



Ministry of Housing and Urban Affairs
Government of India

NEW URBAN POVERTY ALLEVIATION MISSION

CONVERGENCE

Operational Guidelines

Pilot Implementation

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LIST OF ABBREVIATIONS

A&O	Administrative & all Other Expenses
ALFs	Area Level Federations
AVYA	The Atal Vayo Abhyuday Yojana
BOCW	Building and other Construction Workers Act
CIGs	Common Interest Groups
CLFs	City Level Federations
CMMU	City Mission Management Unit
CRPs	Community Resource Persons
CSs	Community Supervisors
DMMU	District Mission Management Unit
ICT	Information Communication Technology
IT	Information and Technology
ITIs	Industrial Training Institute
MoHUA	Ministry of Housing and Urban Affairs
MoSDE	Ministry of Skills Development and Entrepreneurship
MoSJE	Ministry of Social Justice and Empowerment
MUDRA	Micro Units Development and Refinance Agency
NAMASTE	National Action for Mechanised Sanitation Ecosystem
NGO	Non-Government Organisation
NSDC	National Skill Development Corporation
NSKFDC	National Safai Karamcharis Finance & Development Corporation
NFSA	National Food Security Act
PMEGP	Prime Minister Employment Generation Programme
PMKKs	Pradhan Mantri Kaushal Kendra
PMAY	Pradhan Mantri Awas Yojana -Urban
QP	Qualification Packs
RPL	Recognition of Prior Learning
SBM-U	Swachh Bharat Mission- Urban
SHGs	Self Help Groups
SMMU	State Mission Management Unit
SUYOG	Suraksha Yojana Guarantee
TNA	Training Needs Assessment
ULBs	Urban Local Bodies
UTs	Union Territories

1. INTRODUCTION

India, being a welfare state, implements various welfare programmes and schemes at both the Central and State levels. These schemes /programmes are designed as a key instrument for poverty alleviation and to protect the poor from insecurities of life and livelihoods. In urban areas, access to such welfare programmes, social security benefits and safety nets is vital to address the social, occupational and residential vulnerabilities faced by the urban poor communities.

Despite the presence of these large-scale schemes and programmes, there is a need to integrate these initiatives to enable improved access for urban poor households. The full potential of these welfare-led efforts often remains untapped due to various reasons; one of them being the absence of a clear, uniform and integrated database of urban poor. Some of the States /Union Territories (UTs) have taken initiatives to build their own databases. However, these efforts remain siloed, hindering the effectiveness of welfare delivery. Additionally, there is a need to adopt a convergence led approach among different Central Ministries, and between the Centre and the States /UTs for streamlining the efforts of effectively using welfare programmes as an instrument for urban poverty alleviation. The Mission aims to foster collaboration through such a convergence led approach to unify these initiatives and align the efforts and resources. This integrated strategy will also help to reduce administrative bottlenecks and deliver more impactful solutions to the challenges faced by the urban poor.

Recognising this, under the component of Convergence, the Mission plans to address the challenges with two key strategies:

- **Create a comprehensive, integrated database of the urban poor** that facilitates seamless access to information, enabling an improved delivery of welfare schemes/ programmes; and
- **Establish a convergence-led approach**

that fosters collaboration across Central Ministries, Centre /State /UTs, and inter-state levels, ensuring easy access to welfare programmes.

The component objectives are aligned with Mission outcomes of enhanced access to safety nets provided by Central and State / UT welfare schemes for the urban poor and strengthened collaboration with Central Ministries and State and UT Governments to unify their efforts and resources through a convergence led approach that benefit the urban poor.

The component is divided into two sub-components:

1. Socio economic profiling and linkages to welfare schemes
2. Other convergence led initiatives

2. SOCIO-ECONOMIC PROFILING AND LINKAGES TO WELFARE SCHEMES

The welfare schemes and programmes introduced by the Government of India for poor households include linkages to insurance schemes, pensions, maternity benefits and labour welfare, etc. Similarly, States and UTs have also introduced similar initiatives. Under this component, socio-economic profiling of urban poor households will be done to assess their eligibility for the various welfare schemes and facilitate linkages to the same. The indicative list of schemes is at Annexure 1 and can be expanded to include other schemes of Central / State Governments.

