

Session 1.2

FOLLOW-UP MATERIALA Letter from a Low Birth Weight Baby*

My dear Project Officer, Community Organisers** and all other dear friends.

I am a low birth weight baby (LBW), just born an hour ago. I am the second born of my mum who is only 17 years old. My mum was herself a LBW baby, born of poor parents, who were extremely disappointed because she was not a boy. As a result, since she was partly neglected and partly because the parents could not have enough food to feed her, she suffered from kwashiorkor, intestinal worms, diarrhoea, measles, scabies, malaria and many other preventable diseases. All this contributed to her stunted height, which today is 4'3".

My grandmother, after the death at birth of the first born child of my mother, one and a half years ago (he was a precious son by the way), had instructed my mother to eat very little food during the time I was in the womb so that she would not have problems to give birth to me. During the time I was in the womb, my mother suffered from malaria twice and from a series of urinary tract infections. My mother had

* Adapted from a paper by Valerian Kimati, Programme Officer, UNICEF, New Delhi (This paper was circulated in the training workshop for the District Coordinators of the UBS Programme, Hyderabad, August, 1985).

** The author had originally addressed this letter to the UNICEF Programme Officer.

to toil hard every day, even just before I was born, in order to earn a little money for daily food for herself and my dad. My being born, weighing 1.8 kg. at 39 weeks of pregnancy, was therefore a foregone conclusion.

My mother never had the opportunity to receive antenatal care. There was no trained 'dai' in her community. She easily pushed me out unassisted when she was squatting in a toilet. It took time for her sister-in-law to come and help while I was blue, due to mucus obstructing my airway. My aunt, who has had five children of her own quickly sucked my nose and mouth with her own mouth and gave me a few slaps on my back, and it was then I was able to utter a few weak cries. My aunt cut the cord with her long nails and applied clay to the bleeding point on the cord. I could have suffocated to death but fortunately, though exhausted and rather weak, I am still alive.

The way things are, my future is bleak. I am liable to have neonatal tetanus because my mum had no tetanus toxoid vaccine nor did she have any delivery kit to ensure a clean cut and dressed umbilicus. The way things are, I may faint or go unconscious any time, because of having low blood sugar in my blood (as it happens to most babies who are small for dates like mine), leading to my brain being damaged. I may suffer from several infections in my first week of life, in fact leading to my death, because of my low immunity status.

However, today in India, there are some seven million LBW babies being born annually i.e. 20,000 a day: 800 an hour or 13 a minute. In other words, out of 38 children born in India every minute, 13 of them are low birth weight and a majority being small for dates like mine and facing the same fate like me.

This is to say the minute I was born with 37 others located in different parts of India and 13 of us being low birth weight. Imagine the fact that 13 of us born every minute in India are at risk to die three times more than those born of normal birth weight ! We are a condemned lot. Like my mum, I will probably not be able to reach a normal height for two reasons: first by the mere fact that I was LBW and secondly, like my mum, I will not get the attention that a son would get and I will suffer from various infections and malnutrition and probably be married early before 18 years and continue the cycle of producing more LBW babies in India.

I pray and beg all of you, who recognise us as human beings, with equal human rights: you who we hope to add to our weak cries to be heard, you who the international community has entrusted with duties and functions to advocate for children, to do something drastic to prevent further babies being born of LBW like me. Enable pregnant women to have access to antenatal clinics and treatment for infections,

including malaria prophylaxis in endemic areas (like Orissa and Madhya Pradesh). If my mum had attended an antenatal clinic she would not have suffered twice from malaria as she would have had access to malaria prophylaxis. She also would have had tetanus toxoid vaccine and she could have been given a delivery kit to keep at home. Neither she nor I would have been scared as we both are now, of possibly suffering and dying of tetanus in a few days' time.

- Let all women and their husbands be aware that it is necessary for them to 'eat for two' when they are pregnant.
- Change the attitude and behaviour of my mum (if I survive from neonatal tetanus or if she survives from tetanus or pubereal sepsis) to like and love me and care for me, as she would care for a son. I am born in a relatively prosperous state of Haryana where dowry is really a 'monkey business' and newborn girls like me are almost unwanted. In fact, I am surprised I am still alive now, an hour after birth, I do hate and fear what may happen to me. Please use all channels of communication to impress upon parents to love and care for daughters as they care for sons. Impress on my mum that if she wants a healthy granddaughter, she should care for me and feed me well.
- Make available trained 'dais' to teach our mothers what to do during pregnancy and to refer at-risk mothers for

medical attention, during pregnancy. If a trained 'dai' was available, I would not have to face such a dark future now with the possibility of brain damage and of dying from infection.

- Educate all parants about child spacing activities. If my parents had planned well, I would not have been born only one and a half years after the birth of my dead brother and probably I would have weight about 2.5 kg.

What you can do, is to set up low cost, cost effective measures that are accessible and affordable by the community in the name of primary health care to which India subscribes and in the name of the magnanimous basic services strategy adopted by the United Nations Assembly, thus ensuring fewer and fewer children being born with low birth weight, resulting in fewer children dying and being disabled.

The following are some of the activities I would draw up for programming . to prevent low birth weight, if I could ever survive to become one day a Project Officer or a Community Organiser like you :

- Help our parents to get access to food or means of food production. If this be impossible, then let our mothers have access to supplementary feeding programmes during pregnancy and lactation.

- Make provision for mothers not to toil so hard during pregnancy, let our fathers be educated on this. Perhaps some legislation could help the situation. Advocating only for maternity leave will not cover the great majority of pregnant or lactating women, like my mum, who work in the informal sector.
- Enable more girls to have access to education and some generation activities so that they do not marry so early, as my mum did.
- Give access to mothers to iron and folate pills and eating appropriate diet to prevent anaemia during pregnancy.
- Remember to press upon politicians and the government bureaucrats that low birth weight causes enormous 'economic leak'. Mobilisation of optimum resources in the country to prevent low birth weight is an important human resources development investment.

Please pray and work for my survival, growth, protection and development so that I also one day become a Project Officer or a Community Organiser like you and help to save other children as you have done. Thank you very much. I feel sleepy now, we will continue our talk later.

Session 2.1

PANDOUT

Development, What Do We Mean By it ?*

During the 25 years that we have been speaking about development, the concept has gone through four different phases, and a fifth phase has now begun. Simplifying matters very much, the four phases can be distinguished, and the accent on the role of voluntary agencies can be seen to have shifted.

Development — Growth in Income

Initially, there was heavy emphasis on the economic aspect of development, on the need for raising the per capita income, especially by the injection of foreign investment, technology and know-how in backward countries. Countries having an annual per capita income of US \$500 or more were considered 'developed', those not so privileged were classified as 'underdeveloped'. The advantage of this approach was its simplicity. Development was uni-dimensional, it could be measured by means of statistics. It was the heyday of economists, econometricians and statisticians. They had the answers.

* Adapted from Basic Issues in Development, Michael Van den Bogaert, AFPRO, 1977, pp. 4-10.

The reference point was the developed countries of the West. They decided what development and underdevelopment meant, and did so, as can be expected, in their own image. The strategy for development was transfer of funds and technical know-how from developed to developing countries through aid programmes. Aid, therefore, came from outside the needy group.

Voluntary agencies did not have a very important role to play during this stage. They were largely ignored. Only during times of crisis or calamity or natural disaster was aid pumped in for providing relief to the most vulnerable sections of society.

Development — Social Progress

The economists started finding out that they did not have all the answers, and that development was far more complex than an increase in per capita income. A large variety of variables measuring health, education, sanitary conditions, calorie intake, protein consumption, etc., were, therefore, introduced into the equation. This was more or less the idea of development that prevailed during the First Development Decade declared by the UN.

The developed countries remained the reference point or yardstick. A more important role began to be given to voluntary

agencies. During this stage of evolution of the idea of development—and many of us are still in this stage—a great effort was made to build up institutions to provide a range of social services for the rural poor. Many of the dispensaries, schools, and other institutions built by either government or voluntary organisations owe their origin to this phase. And thank God for this, because otherwise, large tracts would have remained deprived of the most essential social infrastructural facilities.

The institutional approach meant that, in a way, the institution becomes the point of reference. The individual in need of a service has to come to the dispensary, the block, the school, as a client or a patient. It also entails the danger that institutions will too often be measured by their size and style rather than by the quality of personnel working in them, or the services they provide to the people. There is, further, the danger of institutions becoming ends in themselves.

This approach also creates the possibility that those living at a certain distance from an institution can profit very little from it. Development thereby becomes patchy and begins to generate 'centres' of development, the so-called 'demonstration' farms, 'model' villages, 'pilot' projects, etc., on the one hand, and large tracts of untouched terrain on the other, and hence a growing disparity between the two, even at the regional or local level.

Development—Integration

In the two approaches described, development was seen primarily as something coming from outside, whether in the form of finance, capital or social benefits. By the mid-60s the failures of the First Development Decade were making it increasingly clear that unless the process started within the poor country itself, it was unlikely to start at all. The expression 'Third World' entered into the development jargon, and third world countries began to take a serious look at their internal structures, at the prodding of eminent scholars such as Gunnar Myrdal, author of *Asian Drama*.

The problem they shared in common was a highly unequal distribution of wealth, most of it being concentrated in the hands of a small minority, while the masses of the people lived in poverty and on the 'margin' of society. The chief task of development therefore came to be seen as that of re-integrating these marginal people into the existing social structures. Attempts were made to broaden the latter and thus ensure a greater flow of benefits from the 'haves' to the 'have-nots'. India's 20-point economic programme can be seen as a concrete expression of this approach to development.

Note that during this phase the point of reference shifts to the developing countries themselves, but to their metropolitan centres, the organized sector of the economy, and the

elite of the decision makers who themselves are moulded on Western standards and values. Naturally enough these persons, inspired by the best of intentions, view development of the ordinary people as they see and think fit, and one gets planning from above.

The strategy for development reaches out from the centre or from institutions. It takes the form of projects and extension programmes, planned at the centre, started through outside initiative, financed by the centre, through services manned by development workers who come from outside the community. This does not preclude the presence of self-help elements, but only lip service is usually paid to this approach. Food-for-work projects could be included in this third approach, wherein the element of self-help is already more pronounced.

The approach was politically safe, for it did not encourage the people to ask too many questions about the system itself. Development work was used as a 'confidence mechanism' to win the allegiance of the people to the existing political system and its rulers.

The role of voluntary organizations grew considerably in importance. Because of the 'missionary' zeal that animated them, the government felt that projects meant for the most disadvantaged or remote people, where government officers would hardly go, could be entrusted to voluntary organizations, whose

personnel would work with full motivation. Or again, because these volunteers had the confidence of the people, they could get across to them more easily than officials could.

A frank question can perhaps be posed at this juncture: Is this not how the present government still sees the role of voluntary agencies ?

Development—Liberation

There were two serious flaws in the third approach. First it presumed that the benefits of development could 'trickle down' from the top to the bottom of the social scale: that without any major changes in the existing social structure, those who 'have' will be prepared to make the necessary concessions to provide for those who 'have not'. Secondly, it presupposed that the poor would gladly accept development as a gift from above.

There is now a growing awareness that real development can only start from below, from the people at the bottom. Words like 'grassroots' and 'barefoot' are now becoming the fashion. The first step in development must be an attempt to help the people free themselves from the various oppressive forces keeping them in a state of dependency.

In this fourth phase, one reaches the opposite of what the original idea of development started out with. Now the

ordinary man at the grassroots becomes the point of reference and the yardstick for judging whether development takes place or not. Any development measure, at whatever level it be taken, finds its justification to the extent that directly or indirectly it helps the marginal man in the Third World to become more fully himself. The 'human' aspect now takes precedence over the economic and technological aspects. Economic projects and progress are still very much relevant, but only to the extent that they result from decision-making by the ordinary man in his own community, and to the extent that they bring more equality and more participation in decision-making.

In this last phase, the people are 'conscientized' about the situation in which they live, the oppression they suffer, the contradictions they experience. They are encouraged to ask questions, to get organized, to build up countervailing power (as the trade unions did earlier) and to exert pressure from below. Politically, therefore, development becomes a live wire, for amongst the questions that people are asking will inevitably be those dealing with government officials and how they exercise their power, government structures, and the interplay of vested interests at the top that keep people in a state of oppression.

The role of voluntary organizations becomes vital. . . A role emerges of awakening the poor to their state of dependency and to the possibility of themselves changing the structures that oppress them by exerting organized pressure from below. Note that such an approach does not preach revolution or physical violence, but only favours the building up of countervailing power, without which as a matter of fact, the initiatives of government remain a dead letter. The possibility of misunderstanding between the government and the voluntary agencies during this fourth phase is a very real one.

Development Dialogue and the Rich Learning from the Poor ?

Pointers are already on the horizon to indicate that the 'development debate' has turned 360 degrees, and that in the near future, the so-called 'developed' countries will begin to discover that they can learn very much from the poor nations, in matters of total and integral development, the quality of life, the warmth of human relations, the stability of family life.

Once this fifth stage will have been reached, a real dialogue on the basis of mutual respect for each other's dignity can begin to take place. It must also be noted that such a dialogue has to take place between the 'developed' sectors and the 'marginal' people in each country as well.

To be more concrete, real development is likely to take place once we, the so-called civilized, educated, and advanced elite, begin to realize that we do not have all the answers, cannot therefore, plan on our own what shape the development or liberation of the mass of the people should take, without very seriously consulting them. This can be done if we would be ready for a dialogue with the people, and are willing to encourage and work for planning from below.

Session 3.1

DISCUSSION FRAMEWORK

Framework for Discussion on UBS Concepts

Given below is the discussion framework for five UBS concepts. Each group will discuss one concept in detail. Therefore mark the relevant framework that is to be given to each group member. In case there are less than five groups, use your discretion and assign two concepts to each group. The frameworks should be used merely as stimulants to discussion.

Need Based Planning and Management

- a. What do you mean by it? Briefly discuss and describe it.
- b. How to understand needs of the community:
What is your experience (if any) in this respect?
Recall problems faced while trying to identify needs
- c. How can you link your planning with their needs?
Give examples from your experience.
- d. Recall examples of advantages of need based planning and management.

Ensuring Participatory Process

- a. What is participatory process? Recall your experience and give examples.
- b. Discuss forces/factors which hinder participatory process.
- c. How can you remove hindering forces for ensuring participation.
- d. Give advantages of participatory process from your experience.

Area Based Planning

- a. What is area based planning as compared to common planning for all areas?
- b. Can needs of people be clustered to involve groups/ areas in the planning process?
- c. How can area planning approach be used to bring people together to collaborate?
- d. Recall examples from your experience(if any) to illustrate area based planning and its advantages.

Empowering People

- a. Recall examples from your experience of feelings of powerlessness and helplessness of people.
- b. Why do people generally feel powerless? Why do they feel that they cannot influence things, decisions and programmes?
- c. What should you do to make people feel confident and powerful?
- d. Recall examples from your experience why awakened and confident people help development.

Facilitating the Process of Self-Reliance

- a. What is self-reliance for a poor community? Why is it important?
- b. What can you do to weaken dependence of the community on outsiders including the government.
- c. How are need based planning, participatory process and empowering people related to self-reliance?
- d. Recall from your experience problems, failures and success stories in promoting self-reliance.

Session 4.7

CASE STUDY

Pre-School Education as the Entry Point for Community Participation *

The role and importance of early childhood care and education is acknowledged without doubt. In the Indian context early childhood care and education assumes a special significance in view of two major problems: the high rate of infant and child mortality and the high rate of dropout and stagnation in primary schools. The Child Care Centre is viewed primarily as an institutional infrastructure through which the children of age group 0-6 can be reached for delivery of health and nutrition services and in which, through the organisation of non-formal education activities, a foundation is laid for later formal schooling. Through this service parents of the beneficiary children can be contacted for inculcating awareness of proper health and child care.

Since any community programme calls for a thorough understanding of the perceived needs of the community a survey of the families residing in the vicinity of National Institute of Public Cooperation and Child Development (NIPCCD) was undertaken. One hundred families from the nearby residential areas such as Shahpur Jat Village, Police Colony, Hauz Khas

* Adapted from a paper by Dr. Kalyani Rao, Research Associate, National Institute of Public Cooperation and Child Development, New Delhi.

and NIPCCD campus were interviewed to collect data on existing facilities with reference to the need for Day care and Balwadi services in order to assess potential ways of community assistance and participation.

Based on these data it was decided to start Field Demonstration Services at the Institute in 1981 with financial assistance from UNICEF. One of the demonstration services was a Child Care Centre.

Establishing rapport with the community was a long drawn out process, and a tortuous one. At first the women were suspicious about the obviously city-bred women with their alien ways.

A close identity had to be established if rapport with the community had to be built up. The style of dressing (for instance, covering the head with the saree end,) and the general deportment had to correspond with those of the community women. These were the first steps towards being accepted by the community. By approaching the women through their mothers-in-law and the community leaders such as for instance the Mukhia, the ideas and the purpose of the programme were put across.

The mothers were then invited to visit the centre and watch their children at work. Seeing the display of their

children's creative work and being oriented towards various aspects of child development during their visits made them realise the importance of their participation in the centre's activities. They were drawn towards the centre and its activities when they realised how much it helped their children and their own understanding of them. This also broadened their outlook and in interacting with other women outside their castis, their vision became wider and they were also able to contribute more innovative ideas.

A condensed curriculum on the lines of the Anganwadi workers' syllabus was formulated for the mothers during the vacations which eventually proved to be a great boon to them in their participation at the centre. Even illiterate mothers were able to participate in the programme.

The benefits of a close involvement between the centre and the community are immeasurable. Participation by parents in their children's learning activities will mean more efficient use of community resources and will help eliminate gaps in programmes that are organised for the overall development of the community.

The pre-school children attending the Child Care Centre (CCC) reside in slum/low income areas in the vicinity of NIPCCD. Every year 40 children are enrolled in the centre, on a first come first serve basis.

Objectives

The objectives of the CCC are :

- to enable the trainers and the trainees to gain first hand experience in the managerial skills required for project planning and implementation;
- to foster the physical, emotional, intellectual and social development of children in the age group 3-6 years;
- to provide an entry point for delivery of health and nutrition services to the children;
- to promote community awareness of child care; and
- to foster and encourage community participation in planning and running the activities of the centre.

Services

For children in the age group of 3-6 years :

- Health check up
- Immunisation
- Assistance and guidance in the treatment of minor ailments
- Non-formal pre-school education and recreation.

For adult women :

- Health and nutrition education and proper child care

- Training programme for mothers to acquaint them with different aspects of child care and pre-school activities.

Activities

- The children are divided into younger and older groups. As they grow and learn, the Child Care Centre provides them opportunities appropriate to their developmental needs.
- An individual record is kept of each child's habits, behaviour, and physical, social, emotional and cognitive development. These are discussed with the parents at the Centre as well as during home visits. Health cards and growth charts are also maintained.
- There is a follow up of ex-students in primary school to know about their performance.
- It undertakes training programmes for mothers to acquaint them with different aspects of child care and pre-school activities.

Role of the Staff

Balsevika

The Balsevika is responsible for conducting the activities. Aids are developed by the Balsevika in conducting all the activities. She also maintains all records and registers with

the help and guidance of the Organiser. She makes occasional home visits to educate mothers on various topics relating to health and nutrition of children and to enquire about children whose attendance is not regular.

Helper

The Helper's role here differs a little from other pre-school centres. She not only helps the Balsevika in conducting pre-school activities but also performs the role of Balsevika when need arises. She has had two month's, training in child care and pre-school activities organised by the centre for mothers. The Helper looks after environmental sanitation and children's cleanliness. She helps the children develop sound toilet habits and also in their personal hygiene. She goes for home visits too in order to establish contact with the community.

Community Participation

Sharing the various resources of the community for children's positive development is not only beneficial for children but also for all members of the community. If we consider it from the management point of view we will find it both cost effective and cost efficient; while from the educational and human point of view it is a positive way to involve parents, children, professionals, business people, craftsmen and other members

of the society. There must be planned cooperative interaction among those parts of society with the most influence on a child's life and development and the family, the school and the community. According to Brofenbornner (1979), family support programmes and school assistance projects produce a viable system in which all community members can learn and contribute in human ways.

Parental involvement is the hallmark of this Child Care Centre. This cooperative effort which provides care to children and helps in fostering their allround development is a unique experiment in several ways.

Parents help in cash, kind and labour to run this centre. Mothers take great interest in the activities of the Child Care Centre. Mothers whose children are attending the Centre are members of a Mahila Mandal formed by them in 1983. From their monthly contributions, the Mahila Mandal meets the honorarium of the Helper (Rs.200/- p.m.) and various other expenditure. The Mahila Mandal has also donated Rs.1000/- to the National Children's Fund. A meeting of the Mahila Mandal is held once in a month to review the work of the Centre, the participation of the mothers and other matters. During that time educational and recreational activities are also organised. Other ladies from the community also attend these meetings. These forums are used to discuss other issues and problems related to community development.

Every day by rotation one mother comes to the Centre to help the Balsevika in conducting activities; they also help the teacher in preparing toys and teaching aids.

Social interaction is fostered and community awareness created by celebrations such as on children's birthdays, social, religious festivals, and educational trips to various places of Delhi are organised by mothers along with the staff who take the initiative in organising such functions and trips.

During Diwali, New Year and Raksha Bandhan, both parents join in preparing greeting cards, and rakhis.

Community resources are used again: a doctor from Municipal Corporation Dispensary in a colony nearby comes for children's quarterly health check-up.

The Centre has become a focal point for a lot of community activities. It has helped people to come together and collectively take on the responsibility for their children's development.

Session 4.8

CASL STUDY

BOSCO Programme for Street Children in Bangalore City - A Profile*

Street youngsters are those aged 10-20 years who have no home to go to but have instead made the streets their home and the mainstay of their lives—earning, eating, living and growing on and off the streets. Homeless child labourers comprise children aged below 8-16 who have abandoned their homes and are willing to work in any available job in order to maintain themselves.

BOSCO translated itself as an association for the service of the street people of Bangalore. It was initiated in 1980 as a pilot explorative project and was developed into a full-fledged project in 1984. It developed in three phases. The first phase helped it to evolve a philosophy of its own through symbolic actions, study, data collection, reflection and welfare measures.

The second phase is intended to build up its street base, the competence of its personnel, its credibility with the street people and the infrastructure. The third tier phase will be an expansion development phase.

* Programme for Street Children - A Programme in Bangalore City (Bangalore Oniyavara Seva Coota: BOSCO) presented by Fr. George Kollashany, UNICEF TRAINING PROGRAMME ON CHILDREN IN DIFFICULT CIRCUMSTANCES Bangalore, 20-23 July, 1987.

Philosophy

The street child and homeless youth form the target group of the Bangalore project. The problem of the youth is not perceived in isolation of the social reality that causes this phenomenon. It addresses itself not only to street youth but to the entire social organisation, to the socio-political situation, and its supportive value systems.

The project accepts that given the existing social organisation, street youngsters will be an ever-present reality. Therefore the approach is not how much has been achieved but how intensely the project has been presented to street youth in their existential realities and in their efforts to cope with and transform both themselves and society.

Aims and Objectives

- To contact/follow up street children/youth and identify their problems and needs and try to settle them back in the context of their families.
- To support those who cannot come off the streets and thereby prevent them from becoming the victims of the vices of the street.
- Counselling to settle them back in society.

- To form associations of street youth/working children, conscientise them of their plight and help them live meaningful lives.
- To provide night shelters, club rooms, hostels, training study centres, youth villages and so on which will support their rehabilitation.
- To plan and implement employment betterment programmes.
- To involve society at large to work with street children and create an awareness of the situation through the media.
- To study and conduct research on and document the situation of such youth groups.
- To collaborate with government and non-governmental agencies and others working in this field.

The project accepts a preventive promotional rather than a curative system of education based on the creation of an environment and attitudes that will wean children away from the dehumanising and vice-ridden habits that the streets offer so temptingly.

The Project has Twin Components

- of contacting and supporting street youth in their efforts to grow and integrate; and

- of raising issues regarding the causes of the street youth phenomenon.

The Twin Components are Three-Tiered

- the street presence through the contact centre and the contact points;
- the city centre presence, acting as a catalytic agent for transition from streets to society; and
- the institutional presence acting as a support for a full-fledged reintegration into society.

Contact Centre and Street Presence

- The different contact points in the city are coordinated through a contact centre. They maintain constant vigil over the streets and meet each boy. A friendship is developed and the boy is provided with a hope that will support him in his efforts to build his life. Every effort is made to put him into the home and family.
- The contact team staff is expected to tackle as many of the problems of the youngsters as and when they arise. It is necessary for the youngsters to come to the centre to avail of the services.

The contact personnel do not give money in hand. Nor as a rule do they do anything that the boy can do himself. This is to ensure that the respect due to every child is given to him and a love relationship is built.

The fact that a boy has taken the responsibility for his life, that he has come to the street from a worse situation elsewhere is considered a courageous step. This is used as a challenge and an opportunity.

City Centre Presence

- The city centres are located within easy reach of the street where these boys live. They act as a catalytic agent for the transition from the street to the house/society.
- The flexibility of the city centre is open enough to allow him the freedom to run out, yet a full day's schedule ensure that there is enough scope to get accustomed to a regular life through education, training, saving and so on.
- Those who are accustomed to the regular patterns of life are given encouragement, and possibilities are offered for building up their talents, for growing in confidence and for identifying themselves at BOSCO Boys.

- The older a boy is the greater the responsibility he will assume, the faster he appears to strive to settle down in life. Having their own rooms, and marriage are the steps that follow.
- Work in the form of vocational training, informal and on going education, vocational bureau etc. is considered a means of education and growth.

Institutional Presence - Youth/Children's Village

- The creation of a home especially for the younger street child. Less formal and shorter duration programmes will be provided here.
- A place that will provide family hostel facilities for teenagers, with small children from 'house-parent' institutes and youth from their own homes.

Activities

Such activities include home placement, training children, medical aid, counselling and advocacy, acting as middlemen between the street children and different institutions (remand home, certified school, employers, police, etc.). Street classes, savings schemes, job placement, orientation camps, picnics and get-togethers.

Beneficiaries/Staff

At the street presence, there are 25 contact points grouped into five areas; BOSCO is in touch with 1200 street children, three full-time personnel and 20 part-timers who put in about 12 hrs. each.

This presence is felt at each of the points four or five times a week.

Over 2000 street youth have come under this presence and follow up is done through a data card. In the past months 26 parents visited looking for their lost children and 6 of them were traced. Over 400 boys have been placed back into their families. In the past 4 months an average of 15 children were sent home every month. A weekly average of four boys needed medical care; 80 boys, have savings accounts with BOSCO and many more have independent savings bank accounts. Savings vary from 15 paise to Rs.15,000/-.

The City Centre provides education and training and job placement facilities; it also has facilities for recreation, bathing, night shelter, safe keeping of belongings and cooking.

Five full-time and 5 part-time personnel are in charge of these activities. The monthly average attendance is 250 and

the daily average is 70. In the past year over 900 children have used the facilities of this centre.

Funds

The average monthly expenses of Rs.8,000/- are met by local contributions from funds and benefactors. A majority of the staff offer their services free. Three persons of the tour programmes were financed by government and other agencies.

Problems

1. Committed personnel are difficult to get hold of.
2. Funding agencies including government require a system of head count of beneficiaries which is not possible.
3. The attitudes of society and particularly those of the law enforcement personnel need to be changed.
4. A non-institutional approach needs to be designed and recognised.
5. The present system of education is not amenable to what the street child can cope with.
6. The training imparted needs to be recognised.
7. The criteria for evaluating 'street work' in education needs to be re-assessed.

Session 4.8

Definition of Street Children

The Children on the Street are primarily working children who still have family connections of a more or less regular nature. Their focus in life is still the home. Many attend school, most return home at the end of each working day and most will have a sense of belonging to the local community in which their home is situated.

The Children of the Street: Children in this group see the street as their home, and it is there that they seek shelter, food and a sense of family among companions. Family ties exist but are remote and their former home is visited infrequently.

Abandoned Children are those who have severed all ties with their biological families they are entirely on their own, not just for material but also for psychological survival.

Session 4.9

SEWA : Self Employed Women's Association

SEWA originated to protect the unorganised and unprotected women workers whose work is not duly rewarded. It is a registered trade union. On 31 December 1974, SEWA had a membership of 6,667 of women such as vendors, hand spinners, milkmaids, junksmiths and the like.

SEWA has a representative board of 153 elected group leaders from different sections of total membership. The group leaders usually know the mechanism, problems of their trades, their economic viability and also know their own members, their place of work and houses. They provide the common channel. SEWA feels that this is the only practical and economic way to reach a large membership scattered over many miles of area.

SEWA started with the first programme of protecting its members from the exploitation of private money lenders of other big traders. There were a number of cases where women have good capacity to sell, but because of shortage of capital, they have to remain satisfied with low sales. For instance, a vegetable vendor in the morning goes to a private money lender residing in her neighbourhood, borrows a small amount of Rs.50/- reaches the wholesale market to buy goods, sells during the day, earns Rs.10/- (returns Rs.55/- the capital + interest of Rs.10/- per day) to the lender. Another case of helplessness is where

the means of labour or production are not their own. For instance a handcart puller or handspinner is always at the mercy of the owner of the handcart or the charkha' (hand spinning machine). The rent is not fixed and the hired instruments are often not in good condition.

Active Support of Nationalised Banks

To take up the scheme of providing finances to its members SEWA decided to provide the infrastructure to the banks from its own meagre resources. SEWA today completes all the preliminaries and submits completed applications to various nationalised banks. Loan applications are filled by SEWA on the basis of seniority of membership, honesty of purpose, homogeneity of group, experiences of trade and reliability of group leaders.

How Loans are Disbursed

Applicants are illiterate, each form of the application has a photograph of the applicant and guarantor (cross guarantor) for identification. The same photo is also attached on her savings pass book and on the specimen card in the Mahila Cooperative Bank of SEWA. Before filling the form, SEWA verifies her membership with the union and her savings account in the SEWA Bank. After receiving the application forms with

recommendation from the SEWA office for the date of disbursement of loan money, the staff member of SEWA presents herself at the bank with the borrowers and their group leader. The account payee cheques in the names of the borrowers are deposited in their accounts in SEWA Bank. They draw the money from their accounts as and when they need it. The repayment is done on 20 monthly instalments at rates of interest varying from 9% to 16.5%

In July 1974, Mahila Sewa Sahakari Bank was inaugurated, initially 9000 women opened their savings accounts, and the bank reached a working capital of Rs. 3 lakhs. Having own savings accounts helped them from falling into the hands of money lenders who used to deposit their money of from their husbands who demanded money.

