expenses. If the training cost is higher than the maximum cost per beneficiary permissible under the scheme, the same may be met by the State Government or the beneficiaries.

6.4 A part of the payment will be linked to establishment of and satisfactory performance of micro-enterprise for at least a period of 6 months or retention in the placed jobs for at least a period of 6 months.

6.5 The organisations/agencies imparting skill training should work closely with reputed institutes, certifying institutions, industry, SHGs, their federations and CLCs in ULBs for identification, counselling, training, certification and placement of beneficiaries. For placement linked skill training, the Skill Training Providers (STPs) will be responsible for at least 50 percent placement in remunerative jobs or as decided by the National Skill Development Authority.

6.6 Given the diversity of local contexts, each State will decide the skills important for their



local economies. Apart from hard skills, training on soft skills should also be provided as a part of the same training programme. This may include Spoken English/National/State Language, Financial Literacy, Computer Literacy, Life Skills including training on office and social etiquette, punctuality, etc. States may reflect appropriate specification in that regard in the selection of and agreement signed with Skills Training Providers (STPs).

6.7 Cost for training in different sectors for varying durations with placement/certification is to be worked out by the respective Mission Management Units at Central, State and City levels subject to the guidelines to be issued under NULM.



## Self-Employment Programme (SEP)

### Sub-Component – Self Employment-Individual and Group Enterprises

7.1 This component will focus on financial assistance to individuals/groups of urban poor for setting up gainful self-employment ventures/ micro-enterprises, suited to their skills, training, aptitude and local conditions. The under-employed and unemployed urban poor will be encouraged to set up small enterprises relating to manufacturing, servicing and petty business for which there is considerable local demand. Local skills and local crafts should be particularly encouraged. Each City/Town should develop a compendium of such activities/projects keeping in view skills available, marketability of products, costs, economic viability etc. No minimum or maximum educational qualification is prescribed for the selection of beneficiaries under SEP. The percentage of women beneficiaries under SEP shall not be less than 30 percent. SCs and STs must be benefited at least to the extent of the proportion of their strength in the city/town population of poor. A special provision of 3 percent reservation should be made for the differently-abled under this programme. In view of the Prime Minister's 15-Point Programme for the Welfare of Minorities, at least 15 percent of the physical and financial targets under this component shall be earmarked for the minority communities.

7.2 Under this component, setting up of both individual and group micro enterprises will be supported. The project cost ceiling will be Rs. 2.00 lakh for individual enterprises and Rs. 10 Lakh for group enterprises. Individual and groups may be provided loan from the banks and the application for such loans be preferably recommended by the SHGs.

7.3 Interest subsidy over and above 7 percent rate of interest will be available on a bank loan for setting up of an individual or group enterprise. No collateral is envisaged other than the micro-enterprise itself.

### Sub-Component – SHG - Bank Linkage

7.4 Also, Interest Subsidy over and above 7 percent rate of interest will be applicable to all SHGs accessing bank loan. An additional 3 percent interest subvention will be provided to all women SHGs who repay their loan in time in all the cities.

7.5 The interest subvention will be subject to timely repayment by the beneficiaries. Suitable certification from banks will be obtained in this regard. The difference between 7 percent or 4 percent as the case may be and the prevailing rate of interest will be provided to banks under NULM.



### **Sub-Component – Credit Card for enterprise development**

7.6 Under this component, efforts will be made to cover beneficiaries with credit cards for working capital and other purposes.

### **Sub-Component – Technology, Marketing and Other Support**

7.7 Technology, marketing, consultancy (advice) and other support may also be provided by States/cities to beneficiaries in setting up micro-enterprises, in relation to input procurement, production, packaging, branding, marketing, etc. This may include provision of selling places for poor street vendors in the form of kiosks and rehri markets, weekend markets/festival bazaars/evening markets etc. in municipal grounds or on road sides on one hand and technical assistance with regard to market potential survey, input procurement, joint brand naming/designing, advertising, marketing, etc. on the other.



