

Reaching the Urban Disadvantaged Child Strategies for Action

Background Papers, Consultation Proceedings and
Recommendations



Institute of Social Sciences

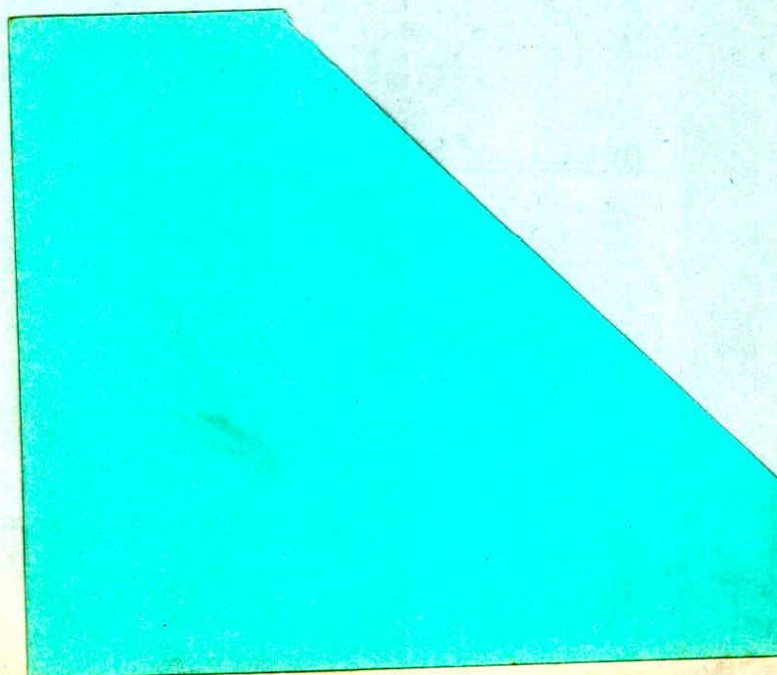
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This report contains the background papers, proceedings and recommendations of a national consultation organised by the Institute of Social Sciences, New Delhi on "Reaching the Urban Disadvantaged Child: Strategies for Action.

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INSTITUTE OF SOCIAL SCIENCES was founded in 1985 to study contemporary social, political and economic issues and problems, in an inter-disciplinary perspective and to make available its findings and recommendations to government bodies, social scientists, policy-makers, people's and workers' organisations, so as to widen their options for action. The evolution of an informed and action-oriented public opinion is the primary aim of the Institute.

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George Mathew

Acknowledgement

We are indeed grateful to Ms. Sarala Gopalan, Secretary, Department of Women and Child Welfare, for inaugurating the consultation and to Ms. Krishna Singh, Adviser, Housing, Urban Development and Water Supply in the Planning Commission, for chairing the concluding session despite their busy schedule. I sincerely thank all the participants who came from all parts of the country and participated in the meaningful discussion.

The organisation of the one-day consultation was at the behest of the UNICEF, India Country Office. The meeting was successful because of the involvement of many in the UNICEF. The Institute is grateful to Dr. Gordon Alexander, Deputy Director and Dr. Richard Young, Chief, Community Development Section for their interest and involvement in the whole proceedings. I am personally very grateful to Ms. Marty Rajandran, Project Officer Urban Development, for her help and guidance at every stage of the process. Thanks are due to Ms. Deepika Srivastava, Dr. K. Suresh, Mr. Gerry Pinto, Ms. Harsharan Kaur and Ms. Chetana Kohli for their assistance as rapporteurs in the working group discussion.

The preparation of the consultation and production of this report involved many of my colleagues in the Institute. Ms. Shalini Sharma, Mr. Vivek Kaushik, Dr. Santosh Singh, Ms. Rajyalakshmi, Ms. Neera Chaudhry and Dr. S. Sami Ahmad worked as rapporteurs and helped preparing the group reports. The presentations in the plenary sessions were generally verbal. The entire proceeding was, therefore, recorded. Ms. Shalini Sharma and Mr. Vivek Kaushik diligently transcribed the whole proceeding. Mr. Nandkumar and Ms. Sapna Sharma did the word processing and the final layout of the report. Mr. Satya Narain provided the editorial assistance. I am grateful to all of them. Finally, I express my sincere thanks to our Director, Dr. George Mathew, for conducting the meeting in the plenary sessions and also for his constant support and guidance in the whole endeavour.

Archana Ghosh
Convener of the Consultation

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Executive Summary

The one-day consultation on "Urban Disadvantaged Child - Strategies for Action" was organised by the Institute of Social Sciences and the UNICEF on 15 February, 1997 at UNDP Conference hall, New Delhi. The need for this brainstorming meeting arose from the emerging concern that the situation of urban child living in various difficult circumstances has not undergone a significant change even after the five decades of planned intervention by the government. The Government's commitment to several international and national covenants especially, the Convention of the Rights of the Child (CRC), ensuring every child's rights to safe, healthy and balanced development has raised new awareness and hopes. With this background, the one-day meeting was planned to bring together actors and specialists from government and non-government sectors and donor agencies dealing with the issues of child development in the urban poverty context. The consultation was aimed at achieving the following:

- i. highlight issues and problems related to reaching the urban disadvantaged child.
- ii. identify the obstacles in reaching the least-served.
- iii. suggest strategies for action for all the actors, viz, government, non-government sectors, elected representatives in urban local bodies, private sector, community organisations, planners, researchers and others for ensuring child rights, and
- iv. in the above context, come up with concrete suggestions regarding what specific roles the UNICEF, India, can play in the next five years, the period which coincides with the Ninth Five Year Plan, due to be launched from the middle of 1997, in terms of advocacy, training, creating data base, documentation, support for service delivery, communication, monitoring, etc. for the realisation of basic rights among all urban disadvantaged children.