SEWA has adopted the twin strategies of struggle and development. Struggle is carried out mainly through the union and it takes the form of fighting for one's own rights. Development takes the form of building alternative economic structures such as cooperatives.

SEWA's experience has shown that injustice exists at three levels;

1. Injustice that the women directly see--the direct exploiter like a policeman, an employer or a contractor.
2. Those who support the direct exploiter--those who are meant

to protect the workers start favouring the exploiter, the government agencies and the legal structure.

3. All this exploitation can be sustained because of the injustice at the level of polices and laws.

So in order to be effective, the struggle has to be carried at all the three levels of injustice through

1. direct action
2. lodging complaints and by cases in court
3. pressurising government to bring about policy changes
4. organising the workers.

Problems

But this task is not easy as there are strong vested interests who do not want to see them united. The most pervasive problem is the fear of losing whatever small income they might have. Usually an employer or exploiter reacts to organising by harsh measures such as dismissal or arrest.

Divisions among workers prevent them from coming together. These are caste, class, religion, region. Besides, a problem particular to women is that they do not identify themselves as workers. Since they primarily perceive themselves as housewives and mothers, they find it difficult to identify with each other

on common issues related to work. Yet another difficulty is that they are often unaware of the laws meant to protect them and the agencies meant to help them.

Perhaps one of the secrets in organising is to keep on keeping on. No one action ever leads to a success. No failure is permanent. Organising is a series of ups and downs. Success is rarely absolute, but is only after a compromise. One issue often leads to another, a series of issues each more important than the other, more basic than the last. SEWA just keeps on organising.

Session 4.9

CASE STUDY

WWF: Working Women's Forum

The WWF is a grass root community organisation of self-employed women in petty trades and production in the informal sector. It has been cited for its achievements in improving the condition and status of poor women living in slums.

The organisational set up of WWF has been devised so that the poor women can come together to work collectively for their economic and social improvement. The Forum seeks to empower women at home and in the community. All the activities run by the Forum such as: loan programme, child care, health and education activities, are all operated and controlled by women themselves in this way, women gain confidence and self reliance.

Organisational Structure and Leadership

The Forum, chartered as a society in 1978, essentially began as a self help credit association. The key unit in the organisational structure is the neighbourhood loan group. A woman does not join WWF as an individual member instead she assembles 15-25 of her neighbours who elect a group leader and the neighbourhood group is then registered into the Forum

(originally loan groups of 50 were tried but they proved too large; intimacy and opportunities for mutual support were fewer and loan defaults higher). The group functions as guarantor or security for the loan.

The group leaders, approximately 250 in number, are the members of the governing board. They attend monthly Forum meetings and participate in the management of the organisation. Elected office bearers include one president, two vice presidents, one general secretary and a standing committee of 7 members who are all elected by the board. The 8000 members from the general council. Each member pays a membership fee of Rs.12/- per annum.

WWF Goals and Programme Strategy

1. To federate existing organisations striving for working women and to establish branches of the WWF in all districts and villages of Tamil Nadu.
2. To assist in improving the conditions of working women through cooperation and secure for them more time and leisure for creative work, cultural activities and recreation.
3. To help self-employed women expand their business through arranging loans from nationalised banks and to improve their professional and social status by giving them training

and establishing day care centres for their children.

4. To solve civic and other problems of members by acting as an agent between members and civic authorities, government and other national and international organisations.
5. To mobilise all working women to fight for their rights by acting as a pressure group.

The backbone of the strategy for social change is income generation through the provision of credit to the self-employed worker.

Credit Programme

The Forum has acted as an intermediary between women workers and the nationalised banks in securing loans for business investment purposes. An existing differential interest rate (DIR) scheme designed to aid the urban poor, has been underutilised, due to the reluctance of the banks to process very small loans to large numbers of borrowers. The Forum stepped in and organised the women borrowers into loan groups and streamlined the administration process reducing time and money costs to the banks. Poor women having no assets are able to secure small loans of Rs.100-500 at 4% interest rate per annum on the guarantee of their group leader. This is based on the confidence of the leaders in the women's ability to earn and repay the debt. The

corresponding rate of interest for an unsecured loan from a money lender is 10% per month. Lower rates of 3% per month are available if loans are secured with a sufficient amount of jewelry or vessels. For a WWF(DIR) loan of Rs.300/- the woman makes 10 monthly payments on the principal, her interest payment is only Rs.12/- compared to Rs.360/- on a money loan of the same amount.

Women receive loans in their own right without the aid of husband, son, or father. To date 5000 loans have been secured under the programme.

Women's Cooperative Credit and Service Society

A women's credit and service society was inaugurated in May 1981 at the Third Anniversary of the Working Women's Forum. The need for a women's bank arose out of the difficulties experienced with the nationalised banks. Delays in receiving the loans owing to the high volume of very small loans has been a chronic problem despite the Forum's streamlining efforts. Because the loans are restricted to business investment purposes, women are still forced to rely on money lenders in times of financial crisis. The credit society will allow timely loans for consumption purposes or to repay enormous debts as well as for business expansion.

Cooperative Production Units

The Forum hopes to begin cooperative production units in certain industries which will be selected as a result of market studies. The funding will come from the Credit and Service Society. The aim of the programme is to provide secure, higher earning employment for women where profits can be re-invested to expand employment and provide needed benefits and services for the workers. A garment tailoring unit is perceived as a likely starting point.

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OSMANIA UNIVERSITY
HYDERABAD

**REGIONAL SEMINAR
ON
URBAN POVERTY**

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WORKING PAPER.**

Organised In Collaboration with
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Osmania University, Hyderabad-500007 (A.P.)**

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URBAN POVERTY ALLEVIATION : NEED FOR PARTICIPATORY APPROACH

India's urbanisation presents a morbid picture of contrasts and complexities in terms of size, pace, pattern and consequences on the overall development. In terms of size, the urban population in India was around 160 millions constituting 23.7 per cent of the total population in 1981. In absolute numbers, the urban population equals the urban population of United States (161 millions) and is marginally lower compared to USSR (169 millions). The spatial distribution of urban population is an extremely disturbing factor. For instance, the number of urban agglomerations and towns have increased from 2,531 in 1971 to 3,245 in 1981, excluding Jammu & Kashmir and Assam. About 60 per cent of the urban population lived in 216 cities with a population of 1,00,000 and more. The twelve metropolitan cities with more than a million population accounted for about 27 per cent of urban population. About 52 millions or 33 per cent of the urban population lived in 204 cities in the population range of 1,00,000 to one million. Approximately 62 millions lived in 2,020 small (population below 20,000), 739 medium (20,000 - 49,999), and 270 large towns (50,000 - 99,999).

Though the trend of urbanisation in India is less than the UN estimate of 30.5 per cent in 1980 of those who lived in urban areas in less developed regions of the world, the trend of urbanization in our country is on the increase. During 1971-81, the overall population grew by

5 per cent whereas the urban population rose by 40 per cent. The annual growth rate of urban population was 3.86 per cent whereas it was only 0.75 per cent in the case of rural population during the corresponding period. Though this trend is similar to most of the developing countries, it is higher compared to the economically developed countries which have annual growth rates between 1 to 2 per cent.

The projections of urbanisation in India, though not panicky, provide the magnitude of urban problems which need immediate attention. By 2001, the urban population will be of the order of 320 to 338 millions; in other words, doubling of the present population in a short span of two decades. And by 2021, the population is estimated to be between 524 to 642 millions. If the high scale is accepted, it implies another doubling in the following two decades. These projections emphasise the enormity of the problem and provide guidelines for future policy decisions. Such a growth leads to economic, social and ecological disruptions having an adverse impact on the living conditions of the urban dwellers. The cancerous growth of slums, congestion, pollution, inadequate shelter and basic services like water supply, street lighting, sanitation, etc., are vital areas of concern. Among these, shelter and slums pose greater threat to the health of urban settlements.

While urban dwellers consist of public servants, businessmen, industrialists, workers of private sector; a good number are poor people who migrate from rural areas to urban locations mainly in search of work and be

able to enjoy urban services like electricity, water, recreational facilities, etc., to which they do not have access in many rural situations. These rural poor move into towns and cities and haphazardly stay in poorest areas which we call slums. Not all urban poor live in slums. They can often be found distributed throughout a city, living in servants quarters, chawls, small squatter settlements and on pavements.

Indicators of Poverty

A review of the literature on problem perception shows that lack of income, irregular and poorly paid employment, poor shelter and sanitation, lack of basic physical amenities like water, health, educational deprivation of the children are foremost in the consciousness of the poor as indicators of their poverty. The fact that poor households find themselves in a multi-problem situation calls for a multi-pronged service design converging at the household level.

The twin causes of poverty are under-development and inequality. Urban poverty manifests itself in many forms. Most visible of these are: Proliferation of slums and bustees; fast growth of an informal sector; increasing casualisation and under-development labour; growing pressure on civic service; high rate of educational deprivation and health contingencies; retarded growth of physical and mental capacities; a growing sense of helplessness among the urban poor resulting in rising crime rates and group violence, etc.

Current estimates of poverty are based on the average daily per capita calorie intake; below 2140 calories are deemed by the Planning Commission "below poverty line"; this means a per capita income of Rs.122/- per month. Though the relationship between income and physical deprivation is close, a substantial number of cases of acute physical deprivation would fall outside the income definition of poverty. According to official estimates, approximately 27.7% of the urban population, i.e., at least 5.7 crore people fall below the poverty line in 1987-88.

These urban poor are spatially distributed in different states. Eighty per cent of the urban poor are staying in the eight States, namely, Uttar Pradesh (17.81%), Maharashtra (11.41%), Tamil Nadu (10.98%), West Bengal (8.36%), Andhra Pradesh (8.04%), Karnataka (7.42%), Madhya Pradesh (7.33%) and Bihar (7.19%). The remaining 20% are distributed in the remaining States and the Union Territories. About 32% of the urban poor of the country are in the States which have level of urbanisation higher than 23.7 which is the national figure according to the 1981 census. About the 32% of the urban poor are living in Uttar Pradesh, Madhya Pradesh, Bihar which have low level of urbanisation as well as economic development. Any policy to deal with the urban poverty should consider these spatial aspects. Similarly, the estimates of slum population in urban areas vary from state to state and city to city. According to one estimate, 40 million people lived in slums in 1985. The distribution of slum population amongst the different sizes of classes of cities and towns is considerably skewed. For example, in metropolitan cities, they vary between 38 to 65% of

cities' population. 217 class I cities account for more than one third of the slum population. About 39% of slum population of the country live in metropolitan cities and these cities account for a major share of slum population of the states in which they are located. An important aspect of urban poverty is that the larger the size of the city, the greater is concentration of its urban poor in its slums.

A significant number of urban poor are women, children, aged, disabled, scheduled castes, tribes and minorities. Therefore, any simple prescription for alleviating poverty through programmes to increase employment and/or incomes of poor urban men alone cannot adequately deal with the complex problem of urban poverty. Any strategy to ameliorate their situation must be multifaced one. Such a strategy must deal with the social, psychological and emotional aspects of poverty. The amelioration of urban poverty should be accorded the same priority as that given to rural poverty. Although, the urban slum dwellers are the same poor people, as the rural poor, their socio-economic conditions are much worse than those of the rural poor because of overcrowding, congestion, dirt, pollution, etc., resulting in lot of infectious diseases.

Many development agencies including governments have for a long time neglected the urban slum dwellers who in many ways are more disadvantaged than rural poor. The focus has been on the rural poor to the neglect of urban slum dwellers simply because they live among elitist urban population and hence, it is assumed that the basic services provided in

towns automatically reach the urban poor. On the contrary, the services available in urban areas do not reach the urban poor.

The services provided in urban areas are not accessible, affordable and even culturally acceptable to urban slum dwellers. Therefore, special attention should be given to this group.

Children and Women : The Neglected Lot

The state of the children and women in poor urban communities is even worse they are the first to suffer and even to die from such adverse conditions. In the absence of extended family support systems which rural environment often provides, the urban children are particularly vulnerable. On the lowest estimates, around 13 million children live in the slum areas of which 3.6 million are under 4 years. Despite many and multi-faceted efforts of the government, children and mothers continue to confront numerous problems. For example, nearly 30,00,000 urban children die annually due to diarrhoeal dehydration; about 6000 urban children are turning blind annually due to vitamin 'A' deficiency; over 50% of children below three years and 45% between 3-5 years suffer from iron-deficiency anaemia; twenty seven per cent of urban children between 3-9 years do not attend schools; etc.

Situation in Andhra Pradesh and Orissa

We shall now have a look at the problem of urban poverty in Andhra Pradesh and Orissa. As we have noted earlier there are variations from

state to state and from city to city in the incidence of urban poverty in the country. For example, Andhra Pradesh has 124 lakhs (23.32%) and Orissa has 31 lakhs (11.79%) urban population in 1981. Together both Andhra Pradesh and Orissa contribute about 10% of India's urban population. Identified slum population in 1981 in India was 279 lakhs. Slum population of Andhra Pradesh was estimated at 28.5 lakhs whereas that of Orissa was estimated at 2.8 lakhs. By 1990 the slum population of Andhra Pradesh is expected to reach about 38.07 lakhs and that of Orissa 10.60 lakhs. During the same period, India's slum population is estimated to touch 512 lakhs (for details see Annexure). By the turn of the century the slum population in the country as well as in the states is likely to be substantial requiring immediate measures.

According to 1983-84 estimates, in Andhra Pradesh and Orissa, 29.5% of urban population are below poverty line. This is higher than the national figure which was at 28.10. To combat poverty during the Seventh Plan period about Rs.30 crores, Rs.1.5 crores were spent in Andhra Pradesh and Orissa respectively while in the country as a whole Rs.269 crores were spent during the same period under the Minimum Needs Programme. Per capita expenditure by the respective state governments in Andhra Pradesh and Orissa on health, water, sanitation, etc., is Rs.31 and Rs.28 respectively. These more or less on par with the national average. Though in the educational field per capita expenditure in Orissa lags behind to the national average whereas in Andhra Pradesh it is more or less on par with the national average.

Literacy is one of the important indicators of development. In 1981, 57.5% of urban population in the country were literates whereas in Andhra Pradesh and Orissa the percentage stands at 51.99% and 54.77% respectively. This is indicative of low level of literacy among the urban population in these two states. Among the males 61.89% and 65.13% are literates in Andhra Pradesh and Orissa respectively whereas the national average is 68.33%. In this also, these two states lag behind to the national average. The problem is much more serious when we take female literacy. 48.82% of urban females in the country are literates whereas in Andhra Pradesh and Orissa, it is very low i.e., 41.55% and 42.77% respectively. This indicates the need for more concerted drive to increase literacy rates in the urban areas; more so among poorer sections of urban India.

Health is another important indicator of development. Annual birthrates in 1985 per thousand of population in urban areas of the country as a whole stands at 28.1 whereas in Andhra Pradesh and Orissa, it is 30.2 and 28.3 respectively. The estimated annual death rate during the same period is 7.8 for India, 7.3 for Andhra Pradesh and 8.1 for Orissa. Orissa is a clear example where health and medical services need to be augmented to improve the health standards in the community. Infant mortality rate is one of the important parameters of a healthy society. In 1985, for India, the figure was 59; in Andhra Pradesh, it is 57 and in Orissa it is 84. This indicates the low health standards among the Orissa's urban population. Efforts must be made to correct this. About

52% of births are attended by the untrained professionals. This is another indication of low priority given for health education in the state. On the whole in terms of health standards Andhra Pradesh is on par with the national average. Orissa is far behind. Water supply is provided to 72% of urban population in the country whereas it is only 52% in Andhra Pradesh and 58% in Orissa. Similarly sanitation facilities are available to 28% of the urban population in the country whereas the percentage is 10.9 and 9.5 respectively for Andhra Pradesh and Orissa. Taken as a whole in terms of sanction both Andhra Pradesh and Orissa are far behind and requires policy initiatives.

Government Interventions

The earliest attempt to improve the living conditions of the urban poor dates back to 1956 when a Slum Clearance Act was passed for the Union Territory of Delhi and later extended to other urban areas of the country. The emphasis was on slum clearance and rehabilitation involving disruption in the living conditions of the poor and hence, it was ineffective. The Urban Community Development Programme (UCD) launched in 1958 in Delhi and later extended to major cities of India is another effort to improve the living conditions of the urban slum dwellers in major cities. The emphasis in this programme has been on community participation.

A pragmatic effort was made through the Environmental Improvement of Urban Slums Scheme (EIUS) in 1972. The scheme emphasises improving

the physical conditions of the slum dwellers by providing amenities like water, storm water drainage, community latrines and baths, widening of roads, street lighting, etc. The scheme is extended to all the urban areas in the country in a phased manner.

The Integrated Development of Small and Medium Towns (IDSMT) Scheme introduced in the Sixth Five Year Plan aims at capacity building of the lower order urban settlements with an average investments of rupees one crore on each town. This is an ambitious scheme launched to set-right the spatial imbalances in the urban development in India while attracting the migrants from rural areas into the smaller towns.

Integrated Child Development Services (ICDS) scheme taken up in 1975-76 emphasizes the basic needs of the poor children - both in rural and urban areas, by providing basic health, supplementary nutrition and non-formal pre-school education.

A number of efforts thus were made to improve the living conditions of the urban poor in India. But these schemes could not make desirable impact mainly because of sectoral approach followed and neglect of community involvement. This apart traditional development project involves high technology, huge investments and a bureaucratic system. This approach is found to be superficial and above the existing capacities of governments in the developing countries. As a result, a number of schemes were launched and shelved without achieving the desired results.

Impact of these Programmes

The impact of various programmes has been examined by the Planning Commission. The results are mixed but the overall conclusions are the reach of the programme is limited; high degree of inflexibility; lack of convergence of programmes; even the main targets are often missed; and with a few exceptions the programmes are still working on a laboratory scale.

At the same time, the Commission is aware of the highly effective and innovative programmes in some cities, such as Sites and Services and Slum Improvement Projects in Madras. Small Loan Programme and Community Health Scheme of Calcutta MDA, Urban Community Development Projects in Hyderabad and Visakhapatnam, Low Cost Sanitation Schemes in Patna and other cities, etc.

Provision of Basic Services : Financial Implications

An overview of the financial implications of urban population growth provides mindboggling insights. It is estimated that during 1986 and 2021, about 140 million units are to be constructed involving an amount of Rs.2,137 billions. If the components of infrastructure developments are also considered along with these dwelling units which are essential for civic life, the investments needed would be four to five times of the additional housing cost estimated.

In the education front, the additional expenditure on primary education during 1981 and 2021 is estimated to be around Rs.419 billions for the entire country. If one-fourth of this is to be spent in urban areas based on present population ratio, the expenditure would be around Rs.100 billions. And on middle school education, the figures are worked out to be Rs.236 billions for the entire country and in urban areas it would be about Rs.60 crores. On medical and preventive health including nutrition the actual expenditure was Rs.19.28 billions in 1981 which was 1.86 per cent of the GNP. This expenditure is expected to increase to Rs.135.36 billions by 2021, of which one-fourth, i.e., about Rs.33 billions would be in the urban areas.

The financial implications of improving the living conditions of slum dwellers are mindboggling. The gap between the demand and the allocation is very wide. For instance, in the seventh plan, the allocation for slum improvement at the cost of Rs.500 per capita for estimated slum population of 40 millions should have been of the order of Rs.2000 crores. But the actual outlay made was a meagre amount Rs.270 crores. The neglect of urban development is evident from the fact that if the same amount of Rs.500 per capita for urban development works is taken which is on very low side the outlay for total urban development sector should have been Rs.10,000 crores but the actual allocation was just about Rs.1,800 crores - grossly inadequate outlay.

New Deal for the Urban Poor

The National Commission on Urbanisation recommended that amelioration of urban poverty should be accorded the same priority as is being given to rural poverty. It recommended that urban community development should be the strategy for the improvement of the living conditions of the urban poor. To ameliorate the urban poverty, it recommended a thirteen point programme for implementation during the next decade. The package outlines interventions and strategies in the areas of income and employment, basic services, shelter, public distribution system, social security, etc. The thirteen-point new deal recommended by the National Commission on Urbanisation are as follows:

1. National programme of employment training for urban poor and youth.
2. National programme of credit support for expanding micro-enterprises and technological upgradation.
3. Micro-enterprise infrastructure development support (marketing and production centres).
4. Marketing development supports.
5. New programmes of public assets creation for promoting wage employment for the urban poor.
6. Universalisation of Urban Community Development (UCD) and Urban Basic Services (UBS) activities.
7. Educational support for extension of familyplanning and maternal and child health services.
8. Intensification of non-formal education for school drop-outs and working women.
9. Slum improvement, shelter upgradation, sites and services schemes, land supply, tenurail security and facilitation through participatory approaches and NGC involvement.

10. Extension of public distribution system.
11. Extension of the family security programme.
12. Support of innovative programmes for voluntary agencies.
13. Support for training and action research in urban poverty.

The commission suggested that the city planning should be geared to provide shelter and sites for employment generation programmes. Local bodies should be supported in their efforts to create special employment facilities. It recommended wage employment for the urban poor to be provided through programme for creation of such urban assets as water supply, drainage system, land development, etc.

The programme package will require an outlay of Rs.10,750 crores over a period of five years. The break up of finances needed for the New Deal is Rs.2,500 crores needed for nodal ministry; Rs.6,000 crores to provide loans through reindication of lending priorities of financial institutions; and Rs.2,500 crores as outlay earmarked for sister ministries.

Institutional Changes

Alleviation of poverty is not the function of a single agency. It has to become an orientation for all development departments so that each project which is accepted and every outlay which is provided is examined in the light of what it means for both the rural and urban poor; how does it help or hurt them? How will its benefits reach them without too much evaporation along the way?

The National Commission on Urbanisation recommended that the Ministry of Urban Development, should be the nodal ministry to administer, monitor and coordinate the entire poverty alleviation efforts. At the state level, the NCU recommended that the urban development department should be revamped as a Department of Urban Basic Services and Urban Community Development with a separate division to look after UBS/UCD programmes. For effective implementation of the programmes, it also suggested the appointment of a senior Commissioner. Similar institutional arrangement was also recommended at the municipal level.

It wanted central initiatives to improve the capacity of local organisations to implement the poverty alleviation programmes. The new programmes should not merely be token ones, but should be conceived on a universal scale with a definite resolve to reduce poverty to 10 per cent of the total population by 1995. The UBS/UCD should be visualised as a common service arm of all development departments for the convergence of services at neighbourhood and city levels.

Participatory Approach

From the foregoing it is evident that the deteriorating standards of living in urban areas and lack of minimum basic services constitute a serious social problem. This problem is assuming alarming proportions both India and other third world countries. Responses to the problems of urban poor cannot brook any delay and need to be attended on a priority

basis. One alternative to meet this challenge lies in community based approaches stressing programmes that are cost-effective, convergent and participatory. This strategy is found to be viable as well as economically feasible. The strategy emphasises neighbourhood planning as a suitable strategy to elicit and strengthen participation.

Efforts are already afoot in the areas like shelter, sanitation, health care, nutrition, employment generation, etc., based on this approach. For instance, the building of dwelling units with community involvement and indigenous methods was found to be very effective in the slum improvement programme of Hyderabad which has become a model for other such projects elsewhere.

Provision of drainage and sewerage facilities on traditional lines involving enormous funds and organization is found to be impracticable under the present state of urban development in India and in most of the developing countries. In view of the utmost need for better sanitation in urban environment, low cost, water seal latrines are found to be cost effective. The traditional septic tank latrines costs about Rs.4-5 thousands and the water-seal latrines are designed to cost Rs.600 to 800 only. These latrines provide the needed sanitation which is in affordable range of the low income people. International Organisations like the World Bank, UNICEF and the Central and State Governments in India are giving more attention to these low cost sanitation projects in the post-1980 period under various development schemes.

In healthcare also a number of low cost solutions are being evolved. For instance, smokeless chullas are designed eliminating smoke leaks which are potential enough to cause eye irritation and respiratory diseases. These chullas also keep the kitchen clean and saves excessive use of firewood and cowdung cakes. The smokeless chullas are affordable in the sense each unit costs about Rs.50/-.

Providing nutritious food with cheaper and locally available food materials is another areas that need fuller exploitation. Educating the people on the preparation and use of food with cheaper items like wheat, ragi, groundnut, etc., can help in maintaining better health, especially for the poor. This involves no financial expenditure but educative programmes.

Immunisation and protecting children from dehydration are vital inputs in the child development programmes which involve meagre financial commitments. For instance, the diarrhoea is said to cause the death of at least one-third Indian children in the age group of six months to three years. Of the impressive 35,000 and odd child diseases, it is said that diarrhoea alone constitutes roughly one-third of the total incidents of the childhood diseases. In order to tackle this dreaded disease, the World Health Organisation has recommended the concentration of Rehydration Solution consisting of glucose/sugar, salt and water. This is found to be very effective in the initial stages of the disease.

The healthy living of any family depends to a large extent on the health of women. In a slum environment, women are considered to be the most neglected section. Hence, proper attention to the health of women is essential. Better nutrition, with cheaper methods, birth spacing, breast-feeding, etc., are to be encouraged by proper education which involves lesser funds but more commitment.

Raising the income levels of the urban poor is another vital area. Skill development among the urban youth, providing channels for marketing like urban cooperatives, and adult education, etc., are some of the areas which can help in improving the income levels of the urban poor.

In all these efforts, participative approach is vital. Unless people are involved and convinced about the advantages of the low cost solutions, the amenities provided may not be well received and may not achieve the desired results. For instance, in a number of cases, community latrines are provided but remain unused due to bad maintenance. Moreover, the low cost solutions need more educative and awareness programmes.

Increased attention on urban poor on these lines is given in the Seventh Five Year Plan. In the Urban Basic Services Programme launched during the Seventh Plan, an integrated view was taken with community participation and convergence of services as central themes. An integrated programme, with special emphasis on women and children and an institutionalized organisation for community participation in the form of neighbour-

hood committees were the major facets of the scheme. Well-knit training programmes are organised for the personnel engaged in this programme to increase their efficiency.

Community participation is the key to organise and sustain the essential services. But before implementing these approaches, one should be sure of the political commitment and the administrative will to adopt the strategy to alleviate the problems of the urban poor. No doubt there would be a few critics who argue that this approach would only be offering second-rate services. But this is a mistaken notion. Community workers gain expertise with experience and training. Community planning and supervision will make the system more responsive to local needs than bureaucratic supervision and control. This approach would also help to overcome the problem of resources which high technology would entail.

United Nations in one of its resolutions in 1970 resolved that "as ultimate purpose of development is to provide increasing opportunities to all people for a better life, it is essential to expand and improve facilities for education, health, nutrition, housing and social welfare to safeguard the environment". In another resolution adopted in 1976, the United Nations urged the developing countries to incorporate the basic services concept and approach into the national development plans and strategies. Since development is India's goal and since it cannot extend expensive services to all its people because of costs involved participatory approach becomes imperative to extend basic services to urban areas.

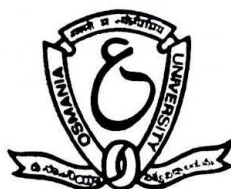
URBAN SOCIAL INDICATORS

(Dec' 1988)

	INDIA	ANDHRA PRADESH	ORISSA
A. <u>DEMOGRAPHY</u>			
1. Population 1981 (Lakhs)			
Total	6851.85	535.50	263.70
Urban Total	1597.27	124.87	31.10
2. Slum population			
Identified 1981	279.05	28.58	2.82
Estimated 1990	512.28	38.07	10.60
B. <u>EDUCATION</u>			
% of urban literates 1981			
Total	57.40	51.99	54.77
Male	65.83	61.89	65.13
Female	48.82	41.55	42.72
C. <u>HEALTH</u>			
1. Estimated Annual Birth Rate 1985 (per 000) Urban	28.1	30.2	28.3
2. Estimated Annual Death Rate 1985 (per 000) Urban	7.8	7.3	8.1
3. I.M.R. 1985 (per 000) Urban	59	57	84
% births: Attention at birth for urban areas 1984 by untrained professionals and other	28.9	25.2	52.1

	INDIA	ANDHRA PRADESH	ORISSA
% population served 1985			
- Safe Water Supply	72.9	52.1	58.1
- Sanitation	28.4	10.9	9.5
D. <u>ECONOMIC INDICATORS</u>			
1. % below poverty line - 1983-84	28.1	29.5	29.5
(Official estimates of 1987-88)	27.7		
2. Plan outlay on MNP (Urban slums) Rs.10 million 1985-90	269.55	30.00	1.50
3. Per capita NDP (current parties)			
1980-81	1557	1358	110
1985-86	2596	2184	N.A.
4. State Government's expenditure 1982-83 - Health (includes) Medical, F.P., Public Health, Sanitation, Water Supply) Per capita 29		31	28
Education (includes) Art & Culture, Scientific Services & Research) Per capita	57	56	49

Sources: 1. India Urban Social Indicators - NIUA - December, 1988.
2. Report of National Commission on Urbanisation - August, 1988.



REGIONAL CENTRE FOR URBAN AND ENVIRONMENTAL STUDIES
OSMANIA UNIVERSITY
HYDERABAD.

INDUCTION COURSE FOR U. B. S. FUNCTIONARIES

16TH TO 25TH JANUARY, 1990

(BACKGROUND MATERIAL)

In collaboration with
UNICEF, SOUTH EAST INDIA OFFICE, HYDERABAD.

P R E F A C E

This supplementary volume of background material on Urban Basic Services provides reading material connected with the programme, philosophy and related matters, objectives, roles of different functionaries, programme components, etc. The material provided apart from giving some basic insights would also help and equip the trainees to actively participate in the training sessions.

JANUARY, 1990

D.RAVINDRA PRASAD

SALIENT POINTS OF U.B.S.

