CHAPTER- IV

UPA PROGRAMMES IMPLEMENTATION THROUGH MISSION MODE APPROACH – A CASE STUDY OF ANDHRA PRADESH – MEPMA MODEL

4.0. Introduction

India’s rapid economic growth and urbanization has brought along with it a complexity of concerns that need to be addressed in order to ensure the long-term sustainability of continued economic and social development. As per the latest NSSO survey reports there are over 80 million poor people living in the cities and towns of India. The Slum population is also increasing and as per TCPO estimates 2001; over 61.80 million people were living in slums.

Urban poverty poses the problems of housing and shelter, water, sanitation, health, education, social security and livelihoods along with special needs of vulnerable groups like women, children and aged people. Poor people live in slums which are overcrowded, often polluted and lack basic civic amenities like clean drinking water, sanitation and health facilities. Most of them are involved in informal sector activities where there is constant threat of eviction, removal, confiscation of goods and almost non-existent social security cover\(^1\).

With growing poverty and slums, Indian cities have been grappling with the challenges of making the cities sustainable i.e. inclusive, productive, efficient and manageable. The challenge lies not only in having the requisite technical capability to deal with such problems but, more importantly, in ensuring that the appropriate policies

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and plans are in place to anticipate and deal with these issues so as to minimize adverse effects and achieve sustainable development.

The Government is well aware of this and has initiated preparation of strategies and plans for urban poverty alleviation. The Ministry of Housing & Urban Poverty Alleviation is the nodal Ministry of the Government of India dealing with urban poverty alleviation, including slum development and housing the urban poor. The Ministry is implementing a number of programmes such as Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and Swarna Jayanti Shahari Rozgar Yojana (SJSRY), wherein a people-centric approach has been contemplated to achieve the stipulated outcomes in a sustainable manner.

Besides, anti-poverty strategy has three broad components: promotion of economic growth; promotion of human development; and targeted programmes of poverty alleviation to address multi-dimensional nature of poverty. The various programmes targeted at the poor have been streamlined and strengthened in recent years. Appropriate institutional framework needs to be in place to implement strategies and plans. At present the Ministry of Housing & Poverty Alleviation plays a key role in urban poverty alleviation. It is the apex authority of Government of India at the national level to formulate policies, sponsor and support programmes, coordinate the activities of various Central Ministries, State Governments and other nodal authorities and monitor the programmes concerning all the issues of urban employment, poverty and housing in the country. To ensure an effective institutional framework at all levels, the Ministry of Housing & Urban Poverty Alleviation, Govt of India has suggested suitable administrative structures for implementing and converging urban poverty alleviation programmes in the guidelines of SJSRY scheme.
These guidelines suggest certain structures at the State, District and City levels for effective implementation of urban poverty alleviation programmes.

The current institutional framework for urban poverty alleviation in southern states of Andhra Pradesh, Kerala, Karnataka, Tamil Nadu and Puducherry is studied and presented so that strategies and plans for sustainable development will be fully and properly implemented.

4.1. Institutional Framework for Implementation

As we are aware that the kind of institutional framework used is very important in the implementation as we are suffering from inadequate institutional arrangement in the Indian economy. There is a view that an institutional framework designed to empower local governments’ helps inclusive growth and can serve the interests of the poor (Om Prakash Mathur, 2009). In fact, the post reform period is marked by one of the most extraordinary shifts that have come about in India in terms of the approach to thinking about cities and urbanization, and the institutional and financial frameworks that are viewed as necessary to address widespread urban poverty and other related urban issues. In recent years, the issues about the link between decentralization, devolution of powers and poverty reduction have come to the fore and questions are being asked on the role of decentralization in serving the poor, in promoting their participation in local decision making, and in improving the quality of poverty reducing public services such as health, education and social security.

Further, Debolina argued that the participatory governance in large cities is identified with the problem of elite capture and marginalization of the poor. The institutional vacuum created by the withdrawal of the State in the era of globalization has
been filled up by non-governmental and community based organizations. The wards committees, institutionalized through the 74th CAA have serious limitations in ushering in decentralized governance which led to middle class activism through resident welfare associations who became partners in the development process of cities (Kundu, D 2009).

Therefore, the institutional framework with empowered local self governments have been able to produce positive results in reducing the poverty and providing the services like health, education and social security in states like Kerala, and West Bengal. Against the above background we are trying to analyze the approaches adopted by the southern states in the implementation of SJSRY and urban poverty reduction.

