

INDICATIVE METHODOLOGY FOR PREPARATION OF MUNICIPAL POVERTY PROFILE AND MUNICIPAL POVERTY REDUCTION STRATEGY

1. The task of City Poverty Profiles shall entail the following stages:-

- (a). Collection of data pertaining to urban poor: On a map of the city indicating settlements, the location of underserved families is delineated by way of areas.

[Note: The term 'underserved' would imply any household that is unable to access the bare minimum levels of services that is assured by the State of Arunachal Pradesh to any household capable of paying user charges, and are considered acceptable levels of service. The inability to access may either be due to inability to afford the same, or because of any external environmental factor that makes cost of access substantially higher than normal. Alternatively, a workable baseline would include the common pool between (a) households classified as Below Poverty Line as per NSS ratings, 61st round, and (b) beneficiaries identified through the consumption parameters identified under the Swarna Jayanti Shehri Rogar Yojna.]

- (b). Collection of data (household survey) with respect to a reasonably representative sample of identified households with respect to the following parameters:

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| (i). Secure, substantive and assured tenure of land , that can be owned, mortgaged, pledged and passed down on hereditary basis | (ii). Access to affordable and accepted standards of housing , through ownership |
| (iii). Access to clean and safe drinking water within reasonable distance at equitable/ affordable cost | (iv). Access to sanitation – by way of pour flush latrines, either owned or shared, with no instance of open defecation or windows of systemic unavailability |
| (v). Access to primary healthcare – immunization, reproductive and child health, regular epidemiological control, first aid and referral facilities with follow-up | (vi). Access to primary and secondary education – all minors under the age of 14 enrolled in school, individuals between the age of 14 – 21 having access to secondary education/ professional training |
| (vii). Access to social security resources – micro finance, credit records, access to institutionalized credit, borrowings and repayment records, insurance and other vulnerability risk underwriting scheme coverage | (viii). Livelihoods capable of generating ability to pay for services and savings after expenses incurred on food, housing an other expenses |
| (ix). Household amenities/ asset ownership (<i>asset base can be derived either from SJSRY guidelines or modified as per local asset ownership patterns prevalent in Arunachal Pradesh</i>) | (x). Presence of vulnerable members – aged persons (above 60), women headed households, disabled, widows, chronically ill individuals, SC/ ST/ OBC (<i>in case the particular group is stated to be a minority within the population at large within the city</i>) |
| (xi). Wealth and consumption base : In the case of wealth base, propensity of a household to invest into securities including land/ real estate/ stocks and other form of speculative instruments. In case of consumption base, propensity of a household to | (xii). Mobility : Ability/ requirement to move from one location to another in order to sustain livelihoods [time spent/ cost incurred in local travel/ propensity to shift base in order to sustain livelihood] |

move from one qualitative benchmark to a higher one for any particular commodity/ commodities

(xiii). **Social cohesion and peerage:** Prevalence of community based organizations, degree of involvement, dependence for social security and assertion of rights

(xv). **Gender equity:** Propensity of women/ girls to access services at same propensity/ instances as men & boys

(xiv). **Political equity:** Voting rights, representations in local/ State/ National Government, prevalence of officials dedicated to ward/ mohalla/ settlement pocket

(xvi). **Growth equity:** Likelihood of next filial generation being able to move out of poverty cycle by way of propensity to earn productive value added livelihoods and pay for services

Notes:

Parameter xvi is a secondary parameter an need not be obtained through survey, but calculated using the other parameters to reach a general understanding of the rate and ability of an underserved ability to move out of the poverty trap, with respect to all supplementary support (by way of infrastructure, services and opportunity provided to it under any State/ private schemes).

