CHAPTER-I
INTRODUCTION

1.0 Introduction

India has an elaborate legal framework and institutional structures underpinned by the Constitution, which articulate the vision of a welfare state through citizen centric governance. Though, India in its economic growth continues to out beat the developing countries, the poverty issues becoming a major challenge to the planners and policy makers to redress. The fate of slum dwellers, urban poor living on streets without identity and unemployed or underemployed urban poor are trapped into the vicious circle of insecurity that demands for social security and quality of living on par with other citizens of the country as a fundamental right. It has become a million dollar question as to how the poverty alleviation programmes are impacting the lives of urban poor amidst allegation of embezzlement, misuse, diversion of funds, and apartheid attitude towards states by the centre when the political parties differ, exclusion of poor and access of benefits only to the people having clout and political affiliations. Urban poverty has gained momentum among national international circles since urban agglomerations have become the engines of economic growth on one side and both external and internal migrations are also on alarming rise. In this backdrop, the present study has been initiated to evaluate the administrative roles of state government who claims to have introduced certain reforms as part of urban poverty alleviation in terms of institutional mechanism or to change the mindset of urban functionaries dealing with the community at large and to improve its existing institutional and infrastructural mechanism through certain viable administrative reforms that may bring in qualitative and accountable outputs in the programmes.
1.1 Urban Poverty Alleviation – Initiatives of the Government

Poverty alleviation in India is a major concern since Independence and it is not as easy task to handle. However, the efforts of government, especially in urban areas, have evolved into understanding the complexities of poverty and the graduation from one Urban Poverty Alleviation (UPA) programme to another have to some extent succeeded in reducing the misery in slums and urban housing shortage. The social mobilization movement of forming Self-Help Groups (SHG) in slums, lower and middle income classes has enhanced the earning capacity of members and an extent to alleviated economic deprivation. It is a known phenomenon that the BPL families even grow into a middle class, develop new expectations and demands. The central and state governments on one hand and the urban local bodies on the other have to address to newer challenges in the urban life all the time as the demands and expectations of the people for a comfortable and clean environment grow with slow development of infrastructure. The urban planners today have to confront various problems of provision of urban basic service apart from housing, roads, and public transportation and infrastructure to the ever growing urban population. The other side of the coin is well known challenge of growing urban poverty and slums that are also to be catered on equal parlance as part of inclusive growth and the constitutional obligation. The concerted efforts of urban local bodies, governmental policies and programs are unable to achieve expected results leading to dissatisfaction amongst the poor. Therefore, government machinery needs to improve its services through certain viable measures learning from the past. Administrative reforms in any sphere underline the concern of the government to solve problems with right solutions in spite of certain limitations. Acute and difficult problems are unfolding as reforms are introduced and implemented in any mission of urban poverty alleviation.
Thus any reformation is evolutionary. There is no ‘all inclusive reforms’ for the problems as the people differ with their own social and cultural dynamics evolving from times immemorial. India’s diversity of people and regions are in itself a great hindrance for the implementation of reforms. Achieving uniformity in a diverse population is no mean task. The soft state and a bureaucratic system becomes catalyst resistant to change characterize our model of democratic government. The backlash against Emergency in 1975-77 is a clear pointer to the country’s preference for democracy. Take it easy attitude of functionaries who implement reforms is another hurdle. The policy formulators are highly educated and intelligent whereas the implementers are far inferior in these parameters; therefore, do not understand the spirit of the policy. The gap between policy and implementation happens because of the intellectual gaps between policy makers and implementers. Lack of peoples’ participation in the formulation of policy and implementation reports because the reforms are designed in a great hurry without waiting for deliberation. Designing, Deliberation and decision are not in that order as far as reforms are concerned, either, they are in a reverse order that is useless deliberation takes place after implementation of a decision which are of no help to reforms process. The specter of corruption ruling all parts of public administration is a great hindrance to poverty alleviation. The resources intended for removing poverty of the urban poor are diverted for benefitting the middle men as rightly said that many are living in poverty while few are living on poverty. Thus the benefits never reach the needy and targeted group. Reconciliation with poverty by the poor to protect their sociocultural biases is a great hindrance to poverty alleviation. Some sections in the society want to line the way their forefathers have lived for generation with male domination and violence against female members and children. Viewing poverty as a privilege to seek public relief makes people eternally. Poverty is considered a huge industry by political
leadership. Keeping the poor in poverty seems to be Vote Bank politics in India. Three and half decades of CPM rule in West Bengal could only aggravate the parameters of poverty which is a clear pointer to this trend.

1.2 Administrative Reforms in Urban Governance

The Administrative Reforms Commission has tried to address the need for inclusive, transparent and citizen centric administration in general and recommended certain robust institutional mechanisms for proper implementation of policies in various departments. The very purpose of such reform is to make institutions vibrant, responsive and accountable through decentralized process. Effectiveness in governance and periodic evaluation of quality is the key to learn and unlearn for better governance.

The 74th Constitutional Amendment which empowers the urban local governance is considered as landmark reform in urban administration. This reform also highlights the urban poverty alleviation and inclusive growth. Specific emphasis was seen in poverty alleviation in the 5th five year plan beginning from 10th plan period and continued to evolve more projects specifically for addressing the issues of urban poverty, basic services, health, livelihood promotion, affordable housing, slum developments, etc.

The study examined in detail about institutional reforms those are in place and as to how the participatory approaches recommends in meeting the programmatic objectives.

Before turning to the focus of the work, it is essential to provide an overview on the present state of urbanization and the problems there of. This kind of initial introduction would help to understand about the context in which the study initiated and how it is going to be a relevant addition to the already existing literature on
administrative reforms those are meant for restructuring the functioning of Government/Departments concerned with the implementation of Urban Poverty Alleviation programmes and schemes.

1.3 Urbanization Trends - India

There are many definitions of Urbanization and it holds good that urbanization in common parlance is the process by which villages turn into towns and towns develop into cities (Sinha, 1979)\(^1\) while in demographic sense urbanization is an increase in the proportion of urban population to total population over a period of time (Ashish Bose, 1980:3)\(^2\). The salient aspects of urbanization in India in recent decades are: the trend of concentration of urban population in large cities and agglomeration is getting stronger; b) slowing down of urbanization during 1981-1991 and 1991-20011 as compared to 1971-1981 and 1961-1971 and ; larger variations in patterns of urbanization in various states and cities (Vaidya). The Eleventh Plan noted that the contribution of the urban sector to India’s GDP, which grew from 29 per cent in 1950–51 to the present 62–63 per cent, is expected to increase to 70–75 per cent by 2030. It envisioned Indian cities to be the locus and engines of economic growth over the next two decades and suggested that the realization of an ambitious goal of 9–10 per cent growth in GDP depends fundamentally on making Indian cities more liveable, inclusive, bankable, and competitive (Midterm appraisal of 11\(^{th}\) plan).