This chapter discusses the implementation of reforms in the urban sector, ushered in by the 74th Constitutional Amendment Act 1990 Article 29 further exemplifying some of the model implementation practices. The chapter also deals with the various models that have been created in the process of implementation. Taking on from there some of the success factors contributing to the success of the initiative, are identified and discussed.

The 74th Constitutional Amendment Act 1992 is one of the landmark initiatives designed to decentralize urban governance that gave constitutional recognition to urban local bodies. The Act which requires state governments to amend their municipal laws in order to empower ULBs with the powers necessary to enable them to function as institutions of self governance have specified the list of local functions in the Twelfth Schedule which are wide in their scope and content to vest them with the powers to function as self governing institutions. The implementation of the Act by the states is further a mandatory reform to be carried out at state level under JnNURM. In the face of
lack of financial backup and need to seek state approval for either enhancement of existing taxes or levying new tax, the inbuilt thrust of the JnNURM reforms is to improve urban governance and tighten up their revenue generation by improving urban governance and service delivery mechanisms.

The 74th Amendment was an overall approach to eliminate poverty. It was also a very large step in democratic decentralization. It gave more power to the local bodies to participate in the development process and conducted direct elections for seats in municipalities via the State Election Commissioner appointed by the Governor. One-third of the seats were reserved for women. This amendment act included urban poverty alleviation plans, plans for slum improvement and up-gradation as a legitimate municipal function. An Urban Poverty Eradication (UPE) Cell was set up in each town headed by a trained Town Project Officer under the concerned Urban Local Body (ULB). A Finance Commission was constituted at the state level to review the municipal finances every five years.

The urban Poverty Alleviation initiatives in India have to a large measure targeted the emancipation of women along with infrastructural development. While the projects in themselves were wholesome, the poverty alleviation strategy missed out on the essential aspects of urban poverty. Urban poverty has three aspects, namely lack of formal means of livelihood, lack of security for residence, and other social insecurities, that come with the other two in addition to the lack of social security, micro-credit, etc. However, it is staggering to note that only a miniscule percentage of these initiatives actually targeted the creation of livelihood opportunities for the poor.
Till the 9th plan period, the urban initiatives were subsumed within the overall ambit of other program implementation. Thus the specific needs of the urban poor were largely ignored. Similarly, the informal sector has also been largely ignored. Huge hours of work, with incommensurate wages, lack of any security like for accidents, etc., inhuman conditions and their need to be available at all times forces them to stay close to work-places, thereby by default settling in slums. While pointing to the high development of cities in comparison to village development as responsible for the influx of migrants to cities, efforts at village development was given focus. However, this has not taken into account the development of urban migrants already settled in the cities.

Extending credit for the urban poor has also been a contentious issue where first, while micro-credit was not available through banks, higher level of credit which was not the poor man’s priority, required collateral security. Due to this twin disadvantage, the urban poor had to settle for transaction with other middlemen and the recent mushrooming micro-finance institutions, willing to pay higher rates of interest in return for non-competitive and timely credit supply.

The subsequent FYPs recognized these lacunae in quickening community partnership and the sole onus for this resting with the municipalities, have gone in for radically different strategy that vests the local government with the freedom to bring in community especially the poor within- to play an express part in the design, putting in place, their judicious utilization and post-project self management.

The JnNURM and the SJSRY, of the ministry of Urban Development and the Ministry for Urban Poverty Alleviation sought to implement urban reforms in a specific and decisive manner. Further revamped in 2009, the SJSRY gave the much needed
focus on livelihoods and skills development and the development of individual and
group-based self and wage employment. Further with the fillip given by the call of
Inclusive Development in the 11th and 12th Five Year Plan, inclusion of these elements
gave high level of freedom to the states in their implementation. Few successful models
came up in states especially in the South which reiterated the successful elements in the
poverty alleviation programs.

Many of the strategy applied for implementation had to do with re-vamping itself
into the Mission Mode in order to effectively implement its programs. Such was the case
while some states continued to implement the program within the framework of the state
itself. Thus one finds that within the country, there are both the mission mode and the
state structure mode for the implementation of urban poverty alleviation programs.