D.G.RAMA RAU
CONSULTANT

REGIONAL CENTRE FOR URBAN AND ENVIRONMENTAL STUDIES
OSMANIA UNIVERSITY, HYDERABAD
INDIA

URBAN BASIC SERVICES

A I M : To upgrade the quality of life of Urban Poor especially Women and Children.

OBJECTIVES:

1. Reduce infant/child mortality and morbidity.
2. Increase learning opportunities for children and women
3. Enhance the skills and capacities of women
4. Empower people's capacity
5. Build Municipal capacity

CONCEPTS:

1. Need based Planning and Management
2. Ensure Participatory Process
3. Area based Planning
4. Empower people
5. Facilitate the process of self-reliance

STRATEGIES:

1. Organise people
2. Enhance their awareness and capacity
3. Promote Collective Action
4. Encourage Community Self Management.

GUIDING PRINCIPLES :

The UBS Programme will operate on the basis of six guiding principles:

- Child and Mother Focus
- Community Participation
- Convergence
- Cost Effectiveness
- Coverage
- Continuity

UBS PROGRAMME COMPONENTS :

1. Primary Health Care
2. Early Childhood Learning Facilities
3. Women's Economic Upgrading and Supplementing Income
4. Women's Education
5. OTHER INPUTS :

WHENEERS

and GOBIFF

W- Water
H- Health
E- Education
N- Nutrition
E- Environmental Sanitation
E- Economic Support
R- Recreation
S- Shelter

G - Growth Monitoring
O - Oral Rehydration
B - Breast Feeding
I - Immunisation
F - Food Supplements
F - Family Spacing
F - Female Literacy

NEIGHBOURHOOD COMMITTEES (NHC):

The Focal point of operation of the UBS Scheme is the slum (Neighbourhood). The Neighbourhood Committee is located in the slum.

Neighbourhood Committee (NHC) assumes LEADERSHIP & RESPONSIBILITY in the Basti on SELF HELP BASIS, to improve physical, Education and Social Well-being of the Community with special attention to WOMEN & CHILDREN.

RESIDENT COMMUNITY VOLUNTEERS :

1. To be constantly trained and exposed to new ideas
2. Community also to be involved in training workshops

DUTIES OF R.C.V'S :

1. Visit neighbourhood regularly
2. Attend all training & Orientation Programmes to equip and strengthen her capacity to liaise between Agencies/Neighbourhood
3. Utilise local resources in health education activities
4. Collect child related data
5. Perform health educator function
6. Arrange referral services
7. Weekly dialogue with C.O.
8. Organise groups for immunisation, health education
9. Prepare list of children for immunisation work
10. Help control diseases, Diarrhoea, worm infection, etc.
11. Assist matters thro' talks & demonstration
12. Health & Nutrition
 1. Encourage breast feeding
 2. Growth monitoring by growth charts
 3. Assist Health workers in nutrition intervention
13. Deploy simple Audio Visuals
14. Render first aid
15. Treatment of simple wounds, dressing etc.

PROJECT OFFICERS' DUTIES :

1. Ensure personnel
2. Arrange training to all officials including CO's & RCVs
3. To Prepare:
 - 1) Map (2) Slum Profile (3) Voluntary Organisations
 - 4) Organisation Chart (5) List of N.H C's
4. Assign tasks to Community Organisers
5. Arrange Participatory training sessions annually
6. Help the monthly review by District Coordinator
7. Monthly progress reports to District Coordinator
8. Encourage new initiatives by N.H.C's
9. Pay regular visits to areas
10. Documentation - Progress Reports, Case Studies, Survey Reports, introduce reporting formats, etc.
11. Monitor Various Components
12. Ensure COs to report on activities completed
13. Monthly project performance report to project Management Committee.

COMMUNITY ORGANISERS DUTIES :

1. Initiating and Sustaining Series of mini plans for each Neighbourhood
2. Leadership and skill development, arrange access to services
3. Regular house visits
4. Acquaint with 2000 families
5. Conduct Orientation and Training Sessions
6. Ensure monthly Neighbourhood Committee Meetings
7. Follow-up Neighbourhood Committee resolution till satisfactory solutions are found
8. Convey minutes to supervising officers, brief and seek advice
9. Prepare area map
10. Get residents identify Volunteers
11. Organisation/Community Development Training to Leaders
12. Ensure survey, prioritisation of needs, participatory planning
13. First concentrate on activities within their reach
14. Help implement mini plans
15. Monitor process towards objectives and targets
16. Keep supervising officers informed of impending interferences which need his introduction
17. Act as liaison between community & Project Administration.

DISTRICT COORDINATOR :

Tasks :

Responsible to :

- (i) Execute the UBS programme in the district as per guidelines.
- (ii) Integrate and coordinate all development efforts of related agencies and departments;
- (iii) Resolve constraints and conflicts in the projects.

Responsibilities :

1. Study the programme policy and execute the same.
2. Initiate and monitor UBS projects in selected towns and districts.
3. Ensure policy understanding by all concerned.
4. Initiate and arrange training programmes for all the UBS functionaries.
5. Promote coordination and convergence of services of various departments and voluntary agencies.
6. To take prompt action to resolve problems in implementation at operational level.
7. Introduce incentives for project personnel and communities and ensure best performance and participation.

Session 5.5 --
TRANSPARENCY/HANDOUT
Implementation Plan

As part of the UBS Programme you will be doing many things such as organising neighbourhood groups, helping people plan and implement activities related to health, early childhood education, capacity building of people and so on. You know from your experience that there are many forces acting in the field-some would facilitate your task while others would hinder it. As every activity to be implemented has some distinct features, the facilitating and hindering forces would be different for different activities, however, at times they can be overlapping.

For systematic implementation of activities it is important to identify and analyse such forces and plan steps to strengthen the facilitating forces and weaken the hindering forces.

The following steps will help you to prepare an implementation plan for every UBS activity.

1. Name of the activity:

2. Facilitating and Hindering Forces

Make separate lists of the factors/forces which would facilitate and hinder the implementation of the above-mentioned activity.

2A. Facilitating forces

-----a-----
-----b-----
-----c-----
-----d-----
-----e-----

2B. Hindering forces

-----a-----
-----b-----
-----c-----
-----d-----
-----e-----

3. In the space on the left above, rank order the forces on the basis of the strength with which they will affect the process of implementation. The one which will affect most will be given No.5, the next No.4 and so on.

4. Now review the two lists and underline those forces which seem to be the most important for effective implementation of the activity, and which you think you might be able to change, either by increasing the power (for a facilitating force) or by reducing its strength (for a hindering force).
5. Now, for each hindering force you have underlined, list some possible action steps which you might be able to plan and carry out to reduce the effect of the force or to eliminate it completely. Brainstorm and list as many action steps as possible, without worrying about how effective or practical they would be. You will have a chance later on to decide which are the most appropriate.

Hindering Force A -----

Possible action steps to reduce this force

i

ii

iii

iv

v

Hindering Force B -----

Possible action steps to reduce this force

i

ii

iii

iv

v

and so on.

6. Now do the same with each Facilitating Force you have underlined. List all the action steps which come to your mind which would increase the effect of each of these forces.

Facilitating Force A-----

Possible action steps to increase this force

- i
- ii
- iii
- iv
- v

Facilitating Force B-----

Possible action steps to increase this force

- i
- ii
- iii
- iv
- v

and so on.

7. List the steps you have underlined. Then for each action step list the personal difficulties, e.g., you don't have the skill, outside difficulties e.g., no finances, and help you would seek to overcome these difficulties and for carrying out the action. Also mention the time you estimate to take to complete the action step.

Action steps	Personal difficulties	Outside difficulties	Resources required	Estimated time

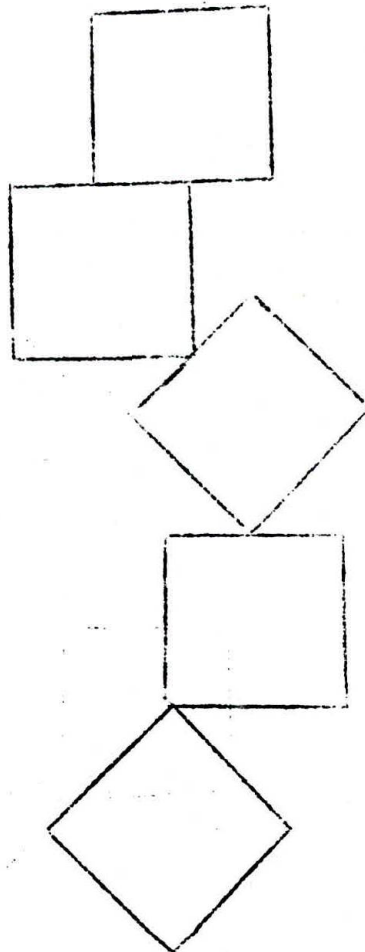
Session 9.1

EXERCISE

Diagram 1: One-Way Communication

Instructions

Study the series of squares below. With your back to the group, you are to direct the participants in how they are to draw the figures. Begin with the top square and describe each in succession, taking particular note of the relationship of each to the preceding one. No questions are allowed.



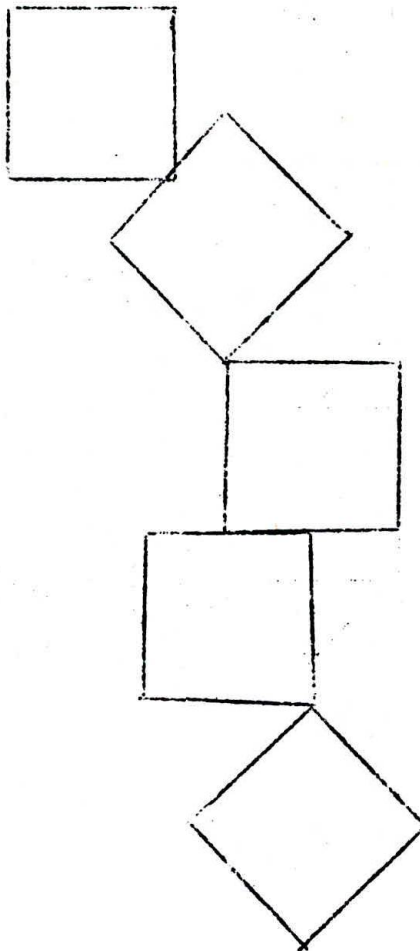
Session 9.1

EXERCISE

Diagram 2 : Two-Way Communication

Instructions

Study the series of squares below. Facing the group, you are to direct the participants in how they are to draw the figures. Begin with the top square and describe each in succession, taking particular note of the relation of each to the preceding one. Answer all questions from participants and repeat if necessary.



INDIRECT
EXPERIENCE

MENTAL

LESS
SENSES

LESS
EDUCA-
TIVE

PASSIVE

IMAGINARY

LESS
REMEM-
BERED

NO
RESPONSIBILITY

DIRECT
EXPERIENCE

PHYSICAL

MORE
SENSES

MORE
EDUCA-
TIVE

ACTIVE

WITH PROOF

REMEM-
BERED
FOR LONG
TIME

WITH
RESPONSIBILITY



Module 10
DOCUMENTATION FORMAT
(For the Project Officers)

Note: Broad outline for documenting your part of Field-Work experience. You have to explain the process only.

Supervision of the Field Work of Community Organisers

- i. Methods adopted for supervision.
- ii. Identification of areas where guidance was provided.
- iii. Forms of guidance and help given to COs.

Monitoring of the Progress

- i. Methods adopted to monitor the progress
- ii. Brief report of the progress made.
- iii. Suggestions to improve monitoring process.

Coordination and Linkages

- i. Methods adopted to coordinate and establish linkages.
- ii. List of the agencies/organisations contacted.
- iii. Response generated.
- iv. Outcome of meetings.
- v. Suggestions o to improve coordination.

Module 10

DOCUMENTATION FORMAT

To Document Cases on Programme Components

(For the Community Organisers)

Note: Data have to be collected from 25 households from your bastis. Cite examples, wherever necessary.

Immunisation

- Number of children in the age group of 0-1 yr.
- How many have been fully immunised?
- If not immunised, why not?
- Do they know about the schedule of immunisation and the places where this facility is available?
- Identify the hindering and the facilitating forces with regard to immunisation.

Diarrhoea Management

At the time of survey:

- How many children were suffering from diarrhoea?
- For how many days?
- What do the parents do to control diarrhoea?
- Do they feed the children-If not, why not?
- (Tell the parents about home remedies and the procedure for preparing the oral rehydration solution. Follow-up after two days).

Ask :

- Did they use any home remedies?
- If yes-Did they help?
- If not, why not?

Pre-School Education

- How many balwadis are there in the basti?
- Number of children (2-6 yrs.) not attending any pre-school centre.
- Why are these children not attending a balwadi? (According to the response probe further).
- Observe the balwadi in the basti and critically evaluate its functioning.

Environmental Sanitation

Observe the general environmental conditions and list out what you think are the causes for such conditions.

Ask the households:

- What they think are the causes for bad/good environmental conditions.
- Can anything be done to improve the situation? If so, what?
- Who do they expect will do the job?
- Can they do anything about it?

Module 10

DOCUMENTATION FORMAT
To Record NPP Activities
(For the Community Organisers)

Note: Broad outline for documenting your part of the Field-Work experience.

Only the process has to be explained using the relevant framework.

Entry into the Community

- a. Fixing time for meeting the people
- b. Methods adopted to contact sections of the community
- c. Talking with the people-explaining the purpose of your visit, seeking cooperation in the Programme
- d. Understanding their needs, feelings and problems.

Selection of the RCVs

- a. Criteria for selection
- b. Method of selection
- c. Briefing of the selected RCV
- d. Linking RCV with the Programme.

Orientation of the Selected RCVs

- a. Informing them about their selection
- b. Knowing their needs/problems and points of view
- c. Informing and educating them about the Programme
- d. Discussing with them, their role in the Programme
- e. Discussing their expectations from you
- f. Training them for the survey.

Survey of Households

- a. Explaining the purpose of the survey to the RC
- b. Explaining details of the survey to them
- c. Logistics of the survey
- d. Problems encountered in the survey
- e. Suggestions to improve the survey work.

Community Organisation

Based on your observations and earlier interaction with the community identify the factors facilitating and hindering the process of organising people. Suggest ways to overcome problems.

Ask the householders:

- Is it necessary to get organised?
- What they think are the reasons coming in the way of organising people.
- What should be done?
- Compare your analysis with that of people's opinions.

Session 11.2
DISCUSSION FRAMEWORK FOR THE TRAINEES
Problem Diagnosis

Recall discussions under Session 11.1 about topics/themes and feelings/attitudes.

Using the following format you have to discuss in your small group the assigned NPP activity.

An example is given below from a case study.

Extract: "After giving prior notice to the people, we called a meeting of one of the neighbourhoods to select a representative. The meeting started late as usual because people do not come on their own, we have to go and call them out of their houses".

RECORDING FORMAT

Topics/Themes		Feelings/Attitudes		Problems identified
Words/Sentences	Themes	Words/Sentences	Attitudes	
As written in the case study) Example: We called a meeting..... of their houses'	i. Selection meeting	'as Usual'	exasp- eration (tired- ness	lack of inter- est in the community
	ii. Attitude of the community	'do not come on their own'	lack of interest	lack of faith on the part of the CO in the community
	iii. Attitude of the Organiser		lack of respect	

3. Examine the case study thoroughly and carefully bring out points as mentioned in the recording format.

Session 11.3

HANDOUT

INVENTORY OF DESIRED ATTITUDES

Instructions

Below is a list of characteristics which might be used to describe a Community Worker. Your task is to select from this list the five characteristics which you feel are the most important for a Community Worker and to rank the five characteristics in order of importance (1 is most important; 5, least important).

Which five of the following characteristics are most important for a Community Worker ?

- | | |
|---------------------------|------------------------------|
| initiative |generalised experience |
| interest in people |specialised experience |
|well organised |sense of humor |
|awareness of |good socialiser |
| local politics | |
|intelligence |respect in community |
|emotional stability |financial independence |
|cultural interests |physical health & vigor |
|loyalty to community |grasp of local issues |

FACTS FOR LIFE
A COMMUNICATION CHALLENGE
The Top Ten Prime Messages

1. Timing births: The health of both women and children can be significantly improved by spacing births at least two years apart, by avoiding pregnancies before the age of 18, and by limiting the total number of pregnancies to four.
2. Safe motherhood: To reduce the dangers of childbearing, all pregnant women should go to a health worker for pre-natal care and all births should be assisted by a trained person.
3. Breast feeding : For the first few months of a baby's life, breastmilk alone is the best possible feed and drink. Infants need other foods, in addition to breastmilk, when they are four-to-six months old.
4. Child growth : Children under three have special feeding needs. They need to eat five or six times a day and their food should be specially enriched by adding mashed vegetables and small amounts of fats or oils.
5. Immunisation : Immunization protects against several diseases which can cause poor growth, disability, and death. All immunizations should be completed in the first year of the child's life. Every woman of child-bearing age should be immunized against tetanus.

6. Diarrhoea : Diarrhoea can kill by draining too much liquid from a child's body. So the liquid lost each time the child passes a watery stool must be replaced by giving the child plenty of the right liquids to drink-breast milk, diluted gruel, soup, or a special drink called ORS. If the illness is more serious than usual, the child needs help from a health worker-and the special ORS drink. A child with diarrhoea also needs food to make a good recovery.
7. Coughs & colds: Most coughs and colds will get better on their own. But if a child with a cough is breathing much more rapidly than normal, then the child is seriously ill and it is essential to go to a health centre quickly. A child with a cough or cold should be helped to eat and to drink plenty of liquids.
8. Home hygiene : Many illnesses are caused because germs enter the mouth. This can be prevented by using latrines; by washing hands with soap and water after using the latrine and before handling food; by keeping food and water clean; and by boiling drinking water if it is not from a safe piped supply.
9. Malaria : Illnesses hold back a child's growth. After an illness, a child needs an extra meal every day for a week to make up the growth lost.
10. Aids : Children between the ages of six months and three years should be weighed every month. If there is no gain in weight for two months something is wrong. (UNICEF, UNESCO, WHO)

MOTIVATION AND COMMUNICATION THROUGH AUDIO VISUALS

.. D.G. Rana Rau

LEARNING EXPERIENCES :

Knowledge and skills are developed through learning experiences, which may be classified into three types:

1. By use of verbal symbols
2. By use of observation
3. Learning by doing

Well remembered and perfect impressions are created by practical experience.

Learning takes place through sense organs. One learns,
75% by seeing.
13% by hearing
6% by touch
3% by smell
3% by taste

(Dr. I. Rodriguez Bouz's Note to UNESCO)

AUDIO VISUALS :

To attract and arrest attention
To create and sustain interest
To teach an aspect with clarity
To motivate people to think and act
For local announcements and activities

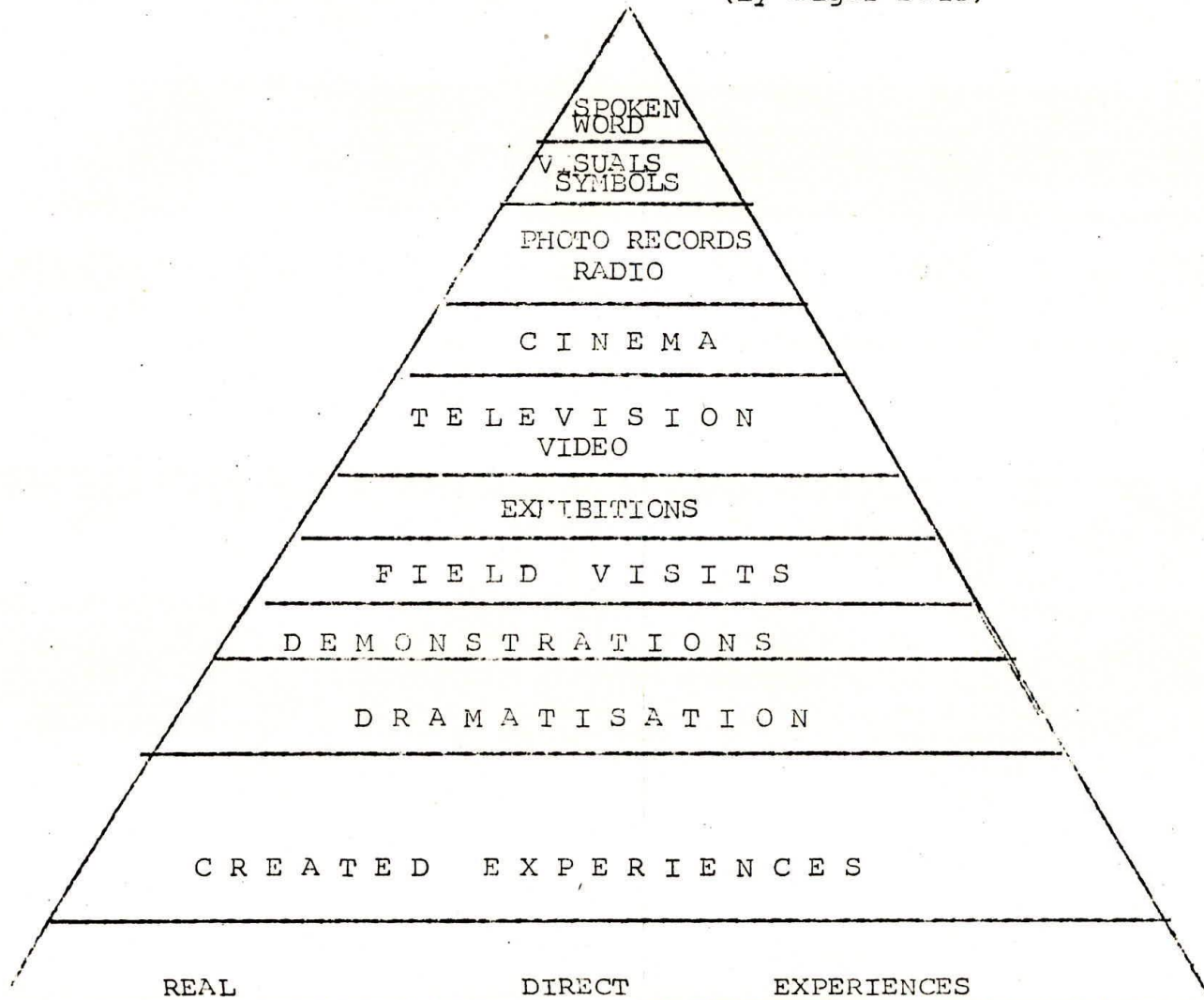
Visuals: Films, Film strips, Slides, Overhead
Projector, Bulletin Board, Flash Cards, Puppets.

Audio: Radio, Records, Tape Recorder, P.A. System,
Running Commentaries, etc.

Audio-Visuals: T.V., Video, motion picture.

CONE OF EXPERIENCES

(By Edgar Dale)



Session 14.1

FOLLOW-UP MATERIAL

Monitoring the UBS Programme

What is Monitoring?

Monitoring is primarily a device for improving programme management. It usually refers to the process of routine periodic measurement of programme inputs, activities and outputs undertaken during programme implementation. Monitoring is normally concerned with: (a) procurement, delivery and utilisation of programme resources;

(b) adherence to work schedule; and (c) progress made in the production of outputs. Although primarily concerned with programme performance, monitoring aims at determining the following causal relationships: (a) the relation between programme inputs/activities and outputs; and (b) the influence of external constraints/support-factors on programme performance and outputs.

Why Monitor?

The main purpose of monitoring is to indicate as early as possible any short-coming with regard to delivery of inputs, execution of activities or production of outputs, in order that corrective measures can be undertaken in time.

When do Monitor ?

Monitoring should be a repetitive process because programme results are produced throughout the life cycle of the programme. The results are influenced by factors and forces operating in all programme phases. Thus, in order to determine precisely which elements contribute to or impede the progress of the programme, a steady flow of information on its performance must be obtained. This means that the monitoring should be carried on continuously throughout the life cycle of the programme.

How to Monitor ?

To be a successful and effective tool for decision making by providing a continuous flow of relevant data, a monitoring system must be designed and established as an integral part of the programme process. Answers to the following series of questions will help in establishing a workable monitoring system :

- i. What are the norms against which the programme performance and outcomes would be judged ?
- ii. What information has to be obtained in order to make decisions for course corrections on the programme ?
- iii. What is the information to be collected ? By which methods ? Where ? When ?
- iv. How should the data be analysed ?
- v. To whom should the findings be reported ? and
- vi. Who will monitor ?

How to Monitor the UBS Programme

The objective of the UBS programme is to improve the quality of life of the urban poor, particularly that of women and children. To achieve this objective and to ensure that the process of change makes people self-reliant, the Programme

depends heavily on community participation. Therefore, in order to monitor the progress, it is pertinent to get information on both the qualitative and the quantitative changes which will take place in the community because of implementation of the Programme. The following methods have been evolved to monitor the UBS programme.

- i. Periodic reports by the committees at all the five operational levels: basti, district, state and the national level. The reports will be submitted on the standard format circulated by the Town and Country Planning Organisation (TCOP).
- ii. A Critical Incident Record (CIR) will be maintained by the community organiser which will help him/her to keep a vigilant watch over the development of the Programme and to call the attention of the members of the review committees to what is happening. The CIR, besides helping in monitoring will also help in documenting the entire process of planning and implementation of the Programme. (A copy of CIR format is attached).

Monitoring Process

The process of monitoring and reviewing the UBS programme will be oriented to focus specially on :

- i. Achievement of physical targets established by each project at the beginning of each year;
- ii. Constraints that need solution; and
- iii. any discernible impact seen as a result of project interventions, for example, change of people's attitude towards:
 - school attendance by their children;
 - taking children to the health centre for immunisation;
 - involvement in local self-help actions; and
 - maintenance of common amenities.
- iv. need for revision of targets; and
- v. need for course-correction.

Periodic Reports

The Programme will be managed and monitored by a hierarchy of committees formed at different levels to discuss the progress reports prepared by the Programme functionaries. Monitoring formats have been devised for this purpose keeping in view the monitoring mechanism at all the operational levels. The formats are in three parts, each dealing with details as given below :

Part - I

- i. Problems encountered during the month that prevented the completion of the task planned for the period.
- ii. Statement of major achievements resulting from the conduct of the activities listed in part II of the format.
- iii. Directions and guidance from the Committee constituted at the respective levels that would help avoid recurrence of the constraints.
- iv. Major activities scheduled for the next month as well as the expected outcome.

Part -II

- i. The targets established for each of the activities achieved during the month.
- ii. Reasons for any differences between targets and actual performance.

Part - III

This part of the format contains the financial statement that has to be reported.

Monitoring will be done simultaneously with programme implementation and will be done by the people, the Neighbourhood

Volunteers, and the UBS staff. The Programme will be managed and monitored at the following five operational levels :

- i. A monthly progress report will be prepared by the Community Organiser consolidating all the UBS efforts made in the basti. The report prepared at Basti Development Committee (BDC) level will provide a basis for discussion at the monthly Project Review Committee where the progress will be reviewed against the annual targets laid down in the Plan of Action.
- ii. Monitoring at the project (town) level will be the responsibility of the Executive Officer/Commissioner of the municipality. The Executive Officer/Commissioner will submit a monthly progress report to the District Collector with a copy to the UNICEF zone office representative.
- iii. At the district level, the District Collector will ensure that the Coordinator submits a monthly project report to him and the district review is held with the Chief Executive Officers of all towns and a progress report is sent to the Director, Municipal Administration, or a bi-monthly progress report is sent to the State Secretary (UD).
- iv. At the State level the UBS review will be held once every four months. The Secretary (UD) will send a monthly D.O.

letter forwarding the consolidated progress report received from the Collector, with his comments to the Ministry (UD) and the UNICEF zone office.

- v. An annual review will be held at the Ministry level, chaired by the Secretary, Urban Development. The national level Steering Committee will also meet once every four months.

Critical Incident Record

An analysis and follow up of the critical incidents entered in the record will allow the Programme to take on the form that will work best. Therefore, the recording should be objective and of what did happen so that it can depict a realistic picture of the Programme.* An accurate portrayal of the Programme will also be useful to those who plan to adopt or expand the Programme in future.

* For example, Critical Incidents can be:

at the Planning Stage :

- A discussion in the community on the credibility of the Programme and the C.O.
- The process people adopt to select a volunteer.
- BVM meeting to decide on the activities — How a decision is taken etc.

at the Implementation Stage :

- A fight over the site to instal a handpump.
- People's impression of the immunisation camp etc.

The Community Organiser (CO) will be the functionary responsible for recording the incidents. The incidents should be recorded in the format given in Annexure I. He/she should keep the following points in mind :

- i. Critical incidents have to be recorded in the context and process of programme planning and implementation.
- ii. Only such significant incidents must be recorded that are considered critical for the achievement of the goals and improvement of the Programme.
- iii. A CIR should be prepared for each neighbourhood even if the incidents are common.
- iv. In many cases the CO would be assisted by the Community Volunteer (CV) who would have direct contact with the community. They are likely to observe such critical incidents and report to the C.O. In such cases the CV would need continuous training to enable them to be sensitive to observe and give a feedback of the important incidents-both negative and positive. It must, therefore, be stressed here that there is no right or wrong incident-all such incidents which are considered critical for programme development and improvement are important.

- v. The incident should be immediately recorded.
- vi. It should be realised that it is the CO who would be responsible for recording authentic critical incidents, such that they can be verified.
- vii. At the time of preparing the committee report, the CO should carefully go through all the incidents, which happened in various neighbourhoods, and pick the ones which have been reported most frequently and commonly. A summary of such incidents should be included in the report to the Project Review Committee.

:: 10 ::

A n n e x u r e I
Critical Incident Record

Place of Observation.....

Date..... Time.....

Incident :

What happened?

Main persons involved
in the incident:

Sex

Age

Why is the incident important?

Did you observe the incident yourself? Yes/No

If no, who reported?

Did you verify the incident? Yes/No

What was the role of the observer when the incident took place?

Suggested action.

ORIENTATION TRAINING ON S.I.P

URBAN COMMUNITY DEVELOPMENT PROGRAMME
ITS ORIGIN AND GROWTH

Talk by

D.G. RAMARAU,
CONSULTANT,
REGIONAL CENTRE FOR URBAN AND ENVIRONMENTAL STUDIES
OSMANIA UNIVERSITY, HYDERABAD - 500 007.