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\(^1\) Sinha, V.C; Dynamics of India’s Population Growth, National Publishing House, New Delhi, 1979, p.5
1.4 Urbanization and Urban Poverty

Some facts and projections posit that India is urbanizing rather slowly when compared to other South African countries. It is widely noticed that India is urbanizing on par with other countries in the world but the pace of urbanization is slow in India when compared to South African Countries. As per the data mentioned in the Statistical Yearbook for Asia and Pacific (2011), the urbanized proportion of the world’s population overtook the rural population (49% - 2005 to 51% - 2010) and it continues to grow annually by 1.9%. Though Asia and Pacific as the second least urbanized region of the world, the process is accelerating more than the world average i.e. by 2% annually. It is estimated that if the present trend of urbanization continues, 61% of world population will live in urban areas as compared to 51% in 2012; the process of urbanization being highest in Africa and Asia. The major factor contributing for urbanization is observed by Martin Ravallion (2007)\(^3\) that gradual shift of economies toward better remunerative activities, such as better jobs in other sectors contributing for urbanization.

The MGI projects that the population of Indian cities will increase from 340 million in 2008 to 590 million by 2030-40 percent of Indian population. In short we will witness over the next 20 years an urban transformation the scale and speed of which has not happened anywhere in the world except in China. Urbanization will spread across India impacting almost every state. For the first time in India’s history, the Nation will have five large states (Tamilnadu, Gujarat, Maharashtra, Karnataka and Punjab) that will have most of their population living in cities than in Villages (MGI Study 2010).

This view was also supported by the UN which says that according to the United Nations, the global urban population will grow from 3.3 billion people in 2008 to almost 5 billion by the year 2030 (UNFPA 2007). This urban expansion is not a phenomenon of wealthy countries. Almost all of the growth will occur in unplanned and underserved city slums in parts of the world that are least able to cope with added demands. The pace of urbanization far exceeds the rate at which basic infrastructure and services can be provided, and the consequences for the urban poor have been dire. Failure to prepare for this unprecedented and inevitable urban explosion carries serious implications for global security and environmental sustainability.

1.5. Trends of Urbanization in India

Recently released census data of 2011 reveals the following facts and trends about the pace of urbanization in India. As indicated elsewhere, the urbanization in Asia and Africa is rather slow when compared to Latin America and Caribbean countries. Recent 2011 census data has unfurled the following facts about the increasing trends of urban population in India. The comparative analysis of urban population growth in southern states between 2001-2011 explicates that among four southern states in India, Kerala recorded highest urban growth of 21.76 per cent in the last decade. And Andhra Pradesh recorded highest growth of urban population i.e., 6.19 increase in the last decade. The state of Karnataka has shown marginal increase in urban population i.e., 4.58% increase and that is followed by Tamilnadu 4.36% increase.

Coming to the exclusive analysis of 2011 urban population figures, the state of Chandigarh has recorded 97.25 per cent urban population compared to 89.77 percent urban population in 2001. The Census data 2001 has also depicted the same trend earlier

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which shows that the state of Chandigarh has been attracting more number of migrants in addition to the existing native urban population. As per Mathew’s (2004) Chandigarh and Delhi are predominantly urban with the urban population ratio touching 90 per cent and 93 per cent respectively in 2001. And the rest of the northern states have had low and slow urbanisation⁵.

When a comparison is made especially urban population versus rural population, Chandigarh continues to be forerunner in keeping the urban population in the same pace as equal to 2001. Next to Chandigarh in North, Tamilnadu (48.4) has shown abnormal increase in urban populations and it is followed by Kerala (47.72) and Karnataka (38.57) and Andhra Pradesh (33.49). As per the paper of ICRIER(2004), Tamil Nadu is the most urbanised state in the country with about 44 per cent of population living in urban areas in 2001 (34 per cent in 1991) against 42 per cent for Maharashtra (39 per cent in 1991). Urbanisation grew slowly in Karnataka during the last decade to 34 per cent in 2001 from 31 per cent in 1991. In Andhra Pradesh and Kerala the process of urbanisation has come to a virtual standstill at 26 to 27 per cent with no change in the last decade (1990-2001). Against this observation by ICRIER, Kerala had shown abnormal increase of urban population in the last decade 2001-2011, i.e., 21.76 per cent. The Census data of 2011 has revealed that significant and absolute increase in population is more in urban areas than in rural areas; which distributes as 68.84% & 31.16% among Rural and Urban areas. And the level of urbanization increased from 27.81%in 2001 census to 31.16% in 2011 census. Consequently the proportion of rural population declined from 72.19% to 68.84%. Annexure I of this chapter explains the details of state wise population trends.

⁵ UNFPA, 2007, Ibid.
The urban population and rural population growth if seen through the successive
census data (1971-2011) in India reveals that urban population growth in India appear to
be less after post-reform periods. And rapid urbanization took place in India between
1961-1991 only. The factors contributed to the rapid urbanization in India immediately
after 1960 are beyond the scope of this thesis. It may be the same case with other
countries as well in the world. However, in India the structural reforms period started in
1990 indirectly triggered the growth of urban population in all Indian states. Opening up
of Indian economy to the private sector gradually increased the employment
opportunities and the employment opportunities also sparsely distributed among different
states in India depending upon the service sector potential. The erstwhile major cities
like Mumbai, Chandigarh, Kanpur, Surat, Delhi, Chennai, and Hyderabad keep attracting
the migrants till today due its natural factors like infrastructure, connectivity to other
cities and towns, potential historical legacy, employment potential, industrial
establishments, harmony in the city etc., This fact is also highlighted by NIUA
publication which says that that Natural growth had been the principal force driving
urbanization in India.

1.6. Urbanisation – Andhra Pradesh

In the case of Andhra Pradesh, the urban growth was medium before 1991 and
started slowing down after 1991 as it shows that in 1971 the urban population was 19.31
percent out of total population of the state. There was sharp increase by 4 percent in 1981
and again there was 3 percent increase in 1991. Between 1991-2001 there was nominal
increase of urban population by 1 percent only. But in the last decade (2001-2011) there
had been gradual increase in urban population that resulted in 6.19 percent increase.
Over the five decades from 1971-2011, the population growth in urban areas was on an
average is 2.2 percent per decade. And the growth of urban population is more or less same with the national average.