4.1. Institutional Framework for Implementation

In the implementation of reforms in the Urban Poverty Alleviation sector, proper
back-up in the form of a robust institutional arrangement is crucial. The setting up of a
dedicated structure and mechanism reflects the willingness of the state to give enhanced
focus on urban poverty alleviation, and as it were, accelerates the process of involving
the community especially the user groups in the implementation process which leads to
their systemic empowerment (i.e., from the basic level of creating the awareness and
demand, through the process of rising to take up the responsibilities that it entails).

This has been adequately exemplified in the implementation of Kudumbasree
(Kerala), MEPMA (Andhra Pradesh) and UMMEED (Gujarat) models of urban poverty
alleviation which have earned national acclaim for themselves, some elements of which
have also been incorporated into the latest version of the UPA program, namely, the National Urban Livelihoods Mission.

However, there are many administrative reforms at the administrative level that are not only desirable but imperative, in order to make the institutional setting viable. In the absence of an adequate administrative reform set to go with the institutional mechanism, the poverty initiative will not only be just a short-lived success, but in its reactive form, will also face the danger of presenting with many unintended results as side-effects, many times which are undesirable.

4.2. Mission Mode Approach vs. State Level Committees

While some states have adopted mission mode approach with a view to attack poverty on a high priority basis some others have appointed state level committees for the purpose. However, each one of them has its own merits and demerits in addressing the poverty in urban areas. Therefore, our attempt is to look at the relative advantage of each state approach adopted in the implementation of urban poverty issues. The following table explains the state/district/ULB level arrangements made in each one of the states for the implementation of activities under SJSRY.
<table>
<thead>
<tr>
<th>Sl. No</th>
<th>State /Implementing Agency</th>
<th>State level</th>
<th>District level</th>
<th>ULB level</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td><strong>Andhra Pradesh</strong>&lt;br&gt;Mission for Elimination of Poverty in Municipal Areas (MEPMA)</td>
<td>Governing Body&lt;br&gt;Executive Committee&lt;br&gt;State Mission – MEPMA / SUDA</td>
<td>District Project Management Unit (DPMU) /DUDA Coordination &amp; Monitoring Committee at District Urban Development Agency (DUDA) / District Project Monitoring Unit (DPMU)</td>
<td>UPA Cell&lt;br&gt;Co-ordination &amp; Monitoring Committee at ULB Level / Circle Level in Mission Cities of Hyderabad, Vijayawada &amp; Vishakhapatnam</td>
</tr>
<tr>
<td>2.</td>
<td><strong>Kerala</strong>&lt;br&gt;Kerala State Poverty Eradication Mission (KUDUMBASHREE)</td>
<td>Governing Body&lt;br&gt;Executive Committee&lt;br&gt;The State Mission</td>
<td>District Mission</td>
<td>Community Development Society (CDS)&lt;br&gt;Area Development Society (ADS)&lt;br&gt;Neighbourhood Group (NHG)</td>
</tr>
<tr>
<td>3.</td>
<td><strong>Karnataka</strong>&lt;br&gt;State Level Committee</td>
<td>State Level Committee&lt;br&gt;UPA Cell</td>
<td>District Level Committee&lt;br&gt;UPA Cell</td>
<td>Commissioner (Corporation)&lt;br&gt;UPA Cell</td>
</tr>
<tr>
<td>4.</td>
<td><strong>Tamil Nadu</strong>&lt;br&gt;State Urban Development Agency (SUDA)</td>
<td>Governing Body&lt;br&gt;Executive Committee&lt;br&gt;State Urban Development Agency (SUDA)&lt;br&gt;UPA Unit</td>
<td>Governing Body&lt;br&gt;Executive Committee&lt;br&gt;District Urban Development Agency (DUDA)&lt;br&gt;Project Implementation Unit (PIU)</td>
<td>Town Urban Poverty Eradication Cell (TUPEC)</td>
</tr>
<tr>
<td>5.</td>
<td><strong>Puducherry</strong>&lt;br&gt;Pondicherry Urban Development Agency (PUDA)</td>
<td>Governing Body&lt;br&gt;Pondicherry Urban Development Agency (PUDA)</td>
<td>Municipal Commissioner</td>
<td></td>
</tr>
</tbody>
</table>

Institutional arrangements or mechanisms for the implementation of UPA programs are presented. Government has initiated preparation of strategies and plans for Urban Poverty Alleviation including slum development and housing the Urban Poor are
presented besides implementing a number of programs such as Jawaharlal Nehru National Urban renewal Mission (JNNURM) and Swarna Jayanthi Shahari Rozgar Yojana (SJSRY). These guidelines suggest certain structures at the State, District and city levels for effective implementation of Urban Poverty alleviation Program’s institutional framework for Implementation Mission Mode Approach Vs State level committees and also presented the genesis of Mission for Elimination of Poverty in Municipal Areas (MEPMA) with its structure, Mission goal, Objectives of the Mission and MEPMA functions.