URBAN COMMUNITY DEVELOPMENT (UCD) PROGRAMME:

ITS ORIGIN AND GROWTH

I will give you a brief glimpse of the origin and growth of the U.C.D. programme. The U.C.D. project, Hyderabad got wide publicity all over the world. All of you know it is not just like any other project; it is a project with certain depth, philosophy and glory. It brings with it the glory of its great achievements. So it will be worthwhile knowing something about this community development programme. Most of you are engineers, planners, administrators and accounts officers. All of you must become community development workers.

You should know what is this all about. You know something about its background. You may be also able to see the surface and if you know something what is inside it, it may be more helpful. I am going to touch very briefly about the origin of U.C.D, how the first U.C.D. started, how it has developed into so many branches, where the roots of this whole community development project are, how deep and strong are the roots, and then how this community development has spread far and wide from Hyderabad and elsewhere. I can say that U.C.D. is like a big banian tree. Community development is a process where people undertake to improve the quality of life of the community, through their own cooperation and action. We can write volumes and volumes on this community development.

What they have done and how all this has grown and what all happened? When the project was launched, we published a pamphlet and gave the title 'UCD project Municipal Corporation of Hyderabad' under that we wrote 3 words 'A people's programme'. Really, according to the definition, it is a people's programme. Then the question may arise 'what are we all for?' We are all catalysts. What is the role of a catalyst? A catalyst is one which accelerates the process of change; it is a change agent. We are all change agents. You may be the Project Officer, Engineer, Town planner, Accounts Officer, Office Assistant, or so and so; but all of us are change agents. We help this process to happen and accelerate it for rapid progress. We are all partners from this side to help that process to take place very smoothly. This is Community Development. We are all catalysts.

The Community Organisers are helpers. The Community Organisers and all of us are working in the community development project. We are all helpers. We are all 'sahayaks'. Originally the present Slum Development Officer's designation was Basti Sahayak. Of course afterwards i.e., after 5 or 10 years of working, designation has been changed with the same role; he is now called as 'Slum Development Officer'. He is an enabler, he is a facilitator, he is a community development worker. Community development worker is one who works with the people, but not for or instead of them. We work with them, so that they may learn how to develop. We put them in the process and in the process of

their development we work with them as catalysts. But actually who change are the people themselves, who develop are the people themselves and the whole thing is to be done by the people themselves.

There is a Chinese proverb, "Don't give him a fish to eat, but train him in fishing". What happens if you train him in fishing? If you give a fish today, he will eat, he will become a beggar and he will become dependent on you. He will be always waiting for you. Our intention in this programme is not to make people beggars or slaves. This programme is to make people self-reliant, stand on their own legs, it is a development process. But by training him, you can withdraw. They will live and progress on their own. He also knows how to live; you make them learn, that is why we work with them but not for them, that is what we say in this Community Development. So it is a great process where we improve the community itself, where the community itself undertakes the responsibility of improving the quality of the life of the community. So it is a process of changing the way of life from traditional style of living to modern way of living.

It is a method where they use their own resources to develop.
It is a programme for public welfare.

It is not only this dry thing like a project or programme method or process. It is a movement. Movement means a campaign. There is spirit in it. We do not call everything a movement. If it

has got a spirit in it, it is a movement. This community development has got a philosophy behind it; that is why it is a movement. See now it is growing far and wide. It was started in Ward 22 with a population of 48,000 people in 30 slums with 4,600 slum population in 1967. Now it is covering the entire city, all wards, with a population of 30 lakhs in which there are about 760 slums now. Coverage of slum population is 8.20 lakhs. See how it has grown, it is because it is a movement.

What is the philosophy behind it, what is the philosophy which attracted so many people to come into it. It is growing and it has come to stay; because this has got certain values in it. The values are - One is self-help. People have to help themselves. This philosophy is embedded in the whole programme. We just motivate them; it is self-help; always they should not depend on others. They must stand on their own legs. The people themselves form into associations. We help them, we support them. They do this education, health, economic, housing programme and infrastructure programme. They do the whole physical, social, economic and every development. They participate in it on self-help basis. We are there to support them. That is what is meant by the principle of self-help. In immunisation, if they understand that immunisation is a need of their children, all of them will come automatically. If they do not feel the need of the immunisation for their children, why should they come? They will hide and they will put their children in their houses and rooms and say 'nobody is here'. It amounts to our Medical Officer, ANM, Community Volunteer, UCD5.

Project Officer's felt-need perhaps. It is your felt need! It should be the people's felt need; if awareness is brought about to convert it as a people's felt need, your job is over. They will be after you. Housing, people's felt need; road, water are people's felt need; they will come, they will cooperate, they will participate, they will act also. So like that, it is a felt-need-oriented programme.

In those days when the community development was started, we used to say 'destination man'. This philosophy is behind it. Destination is not a community hall, destination is not drain, or platform of a well, or Indian Mark II Hand Pump; this is not the destination. Destination is 'Man', and sole aim of community development is 'human development'. If human development is not taking place it is a waste of money. It is a people's programme, let us not forget it. In this people's programme the human development must take place. If these principles are followed i.e., self-help, felt-needs, community participation I will use a better word than this, more powerful word than this; 'community action' is better word, in this process, than community participation, as though it is somebody's programme - people are participating. No, it is a people's programme, we are all participating. If this is understood, we are doing the community development project, the S.I.P project in the community development programme, in the right way - Community action, self-help and programme based on felt needs. We are only catalysts. We must promote the process of change to improve the quality of

life, ultimately aimed at human development. Then we are doing justice to our job.

With this great philosophy, this movement was started in India in the early 20th century. U.C.D. Hyderabad is a small chip of a big movement started in our country by great patriots like Rabindranath Tagore and Mahatma Gandhi. I will give you some examples of this community development movement, how it started. Even in the pre-independent era when the rural society was de-generating socially and economically, the patriots of the country felt a great need for starting a programme of rural development.

In 1914 Rabindranath Tagore started Sriniketan and Shantiniketan programme for rural development. There is government always. Government is meant for the public only. They do public service only. But that was not adequate and our villages are stinking/de-generating and the masses are suffering from the three ills of poverty, disease and ignorance. During that period people felt that 'what is this? are we not having responsibility to serve our fellow beings'. So they started this programme, to supplement government effort some great individuals and organisations started this community development programme.

In 1920 Mahatma Gandhi started his Ashram "Sevagram" in which he has given the great programme called 'Mahatma Gandhi's constructive programme', 'Nirmana-karyakramam', for rural reconstruction. Volunteers go to villages to educate the people, develop the women, lay roads to each village, start schools,

The VLW concept has come. On the lines of the same as V.L.Ws - we have now got the Slum Development Officers (S.D.Os). N.E.S. also a beautiful idea that emanated from Grow-More campaign.

During this period Dr. Wiser started the Indian Village Service Project to develop agriculture and industry.

Why should Dr. Wiser or Braine or Spencer or Gandhi or Tagore, all these people whom I am just citing as examples, do this? They should have conveniently slept in their houses. They would have lived more comfortable lives. They were not able to sleep because they felt that they are concerned about the sufferings of the masses around. So they started these projects.

Coming to the very recent and our own State's efforts, I may remind you about the great man who is called Andhra Kesari (Lion of Andhra) Tanguturi Prakasam. He started a movement when he was the Chief Minister of Madras state. He started the Firka development scheme, Firka is a part of the taluk - District, Taluq, Firka and the Village. The Revenue Inspector used to be incharge of a Firka. This is going to each Village, each family and organisation, the Firka is taken as functional unit for development.

In 1948, the Sarvodaya movement by Jayaprakashnarayan, and this has developed into Bhoodan movement by Vinoba Bhave. Great men are associated with this programme of People's development.

In 1952, in the first Five Year Plan, Community Projects were started by Jawaharlal Nehru and Mr. S.K.Dey was the Community Development Minister. There was a Ministry of community development in the independent India, at the Centre. Mr S.K.Dey was a great visionary. I am one of the persons inspired by Mr S.K.Dey. I worked as a Community Organiser; at that time we were called Social Education Organisers. Many of us were inspired during that period to do this community development job and just serve and develop the people, our fellow citizens who are deprived, and depressed. What a great opportunity for us to go and work with them. And, this gives a lot of satisfaction. We are just improving the lives of the poor people who are suffering in poverty, ignorance and disease. We used to organise Youth Clubs, Mahila Mandals, Village Development Committees and Sramadans i.e., cut the drains, make the roads, and approach roads from main roads to every village. All this is the people's effort. Thus there was community participation.

In 1953 NES (National Extension Service) projects were started in the rural community development (CD) programme resulting in Panchayat Samithis and Zilla Parishads under democratic decentralisation. There used to be the C.D.Blocks, there were the Block Development Officer (BDO) and Extension Officers for Agriculture, Animal Husbandry, Cooperation, Panchayats, Education, Engineering and the Social Education Organiser. B.D.O. is the leader of the team. They used to go to the villages and

develop the villages - a total development, integrated, an integrated development, an integrated approach to the totality of programme, what we are now trying here. This is N.E.S.

By late 50's , there was discussion and controversy about whether this approach could be used among the Urban poor also. Thus in 1958 the first Pilot Project in the Urban Community Development was began in Delhi with the assistance of the Ford Foundation. This was followed in 1960 by another pilot project also with Ford Foundation assistance in Ahmedabad. The third pilot project began in 1965 in Baroda with the help of the American Friends Committee.

All of these projects were studied carefully by the government of India. The third Five Year Plan had drawn pointed attention to the social and economic consequences of the rapid growth of Urban Population. Besides envisaging action for the orderly development of towns and cities and for creating conditions for a better life to the citizens, the plan laid particular emphasis on the need and immense potentialities of Urban Community Development Programme for bringing about social and environmental changes in the urban communities. The planning commission decided to introduce pilot projects based on the recommendations of the Rural-Urban Relationship committee, and in 1967 a series of pilot projects were initiated throughout the country by the Ministry of Health and Urban Development and Hyderabad project is one among them. This is one successful surviving pilot project. It is no

more a pilot project. It has now become a big department. In the UCD, when it was started in 1967 there were 9 functionaries, now the number is 360; whereas it was having a budget of Rs. 80 thousands per annum, now it is having a provision of Rs. 35.34 crores for the HSIP-III project - a large programme of UCD which has got some more programmes like SNP, Housing, I.C.D.S.etc.

In 1970 in order to meet the growing demand from other wards, some satellite projects were started. Satellite projects for ward 17, Block 1&7 with the same staff and extra money from MCH, a sum of Rs. 15,000/- to give matching grants for starting women welfare, child welfare activities, youth welfare activities and economic programmes and so many other small things, starting of pre-primary classes, health programmes and all these things. Though initially Government could not expand the programme to other areas, due to financial constraints, later following recommendations of an evaluation study by the Central Government and being satisfied with the useful service rendered to weaker sections by the UCD, on the initiative of the MCH to meet 50% of the expenditure, State Govt. sanctioned (2) additional projects which were started in ward 6 and 11 of Secunderabad Division and Ward 1 (Block 6 to 10) of Musheerabad, where the slum population was high. These projects covered an additional population of 1.2 lakhs. Each of these two projects is staffed by a Deputy Project Officer and a Community Organiser, who are from the original

team in pilot project. Volunteers were selected as Social workers @ 4 social workers for each project for community Organisation.

Meanwhile pattas were given in 1974 and so housing scheme had been taken up; that is called "Habitat Hyderabad" with the three-fold objective of housing, environmental improvement and socio-economic development. Pattas are given, loans are arranged and plans are given by U.C.D.

Since then the UCD has been identified as a programme for the slum dwellers. Anything for slum dwellers, voluntary organisations like Rortary, Lions and all departments come and work through the UCD and UCD has become a tunnel through which they can introduce their programme to the poor. It has become a model agency for all the development programmes for the urban poor. The National Commission on Urbanisation, which has given its report in August '88 has recommended the U.C.D. approach for the development of the urban poor and urban community development should become a common arm of all development departments.

In the process, the project receive good response both from the people, MCH and Govt. as well as international agencies. With the help of UNICEF from 1977, it has grown into (9) projects covering the entire population of twin cities with greater emphasis on the slums and backward areas. In 1979, U.C.D. was started in Municipal Corporation of Visakhapatnam and later in Vijayawada Municipal Corporation.

Thus it has grown so big and now it is very difficult to trace its origin. That is why I wanted to give just a glimpse of what it is, let us not meddle with it easily. The philosophy of the community development has gone into the history of humanity into the Anthropology, a science. So let us deal with it delicately, that is what I wanted to say. After the Habitat, because it was identified with slum and poor people in urban areas, it was realised that going slowly in a snailspace is of no use; slum improvement should go faster and there must be a master plan for slum improvement.

The MCH has taken up development of slums for systematic coverage under the Master Plan improvement programme in 1981-82, 228 slums including Housing scheme slums, were selected under this programme for provision of basic amenities like metal roads, sewer lines, storm water drains, public latrines, water supply and street lighting at a total cost of Rs. 492.63 lakhs. But due to paucity of funds, out of 228 slums contemplated only 152 slums sporadically developed like only one light or one tap or one latrine or something is constructed and the Master Plan I was abandoned. It is an impossible proposition if you go at that pace with environment improvement schemes funds of Rs. 15 lakhs or Rs. 20 lakhs per annum. For the remaining slums, in 1983-87 one Master plan - II was done in advance and it was posed to government of India for external assistance. U.K. Government is kind enough to give it under its poverty alienation programmes

and they have sanctioned Rs. 15.57 crores for HSIP II. In 1989-90, the Master Plan - II i.e., HSIP-II with ODA assistance of Rs. 35.34 crores was taken up and it is in progress.

I wanted to tell you ultimately that this is a community development programme. Let us not forget the community development which I have told you very briefly. HSIP is a project in a programme. You must be able to distinguish between a programme for human development in which there may be number of projects like Housing project, SIP. This is a project in a big process. Even if this project is over, the programme is there and the process continues. Urban community development is a continuous process from generation to generation. So the HSIP must be in consonance with the community development programme which has got the main aim of human development.

In conclusion, I must say that five truths have emerged out of this U.C.D. programme: That --

1. Everyone has got a brain and he can use it.
2. In community development, people start from where they are and they will go where they want to go.
3. People want change and people can change
4. Any community, no matter how poor it may be, will be able to do something with its own resources to improve its own conditions of living.
5. You must go for outside help only after exhausting all your resources at your end.

TRIBES OF KARNATAKA

(A Brief About the Book)

"Tribes of Karnataka" is a document intended to be of use to development workers and others in the field of tribal welfare. It contains, among other things, profiles of over 100 tribal communities of Karnataka.

The book is divided into two parts. The first part consists of three chapters dealing with (a) concepts like tribe, scheduled tribe etc. and a glimpse of the tribal situation in India; (b) an overview of tribal Karnataka; and (c) protective measures and welfare schemes of the Government.

The second part contains ethnographic details of scheduled tribes and backward tribes (a category under the other backward classes) of Karnataka. The profile on each tribe includes such aspects as present status, population distribution, origin, ethnic composition, economic life, education and religion with specific reference to Karnataka.

The focus is on the Scheduled Tribes who for all practical purposes represent the tribes of the State. The Scheduled Tribes comprise of 49 communities amounting to 18.25 lakhs or 4.91 percent of the State population. Also included are 61 semi-nomadic, nomadic, denotified and other tribes, who are presently clubbed together under Backward Tribes and listed as Other Backward Classes for the State.

The ethnographic notes contained in this volume are through secondary sources -- the works of earlier writers, the Census reports, the Backward Classes Commission reports, the case studies on different tribes, etc. Though restricted to Karnataka, the book has relevance to others as well, as it contains material of general value. Besides many of the tribes found in Karnataka are also found in the other Southern States and parts of Central and Western India.

The contribution of this document lies in updating information and making it available in a single volume. Though primarily intended for development workers, it is expected to be a basic ~~reference~~ source of reference to anthropologists, sociologists, research scholars, demographers, government officials and anyone interested in tribes.

JOSELYN LOBO

GREEN HEALTH CAMPAIGN KARNATAKA STATE CONVENTION

PROGRAMME

- DATE : 10th November, 1995
- VENUE : Conference Hall, 8th Floor, Aranya Bhawan,
18th Cross, Malleswaram, Bangalore-560 003.
- 09.45 - 11.00 : Registration
- 11.00 - 11.05 : Invocation
- 11.05 - 11.15 : Welcome address :
Shri N.V. Ramachandra Chetty,
Principal CCF, Karnataka.
- 11.15 - 11.25 : Inaugural address :
Shri M.P. Prakash,
Hon. Minister for Rural Development and Panchayati Raj
- 11.25 - 11.35* : Presidential address :
Dr. H.C. Mahadevappa,
Hon. Minister for Health and Family Welfare
- 11.35 - 11.50 : Coffee
- 11.50 - 12.10 : Green Health - A Perspective :
Shri. Darshan Shankar,
Director, FRLHT
- 12.10 - 12.30 : Green Health Programme and the Ongoing Development
Schemes:
Shri S.K. Ghosal,
Addl. Chief Secretary and
Development Commissioner, Govt. of Karnataka
- 12.30 - 12.40* : *Talk By Mr. Gautam Basu - Role of Health Dept.*
Role of Green Health in Primary Health Care :
Dr M.T. Hema Reddy,
Director, Health & Family Welfare
Govt. of Karnataka
- Dr. Angadi*
12.40 - 12.50 : Making the Green Health Campaign sustainable:
Dr. H. Sudarshan, Hon. Secretary,
Vivekananda Girijana Kalyana Kendra, B.R. Hills.

- 12.50 - 13.00 : Green Health Campaign and Women :
Addl Dr. Malathi Das, *Shashikala Shetty*
 Secretary, Women and Child Development,
 Govt. of Karnataka
- 13.00 - 13.10 : Traditional Health Systems of Karnataka and Green Health :
 Dr. Upendra Shenoy,
 Vice-President, VHAK
- 1.50 - 2.10 p.m.*
 13.10 - 13.20 : *Lunch* Sasya Samala and Sasya Surabhi- the Role of Nursery
 Network:
 Shri A.N. Yellappa Reddy,
 Secretary (Env. and Ecology), Govt. of Karnataka.
- 13.20 - 13.30 : Community involvement and Green Health Campaign :
 Dr. G. Pais, Regional Representative,
 OXFAM (India) Trust.
- 13.30 - 14.10 : *Lunch*
- 14.10 - 14.20 : Green Health Campaign and Role of NGOs :
 Dr. D. Daniel,
 Coordinator (Health), Action Aid
- 14.20 - 14.30 : Taking Green Health to Households - the Role of Horticulture
 Department :
 Shri. V. Umesh,
 Director of Horticulture, Govt. of Karnataka
- 14.30 - 14.40 : Vote of thanks :
 Ms. T. Neerajakshi,
 Promotional Secretary, VHAK
- 14.40 - 16.00 : Working Group Discussions on Operationalisation of Green
 Health Campaign
- 16.00 - 16.15 : *Coffee*
- 16.15 - 17.00 : Presentation of Reports by the Working Groups
- 17.00 - 17.15 : Resolutions
- 17.15 - 17.30 : Concluding Remarks :
 Shri. B.Majumdar, FRLHT

QUESTIONNAIRE ON GREEN HEALTH

Note : The purpose of this questionnaire is to seek information from you about your organisation's capacity to raise the Green Health plants and distribute them to the public.

1. Your name : MS. ANJANA SRINIVAS
2. The organisation or office you represent : COMMUNITY HEALTH CELL
3. Your position in the organisation/office : TRAINING ASSISTANT
4. Number of nurseries maintained by your organisation/office : —
5. Are you already raising medicinal plants ? : ~~Yes~~ / No
6. Will you be able to raise the 17 Green Health plants in your nurseries as part of existing programmes/projects/schemes ? : Yes / No

(Please note that no financial assistance at present is available with FRLHT for raising these plants and for distributing them)

7. How many packages of the 17 Green Health Plants can you raise and distribute to the public in the next 6-9 months ? :

Note : The following moderately priced guidebooks are available with FRLHT to help you participate in the Green Health campaign :

- * How to Grow Medicinal Plants for Primary Healthcare
- * An User's Guide to Medicinal Plants for Primary Healthcare
- * Directory of Medicinal Plants Sources in South India
- * Neem : Free no More

Thank you !

~~Copyright~~ H.
DEV 2.7

Theory of Decentralization

The constitution of a free country should be based on "local self government".

The only method of safeguarding against totalitarianism and fascism as that power should be decentralized to the greater extent.

I have no hesitation in saying that if lakhs of villages of India had been given their share on the basis of adult franchise in drafting this constitution its shape would have been altogether different.

Was it not then necessary that the right to work and right to employment were included in the fundamental rights declared by this constitution and the people of this land were freed from the worry about their daily food and clothing ?

Shri Damodar Swarup Sethi (U.P) November 1948

Perspective on Decentralization

Rajani Kothari

Over the last few years, there has been an emerging consensus across political parties and ideological divisions - on the necessity of decentralisation for fulfilling democratic aspirations of the Indian people. Despite differences in points of departure underlying this 'consensus' (as reflected in various party manifestos), it is a good time to go over the debate on decentralization that had preceded this consensus.

To me, it is clear that the only alternative to a decentralised and genuinely democratic political system in a country like India is the gradual dissipation, erosion and ultimate disintegration of the state as well as the nation. There have already been many signs of this - the power of the regional satraps has increased, parochial tendencies of region and caste are very much on the upsurge, at lower levels contractors and wheeler-dealers in money and muscle power are in command. All in all, the authority of the Indian state is getting eroded at all levels.

The corrective to such a state of affairs will need to be conceived in terms that are organic rather than mechanistic. The real case for decentralization rests not on the claims of territorial rights of juridical entities or political parties but on the comprehension, based on experience, that in a country like India, a centralized polity is incapable of dealing with an unjust social order that it is inimical to the democratic political process and that it is inherently unstable.

Under what conditions is national unity best promoted? By concentrating power and decision-making at the centre and increasing its capacity to determine national priorities and counter regional and local pulls and pressures or by evolving a framework of participation at various levels that is sensitising diverse needs of the people and thereby fostering a more organic unity based on a wide dispersal of stakes in the system? The answer to this question depends on three things: one's view of the model of democracy that provides the basis of a national consensus in a multi-regional, continental size, society; the presumed relationship between the model of democracy and the political process through which conflicts of interest and allegiance are mediated and resolved; and the expected relationship between the political process emanating from a

The credibility of a democratic system, indeed the legitimacy of democracy as such, will depend on its capacity to deliver the goods.

given model of democracy and the performance of the system in economic and social spheres. The credibility of a democratic system, indeed the legitimacy of democracy as such, will depend on its capacity to deliver the

goods. The question is, what can best ensure this: concentrating vital decision making in the apex of the system or operating from centres that are close to where the people are?

The case for centralization has been based on a series of arguments most of which happen to be specious. The most clever of these arguments, one that carries weight with many people

(especially the intellectuals), is that the Central Government is more enlightened than the state governments and the state government more so than local elected bodies which tend to be dominated by local vested interests and the upper castes. This is a clever argument because it smoothly tapers over the deeply entrenched interests and upper caste character of the elites at the higher levels, advances a progressive argument for perpetuating the status quo, and subtly condemns the vast rural hinterlands in which eighty percent of our people live into believing that their deliverance lies in surrendering their political rights to higher level elites. One is reminded of one's colonial past: you can either have self-government or good government, but not both. In the new setting the assumption is that only the centre can provide good government.

I shall present here a set of propositions:

1. The Indian political system has been in a stagnant position for many years and now finds itself in a deadlock. Neither authoritarian nor the Westminster style parliamentary democratic approach seems to work. The main snag in both is the centralization of the political process, intended and deliberate in one, innate in the other. No restructuring along an alternative framework of development is possible without opening up the democratic structure and moving it closer to the base.
2. The existence of massive poverty has all these years been made an excuse for concentrating power and resources at the centre, presumably because it could deal with it better. For some time, failure to do so was ascribed to local vested interests. Later, it was felt that the policies were not right and there was need for an alternative framework of policy. It is now clear that the biggest vested interest emanates from the nature of the Indian state and that no amount of tinkering with policy will change things. What needs to be changed is the nature of

Merely holding elections of panchayats and municipalities does not mean decentralization.

the State - and the statist assumption that the problems of the people can be resolved through the machinery of the state.

3. This statist assumption is in turn based on a fundamentally technological view of human problems. This is the view that deep-seated social maladies like pervasive poverty based on a system of deprivation can be removed by technological means only. We know that this is not true, that the removal of poverty and other deep-seated social maladies is an essentially political task, a task in which the people who are most affected participate in making the decisions that affect them. Building such a structure of participation is far more important for the removal of social and economic ills than are development programmes from above, no matter how well-conceived they are.

Such a structure of participation is inherent in the democratic premise on which the Indian polity is supposed to be based. But the pre-existing state did not permit such a polity to evolve. It was a colonial state, drawing its authority from the masters and not from the people. This state will survive, even if in an attenuated form. There is a new set of masters in command but many elements of colonial rule still persist and there does exist a measure of colonial relationship between New Delhi and lower down.

4. To move towards a structure of democratic participation of the type discussed here necessarily involves changing the structure of the state. This involves a change in power relationships between the centre, the states and lower down. Without such change, Indian democracy is bound to run into a deadlock and sooner or later flounder. The sway and power of charisma is linked in direct proportion to the lack of structure and institutionalization of the political process. Only a decentralized state can provide such institutional safeguards against the cult of personality and the role of charisma.

Everything seems to point to the need for decentralization. It is indeed an historic necessity.

5. Is it possible to move towards decentralization without providing greater autonomy and commensurate resources to the states? I do not think so. Merely holding elections of panchayats and municipalities does not mean decentralization. They need to have significant power and resources to work with and they need to be organised vertically through functional inter-relationships along various tiers reaching out to the state level. This is not possible without first (or simultaneously) endowing the states themselves with significant power and resources.
6. There are two opposite temptations that the centre and the states must respectively avoid. One is the temptation for national leaders to enage in a direct appeal to lower levels without permitting intermediate structure to grow; the modern version of this is populism. The other danger is in the opposite direction, namely, the growth of regional overloads through the increased power of the states which is not a shared further down. To steer clear of both these dangers, it is essential to agree that greater autonomy for the states is at once part of a larger process of decentralization and an essential pre-requisite thereof.
7. Two other corollaries are necessary in the Indian case. First there is nothing sacrosanct about autonomy at the level of existing state; in many of them there is need to provide autonomy to important regions within the state by splitting it. Second, there is a genuine fear that the more prosperous and powerful states will benefit more from the process of devolution. This should at all costs be avoided. Indeed, one of the justifications of greater autonomy at the state level is that it will put an end to the present situation in which advanced states

The problem of national integration is no longer political. It is largely economic and demographic

get the better of the others by virtue of their pull at the centre. The new strategy should be to both allow a large measure of self-reliance at the state level so that hitherto untapped potentials are released - this itself will begin to narrow disparities - and at the same time provide transitional correctives by weighted allocations and transfers.

8. Such corollaries only underline the ultimate aim of any democratic restructuring: enabling the people to participate in shaping their collective future. Political decentralization is only a means to this and federalism a means to that means. Institutional

structures by themselves produce no change, so much depends on the interest, the vigilance and the organisational structure that responds to people's initiatives, it is not possible to mount them. Indeed, the institutional innovations designed to respond to historic needs from time to

time provide the stuff of dynamic polity. The difficulty with a functioning democracy is that it so much disarms the people that a revolutionary upheaval becomes impossible to mount. But the great thing about a functioning democracy is that it can itself become a vehicle of revolutionary change through structural changes in response to historic needs. And it can do this without an upheaval. But if it fails to do this so long, its future is in peril.

The problem of national integration is no longer political. It is largely economic and demographic. It has two major dimensions; integration through removal of regional economic disparities most of which are to be found within existing states; and integration of rural and urban areas in the country which continue to be two different worlds. The problem of integration will henceforth need to be tackled in the context of forging viable organisational forms along the federal system so that the accentuation of disparities along these two dimensions are minimised. While the basic issues are economic - both in terms of narrowing disparities and hence promoting justice and in

terms of raising the general level of growth and productivity in the less developed regions - their resolution calls for a political initiative.

To recapitulate my argument so far, there is really no doubt that without a large measure of decentralization, the problems facing in this country will not be tackled. These problems are primarily economic - creation of jobs and opportunities at the level where the people live and curbing inequalities that have arisen as a result of centralization of the planning process and undue concentration of economic power. But they are also political (in respect of correcting the highly distorted elite-mass relationship), administrative (in respect of a restructuring of bureaucratic organisation and a dispersal of administrative and technical talent to the districts), and educational (in respect of a return to the emphasis on primary education and literacy). If 'socialism' is not once again to degenerate into a bloating bureaucracy which provides an elaborate structure of corruption, there is need to restrain the creation of ever new bodies at the centre and instead, to enable the lower levels of the system to function effectively.

This is one point. It should at once be admitted, however, that there is enormous confusion in the country on both the concepts of decentralization and the steps that are recommended to implement it. Advocates of these steps often talk as if there was no distinction between decentralization and fragmentation of the country into hundreds or thousands of self-governing communities - on some kind of a romanticized model of "village republics" based on a complete distortion of Gandhiji's views on Swaraj. There is an opposite viewpoint advocated in the main by planners and growthmen who think decentralization in terms of creating organisational agencies at block and village levels who will carry out directives from above and "mobilize" local people to serve the ends set at higher levels.

Both these models are not only unsuited to the needs of this country; they also violate the basic tenets of a decentralized polity whose end is to create a democratic community in which the individual is the end and government a means to that end.

The first of the two approaches described above, which we may call the communitarian approach, confuses autonomy and self-reliance of individuals with the cohesion and "unanimity" of local communities. It confounds the need to share power for common ends with some kind of a compulsion to dismantle the state and the authority of the centre. Its basic flaw lies in not perceiving that the concept of decentralization pre-supposes a centre and everything that having a centre in a political society involves - a common destiny as a people, consensus on fundamental values, and understanding, which was fundamental in the Gandhian credo, that power involves obligation to the collective self which is the embodiment of society's goals, values and integrity. Decentralization is meaningful only in the context of such a sense of overall unity of purpose in which all individuals join at various levels of the socio-political system or, to use Gandhi's integral phraseology, through a series of concentric circles that are "ever widening, never ascending".