The meeting was inaugurated by Ms. Sarala Gopalan, Secretary, Department of Women and Child Development of the Ministry of Human Resource Development, Government of India. Dr. Gordon Alexander, Deputy Director, UNICEF, India, welcomed the participants and gave an overview of the UNICEF's activities in India and its expectation from the consultation. The themes of the consultation were presented by three experts from different fields. Mr.S.K. Guha of UNIFEM, India, spoke on 'Achieving Child Rights: A Social Sector Perspective, Mr. Minar Pimple, YUVA, Mumbai dealt with the issues on "Child Friendly Habitat and Safe Environment' and Dr. George Mathew, ISS, New Delhi gave the perspective of the role of urban local bodies in implementing child rights provisions through his presentation on "74th Constitution Amendment and Concern for the Urban Disadvantaged Child".

The inaugural session was followed by group discussions. Five inter-sectoral groups focussed on five topics carefully selected by the organisers to reflect the diversity and magnitude of the problems.

The concluding session of the meeting was chaired by Ms. Krishna Singh, Adviser, Housing, Urban Development and Water Supply in the Planning Commission. Group reports were presented in this session. Open discussion was also held for a shortwhile on the group presentations. Ms. Krishna Singh summarised the presentations and elaborated on government policy responses towards some of the issues raised in the discussion. She emphasised the need for convergence among all programmes, not within the urban sector alone but among health, education, social welfare sectors as well for better reaching the urban poor. Dr. Richard Young, Chief of Community Development section, UNICEF, India, gave the concluding remarks.

Some of the common concerns which emerged from the theme presentations and the group reports are as follows:

- It was expressed that even though the child is a part of the family, targeting the family for development programmes may not automatically lead to child's development. A child should also be considered as a separate entity to ensure his/her rights.

- It was unanimously agreed that all children irrespective of the legal/illegal status of the settlements they live in, howsoever temporary/scattered they are, need basic services including health, education, sanitation, water, public distribution system, etc. and other protections to ensure that their rights under the Convention on the Rights of the Child are realised.
- There is an urgent need for disaggregated data at town and community level on number of children in difficult circumstances and their access to health, education, basic amenities and so forth, in order to develop appropriate intervention strategies. Mapping of those localities, some of which are scattered and temporary, is extremely important for serving the children living there.
- The primary role of urban local bodies, decentralised to ward committee level, is important in ensuring that services reach the urban poor children. The 74th Constitution Amendment is an important step towards empowering the urban local bodies. But this has not expressed any specific sensitivity to the child's rights vis-a-vis the local government responsibilities. There has not been any specific mention of health and basic and pre-primary education, which are special needs of the child, in the 12th schedule of the Amendment.
- All the urban poverty alleviation programmes and sectoral programmes which cater to the urban child directly and indirectly are not converged at the local level, which leads to duplication and overlapping.
- Community organisations, especially of women, are essential pre-requisite in any urban development programme aiming at the urban poor. They need to be "informed" of the "range of schemes available" and "choices" possible for change based on resources which can be mobilised from within and outside the community. There is a need to ensure that such development efforts are sensitive to meeting the needs of women and children specifically.
- There is an urgent need for training and capacity building of all the functionaries at government, non-government and local level in order to sensitise them about the needs of urban disadvantaged children and better reach them through a more child-centred approach.

Summary of Recommendations

1. Policy Perspectives

- It was strongly recommended that the right of the child is supreme and has legal sanctity. If this legal right ever comes into conflict with the legal status of the settlements, then the former must get precedence.
- Recognition of the primacy of the child rights should lead to adjustment and amendment in the service provision policy in order to include populations in illegal and scattered settlements, so that all children and women have appropriate access to basic amenities and good services.
- Cumulative pressure should be mobilised by people through concerted action for legal recognition or resettlements of the illegal settlements and provision of required social and infrastructural facilities for them. This is important for ensuring that a child gets a safe, clean and suitable environment to support and maintain full development.
- All government schemes for children and also urban poverty alleviation programmes should be implemented directly by the government or non-government authorities, may be in collaboration with the community based organisations, such as CDS\NHC of the UBSP strategy or those local organisations established by NGOs.
- All existing legislations should be reviewed or appropriate legislations should be framed to ensure that children are protected from all forms of exploitation - physical, social and mental.
- Local bodies need to be empowered to take actions and monitor the steps taken to prevent child abuse and exploitation.
- Enforcement of legislations for safe roads, safe travel and transportation should be ensured.

- Laws should be enforced whereby builders and contractors are expected to provide creches, clean drinking water and sanitation facilities for the children of construction workers.
- A comprehensive urbanisation policy needs to be adopted by the government which should, inter alia, emphasise on, i) policies towards development of small towns in order to reduce migration and ii) involvement of private sector in urban infrastructure development.
- Security of land tenure and housing needs to be emphasised. There should be EWS component in new housing projects, especially sites and services and the ownership should be on a community basis so that, if required, the beneficiary sells the unit only to the community, not in the open market.
- The specific requirements of children should feature in an urban policy document.