- 2 Each of the above sets shall be downsampled into a list of survey parameters, which shall be collected through surveys of representative sample. Usually, in case pre-sampling (the practice of collecting data from one or two analogous samples in different geographical locations), does not show great difference, a sample size of 5% to 8% is considered adequate.
- 3 The survey formats for city poverty profiles shall be as per the format developed at the **Yeshwantrao Chavan Academy of Development Administration, Pune**, and the **All India Institute of Local Self Government, Mumbai**, with assistance from a UNDP assisted project 'National Strategy for the Urban Poor' during 2006-07 with required modifications by the Govt. of Arunachal Pradesh.
- 4 The survey parameters themselves shall be graded in different scales as under:-

Housing condition:*

Structural Condition	<i>Kutchha – 0, Semi Pucca – 1, Pucca – 2</i>
No. of habitable rooms	<i>Less than 2 – 0, Equal to 2 – 1, More than 2 – 2</i>
Adult persons per room	<i>More than 2 – 0, Equal to 2 – 1, Equal to 1 – 2</i>
Kitchen	<i>No kitchen – 0, Shared kitchen – 1, Owned kitchen – 2</i>
Toilet	<i>No toilet – 0, Shared toilet – 1, Owned toilet – 2</i>

- * *indicative, can be further resolved, as per survey requirement, which may be developed in association with officials of the Directorate of Town Planning & Urban Local Bodies, Directorate of Urban Development, Directorate of Housing, Directorate of Relief & Rehabilitation and Disaster Management , Civil Society Groups, Consultants if any (including those appointed for urban reforms) and other representatives of public at large*
- 5 A qualifying score for each of the parameters shall be pre-set, based on the optimal standards that shall be offered by the State Government after taking into consideration the projects that are already sanctioned/ likely to be sanctioned under JNNURM.
 - 6 Based on the survey, urban poor settlements in a town shall be graded into three categories of priority:
 - (a). *Critical:* Settlement pockets needing immediate attention in over 50% of the parameters mentioned in under Sl.No. 1(b) above, based on scores obtained (the score in over 50% of the parameters falls below the qualifying score)
 - (b). *Moderate:* Settlement pockets needing immediate attention in between 30% and 50% of the parameters mentioned in Sl.No. 1(b) above, based on scores obtained (the score in between 30% and 50% of the parameters falls below the qualifying score)
 - (c). *Low:* Settlement pockets needing immediate attention in less than 30% of the parameters mentioned in Sl.No. 1(b), based on scores obtained (the score in less than 30% of the parameters falls below the qualifying score)

- 7 The scores against citizen perception of needs and wants of inhabitants of the settlements shall be verified. For example, a particular settlement shall be classified as critical keeping in view parameters under i through iv of Sl.No. 1(b) above, but the perception survey indicating that more importance is placed on parameters vii and viii by the inhabitants of the settlement. Such exceptions and aberrations required before a poverty reduction strategy is prepared shall be adequately documented.
- 8 City poverty profile shall comprise of the following sections:-
 - (a).Overview of the city, including a map of settlements, plan boundaries (municipal limits, proposed urbanisable area boundary and plan limits/ control area boundary), population, topography, climate and other physiographic parameters.
 - (b).Economic, social (ethnological) and geopolitical environment.
 - (c). Service levels defined and mapped to all settlements – this section shall also define the levels of service that are assured by the State Government of Arunachal Pradesh after taking into consideration the enhanced capacity of systems developed through assistance under JNNURM/ other Central/ State/ External Aid sector schemes. At the end of the exercise, a map indicating the following shall be generated:
 - (i). Settlements (areas) already receiving equal or excess of the assured levels of services
 - (ii).Areas which will receive desired levels of service upon completion of projects which have already been commissioned
 - (iii).Areas which are receiving less than desired levels of service but no project has been envisaged for them at present
 - (iv).Areas which are receiving less than desired levels of service but no project can be envisaged for them due to land ownership/ regulatory issues
 - (d).Underserved households (see note under Sl.No. 1(a) and under Sl.No. 8(c) above), mapped as areas and not points
 - (e). Results and classifications of pre-sampling, in order to define sample size and quality, and to establish qualifying scores for each of the survey parameters as indicated in para 16. At this point it shall also be decided as to how to allow the perception survey weightage supersede the household survey weightage.
 - (f). Abstracts of surveys carried out in selected settlements commensurate with the designated sample size and quality, unweighted
 - (g).Abstracts of surveys carried out in selected settlements commensurate with the designated sample size and quality, weighted and scored.
 - (h). Additional information from perception surveys that supersede the weighted scores from each of the underserved settlements.
 - (i). Listing of underserved settlements prioritized according to (i) perception survey (ii) household survey, weighted
 - (j). Key findings from commonalities and patterns observed in the surveys and policy directions for development keeping in view the needs, wants and aspirations of underserved communities.
- 9 The above shall be supplemented by an urban poverty reduction strategy for the city, which would take into account:
 - (a). Findings from the urban poverty profile of the city
 - (b). The proposed development plan of the city as a tool for facilitating poverty reduction
- 10 From Sl.No. 8(b), (c), (g) & (j) above, the precise nature and scope of poverty shall be captured with respect to the city in the following areas. The same shall be analyzed and recommendations provided thereagainst:

Area of intervention	What the Poverty profile should provide	What the poverty reduction strategy should provide	What to keep in mind while making the poverty reduction strategy
Housing and land tenure	Quantum and nature of land and serviced housing stock required, ability to pay and subsidy required, including stocks that need to be created through relocation	Housing projects that can/ should be taken up and in what manner of spatial distribution	Whether reconfigurative arrangements such as double or three storey units would be acceptable in order to better arrange and provide for services
Basic services – water, sanitation, communication & mobility	Issues related to quantitative and qualitative shortfall	In case settlement morphology is acceptable/ workable, projects needed to augment water, sanitation, communication and mobility to assured standards of the State	What kind of subsidy structure in terms of capital, operations and maintenance should be placed so as to (i) not make the services inaccessible to the household, and (ii) to prevent the household from being perpetually dependent on subsidy
Basic services – healthcare, education and social security	Issues related to quantitative and qualitative shortfall	Product and service concepts that need to be developed further in consultation with stakeholders, as well as from potential service/ product providers including from within the urban poor themselves	What kind of subsidy structure in terms of capital, operations and maintenance should be placed so as to (i) not make the services inaccessible to the household, and (ii) to prevent the household from being perpetually dependent on subsidy, and (iii) to make reasonable growth (profit/ net turnover increase) oriented structures beyond government establishments, such as through PPP/ PCP arrangements

Livelihoods and economic opportunity	Current spectrum, income generations and growth prospects of trades/ occupations practiced by underserved communities	In relation to emerging markets, what trades and occupations would be required to meet inflation brought about by general increase in Purchase Power Parity; what skillsets would be required to pursue the same, and what facilitation should be offered by the State to increase such opportunity	The trades and occupations may need to be seen in the overall context of the economic opportunity in the State and may therefore entail analysis of high growth emergent urban sectors (Manufacturing/ marketing/ IT/ ITeS, R&D, finance etc.) and assess their multipliers with respect to underserved communities – needs for IT skills, communication skills, small entrepreneur and business development skills etc.
Social, gender and political equity	Prevalent customs, traditions (historical or otherwise) that reduce the degree of advantages available to certain groups within underserved communities, such as people from any ethnic group, women, disabled etc.	Regulatory framework and amalgamation with customary (Schedule VI) legislation that allows removal of such disadvantages/ disparities; This may be further reflected in products, services and schemes under basic services that may offer affirmative action (positive reservation) to disadvantaged groups in line with appropriate orders issued by the Government of India/ State Government from time to time	There may be regulatory issues with respect to voting rights, ability to contest in elections and other affirmative action law already in place, which need to be carefully studied before any recommendations are made to this effect.