This approach has been successfully implemented by the Ministry of Housing and Urban Affairs (MoHUA) under the 'SVANidhi se Samridhi' component of PM SVANidhi scheme.

2.1 Socio-economic profiling

Socio-economic profiling of urban poor households is to be conducted through an IT-

enabled questionnaire provided by MoHUA. The survey questionnaire is designed in consultation with States /UTs. Its coverage includes data on parameters inter alia- basic socio-economic and demographic profile such as details of housing and other assets, health coverage and disability status, education, skills and employment, women and child welfare, banking and insurance, out-migration status etc.

The questionnaire also includes data on the parameters of occupational category of urban poor with special focus on persons engaged in the six identified vulnerable occupations viz. Construction workers, Gig workers, Transport workers, Care workers, Domestic workers, and Waste workers.

The socio-economic profiling of the urban poor households is initiated with the Aadhar-led e-KYC.

The survey will result in three key outputs:

- **Output 1:** Assess the eligibility of urban poor respondents for select welfare schemes. The eligibility data will be informed to the respondents and the various line departments to facilitate scheme applications and linkages to eligible schemes.
- **Output 2:** Creation of an individual and family ID as a unique identifier, to be used to deliver benefits under the other components of the Mission.
- **Output 3:** The survey will also help ULBs to identify the number of persons engaged in six identified vulnerable occupational groups. Such a database can be used by ULBs and States /UTs for future interventions for them.

2.2 Methods for Socio-economic Profiling

The ULBs have the primary responsibility for developing and implementing strategies for data collection. These strategies may include -

- Door to door surveys,
- Organising camps at strategic locations,
- Setting up a ULB level help desk,
- Leveraging Common Service Centres

(CSCs)

- Establishing temporary enrolment centres: Facilities can be set up closer to, or within, the neighbourhoods of informal /urban poor settlements,
- Leveraging Self-Help Groups (SHGs) / Common Interest Groups (CIGs) /Area Level Federations (ALFs) / City Level Federations (CLFs) / local melas and shivirs etc.
- Any other method deemed suitable by the ULB.

States /UTs are encouraged to devise an incentive driven model to involve SHGs /CIGs / ALFs / CLFs/ Community Supervisors (CS) and Community Resource Persons (CRPs) or any other relevant agency to support the ULBs in conducting the socio-economic profiling of urban poor households, eligible migrant population and persons engaged in vulnerable occupations.

2.3 Database for Socio-economic profiling

The following databases of urban poor will be used for socio economic profiling. This list is indicative and includes:

- National Food Security Act (NFSA) beneficiary database—uploaded by MoHUA through the centralised IT portal.
- Urban poor database maintained at the States/ UTs, Districts or ULBs.
- Any other reliable data sources of the six vulnerable groups such as Building and other Construction Workers (BoCW), e-Shram, Swachh Bharat Mission-Urban (SBM-U), National Action for Mechanised Sanitation Ecosystem (NAMASTE) programme, database of gig workers with employers /aggregators, etc.

Further, fresh enumeration and socio-economic profiling of urban poor households may be conducted for those who have not been included in such existing databases. States /UTs and ULBs should also develop strategies for fresh enumeration and targeted outreach in urban slum settlements, which are home to marginalised groups such as low-income families, migrant workers, and

persons engaged in vulnerable occupations. This intends to ensure that no urban poor household is left out from the enumeration processes.

2.4 Training and support for IT tool handling

MoHUA will engage a third-party agency to provide training support for handling the IT tool. States /UTs, District and ULB teams are encouraged to design their own capacity building plan in one year, to set up trained master trainers who will take over the task of regular capacity building for on-ground staff.

2.5 Schemes to be covered

An indicative list of centrally sponsored schemes focusing on social security, social assistance, and social insurance has been identified for the programme (List of schemes is at Annexure 1). In addition to these, States may also supplement this list with their own schemes. These additional schemes will be integrated in the IT portal.