2. Sectoral Interventions

a. *Health*

- Higher priority is needed to expand health and child care services for children in the unrecognised settlements. This may be achieved by linking such settlements formally to medical colleges, government and municipal hospitals, through targetted outreach systems, ICDS centres etc. Private sector participation in providing affordable health services to the poorer communities is to be encouraged.
- Primary health care infrastructure and services should be expanded for the urban poor. Health clinics should have flexible timings convenient to the local people. They should have adequate supply of drugs to meet the needs of the poor.
- Participatory planning and monitoring of health and nutrition services based on community need assessment is to be encouraged.

b. *Education*

- All urban poor settlements, both authorised and unauthorised, should have adequate access to pre-school and primary school facilities. The existing primary school network may be linked to the illegal and distant settlements through provision of para teachers and satellite schooling.
- Early childhood education should also be the responsibility of education department. It was suggested that an amendment to Article 45 of the Constitution may be necessary to include the children of 3-5 years for ensuring ECE to all.
- Creches should be provided for the children of working mothers. To extend the outreach, mobile creches and day-care centres should be provided in the areas which are not easily accessible. These centres should be run by the community with support from the appropriate government agencies.
- Until child labour is completely abolished, all working children should have access to primary education, appropriate to their circumstances including open or part time formal school with flexible outreach to complete the school education.
- School premises may be used as community spaces after school hours for community training of youth and women and for other community needs.
- Municipal and government supported night shelters need to be developed as centres for primary education, health and other needs of street children, abandoned children, especially girls without family support.
- The quality of education in terms of curricula and teaching methods should be improved in all schools, especially those run by the municipal authorities to achieve better enrolment and retention rates.

- In order to extend the outreach of educational facilities various measures should be taken to improve the supply side. For example, number of schools to cater to the poor children should be increased, innovative methods like adoption schools, school partnership, etc. should be encouraged.
- c. *ICDS*
 - Although ICDS is a major outreach programme for the urban poor, in its present form it primarily caters to the children and women in the authorised slums and even then only reaches a small percentage of urban poor communities. It was recommended that ICDS policy and operational guidelines must be examined afresh in order to explore the possibilities of extending the facilities to the unauthorised settlements as well and expanding to reach other poor communities.
 - Mini AWCs may be formed in unauthorised settlements or they can be tagged with AWCs in the neighbouring authorised colonies.
 - In view of the fact that the outreach of the programme is extremely low in urban areas, it was suggested that new ICDS projects should be initiated in urban poor localities which have not yet been covered and a per-child norm, rather than the schematic norm, should be adopted in order to ensure better coverage.
 - It was also recommended that the children living in the illegal settlements should be provided with an identity and if a child has an immunisation card, she\he should be allowed to avail of the other child care services, especially those provided by the ICDS and UBSP.
 - Urban AWCs can not be the same as rural centres. A specific urban ICDS approach to reach the different client groups more effectively and comprehensively is needed.
 - Where ICDS systems are not in place a scheduled NGO may be encouraged and financed to provide a temporary service until ICDS is introduced.

d. *Child Labour\Abuse*

- Prevention and elimination of child labour should be a primary goal. In order to ensure this in cities, municipal legislations clearly specifying the role of ULBs in this respect may be needed.
- The children who are currently working should be given a range of opportunities for rehabilitation. They must be provided with mainstream services, like education, health and basic amenities - accessible and relevant to their needs.
- The apex court's recent judgement on child labour should be enforced effectively. Such systems need to be developed. There should be strict monitoring that children of school going age are not employed in hazardous industries or working in any exploitative situation. Ultimately all children aged 6-14 should be enrolled in schools and complete basic education.
- Comprehensive and appropriately designed city surveys should be undertaken at regular intervals to locate child labour and for identifying children in hazardous industries or exploitative work conditions. The surveys on child labour may be made a part of decennial census.

e. *Environmental Improvement and Urban Poverty Alleviation*

- Unauthorised colonies and other illegal settlements should be included for the provision of basic services, like water, sanitation and social sector infrastructure and services. The local governments must consider provision of services for the children living in unauthorised colonies and other disadvantaged situations while preparing and implementing service delivery plans.
- Rating of child-friendly cities can be introduced and the best rated city may be given an award each year. Specific criteria should be developed for this purpose.

- As far as possible individual toilet facilities should be available to poor households. However, in those cases where small community toilets are only solutions, the community should work out appropriate locations and maintenance system. Large community complexes which are not suited to the needs of children and women should be discouraged. "Choices" should be provided to communities, especially women.
- Drainage connections to individual houses and water points needs to be provided and waste collection facilities should be located nearby to keep the environment clean.
- The families of urban working children should be the special focus of the Poverty Alleviation Programmes for eradication of child labour.
- A state or city level poverty alleviation fund, as has been constituted in Andhra Pradesh and Kerala, should be replicated in other states. Funds may be mobilised from corporate sector and individual donors for ensuring the special needs of disadvantaged children are met.
- Nationalised banks and other financial institutions may be directly involved in urban poverty alleviation as in the Kerala CDS model where NABARD is making loans accessible to poor families with community responsibility for their recovery. NGOs can also be involved to guarantee loan repayment for which they can charge a commission.
- A certain percentage of municipal funds should be allocated for the urban poor in each municipality, as the Mahila Bal Kalyan Fund in Maharashtra where 5 per cent of the municipal fund is earmarked for the poor.
- There should be holistic approach in poverty alleviation in the form of integration of physical and social services with skill upgradation, credit and employment opportunities including youth(girls and boys) and women.
- UBSP may be shifted from the central sector programmes. It should be decentralised at the state level and implemented more as a strategy in all urban poverty alleviation programmes than as an independent programme.

3. Role of Partners and Stakeholders

a. *Local Governments*

- Local governments should play an important role in ensuring child rights. The local officials and people's representatives should be sensitive to the child's need and enhance their skill to plan and maintain a child- friendly city and cater to all children in both legal and illegal settlements.
- Twelfth Schedule of the 74th Constitution Amendment should be suitably amended(or interpretation expanded) to include child development and state governments should delegate planning, management and monitoring of child related services to the urban local bodies.
- Besides allocating a fixed percentage of their own resources for women and child development, the local bodies should mobilise resources from other sources, including the community, for this purpose.
- Local bodies should involve the ward committees to be constituted according to the 74th Constitution Amendment in planning, implementing and monitoring of the local programmes for child development. Local CBOs, NHCs\CDS should be members of such ward committees.
- Local bodies should monitor child labour in the city enforcing the legislative provisions relating to abolition of child labour and preventing child abuse.
- Local governments should ensure primary education for all children including residents of juvenile homes and other institutions.
- It should be the local government's responsibility to adopt "child- centred" approach in formulating policies and actions. The city government should facilitate access to health and education services to all children. Municipal schools should be improved with community and other partnerships.