11. In case the above so warrants, the State Legislature shall adopt recommendations from the same in order to:
- (a). Authorise studies for changes to development plans.
 - (b). Authorise earmarking of available funds/ raise capital from markets to carry out projects in line with the recommendations and ratified by the statutory development plan.
 - (c). Constitute structures or empower existing structures to periodically review and follow up on the progress of poverty reduction, including re-commission, preparation of

poverty profiles for a city after every two or three years, appending fresh data and samples;

(d). Authorise revision of poverty reduction strategy for the town/ city.

INDICATIVE TERMS OF REFERENCE FOR ENGAGEMENT OF INDIVIDUAL OR AGENCY

1.0 METHODOLOGY

1.1 The Government of India is implementing the Jawaharlal Nehru National Urban Renewal Mission with an objective to promote planned, balanced and inclusive urban development, with emphasis on:

- (a). Creation of high quality infrastructure with ownership of Urban Local Bodies (ULBs), local Governments and public-at-large with regards to operations, sustainability and management thereof;
- (b). Encouraging ULBs and local Governments to undertake reforms in terms of administration, governance, taxation, transparency and accountability to improve their ability to generate and manage large quantities of revenue and capital.
- (c). Creation and deployment of mechanisms to include the urban poor in decision making, ensuring the delivery of basic services, security of tenure, health, education and social security, and facilitating opportunities for livelihoods (through other Central/ State sponsored schemes).

1.2 The Mission is being administered by two Ministries through two sets of sub-Missions, indicated as below:-

Ministry of Urban Development	<i>Sub-Mission I:</i> <i>Sub-Mission III:</i>	Urban Infrastructure and Governance Urban Infrastructure Development Scheme in Small and Medium Towns
Ministry of Housing and Urban Poverty Alleviation	<i>Sub-Mission II:</i> <i>Sub-Mission IV:</i>	Basic Services to the Urban Poor Integrated Housing and Slum Development Programme

1.3 Sub-Missions I and II are limited to a set of 63 identified cities, while sub-Missions III and IV apply to all other cities and towns (as per Census of India) within the Union of India

1.4 Insofar as the sub-Missions II and IV are concerned, the Government of India has repeatedly insisted on systems of information management being put into place to quantify the nature and extent of urban poverty. Both sub-Missions insist on setting baselines and benchmarks with respect to the '7-point charter', a bouquet of services and privileges that are meant to be assured to every urban poor household. These include:

- (a). Security of Tenure
- (b). Affordable Housing
- (c). Access to safe Water Supply
- (d). Access to effective and clean Sanitation
- (e). Access to healthcare
- (f). Access to education
- (g). Access to social security resources – micro insurance, finance/ credit/ securitizations and other instruments for vulnerable groups

1.5 The above has also been highlighted in the Reform Agreements signed between the States and the Government of India

1.6 It is further understood that a portion of the Central Assistance, around 1% of the total allocation of Rs. 50,000 crore will be earmarked for:

- (a). Fees and professional charges for services availed of, e.g. Consultants for preparation of detailed project report, City Development Plans.
- (b). Capacity building activities, including holding of workshops, training sessions, activities under Peer Experience And Reflective Learning (PEARL), National Programme on Capacity Building for Poverty Reduction, City Managers' Forum, Mayors' Forum, Researchers' Colloquium on Urban Poverty etc.
- (c). Preparation of supplementary reports/ studies/ baseline surveys, not already included as part of costs of any particular project

1.7 Now, it has been directed by the Central Government to commence the preparation of the following documents with respect to sub-Missions II and IV:-

- (a). City Poverty Profiles
 - (b). State Urban Poverty Profile
 - (c). Urban Poverty Reduction Strategies
- 1.8 It is understood that the above are meant to provide qualitative and quantitative insights into the nature and extent of urban poverty prevalent in the State of Arunachal Pradesh or any State, which is directed to prepare the same.
- 1.9 It is further understood that the City Poverty Profiles would serve as a base for preparing the State Urban Poverty Profile, and that Urban Poverty Reduction Strategies would have to be made at both City as well as State Levels.
- 1.10 The State of Arunachal Pradesh has a total of 26 urban centers including 17 census towns as per Census of India, 2001. From these, the town of Itanagar, covered under sub-Missions I & II is proposed to be taken up in the instant proposal. The Directorate of Town Planning & Urban Local Bodies under Department of Urban Development, which is both the State Level Nodal Agency as well as the nodal Department of the State with respect to JnNURM will be the Client for this work, and hence referred to as the Client hereafter.