India's rapid economic growth and urbanization has brought along with it a multiple of concerns that need to be addressed in order to ensure the long-term sustainability of continued economic and social development. As per the NSSO survey reports there are over 80 million poor people living in the cities and towns of India. The Slum population is also increasing and as per TCPO estimates 2001; over 61.80 million people were living in slums.

Urban poverty poses the problems of housing and shelter, water, sanitation, health, education, social security and livelihoods along with special needs of vulnerable groups like women, children and aged people. Poor people live in slums which are overcrowded, often polluted and lack basic civic amenities like clean drinking water, sanitation and health facilities. Most of them are involved in informal sector activities where there is constant threat of eviction, removal, confiscation of goods and almost uncovered with social security cover\(^2\).

With growing poverty and slums, Indian cities have been grappling with the challenges of making the cities sustainable i.e. inclusive, productive, efficient and manageable. The challenge lies not only in having the requisite technical capability to deal with such problems but, more importantly, in ensuring that the appropriate policies and plans are in place to anticipate and deal with these issues so as to minimize adverse effects and achieve sustainable development.

Government of India (G.O.I), New Delhi is well aware of this and has initiated preparation of strategies and plans for urban poverty alleviation. The Ministry of Housing & Urban Poverty Alleviation is the nodal Ministry of the Government of India dealing with urban poverty alleviation, including slum development and housing the urban poor. The Ministry is implementing a number of programs such as Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and Swarna Jayanti Shahari Rozgar Yojana (SJSRY), wherein a people-centric approach has been contemplated to achieve the stipulated outcomes in a sustainable manner.

Anti-poverty strategy has three broad components: promotion of economic growth; promotion of human development; and targeted programs of poverty alleviation to address multi-dimensional nature of poverty. The various programs targeted at the poor have been streamlined and strengthened in recent years. Appropriate institutional framework needs to be in place to implement strategies and plans. The Ministry of Housing & Poverty Alleviation plays a key role in urban poverty alleviation. It is the apex authority of Government of India at the national level to formulate policies, sponsor and support programs, coordinate the activities of various Central Ministries, State Governments and other nodal authorities and monitor the programs concerning all the issues of urban employment, poverty and housing in the country.
To ensure an effective institutional framework at all levels, the Ministry of Housing & Urban Poverty Alleviation, Government of India, New Delhi has suggested suitable administrative structures for implementing and converging urban poverty alleviation programs in the guidelines of SJSRY scheme. These guidelines suggest certain structures at the State, District and City levels for effective implementation of urban poverty alleviation programs.

The current institutional framework for urban poverty alleviation in the state of Andhra Pradesh is presented as a case study in order to implement the strategies and plans for sustainable development.

4.3. Institutional Framework for Implementation

As we are aware of the kind of institutional framework used is very important in the implementation. In fact, the modern period is marked by one of the most extraordinary shifts that have come about in India in terms of the approach to think about cities and urbanization, and the institutional and financial frameworks that are viewed as necessary to address widespread urban poverty and other related urban issues. In recent years, the issues about the link between decentralization, devolution of powers and poverty reduction have come to the fore and questions are being asked on the role of decentralization in serving the poor, in promoting their participation in local decision making, and in improving the quality of poverty reducing public services such as health, education and social security.

It is argued that the participatory governance in large cities is identified with the problem of elite capture and marginalization of the poor. The institutional vacuum created by the withdrawal of the State in the era of globalization has been filled up by
non-governmental and community based organizations. The wards committees, institutionalized through the 74th CAA have serious limitations in ushering in decentralized governance which led to middle class activism through resident welfare associations who became partners in the development process of cities (Kundu, D 2009).