- For planning a child friendly city the local governments should undertake city mapping exercises to locate poor clusters with respect to locations of health centres, primary schools, ICDS centres, PDS outlets etc. The planning should involve the local communities through PLA (Participatory Learning Action) methodology. Infrastructure development plans should focus on the more distressed pockets of the city, ensuring solutions are appropriate to address needs of children and women.
 - All available resources from central, state, local and other sources should be pooled as a joint fund by the municipalities for better planning and allocation targetting the poorest through community involvement.
 - Local authorities should adopt a "single window" system for responding to the citizen's queries, information, assistance and services. The UBSP network at the community, ward and city level may be used for this purpose.
 - City governments must assure quality services, especially health, education, ICDS, PDS, environmental sanitation. Even the poor may be willing to pay user charges if the services provided are good, timely and appropriate.
 - Good governance with transparency and accountability and good management should be the most important agenda for the local governments. All citizens, irrespective of age, caste, sex, tenural status etc. have a right to better local governance.
- b. *NGOs and CBOs*
- It was unanimously agreed that NGOs and community based organisations must play a more active role in improving the condition of children living in all kinds of disadvantaged situations and in preventing and eradicating child labour. NGOs should bring to the notice of the concerned authorities the violation of child rights.
 - The active participation of community groups, especially those of women, should be included in "all" poverty programmes and sector schemes for the poor.

- Child development programmes which are being implemented by the government or local bodies should ensure active participation of community organisations such as CDS\NHC of UBSP. NGOs can help in capacity building of the communities to undertake such activities and translate policies into actions.
- Community groups and CDS\NHC should be encouraged to cooperate with the local governments and other departments in the planning of community facilities and assets, maintenance and monitoring of quality of services of all basic facilities like, community toilets, drainage, street lights, water points etc. provided by the local bodies. They may also help in running the creches in their neighbourhoods, community libraries, study rooms for children etc. They can help to ensure proper use and storage of water, improved garbage management and collection and other aspects of environmental sanitation. They should have systems to give feedback on quality of municipal services.
- Community groups, especially women, need to understand how to help families and children "at-risk"-- exploitative child labour, victims of sexual abuse and other types of abuse affecting children and women.
- The formation of Thrift and Credit groups and assisting their access to wider resources is essential to promote women's organisations and empowerment.
- Networking of community associations in the model of UBSP\CDS is necessary for them to work as city wide pressure groups.

c. *Women*

- For ensuring child rights women must be made economically independent by giving them access to economic resources, savings and credit arrangements.
- Women leaders from poor communities need to be provided opportunities for developing these skills for community improvement.
- Land titles should be given to the women as joint owners when unauthorised colonies are regularised or relocated.

- Flexible timings for health centres, PDS centres etc. should be introduced so that working women can avail of the services.
- The UBSP strategy for women mobilisation, organisation and participation should be strengthened and universalised.
- Service providing agencies having schemes for the poor need to enhance their capacities to interact in a positive way to empower communities, especially women. Bottom-up approach and PLA for training and interaction need to be adopted by such agencies.

d. *Children*

- Children themselves also have a very important role to play in creating and maintaining a child-friendly city environment. They can create awareness among themselves about clean environment through school programmes, contributing to newspapers and other children's publications, participating in media events etc.
- Children can also participate in city management and demand accountability by creating special city forum, like Shishu Nagar Palikas in Calcutta.

e. *Inter-sectoral and Inter-agency Coordination and Action*

- Effective sectoral coordination is necessary in cities to ensure "all" residents have access to basic physical and social services. PLA techniques may be adopted to facilitate such joint action at city and community levels. NGOs and CBOs (CDS\NHC type of mechanisms and processes) should be partners with ULBs and sectoral agencies ensuring all are targetted and reached, minimising duplication of service and effort.
- The government service providers need to learn how to work "with" and not just "for" the poor. Joint PLA exercises should be widely and regularly used to promote such collaboration.

- City Urban Poverty Alleviation funds should be available through convergence of programme allocations from different sectors and agencies to extend and enhance the quality of services and facilities.
- Print and electronic media should cooperate with the authorities by creating a more positive public image of the urban poor including sensitising the non-poor communities to children's needs and rights.

f. *Role of UNICEF*

- UNICEF should support human resource development through training and capacity building.
- It should cooperate with national partners to develop comprehensive indicators for impact assessment based on children's and women's rights for ensuring accountability at all levels.
- It should promote mechanisms for collection and dissemination of data on situation of children in cities ensuring gender and income disaggregation.
- It should play a lead role in advocacy of Convention on the Rights of the Child at national, regional and local levels. It can encourage a network of voluntary ambassadors to promote the CRC.
- It should support policy research in the areas of urban health, nutrition and education, focussing on systems to reach the least served.
- It should play a mediatory role in promoting partnership among the wide range of stakeholders and partners.
- It should work with specific cities and towns, not just the states, with a holistic approach and adopt A scaling-up strategy instead of pilot project.
- It should support both mass media and interactive media to bring the children's issues to the organisations and the public.