## Support to Urban Street Vendors

8.1 This component aims at skilling of street vendors, support micro-enterprise development, credit enablement and pro-vending urban planning along with supporting social security options for vulnerable groups such as women, SCs/STs and minorities. Up to 5 percent of the total NULM budget will be spent on this component.

### Sub-Component - Pro-vending urban planning

8.2 Under NULM, states and cities will conduct a periodic socio-economic survey of street vendors, register street vendors and will issue Identity cards for street vendors. A database of street vendors will be developed and maintained at each city. This will enable States/ULBs to prepare pro-vending urban planning and provide space for street vending.

### Sub-component - Skill Development and Micro-enterprise Development support for Street Vendors

8.3 Under NULM, poor and EWS street vendors in urban areas can access skill training under the EST&P component of NULM and micro-enterprise development support under the SEP component of NULM.

### Sub-component - Credit-enablement of Street Vendors

8.4 Street Vendors will be encouraged to access basic banking services. Additionally, efforts will be made to cover individual beneficiaries with Credit Cards so as to enable street vendors access for working capital and other purposes.

### Sub-component - Development of Vendors' Markets

8.5 Development of vendors' market/vending zones/informal sector markets in accordance with Town Vending Plans with infrastructure/civic facilities such as paving, water supply, solid waste disposal facility, lighting, storage space, parking facilities etc.

### Sub-component - Social Security Convergence

8.6 Under NULM, street vendors will be encouraged to access other social security benefits available to them through various schemes of the Government of India (such as Rashtriya Swasthya Bima Yojana), state-level and city-level social security and social assistance initiatives / schemes.



## Funding Pattern And Financial Process

9.1 The financing of the Mission shall be shared between the Centre and the States/UTs on the following basis:

Sl. No	States/UTs	Central Share ( percent)	State Share ( percent)
1	North Eastern and Special Category States (Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Tripura and Sikkim; Uttarakhand, Himachal Pradesh, Jammu and Kashmir)	90	10
2	All other States and Union Territories	75	25

9.2 The Central share to be released to States under NULM will be tentatively allocated between the States / UTs in relation to the incidence of urban poor population. However, additional parameters like absorption capacity (based on the past trend of funds utilisation in poverty alleviation schemes) and special requirement will also be taken into consideration during the course of the year, depending on physical and financial progress of NULM reported by States.

9.3 State / UT – wise annual physical targets under the Mission will be tentatively fixed on the basis of the all-India targets decided by the Mission Directorate. State / UT – wise progress will be monitored against these targets.

9.4 The release of Central share to States / UTs, will be done in two instalments – directly to the account of the State Mission Management Unit. Central share will be released to States / UTs only after they fulfil the prescribed criteria regarding submission of Utilisation Certificates (UCs) in accordance with the relevant General Financial Rules as well as release of matching State share for the past releases. After retaining the State component, the remaining amount shall be released by the SMMU to CMMU in accordance with targets set/projects received.

9.5 Under NULM, there will be periodic monitoring of release of funds. However, in order to promote better utilisation of funds under NULM, the idle funds at the central level, which could not be released to the States / UTs, not fulfilling the prescribed criteria, may be diverted to better performing States / UTs (or to centrally administered components) in the 4th quarter of a given financial year, keeping in view their performance and demand for additional funds.

9.6 Indicative component-wise allocation of central share will be intimated by the Mission Directorate, NULM, Ministry of Housing & Urban Poverty Alleviation to the States / UTs from time - to - time so as to ensure balanced coverage of all components under NULM as well as better utilisation of available funds. The States may change the inter - se allocation between the components of the Scheme depending on their need with the approval of Mission Directorate, NULM, Ministry of Housing & Urban Poverty Alleviation.