Therefore, the institutional framework with empowered local self governments (L.S.G’s) have been able to produce positive results in reducing the poverty and providing the services like health, education and social security in states like Kerala, and West Bengal. Against the above background the researcher has tried to analyze the approaches adopted by the Government of Andhra Pradesh in the implementation of SJSRY and urban poverty reduction.

4.4. Mission Mode Approach vs. State Level Committees

While some states have adopted mission mode approach with a view to attack poverty on a high priority basis others have appointed state level committees for the same purpose. However, each one of them has its own merits and demerits in addressing the poverty in urban areas. Therefore, the author’s attempt is to examine the relative advantage of A.P state is approach adopted in the implementation of SJSRY. The following table explains the state/district/ULB level arrangements made in each Andhra Pradesh state for the implementation of activities under SJSRY.

Table-4.2. UPA Institutional Framework Andhra Pradesh

<table>
<thead>
<tr>
<th>Sl. No</th>
<th>State / Implementing Agency</th>
<th>State level</th>
<th>District level</th>
<th>ULB level</th>
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</thead>
<tbody>
<tr>
<td>1.</td>
<td><strong>Andhra Pradesh</strong></td>
<td></td>
<td>District Project Management Unit (DPMU) /DUDA Coordination &amp; Monitoring Committee at District Urban Development Agency (DUDA) / District Project Monitoring Unit (DPMU)</td>
<td>UPA Cell Co-ordination &amp; Monitoring Committee at ULB Level / Circle Level in Mission Cities of Hyderabad, Vijayawada &amp; Vishakhapatnam</td>
</tr>
<tr>
<td></td>
<td><strong>Mission for Elimination of Poverty in Municipal Areas (MEPMA)</strong></td>
<td>Governing Body Executive Committee State Mission – MEPMA / SUDA</td>
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<td></td>
</tr>
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</table>
4.5. ANDHRA PRADESH: MEPMA: Genesis

The Government of Andhra Pradesh for the last few years has been focusing to organize the poor into self help groups as a strategy for urban poverty alleviation. This strategy was adopted by Andhra Pradesh Urban Services for the Poor (APUSP) (an innovative partnership project of Government of Andhra Pradesh and Department for International Development (DFID) of the Government of United Kingdom) in September 2005 and the project was implemented in 42 Class I towns in AP. The urban poor could access credit of Rs. 800 crores in a matter of 4 years of focused work as against Rs. 22 crores in four years earlier to the APUSP. The APUSP came to an end in December 2007.

Encouraged by this achievement, The Government of Andhra Pradesh (GoAP) later proposed to develop an institution which provides adequate investment to address infrastructure gaps in urban areas through funds from state plan and non-plan allocations, central government schemes and externally aided projects. The government also proposed to adopt the highly successful self help group (S.H.G) strategy in addressing the urban poverty. The strategy broadly includes:

- Building organizations for the poor as an essential prerequisite for poverty alleviation and through these organizations, the poor can save and invest efficiently

- Empowerment of the poor as the means of poverty eradication and through empowerment, the poor can also assert the right to resources intended for them and enhance their dignity and self respect.
- The need for sensitive support mechanism to catalyze the process of social mobilization and to create a new kind of animator/facilitator who is part of these support mechanisms.

- Building participatory monitoring and evaluation into the process so that self-corrective action can take place as the process evolves.

4.6. MEPMA Structure

In order to develop and implement the urban poverty strategy on the above lines, and also to address urban poverty alleviation in an integrated and comprehensive manner, the government decided to adopt a mission-mode approach to deal with various aspects of poverty. The Government of AP set up a society called the Mission for Elimination of Poverty in Municipal Areas (MEPMA), which was registered under Andhra Pradesh (Telangana Area) Public Societies Registration Act, 1350 F with functional autonomy. The government orders creating MEPMA also spelled out its structure at State and district levels, management support, staffing and program management strategy.

a) Mission Goal: All the 30 lakh poor families will have to improve the quality of life by accessing services from all organizations through their own strong self-reliant and self-managed institutions.

b) Objective of the Mission: To enable the urban poor particularly the poorest of the poor to eliminate poverty and vulnerability in a sustainable manner and improve their quality of life in urban areas.
c) MEPMA - functions:

- Develop strategies for elimination of poverty in urban areas,
- Profile the poor in urban areas using participatory methodologies,
- Organize poor into self help groups (SHGs),
- Promote and nurture federations of SHGs
- Organize continuous capacity building programs for staff and SHGs,
- Facilitate the groups to access finances from banking institutions,
- Take up skill development programs for self employment and wage employment,
- Facilitate pro-poor budgeting (p-budgeting) in ULBs,
- Address vulnerability like disability, old age, adolescent girls, child labour, etc.,
- Provide improved access to quality civic services to the poor,
- Take up any program that empowers the poor and/or addresses the various issues related to poverty elimination and human development,
- Implement programs sponsored by central and state governments for community development, institutional building and capacity enhancement,
- Access funds from central and state governments, financial institutions and other agencies.
Figure 4.1.: Institutional Framework of MEPMA

At the State Level; Organogram

(SD – Social Development, MIS – Management Information Systems, R&D- Research & Documentation, DEO - Data Entry Operators, OAs – Office Assistants)
4.7. State Level Governing Body

While constituting MEPMA, broad structure has been designed by Government. The MEPMA has a Governing Body and an Executive Committee with regard to management, it has a state level unit headed by Mission Director, a district level project management unit (DPMU) with District Collector as Chairman of the unit and District Project Officer as functional head and a ULB level unit headed by Town Project Officer who would be responsible for implementing the activities.

4.8. Governing Body of MEPMA - Composition:

The Governing Body under the Chairmanship of the Chief Minister has 21 members. The governing body with enlarged membership has representation of all agencies related with the implementation of urban poverty policies and programs in the state. The composition of the Governing Body is presented in table 4.3

Table-4.3: Composition of Governing Body MEPMA

<table>
<thead>
<tr>
<th></th>
<th>Hon’ble Chief Minister</th>
<th>Chairperson</th>
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<tbody>
<tr>
<td>1</td>
<td>Hon’ble Chief Minister</td>
<td>Chairperson</td>
</tr>
<tr>
<td>2</td>
<td>Hon’ble Minister for Municipal Administration and Urban Development Department</td>
<td>Vice-Chairperson</td>
</tr>
<tr>
<td>3</td>
<td>Secretary to Govt &amp; Commissioner, UPA, MA&amp;UD Dept</td>
<td>Member – Convener</td>
</tr>
<tr>
<td>4</td>
<td>Principal Secretary to Government, MA &amp; UD Dept</td>
<td>Member</td>
</tr>
<tr>
<td>5</td>
<td>Prl Secretary to Government, Rural Development Dept</td>
<td>Member</td>
</tr>
<tr>
<td>6</td>
<td>Prl Secretary to Government, Women Development and Child Welfare Department</td>
<td>Member</td>
</tr>
<tr>
<td>7</td>
<td>Principal Secretary to Government (IF), Finance Dept</td>
<td>Member</td>
</tr>
<tr>
<td>8</td>
<td>Principal Secretary to Government, Revenue Dept</td>
<td>Member</td>
</tr>
</tbody>
</table>
9. Commissioner & Ex-Officio Prl Secy to Govt, GHMC  Member
10. Prl Secy to Govt, Social Welfare Department  Member
11. Principal Secretary to Government, Health Department  Member
12. Principal Secretary to Government, Primary Education  Member
13. Principal Secretary to Government, Labour Department  Member
14. Commissioner & Director Municipal Adminn (C&DMA)  Member
15. Chief Executive Officer (CEO), Society for Elimination of Rural Poverty (SERP)  Member
16. Mission Director, MEPMA  Member
17. General Manager and Convener, State Level bankers Committee (SLBC), Andhra Bank, Hyderabad.  Member
18. Five Representatives from NGOs working in the poverty sector to be nominated by the Government  Members

Terms of Reference

The Governing Body shall meet as decided by the Chairperson or on the requisition of the Executive Committee to provide policy formulation, adequacy, strategy and finances.

The Government vide GO.MS.No.393 has constituted committees at State level, District Level and ULB Level for effective monitoring and evaluating the performance and implementation of IKP-Urban (MEPMA) at the levels of State, District and ULB.

4.9. Executive Committee at State Urban Development Agency (SUDA) / State Project Monitoring Unit (SPMU) level – Composition

The governing body of MEPMA is basically a policy making body. To facilitate implementation of policies articulated and decisions taken by the governing body an
Executive Committee under the chairmanship of Secretary and Commissioner UPA in the Department of MA&UD has also been established. The composition of Executive Committee presented in Table No.4.3.