CHAPTER I

Background Papers

1. Reaching the Urban Disadvantaged Child—Strategies for Action Theme and Issues

Institute of Social Sciences, New Delhi

The State of Urban Disadvantaged Child

India has experienced a phenomenal growth in its urban population in the last two decades. From 109 million in 1971 the urban population reached 217 million in 1991. A significant proportion of this population are poor. According to the Lakdawala Committee's estimates, about 40 per cent or more than 80 million of the urban population live in poverty and, as stated in the India National Report on Habitat II, an estimated 30 million children in the urban areas live in conditions of poverty and destitution.

The rapid increase in the urban population both as a result of natural growth and steady rural to urban migration, has put tremendous pressure on housing and basic amenities in the urban areas. As a consequence of unplanned settlement of the immigrants there has been sprawling growth of shanties and slums inhabited by mostly the poor. It is estimated that 14.68 per cent or 47 million of urban population live in slums in various cities and towns of the country. The children of these poor households are living in extremely unsafe, unhealthy and hazardous environment. There are around four lakh children who live and work on streets, with around 10 per cent without regular family support.

Child labour in cities may be found in hazardous industries including garbage and waste picking, begging, restaurants, hotels, sex industry, as domestic workers or as workers in their own homes. Joining the work force at an early age is not only depriving them of opportunities for education and healthy childhood but it also sometimes forces them to work in extremely dangerous conditions which jeopardise

even their physical safety. It is disturbing to note that despite various ongoing programmes and campaigns against child labour launched in the last few years, the country has registered a 20 per cent increase in child labour as has been observed by the ILO. The girl child is in an even more disadvantaged position. The recent ILO findings suggest that there is a rising incidence of full time urban female child workers in Uttar Pradesh, Madhya Pradesh and Rajasthan. (TOI, 26 December 1996).

Life in shanties and slums has many disadvantages. They lack in public utilities and safe environment. Even though the whole of urban India is facing the shortage of basic facilities like water, sanitation and health infrastructure, because of distributional deficiencies, the slum dwellers or families living on the streets are deprived of even the minimum facilities. The authorities try to provide services, like water and sanitation facilities on community basis, but they are extremely inadequate and do not solve the problems of women and children adequately. In fact, the authorities are insensitive to women's and children's needs. Public toilets designed to meet community needs do not adequately address the needs of women, adolescent girls and children who may not be able to use the facilities due to long distance from their homes. Without electricity and regular cleaning these toilets are also unsafe and unhealthy.

The insanitary environment poses serious health hazards, most immediately to children living in slums, shanties and, pavements but it also affects the health and overall conditions in the city as a whole. Inadequate water and sanitation facilities lead to the problem of malnutrition. The National Family Health Survey (NFHS) of 1992 shows that both chronic and acute undernutrition are prevalent in India. While almost 15 per cent of the urban children are undernourished according to their age, weight and height according to the NFHS, the data from Multi Indicator Cluster Survey (MICS) of 1995-96, conducted in the slums of 12 states, and other sources indicate that the rate may be 50 per cent or even higher. Although the urban nutrition data are not disaggregated into slum and non-slum populations, the data analysed from the national nutrition survey show that malnutrition by weight for age criteria is the highest among the children in the slums who have no access to latrines, and among those depending on public facilities.

High infant mortality and illness due to preventable diseases are still high among the urban poor. However, lack of disaggregated data on the urban poor continues to cloud the stark intra-urban disparities in cities. Although in urban areas the IMR (Infant Mortality Rate) has come down from 65 in 1981-83 to 51 in 1992-94, it is a matter of great concern that it touched a plateau from 1990-1993 and even registered an increase from 1994.

A study in 1989 in Mumbai showed that the IMR in urban slums was 123 per thousand live births as against an overall urban rate of 62 and it was more than five times higher than the IMR among urban households above the poverty line (22/1000 live births). A similar study in Delhi showed that the IMR among urban slums was two and a half times greater than that of the non-poor population.

On the education front, although available data show that enrolment in schools has increased significantly over time, a high drop-out rate is still a serious problem. A recent study by MODE in Maharashtra, Tamil Nadu, Andhra Pradesh, Madhya Pradesh and Bihar shows a high drop-out rate among urban children across classes I to VIII in all these states. The MICS data confirm that although in slums the percentage of children in 6-10 years age group currently attending schools is reasonably high (70 to 95 per cent) in many states, the drop-out rate is also quite significant. Affordability, income potential of the child, infrastructural facilities in schools are some of the negative factors which influence retention in the schools.

Child development is closely related to the mother's health, nutrition, educational status, decision making power and empowerment. Education of the mother is extremely important for improving child's nutrition level and reducing the infant and under-five mortality rate. The NFHS reports that in urban India IMR is two and a half times higher for children of illiterate mothers than for those of mothers with at least a secondary school education.

Women do not have much say in the reproductive decision making. Different studies have shown that pregnancy-associated anaemia is a major cause of concern in respect of mother and child-health in the country. According to Dr Prema Ramachandran, Adviser (Health), Planning Commission, a majority of the child-bearing women in the poorer households, who subsist on 1200-1800 calories a day, are left with a mere 800 calories a day after lactation. As a result, their weight

goes down by about two kilograms each month. (TOI, 26 December 1996). Although women in poor households are contributing significantly to family income, they are in a disadvantaged situation as their rights to access to minimum basic amenities, health facilities, credit needs, and to land and tenure are often ignored. Without these rights they are often unable to protect their children from vulnerable situations.

Government Response to Child's Needs

Since Independence, various programmes and policies have been adopted by the Government to protect the life of children by giving them better education, nutrition and health facilities. In addition to various urban poverty alleviation programmes, other specific schemes which have been launched keeping in view the special needs of children and their mothers cover urban poor children as well. The ICDS, Universal Immunisation and different nutrition supplement programmes are initiatives which are also intended to cater to the urban poor children and women. Some of the major urban poverty alleviation programmes include Environmental Improvement of Urban Slums (EIUS), Urban Basic Services for the Poor (UBSP), Nehru Rozgar Yojana (NRY) and Low Cost Sanitation programmes (LCS). The most recent addition is the Prime Minister's Integrated Urban Poverty Eradication Programme (PMIUPEP) and the National Slum Improvement programme, announced in 1996.