## Scheme of Shelter For Urban Homeless (SUH)

10.1 The main objective of Scheme of Shelter for Urban Homeless (SUH) is to provide shelter and all other essential services to the poorest of the poor segment of urban societies. The shelters should be permanent all-weather 24 x 7 shelters for the urban homeless. For every one lakh urban population, provisions should be made for permanent community shelters for a minimum of one hundred persons. Depending upon local conditions each shelter could cater to between 50 and 100 persons.

10.2 Priority would be given to cities with population above one million in census of 2011, and other cities and towns identified by the Government of India/ State Governments to be of special social, historical or tourist importance.

10.3 For shelter planning purposes, a space of 50 sq. feet or 4.645 Sq. meters or say, 5 square meters per person may be taken as the minimum space to be provided.

10.4 The basic common facilities/amenities such as water, sanitation, electricity, kitchen/ cooking space, common recreation space may be provided at the shelters for dignified human living. Also linkage with Anganwadi, PHC, childcare facilities and other social assistance programme, etc. may be ensured.

10.5 **Linkages with entitlements:** Shelters should be a space for convergence and provisions of various entitlements of social security, food, education and health care systems. All homeless persons, in shelters should be given priority under various schemes, and Government programmes. This is because the homeless are unable to access many services due to lack of documentary proof such as address and birth proof etc.

10.6 **Location of Shelters:** Location should be close to homeless concentrations and work sites as far as practicable. They may be located close to the areas where the poorest congregate like railway stations, bus depots, terminals, markets, wholesale mandis etc. The Urban Development Projects Formulation and Implementation (UDPFI) guidelines and Master Plans may be suitably amended to permit construction of such shelters in public and semipublic use zones, industrial and recreational areas.

10.7 **Design of Shelters:** Where existing infrastructure / public buildings are being used, suitable refurbishment and augmentation to meet requisite services / space requirement should be done. Permanent shelters may be built of concrete or durable and weather proof alternate structures. The State Governments will be encouraged to adopt innovative designs for low cost and energy efficient buildings.

10.8 Each implementing Organisation shall set up a Shelter Management Committee (SMC),



comprising preferably caretakers, and persons nominated from amongst residents of the shelter. Such a Shelter Management Committee shall be responsible for daily management, upkeep, cleanliness and discipline at the shelter.

10.9 Each shelter will be managed by a full time staff / team comprising a field officer (coordinator, overseeing smooth functioning, Government interface), a home manager (kitchen management, record maintenance, dispute resolution etc.), a resident shelter caretaker, and a watchperson. These may or may not be Government staff and resourced through agencies/ institutions responsible for operating the shelters.

10.10 The Community Kitchens may be run by the State agencies or any private agencies for provision of healthy and hygienic food at affordable rates to the poor. Voluntary participation of the beneficiaries should be encouraged to bring in a sense of ownership.

10.11 **Funding Pattern for SUH:** Government of India would fund 75 percent of the cost of construction of the shelters and 25 percent would be the State contribution. In case of Special Category States (Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura, Jammu and Kashmir, Himachal Pradesh and Uttarakhand), this ratio will be 90:10. It will be the responsibility of the State Governments to bring in land as their contribution.

10.12 For Operation & Maintenance of the shelter, Central Government would provide 75 percent or 90 percent of the Operational & Maintenance cost, as the case may be for each shelter to all states for 5 years.

10.13 Nominal charges as rent could be collected depending on the income levels of the urban homeless at rates ranging from 1/10 to 1/20 of their income, so as to bring in commitment of the beneficiaries. This fund could be utilized for maintenance of the facilities. For those with no payment capacities, total exemption could be granted.



## Innovative And Special Projects

11.1 This component will focus on the promotion of novel initiatives in the form of innovative projects. These initiatives may be in the nature of pioneering efforts, aimed at catalysing sustainable approaches to urban livelihoods through Public, Private, Community Partnership (P-P-C-P), demonstrating a promising methodology or making a distinct impact on the urban poverty situation through scalable initiatives. The projects must demonstrate strategies to create long-term and sustainable livelihood opportunities and may cover organisation of the urban poor, formulation and implementation of innovative skill development programme, provision of support infrastructure, technology, marketing, capacity building, etc. or a combination of these. Innovative / special projects may be undertaken on a partnership mode involving CBOs, NGOs, semi-government Organisations, private sector, industry associations, government departments/agencies, urban local bodies, national/state/city resource centres or international organisations.