**Table 4.4. Executive Committee at State Urban Development Agency**

<table>
<thead>
<tr>
<th>No.</th>
<th>Name of the Officer</th>
<th>Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Secretary to Government &amp; Commissioner, UPA, MA&amp;UD Department</td>
<td>Chairperson</td>
</tr>
<tr>
<td>2.</td>
<td>Mission Director, MEPMA</td>
<td>Member - Convener</td>
</tr>
<tr>
<td>3.</td>
<td>Commissioner &amp; Director, Municipal Admin (C&amp;DMA)</td>
<td>Member</td>
</tr>
<tr>
<td>4.</td>
<td>Chief Executive Officer (CEO), Society for Elimination of Rural Poverty (SERP)</td>
<td>Member</td>
</tr>
<tr>
<td>5.</td>
<td>Commissioner of Rural Development</td>
<td>Member</td>
</tr>
<tr>
<td>6.</td>
<td>Commissioner &amp; Director of Women Development and Child Welfare Department</td>
<td>Member</td>
</tr>
<tr>
<td>7.</td>
<td>Secretary to Commissioner, Revenue Department</td>
<td>Member</td>
</tr>
<tr>
<td>8.</td>
<td>Commissioner of Social Welfare</td>
<td>Member</td>
</tr>
<tr>
<td>9.</td>
<td>Commissioner of Health &amp; Family Welfare</td>
<td>Member</td>
</tr>
<tr>
<td>10.</td>
<td>Commissioner of Primary Education</td>
<td>Member</td>
</tr>
<tr>
<td>11.</td>
<td>Commissioner of Labour</td>
<td>Member</td>
</tr>
<tr>
<td>12.</td>
<td>Commissioner of Employment &amp; Training</td>
<td>Member</td>
</tr>
<tr>
<td>13.</td>
<td>The Director of Town &amp; Country Planning, AP</td>
<td>Member</td>
</tr>
<tr>
<td>14.</td>
<td>Engineer in Chief (Public Health Department)</td>
<td>Member</td>
</tr>
<tr>
<td>15.</td>
<td>Special Commissioner, GHMC</td>
<td>Member</td>
</tr>
<tr>
<td>16.</td>
<td>Commissioner, Greater Vishaka Municipal Corp (GVMC)</td>
<td>Member</td>
</tr>
<tr>
<td>17.</td>
<td>Commissioner, Vijayawada Municipal Corporation VMC</td>
<td>Member</td>
</tr>
</tbody>
</table>
Terms of Reference:

The Executive Committee shall meet at least once in three months to facilitate/coordinate/implement and review the following SUDA tasks:

- Formulation of Urban Poverty Alleviation Strategy– Organization of the Poor, Strengthening CBOs / Livelihoods /Social development / Vulnerability / Social Security / Land /Housing/ Infrastructure

- Developing Partnerships

- Capacity building

- Convergence

- Resource mobilization

- Monitoring & Evaluation

- Guidance and Support to the District Units / ULBs

- Conceptualizing Programs
  - Periodic meetings
  - Brainstorming
  - Linkages with private sector - Functioning/ Corporate/ New Economy sectors

- Community self survey / Mapping livelihoods / Survey of local economy

4.10. The State Mission / SUDA

Mission Director

The Mission is headed by one Mission Director, drawn from the IAS who would be a full time functionary. He is responsible for the implementation and review of the
various programs of the Mission and has overall control and supervision over the management and administration of the offices of the Mission.

**Additional Mission Directors - 3**

The Mission Director is supported by three Additional Mission Directors. Each of them are assigned core areas / divisions like Livelihoods, Social Development, Projects and Infrastructure and Finance & Administration. Each of the divisions is headed by experienced officers who are of the rank of Additional Director/Joint Director drawn on deputation from Municipal Administration and Urban Development / other departments.

**Administrative Officer and Finance Manager - 1 Each**

Administrative Officer and Finance Manager are also drawn from government on deputation. They are responsible for finances and their management and support the day to day administration of MEPMA.

**Assistant Directors – 5**

There are Assistant Directors one each for divisions like HRD, Administration, Finance, Livelihoods and Social Development. All the officers are drawn from government on deputation.