The opposite approach to the fragmented communitarian one, which we may call the pyramidal approach, confounds the need for self-reliance and self-government with "agency functions" in which not only is the individual made a cog in a vast machine but the machine itself begins to suffer from intense apoplexy at the centre. It also fails to realize that the centre in such a pyramid, under conditions of poverty and external reliance for both economic and security reasons, tends to shift outside the country and that internal process of domination and exploitation are in fact part of a more global pattern of domination and exploitation.

The centralizing elite tends not only to delude the people over which it rules with all kinds of slogans and panaceas but also deludes itself that it is really setting the pace for the country's progress towards democracy and socialism. In reality a centralized state violates both democracy and socialism; it also undermines the principles of autonomy and self-reliance that we have come to value.

The task that faces us now is to make this autonomy that we have acquired as a State, real for our people. In order to do so, we will have to do

a lot of thinking for ourselves, on a variety of choices, including on the kind of "socialism" that suits us and is in keeping with our values and traditions. For it is clear that none of the European brands including Marxism will suit our needs. All imported brands of "socialism" carry a large dose of centralization and they have all undermined both man and nature in the process. We, who value both the individuality of man and the inviolability of nature, must make our own choices in our economic model, in the technology that we adopt, in the nature of our state.

During the last four decades we have gone heavily in the direction of centralization - economically, technologically and even politically despite our federal democratic structure. Gandhi had warned us against these developments and advocated his model of decentralization. Nehru who was presiding over the phase of national integration and initiating a process of economic self-reliance both of which forced him to centralize the state, was nonetheless so heavily committed to the democratic ideal that he not only supported but took keen interest in the development of "democratic decentralization" in the country.

After Nehru there has been a sliding back on this process, thanks largely to the very considerable concentration of political authority in the hands of a few men of power presiding over huge party machines and patronage networks. During that period local self-government suffered a sharp decline except in two or three states and consequently whatever structure had been created for undertaking programmes at the grassroots has been rendered weak and ineffective.

It now involves two major tasks - a restructuring of federal relations by establishing them on a firmer footing and re-orientation of the process of economic planning and education with a view to ensuring the widest possible participation of the people in employment and output. Seen in this way, decentralization poses neither a fragmented view of the polity as found in the communitarian approach nor a mere proliferation of centrally controlled structures at lower levels as implied in

the pyramidal approach. Rather, decentralization is to be conceived as a step in the direction of a more integrated polity, a better performing economy and a model of social reconstruction necessary for a properly functioning democracy and a genuinely socialist state (the one necessarily involves the other).

Decentralization, in the present context, entails the above steps. Indeed, it provides the basic and necessary structural dimension of that package. The bland formulation of both the communitarian and the pyramidal approaches must give place to a more integral view of decentralization. Gandhi's view of decentralization was precisely such. Since his days decentralization has acquired an almost obscurantist connotation, thanks largely to the vulgar 'Gandhians'.

Hence the great promise of the various experiments in decentralizing power to the people. For, it is the only way of ensuring radical change through the democratic process and not in violation of it. Instead of conceiving panchayati raj as an agent of development, we have to conceive development as an agent of panchayati raj, i.e. of people's power. The earlier concept grew out of the failure of the community development administration in involving the people in the development process and hence, following the Balwantrai Mehta Committee Report, the thought

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of panchayati raj institutions as better instruments for the same. People were to be made into efficient instruments of development, instead of viewing development as an instrument of the people.

That Report was an essential step in the direction of de-bureaucratizing development. Today we need to go beyond it.

The term "people's power" can, of course, be misleading as the usual question is "which people"? There is no necessary correlation between institutional decentralisation and decentralisation in class terms. Such correlation can never be legislated straight away except through entitlements over schemes ecology and assets

like land. Some of this has been provided in some legislations (eg. Karnataka) through transfer of a large measure of resources and functions and of rights of ownership and control vested in mandal panchayats and zilla parishads. But we have by now enough experience to suggest that far more crucial than legally laid out controls and access is the mobilisation of men and women committed to a genuinely radical democratic transformation. We have to wait and see whether this in fact takes place.

The usual divide (and often hostility) between party and non party activists, and between state and society, is less pronounced in settings that are so small and in which what ultimately matters is sustained and dedicated work.

Much will depend on how political parties committed to democratic opportunities opening up at lower levels of the polity are able to at once begin a process of party-building from the grassroots upwards (instead of the top down approach of setting up adhoc committees) and transcend narrow party interest and think of the

people instead. By the same token the various activists groups need to grasp the full significance of the new opportunities to avail of them in full earnestness and to forge ahead with a new political design and vision. Old caste, class and ethnic polarities must give place to the only polarity that has come to the fore in recent years - between the people and the elite, between the democratic spirit and the bureaucratic straight jacket, between mafia politics and the much talked of value-based politics".

A crucial challenge faces Indian democracy today. It is necessary that the issue is not left merely in hands of governments and parties, prisoners of entrenched interests and narrow time-spans. It is an issue on which non-party activists, intellectuals, opinion-makers and the concerned citizenry as a whole should keep the pressure on.

Panchayat Raj is too important to be left to governments and parties. It must be seen as part of the political process that emanates from the grassroots.

Dimensions of Democratic Decentralization Emerging Context and Issues

Dr. G.R.S. Rao

The experiences and experiments in regard to the forms and process of governance that mankind has gone through during the twentieth century clearly reinforce democracy as an intrinsic value, and validate its adjunct concept of decentralization. Human society, standing at the threshold of the 21st century, is moving on a global scale, towards strengthening the processes of democracy with the substance of decentralization.

Centralised authority sustained by bureaucratic structures has resulted, the world over, in an increased presence of government but a decline in responsive and responsible governance. The remoteness of government - and all its instrumentalities - proved a significant factor in the institutionalization and growth of corruption of State vis-a-vis citizens. With the communication revolution and compression of the global society into one large village, the urge for less of governance and more of decentralized participative self-

management and sustainable development has become universal, even though the process and its pace are influenced by specific local conditions. Privatization, deregulation and a host of other processes and expression represent a manifestation of democratization and decentralization.

India cannot be an exception. Any exploration into the process of democratic decentralization sounds ethereal, for like ether, decentralization emerges as a medium, filling all space, energizing people. If ether is described as a colourless

transparent volatile liquid of great mobility and high refractive power, of fragrant odour, heavenly, and spirit-like, democratic decentralization is all-pervasive, highly motivating the population operating both as a means and also as an end objective. Its distinct and dynamic attribute is that it reinforces itself; in this sense democratic

decentralization in India can be likened to a second war of Independence, lending substance to the form of government adopted in 1950.

Gandhiji projected decentralization as "acquisition of capacity to resist tendency to abuse authority", and envisioned that "when Panchayati Raj is established, public opinion will do what violence can never do". It is seen as a value that promotes human spirit and protects human rights vis a vis autocracy and authoritarianism

Value Premises and Ideological Foundations

Several value premises constitute the ideological foundations for decentralization. Gandhiji projected decentralization as "acquisition of capacity to resist tendency to abuse authority", and envisioned that "when Panchayati Raj is established, public opinion will do what violence can never do". It is seen as a value that promotes human spirit and protects human rights vis a vis autocracy and authoritarianism. Decentralization, it was envisaged, would dilute the feudal social order and the hierarchical structure of power, emerging from factors such as caste, education and land-ownership.

Decentralization was also envisioned as a process that would (a) counter internal colonialism obtaining in the form of urban domination over rural areas and (b) facilitate social, legal and political institutions to be receptive and responsive to public opinion, thus facilitating change while maintaining stability. It was in this perspective Gandhiji projected the concept of GRAM SWARAJ, villages as Little Republics.

A cardinal value premise underlying decentralization in the Indian context was that it would emphasize and shift in the measurement and evaluation of development from quantitative, macro, Gross National Product (GNP) to a qualitative, micro, welfare and basic-needs-oriented indicators. In other words, it was envisaged that decentralization would effectively counter the distortions of centralized, bureaucratic mode of planning and development.

Decentralization was projected on the assumptions that (a) it would promote public awareness, (b) protect local, ethnic and cultural configurations, and (c) facilitate the democratic ethic and would prompt the exercise of 'power' accountable.

Dynamics of Decentralization

In the Indian context, democratic decentralization involves a power-shift (role, authority, and responsibility) in three directions viz., (a) vertically

from the Centre to the State, from State to the District downwards to the units of local self-government leading ultimately to citizens' participation in self-management, (b) a horizontal power-shift from the appointed executive to the elected representatives of the people. Decentralization also involves simultaneous diagonal shifts between the various units and tiers of the instrumentalities of State so as to facilitate role clarity and delineation. Thus, peoples participation constitutes a means as well as an end

'Power' obtaining and operating in any society, involved in social transformation, is 'finite'. Decentralization promotes efficiencies in its tapping, transmission and productive utilization. Democratic decentralization implies 'power-shedding' on the part of State at all levels, in favour of people so as to generate and channelize JANASHAKTI for self-reliant and, sustainable development and social change, the dynamics of how, and how much of this power is 'given' or 'taken' depends upon a diverse set of social factors and operation of political parties as is evident presently in various States in India

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Any national design for decentralized development

calls for a high degree of crystallization of objectives, parameters for institutional structures, and supporting systems for promoting harmonious complementarity and integration of roles, lest the society may experience friction and turbulence if not fall-apart, with the threat of disintegration, the present Centre-State relations constitute a pointer.

Political process, irrespective of times and climes, constitutes the prime-mover of social change and development. Political process alone legitimizes social change by securing popular participation and endorsement. Yet, the process of politicization can distort, and also get distorted, thus there is a need to distinguish two patterns of politicization: viz., the benevolent (harmonizing and the legitimate), and the malignant (dysfunctional and the partisan). Benevolent is what operates 'nearest' to the people, partisan is what obtains 'farthest' from people, thus, participation of people is an essential attribute of legitimization. The two patterns can be stated to be mutually incompatible, but not exclusive. Decentralization, thus, has to be operationalised with primacy of focus on the citizens and their participation in social change.

Decentralization represents not merely a structural dimension of development but more significantly the processual dimension of popular participation, promoting, sustaining and responding to benevolent politicization, decentralization envisions that participative process is not only the most effective methods of to promote the democratic ethic, but also the most efficient mechanism to prevent distortions in the democratic process. Participation thus, is a built-in, self-correcting mechanism in the process of democratic decentralization. Participative political process is a democracy, pressures all institutions to maintain legitimacy and obtain renewal by securing people's endorsement on a continuing basis. At the end of Seventh Five Year Plans, the Planning Commission of India attributed the "short-comings" in planned development to "inadequate involvement of people". Peoples' participation through democratic decentralization is envisaged as the basic structural and processual pre-requisite in the

(1990) Draft Eighth Five Year Plan.

Administration cannot, for all times, run parallel to, but has to move along with people. Participation integrates the two and makes administration a bit more responsive. Decentralization results in the administration coming closer to, and perhaps much closer scrutiny by the citizens.

In the Indian context, the inter-related processes of democracy, decentralization and participation facilitate yet another facet of national development, appropriately called 'social transformation'. The

A decentralised polity cannot facilitate social transformation in the life of a community.

national mission of social transformation enshrined in the Constitution can be actualised only when the political, economic and social processes are

attuned, integrated and harmonized both at the aggregate (macro) and the segregate (micro) levels. the national level measures of growth such as GNP tend to become national at the level of small communities where development is perceived, reflected and measured in terms of specific indicators of social justice, welfare, and poverty eradication, constituting and contributing to the quality of life of the community. Democratic decentralization concretizes and facilitates measures of development at the segregate level, matching autonomy with accountability.

Objectives of Decentralization:

Democratic decentralization seems to be throwing up a diverse and wide range of overlapping, if not conflicting objectives, when decentralization seems to be a panacea to many a distortion in development, it is only logical that multiple objectives are sought to be achieved. But with different people assigning different priorities in the scheme of decentralization, it is worth taking cognizance of the range of objectives, and prioritize them.

Two distinct yet inter-related sets of objectives can perhaps be identified: (a) the instrumental or processual and (b) the qualitative and objectives.

Self-reliant, sustainable development on the basis of local needs, priorities and participation rather

than centralized, financially targeted 'growth rate' that arouses expectations and leads to dependence to the point of neutralization of local initiative, represents one of the major objectives of decentralization.

For social transformation to take place without distortions or unintended consequences, the gravity of social change has to rest within the society i.e., the community, without which there could be turbulence - regional, ethnic, etc., leading to social disruption. Local communities are better placed to translate the national mission into relevant programmes and priorities.

Decentralized institutions with participative processes constitute the schools of democracy. Democratic, participative ethic gets enriched; institutions secure renewal and legitimization through popular participation. Political process relates itself to the problems of the community, and thus secures legitimacy, becomes more benevolent. Empowerment - power to the people operates as ignition to social transformation and promotion of quality of life, especially of rural communities. Balanced, self-reliant development of rural communities might arrest the rural-urban migration.

Democratic decentralization has, as an important objective self-reliant and self-sustaining communities, that implies local resource mobilization. It envisages an ethos of equalitarianism, and enhances equitable distribution of the fruits of socio-economic development.

context and canvas of democratic decentralization as a process and strategy for promoting social transformation.

As the G.V.K. Rao Committee visualized, decentralized development facilitates coordination and integration of administrative machinery at the field level, enhances its outreach and efficacy as a delivery system.

Dimension of Decentralization:

In order to be able to harmonize and achieve a wide range of diverse objectives, the spread of decentralization has to encompass the total spectrum of activity of a community and network

of institutions.

A decentralized polity cannot facilitate social transformation in the life of a community through centralized institutions of administration. There is ample evidence to suggest that unless the entire network of instrumentalities of state are decentralized, coterminous with the decentralized units of polity, the latter may also tend to get centralized, de facto. the reverse could also be true. Centralized political party structures or bureaucratic processes could distort any scheme of decentralized administration, converting it into a centralized bureaucracy. Indian experience covering what may be called the three waves of decentralization, demonstrated a mosaic of these patterns. Any mismatch between the political and administrative processes results in a divorce between authority and accountability.

The political, economic and social processes are inseparably interwoven and are interdependent. Thus, for the social transformation to fructify, we need to integrate the three. such an integration can be 'conceived' or designed at the apex level, but can be 'affected' only at the field level, the community level.

If the cherished dreams of independence movement have not been realised in forty years of planned development to any recognizable extent, and the citizens seem to be saying so aloud, we are witnessing, admittedly, many an unintended and undesirable consequence of 'planned development', not merely because of centralized planning but more so due to the weak integrative mechanisms structural and processual.

The process of democratic decentralization envisages and represents a cultural - change; it is holistic, encompasses the political, the economic and the social processes. Such change may be gradual, but not sequential, the three can not be segmented. Thus, any, measure of decentralization has to encompass the political (Panchayat Raj) the economic (production and distribution), and the social (law, order and social justice) institutions and processes, simultaneously. Democratization and

decentralization are not co-terminus with Panchayat Raj institutions. It encompasses judicial institutions and processes, as also industry and agriculture. It implies and emphasizes voluntary action, peoples' initiative, in all areas such as education, policing and human rights.

Unless decentralization and participative processes inform all developmental functions at the local (district and mandal/samiti) levels, development administration gets split up into that of 'state government' and 'district government', in hierarchical terms, like it is obtaining between the Centre and the States, conditioned by a culture of 'versus' and 'confrontation'. The various units/levels are complementary, not hierarchical; they have different tasks/roles, but common objectives. Each one is autonomous, in its own sphere of activity with matching accountability.

The design for democratic decentralization has to take into account all the institutions into its canvas, even if implementation is phased out. Fear of change is evident, as much as resistance to change. This fear and resistance not merely impede, but could distort the process of decentralization.

Highly centralized political party structures and processes, the imperatives of centralized planning and attendant decision-making processes, the tendency of the political parties to politicise cooperatives, and the executive to bureaucratize non-governmental developmental organisations (NGDOs) and most of all, the problem of defining national interest and its operationalization at the ground level in a non-homogeneous society, operate as impediments to democratic decentralization in India.

Emerging Issues :

In the emerging context and canvas of democratic decentralization as a process and strategy for

promoting social transformation, several issues emerge to the fore for consideration.

Inadequate success of the process and structures of decentralization obtaining at present cannot sustain an argument against the intrinsic values of decentralization. It warrants analysis of ground realities and impediments in order to evolve adequate and appropriate strategies towards sustainable and productive decentralization.

Issue as to how far should decentralization be promoted and provided for, assumes critical significance in the Indian context with ethnicity, language, religion, caste and other such centrifugal factors operating in the polity. decentralization cannot lead to withering away of the 'State'. How to crystallize national interest and safeguards against processes that might threaten unity, integrity, stability and, in the end, the progress of the nation?

In the background of the national consensus (obtained at the June 1990 NDC meeting at Delhi), and the diverse patterns (with varying structures, and linkages between the units) and experiences obtaining in different States such as West Bengal, Andhra Pradesh, Karnataka, Maharashtra, Gujarat and Madhya Pradesh, a dialogue may help crystallize the range of objectives that should be meaningfully and explicitly integrated into the design for democratic decentralization,

being evolved at the national level.

What should be the scope of Constitutional provisions with regard to the 'self-sustaining' status, structure, powers/authority and accountability of Panchayat Raj institutions? In other words, what should be the range of discretion left to legislative action to be initiated by the State? How to insulate the Panchayati Raj institutions from political tremors originating from the fluctuating fortunes of parties at the national and state levels.

Is it not appropriate to provide for Constitutional status to the institutions of democratic decentralization, supported by a decentralized (third) list of activities that should be remitted to the decentralized sector? Water-shed management, universal literacy and similar critical programmes can be considered for the third list. Should the chairmen of the Panchayat Raj bodies be represented in the second chamber, in their respective States in order to promote a two-way integration and reinforcement?

What are the considerations and criteria relevant for the democratic decentralization of Panchayati Raj institutions, that may be found appropriate to the cooperative institutions and decentralised administration of justice ?

In the light of the relevant observations and recommendations of the National Police Commission, the Report of the Law Commission of India (1986) on Gram Nyayalayas, and the Karnataka enactment (1985), what are the implications of decentralization to police administration? How and how far law and order administration should be tempered by the norms and process of democratic decentralization? This assumes critical significance in the context of the extinct but much landed rural policing of yesteryears. What should be the equations and linkages between the police and the Panchayati Raj institutions?

What are the specific areas of initiative in regard to planning, funding and 'control' functions not delegated but to be vacated by the Centre and the States and vested in the Panchayati Raj institutions?

What mechanisms and norms can be envisaged to ensure that both powers and resources are matched compatible with accountability, and devolved to the various democratic decentralised institutions?

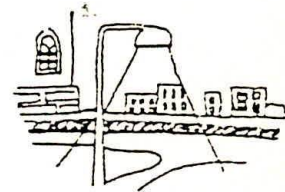
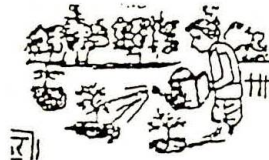
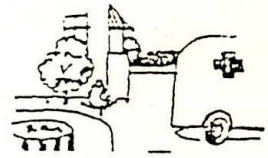
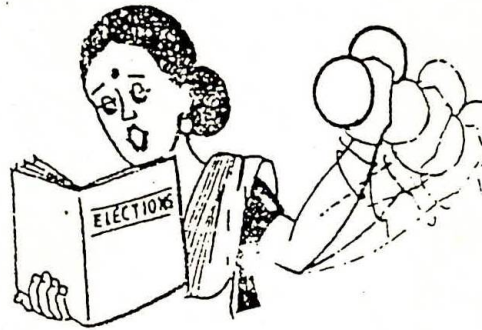
What should be the nature of autonomy and linkages of administrative structures of Panchayati Raj institutions vis-a-vis State level units (heads of departments), and the secretariat, especially with regard to cadre and human

resources management? It is the designing of appropriate administrative structures and systems that operationalise the objectives and norms of democratic decentralization.

Assuming that Panchayati Raj institutions cannot become partyless little Republics in the foreseeable future (even if elections are held on a non-party basis), what norms and safeguards - statutory or otherwise - could be envisaged in order to minimise the adverse impact of subjecting the Panchayati Raj institutions to partisan politics? what safeguards can be envisaged to ensure that Panchayati Raj institutions do not fall into the hands of vested interests, but would take care of minorities and weaker sections?

Indian scene offers an experimental situation for undertaking analysis of diverse approaches/ patterns of decentralization and varied socio-political as well as economic-cultural ground realities that make or mar decentralization. what could be the impediments or facilitating factors that have to be taken cognizance of in monitoring the operation of decentralised institutions?

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ROLE OF WOMEN IN URBAN GOVERNANCE

- PROF. SNEHA PALNITKAR *

INTRODUCTION

During last decade, increased attention and concern about the role and status of women in political, social and economic fields, has been witnessed world-wide. The main initiative came from the United Nations in declaring 1975 as the International Women's Year and the following decade (1976-85) as the United Nations Decade for Women, Equality, Development and Peace. The world Conference of the United Nations held in Nairobi in 1985 stressed the importance of governmental and non-governmental agencies in educating women to exercise their political, social rights. The Conference stated that in the process of consciousness raising, efforts would have to be made towards fixing definite time span, targets and fixing of a quota system. It was also stressed in the Declaration in the Conference that "women by virtue of their gender, experience discrimination in terms of denial of equal access to the power structure that controls society and determines developmental issues". (R. Kumari, 1992). The Conference noted that "for true equality to become a reality for women, the power on equal terms with men must be a major strategy". However, inspite of these efforts, the actual reality has been far removed from the various resolutions and plans formulated for women at international and

* Director, All India Institute of Local Self Government, Bombay March 1995. Paper prepared and presented at Conference on Urban Local Government and Decentralisation in the context of the Karnataka Nagarpalika Act, March 10-12, 1995 at Bangalore.

national levels. Women still continue to be marginally represented, specially in the areas where the policies have direct impact on city development or management.

Although, the percentage of women in the labour force has steadily increased, their presence in leadership and decision-making is greatly under represented. In the political sphere, though the number of women in elected bodies is higher than before, total number is very low and inadequately reflect the proportion to the overall population. Over the years, women's participation in local authorities has been marginal due to several socio-economic constraints. The low representation of women in political bodies was matched by under representation in the decision making bodies of national governments, local authorities, political parties, trade unions etc.

The role of women in local government particularly, at the level of the municipal bodies is a strategic one. Municipal bodies render a number of vital urban services to the citizens within its jurisdictional area. But the role of local governments is changing and will continue to change, as the economic, social and environmental problems they face continue to grow. Increasingly, local governments are called upon to perform enabling, facilitating and empowering roles if their constituents are to have access to the kinds of programmes and services they want and need.

The increasing emphasis on local governments as the focal point for urban development and the changing roles of these governments in fulfilling that growing mandate, puts a heavy burden on their elected representatives. When we started to ask ourselves and others about the role of women councillors, we kept hearing several terms like "communicate" "make decisions"

"help others to share the responsibility" and more. While this is true, it is essential to understand the several roles that women councillors are called upon to perform.

THE CHANGING ROLES

Today, women councillors in cities are called upon to do many things in the course of their duties, to perform many roles or to wear many hats. The UNCHS (1994) identified some of these roles which can be summarised as under :

The Councillor, in the role of policy maker - in establish goals, examine alternatives at local level, decide strategies that will guide existing and future actions to benefit the local community. It is the role that provides the big frame for the people, sets long range goals, developes strategic plans of implementation for the community.

The Municipal Councillor as decision maker - while exploring some of the implications of decision making for a women councillor, we must consider the various stages in the decision process and the constraints to effective decision-making skills. Another aspect to be pondered on the road to decision-making is the possible consequences of decisions taken by the municipal councillor. Since councillors operate in the public arena, there are often many different kinds of consequences of the decisions taken. They can be either positive or negative. It is important to consider what economists call the 'opportunity costs' of the decisions.

The Municipal Councillor, in the role of communicator - gives and receives broad based information, ideas and feelings with accuracy and understanding of the local issues.

The Municipal Councillor, in the role of Facilitator - foster collective efforts, help others in solving problems, assures the community participation and avoids interpersonal and intergroup conflicts in the community.

The Municipal Councillor, in the role of enabler - which makes things possible, practical and easier for others in the community, which is not quite prepared to do things for itself. This role built on some recent thinking about the use of private, non-governmental partnerships in programme and urban service deliveries. The Million Houses Programme in Sri Lanka is a good example of enabling. Here, the role of the public sector, in innovative programme is confined to the direct provision of technical and financial support to individual low-income households and communities.

The Municipal Councillor, in the role of negotiator - helps others to reach an agreeable solution when they have differing interests and needs.

The Municipal Councillor, in the role of overseer - assures that the municipal council and staff are doing the right things in implementing, monitoring and evaluating policies, programmes and services.

The Municipal Councillor, in the role of power mobilizer - uses one's own personal resources of political power, to get things done for the people. If the councillors are to be effective as an elected official, one cannot ignore the power sources you bring to the office or the power and influence the office brings to individual.

The Municipal Councillor, in the role of institution builder - which supports the development of municipal personnel and the local government organisation as important responsibilities. This is one of the important aspects which is responsible to carry out municipal council's policies and programmes.

The Municipal Councillor, in the role of leader - performs all the roles and bring about positive and significant changes in the lives of the people.

If we look at the existing situation, we will have to look at how some of these roles are combined to increase leadership potential amongst women corporators. In defining the role of women representatives, their constructive decision making and managerial roles should receive special attention so that they can play their full beneficial role in city development process, and provision of urban services.

The goal of representation to women in the decision making process in city management is not to provide them berths for adornment, but, is to involve them in city development. With the reservation of 30 percent seats for women in municipal bodies, the legal and physical base for participation has been set. Women have been elected and now the focus is on how best can women members in local authorities make their social contribution through the participative process.

BOMBAY EXPERIENCE

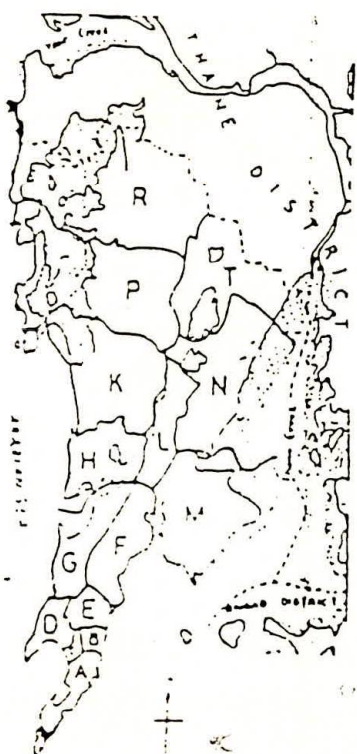
The innovation on which we concentrate here is the reservation for women of 30 percent seats at local government level in Bombay city. This innovation, introduced in 1992, has led to a dramatic changes in the numerical representation of women in city politics.

The mega city of Bombay was a cluster of seven small islets set in a coastal strip in the 18th century. The city developed initially around its port situated to the south-east of the city. As industrial and commercial development progressed south Bombay became the main commercial centre of Bombay with industrial developments concentrating in Central Bombay and residential areas sprang up in the eastern and western fringes of the city. Realising that the growth both industrial and residential activities were spilling over into areas beyond the city into what could be considered as "suburbs" of the Bombay, the jurisdiction of the city government was extended twice in 1950 and 1957 to areas regrouped as Eastern and Western suburbs. Thus emerged the metropolitan city of Greater Bombay. Today, Bombay has assumed national as well as an international importance due to its immense economic importance for industry trade, business, tourism, and cultural ties. Today the city have a population of 1,03,17,910 (BMC year Book 1994-95) covering 437.71 sq. kms. of the area. In accordance with the provisions of the Bombay Municipal Corporation Act, the Municipal Corporation of Greater Bombay administers the city by catering to the civic needs of the citizens by employing 1,43,200 employees in different categories and with an annual budgetary outlay of Rs.2254.70 crores. The BMC Act of 1888, within the framework of which the Corporation and the Commissioner function, has specified seven statutory collateral authorities charged with the distinct responsibilities of city government. Each operates within the limitations set for it. Though the executive authority vests within the Municipal Commissioner, the 221 elected representatives the municipal councillors - do exercise general authority over the civic affairs through budgetary and

financial controls by determining taxes and allocating expenditure, approving contracts and other financial proposals and approving appointments to senior posts.

LESSONS DRAWN : EXPERIENCE AND RESERVATION OF SEATS FOR WOMEN -
THE BOMBAY WOMEN CORPORATORS

Figure 1: Greater Bombay Wards



WARD	AREAS
A	Colaba - Fort
B	Mandvi - Chakala Umarkhadi - Dongri
C	Kumbharwada - Buleshwar Dhobitalao - Answadi
D	Khetwadi - Girgaon Walkeshwar - Mahalaxmi
E	Tardeo - Mazagon - Nagpada Kamathipura - Byculla
F	Parle - Sewn - Naigaum Matunga - Sion
G	Dadar - Mahim - Prabhadevi Worli - Chinchpokli
H	Bandra - Khar - Pali Santa Cruz
K	Vile Parle - Juhu - Andheri Jogeshwari - Versova
L	Kurla
M	Chembur - Mahul - Mankhurd Deonar - Trombay
N	Ghatkoper - Vikhroli - Bhandup
P	Goregon - Aerey - Malad - Manori
R	Kandivli - Borivali - Akurli - Eksar - Dahisar
T	Mulund

The issues that concern us in our study of women in local politics relate not only to differential access to political power but also to cultural images and representation of women, especially of women who become active in political life. So the framework of the study analysis utilised the key concepts of gender, institutional arrangements, democratisation, and empowerment.

Interest in attempts to introduce innovations in governance, especially in local governance, which increase the participation of women rest on the simple premise that increased participation by women at these levels would not only encourage their empowerment but would also improve the functioning of local authorities and guide the urban policy.