11.2 For this component, 5 percent of the total Central funds will be used. This component will be centrally administered and no state share provision will be needed. Special projects covering proposals under any of the components will be implemented directly by the National Mission Directorate.



## **Administration And Other Expenses (A&OE)**

12.1 2 percent of the allocation under NULM can be utilized at the Centre/State/City levels for administration and other expenses, including monitoring, development and maintenance of database, MIS, e-tracking, evaluation and other activities.

## **Information, Education And Communication (IEC)**

12.2 3 percent of the allocation under NULM can be utilized at the Centre/State/City levels for the purpose of IEC.



## NULM Administration And Mission Structure

13.1 The National Urban Livelihoods Mission will have a three-tier interdependent structure. At the apex of the structure will be the National Mission Management Unit (NMMU), under the Ministry of Housing & Urban Poverty Alleviation, Government of India as an independent society under the charge of a Mission Director reporting to Secretary, Housing & Urban Poverty Alleviation. Till such time an independent society is set up, NULM will operate as a programme of Ministry of Housing & Urban Poverty Alleviation with a dedicated staffing structure. At the State level, there will be State Mission Management Unit (SMMU) under an independent society headed by a Mission Director reporting to the Secretariat Department dealing with Municipalities, which is responsible for implementing skill development/ employment/livelihoods promotion programmes. At the city level, a City Mission Management Unit (CMMU) will be established in all NULM Cities to work under the overall guidance of the SMMU.

13.2 Technical Advisory Groups (TAGs) at the national, state, and city levels will be established which will consist of experts in skills and livelihoods, financial inclusion, social mobilisation, capacity building, representatives from industry associations, etc. The members of National TAG for NULM and Chairperson will be nominated by Minister (HUPA); members and Chairperson of the State TAG will be decided by the Chief Minister of the State/Administrator of the UT concerned and will include two nominations from Ministry of Housing & Urban Poverty Alleviation. Suitable guidelines will be issued by the State/UT concerned for the formation of City TAGs for NULM.

### National Mission Management Unit (NMMU)

13.3 NULM will have a Governing Council (GC) chaired by the Minister for Housing & Urban Poverty Alleviation and an Executive Committee (EC) chaired by the Secretary, Housing & Urban Poverty Alleviation. The GC will be the policy-making body setting overall vision and direction to the Mission, consistent with the national objectives. It will lay down priorities and review overall progress and development of the Mission. The composition of the GC will be as follows:

Sl No.	Designation	Membership
1.	Minister, Housing & Urban Poverty Alleviation	Chairperson
2-4.	State Ministers of UD / LSG / MA on a rotation basis (x3) nominated by Chairperson	Members
5.	Member (Urban Development), Planning Commission	Member
6.	Member (Labour & Employment), Planning Commission	Member
7.	Secretary, Urban Development	Member
8.	Secretary, Rural Development	Member
9.	Secretary, Human Resource Development	Member



Sl No.	Designation	Membership
10.	Secretary, Labour & Employment	Member
11.	Secretary, Micro, Small & Medium Enterprises	Member
12.	Secretary, Women and Child Development	Member
13.	Secretary, Social Justice & Empowerment	Member
14.	Adviser to Prime Minister in charge of Skill Development	Member
15	Deputy Governor, Reserve Bank of India in charge of Banking Affairs	Member
16.	Chairperson of the Board, National Skills Development Corporation	Member
17-19	Eminent Livelihood Expert/Civil Society/Industry Representatives (x3) nominated by the Chairperson	Members
20	Secretary (HUPA)	Member-Convenor
21	Any other member(s) co-opted by the Chairperson	Member(s)