However, various assessments have shown that many of the sector specific programmes as well as poverty programmes are not reaching the target groups as intended. Health, education, and living conditions of children living in poor localities, slums and shanties are in urgent need of review. The children who live on the streets are among the most deprived in terms of health care, nutrition and educational services.

Despite the provision of various regulations, the government has not been able to contain the employment of child labour in hazardous industries. Even the judiciary has expressed serious concern about the state of the poor working children in the country who include urban working children as well. The recent Supreme Court directive to the employers of child labour in hazardous industries for setting up a corpus fund of Rs.25,000 and to pay Rs.20,000/- as compensation for violation

of the Child Labour (prohibition and regulation) Act, 1986, is an eye-opener. Many of the urban poor children who are working in disadvantaged situation may look for some reprieve after this directive of the apex court.

Some of the lacunae in the implementation of the social sector programmes highlighted in the Draft Approach Paper to the Ninth Plan are relevant to the urban programmes and child development programmes as well. A review of 110 projects across nine sectors by the Planning Commission shows that time and cost overruns, lack of information for proper identification of target groups, leading to defective programme design and targeting the same group by too many similar programmes jeopardise effective implementation of the social development programmes. The Commission notes that resources are thinly spread and the impact of some of the programmes on beneficiaries is limited.

At the local level, the urban local bodies which are expected to provide basic services to the urban households, including the urban poor, have likewise not been able to cover all urban dwellers for various reasons. They may also not have adequate resources to provide basic amenities and social services to the rapidly growing city population on an equitable basis. They may not have human resources and expertise to plan, implement and coordinate social sector programmes to ensure that they reach all urban residents. In some cases, they may even be insensitive to the problem.

Role of NGOs, Community Based Organisations(CBOs) and Private Sector

It is now being increasingly recognised that there is a need for concerted action in reaching in a sustainable manner the poor and vulnerable, especially the disadvantaged children and women. There are some excellent and innovative examples of cooperation between the government agencies and NGOs in areas like shelter upgradation, slum improvement, education, health and community development in poor urban neighbourhoods. While many of these efforts are extremely localised and sometimes externally induced, they may be devoid of any local participation, which restricts their replicability and sustainability in the long run. There are other examples which are modelled in such a way that their sustainability is built within the community structure. The slum networking model in Indore, Baroda and Ahmedabad, Self Employed Women's Association(SEWA)

Bank for the poor, Society for Promoting Area Resource Centre's(SPARC)work with women pavement dwellers and Exnora's attempt in garbage management with community initiatives are promising ventures. Kerala's experience of Community Development Societies(CDS) and networking with private hospitals for providing health services to the poor also provides important examples of innovative experience. Mobile creches which target a very vulnerable group – the "moving" population of construction workers in Delhi, Pune and Bombay, is another notable illustration of this community inbuilt model.

Commitments to Rights of the Child

In recent years there has been a serious rethinking on the future of children internationally and on the home front. Children's rights have been acknowledged in many of the human rights instruments. The Convention of the Rights of the Child(CRC) adopted by the United Nations in 1989 and ratified by 187 nations including India by September 1996, recognises that children have the full spectrum of rights enjoyed by the adults: civil, political, social, cultural and economic. The Convention protects children's right to survive and develop to their full potential, and its provisions also affirm children's right to the highest attainable standards of health care. They have the right to be registered immediately after birth and to have a name and nationality, a right to play and to protection from all forms of sexual exploitation and abuse. Article 32 of the Convention recognises children's right to be protected from the work that threatens their health, education or development.

The Habitat II Agenda reaffirms the relevance of the Convention on the Rights of the Child. In the Agenda it is accepted that the survival and healthy development of children is dependent upon their access to services and facilities and these should form an integral part of their habitat. In addition to water, sanitation, lighting and fuel, children need safe areas to live and play, access to health care, education, child care etc. The well-being of the child has been officially accepted as a monitoring indicator for the Habitat II's Global Plan of Action.

Recent initiatives by the Government of India also suggest that high priority is being accorded to the critical issue of well-being of children. The National Plan for Children (1992) lists specific time-bound targets which are also incorporated in

the national programmes in the health, nutrition and education sectors. The National Plan of Action (NPA) for Habitat II also shows special concern for urban poor children in terms of shelter, protection and development.

Issues for Consideration

In the above context some of the issues which need close scrutiny are as follows:

1. What are the reasons for low achievements of the programmes amongst the urban poor: are the current strategies not comprehensive or appropriately adapted in the urban poor context? Do the current strategies not fully target the urban poor (including unauthorized colonies and street families/children)? What are the reasons that the current strategies are not fully implemented? Have current programmes for the urban poor (or those regular programmes meant to also serve the urban poor) been assessed, including stakeholder feedback? Are there legal or administrative barriers to enhancing services for the urban poorest? How are the urban poor defined and identified for specific interventions (Is the income criteria the only applicable indicator)? How do sectors determine community needs, i.e. through community-based plans, surveys, data from existing sources? What are the most effective approaches?
2. That it is necessary to see whether the present national and sector-specific policies and programmes and their implementation strategies are sufficient to attain the commitments in the CRC, which the Government of India has ratified and which have been reinforced in the other country documents like NPA for Habitat II, National Policy on Children and the National Plan for children. What legal and policy-level interventions are necessary in future?

As the CRC provides for most of the national goals such as rights of children and their families, in what ways does this influence the delivery and monitoring of the programmes and services and their adjustment to changing conditions? What legal actions on the basis of the Rights are necessary to check their violation?