In Bombay, of the 221 corporators at the time of survey, some 75 are women, two of them having been co-opted, the rest elected by direct election. The party position is given in Table No.1. Our study presents analysis of the initial discussions with 38 women corporators, representing 51 percent of the women and 18 percent of all corporators in Bombay city.

TABLE 1 - BOMBAY MUNICIPAL CORPORATION - CORPORATORS
(MAIN PARTIES)

PARTY	FEMALE	MALE	TOTAL	% WOMEN
CONGRESS	39	70	109	36%
BJP	4	10	14	29%
SHIV SENA	23	49	72	32%
J. DAL	3	5	8	38%
INDEPENDENT	2	7	9	22%
T O T A L	71	141	212	33%

SOURCE : RESEARCH STUDY (1994-95)

In Bombay Municipal Corporation (BMC) 67 seats were reserved for women and 5 women won in general wards. Previous municipal corporation had only 5 women corporators none of whom were re-elected.

We now turn to the detail analysis of the findings of our survey on women corporators in Municipal Corporation of Greater Bombay. Although random, the sample is heavily skewed in favour of Congress party, however generalisations were made with extreme caution as a result in our analysis.

Social, economic and political background :- Most of the women corporator interviewed in Bombay were born in Bombay or have been resident for many years. Their religion is predominantly Hindu and by and large they received independent private education. They are now mostly between the ages of 31 and 40, married, with children at school and although their level of educational attainment whilst generally varies, 14 are graduates, 2 teachers, 3 advocates and 3 doctors. They come from well educated families with much political experience, receiving guidance, encouragement and support as a result. Their relatively comfortable or favourable background is notable. For all of them, their entry into politics is relatively recent. Most joined their respective political parties only during the previous 3 to 4 years and thought only of entering politics actively 3 years ago. They have been corporators for just about three years since 1992 civic elections.

The Process of entering into active city politics :- The women corporators in Bombay were asked the following aspects as explanation for relatively lower participation in politics by women -

- i) Women are less likely to be selected by their political party

- ii) Women see the political style and system as being inappropriate for them
- iii) Women lack overall confidence
- iv) Household and family responsibilities and

Most of the women corporators in Bombay agreed with point (ii) and (iv), with (i) and (ii) running fairly close behind.

Increased Female Participation :- Reasons for increased female participation were related directly to the adoption of a quota system (30 percent). Infact, this was seen as the major incentive in encouraging women to think about entering active politics as municipal corporators. They stood in wards reserved for and contested by women so that all the women had been elected for the first time they stood for the municipal elections in Bombay. The main reasons indicated for their success in the civic elections in 1992 were as follows :-

- * Women were seen as sincere
- * Women were seen as likely to be more effective than men
- * The political party image was seen as important factor (suggesting that politics of the party remained salient).

Most women candidates contested on party tickets. But whether independent or on party ticket, women get elected and continue to retain their seats would have to be seen over a period of time.

With the encouragement and support of family, friends and party, they entered the city political scene with a desire to address what they referred to as women's and children's issues.

Imp

Specifically, they stood for improvements in the following civic services :

- * Water supply;
- * Cleanliness; and
- * Garbage disposal

However, how far they have been able to improve the situation in the existing situation is yet to be analysed.

Womens Issues and Politics :- The women interviewed describe themselves as having been active in local organisations and campaigns before entering party politics. Although none had been active members of a women's group or organisation.

Most had been involved in campaigns over women's issues - and all of them said that they were supporters of the women's movement and ready to fight for it. When women are elected on party ticket will they speak for party or for women as a whole? Will there be a conflict of their loyalties?

Women corporators interviewed in Bombay were asked several aspects questions :-

- * Women's legal rights and equal opportunities
- * Attempts to work with other groups in attacking fundamental social inequalities, of which women's exploitation is a major part
- * Pushing for a radical change away from a male dominated civic society
- * Dealing with all the matters concerned to women.

These statements were found to be recognisable by the women corporators who favoured (ii) and (iv) with just one corporator

preferring number (i). However women corporators who are suddenly confronted with the entirely different scenario in the elected municipal bodies feel at a disadvantage.

Experience of being a Bombay Women Corporator :- Our study analysis here relates to the impact of the increased participation by women on the form and content of decision making in local government. One of the most interesting findings to emerge from our study was the women corporators' affirmation they they had been able to voice their concerns and initiate action on them. Above all, they felt that as corporators they had the power to raise issues in the municipal corporation, take them up directly with Municipal officials and push for work to be carried out in localities. This related not just to various issues seen to affect women alone, indeed many felt it difficult to isolate such issues and other urban issues. They reported that they had not been asked to deal only in areas pertaining to women's issues, children and health, but to tackle all city management issues. However the officials of the corporation reveals different angle of the story.

Because of this, we asked them how their actual experience of political office compared with their prior expectations with particularly interesting results. Nearly all reported experience with respect to :

- * support from constituents
- * support from family
- * support from male corporators
- * support from other female corporators
- * support from municipal officials

- * ability and capacity to push forward ideas and,
- * performance over previous year

All women corporators felt that they were able to meet the aspirations of their constituents with regard to service delivery of urban amenities and redress of grievances of people. However, the question of the accountability of women corporators to their constituents brings to the focus the pattern of present electoral system. With no system of impact analysis, feedback from the people about corporators performance, or compulsory communication with voters in the area in between elections, the entire process is restricted to voting once in every 5 years.

ASPIRATIONS

We find women corporators in Bombay reporting a failure to meet some aspirations :-

- * Employment generation
- * Cleanliness/environment; and
- * Community participation

Above all, we find ambitions frustrated in respect of low income groups in the city. It would be seen that while women corporators in Bombay have space to voice their own and their constituent's political aspirations, to raise issues on their political agenda and generate discussion and debate, they have yet to realise all these goals in practice.

CORRUPTION

The question of corruption cropped up in our research time and again, particularly the differences between women and men in this respect. All our respondents and others

were emphatic in claiming that women corporators are far less corrupt than men. But the further exploration in view of recent happenings in Bombay, tells us different story. We sincerely feel that if the women concerned remain 'uncorrupted' then they may well impact strongly on the local governance of Bombay city. But the question is - Whether it is possible ?

The overall analysis indicated that women corporators in Bombay had pushed ideas on city management issues, set the debate for their objectives, in practice they had achieved mixed results. Their ambition to deal with clean environment, poverty, community participation and employment generation etc. had, so far, been frustrated.

The reservation of electoral seats has become a reality, but reservation for women is not just a question of bringing a certain number of corporators in municipal bodies, but those elected should highlight a wide range of civic issues, including gender issues such as violence against women, generation of employment, economic equality, criminalisation, environment etc. It is necessary to have broad spectrum of urban issues for bringing and activating women into the mainstream political process. The issue now is whether a 30 percent reservation for women will alter these processes or not ? Will this innovation empower women or will the old process continue to keep them in their place ? Bringing women to positions of political power is just the first step in our social transformations. Women in India have discussed whether this is progress or not. They wonder 'is this just a populist gimmick on the part of the ruling party to win women voters?... will such steps ensure greater and more meaningful political participation

of women?" (Kumari, 1993). Critics of the moves towards the 30 percent reservation for women, say this is simply political manipulation by the Congress party to cultivate women as a constituency. Kumari adds : "The autonomous women's organisations have their doubts about the 30 percent reservation of electoral seats as they fear that by participating in the corrupt electoral process, the women's rights activists will get co-opted in the process of opportunistic, debased politicking pursued to achieve very narrow and short-term political goals". However, she also points to some encouraging experiences of seat reservations found in Maharashtra, Gujarat and Karnataka States. 'Elected women members have proved their worth by their excellent work in construction of school buildings and bio-gas plants, water supply, generation of self-employment opportunities, books and scholarships for needy and poor students and improved collections. All the women interviewed by us welcomed the 30 percent of reservation seats, which provided them the opportunity to enter active politics in city like Bombay. They stated that men, almost from all political parties, were not keen that women be given a chance to contest civic election in such a large numbers. Most of the women corporators felt that reservation has given women an opportunity to move away from their limited spectrum of existence at home and prove their worth in big city like Bombay. However, almost all of them emphasised that to be effective in civic service delivery area one must belong to a political party, since without powerful backing and support, one is a lone voice which can be easily ignored.

Some men corporators have been hostile to the 30 percent reservation, arguing that women are too inexperienced to govern cities. Women answer that while they are inexperienced in

mafia politics, they have a great deal of experience of real life issues, of organising and campaigning. But they are fearful, too, that the 30 percent reservation may be mere tokenism. And that the women who got into political power through this route might be mere place-women, only because of their political linkages and social background, and not likely to fully support and work for improvement in the lives of women. Kaushik, for example, considers that the impact of the reservation strategy has been to promote average and flexible women rather than powerful women with feminist convictions. But the difficulties faced by women trying to enter politics have encouraged support for the idea of reservations. The experience of Maharashtra and Karnataka shows that the system of reservation operates through the notification of a certain number of constituencies/wards as "women's wards". The question here is, whether this aspect is a viable one ? The Karnataka experience shows, there is manoeuvring to see that the more difficult wards, such as, slums, where muscle and money power is rampant, are earmarked for women. Yet the reserved wards in Bombay, witnessed lower levels of violence (FES. 1992).

Those who support this strategy stress the need to strive to get women's perspective and priorities projected into the policy and decision making process and to give greater priority to specifically women's issues in urban areas.

Thus reservation, affirmative action and quotas for women in elections, legislatures and administrative positions have emerged as important demands in the women's movement in India. The 74th amendment of the constitution indeed contains some very important provisions which are sure to make for a great improvement in the working of the local self government

institutions in the urban sector. Similarly the reservation of seats for the scheduled castes, scheduled tribes, women and even backward classes is a progressive step towards involving all sections of the society in the governance of local bodies. The reservation for scheduled castes and tribes has however been in existence and quite well implemented for decades. The idea of reservation for women, is more recent but has already been enthusiastically implemented.

REQUIRED IN-PUTS

The increasing emphasis on local governments as the focal point for city development, and the changing roles of these governments in fulfilling that growing mandate, puts a heavy burden on their elected people. Today, elected representatives need to be knowledgeable about an increasingly complex set of interrelated urban issues, they must develop new skills, attitudes in response to the changing nature of their role. The need to provide training has never been greater. Most of the training relate to what the councillor is required to know, to perform her role within the legislated boundaries of the position. What elected councillors are required to know to abide by laws, rules and regulations laid down over decades is often difficult to grasp in anything but short, quickly administered programme. The training should help councillors acquire this knowledge. It is important to list what the elected official cannot do rather than what she can do to be responsive to a rapidly changing environment in urban areas. Training should be designed in such a way which will equip the women councillors to perform better in the city development process.

Women members require to be trained to enable them to perform their role effectively in city management. Newly elected members of the municipal bodies may not have experience or knowledge about several municipal administration aspects and it is essential to provide appropriate training in-puts for this purpose to help them to perform their roles effectively. Analysis of the participation of women representatives shows that all of them have not really been successful in representing their issues. Women need to be trained so that they understand how systems actually work. Areas of training would include gender sensitisation, urban development aspects, leadership development, etc.

Thus, political education and training should be ensured if women are to effectively participate in the city development process. In Maharashtra State, the recently formulated policy indicates that the government is committed to provide the support needed to equip and train women to take on their role as decision makers in local self government institutions.

It is then, that women corporators will be able to use reservation system as a stepping stone in the political ladder to become effective in city management issues, and eventually to do away with the need for reservations.

=====

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HUMAN RESOURCES DEVELOPMENT

TRAINING AND WORKSHOP PROGRAMMES

Towards life in its fullness

**CATHOLIC HOSPITAL
ASSOCIATION OF INDIA**

157/6, Staff Road,
Gunrock Enclave
Secunderabad 500 003
Andhra Pradesh, India

CHAI TRAINING - AN INTRODUCTION

The Catholic Hospital Association of India (CHAI) is one of the pioneer institutions in the country to bring health care to the poor and needy as early as 1943. Today CHAI has around 2650 member institutions - big and small spread across the length and breadth of India serving millions. The ultimate goal of CHAI is to build-up healthy communities where peace, justice and love will prevail. To achieve this goal CHAI collaborates also with Christian Medical Association Of India (CMAI), Voluntary Health Association of India (VHAI) and like minded voluntary organisations.

CHAI believes in achieving its motto, 'HEALTH FOR MANY MORE' through Community Health Development Programmes in micro and macro levels. The concept of CHAI's Community Health and Development is, a process of enabling people to exercise collectively their responsibilities to maintain their health and development and to demand them as their right.

The evaluation after 50 years of CHAI's continued service to the people has brought out the need for Human Resources Development in Health and Development as one of the means to achieve its ultimate goal. Hence we bring to our member institutions and other like minded, the following training programmes and workshops to develop the human resources development at various levels to serve and empower the community for a better tomorrow.

COMMUNITY ORGANISATION

Aim : To equip the participants in various skills involved in Community organisation.

Topics covered :

- Concepts of community organisation
- Approaches in community organisation
- Philosophy and functions of organisation
- Sustainability in Community organisation

COMMUNITY HEALTH PROGRAMME PLANNING

Aim : To train the participants involved in community health to plan a systematic programme for implementation.

Topics covered :

- Concepts and Approaches to community health
- Elements of Community Health
- The five vital steps in planning
- Analysing few existing community health programmes

LOW COST COMMUNICATION SKILLS

Aim : To train participants to make their own low cost communication methods and materials

Topics covered :

- Roles and importance of communication in Community health and development.
- Elements, barriers and approaches
- Three phases of Communication
- Preparation of low cost A.V. aids
- Message formation

COMMUNITY HEALTH PROGRAMME MANAGEMENT

Aim : To equip the participants in simple management techniques suitable for Community health programmes/Projects.

Topics covered :

- Situation analysis
- Organisation structure
- MIS
- Motivation and Team building
- Book keeping

PARTICIPATORY RURAL APPRAISAL

Aim : To train the participants in the various PRA techniques.

Topics Covered :

- Importance and usefulness
- Pre-requisite of PRA
- Various methods in PRA
- Evaluation

CLW TRAINING

Aim : To equip the participants to train the CLWs.

Topics covered :

- Roles and responsibilities of CLWs
- Selection criteria
- Value based education
- Preparing Curriculum
- Training techniques

PARTICIPATORY TRAINING METHODS

Aim : To equip the participants to plan their own participatory training methods.

Topics covered :

- Concepts and principles
- Steps in planning
- Different methodologies
- Skills development

HEALTH EDUCATION

Aim : To train the participants in developing and implementing Health education programmes

Topics covered :

- Concepts and principles of health education
- Identification of health needs and problems
- Common diseases and First Aid-Health Education techniques
- Educational evaluation

HERBAL TRAINING (BASIC)

Aim : To impart knowledge and skill to the participants in treating common ailments with herbal and home remedies.

Topics covered :

- Basic principles of Ayurveda
- Identification of medicinal plants
- Diagnosis of diseases
- Preparation of herbal medicines
- Treatment with herbs

RATIONAL DRUG THERAPY

Aim : To evolve rational methods for drug usage and to popularise these methods.

Topics covered :

- National Drug Policy
- Essential Drugs
- Hazardous/Irrational Drugs
- Drug Information and Ethical Marketing
- Self Reliance & I.D.I.

COUNSELLING SKILLS

Aim : A step-by step approach to need based counselling.

Topics covered :

- The person and well being
- Individual and Family Reconciliation
- Stages in pastoral care
- Skills practice

PASTORAL CARE

Aim : A step-by step approach to pastoral care in difficult situation.

Topics covered :

- The person and well being
- Individual and family Reconciliation
- Stages in pastoral care
- Skills practices

LONG TERM TRAINING

TRAINING OF TRAINERS

The watch word in Community Health and Development is 'Sustainability'. To achieve this, we do need to train and equip the man power in institutions striving hard to make it a reality. Realising this need, CHAI is looking forward to train personnel in different regions of India in various skills and make them self contained to develop others in their respective regions. Hence training of Trainers Programme has become vital.

This is offered on periodic basis to the selected opted individuals from CHAI member and NGO circle. They will undergo the number of different programmes organized by CHAI and will be given the final diploma. These members will be utilised to meet the various training needs in their respective regions in the country apart from their respective organisations.

TRAINING OF TRAINERS (HERBAL)

The pre-requisite for this training is the basic training offered by CHAI for six days or a practitioner of herbal medicines for a minimum of two years.

This training is basically focussed at equipping the already trained or practitioners to become full fledged trainers to promote this alternative system of medicine in line

with our traditional and more safe system of treatment.
The duration is 5 weeks residential and is conducted in November every year at CHAI herbal garden in Secunderabad.

URBAN COMMUNITY HEALTH PLANNING AND MANAGEMENT

The mushrooming of slums have increased in the country. These slums are characterised by inhuman living conditions. It is estimated that more than 30% of the city population live under such condition.

So the need has become very urgent to address these issues. Due to the magnitude of these issues, we do need to approach them in a systematic and well planned way. Hence, this training programme becomes imminent to anyone concerned about the urban poor

Duration : 12 Weeks.

GENERAL INFORMATION

- ⊕ All programmes are open to male and female participants.
- ⊕ All the programmes are residential in nature.
- ⊕ All the participants are expected to be in the venue by the previous night of the programme or at the latest 2 hours prior to the starting of the programme.
- ⊕ Each programme has got different fee structure according to the inputs planned and the materials distributed.
- ⊕ Participatory training methodologies used in all the programmes.
- ⊕ Certificates are distributed on successful completion.

SPECIAL INFORMATIONS

- ★ Programmes other than listed here will also be entertained as per the needs and requests from the organisation depending on our availability.
- ★ Mission orientation and community health orientation programmes are available from 2 days to 6 days duration on request.
- ★ Request for training of a group is encouraged. Where individuals need to be trained, will be combined with other groups.

For further information and for programmes contact :

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SPECIAL FEATURES

- ✦ One of the largest NGO network in the world
- ✦ 52 years of successful community service to the people
- ✦ Highly qualified and experienced faculty
- ✦ Guest faculty from within the country and abroad
- ✦ Herbal garden
- ✦ Computer lab
- ✦ Publications
- ✦ Audio visual aids
- ✦ Training manuals for self directed learning
- ✦ Post training consultancy services
- ✦ Training follow-up programmes
- ✦ Exposure to various NGOs in health and development
- ✦ Participatory training methods
- ✦ Self and peer evaluations

Improving Health and Nutrition of the Urban Poor - Lessons from Kerala and Tamil Nadu

1. Issues and Problems

1.1 Kerala and Tamil Nadu are both highly urbanised with 26.39% and 34.15% urban populations respectively. There is also a growing trend in urbanisation.

1.2 The trends in poverty levels in urban and rural areas nationally reveals that while rural poverty is declining, urban poverty is increasing.

1.3 While there is generally no disaggregated, intra-urban data available, it is generally accepted that the health and nutrition status of the urban poor is deplorable.

1.4 Health and nutrition status is correlated with several socio-economic factors such as illiteracy, unemployment, lack of safe water, lack of sanitation facilities, lack of household food security, inadequate housing etc. SC/ST populations, children and women are more vulnerable; wasteful expenditure on alcohol, tobacco and drugs and non-participation of men in family health and nutrition actions are also important factors.

1.5 Availability of health facilities in terms of hospitals and doctors (both public sector and private sector) is not a problem in urban areas, but the problems are more related to access, cost, and lack of outreach services and programmes.

2. Approaches to improving health and nutrition of urban poor.

Five major components have been identified for a comprehensive strategy; these are as follows:

- 2.1 Coordination and convergence of existing services, programmes and schemes for eg. IPPV, ICDS, UBSP etc.
- 2.2 Creating new services and infrastructure
- 2.3 Mobilising the private sector and NGOs
- 2.4 Community level awareness and involvement in health and nutrition related actions
- 2.5 Poverty alleviation especially related to water, sanitation, housing, women's employment and household food security

3. Case study of Tamil Nadu

In Tamil Nadu the major approach has been the City or Town Planning (completed for 20 towns). Under the leadership of the District Collector and Municipal Commissioner, the various concerned departments drew up an action plan focussed on achieving the CSD goals including health, nutrition, education, water, sanitation etc. The emphasis was on how to reach the urban poor,

especially the women and the children. By gearing up existing services and undertaking micro-level planning, the benefits will be extended to the hitherto unreached populations.

Traditionally, the NGO sector (namely Rotary) has been involved in a massive way in the immunisation programmes especially in the Polio campaign.

4. Case Study of Kerala

In Kerala a totally different approach has evolved with community mobilisation and women's empowerment as the basis for local community action and convergence of various services and schemes.

As an evolution of the UBSP and CBNP programmes of UNICEF, Community Development Societies have been formed in each of the 18 towns and are to be formed in all 57 towns by 31 March 1995. Women from poor families are organised into formally registered societies called the Community Development Societies (CDS) and they plan and implement programmes for the betterment of the whole family and community with special focus on health and nutrition.

The poor families have been identified by the community themselves on the basis of a Nutrition Risk Index consisting of nine risk factors viz: illiteracy, unemployment, lack of safe water, lack of sanitary latrine, sub-standard housing, eating only two or less meals per day, belonging to Scheduled Caste or Scheduled Tribe, having one or more children under five years of age and alcoholism in the family. Families with four or more of these risk factors are identified as being poor or at high risk of malnutrition and ill health.

The organisational structure of the Community Development Society consists of the Neighbourhood Group (NHG) at the neighbourhood level of 25-40 families, the Area Development Society (ADS) at the ward level and the Community Development Society (CDS) at the town level. In Alleppey town there are 350 Neighbourhood Groups and 24 ADS. At the NHG level, an elected five member committee undertakes a rapid survey of the families, identifies the high risk families and prepares a **micro plan** for interventions and activities addressing the identified risk factors. The micro plans from NHGs are consolidated at ADS level to the **mini plan** and at the CDS level to the **CDS plan**.

Resources are mobilised by converging various services and benefits from existing government programmes and schemes, by approaching banks and other donors and by self mobilisation through thrift and credit societies. With resources from Government, Municipality, UNICEF and Banks, the CDS has been able to provide support for the micro plans and miniplans in a substantive way.

Activities undertaken include provision of community wells and taps, household sanitary latrine, loans for shelter improvement, loans for income generating activities, the formation of thrift and credit society, setting up of kitchen gardens and food grain banks, health and medical camps, health and nutrition education, and non-formal adult education. Other activities include community lights, raising of pathways and community libraries etc.

The CDS has been charged with the responsibility of selection of beneficiaries from among its members for the existing anti-poverty programmes in the urban sector such as the Nehru Rozgar Yojana (NRY), Environmental

Improvement of Urban Slums (EIUS), Urban Basic Services for the Poor (UBSP) and Low Cost Sanitation (LCS) Project etc.

The CDS has operationalised the concepts of community assessment, analysis and action by the poor, empowerment of women, convergence of services and benefits and intersectoral coordination.

5. Role of NGOs and private health sector

- 5.1 Offer free/low cost health care services
- 5.2 Initiate/undertake outreach services in selected unreached slum pockets
- 5.3 Participate in national health programmes especially Child Survival and Safe Motherhood Programme (BFHI, FRUs, NIDs, Polio eradication)
- 5.4 Participate in city/town planning processes
- 5.5 Initiate/undertake actions to mobilise communities by organising and empowering women from poor communities

URBAN BASIC SERVICES FOR THE POOR

REVISED GUIDELINES

1.1 The Urban Basic Services Programme in India was initiated during the seventh five year plan period for urban poverty alleviation. The programme was funded by the central and state governments and the UNICEF. The National Commission on Urbanization which examined the implementation of the urban poverty alleviation programmes in the country, recommended for its universalization covering all urban areas. Based on the experience of implementing the Urban Basic Services (UBS) programme during the seventh plan period, and the recommendations of the NCU, the government revised it as "Urban Basic Services for the Poor" (UBSP) Programme and integrated it with other urban poverty alleviation programmes, namely, Environmental Improvement of Urban Slums (EIUS), Nehru Rozgar Yojana (NRY) and Low Cost Sanitation (LCS). The revised UBSP programme is under implementation in about 280 towns as of July 1994.

1.2 The Guidelines for the implementation of the programme were initially issued by the Ministry of Urban Development, Government of India, in June, 1990. The additional guidelines were issued from time to time based on needs and requirements. During the implementation of the programme different models based on diverse state situations emerged. In view of the emerging trends, experiences gained, it has become necessary to give flexibility to the states to articulate their own suitable approaches to reach the urban poor faster and to achieve the 8th Five Year Plan objectives including NPA goals. New opportunities such as the 74th Constitutional Amendment Act (CAA), National Plan of Action (NPA), etc., indicated the need to review and modify the guidelines in order to improve the effectiveness of the UBSP Programme in the future. The modifications to the guidelines have been evolved on the basis of two national level consultations. The first consultation on the Guidelines was preceded by state level consultations. The second consultation on Convergence and Reaching the Urban Poor was attended by state UBSP teams as well as by senior officials of different ministries and departments in related convergent sectors.

2. GOAL :

UBSP is a dynamic process which functions with the broad goal of creating a facilitating environment for a significant improvement in the quality of life of the urban poor. This is envisaged to be achieved through community organization and mobilization, empowerment of communities, especially of women in order to equip them in the roles of decision-making and community management and a process of convergence to enhance the reach and effectiveness of the existing sectoral programmes for the urban poor who are found not only in slums but in a wide range of conditions and places. It aims to introduce a pro-poor orientation in the design of new programmes and evolve innovative partnership arrangements to fulfill the community's critical needs. It aims to ensure a sound foundation and evolve new approaches to promote the participation of the urban poor in their development as well as improvement of cities and towns within the context of the 74 CAA.

UBSP as a strategy is flexible and adaptable encouraging local innovations and variations at the state, city and community levels in response to local needs and state priorities in the context of national goals. The UBSP is to contribute positively towards achieving national goals and implementation of National Plan of Action among all urban dwellers with participative strategies and plans encompassing the needs, concerns; experiences and opportunities among all city residents including the poorest.

**By improving the quality of life of urban poor
the quality of life of everyone in the city improves**

3. OBJECTIVES :

To achieve the eighth plan objectives of targeting 500 cities and 1.4 million urban poor households (an estimated 7.0 million population) by 1996-97, with the aim of universal coverage in a phased manner of all urban poor households with three specific objectives:

3.1 Effective Achievement of Social Sector Goals : .

To provide a platform to other sectoral programmes with a view to facilitating effective and rapid achievement of social sectoral goals including those incorporated in the National Plan of Action for children in cities and towns by targeting the poorest through the community-based participatory processes in harmony with the provisions of the 74th Constitutional Amendment Act.

3.2 Community Organization, Mobilization and Empowerment :

To establish and support self-reliant community based women's and other organizations to actively participate in planning, implementation and monitoring of community development programmes.

3.3 Convergence Through Sustainable Support Systems :

To enhance the convergence process through :

- * facilitating adequate and effective coverage of the urban poor in all urban programmes through information dissemination and exchange;
- * evolving innovative approaches to partnerships across departments, private sector, NGOs and other potential actors for maximizing the coverage of urban poor for socio-economic development and improving their quality of life;
- * establishing linkages between community and city level planning and management structures through a systematic devolution of resources and responsibilities to match with community needs, capacities and efforts at resource mobilization.

4. STRATEGIC PRINCIPLES :

Participation of the target groups in identifying needs, prioritization, planning, implementation, monitoring and feedback.

Convergence of programmes and schemes of national, state, district and municipal governments in urban poor neighbourhoods to ensure such areas are targeted and the population fully covered towards achieving the set national goals for social sector. This includes convergence of all urban development/urban poverty alleviation programmes.

Cost effective innovative actions to supplement or bridge finance actions to promote coverage of essential goals, aiming at sustainability through community action and convergence.

Child-mother focus to ensure the most vulnerable groups are targeted.

5. COVERAGE AND PHASING :

5.1 Target 500 cities/towns during 8th Five Year Plan : The following will have priority while selecting new UBSP towns:

- a. UBS towns not covered by the above but with staff presently financed under state resources.
- b. Demonstration towns/areas from April 1995
- c. New towns - Class I cities or metros based on municipality's willingness to provide staff.
- d. For additional towns/cities to be taken-up in future, priority should be given to those towns which have large number of urban poor population and relatively poorer performance on available indicators of NPA goals, as available through the reliable and comparative sources.

5.2 The urban poor for the purposes of the programme may be considered as those living below the defined poverty line, including those living in the slums families living in small scattered clusters and colonies; undeveloped settlements on the outskirts of cities; pavement dwellers and street children and any other related categories which are underserved by ongoing programmes. Special attention to SC/ST/BC and others as identified in respective states be encouraged. However non income criteria for identifying the genuine beneficiaries i.e. poorest of the poor may be utilised for economic benefit schemes like NRY. (For non-income criteria - see Annexure I).

5.3 Targeting the Poor : The UBSP should identify approaches for a broad spectrum of urban poor communities in order to demonstrate alternatives for a rapid expansion in the future. The approaches to be adopted may vary depending upon the type and status of the group with the principle of promoting universal coverage of basic need attainment through community support and convergence.

5.4 The UBSP programme initially would target 2000 households (10,000 population) in cities with 1,00,000 population; 4,000 households in cities having population between two and three lakhs; 6,000 HH in cities having population between 3-4 lakh and 8,000 in cities having population between 4-5 lakh; and 10,000 households in cities with above 5 lakh population.

5.5 UBSP is not designed to continue intensive inputs and interaction in the same communities *ad infinitum*. It is expected that Cos will provide intensive time for about 2-2 years in an area (10,000 population) and then will move on to new areas after handing over the responsibility to the registered community groups (in a systematic manner) and decrease the intensity of their involvement and interaction with the older neighbourhood groups. This is to enhance coverage and to promote a process of community self-reliance without depending on such a facilitator for too long a time. The time frame may vary - but a facilitator (community organizer) must support, the community and city level planning systems, not implement directly over a prolonged period of time.

5.6 For continued action and support to the UBSP systems developed at the community level over a period of time, a city level UPA Cell or CDS should be constituted. This cell should be responsible to ensure that these groups are involved and consulted on city and area-specific development plans and programmes even after UBSP resources are completed.