13.4 The Executive Committee (EC) will be constituted under the chairpersonship of Secretary, Ministry of Housing and Urban Poverty Alleviation, GoI, to oversee the activities of the Mission. The EC will ensure smooth functional linkages between different missions, departments and institutions through its constitution. The Chairperson of the EC may nominate additional members to the Committee as per requirement. The composition of the EC will be as follows:

Sl. No.	Designation	Membership
1.	Secretary, Housing & Urban Poverty Alleviation	Chairperson
2.	Secretary, Urban Development or his nominee	Member
3.	Secretary, Financial Services, M/o Finance or his nominee	Member
4.	Deputy Governor, RBI or his nominee	Member
5.	Chairman, Indian Banks Association	Member
6.	Secretary, Rural Development or nominee	Member
7.	Secretary, Labour & Employment or nominee	Member
8.	Secretary, Micro, Small & Medium Enterprises or nominee	Member
9.	Secretary, Department of School Education or nominee	Member
10.	Secretary, Women and Child Development or nominee	Member
11.	Secretary, Social Justice & Empowerment or nominee	Member
12-13.	Senior Advisors (UD) & (LEM), Planning Commission	Members
14.	Mission Director (JNNURM), Ministry of Housing & Urban Poverty Alleviation	Member
15.	Joint Secretary & Financial Adviser, Ministry of Housing & Urban Poverty Alleviation	Member
16-17.	State Secretaries of UD / LSG / MA on a rotation basis (x3)	Members
18.	CEO, National Skills Development Corporation	Member



Sl. No.	Designation	Membership
19-20.	Eminent Livelihood Experts/Civil Society Representatives (x2) as nominated by Minister, Housing & Urban Poverty Alleviation	Members
21-23	Municipal Commissioners (x3) on a rotation basis nominated by the Chairperson	Members
24.	Mission Director (NULM, Ministry of Housing & Urban Poverty Alleviation)	Member-Convenor
25.	Any other member(s) co-opted by the Chairperson	Member(s)

13.5 NULM will be set up as an independent society supported by a ‘National Mission Management Unit (NMMU)’. This unit will function under the overall supervision of the Mission Director. The NMMU will support implementation of the National Urban Livelihoods Mission. The Mission Director will be supported by two Directors, 4 Under Secretaries, 5 Section Officers and 6 Assistants, other subordinate staff and a technical support team with at least 10 technical experts.

13.6 The NMMU’s tasks will be to facilitate the setting up of SMMUs and CMMUs with adequate staffing, provide support in preparing the Perspective Plans (State Urban Poverty Reduction Strategy) and City Livelihood Development Plans, preparation of guidelines under NULM, oversee the implementation of NULM, facilitation of the creation of shelters for urban homeless and liaise with other Missions/ Ministries/Departments/ Industry associations to explore areas for convergent action at the national, state and city levels.

### State Mission Management Unit (SMMU)

13.7 The implementation of National Urban Livelihoods Mission at the State level will be managed by a two-tier structure – A Governing Council and an Executive Committee. At the state-level, NULM will also have a Governing Council chaired by the Chief Minister of the State and an Executive Committee chaired by the Chief Secretary of the State.

13.8 The composition of the GC will be as follows:

Sl No.	Designation	Membership
1.	Chief Minister	Chairperson
2.	Finance Minister	Vice-Chair
3	Minister, Urban Development / LSG / Municipal Affairs/Administration – in charge of Urban Local Bodies	Member
4.	Minister, Rural Development	Member
5.	Minister, Labour & Employment	Member



6.	Minister, Industry	Member
7.	Minister, Health	Member
8.	Minister, Technical Education	Member
9.	Chief Secretary	Member
10.	State Lead Bank Officer	Member
11.	Representative of Ministry of Housing & Urban Poverty Alleviation, GoI	Member
12-13	Representatives of Urban Local Bodies – Mayors/Chairpersons (2)	Members
14-16	Livelihood Experts/Civil Society/Industry Representatives (3)	Members
17	Secretary/Principal Secretary in charge of NULM	Member-Convenor
18	Any other member(s) co-opted by the Chairperson	Member(s)