3. Is the current data base, both national systems and sector specific, providing in a systematic manner patterns with respect to the urban poor? From surveys done, it is clear that the great intra-urban disparity continues to be masked when only urban averages are recorded. What more needs to be done?
4. Non-government organisations provide in many cities services to the urban poor that might otherwise not reach them through current government systems. In some cases, their systems are innovative and perhaps replicable on a wider scale. What are these examples and how has the government responded to them? What are the special roles best suited to the NGO sector? What are the administrative or other problems associated with NGO collaboration? What needs to be done to create an alliance for children in the cities through partnerships?
5. What systems of community mobilisation are underway and what has been their impact on ensuring children's rights, women's rights, basic services, etc. on a sustainable basis for the poor? How can systems for convergence of the actions of the government and non-government sectors at the local level be worked out and promoted to avoid duplication and wastage of resources?

What are the ways and means to involve the community and especially women in improving their communities? What is the sector experience? What has been the linkage to the UBSP community and neighbourhood systems or other similar CBO approaches towards better targeting and reaching the urban poor?

6. What type of capacity building at local government, non-government, private sector and community level is required for better managing of the cities and especially reaching the urban poor children and women within a stipulated time-frame. What needs to be done at all levels: management, monitoring, training for new roles or new ways to perform existing roles? Is there a need for a set of easily monitorable indicators for all cities to assess change/progress on selected child indicators?

7. It is well known that the private sector plays an important role in providing services to the urban poor in health, education, pre-primary education, child care, sale of commodities, etc. However, this is costly for the poor, which may result in discrimination in who gets the service in the family (i.e. women and girls less than boys). In what other ways can the private sector be mobilized to reduce the costs of their services for the poor? How can the private sector become a partner in development rather than just a provider of welfare?
8. Various bilateral and multilateral donor agencies have for quite a long time been contributing financially and through manpower development in social development sectors, including education, health, basic amenities, etc. for children and women. What are the lessons to be learned from their experience in reaching the urban poor in terms of strategies, systems, innovation, costs, etc.? What should be their future strategies to converge the activities at the grassroots level to avoid duplication?
9. Besides reservation of seats for women in urban local bodies, what else is necessary for truly empowering them to have enhanced role in decision making in plans and programmes which influence their own and their children's lives? What legal and economic policy responses are necessary?
10. What will be the future role of urban local bodies (ULBs) in providing services specifically for the poor children and women? What type of institutional upgradation and capacity building of municipalities are needed for undertaking such responsibilities? What should be the role of ULBs and other responsible sectors in tackling cases of violation of basic rights of children in cities – such as child prostitution, child labour in hazardous conditions, child abuse within a family etc.?

In the 74th Constitutional Amendment Act(74th CAA) 1992, Twelfth Schedule is not as specific as the Eleventh Schedule of the 73rd Constitution Amendment. What should be the role of the newly elected urban local bodies(ULBs) towards achieving the sector goals, especially those pertaining to the urban poor? How does it vary from that of the state in implementation? What needs to be done to better enable the ULBs to plan and coordinate programmes and services ensuring equitable distribution and

necessary adaptation of programmes to better reach the urban poor? What are the mechanisms for district/municipal systems linkages, especially in million plus cities? Is there a difference in other Class I cities?

11. There is a feeling among many that the urban poor are creating so many problems in the city, without appreciating that they provide the cheap labour which makes urban living comfortable or bearable, and that in fact they do solve many of their own problems directly, such as housing. Is it necessary to develop a spirit of civic pride and action towards making cities better by working together by all partners? How could this be done: how could this benefit the urban poor child?
12. Children are important stakeholders, especially as they will be inheriting the actions we take now in a few years. How can children of all groups in the city become involved in working together for better cities for all children?
13. As a partner with national, state, local governments and with a wide range of experiences during the past two decades, what should be the UNICEF's strategies and plans of action in the next five years, which will coincide with the Ninth Five Year Plan, and how can the UNICEF resources be best utilised towards better targetting and reaching the urban poor and disadvantaged child in a sustainable manner by attaining the CRC and NPA goals?
14. Other considerations.

2. UNICEF Cooperation in the Urban Sector

UNICEF, New Delhi

Goals of UNICEF Collaboration:

UNICEF has worked with the Government of India for over 47 years, focussing on improving the situation of the child. Over the years this cooperation has taken many forms: support during emergencies, strengthening of national capacity in areas of health, education, water, sanitation; developing and testing of new approaches such as the Integrated Child Development Services (ICDS), applied nutrition, urban community development and urban basic services, to give a few examples. Currently, the GOI has ratified the Convention on the Rights of the Child (CRC), which now provides a new imperative in its responsibilities to children, based on Rights rather than a "welfare" approach. The government has also endorsed as part of its commitment to the World Summit on Children, a set of national goals for child development to be achieved by 2001. In the urban context, the National Plan of Action for Habitat II clearly refers to the needs of children and women in settlement planning and for sustainable settlements. However, recent data collected specifically in urban poor communities throughout the country, shows that the coverage amongst the urban poor for many of the social sector indicators is poor (Refer Annexure I).