2.6 Facilitating scheme linkages

The ULB level Executive Committee formed under the Mission will be responsible for overseeing the process of scheme applications and linkages. This committee, comprising city-level representatives of in-line departments, will be supported by the City Mission Management Unit (CMMU) formed under the Mission. The detailed composition of the Committee is mentioned in the Mission Document under Section 9—**Administration and Mission Structure**. The scheme applications would be undertaken at the ULB level, and the responsibility of sanctioning these applications will lie with the city-level representatives of the various departments of the ULB level Executive Committee. These in-line department representatives can view the respondents' eligibility data through the IT portal. The status of the scheme application and linkages should be updated on the IT portal. The committee will be in-charge of regularly reviewing the progress of scheme

applications and linkages.

2.7 SUYOG Centres—Permanent ULB level single window system

ULBs should set up Suraksha Yojana Guarantee (SUYOG) centres as a permanent single-window system for effective coordination with various departments and facilitate scheme linkages for the urban poor. SUYOG centres may be positioned within the premises of the ULB office to serve as an approachable, user-friendly space for urban poor individuals to access social security entitlements. Suggested functions and services available at such a single window help desk may include:

- **Access to documentation:** Provide easy registration for identity documents, such as Aadhaar, and ensure necessary further documentation to access various schemes.
- **Support for various scheme applications:** Representatives of various in-line departments should assist beneficiaries to complete the application procedures, inform them about their status of scheme linkages, and undertake renewal processes if applicable.
- **Provide awareness on entitlements:** Create awareness among the urban poor about various entitlements and how to access them, thereby empowering them with the knowledge to utilise available resources effectively.
- **Inter-departmental coordination** for sanction of scheme benefits to eligible individual.

2.8 Monitoring by District Level Committee

The District Level Committee (DLC), formed under the Mission and chaired by the District Collector /District Magistrate, with participation from relevant departments, will be the key committee that oversees the entire process of facilitating linkages to eligible beneficiaries. This committee includes district level officers from line departments. Detailed composition of the

Committee is mentioned in the Mission Document Section 9—**Administration and Mission Structure**. City level eligibility data of respondents will also be available to the DLC. It will be the responsibility of DLC to oversee the implementation of scheme linkages to eligible urban poor households in the district.

Functions of DLC for this component may include:

- Review the progress of facilitating scheme application and sanction to eligible households.
- Provide directions/ instructions to concerned in-line departments
- Review the process of updating the portal.
- Undertake regular quality checks.
- Review pendency and reasons thereof.

3. INCENTIVE STRUCTURE

The incentive structure to be given by ULBs to enumerators/ SHGs /CIGs /ALFs /CLFs / CSs/ CRPs/ volunteers or any other relevant agency would be INR 70 per household. ULBs will be provided with a one-time grant of INR 5,00,000 to set up the permanent SUYOG centres for facilitating scheme linkages.

4. OTHER CONVERGENCE LED INTERVENTIONS

The Mission encourages collaborative efforts at all levels—National, State /UT, District, and ULBs—to adopt new strategies and programmes as needed to support urban poor households. States /UTs and District /ULBs may identify such convergence led avenues and programmes where benefits can be extended to the urban poor households. Some of the broad activities of such initiatives are suggested below. However, Districts / ULBs may adopt a need-based approach for deciding the interventions.

4.1 Skilling

MoHUA aims to collaborate with the Ministry of Skills Development and Entrepreneurship (MoSDE) to provide skill training to the urban poor especially those engaged in vulnerable occupations. The aim is to fill the gap between the demand and availability of local skills by providing access to skill training programmes as required in their respective occupations or enterprises. Under the skill development programmes, three types of training may be provided:

- a. Training of fresh entrants to the job market,
- b. Reskilling or skill up-gradation of persons already engaged in an occupation or enterprise development,
- c. Formal recognition and certification of persons who have acquired skills through informal or experiential training in any vocational trade or craft, if necessary.

Training will be provided under various Central Government or State Government /UTs' skilling programmes as per the requirements of the occupations and as per the curriculum recognised nationally. The occupational requirement for skills may be assessed through a comprehensive Training Need Assessment (TNA) at the ULB level. TNA will be conducted by the National Skill Development Corporation (NSDC) along with the Sector Skill Councils and other expert stakeholders. Based on the recommendations of the TNA, NSDC will develop customised course curriculums in consultation with MoHUA for the six vulnerable occupational groups.