1.7. Urbanisation – Key Challenges

Urbanization and urban poverty are interrelated aspects. Much urban poverty, for example, begins as rural poverty, exported from the countryside through rural-to-urban migration. Working for a healthier rural economy thus helps address urban poverty too, by lessening this migration. At the same time, the rural and urban economies are deeply intertwined, particularly through the flow of remittances from the city back to family members in the country. (World Resource Institute)\(^6\). To support this view, in recent years, there has been a growing recognition that rural and urban areas have become increasingly interconnected through a constant movement of people, goods, capital, ideas and information. In view of this new reality, “urban” and “rural”, as concepts, seem to fall short to cover the complex web of flows and exchanges that have made rural and urban areas dependent on each other. The fact is that urban and rural areas are becoming increasingly integrated as a result of better transport and communications, rural-urban and return migration, the dissemination of urban norms and values in the rural areas, and the spread of urban economic activities in the rural areas (rural industrialization) and of rural economic activities in the urban areas (urban agriculture). This is blurring the distinction between urban and rural areas (UNESCAP 2001).\(^7\) The developing world is becoming more urban. Some observers see this as the unwelcome precursor to new poverty problems, such as urban slums blossoming in congested cities. Yet others see it as a force for poverty reduction, as economies shift gradually out of agriculture to more remunerative activities, such as better paid jobs in

\(^7\) UNESCAP, A Future Within Reach, UNESCAP, 2005, ST/ESCAP/2376.
other sectors (Ravallion 2007). In the present context of this study it is important to know that how urbanization is taking place in India and how urban poverty is faring in Indian states and in India as a whole. The developing world is becoming more urban. Some observers see this as the unwelcome precursor to new poverty problems, such as urban slums blossoming in congested cities. Yet others see it as a force for poverty reduction, as economies shift gradually out of agriculture to more remunerative activities, such as better paid jobs in other sectors (Ravallion 2007).

1.7.1. Issues and Concerns

Broader view of urbanization in developing countries is seen as an indicator of growth and also as a challenge. Since urban pockets are considered as engines of growth that attracts millions of skilled, semi skilled and unskilled to the urban agglomerations. Rapid urbanization poses threat to the existing local and urban Government agencies. There are many consequences that emerge out of urbanization and the present state of urban infrastructure, basic amenities; basic services are not helpful to cater the needs of ever growing urban population. The major problems that could force the contemporary civic Governments are shelter, Drinking water, transport, livelihoods, basic amenities etc. with regard to these problems no government is in a position to address all the problems but kept provisions for addressing the problems on priority basis.

1.7.2. Issue of Shelter

In developing countries, more than half of the urban population lives in unplanned settlements where their quality of life is substandard and even inhuman. Delhi, the capital city of India, is a prime example as more than half of its population

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resides in uncontrolled settlements despite modest planning intervention since the
inception of its first master plan in 1962. This situation depicts the alarming rate of
unrecognised slums in and around the city boundaries. For all these slums the pockets of
industries, and centres of massive constructions, medium and large manufacturing units
are the source of income and livelihoods. And the semiskilled and unskilled have to
commute at least a minimum of 10 to 15 kms a day to reach the worksite and to
comeback. To avoid commuting this much distance, the migrant labour tend to prepare
make shift houses in the existing slums or they settle down in the unoccupied Govt place
that would attract other fellow worker to seek a shelter there. The pace of urbanization is
now set to accelerate as the country sets out on more rapid growth. Three hundred
million Indians currently live in towns and cities, underserved by utilities, with
inadequate housing, and now choking in traffic (Planning Commission Report Chapter
18)\(^9\).

This pattern of development is increasing the new slums or putting pressure on
the existing slums. And there are many exploitative experiences come into picture when
a band of new migrants seeking shelter in old slum or creating new slums. These are all
unavoidable urban risks associated with the labour when they seek shelter in new towns
and cities. In addition to that the locals who habituated to a kind careless lifestyle tend to
exploit the women and children when they are alone at home or at worksite. Knowing all
these discouraging and threatening problems, still the migrants thronging to the urban
pockets for want of better wages and continuous availability of work.

\(^9\) Planning Commission, Government of India; Tenth Five-Year Plan, New Delhi, p.12
1.7.3. Basic Amenities

The first and foremost problem that migrants and new urbanites face is basic amenities which are very crucial in very day-to-day life. After facing the shelter issue and getting it settled, other immediate mindboggling issue is having a place and provision to meet their basic amenities. Here all the migrants will have same problem and the people really suffocate when their needs are not fulfilled at the instance of the urge they face. Though the local Governments are creating provisions for public toilets, drinking water, the huge demand creates chaos everyday when the question of appropriate their share from public utility service. Mainly the children and women face embarrassing situation when it comes to use the public utilities as there is no regulation of using the service is most of the time absent in the locality.

1.7.4. Prospective Livelihoods

It is also equally important to focus and the migrants mostly look for a wage employment and if they are semiskilled, they look for some employment in small and medium companies. There are very rare incidents that semi skilled people gets employment soon after they reach city or town. Couple of day or weeks they need to search for a job by spending the money they brought as buffer money for their waiting period. There could be many more instances they run out of money before getting a small job. Or else their money will be worn-out as they tend to spend money to the peer group or some mediator who promises job. These kind of un-foreseen expenditure and also some ill health and sickness makes them to lose money. This situation put them in continuous despair and at times they also indulge in small thefts and crime to get money to support their livelihoods. In addition to the struggles for getting a job or small earning opportunity, they also carry and additional burden of clearing the earlier debts they made
at their native places or they made while coming to city. When we observe recent phenomena that the migrants take advances in the village from the contractor who promises job in city and soon after they reach here the burden and inevitable problem is to clear the instalment money they owe to the employment provider or contractor. These kind of unsustained livelihoods and prelivelihood arrangements and adjustments will make them to run from the city or becoming robust to face the challenges in the city. Most of the cases they develop smooth or tough coping mechanisms will emerge overtly or covertly and they shield them from possible financial, social, workrelated, logistical shocks. And in this transition period it is reported that women and children are the worst sufferers and sometimes whole family or family members subjected to culturelag shocks that disorient them from staying in cities. There are other problems come in the core like delay in wage payments, advance cutting of pending debts, health shocks, other interest cuts from the wages, force them take a minimum amount to home that barely sufficient to mouth to hand needs.

1.7.5. Education

Education to children is very important input to increase the human capital base. Unfortunately, education to all has become an unfinished agenda of both state and central governments despite of many schemes and programmes. Every year the expectations and intended objectives and goals are not being met by the programmes implementing agencies like government departments and sometimes Government agencies. The successive Governments have brought many programmes to improve the literacy rates in India and also in Andhra Pradesh. Majority of the adolescent boys and girls will be pressed into wage work to cover or cope up with the meagre income they get through hard labour. Sometimes the parents leave children native place and come for
work in order to save their career. Successful career completion is not ensured from the
guardians or the other relatives who becomes caretakers for brief period of time.