2.0 PROPOSED SCOPE OF WORK

2.1 The proposed scope of work can be broadly classified under the following two phases:

Phase I: Preparation of the **Poverty Profile of Itanagar**, based on a system of indicators developed in accordance with the seven-point charter, and the categories of parameters suggested in our approach for improved understanding of urban poverty

Phase II: Preparation of **poverty reduction strategy for Itanagar** based on the findings from phase I, and acceptance of the results thereof

3.0 DELIVERABLES, ACTIVITIES & RELATED TIMELINES

3.1 The following table summarises the deliverables and the proposed time line for phase I:

Sl. No	Deliverable/ activity	Indicative time frame	
		Draft	Final
1	(a). Listing of indicators on the seven point charter plus the additional parameters suggested (b). Design of survey sample and deployment	Ten working days from the period from commencement <i>A meeting would be held between the Consultant representatives, the Client and Civil Society representatives to understand the indicators as suggested and how these would help in overall understanding of the urban poverty scenario in Itanagar. The comments, objections and observations raised in this meeting would be incorporated in the final outputs</i>	Seven working days from issue of the minutes of the meeting.
2	Survey questionnaire	Two weeks from finalizing of the indicators	Three days after receiving approval from the Client.
3.	Selection of a survey partner for the assignment	This activity would start as soon as the assignment is awarded to us and would be complete at the same time as when the survey questionnaire is approved	
4.	Conduct of a pre-survey meeting	Within five working days of approval of the survey formats	
5.	Conduct of actual survey	Four weeks from conduct of survey workshop	
6.	Initial hurdles resolution meeting	One week after commencement of survey	
7.	Survey progress review meeting	Two weeks after commencement of survey	

Sl. No	Deliverable/ activity	Indicative time frame	
		Draft	Final
8.	Survey closure meeting	Two days after completion of surveys	
9.	Grouping, categorization and rationalisation of collected survey formats	Ten working days after survey closure meeting	
10.	Entry of data into computerized formats	Three weeks after grouping, categorization and rationalisation of survey formats	
11.	Analysis of data and preliminary results	Two weeks after completion of data entry <i>A meeting would be held between the Consultant representatives, the Client and Civil Society representatives to brief the same about preliminary results. The comments objections and observations raised in this meeting would be incorporated in the final output.</i>	Five working days after acceptance of preliminary results
12.	Preparation of final poverty profile report	Ten working days after providing preliminary results (post comments)	Five working days after providing the draft poverty profile

3.2 The following table summarises the deliverables and the proposed time line for phase II:

Sl. No	Deliverable/ activity	Indicative time frame	
		Draft	Final
1.	(a). Listing of issues to be addressed in the poverty reduction strategy (b).SWOT analysis of the poverty situation	Two weeks after submission of the poverty profile <i>A meeting would be held between the Consultant representatives, the Client and Civil Society representatives to discuss and build consensus on the issues and SWOT parameters.. The comments, objections and observations raised in this meeting would be incorporated in the final outputs</i>	One week from issue of the minutes of the meeting.
2.	Approach and strategy for poverty reduction	One week after the acceptance of the issues and SWOT parameters	One week after preparation of draft and comments of the Client on the same
3.	Listing of projects and log frame for poverty reduction action plan	Two weeks after acceptance of approach and strategy	Five working days after comments of the Client on the same
4.	Final report for poverty reduction strategy	One week from the receipt of acceptance of the Client of project listing and log frame	One week after comments of the client on the same.