6. ORGANIZATIONAL FRAMEWORK AND RESPONSIBILITIES :

6.1 The programme promotes community organization with special focus on women with supporting and facilitating mechanisms responsive to the groups' needs of development with a view to mobilise appropriate resources, but moving towards self-reliant community-based organization and linking them with city and sectoral processes. The community organizations include neighbourhood groups (NHGs); neighbourhood

development committees (NDCs) or neighbourhood committees (NHCs) and community development societies (CDSs) :

6.2 Neighbourhood Group (NHG) is an informal association of women living in a mohalla or basti. Geographic contiguity and homogeneity should be the basis to carve-out the boundaries of the NHGs. At least one women resident among them who is willing to serve as a volunteer should be selected as a Resident Community Volunteer (RCV) through community consensus or election or any other democratic process. There should be a change or rotation, if need be, of such volunteers at periodical intervals.

The responsibilities of the RCVs include :

- (i) to serve as a channel of information and communication among the families in the cluster;
- (ii) to represent the views of the group in the neighbourhood committees and community development societies and other forums;
- (iii) to support planning, implementation and monitoring of activities at the neighbourhood level;
- (iv) to foster and encourage participation in community improvement;

6.3 Neighbourhood Development Committee (NDC/NHC) is a more formal association of women from the above neighbourhood groups located in close proximity and as feasible within the same electoral ward. The committee should consist of all the RCVs from the neighbourhood groups. There can also be a provision for honorary membership without a voting right for Cos, representatives of other programmes in the community like ICDS supervisor, school teacher, ANM, etc. The NHC may form special need-based sub-groups i.e. Primary Education, Health, Nutrition, Sports, Culture, etc. as and when required. The NHC would be responsible to :

- (i) identify local problems and priorities;
- (ii) provide suggestions for group involvement in meeting community needs and goals (mini-plans);

- (iii) support local action with partnership of responsible agencies including community contracts;
- (iv) provide feedback to agencies of programme effectiveness and out-reach, especially for children and women;
- (v) develop community capacity through training in association with Cos, NGOs and other sectoral departments;
- (vi) develop community-based thrift and credit systems.

The neighbourhood committee may be registered under the Societies Registration Act, if desired. If registered, these NDC/NHC should apply directly for grants-in-aid under various schemes.

6.4 Community Development Societies (CDS) are formal associations of the above NHCs at the ward or city level based on common goals and objectives. The society may consist of elected/selected representatives of NHCs/NDCs, with honorary membership which should include Community Organizers, representatives of NGOs, sectoral departments, leading citizens, elected representatives of the area and other resource persons. The CDS would be responsible to :

- (i) represent needs of all the communities, especially women and children;
- (ii) liaise and link-up with agencies and departments to promote action in the community towards fulfillment of their needs;
- (iii) identify specific training needs and arrange for their organization;
- (iv) prepare community plans and proposals, mobilizing resources from the community, city or other sectoral departments.

The community development societies (should) be registered under the Societies Registration Act to provide access to grant-in-aid under various schemes and for a wider financial and credit base.

6.5 Representation to NHCs and CDSs should be provided in ward level committees in cities/towns with more than 3 lakh population under the 74th CAA. In towns with less than 3 lakh population, such representation to NHCs and CDs could also be extended in the Area/subject matter committee.

7. PROJECT ADMINISTRATION :

7.1 To support community organization and processes at the town level, there should be one community organizer for about 2,000 identified families to act as a catalyst. The CO, preferably a woman, should be a full-time functionary either recruited, transferred or contracted. The CO should be a graduate either in Sociology, Social Work, Home Science or Psychology with a proven record of working with the communities or an inclination for community work. Provision should also be made for allowing promotion of community organisers who have excelled in the field and have a working experience of at least 5 years. The CO's responsibilities include :

- (i) facilitating and promoting voluntarism and organizing community structures/groups;
- (ii) guiding and assisting the community in need assessment and formulating plans;
- (iii) working with the community to implement and monitor the programme;
- (iv) liaise with the sectoral departments to establish initial contacts with the community;
- (v) facilitating community skill enhancement through interactive experiences;
- (vi) organizing community level training and information sharing.

7.2 At the town level, there should be a Urban Poverty Alleviation (UPA) Cell under the charge of a Project Officer (PO) of the ULB. It is a coordinating body of all UPA programmes. It is responsible to generate local municipal contributions, promote linkages and convergence with all the sectoral departments. The Cell will coordinate, plan and implement all the UPA programmes such as UBS, UBSP, NRY, EIUS, LCS, schemes for night shelters for urban pavement dwellers and other special schemes for

SC, ST, women, etc. The PO will be the overall incharge of UPA cell at the city town level and is supposed to play a vital role in respect of community organisation and convergence of inter sectoral inputs. The PO must have a post graduation degree in the subjects as mentioned for COs and should have at least 5 years experience in respect of community organisation/working with the community at grass root level. The functions/responsibilities of the UPA Cell/Project Officer would include :

- (i) guide and monitor the work of CO(s);
- (ii) prepare city convergence plans based on the community plans and sectoral programmes at district and municipal level.
- (iii) promote integrated and coordinated implementation of UPA convergence plan;
- (iv) promote linkages of UBSP structures with the new structures under the 74th CAA;
- (v) mobilize the human and financial resources at the city level;
- (vi) review and approve community action plans.
- (vii) monitor programme activities at city level (MIS)

7.3 District level :

At the district level, the State Government will constitute District Urban Development Agencies (DUDAs) with a full time I.A.S. Officer to work under Collector as District Project Director (DUDA) duly supported by other necessary staff. States in Hilly regions and Union Territories may set up State level/Regional level Urban Development Agencies according to their specific requirements. The Project Director (DUDA) will supervise, coordinate and guide the project as well as the project staff associated with U.P.A. programme and UBSP in particular. The UBSP should work under the overall guidance and supervision of District Collector. However, the day to day work relating to Urban Development including Urban Poverty Alleviation should be entrusted to the District Project Director (DUDA) who may also designate as District Coordinator (UBSP). (In District, where the urban population is more than thirty per cent, a Joint Collector Urban Development may be appointed.) This will fix responsibility

as well as ensure convergence of inter sectoral inputs at the district and town levels. The functions of DUDA/District Project Director (UBSP) should include mainly.

- (i) develop a policy for urban poverty alleviation at the district level;
- (ii) promote and facilitate convergence with the sectoral departments at district/town levels;
- (iii) Promote information and experience exchange within the district
- (iv) monitor city convergence plans and implementation at district level.

7.4 State level :

At the State level a programme implementation cell known as State UPA cell in the office of the Director and Commissioner of Municipal Administration, should be constituted to coordinate with the State Monitoring Committee cell as well as District Collectors, District Project Director (DUDA) Municipalities and associated training institutions. This Cell will be responsible for the implementation of UBSP/UPA programmes (s) including review and approval of Municipal and District Action Plans pertaining to urban poverty alleviation. The Cell would be under the Director (Municipal Administration) and will have specialities in the areas of education, health, nutrition, marketing technology, social survey etc. alongwith other supporting staff. In those State where State Urban Development Agency (SUDA) is functioning with appropriate staff as implementing agency it will serve as the State UPA Cell but with a Director/Commissioner of Municipal Administration as the Chief Executive of SUDA supported by the full time Additional/special Director. Guidelines for restructuring of SUDAs will be prepared by the Ministry of Urban Development in order to make them effective institutions to monitor urban development programmes. The State level UPA cell/SUDA will be responsible to :

- (i) develop the state urban poverty programme and policy;
- (ii) provide technical support to district/city to achieve convergence targets and participatory systems;
- (iii) monitor and assess the programme; (MIS)
- (iv) plan, coordinate inter-city visits;
- (v) plan, coordinate and monitor the State Training Plan
- (vi) mobilize resources and determine allocations based on the need and performance;
- (vii) guide and supervise the programme implementation through visits to the projects.
- (viii) Report bi-annually programme status to SUDA

7.5 National level :

At the national level, Ministry of Urban Development is the Nodal Agency. The work is looked after by the UPA division, headed by the Director/Deputy Director (UPA) under the overall charge of Jt. Secretary. The national level Monitoring Committee (NLMC) monitors the progress of implementation of the UBSP programme. The functions of the UPA division will include :

- (i) develop integrated and comprehensive UPA policy in the context of 74th CAA and other national goals;
- (ii) approval of state UPA plans, monitor and assess the state performance;
- (iii) facilitate the process of convergence through linkages with sectoral ministries/departments;
- (iv) provide technical support and formulate a training strategy;
- (v) provide channels of information exchange amongst states;
- (vi) mobilize resources from donor agencies.

8. PLANNING PROCESS :

8.1 Need based planning and action through community participation and convergence is the basis of UBSP. To promote such a process, the following steps may be adopted :

- (i) **Rapid Appraisal** : Rapid appraisal of all low-income representative communities focussing on specific problem areas to understand the reasons, behaviour and willingness of the communities to participate. The city UPA Cell undertake such appraisal and compare the data with information from the non-target areas. This data to be maintained per area for community-need assessment and later monitoring and evaluation.
- (ii) **Spatial Mapping** : It is desirable to mark-out all urban poor clusters city wide and the availability of locational facilities related to basic needs and NPA Goals.
- (iii) **Need Assessment** : To gain a proper perspective, assessment of community's felt-needs and their priorities should be undertaken by the NHGc and NHCs with the support of city UPA Cell/CO. This may be undertaken through community self-

survey and community spatial mapping exercises. Alongside, the UPA Cell should undertake an assessment of different sectoral programmes to match the programme components with felt-needs to assess availability of finance and the related allocations.

- (iv) **Developing Action Alternatives :** The City UPA Cell, with the support of NHCs/CDSs should review the convergence processes for meeting the prioritized and appraised needs and develop action plan alternatives by mobilizing resources from community, city, state departments, private sector, NGOs, and other institutions.
- (v) **Community Action Plans :** The NHCs based on action alternatives and community's own priorities should develop a community action plan for discretionary funding from the funds allocated to the NHC.
- (vi) **Need Linked Credit Plans :** The CDS and NHC should prepare credit plans to meet the specific contextual needs of the NHCs and explore prospects for loan/finance/grants from external financial or other institutions (eg. NABARD, HUDCO, Banks, NGOs., etc.).
- (vii) **City Convergence Plans :** The City UPA Cell should prepare financial flows and workplans in response to the convergence possibilities, partnership arrangements, training needs and selective use of UBSP funds to meet the critical gaps. The city cells should also prepare expansion strategies to cover all the urban poor in the city. NRY, EIU, LCS, etc., schemes should be included in the sub-sector UPA plans.
- (viii) **State Training Plan :** Based on a need assessment, an annual training plan for all the UBSP functionaries, elected representatives, volunteers and other resource persons should be prepared by the state UPA Cell and the state level training institutions.
- (ix) **State Action Plan :** Detailed state action plan detailing the technical support, research and advocacy, information exchange, dissemination, monitoring system, etc., should be prepared by the state UPA Cell with the support of the state level training institutions.

- (x) **National Action Plan** : The UPA Division, Ministry of Urban Development, Government of India, should prepare a national action plan outlining the national efforts for technical support, research and advocacy, linkages with international donor agencies, information exchanges, etc.

9. MONITORING AND REVIEW :

Urban poverty alleviation is a comprehensive and integrated programme involving several sectoral departments. Effective implementation of UBSP programme involves effective convergence of inter-sectoral inputs at every level. This requires constant review and monitoring.

9.1 At the National level, National Poverty Alleviation Council will be constituted under the Chairmanship of Minister (Urban Development), Vice Chairmanship of Secretary (Urban Development) and consisting of Secretaries from other sectors such as Health, Education, Women & Child Development, State Secretaries, representative of Planning Commission and reputed NGOs etc. This Council will meet once a year to decide policy issues regarding Urban Poverty Alleviation Programme.

9.2 An Inter Ministerial convergence Forum under the Chairmanship of Secretary (UD) and consisting of Secretaries of other Ministries, Planning Commission and NGO representatives, etc. will also be constituted. This Forum will meet once in four months to facilitate and monitor Inter Ministry convergence.

9.3 A State level Monitoring Cell at the Secretariat level will be formed to coordinate with Government of India, State level Developments such as Education, Health, Women and Child Development, Housing Social Welfare etc., as well as UNICEF and State level training institutions. This cell will deal with policy level coordinators, guidelines and monitoring aspects. It will be under the overall control of the secretary Urban Development/Municipal Administration and be directly looked after by an Additional Secretary/Joint Secretary in charge of Municipal Affairs.

9.4 At the District Level, district level UPA committee with District Collector as the Chairman and Additional/Joint Collector as the Direct Project Director (DUDA), will be constituted to ensure the convergence of programme taken up by various specialist department such as Health, Education, Women & Child Development, Social Welfare,

District Housing Corporation, SC/ST financial Corporations. The Additional Joint Collector i.e. District Project Director (DUDA) will be supported by appropriate technical as well as other support staff.

9.5 As the city/town level, a UPA committee will be formed as part of the 74th Constitutional Amendment Act (CAA) to monitor the programme biannually. The committee will facilitate convergence with other sectoral departments and approve city specific plans.

10. NGOs INVOLVEMENT :

The NGOs encompass a wide spectrum of associations like cooperatives, service organizations with experience, staff and adequate institutional support. Registered Community Based Organizations (CBOs), i.e., NHCs/CDSs under the programme may qualify as well as NGOs. These NGOs and CBOs may be involved preferably at community request in UBSP targetted slums. NGOs may also be supported if the activity has the potential for wider city level application. NGOs to qualify for support need to demonstrate willingness to promote development approaches aimed at community self-reliance.

The NGOs may be involved in :

Process oriented tasks	Community mobilization and organization
Service delivery	Cost effective and innovative mechanisms without duplicating the existing government programmes
Supportive services	Research, documentation, communications
Technical support	Training; support in technical areas like thrift and credit
Out-reach mechanisms	Ability to reach underserved groups among the targets, (i.e. unauthorized colonies, street families, etc.) in cost effective, participatory approaches and to promote convergence

11. DEMONSTRATIVE ACTIVITIES :

Innovative and creative approaches cannot be specified in guidelines as they vary based on needs and circumstances. However, UBSIP wishes to encourage alternative approaches to support community needs through innovative social or technical ideas. These must be based on the objectives and programme principles and may be supported based on the resources available, from UNICEF or other donors or GOI/state resources. This may involve a wide range of partnerships amongst the private sector, NGOs, communities, financial institutions, etc.

12. TRAINING :

12.1 Training support is essential at all levels of the programme for all levels of participants. In the context of the 74 CAA specific attention will be essential to organize orientation programmes for newly elected representatives, committee members, and chairpersons. They should be included in all state and city training plans.

Community : Volunteers including RCVs, NHC and CDS members, community leaders and other community resource persons.

City : Appropriate municipal functionaries; city level resource persons; elected representatives, NGOs; programme functionaries.

District : Selected district officials and functionaries to promote convergence.

State : State urban and sectoral functionaries; elected representatives; NGOs; members of state level training and research institutions.

National : Urban and sectoral functionaries, national research and training institutions, elected representatives and NGOs.

12.2 Training advisory committees should be established at national, state and city levels to formulate appropriate strategies and to ensure need-based course content, targeting, participation and assessment of training activities on an ongoing basis.

12.3 Training content should be need-based aimed at reaching the programme objectives. It should be reviewed periodically to ensure relevance to the state, city,

community context. It is to be participatory, action oriented and appropriate to the target group. Measurable objectives to assess effectiveness should be a feature for all courses.

12.4 The states which has been receiving UNICEF assistance for selected key result areas including "Training" since 1991, will follow the existing guidelines and procedure for UNICEF assistance. However, the type of courses and total training days should be chalked out in view of perceived training needs to strengthen the implementation of the UBSP.

12.5 National training institutes identified by the GOI should be responsible for training of trainers and extending technical support to state level training institutes and state governments. They should develop communication material, undertake research and coordinate, formulation and implementation of training plans with the states.

13. INFORMATION/COMMUNICATION/ADVOCACY :

Under UBSP, there is a need to ensure at national, state, district, city and community levels a sound information and data base which reflects needs, opportunities as well as resources and gaps in order to maximize the outreach and coverage of existing programmes and identify emerging needs. State and city analysis of schemes and programmes in operation should be undertaken and documented for use by functionaries and volunteers. Relevant and appropriate materials should be developed based on the programme guidelines including local language manuals, handbooks, leaflets, videos, research studies on urban poverty and its effect on women, children, families, etc. Under Convergence principle, the technical and professional resources available on goals in various sectors should be identified and used as appropriate at different levels to avoid unnecessary wastage of time and materials. Studies conducted by other departments or agencies should be encouraged to include urban poor sub-samples wherever possible to obtain data of intra-urban differences on a regular basis.

14. MANAGEMENT INFORMATION SYSTEM :

MIS will cover basic operational information to support planning, convergence and monitoring of the programme at all levels appropriate to the needs and responsibilities. Qualitative data systems within a concurrent evaluation framework will be utilized.

15. FINANCIAL PATTERN :

15.1 Continuity and sustainability are the basic principles of the UBSP strategy. During the VIII Five Year Plan period, the UBSP costs are shared between the Central and State Governments on a 60:40 basis. As the funds from the Government of India are time bound, there is a need to create a resource base for the communities to support the community structures and to create support for the support systems discussed earlier. The allocation of financial resources to the projects help to move towards these objectives.

15.2 Allocation of Funds :

- a. Centre to States: The central funds for the UBSP should be allocated after deducting 1% for administrative expenses and programme related support and 1% for direct NGO assistance at a national level. The allocation amongst the states and UTs will be done on the basis of incidence of urban poverty as per the latest available estimates from the NSS or planning commission. The minimum floor amount for a state/UT should be Rs. 10 lakhs.
- b. States to Cities/Towns: Of the total funds available at the state level including the state's share, 75 per cent should be allocated to the towns and cities on the basis of urban population covered in the previous year or expected coverage during the current year or utilisation of resources or performance in the previous year. Twenty per cent should be allocated for meeting the administrative expenses of SUDA and the state UPA Cell and training activities. The remaining ten per cent should be earmarked as an incentive fund for cities and towns, for allocation, based on the performance and municipal contributions to the city UPA activities.
- c. City/Town to NHC : The total funds available at the city level should include a city share of 10% (in the year 1995-96 to be enhanced to 25% by 1999-2000) which may be used as follows :
 - i. upto 20% for the administrative expenses of the city UPA cell including the salaries of the project staff;
 - ii. upto 1% for imprest money to COs for occasional activities in slum settlements;

- iii. upto 35% for support to convergence activities, for innovative action plans and to provide technical support to NHCs/CDSs for the activities, viz., maternal and child health and nutrition, basic education (pre-primary and primary), water, sanitation and environmental improvement, literacy (especially for women), needs of girl child and adolescent girls, children in especially difficult circumstances, social, cultural and cooperative activities, income generation, thrift and credit activities, etc.
 - iv. 24% for community action plans to NHCs to be allocated on the basis of total target population, year of operation and the NHC performance;
 - v. 15% to be given as grants to the NHCs on the basis of savings mobilized by them to be used for IGA loans to women; and
 - vi. 5% for local level training.
- d. The allocation over a time needs to be reduced for item (iii) and increased for items (iv) and (v) to promote convergence.
- e. For item (iv) and (v), the funds should be transferred to the authorized community structures. For item iii, the transfer to the community structures should be to the maximum possible extent.

15.3 At the municipal level, an UPA fund should be created with all the resources available under UBS, UBSP, NRY, LCS, EIUS, and other development schemes. Specific allocations for the targeted groups under special component plan should also form part of the UPA fund. As feasible, sectoral resources may be included. The releases from the fund must be effected based on approved action plans of the NHCs and CDSs.

16. OTHER DIMENSIONS :

UBSP cannot be seen in isolation. In its aim to reach out better, serve and involve the urban poor, it must be linked with other national efforts. These include :

74 CAA and linkages of UBSP systems and neighbourhood groups with the national and city level committees to be established.

UPA, which comprises other projects including EIUS, NRY, LCS, expects that UBSP should precede such programmes with the community organization systems which will promote community involvement and enhance benefits to those most in need.

NPA: The National Plan of Action for Children embodies national targets for children and women to the year 2000 AD., reflecting all relevant sectors.

Agenda 21 - promotes environmental consciousness and action. UBSP programmes encompass basic principles of Agenda 21, particularly participatory mechanisms. UBSP provides a base for primary environmental care which focusses on what communities can do to upgrade environmental standards and sustain them.

Convention on the Rights of the Child to which India is a signatory which embodies basic rights for all children. The vision is to reach all urban poor irrespective of where they live.

Alma Ata - Health for All by year 2000 AD., is yet to be realized for the urban poor. As an active proponent, India has led the way in rural Primary Health Care (PHC) but lags behind in a comprehensive PHC package for the urban poor, especially for women and children UBSP can help achieve these goals.

UPE/EFA - Govt. of India has endorsed the principle of universalizing primary education by 2000 AD with specific focus on the girl child. This requires specific action and targeting among urban poor communities and UBSP can play a role.

Others :

The nationally endorsed recommendations and actions arising from other global or national events to be included as relevant in the programme context. This may include :

- ◆ The UN Social Development Summit;
- ◆ The UN Population Summit in Cairo;
- ◆ The 4th World Conference on Women, Beijing, 1995;
- ◆ Others;

The vision of UBSP is not serving a few slum pockets. It is to benefit all urban dwellers with the active participation of all residents of the city to make it a Healthy and Productive Environment for everyone especially children and women.

17. SUMMARY :

The UBSP is more than a scheme in and of itself. It aims to promote community-based organizations in poor and undeveloped clusters in the cities and towns. It aims at ensuring these groups receive the entitled Government services from central, state and municipal programmes. It provides for "gap" filling financial support until such ongoing programmes fully cover the target areas. And lastly, it provides for resources, matched with community and family investments in promoting the community itself to take ongoing responsibility for its improvement aiming at making these families and neighbourhoods full partners in city development.

It is emphasized that the first line of action is convergence with the responsible department/agency at city or district level. In cases of this not being immediately possible, UBSP resources are available based on community needs and interests for financial support on the assumption that the responsible department will arrange for appropriate support in two years.

The operational Handbook for UBSP will provide examples to facilitate implementation of the Guidelines

Telephone - 657177

D.O.NO. 701-2/85-PADI
PEOPLE'S ACTION FOR DEVELOPMENT(INDIA)
GURU NANAK FOUNDATION BUILDING
NEW MEHRAULI ROAD
NEW DELHI-110067

7 August, 1986

ASHOK JAITLEY
ASSISTANT GENERAL SECRETARY

Dear Dr. Narayan,

I enclose herewith a copy of the Minutes of the first meeting of the Panel of Experts which was held in New Delhi on 9 April, 1986. The delay in sending these minutes is regretted.

In case you have any comments on the minutes, kindly send these to me.

Yours sincerely,

Ashok Jaitley
(ASHOK JAITLEY)

Dr. Ravi Narayan
326 V Main 1st Block
Koramngala
Bangalore 560034
Karnataka

RN
18/8

MINUTES OF THE MEETING OF THE PANEL OF EXPERTS OF PADI
HELD AT THE NCDC CONFERENCE ROOM IN NEW DELHI ON
9 APRIL 1986

The list of the participants is at Annex-I.

The participants were welcomed by the General Secretary to this first meeting of the Panel, who explained the background for setting up such a group. Since all voluntary organisations might not be experienced enough to formulate projects, it was considered useful to bring together experienced people from amongst the voluntary sector to help each other and infuse a degree of professionalism amongst the smaller groups. The General Secretary invited the participants to express themselves freely on what they expected their own role to be and invited their comments on the draft guidelines which had been circulated, as well as on any other matters of common interest.

The guidelines were extensively discussed. The observations of the various participants were -

- Experts should only be facilitators. They should not impose themselves on other groups.
- The knowledge and experience of local groups should be given due importance whilst preparing projects.
- In addition to the social skills of the Experts, technical skills and inputs were equally important. The spirit of volunteerism, however, should not be compromised in the process.
- An Expert should not only be an evaluator but, more importantly, a catalytic agent providing counsel to the smaller groups.

- One role of the Expert would be to facilitate an interaction between government and the people which, in turn, should yield accurate feedback from the field.
- Experts should not behave or react like stereotype bureaucrats, nor should they assume the role of international funding agencies.
- Experts should give priority towards identifying projects in the interior where projects were most needed.
- The expert should not only identify a project, but should monitor it, too, till its completion.
- The word 'expert' was too high sounding, and out of tune with the spirit of volunteerism.
- The Expert should organise programmes in the rural areas to explain the role of PADI in rural development.
- The state-wise distribution of Experts was not balanced: nine States had no representation.
- The Expert should have a say in the decision-making process within PADI.
- Experts should identify themselves with the weaker sections whilst taking assignments.

The role and functioning of PADI was also discussed in detail and the following comments and suggestions were made by the participants:

- PADI should be the 'single window' for voluntary agencies to liaise with the Central Government and facilitate matters pertaining to other Ministries and Departments also.
- The Panel would assist in making PADI's own working more effective but internal organisational changes were also necessary to reduce time taken for sanctioning projects, simplify procedures and respond to queries quickly.
- Whilst the Panel could assist in reaching smaller groups, it should not be considered as a 'watchdog' of PADI.
- The agreement to be executed for PADI assistance was too one-sided* and PADI's commitments also need to be included.
- PADI should provide assistance in removing bottlenecks at the district and block levels when voluntary agencies came up against apathy from officials and hostility from other vested interests.
- PADI could mediate in cases where there were misunderstandings between the Government and voluntary agencies.

* The stamp-paper agreement deed has since been dispensed with .

- PADI should initiate a process of making State Governments more aware of the role and the contribution of voluntary agencies.
- Experts to be appointed in the Panel should belong to organisations and not 'unattached' individuals.
- PADI should consider itself as part of the process whereby the rural poor asserted themselves and established their rights lest it should be alienated from many voluntary groups.
- PADI should facilitate a regular interaction with experts on the Panel. They could become an effective forum in themselves to act as a 'pressure group' for the projection of the interests of the voluntary sector.
- PADI should bring out a monthly magazine to keep voluntary agencies informed of the various efforts being made in the voluntary sector in different parts of the country.

In response to the comments and suggestions of the Panel, the General Secretary and Assistant General Secretary indicated the following -

- As Government had earmarked a considerable quantum of funds for voluntary agencies involved in rural development, it was necessary that smaller groups also had access to these funds. It was impractical for PADI to reach such groups by itself, and hence the Panel to assist in this endeavour.
- The Panel would be expanded to provide balanced representation to all States and regions.

- Whilst PADI would certainly accept its own liabilities and commitments there were bound to be disagreements and differences of opinion. PADI would, however, not be a party to cliques and ideological debates amongst voluntary agencies.
- It had already been accepted that a critical element in the development process was to ensure that the rural poor asserted and obtained their rights and increased their bargaining power. It was in this context that the Scheme for Organisation of Beneficiaries had been conceived. This would be implemented exclusively through voluntary agencies.
- Every effort would be made to streamline procedures and speed up the process of project appraisal and approval.
- In order to obviate 'bureaucratisation' and minimise overhead expenditure it was the intention to keep PADI's organisation streamlined. This was another consideration whilst setting up the Panel of Experts. The question of setting up Regional Committees or State PADs should also be viewed objectively in this context.
- Dr. B.K. Sarkar, Joint Secretary, Department of Welfare explained the role of voluntary agencies in the programmes for the upliftment and development of Scheduled Castes. Voluntary agencies were invited to get involved in the Special Component Plans for Scheduled Castes being implemented through the State Governments. An allocation of Rs. 100 lakhs was available for voluntary agencies from the Ministry of Welfare for development programmes, removal of untouchability and the like. It was suggested that an effective legal aid system should be made available to voluntary agencies for protecting and enforcing the laws pertaining to the removal of various disabilities.

Shri N.C.Saxena, Joint Secretary, National Wasteland Development Board explained the Board's strategy in involving voluntary agencies with their programmes. The following specific points were brought to the attention of the Panel:

- Voluntary agencies should involve themselves actively in tree plantation on lands owned by the rural poor, on lands where patta rights had been granted and on community lands with community participation.
- Support would not be available for voluntary agencies to develop their own land as this might result in creating another form of landlordism.
- In addition to providing funds for tree plantation and decentralised nurseries, the Board could also support training, workshops and evaluation studies.
- The policy of the Board was to encourage mixed plantations with preference for those species of trees which met the requirements of fuel and fodder of the rural poor.

Smt. Sasmeeta Srivastava, Chairman, Central Social Welfare Board, explained the various schemes in which voluntary agencies could also be involved. She emphasized that, in future, the Board would concentrate on awareness building schemes and for this, guidelines were under preparation with the help of voluntary organisations. Welfare officers of the Board at the State level had been advised to help the voluntary agencies in filling forms at the local level itself. A time limit of 91 days for processing a proposal had been set. Preference would be given to voluntary agencies working in tribal and hilly areas, particularly with

children and rural women. The Chairman also mentioned that State-level Boards were being reorganised in order to provide greater representation to voluntary agencies who have field experience.

Shri Upadhyaya of the Department of Non-Conventional Energy Sources also interacted with the Panel and clarified various questions relating to programmes for the development of alternative energy systems in rural areas.

In respect of the terms and conditions for the Panel the following were agreed upon:

- Experts of the Panel would assist smaller groups with technical expertise in planning and formulating viable project proposals for assistance by PADI.

Generally, this would be done after prior consultation with PADI. Experts may, however, on their own initiative visit voluntary organisations within their own geographical area of operation to assist in preparing projects for the consideration of PADI. In such cases too, expenses within reasonable limits would be met by PADI.

- Services of experts would generally be utilised in their own geographical area of operation or in a specific functional area of specialisation.
- Appraisal and evaluation of projects could also be assigned to experts by PADI depending upon the specific needs. Format for such appraisal and evaluation and the time schedule should be formulated by PADI in consultation with the expert.

- For appraisal and evaluation of projects, experts would be eligible to actual travel cost as payable to members of the Governing Council of PADI. The mode of travel would be mutually agreed upon in advance.
- Experts would also be eligible to daily allowance at the rate of Rs.100 to be calculated from the time of departure from headquarters to the time of return.
- Daily allowance would be calculated from mid night to midnight. A stay of less than 6 hours in a day outside headquarters would not be eligible for daily allowance..
- A professional fee, including cost of stationery etc., at the rate of Rs.1000 per project would be paid to the Expert after the project was sanctioned. PADI could obviously not provide any guarantee that all projects prepared by experts would finally be approved.