1.7.6. Health

Numerous health shocks happen to the labour when they pass through the period
of migration. The reasons for ill-health and falling sick are due to the unhygienic living
and working conditions. And severe stress, untimely food intake, strenuous work, long
hours of working periods, addiction to alcohol, delay in seeking medical care, using the
OCT are the known reasons of falling sick frequently. The existing health sub centres
and clinics either generally charge more money or they deny treatment. Sometimes the
labour cannot afford to get the proper medicines due to lack of money in hand or to meet
consumption related emergencies. In these circumstances also the women and children,
sometimes the breadwinner also faces ill-health due to lack of health seeking behaviour
and lack of resources. There is no hard and fast rule that migrants must be given health
care or they should avail the services of particular hospitals etc., probably the migrants
do prepare for this kind of perpetuating and ever bothering urban risks as they must have
undergone these shocks in life as these risks (Social, educational, health, financial,) are
not only common in urban site but also prevail in rural conditions and rural areas also.
Only difference one could find here is in rural areas or in villages the social capital acts
as potential cover to reduce the negative impacts on the household and large extent they
find an easy solution even though it is taxing. But in urban space every migrant family
will have similar kind of needs, demands and necessities so risk –sharing among the
households seem to be far off from reality but it does exists in one form or the other. In
an emergency the migrants take hand loans from the contractor to meet the exigencies in
the workplace or at place of origin. Out of all the problems they experience and the
chances for occurrences are more, they tend to live and enjoy the life they chosen off from farm land, village, suburban and the native. This can be called or regarded as one form of “Culture of Poverty” pronounced by the anthropologist Oscar Lewis. Nevertheless to the above observed and posited facts situations many more issues migrants face and some will perish when they are in the journey of “searching for better Livelihoods”. Here the livelihoods and the associated comforts are at stake as the very survival of persons is subjected to the environment they live and the pattern of livelihoods they rely upon as a survival strategy. Little bit of knack, wiseness, saving behaviour and cleverness in choosing the work will reduce and save the family from long negatively influencing external burdens. There is less likely incidents of shocks form the households where husband, wife and children also work together for pooling up money or to add additional income to the household income. Further research only confirms that whether how many households remain in continuous debt and vulnerability and how many could come out of the poverty or risk traps while internalising and mitigating the risks.

1.7.7. Issue of Unemployment

Lack of gainful employment throughout the year is another common threat to the migrants. If this kind of lean periods repeat in the stipulated time, the question of staying back remains puzzle and they need to move to some other city or town where potential work is available. Generally informal channels and peer group passes information to the others when uncertainty rises about the availability of work in the ongoing worksite, factory or company. In the absence of these networks, the migrants do face moral hazard when they about to miss the working opportunity.
1.8. Review of Literature:

Urbanization and economic development are interrelated and Indian cities contribute for it about 60 percent to counting G.D.P. ‘Urbanization’ has identified and recognized as an important component of economic growth’. The labour force has been falling into poverty in urban areas due to level of live needs (minimum needs) such as Housing and shelter, water, sanitation, education, health, social security including livelihoods. Medium cities have been experiencing with the challenge of making the cities sustainable (i.e) inclusive, productive, efficient and manageable especially with the growth of poverty in slums. It is observed that the sustainability of urban development is achieved only when there is shelter for urban poor, urban basic services, financing urban development, good governance and planning. The literature survey primarily focused on five important points: 1) poverty Measures, Poverty Decomposition and Poverty estimates; 2) women as a strategy of poverty alleviation; 3) public Action’ as a strategy for development; 4) basic services and vulnerability and 5) urban poverty alleviation through government of India programmes.

1.8.1. Poverty Measures, Poverty Decomposition and Poverty estimates

Poverty in India has been attraction much attention from researchers quite a longtime. The published work has been analyzed by Himanshu\(^{10}\) (2007), exclusively deals with changes in poverty and inequality. His analysis relates to all India and state level poverty and inequality and the author has prepared the poverty gap index, squared poverty gap index as well as Head Count Ratio (H.C.R). The author identified that ‘poverty has declined between 1993-94 and 2004-05 in rural areas of all the states as

\(^{10}\) Himanshu, “Recent Trends in Poverty and Inequality; Some Preliminary Results,” “Economic and Political Weekly, February, 10, 2007, pp. 497-508.
well as in most urban areas. Further communicated that inequality has worked during the same period in rural areas of most states and all India except Bihar, Jharkhand, Karnataka, Madhya Pradesh and Rajasthan.

Inequality is on an increasing scale and is visible at all India as well as state level relating to urban areas. Dev and Ravi\(^\text{11}\) (2007) have pointed out that Himanshu (2007) has not used Mixed Recall Period (MRP) estimates. They have analyzed the poverty ratio using the Methodology per Capita Expenditure (MPCE) between Uniform Recall Period (URP) and MRP distribution. They have divided 1983-2005 into the period, pre-reform (1983-94) and post-reform (1999-2005) and analyzed the change in poverty and inequality using URP, MRCE. Further, they have divided the post reform period into two periods of 1993-2000 and 1999-2005 and used MRP, MPCE. Their study identified that using URP, the rate of decline in poverty at all India is not higher in post-reform period as compared to pre-reform period. This is the time in the case of rural poverty where as urban poverty declined steeply at a lower count in post-reform period.

MRP methodology showed that second period was more pro-poor that on the first, especially in rural areas (DEV & Ravi, 2007). There are arguments in favour and against reform but simple, the main utility of the present paper and analyzed it to some extent. Poverty decomposition has been attempted by many scholars, among them the contributions of Dev & Ravi, 2007, Jha 2000, Jha and Sharma, 2003 and Kakwani & Subba Rao 1991\(^\text{12}\) are noteworthy, Jha (2000) has presented magnetically attracted pictures of poverty and inequality using Foster-Grear-Tharbecke (FGT) measures besides


civic index at NSS region level for all states. But, Dev and Ravi\textsuperscript{13} (2007) have attempted growth inequality decomposition of change in poverty levels for all India and state level. Sundaram and Tendulkar (2003) have exclusively analyzed levels and changes in poverty indicators of the rural and urban population in India, thus disaggregating it among social and economic groups. The study did not explain and analyzed the levels and change in poverty and inequality has been disaggregated at state level. Mutakkar\textsuperscript{14} (2005) has presented a profile of poverty and deprivation among social groups and presented to understand the underlying cause of intergroup as well as intra-group differences in living conditions.

Shastri N.S \textsuperscript{15} (2003) was the first to put an argument that district level poverty estimates could be obtained for a majority of districts on the basis of relative/Standard prior criteria form NSS 61\textsuperscript{st} round data later studies were conducted by Chaudary and Gupta\textsuperscript{16} (2009) have prepared district level poverty estimates. They have identified and recognized that, “the initially high HCR districts were contained in states like Orissa, Chhattisgarh, Jharkhand, Bihar, Madhya Pradesh and Eastern Uttar Pradesh” (p.98).

1.8.2. Women as a Strategy of Poverty Alleviation

The major problem confronted by India is the lack of an efficient mechanism and institutional framework, which enables all sections in the society to get the benefits of economic growth and development (in the post-liberalization phase). Like many other

\textsuperscript{13} Ibid, p.11.


developing countries. India has women, as a strategy of poverty alleviation and maximum states provide varied experiences with different levels of success rate.