13.9 The composition of the EC will be as follows:

Sl No.	Designation	Membership
1.	Chief Secretary	Chairperson
2.	Secretary/Principal Secretary i/c of Urban Local Bodies	Member
3.	Secretary/Principal Secretary i/c of Urban Development/Housing	Member
4.	Secretary, Finance	Member
5.	Secretary, Rural Development	Member
6.	Secretary, Labour & Employment	Member
7.	Secretary, Social Welfare	Member
8.	Secretary, Health & Family Welfare	Member
9.	Secretary, Public Works Department	Member
10.	Secretary, Food & Civil Supplies	Member
11.	Secretary Social Justice & Empowerment	Member
12.	Secretary in charge of Primary Education	Member
13-14	State Lead Bank Officer and Head of another Nationalised Bank	Members
15.	State Representative of RBI	Member
16.	Industry Representative	Member
17-19.	Representatives of SHGs/Federations (3)	Members
20.	State Mission Director, NRLM	Member
21.	State Officer in charge of Technical Education / Labour/Industry	Member
22.	Representative of Ministry of Housing & Urban Poverty Alleviation	Member
23.	State Mission Director, NULM	Member-Convenor
24.	Any other member(s) co-opted by the Chairperson	Member(s)

13.10 The projects under SUH would be formulated, constructed and operated by the municipal



bodies or other agencies including the private organisations identified by the State Government or local bodies. Sanction of suitable and viable projects under SUH after appraisal of each project will be done at the level of State EC.

13.11 The State Urban Livelihoods Mission will be set up as a society and will be supported by a State Mission Management Unit (SMMU) to oversee the implementation of the Mission and other poverty alleviation programmes in the State. The National and the State Missions will have a symbiotic relationship. They will have mutual access to the knowledge and services in the area of urban livelihoods and poverty alleviation.

13.12 The SMMU will be headed by a State Mission Director (SMD) who will be assisted by at least 4 Project Officers in charge of skills and livelihood, micro-enterprises, capacity building and finance & administration. The State Mission will have functional autonomy under the overall charge of the Secretary/Principal Secretary concerned for implementing the Mission in the State.

13.13 As per the requirements, the State Unit would include experts in the areas of social mobilisation, institution development, capacity building and training, microfinance development, livelihoods promotion, skill training and placement in remunerative jobs, gender, communication, MIS, monitoring and evaluation, human resource, finance, administration, etc.

13.14 The SMMU will have a dedicated MIS Cell to undertake online monitoring. The SMMU will coordinate with programme management units for JNNURM and RAY to ensure convergence of programmes.

13.15 The SMMU will have the responsibility to ensure collaboration among various line Departments of the State Government to facilitate convergence of activities to derive optimal benefits from NULM and other programmes. It will use the services of national, regional and state resource institutions for the effective implementation of different components of the Mission's programmes and will also ensure proper coordination with the city level units of NULM.

### City Mission Management Unit (CMMU)

13.16 At the city level, NULM will be managed by an Executive Committee chaired by the Municipal Commissioner. The composition of the EC will be as follows:

Sl No.	Designation	Membership
1.	Municipal Commissioner	Chairperson
2.	Officer in charge of NRLM	Member
3.	Officer in charge of Industry	Member
4.	Officer in charge of Modular Employable Skills	Member



Sl No.	Designation	Membership
5.	Chief Medical Officer	Member
6.	District Social Welfare Officer	Member
7.	Senior-most CE / SE / EE of PWD posted at the district	Member
8.	Senior-most district-level officer responsible for primary / secondary education	Member
9.	District Supply Officer	Member
10-11	Representatives of Banks (2)	Members
12-13	Representatives of SHGs/Federations (2)	Members
14	City Project Officer, NULM	Member-Convenor
15	Any other member(s) co-opted by the Chairperson	Member(s)

13.17 In addition to livelihood components under NULM, the EC at the city level will be responsible for the planning, implementation and management of facilities created under SUH with the participation of municipal authorities, community representatives, civil society organisations, line departments and elected representatives.