4.2 Access to other available credit schemes

The Mission provides access to credit through a separate component of Financial Inclusion and Enterprise Development (FI&ED). In addition, the Mission aims to facilitate linkages of urban poor households to other eligible credit schemes vis.

- Prime Minister Employment Generation Programme (PMEGP)
- Micro Units Development and

- Refinance Agency (MUDRA).
- Swachhta Udyami Yojana of National Safai Karamcharis Finance & Development Corporation (NSKFDC)
- Credit linked up-front capital subsidy under NAMASTE.
- PM Vishwakarma scheme
- Other such eligible programmes.

4.3 Social Infrastructure

The Mission promotes development of social infrastructure through a separate component. However, the Mission encourages linkages to other schemes promoting establishment of social infrastructure for urban poor households. For instance, for promoting Care infrastructure, MoHUA collaborates with the Palna scheme of Department of Women and Child Development (DWCD). Similarly, collaborative efforts will be taken with Atal Vayo Abhyuday Yojana (AVYAY), Department of Social Justice and Empowerment (MoSJE) to improve the quality of life for senior citizens.

States/ UTs and Cities are also encouraged to develop multi-lateral/ bi-lateral and other such partnerships with national and international organisations for promoting social infrastructure and other such convergence-led initiatives.

5. COMMUNITY ENGAGEMENT

ULBs are encouraged to adopt a community-driven systems where scheme linkages and convergence led initiatives is a regular agenda point in SHG /CIG and ALF meetings. This will help track progress of access to scheme benefits among the eligible urban poor households, adopt a participatory approach to identify vulnerable groups, and nudge the ULBs to resolve any pending issues etc. Information gathered from these community meetings can be considered at ULB and District level meetings for further action.

ANNEXURE 1: CENTRALLY SPONSORED SCHEMES

S.NO	Scheme Name	Ministry	Description
1	Pradhan Mantri Suraksha Bima Yojana	Department of Financial Services	An accidental insurance scheme (age 18-70) offering coverage for accidental death and disability for a nominal annual premium.
2	Pradhan Mantri Jeevan Jyoti Bima Yojana	Department of Financial Services	A life insurance scheme (age 18-50) providing coverage for death due to any reason, with an affordable annual premium .
3	Pradhan Mantri Jan Dhan Yojana	Department of Financial Services	A financial inclusion initiative aimed at ensuring access to financial services like banking and savings for all citizens.
4	Pradhan Mantri Shram Yogi Mandhan Yojana	Ministry of Labour and Employment	A pension scheme for unorganised workers (age 18-40), providing a monthly pension to individuals after they reach the age of 60. Subscribers would receive a monthly minimum assured pension after attaining the age of 60 years.
5	One Nation One Ration Card	Ministry of Consumer Affairs and Public Distribution	An initiative to ensure food security by enabling portability of ration cards across the country for accessing subsidised food grains.
6	Registration under BoCW	Ministry of Labour and Employment	A registration scheme under the Building and Other Construction Workers (BoCW) Act to provide social security and welfare benefits to construction workers (aged 18-60, who were engaged in construction work for at least 90 days of the year).
7	Janani Suraksha Yojana	Ministry of Health and Family Welfare	A safe motherhood intervention under the aimed at reducing maternal and neonatal mortality by promoting institutional delivery among poor pregnant women. Cash incentives amount is determined by the State and is based on the State's infrastructure and topography.
8	Pradhan Mantri Matru Vandana Scheme	Ministry of Women and Child Development	A maternity benefit programme providing financial assistance to pregnant women and lactating mothers for the first live birth to improve health and nutrition outcomes. Cash incentive is given in 3 instalments.
9	Ayushman Bharat- PMJAY	Ministry of Health and Family Welfare	A scheme that aims to achieve universal health coverage. It is a health assurance scheme providing a health cover per family per year for secondary and tertiary care hospitalisation



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