1.8.3 “Public Action” as a strategy for Development:

The achievements of Kerala in comparisons with the other India states to “Public Action” as a strategy for development. It has been attributed by Dreze and Sen \(^{17}\) (1989, 1995) in these studies. By ‘Public Action’ we mean not only state initiatives, but also social activities that were taken by the members of the public (Jacob John, 2009)\(^ {18}\). The development experience of Kerala has proved that social security could be achieved through “Public Action” that aims at promoting basic entitlements and capabilities of people. However, the ‘Public Action’\(^ {2}\) which has contributed much to the improvement of quality life in Kerala has lost its direction during the later part of 90’s. According to Sen, that it is equally important today in the political economy of development as an adequate recognition of political, economic and social participation aid leadership of women. Really it is a crucial aspect of development as freedom. In the above scenario, KUTUMBASHREE has to be considered as a poor women oriented Self-Help group programme intends to tackle poverty in an integrated manner through an effective convergence of resources and action.

The poor women in Kerala are being empowered Socially, Politically and economically, only with the strong support and backing of local governments and SHG initiatives. Poor women are considered as agents of development and have translated their welfare into the welfare of facilities. Jacob John \(^ {19}\) has concluded that the multi-

\(^{19}\) Jacob John, Kutumbashree project.; A Poverty Eradication programme in Kerala; Performance, Impact and Lesions for Other States, Planning Commission, New Delhi, 2009. p..3.
dimensional women oriented poverty alleviation programme has played a significant role in regaining the lost direction of ‘public action’ that has how again started to contribute to the improvement of quality of life in Kerala.

Suneetha. K.\(^{20}\) (2004) has opined that the KUTUMBASREE is an inter-departmental initiative, which is considerably a model of multi-sectoral response to poverty alleviation. Further indicates that the prevailing environment, decentralization and the concurrent devolution of finances to the local government bodies was critical in scaling up the programme, As the CDS structures are affiliated to the LGBS, their financial sustainability is quite ensured through various modalities. Such as, convergence, women’s component plan and earn marked assistance to women’s self-help groups.

It is a fact that, Decentralization of planning and implementation yielded more resources, opportunities and social dynamics. T.K.Jose who is executive director kutumbashree has identified the fact in nut-shell and has identified and found that the weapon of decentralization, which is the catalyst (Kutumbashree) to scale up to the entire state by the year 2002. The following critical factors enabled the scaling up process of Kutumbashree. (1) Positive experience of the pilots, (2) Reliability in both urban and rural settings, (3) Government ownership of the models,(4) Government ownership of Kutumbashree, (5) Kerala’s Unique contest, (6) T & CS and income generation opportunities.

Suneetha.K.\(^{21}\) further reported that kutumbashree’s impact is tremendous in reducing poverty and generating incomes of the urban and rural people. It helped to

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\(^{21}\) Ibid, p.30. .
improve excess of programmes and services by SHG women group activities have led to a greater cohesion serving as a solid safety or security not in times of poverty reducing the feeling vulnerability. It is observed that the participatory planning is confined to availing individual benefits from government programmes and received largely as a supply driven probes. Women are confident in SHGs as they are capable of articulating their demands and members are undertaking both grouped and individual activities.

1.8.4. Basic Services and Vulnerability:

Eleventh five year plan, 2007-12\textsuperscript{22}, (Planning Commission, Oxford University Press, New Delhi) has indicated that while examining the population growth in urban areas it has been identified that a significant proportion of the urban population is poor to the tune of 23.6 percent, who are looking in informal sector like vending, have based economic activities or marginal labour services and added that those people who are suffering for want of basic services such as clean drinking water sanitation facilities, garbage disposal and electricity, transportation and those poor are living in urban slums. Where their living and working conditions lack basic infrastructural facilities making their life vulnerable. The report states that housing is a major problem for urban poor and the urban local bodies are not paying any attention towards providing basic services. Besides this, that the livelihood in these areas of the people was retreated that though the opportunities may be available to individuals to offer the services.

\textsuperscript{22} Planning Commission, Eleventh Five Year Plan, 2007-2012’ Oxford University Press, New Delhi, 2008, p..33.
1.8.5. Urban Poverty Alleviation through G.O.I programs:

Critical review of SJSRY\textsuperscript{23} since 1997 to 2005-06 and the position of the utilization of funds of G.O.I, in the name of SJSRY and it is stated that Rs.978.86 crores was released, with an unspent balance of central share of Rs.251.82 crores available from old U.P.A programme of NRY, UBSP and PMIUPEP which makes a total amount of Rs. 1230.68. Thrift and credit societies were formed; 46,257 DWCDA groups were formed, besides 6,71,794 individuals were assisted to setup micro enterprises in addition to 1,74,786 people were assisted to develop DWCUA group enterprises under Urban Self Employment Programme (USEP). Under Urban Wage Employment Programme (UWEP), 592.36 lakhs man days of women has been generated with the assistance for creating community structures covering Rs.337.40 lakhs. It adds that the major bottle makes of project ceiling amount timely to Rs.50,000/- as it is to loss and the USEP could not be extended to many beneficiaries as their educational qualification limit was prescribed and the DWCA’s group minimum membership was higher than 10 and the funding pattern was 75:25 apart from over conventional practices envisaged in SJSRY. It is noted that, the comprehensive evaluation of the scheme was carried out through HSML, New Delhi and appreciated that the impact on Urban Poor was satisfactory. Though this report has covered most of the facts ensuring to 2007 and subsequently the SJSRY lies revamped with certain modifications. D.C Pathak\textsuperscript{24} has identified that the poverty has decreased where as inequality has increased during 1993-94 to 2004-05. The problems in the state and the centre are attributed it as an inter region and intra regional differences. A positive observation is that the poorest region in the state, the southern region in Bundelkhand is making really impressive progress in poverty reduction.

\textsuperscript{23} SJSRY, Planning Commission, New Delhi, 1997.

How they could be reached to the Urban Poor (Report). Strategy, Omprakesh Mathur (2009)\textsuperscript{25} has presented the National Urban Poverty Reduction Strategy, 2010-2020 to slum free society and the report was published by National Institute of Public Finance and Policy (NIPFP). He has stated that,” Urban Poverty Scenario in India has been discussed and survey of Policies and programmes and how they could be reached to the urban poor. It is recognized that slum settlements are significant proportion of the unpoor and line wise, significant proportion of the poor as identified both the latest method as adopted by Tendulkar and has been further suggested that all social Development Programmes approach is integrated for better results than implementing them as standard programme. Refreshing to the various programmes like JNNURM, SJSRY, and RAY, the report finally suggest that the implementation of these programmes should be dovetailed with slum free city strategy as they could profile over all development of poor and provides them social-economic and political identity which may facilitate them sustainability. This report strongly felt the need for maintenance of lived data base which are absent in the present environment.