The meeting concluded with a vote of thanks to the chair.



SOUTHERN REGION CONSULTATION **HYDERABAD : 16 JANUARY 1995**

BASIC INDICATORS

WORLD SUMMIT FOR SOCIAL DEVELOPMENT

Copenhagen
Denmark
6-12 March 1995

Attacking Poverty

Building Solidarity

Creating Jobs

Indicators		India	Andhra Pradesh	Karnataka	Tamil Nadu	Kerala
Population	million	838	67	45	55	45
- Male	million	435	34	23	28	23
- Female	million	403	33	22	27	22
- Scheduled Castes	%	17	16	16	19	10
- Scheduled Tribes	%	8	6	4	1	1
Area	000 sq km	3065	275	192	130	39
Population density	per sq km	274	242	235	428	749
Urban population	%	26	27	31	34	26
Sex Ratio	1991	927	972	960	974	1036
- Rural		938	977	973	981	1037
- Urban		894	959	930	960	1034
Growth Rate	1981-91	24	24	21	15	14
- Rural		20	18	17	13	3
- Urban		36	43	29	19	61
Literacy Rate : 7 +	%	52.2	45.1	56	63.7	90.6
- Male		64.1	56.2	67.2	74.9	94.4
- Female		39.3	33.7	44.3	52.3	86.9
Crude Birth Rate	1993	28.5	24.1	25.5	19.2	17.3
- Rural		30.3	24.3	26.7	19.3	17.3
- Urban		23.5	23.4	23.1	19.0	17.2
Death Rate	1993	9.2	8.4	8.0	8.0	6.0
- Rural		10.5	9.5	9.5	9.2	6.0
- Urban		5.7	5.4	5.2	5.7	5.8
Infant Mortality Rate	1993	74	64	67	56	13
- Rural		82	70	79	66	15
- Urban		45	46	41	38	7
Child Mortality Rate	1993	33.4	22.4	23.5	20.1	8.4
Male life expectancy at birth	yrs 1991-92	56	57.3	59.8	56.5	65.4
Female life expectancy at birth	yrs 1991-92	56	60.3	62.4	57.4	71.5
Total Fertility Rate	1991-92	3.4	2.6	2.8	2.4	2.0

Source: Registrar General's Census of India : 1991
National Family Health Survey : 1992-93
Sample Registration System (Provisional) : 1993

SASYA SANJEEVINI SANGHA (REGD), SHIMOGA.

A brief note on the activities of Sasya Sanjeevini Sangha (S.S.S.): An association for conservation of medicinal plants and revitalisation of Indian Systems of Medicine.

* * *

The Malnad region of Shimoga district is part and parcel of rich, fragile Western ghats. This region is famous not only for its natural beauty but also for a variety of useful medicinal plants. From time immemorial, people of this region are getting the benefits from these medicinal plants to treat number of ailments. The increase in population has resulted in gradual depletion of rich natural resources threatening the very survival of flora and the eco-system.

With a main view and objective of conserving these medicinal plants in the region and to give a fillip to the revival of different systems of Indian Medicine, a voluntary organisation - Sasya Sanjeevini Sangha (S.S.S.) has come into existence in the District.

S.S.S. is a registered voluntary organisation serving the cause with the active participation and co-operation of general public, Doctors of Indian Medicine, Karnataka Forest Department and FRLHT. The committee of S.S.S. is headed by the Deputy Conservator of Forests, Shimoga. The office bearers are drawn from the practitioners of Indian systems of Medicine and devoted general public who are keen to serve the people and society.

The organisation has given a primary thrust towards conservation activities. The members are actively co-operating with the Forest Department in developing an exclusive medicinal plants garden - "Ashiwini Vana", which is coming up over an area of 30 acres near Gajanur.

The association has identified number of practising experts in different systems of Indian Medicine through out the district. By their voluntary co-operation and active participation S.S.S. has so far conducted five free medical camps for the benefit of general public starting from August 1995. Nearly 1200 needy people have been benefitted by this activity.

Contd..2..

S.S.S. is also undertaking mass awareness campaign in the rural areas to encourage people to grow medicinal plants. The villagers are taught the method of use of medicinal plants in their primary health care. People are responding favourably and are actively participating in large numbers. Demonstrations and lecture programmes have been conducted to educate people on identification and use of different medicinal plants. Ladies were exclusively trained about preparation and use of home remedies (mane maddu).

The association has planned to take the message to everydoor of the citizens in the district and is planning to organise service camps in all the Taluks of the district.

The association appeals to the philonthropists, organisations and different Government departments to support generously to work further in cherishing the dreams of the association.

G.N.SREEKANTIAH I.F.S.,
President, Sasya Ssanjeevini Sangha and
Deputy Conservator of Forests, Shiomoga
Phone : 08182 - 42210

NOTE ON URBAN REVAMPING SCHEME

The problem of Population growth was visualised quite early by country's planners, political leaders and administrators. It was therefore decided in first Five Year Plan to provide information and services in regard to family planning and married couples through existing health institutions and newly established clinics. For this purpose, during the first plan period 126 Urban clinics of 4 types were established. Staffing pattern and the population covered by these Centres is shown in Annexure - I. A large number of Urban Centres were subsequently established in a phased manner (Annexure - II). At present Centres are functioning throughout the country.

1291

The working of the Urban Family Welfare Centres (UFWCs) was reviewed by Department of Family Welfare in 1976 and it was decided to reorganise the four type of centres to three types with following reduced staffing pattern.

Type	Population covered	Staffing Pattern
I	10000 to 25000	Auxiliary Nurse Midwife -1 F.P. Field Worker (Male) -1
II	25000 to 50000	F.P. Extension Educator/- 1 LHV F.P. Field Worker (Male) -1 A.N.M. -1
III	Above 50000	Medical Officer -1 (Pref. Female) LHV -1 ANM -2 F.P. Field Worker (male) -1 Store Keeper cum clerk -1

The working of these Urban Family Welfare Centres was again reviewed in the Conference of Chief Executive Officers of Municipal Corporations held in April, 1982. At this Conference it was noted that most of the Centres are equipped only to provide supplies and FP/MCH Services have to be availed of from nearby clinics/Hospitals.

In order to remedy the existing situation and to improve the outreach of Primary Health Care, FW & MCH services in the urban slums or places inhabited by poor people, the Conference inter-alia recommended setting up of a Working Group to go into the various aspects related to improving the outreach services in urban areas etc. Accordingly, the Ministry of Health and Family Welfare set up a Group under the Chairmanship of Sh. S.V. Krishnan, the then

Additional Chief Secretary, Government of West Bengal to go into the various issues raised in the Conference and recommend alternatives. The members of this Group were Health Secretaries of Tamil Nadu, Maharashtra, Uttar Pradesh, Gujarat and the then Joint Secretary in the Union Ministry of Health and Family Welfare as member Secretary. The Health Secretaries of the above States were also requested to associate one or two representatives of the Municipal Corporations of their States. The report on recommendation of this group is popularly known as "Krishnan Committee Report".

SUMMARY OF RECOMMENDATIONS OF KRISHNAN COMMITTEE :

The committee recommended the following :

1. ESTABLISHMENT OF FOUR TYPES OF HEALTH POSTS :

The health posts are to be located preferably in slum areas or in their vicinity according to the population covered. 40% of this population must be in the slums/slum like areas or belong to weaker sections. In course of time, the above percentage requirements may be progressively lowered and the organisation pattern extended in a phased manner to cover the whole urban population. (1991 urban population along with population of urban slums is given in Annexure - III).

- i) Functions : Their main function is to provide integrated maternal and child care in addition to Primary Health Care Services to the assigned population. The Primary Health Care is defined as essential Health Care made universally accessible to individuals and acceptable to them, through their participation and at a cost the community and the country can afford. This would include prevention, education, family planning and prevention of minor diseases. For the purpose of providing MTP and Sterilisation facilities, the cases would be referred to adjacent hospitals. Specifically the Health Posts will carry out the following functions. : -

A. Outreach Services :

- i) Population education.
- ii) Information, motivation about Family Planning methods and M.T.P.
- iii) Health Education :
 - a) Environmental sanitation.
 - b) Personal Hygiene.
 - c) Communicable diseases.
 - d) Nutrition.
 - e) M.C.H. & E.P.I.

B. Preventive Services :

- i) Immunisation.
- ii) Ante-natal, post-natal and infant care.
- iii) Prophylaxis against anaemia.
- iv) Prophylaxis against Vit. 'A' deficiency.
- v) Presumptive treatment of malaria.
- vi) Identification of suspected cases of tuberculosis and leprosy.
- vii) Filariasis.
- viii) Infant feeding.

C. Family Planning Services :

- i) Nirodh, other conventional contraceptives and oral pills.
- ii) I.U.D. Insertion.
- iii) Sterilisation and M.T.P. Services either through referral hospital or mobile vans provided under ROME scheme or through identified institutions nearby existing or created.

D. Curative :

- i) First aid during accidents and emergencies.
- ii) Treatment of simple ailments.

E. Supportive Services (Referral) :

All the out reach services must be backed up by institutional services particularly in respect of : -

- i) High risk maternity cases.
- ii) Sterilisation and M.T.P.
- iii) Diagnosis and treatment of tuberculosis and leprosy.
- iv) Laboratory services for diagnosis of malaria matter requiring doctors services/hospitalisation.

F. Reports and Records - Particularly in respect of :

- i) Preventive Services.
- ii) Family Planning Acceptors.
- iii) Vital events.
- iv) Morbidity and mortality particularly in respect of a) Malaria b) tuberculosis c) leprosy d) diarrhoeal diseases.
- v) Maintenance of Family cards of register for population covered.

ii) Type of Health Posts and population covered is indicated below

- Type A : For area below 5000 population
- B : For area with population 5000 - 10000

- C : For area with population 10000 - 25000
D : For area with population 25000 - 50000

If population of the area is more than 50000 then it is to be divided into sectors of 50000 population and Health Posts provided.

iii) Staffing pattern of Health Posts

Category of Staff	Staff admissible by type of Health Posts			
	A	B	C	D
Lady Doctor	-	-	-	1
PHN	-	-	-	1
Nurse Midwife	1	1	2	3-4
MPW (Male)@	-	1	2	3-4
Class IV Women	-	-	-	1
Computer cum Clerk	-	-	-	1
Voluntary women Health Worker@	*	*	*	*

* One for every 2000 population.

@ At present there is a ban on these categories of staff.

Note : Type A to C Health Posts be attached to a hospital for providing referral and supervisory services. Type D Health Post to be attached to a hospital for Sterilisation, MTP and referral.

2. Existing Urban Family Welfare Centres :

At present there are 1469 Urban Family Welfare Centres of various types functioning in the country. No new Urban Family Welfare Centre are to be set up. The existing Centres shall be re-organised into Health Posts gradually as and when these cities will be considered for revamping. The State wise distribution of Urban Family Welfare Centres may be seen at Annexure IV. Pattern of assistance, unit cost and budget for the 8th Plan and for 1993-94 are given in Annexure - V.

3. Existing Health Post :

The Health Post were established in 1983-84 to 1988-89 as per recommendations of Krishnan Committee. So far approval of 1198 Health Posts (including 262 in Bombay and Madras under IPP V) has been conveyed by the Government of India. The State-wise position

is indicated below :

Sl. No.	States/UTs	Approved by Government of India					Sanctioned by State Government
		No. of Health Posts					
		A	B	C	D	Total	
1.	Haryana	-	-	14	2	16	16
2.	Gujarat	3	1	4	20	28	28
3.	Karnataka	12	8	5	7	32	-
4.	Madhya Pradesh	7	17	31	44	99	99
5.	Maharashtra	11	16	45	345	417*	272
6.	Orissa	-	-	1	16	17	8
7.	Punjab	-	5	23	36	64	64
8.	Rajasthan	39	26	16	9	90	90
9.	Tamil Nadu	1	5	19	198	223@	100
10.	Uttar Pradesh	-	20	10	143	173	150
11.	Chandigarh	4	5	1	-	10	10
12.	Delhi	-	1	1	27	29	28
TOTAL :		77	104	170	847	1198	874

* Includes 139 Health Posts in Bombay under IPP V.

@ Includes 123 Health Posts in Madras under IPP V.

REVIEW OF URBAN REVAMPING SCHEME BY SECRETARY (H&FW)

This Scheme was reviewed in December, 1985 under the then Chairmanship of Secretary (Health and Family Welfare) and the undermentioned decisions were taken :

1. Ban on the filling up of the posts of MPW (Male).
2. Discontinuance of payment of honorarium to Voluntary Women Health Worker.
3. In the first phase, this Scheme be implemented in cities with population more than 2 lakhs as per 1981 Census.
4. I.I.P.S., Bombay and N.I.H.F.W. were asked to undertake a survey of this Scheme in the States/Union Territories of Chandigarh, Delhi, Maharashtra and Uttar Pradesh.

Both these studies highlighted the lack of integration of Family Welfare with MCH, lack of supervision, lack of training of staff, lack of suitable accommodation etc. Further both studies stressed the importance of Voluntary Women Worker and M.P.W. (Male) and removal of the ban of both these categories of workers.

REFFERAL LINKAGES :

As per the recommendations of the KRISHNAN COMMITTEE the Health Posts are to be established in the area itself for provision of the Health and Family Welfare Services to the community. It is

therefore to be ensured by the States that the outreach services are provided by the Urban Family Welfare Centres/Health Posts to the allotted population.

For handling the complicated cases a referral system need to be developed and each Urban Family Welfare Centre/Health Posts should be attached to the nearest hospital/Post Partum Centre/First Referral Unit for referral services.

Urban Family Welfare Centres and Health Posts should ensure that the complicated high risk women and other cases which can not be handled at Urban Family Welfare Centres/Health Posts are referred to the nearest hospital; Post Partum Centre, or First Referral Unit (FRU). Records of all referred women from the Urban Family Welfare Centre/Health Posts to the nearest hospital/Post Partum Centre/First Referral Unit must be kept at the Urban Family Welfare Centre/Health Post for follow up action. ANMs/LHVs must visit the referred women every week during her ante-natal, natal and post natal period for follow up. The specialist at the referral centre should give high priority to attend the referred cases. It should be the duty of the doctor/ANM/LHV of the Urban Family Welfare Centres/Health Posts to get feed back from the referred patients that they are given proper treatment by the specialists.

The Urban Family Welfare Centres/Health Posts are to function in close coordination with the ICDS Centres, Urban Basic Services Centres in their area.

AREA PROJECTS :

The Department of Family Welfare has taken up specific area projects for improving the Health and Family Welfare status of the urban slum population in the major cities of Bombay, Madras, Delhi, Calcutta, Hyderabad and Bangalore. These projects, in general have inputs for strengthening the health and Family Welfare Service delivery system in the urban slums especially in the context of the Urban Revamping Scheme. The details are as under : -

IPP - V PROJECT IN BOMBAY :

IPP - V Bombay is being implemented in the urban slums of Bombay with the assistance of World Bank with effect from September, 1988 for a period of 7 years at a total cost of Rs.48.30 Crores. The physical progress of the project is satisfactory. Against the project target of establishing 180 Health Posts, 170 Health Posts have already been established. 22 Post Partum Centres have been established against the target of 30. 9251 Medical and Para-medical functionaries have been trained so far.

An expenditure of Rs.26.29 Crores has been incurred up to March, 94. The project has also been extended to New Mumbai

Municipal Corporation involving an expenditure of Rs.11.94 Crores for setting up Urban Health Posts and a first referral unit in New Mumbai area. The State Government is required to implement expansion activities on priority basis so that they could be completed by December, 1995 when the project is scheduled to terminate.

IPP - V PROJECT IN MADRAS :

This project was initiated in September, 1988 for a period of seven years at a cost of Rs.69.10 Crores for implementation in the slums of Madras city and Chengai-Anna Districts. The implementation of the project has been very successful. The implementation of the project has been very successful. The project target of establishing 152 Health Posts has been fully achieved. The mid-term evaluation of the project carried out during 1992, has indicated that the project objectives, to be achieved by 1995, have been nearly achieved by April, 1992. In Madras City, for example, ante-natal and post natal service is 94% couple protection rate is 50%. Immunisation coverage is 97.2% and institutional deliveries are 99%.

An expenditure of Rs.33.24 Crores has been reported up to March, 1994. The project has also been extended to 23 Municipalities of Tamil Nadu. The State Government has started the preliminary work in this regard.

IPP - VIII PROJECT IN DELHI, HYDRABAD, CALCUTTA & BANGALORE

The World Bank assisted IPP - VIII Project covering the urban slum population of four major cities, namely Calcutta, Delhi, Hyderabad and Bangalore has been sanctioned by the Government of India on the 6th August, 1993 at a total cost of Rs.223 Crores. The share of the cities (excluding the physical and price contingencies) is as under : -

CITIES	AMOUNT (RS. IN CRORES)
Bangalore	29.05
Calcutta	75.28
Delhi	35.00
Hydrabad	26.03

The project in general, provides for setting up of Health Centres, Referral Health Centres, training of Medical and para-medical staff, slum community participation and involvement of voluntary organisations and private medical practitioners. The concerned corporations are in the process of appointing the core staff and initiating other activities. An amount of Rs.1 Crore has been released to the concerned State Governments.

AREAS OF CONCERN

1. Lack of coordination among different agencies at State, District and City Level providing Family Welfare Services through Health Posts.
2. Poor outreach services.
3. Poor utilisation of services at Urban Family Welfare Centres and Urban Health Posts.
4. Poor maintenance and maintenance of records namely, eligible couple registers, service registers, survey registers etc.
5. Poor and infrequent monitoring of Urban Family Welfare Centres and Urban Health Posts by the Supervisory Officers.
6. Low priority attention to Information, Education and Communication activities making the outreach programme ineffective.
7. Non existence of referral linkage of Urban Family Welfare Centres and Urban Health Posts with the other Service facilities in the area.
8. Inadequately trained staff particularly in providing Family Welfare Services, for example, family planning counselling, etc. paramedical staff in intra-uterine device insertions.

ANNEXURE - I

Staffing pattern of four types of Urban Family Welfare Centres
functioning before February, 1976.

TYPE	I	II	III	IV
Population covered	upto 10,000	10,000 - 25,000	25,000 - 50,000	50,000 and above
Medical Officer	1 (Part time)	2 (Part time)	2 (Part time)	2 (full/ part time)
FPFW (Male)	1	1	1	1
ANM	-	1	1	1
LHV/PHN	-	-	-	1
Extension Educator	-	-	1	1
Store-keeper cum Accountant	-	-	-	1
Attendent	-	-	1	1
Sweeper (part time)	-	-	-	1

ANNEXURE - II

PROGRESS OF THE SCHEME

YEAR	UFWCs CENTRES FUNCTIONING
1951-56	126 }
1966	1444 }
1969	1800 }
1974	1975 } Four types
1984	2648 }
1992*	1469 } Three types
1994	1241

* Many Centres have been merged with Post Partum Centres or reorganised into Health Posts.

ANNEXURE-III

ESTIMATED SLUM POPULATION 1991

(Figure in Lakhs)

Sl. No.	State/Union Territory	Provisional Urban Population 1991.	Estimated Slum Population 1991
(1)	(2)	(3)	(4)
1.	Andhra Pradesh	178.13	42.93
2.	Arunachal Pradesh	1.05	0.21
3.	Assam	24.71	4.14
4.	Bihar	113.69	35.34
5.	Goa	4.80	0.83
6.	Gujarat	141.64	25.67
7.	Haryana	40.45	6.83
8.	Himachal Pradesh	4.45	0.94
9.	Jammu & Kashmir	18.39	6.09
10.	Karnataka	138.51	23.63
11.	Kerala	76.76	13.59
12.	Madhya Pradesh	153.48	27.67
13.	Maharashtra	304.96	66.66
14.	Manipur	5.06	0.85
15.	Meghalaya	3.29	0.75
16.	Mizoram	3.17	0.63
17.	Nagaland	2.10	0.44
18.	Orissa	42.32	8.41
19.	Punjab	60.01	13.17
20.	Rajasthan	100.40	19.60
21.	Sikkim	0.37	0.05
22.	Tamil Nadu	190.27	35.60
23.	Tripura	4.19	0.73
24.	Uttar Pradesh	276.53	58.47
25.	West Bengal	186.22	46.15
	All States	2074.95	439.36
1.	A & N Islands	0.75	0.15
2.	Chandigarh	5.75	1.15
3.	D & N Haveli	0.12	0.02
4.	Delhi	84.27	24.19
5.	Daman & Diu	0.48	0.09
6.	Lakshadweep	0.29	0.05
7.	Pondichery	5.17	1.23
	All UTs	96.83	26.88
	All India :	2171.78	466.24

STATEMENT SHOWING NUMBER OF URBAN FAMILY WELFARE CENTRES AS ON
1.4.1994.

Sl. No.	State/Union Territory.	Type-I	Type-II	Type-III	Total
1.	Andhra Pradesh	64	14	53	131
2.	Assam	3	2	5	10
3.	Bihar	2	11	29	42
4.	Gujarat	23	13	77	113
5.	Haryana	8	3	8	19
6.	Himachal Pradesh	89	-	-	89*
7.	Jammu & Kashmir	1	11	-	12*
8.	Karnataka	20	6	61	87
9.	Kerala	-	-	-	-
10.	Madhya Pradesh	12	7	44	63
11.	Maharashtra	23	10	41	74
12.	Manipur	-	-	2	2
13.	Meghalaya	-	-	1	1
14.	Nagaland	-	-	-	-
15.	Orissa	-	3	7	10
16.	Punjab	2	7	14	23
17.	Rajasthan	25	5	31	61
18.	Sikkim	-	-	1	1
19.	Tamil Nadu	40	11	14	65
20.	Tripura	-	9	-	9
21.	Uttar Pradesh	-	1	80	81
22.	West Bengal	13	11	87	111
23.	A & N Islands	-	-	-	-
24.	Arunachal Pradesh	1	-	5	6
25.	Chandigarh	-	1	2	3
26.	D & N Haveli	-	-	-	-
27.	Delhi	-	-	69	69
28.	Goa, Daman & Diu	-	-	-	-
29.	Lakshadweep	-	-	-	-
30.	Mizoram	-	-	1	1
31.	Pondicherry	-	-	-	-
<hr/>					
All India					
Central Sector		326	125	632	1083
					208+
Total:					1291

* Reconciled figures not received.

PATTERN OF ASSISTANCE:

1. URBAN FAMILY WELFARE CENTRES :

	Type		
	I	II	III
	(Amount in Rupees)		
RECURRING			
a) Contingency	500	1,000	1,000
b) Rent*	NIL	NIL	3,000
c) Staff Salaries (Approx.)	58,700	94,100	2,31,000
Unit Cost	59,200	95,100	2,35,000

* Type I and II Urban Family Welfare Centres are attached to a hospital or a Health facility, so no provision for rent exist.

2. HEALTH POSTS :

Pattern of Assistance	Type of Health Post			
	A	B	C	D
	(Amount in Rupees)			
A NON RECURRING				
For purchase of Medical and Office equipment	5,000	8,000	15,000	35,000
B RECURRING				
a) Staff Salary (approx.)	37,100	74,900	1,49,800	4,59,300
b) Contingency	-	-	2,500	5,000
c) Rent per year @	3,600	4,800	6,000	12,000
Unit Cost (Recurring)	40,700	79,700	1,58,300	4,76,300

@ For Health Posts established after December, 1986.

ANNEXURE - V (CONTD.)

BUDGET :

The budget for the Scheme is shown below :

<u>SCHEME</u>	<u>BUDGET PROVISION (RS. IN LAKHS)</u>	
	<u>8TH PLAN</u>	<u>1993 - 94</u>
Urban Health Posts	8670	1300
Urban Family Welfare Centres	10000	1500

National Urban Development Struggle and Action Committee

Contact: 1-A Goela Lane, Under Hill Road, Civil Lines, Delhi-110054,
Phone: 09868200316 E-mail: rajendra_ravi@idsindia.net

Having experienced multiple displacements first which pushed us from our rural homelands to urban areas in search of livelihood opportunities and then a series of forces, which threaten to drive us away from the city. We the people displaced or affected by urban development missions, city beautification, slum clearances, urban infrastructure developments-, ill-legalized, marginalised met this day on October 15th and 16th at Navi Mumbai, Kharghar. We at this consultation meet, as well as, at the national rally **against 'National Urban Renewal Mission'** on 9th December 2005 at the Jantar Mantar New Delhi declare our vision and commitment towards, a right based, people centered approach to urban development.

Affirming the principles of justice, equality, democracy and sustainability.

Asserting our rights to socio- economic and political spaces, opposing the gettoisation and preserving diversity and plurality and opposing the visionless development missions and government policies of development under the impact of globalization and liberalization.

We assert ourselves as citizens of a free country with rights and dignity and are proud of our contribution to the city and the nation using very little resources. We are accused of dirtying the city, clogging the transport system and being a stress on city resources, we vehemently oppose this accusation.

And Also:

Asserting the fundament rights, directive principles and other basic features of the Indian Constitution.

Noting Government of India's international legal obligations under the universal Declaration of Human Rights, International Covenant Economic Social and Cultural Rights, International

Convenient on Civil and Political Rights and the International Labour Organisation's convention 107, among other international conventions and

Upholding the pluralist, secular nature of the Indian Polity.

We believe and assert that:

1. All have equal rights over urban resources like land; water, electricity, housing and social security benefits and none should be deprived on the basis of the time of entry into an urban center for their struggle for dignified survival and livelihood.
2. All have equal rights to livelihood opportunities, which should take into account the concerns of hawkers, small businessmen and street vendors.
3. Adequate and affordable housing should be the responsibility of the state. There needs to be special provisions legal and in compliance with existing provisions for providing housing for all the employees in the organized and the unorganized sector.
4. Provisions for homeless, handicapped and other deprived sections should be state responsibility and should be incorporated in urban planning.
5. All have the right to participate in urban planning, development and monitoring of urban developmental plans and have easy access to relevant information.
6. Security of tenure to all must be the basis for slum improvement and basic services should be extended to all those who inhabit a place. Emphasis should not be laid on documents and documentary evidences.
7. Development plan must be one that generates more livelihood (both of skilled and unskilled nature) opportunities, these should support a dignified existence of urban poor and these opportunities of some should not displace people from their habitat. Livelihood spaces for hawkers and vendors should be in-built in the development planning process and it should be done in consultation and participation with the hawkers and vendors.
8. Relocation of industrial units within city should be done only the consent of the people involved and informal sector contribution to the economy should be adequately recognized.
9. Development authorities, which are structurally and functionally undemocratic, should be replaced with more representative and participatory institutions keeping with the spirit of 74th Constitutional amendment.

10. Globalization and taking over of retail business by corporate sector should be legally restricted when such services can be made available by street vendors, hawker's etc. The people in self-employment and ownership of activities should not be degraded to wage labour.
11. We demand changes in the Hawkers Policy. We want representation and participation at national and state level in the policy formulation and implementation. The police act of 1932 should be repealed and the physical, mental and sexual abuse perpetuated by mafia, police and municipal authorities punished.
12. The interpretation of the principal of eminent domain, on which the laws enabling displacement and eviction of people of common property resources is based, is unacceptable. Development plans should be aimed at minimal displacements.
13. In case of displacement due to urban developmental project, the socio ecological cost of rehabilitation should be included in the budget of the project and cost benefit should be publicly debated and accepted. Information regarding the project should be made available to the public in the local language and community concern should be sought without pressurizing and forcing the people.
14. All who are being displaced should be rehabilitated, with the affected people's participation and approval of rehabilitation package ensuring alternative livelihood and better standard of living.
15. The onus of rehabilitation should rest with the state and not be sublet to quasi-judicial entities.
16. Joint ownership rights of the land/ property of the rehabilitated sites should be given in the name of man and woman of the family.
17. Rehabilitation site should not be more than 2 kms. from the site of displacement.
18. Development of infrastructure – health facilities, education, amenities, mass public transportation should be included as the cost of the project. Public transport should be prioritised with the introduction of more buses and trains covering all sections.
19. Enactment of National Transport policy for all cities of India which should provide for separate lanes for pedestrians, cyclists, cycle- rickshaws including all non motorised mode of transport.
20. Small informal activities like street vendors and essential public amenities should be part of National Transportation Policy plan so that the objective realities of the commuters can be addressed.

21. Alternative livelihoods should be provided wherever livelihoods are affected. Efforts should be to improve the status of living through training in such cases.
22. Adequate time should be provided before the start of actual project to mentally prepare the affected people and reduce the trauma for displacement.
23. Preserve the diversity and plurality of the society.
24. The land Acquisition Act of 1894 (amend in 1984) a remnant of the colonial era – must be abolished and replaced by a National Enactment, which defines all development parameters, indicators, processes of planning. We demand no repeal of but strict implementation of Urban Land Ceiling Act in each state.
25. We challenge the National Urban Renewal Mission driven by UPA government and its neo liberal economic agenda of globalization, liberalization to privatize infrastructure, transport, basic services like water, electricity, sanitation, health, education etc and will struggle to build people centric and controlled development assuring livelihood and basic services for all.
26. A comprehensive national slum policy for improvement of slums and its environment should be formulated immediately by involving slum dwellers.
27. Excess vacant land available with state and central government and its agencies should be thrown open for affordable housing schemes.

- National Alliance of People's Movements (NAPM)
- Youth for Unity and Voluntary Action (YUVA)
- Shahr Vikas Manch- Maharashtra,
- Lokayan- Delhi,
- Pennurumai Iiyakam - Madurai,
- Street Vendors Association - Jharkhand,
- Nirbay Banao Andolan Mumbai
- Apnalaya- Mumbai
- Hawkers Sangram Committee- West Bengal
- Tata Institute of Social Sciences (TISS)
- Human Rights Law Network
- Committee for Right to Housing (CRH)

- National Vendors Federation
- Ankur- Delhi
- Sanjha Manch- Delhi
- Chintan- Delhi
- Institute for Democracy and Sustainability
- Sabarmati Front - Ahmedabad
- Domestic Workers Forum - Bangalore
- Rupantar- Chattisgarh
- SHARC - Jharkhand