13.18 A dedicated unit City Mission Management Unit (CMMU) will be managed by a City Project Officer (CPO). The CPO will be of the rank of a Deputy Municipal Commissioner/Executive Officer and will be assisted by one or more Assistant Project Officers (APOs) and a team of functional specialists in the fields of social mobilisation, institution and capacity building, micro finance, livelihoods/ micro enterprises. In metropolitan cities, the CPO will be assisted by at least two Assistant Project Officers (APO). The functional specialists will be appointed on contractual basis and will undertake activities in the respective fields under the leadership of City Project Officer. The CMMU will be linked to the community structures in the cities. The Community Organisers (COs) will be hired by the CMMU to facilitate this linkage. Each CO will cover at least 3,000 urban poor families.

13.19 CMMU will be responsible for implementing the Mission's programmes in the city following the NULM guidelines, developing and implementing City/Town Livelihood Development Plan and the administration and finance of NULM in the city.

13.20 The MMUs at the state and city levels are envisaged as long-term structures for livelihood and skill development of the urban poor on a continuous basis. Therefore, states will be expected to source human resources for the state and city-level MMUs through dedicated State/Municipal Cadres for Urban Community Development/ Poverty Alleviation (created where the same do not exist) who will be supported by experts/professionals on contract basis. Until the formulation and operationalisation of the cadres, funds will be available for various positions for managing NULM on contract basis for a period of five years.



## Monitoring & Evaluation

14.1 States / UTs will be required to send in Monthly Progress Reports (MPRs) /Quarterly Progress Reports (QPRs) in prescribed formats with regard to targets and achievements. Apart from MPRs/ QPRs, the Mission Directorate, NULM may prescribe other progress reports as may be considered appropriate from time to time. The States / UTs will establish suitable monitoring mechanisms and monthly reporting from the CMMUs regarding the progress of various components of NULM.

14.2 Given the geographic scale and magnitude of the resources and activities to be supported by NULM, a comprehensive and robust IT enabled NULM MIS would be established for tracking of targets and achievements. States / UTs will be required to submit progress reports online.

14.3 The monitoring activities will include, but not be limited to, third party evaluation, impact evaluation studies and social audit, etc. The evaluation of the mission will be undertaken during the course of its implementation to effect mid-term corrections and align the scheme on the achievement of its key objectives.

14.4 The cost for these activities will be met under the A&OE component of NULM.

## Guidelines for Implementation

15.1 The Mission Directorate in the Ministry of Housing and Urban Poverty Alleviation, Government of India will issue a set of detailed operational guidelines from time to time for each component and sub-component of NULM, for effective operationalisation, implementation and monitoring of the Mission.



### Annexure: List of States/UTs

List of big states	List of small states/UTs
1. Andhra Pradesh	1. Arunachal Pradesh
2. Assam	2. Goa
3. Bihar	3. Himachal Pradesh
4. Chhattisgarh	4. Jammu & Kashmir
5. Gujarat	5. Manipur
6. Haryana	6. Mizoram
7. Jharkhand	7. Meghalaya
8. Karnataka	8. Nagaland
9. Kerala	9. Sikkim
10. Maharashtra	10. Tripura
11. Madhya Pradesh	11. Uttaranchal
12. Orissa	12. Andaman & Nicodar Islands
13. Punjab	13. Chandigarh
14. Rajasthan	14. Dadar & Nagar Haveli
15. Tamil Nadu	15. Daman & Diu
16. Uttar Pradesh	16. Lakshadweep
17. West Bengal	17. Puducherry
18. Delhi	







**Government of India**  
**Ministry of Housing & Urban Poverty Alleviation**  
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