**Other Officers**

In addition to it the required number of support staff is taken either from Government on deputation or outsourced from the open market. MEPMA also engages on contract basis as many number of professionals/Functional Specialists as required to fulfill the objectives set out for MEPMA.
4.8. Analysis and Discussion

It is obvious from the foregoing discussion of different state specific institutional mechanisms that the institutional framework of Andhra Pradesh, and Kerala are in a mission mode and functioning at a different pace compared to other states. The other three states are having state level committees known as SUDA. In fact, Kudumbashree is an interdepartmental initiative making it more conducive for various government departments to collaborate with one another and address the multiple causes and consequences of poverty in a coherent fashion.

Kerala is distinguished by its well conceived mission viz., KUDUMBASHREE meant for poverty eradication which relied upon community structures like ADS, CDS, and NHG. Whereas MEPMA the organ of Andhra Pradesh state meant for urban poverty alleviation has adopted the strategy of IKP Rural and going ahead with group formation, bank linkage and livelihood promotion activities.

According to a study\(^1\) while MEPMA is successful to a great extent in achieving certain results it has been lagging behind in terms of strong and coherent institution building wherein the participation of poor is less than expectation. For instance, under STEP-UP the trainings are conducted for urban youth without the participation of SLF/TLF leaders who represent the poor women in the areas of identification, and retention among others. As a result, many deserving candidates are excluded from the programme. Similarly, the conspicuous absence of SLF/TLF leaders in the implementation of USEP, and UWSP has failed to achieve desired results.

As regards the Karnataka state, the Karnataka state level committee is having only UPA cell at three levels without any urban development agency or monitoring unit.
Though Tamil Nadu State Urban Development Agency is the state level agency for poverty alleviation it has governing body, executive committee and UPA unit. All the issues pertaining to and the method of, poverty alleviation and the challenges faced by it are discussed in the higher level bodies such as governing body and executive committee.

In case of Pondicherry the structure is simple as it has Project Officer, or Asst Project Officer, and Asst Community Organizer under municipal commissioner. Geographically it is a small area and easily accessible to all therefore, the above structure is appropriate. However, it appears that the due focus on urban poverty alleviation is missing in the UT. Hence, it requires a special focus on par with development as any urban poverty is glaringly seen in a place like Pondicherry.

Further, it is a well known fact that the Kerala KUDUMBASHREE is successful to a great extent in urban poverty alleviation while MEPMA in Andhra Pradesh has achieved some results by following the rural model viz., SERP in community mobilization and livelihood promotion. Apart from institutional arrangement it is equally important to have committed staff who is involved in poverty alleviation without which any programme is bound to fail.

Furthermore, the staff has been drawn from different departments, on a selective basis, who is self-motivated in states like Kerala and AP while the government department functionaries are deputed to the urban poverty alleviation work in the case of other states. However, the Pondicherry has a small area with minimum staff assigned the work.
However, all the states have been working towards urban poverty alleviation at a different pace given their institutional structure and mechanism that is in place which distinguished their performance finally. Hence, the systems and structures play an important role in ensuring the expected results at the end of the day.

CONCLUSIONS

It is clear from the discussion that the states which adopted mission mode approach have been successful in achieving the desired results as there is people’s participation in it. Therefore, it is worth mentioning that the states like Kerala and AP have been able to showcase concrete in results in alleviating urban poverty while states like Karnataka and Tamilnadu who adopted SUDA have experienced mixed results. The speed with which poverty alleviation is undertaken in former states is different and fast compared to latter ones. Further, the staff has been drawn from different departments, on a selective basis, who is self-motivated in former states while the government department functionaries are deputed to the urban poverty alleviation work in the case of latter states. Hence, there is a difference in approach itself to the work in these states like Kerala and AP.

It has been felt that the proper institutional mechanism is the prime requisite for achieving results in development sector. Therefore, the issue of urban poverty alleviation has to be taken up on a war foot basis for which committed, self-motivated staff drawn from various departments has proved to be the best which can be simulated in other states. However, it is the discretion of the state government concerned.

It is concluded that social mobilization of women have an active role to play in community development and there is every need to know about the status of women,
Social mobilization of women, background, community mobilization through SJSRY and NULM, Social mobilization and institutional building – the core concept of NULM, Objectives, Community Development Society, Importance, Strategy, Development of Social Capital and Issues of Skill Development are designed and presented in chapter 5 to enable the government to execute some of them through different programs over a period of time for spatial development and it is a model for others to follow them at macro level.