1.8.7. Poverty estimates 2011-12, Planning Commission, Govt. of India, July 2013

This report is prepared for the purpose of Planning Commission which has been periodically estimating poverty ratios for each of the years so as to make necessary allocations in the budget for the purpose of poverty alleviation. It has depended on the report of Tendulkar Committee particularly in estimating and computing the poverty

level of the persons and also based on the national sample surveys. As per the estimates of poverty through Tendulkar’s method, the ratio of poverty between urban and rural is 25.7 and 13.7 and indicates that during the same period, the average declining of poor have recorded 2.32% in rural and 1.69% in the urban. However, the report acknowledges that the state wide expenditure differs from state to state and pointed out that the urban poverty is more complicated than the rural poverty. This has been attributed to the increase in per capita consumption expenditure when compared to the rural.


This report briefly reviews the existing approaches to the urban poverty alleviation explain the proposed initiatives for the 12th five year plan through National Urban Poverty Alleviation Mission (NUPAM) which has three sub missions viz. Rajiv Awas Yojana (RAY) for affordable housing and basic services to address residential vulnerability; National Urban Livelihood Programme to address occupational vulnerability and National Urban Social Assistance Programme (NUSAP) for social vulnerability. It has also made a long term vision of inclusive urban development in 12th five year plan indicating various thrust areas, It has well acknowledged the poverty and inequality in terms of the poor living in slums and their pathetic conditions.

1.8.9. Annual Report 2011-12, Ministry of Housing and Urban Poverty Alleviation, Govt. of India

The annual report of the MHUPA while explaining its broad policies of poverty alleviation narrated as to how it is progressing in its endeavour of poverty alleviation through various schemes and programmes. It has highlighted its important events and
policy decisions taken during 2011-12 which includes launching of next phase of JnNURM II with an outlay of 0.25% of GDP amounting to nearly Rs. 1.75 lakh crores during the 12th Plan period and announced that JnNURM II will have enhanced focus on the Class I towns and medium towns. It explained various projects that have been approved particularly on urban public transportation and other urban infrastructural developments. A special focus was laid on poverty alleviation programmes through new initiatives to address three vulnerabilities i.e. residential, occupational and social.

The above studies have identified and recognized that direct attack on poverty through various programmes has resulted in a paradigm shift in alleviating the poverty in Indian economy. It has been well documented that the poverty alleviation efforts of the government have resulted in reducing it one to two percent point for each year. All the above studies have reserved to either estimation methodology of poverty or poverty alleviation strategies/efforts of different states in India. However there is no study which sought into the effective use of SJSRY in generating employment and income to the urban youth in Andhra Pradesh. Keeping in view of the above situation and scenario, there is every need to document the historical perspective of the programmes relating to urban poverty alleviation programmes of the National level in tune with administrative reforms and its impact on income generation and employment opportunities. Gaps in literature.

The present study tries to fill up the gap of the same. The institutional aspects of urban poverty alleviation projects has however been missing. The present study intends to bridge the gap.
1.9. Hypotheses of the study

- The institutional arrangements meant for urban poverty alleviation are adequate and delivering the expected results.
- The strategies adopted are relevant and appropriate for the implementation of poverty alleviation programmes.
- The Swarna Jayanti Shahari Rozgar Yojana (SJSRY) programme meant for provision of income generating activities amongst the urban poor has been able to achieve the desired results and made a change in the urban poor households.

1.10. Rationale of the Study

The study of urbanization in the recent past gained importance in developing countries as part of economic development (Terwase 2010) and the available literature indicates that the focused research in urban India has to emerge as strong thematic area linking and contributing immensely for the ongoing projects. Though the research into urbanisation and urban poverty started in 1970, much has not seen the light of the day as pointed out by Rao (1979). It has also been observed that urban development authorities were created initially in this period and thus it is a new born subject. Researching the globalizing city presents a host of challenges, not the least of which is the non-availability of suitable data. Under these prevailing research and data limitations the proposed study broadly, aimed at understanding the Urban Poverty Alleviation programmes in India as a whole and also UPA programmes in Andhra Pradesh in particular.

The urban research assumed importance today as the focus on cities indicates that urbanization viewed by both Indian and international policymakers not merely as an
important area for development intervention, but also the focus of India’s growth strategy (Anant et al 2011). Still there is need to revamp the developmental programmes as the community is still passive in claiming the ownership of the programme. Once this threshold is achieved the programmes irrespective of the funding agency and sponsor, the community will be able to implement with minimum technical support. During this period of surge Right to Information Act, Right to Education, Citizen Centric Administration have become statutory laws available to the citizen to counter any kind of rule evasion from the given scope of the project or programme.

Now the Government orientation and outlook has been changed while formulating the poverty reduction programmes. Earlier the focus was on numbers alone that is how much will be the budget outlay and how many people can be benefitted out of this programme was the agenda of the policymakers and politicians. But in the recent past, there has been continuous struggle from the circles of Civil society, International and National agencies to make the Governments more responsible and sensitive to the people’s voices. Finally the Government also realized the importance of people’s participation in policymaking as without their cooperation and acceptance, no policy would sustain for longer periods. In this regard the writings of Prof. Amarthayasen have created tremendous influence on the policymakers all over the world have accepted that lack of proper access to use rights and entitlements incapacitates the people and force them into poverty and finally affects Human Development. With this new outlook, the National Government’s have started thinking that the programmatic objective is not only meant for reducing the impacts of poverty related shocks but also to create empowerment that contributes for self-reliance of the stakeholders and also sustainability of the programme. While giving emphasis to impact of UPA programmes in A.P context,
the focus of this particular study highlights the kind of reforms took place in the course of implementing the urban poverty programmes in Andhra Pradesh since last two decades.

It is assumed that this effort will give a comprehensive view about the reforms in different policy regimes and the circumstances that led to initiate reforms to integrate the programmes in different time periods. This kind of attempt will give room to observe the sustainability aspects of those reforms and to what extent they helped the programmes to take off as per the programmatic objectives. Andhra Pradesh being a state with track record of implementing many rural development programmes of different magnitude, accords a place in the world by achieving wonderful results in implementing the Rural Poverty Reduction programmes (Velugu Programme). Similarly Andhra Pradesh remains in frontline while implementing the Urban Poverty alleviation Programmes those were sponsored from both National and state Governments. There are two set of poverty alleviation programmes started in Andhra Pradesh i.e, Rural Poverty Reduction Programmes and Urban poverty alleviation Programmes. While implementing this programme under different departments many changes in the administrative setup was inevitable to the successive Governments as per the norms imposed by the sponsor of the programmes and also to see the programme as quasi-government in nature. Within a short span of time different urban poverty alleviation programmes were in place and the Government with the aid and abet of the central Government and bilateral agency tried its best to make those programmes successful.

In the earlier times much of the research and debate was segmented and compartmentalized within certain disciplines like environmental science and geography and there was no focus on urbanization and poverty issues within the ambit of social
science perspective. Since there is a growing concern about the rapid urbanization and the issues of urban poverty in India in the post 1980 periods the, researchers and policymakers have created some space to discuss, focus on, discourse with urban poverty, urbanization, Population boom, slum dwellers welfare, and Basic needs provision which are otherwise given less attention by the state till 1990. Later some research institutes were established to create and bring forth focused research on urban issues and to make urban research on par with other academic disciplines to influence the policy domains. However, prior to establishment of these institutions urban planning and architecture was part of engineering curriculum to the students of urban planning and architecture stream. Though few famous anthropologists like Dubey (Shamirpet), Vidyarthi, (Bihar) and Srinivas (Karnataka) and others have studied urban issues extensively in select towns in India. Those studies focused on the policy dynamics, social change, and needs, slum development and habitat improvement etc., The focused research on the institutional aspects of urban poverty projects and reforms as such that were really worth introducing has however been missing, The present study intends to bridge this gap.

1.11. Scope of the Study

The present study examines various reforms those forayed into the administrative horizon of India when some structural changes took place while implementing UPA programmes in India. Minor and major changes may have contributed for the smooth implementation of programmes as per the short and long term goals of each programme. But how far these administrative overhauling helped in effective implementation of these programmes is a matter of importance on two counts. One is the same administrative reform or change can be adopted by the other departments as well to make a dent in the
programme implementation and secondly the same administrative reform may have salient features and potential to get imbibed by the other democratic countries to make their programmes more vibrant and result oriented. It is to mention that urban poverty alleviation programmes since last two decades of their presence have undergone transformation and many programmes are subsumed into one broad based single or couple of programmes to make them more users-friendly and pro-poor in nature.

In the course of adjustments to internalize new programmes or modify the existing programmes it has become necessary to make changes in the administrative machinery that encompasses and use it during day to day implementation. Hence, we treat and consider reforms both at central, state, regional and sub-regional level as catalyzing agents and instruments that accelerate the process of delivery mechanism. How these reforms were brought into picture and how these were accepted in the traditional bureaucratic structure is one simple research question that generally gives a chronological background of particular reform/s. On the other hand, how these reforms were made use of by the executive and the stakeholders at the bottom of the pyramid. Hence the proposed study deals with the kind of changes, inputs and insights synchronized together to bring out relatively stable, sustainable, user-friendly, pro-poor, cost-effective reforms those are prerogative to implement the urban poverty alleviation programmes.

1.12. Methodology

This study entails both qualitative and quantitative techniques to obtain data from primary and secondary sources. While looking at the premise of the study which focuses on the reforms followed by 74th constitutional amendment and the impact of the same, it is required to collect more data from secondary sources. However, to support the
secondary data which is in the form of facts, official reports and documents. Primary data was also collected to substantiate the facts given in the secondary sources. The primary data will be collected from three different geographical locations by using structured and semi-structured questionnaires. Apart from using these instruments of data collection, interviewing different stakeholders were interviewed to elicit required information.

Keeping the hypothesis in mind, a simple random sampling method was adopted to select the informants. In this process purposive sampling was adopted to select the key informants to elicit the information. The sampling plan involved three geographical regions in Andhra Pradesh i.e., Andhra. Rayalseema and Telanagana. In each area two municipalities were selected based on the criteria that one is better-performing and the other medium performing municipalities with regard to implementation of urban poverty alleviation programmes. Since the study is aimed at examining how the reforms have contributed for the effective implementation the UPA programmes successfully over the years, it is decided to capture the experiences of Programme Implementing Agencies (PIAs) mostly urban local bodies (ULBs) and the stakeholders for whom the programme is meant for. Therefore, instead of going for in-depth Household survey brief demographic background of the informants will be elicited. Within the sample Municipalities the strata of sample again divided as four strata of subsamples or clusters based on the purpose. These include SHG members, SHG leaders, Federation Leaders and Community Organizers (Cos) and Community Resource Persons (CRPs) and also from the concerned officers. To conduct empirical investigation, 50 informants (SHG members-25 from each municipality) will be selected from both the municipalities in each region. And 10 SHG leader’s 5 each from both municipalities) from both
municipalities will be consulted for obtaining the required information. Apart from the SHG leaders and members, second strata of sample include the leaders from both slum level and Town level Federations. 2 leaders from slum level federation and 2 leaders from town level federation comprise the sample of second strata. Third strata sample consists 2 from community organizers (COs) and 2 from Community Affairs officer (CAOs). An independent inquiry will be made by taking some officers in the sample municipalities. This group will be a control group to validate the information collected through the personal interviews from the core of three strata sample.

While taking information from all the respondents from three subsamples or three strata’s, qualitative techniques like participatory methodologies were used to see the extent of active participation of respondents in the programmes. And these participatory methodologies would give data without obligation and compulsion. The participator methodologies include some games, FGDs which creates congenial atmosphere between the interviewer and the respondents.

1.13. Limitations of the Study

The study aims at understanding the reforms those are carved out in each state after 74 constitutional amendments. Hence the adoption of reforms and the changes took place as a result of reforms is not uniform and it is state specific development. In this condition, the study cannot come with a generalization that these reforms are worthy or unworthy. However since it is state specific study, how far the reforms in UPA programmes reflected in better management of urban poverty alleviation programmes can be gauged after thorough observation of all the changes that took place in line with the reforms.
The observation and conclusions cannot be validated statistically as it is a case study that aims at critically observing the events of sequential policy reforms that emanated after a major constitutional amendment. In this regard, there are multiple definitions and understandings of the case study. According to Bromley (1990), it is a “systematic inquiry into an event or a set of related events which aims to describe and explain the phenomenon of interest” (p. 302). The unit of analysis can vary from an individual to a corporation. While there is utility in applying this method retrospectively, it is most often used prospectively. Data come largely from documentation, archival records, interviews, direct observations, participant observation and physical artifacts (Yin, 1994). Each event will show its negative and positive impacts on the next, subsequent event.

1.17. Objectives

The study is planned by taking the following broad objectives into consideration. Though the study is investigative and in-depth in nature, for convenience of understanding those objectives are made simple.

To assess the present status of administrative reforms introduced subsequent to the 74th constitutional amendment.

There are many suggestions brought through the 74th amendment and the state legislatures have to integrate those changes for creating better urban environment to the people. But all the states have not followed the suggestion made through the 74th constitutional amendment. Leaving other states and their commitments aside, since the present study focuses on Andhra Pradesh the administrative reforms that have deepened so far will be examined carefully and also the resultant benefits to the people as well as
to the Governance will also be recorded for the purpose of highlighting the positive aspects.

The second objective is to assess the institutional mechanism/organizational structures existing in the states for implementation of UPA programmes prior and after reforms and to examine the impact of reforms. In this regard the institutional structures will be observed prior and after the reforms. This kind of mapping the institutions and functions of the same will offer a bird’s eye view of the situation of institutions and their outlook prior and after the reforms. Mainly the focus whether any new institutions have come up and are they serving the people with specified mandate. And from people’s perspective whether the access to the institutions is improved to the stakeholder or remains the same. Mainly institutions serve the people and accountable to people within their scope. If major functions of the institutions are at stake, the stakeholders will pressurize the government to put them on track to make it accountable and transparent.

Third objective in this study is to see the administrative systems that are in place and also to evaluate whether the existing systems or structures have necessary instruments and provisions of participatory mechanisms to practice and promote inclusive approach.

1.18. Chapterization

The present thesis is divided into seven chapters as follows:

**Chapter-I: Introduction** deals with introduction and discusses about the overview of poverty in Urban India and also delineates rural poverty and urban poverty and causes of urban poverty in the recent past. Later it focuses on discussing on the current poverty debate and also talks about the constitution of new committee for deciding poverty line
for India. And it further discusses the poverty in other states in India in the context of poverty status in Andhra Pradesh. Further to the current debate of Martin et al it draws attention towards urban poverty alleviation programmes in successive plan periods and the extent of implementation in each state. Later, the discussion shifts to literature review and it contains studies related to poverty debate, urban poverty reduction and economic reforms. Some comparative studies also included to observe the path of urban poverty reduction in India compared with Brazil and China. Some policy papers of land reforms and growth conclave is also added to the literature. Couple of papers speaks about qualitative and qualitative measurement of poverty in India. Since there are no existing papers or books directly deals with reforms and its impact on urban poverty in India, some studies are included which talks about general trend of reforms orchestrated by the policymakers to implement the urban poverty alleviation programmes. In general the objectives and hypotheses are briefly described and it is followed by purpose of the study. After that a relative importance of methodology is discussed as a part of giving brief outlines of scope of this study. Though some expected practical limitations of the study briefly touched upon and some more limitations may emerge in the course of taking it forward but those are only anticipatory in nature.

**Chapter-II: Urban Poverty Alleviation in India: Policies and Implementation,** which elucidates on the administrative perspectives of Urban Poverty Alleviation programmes (UPA) in India. This indicates the administrative setup which is in place while integrating and implementing the Urban Poverty Reduction Programmes. After discussing it, this chapter also deals with National Urban housing Policy followed by MDGs and National Policy on street vendors. Later a sketchy picture of slum
development and poverty alleviation programmes will be dealt with to leave an idea on
the UPA programmes.

The following sections in the same chapter talks about the emergence of 74th
amendment bill and the reforms those crept into different state policy domains. It also
talks about national commission of Urbanization and its recommendations. The state
Governments responses in India for adopting the recommendations of National
Commission on Urbanization is also given here for assessing the readiness of the
different state governments to follow the recommendations made by National
commission on Urbanization.

In next following paragraphs, each UPA programme and the corresponding
administrative arrangements and institutional setup is briefly mentioned as it is intended
to discuss each UPA programme and the associated reforms. This information on the
each programme and the status of implementation help us to examine the programme and
it is course of evolution and the present extent of its deepening amongst the different
stakeholders.

**Chapter –III : Administrative Reforms for Urban Poverty Alleviation – Various
Perspectives**, intended to highlight the urban poverty alleviation programmes in the state
of Andhra Pradesh. Therefore, the an overview of urban poverty trends and projections,
causative factors and problems of urban common are shredded in different paragraphs as
it is important to discuss the present picture of urban poverty in A.P. It is important to
discuss these aspects to as we are researching into the reforms penetrated during the
course of implementing the different state and central UPA programmes. While enough
focus is on reforms and its effect on the state and stakeholders as well the paramount
importance must be given whether the poverty in urban Andhra Pradesh is going down
over the years or still it is showing upward trend despite of UPA programmes are in place. The discussion goes like this whether the documents and reports validates the poverty in A.P is getting reduced with the growth parameters. And after taking the prime view and its pathways of success considerable voluminous empirical data and its interpretation will be included in this chapter as its purpose is to draw inferences from both secondary data and primary data whether the reforms that underwent concomitantly with different UPA programmes delivered the intended results. Even if the outcomes does not support the view that reforms have failed to deliver the goods, the data must also purports the outcome why the reforms have failed despite of concerted efforts of state Government.

This chapter also discusses the other sectoral problems like health, education, livelihoods and while giving enough emphasis on the issues related to shelter.

In the last few pages of this chapter clear picture of UPA interventions and also international donor sponsored programmes are mentioned. It is followed by brief sketchy information on APUSP and related National and state level programmes that are being implemented in Andhra Pradesh.

Chapter-IV: UPA Programmes Implementation through Mission Mode Approach – A Case Study of Andhra Pradesh – MEPMA Model, highlights the reforms relating to poverty alleviation programmes in Andhra Pradesh. It is also mentions the policies of A.P state which were in force to implement the UPA programmers. And the experiences of implementing the ODA and APUSP will also be included to oversee the challenges and opportunities faced by the state while partnering with ODA and contains valuable information on the process of institutionalization in the state of Andhra Pradesh along with the reforms. While giving impetus to the above, other processes and approaches that
led to conceptualize and developing MEPMA model to address and giving leadership and direction urban Poverty Alleviation Programmes. It takes note of that MEPMA structure and function and the supporting administrative machinery at district and sub district level to carry out the implementation plan of different UPA programmes. In this connection, the assigned functions and prescriptive role of ULBs will also be discussed to verify the functions and role clarity, financial powers, jurisdiction, powers given to ULBs particularly to take care of UPA Programmes are in line with programme objectives or there are any shortfalls to address. In addition to the above the monitoring and evaluation mechanisms at different levels also will be discussed in the chapter which is a prerogative to check the progress of any developmental programme. While concluding this chapter, some facts about the procedural and administrative arrangements will be given those are in place to internalize the convergence initiatives across the sectors.

Chapter-V: Social Mobilization – A Strategy for Poverty Alleviation, focuses on emerging challenges, social mobilization and community development, the role of women, social mobilization with historical perspective, empowerment of women through collectivization, collectives have more strength, community mobilization in SHSRY and NULM, UPA through community development society, issues of skill development and women empowerment-reforms are presented.

study of Andhra Pradesh, Problems faced in discharging duties, Knowledge and Awareness levels of UPA programmes, drawbacks of the UPA Programmes, suggestion to improve the performance of UPA Programmes, communication strategy to motivate stakeholders, problems faced during stakeholders meetings, stakeholder grievances, gaps in implementation of UPA Schemes are presented.

**Chapter-VII:** Deals with Findings and Recommendations are presented.