UNICEF Cooperation:

UNICEF has provided support in the urban context through the following types of initiatives:

- Urban Poverty Alleviation: Community development and Women's empowerment through the UBSP strategy.
- Sector Specific Programmes: Health, Primary Education, Nutrition, ICDS, Social Welfare, Child Labour and Others.

a) **Urban Poverty Alleviation, Urban Community Development focus (UBSP):**

UNICEF has provided support to a wide range of urban community development approaches over the years, currently reflected under support to the Ministry of Urban Affairs and Employment's (MOUAE) Urban Poverty Alleviation (UPA) Programme of Urban Basic Services for the Poor which has as its objectives the mobilization and empowerment of urban poor women towards achieving national social sector goals, including those of the National Plan of Action (NPA) for Children, through a process of convergence with other sector programmes and partnership with urban local bodies, NGOs and others. The UBSP is national in scope, with UNICEF support limited to 16 states (largest states) for training, management information system (MIS) communications and other information materials; documentation; innovative activities, etc. Approximately 250 Class 1 cities are covered (others are covered under the Prime Minister's Integrated Urban Poverty Eradication Programme (PMIUPEP) with some UNICEF support in training), with around 30 cities more intensely supported towards universal coverage of the urban poor through city plans of action and convergence with other government services, including health, education, public distribution system (PDS), ICDS, etc. Enhancing the capacities of state, city and especially women leaders through training, participatory learning action (PLA) and follow-up planning is another UNICEF's support measure. An extensive network of women leaders and groups has been formed. An estimated 100,000 women leaders, Resident Community Volunteers (RCVs) and up to 10000 neighbourhood groups or societies at ward or city level are available who are involved in planning and action in differing ways. Through UNICEF cooperation many of these groups have been trained in Thrift and Credit management, an activity now integral to the UBSP-Government system. However, in spite of this network, the Scheme covers only around 16% of the urban poor. In many states, unauthorized settlements or street families may be excluded although the government guidelines provide for their inclusion. Though many active women's groups have been formed under UBSP, sectoral systems have not yet responded or taken advantage of these groups for enhancing or sustaining programme delivery. Lastly, through the state training and planning systems established as part of UBSP from 1993, training of elected representatives, especially women, on the rights of the poor, including children and

women and the responsibilities of elected officials towards meeting these rights has been undertaken. However, many urban local bodies are weak, especially in the planning and implementation of urban poverty and social sector programmes.

b) **Sector Programmes:**

i. *Health:*

UNICEF support has focused on strengthening basic maternal and child health services nationwide through such schemes as Child Survival and Safe Motherhood (CSSM) and now Reproductive and Child Health (RCH). However, there has been a rural Primary Health Centre (PHC) bias. Since 1995, demonstration healthy city planning activities have been supported in two states (Gujarat and Maharashtra) and 10 cities towards better rationalization of existing resources. Under the new RCH programme, planning of activities and services based on community needs is also emerging. The Ministry of Health and Family Welfare's guidelines to prepare plans of action for RCH through a target free approach in urban areas with post-partum centres to meet the client needs of the most needy population of the town and commensurate to the professional expertise of existing staff, are a good step to better reach the urban poor. Pulse polio campaigns have ensured that urban poor communities are targeted, with good results seen in 18 out of the 23 million plus cities. Involvement of urban hospitals and Indian Academy of Pediatrics in polio surveillance during 1996 was achieved. It is hoped that the foci of polio in urban poor pockets will be identified and it would lead to actions to achieve polio eradication in the cities. In Kerala through the UBSP systems, linkage of private hospitals to community societies has been tried out, as a response to the importance of the private sector in reaching the urban poor. Community health workers/volunteers (community financed) have been tried out in Andhra Pradesh and Orissa. Through the production of a wide range of communications materials on health themes, these may also find their way to urban poor communities. However, the low coverage of most health indicators in the attached MICS summary (Annexure I) clearly points to the challenge ahead.

ii. *Primary education:*

Data in various studies (MODE, MICS) shows high enrolments among the urban poor, but also high dropout rates among them, especially those attending municipal schools. UNICEF support in primary education towards the goal of Universal Primary Education (UPE) has focussed attention in rural areas (district planning); upgrading the primary school programme beginning from Class I, teacher motivation through training and enhancing quality through the Minimum Learning Levels (MLL) and Joyful learning, which provide scope for community planning and action. While the thrust has been rural, some innovations in the cities have also come up which include: Education Trust towards UPE, MLL and quality education in Bombay; "joyful learning" and "micro community level planning" in urban areas (Gujarat/Madhya Pradesh); and "joyful learning" as part of city action plans in Calcutta and Delhi. In association with UBSP systems of bottom up planning, in several states new schools have come up (i.e. Haryana, Rajasthan) or existing schools enlarged (Uttar Pradesh), based on community needs. UBSP may need to shift its current emphasis on non-formal education (NFE) to UPE and other national policy priorities.

iii. *ICDS/ECE:*

Current ICDS urban coverage is very low (less than 5% of urban poor targeted) but expansion plans are in the process which would at least double the coverage by the end of 1997. UNICEF has provided support for promoting community based innovative approaches to child care and development, training, supplies and monitoring together with World Bank or other donors. The new women and child development project in 5 states (with World Bank assistance) incorporates new approaches to reach unreached urban poor groups. As part of healthy city planning experiments in two states (Gujarat and Maharashtra), linkages with ICDS systems are underway for better outreach and coverage, including joint training of ICDS, ANMs and UBSP staff in Maharashtra. These initiatives focus on networking and reprioritising available health and child care resources in the private and government sectors, including private practitioners, medical college hospitals, municipal corporation "balwadis" to focus on preventing malnutrition and promoting healthy child development. A recent paper prepared on urban ICDS notes that in cities adaptations are also required, i.e. norms to be adapted for congested urban

areas as well as programme content and focus and even selection of staff. Where ICDS is not available, its package of activities may be available with different elements possibly provided by UBSP "balwadis" or NGO programmes. Joint initiatives with National Council for Educational Research and Training (NCERT) and National Institute of Urban Affairs (NIUA) are exploring new ways of addressing the pressures on the pre-school child in urban areas, emanating from the school system, promoting the concept of the joyful play/learning continuum across the young children's life.

iv. *Water/Sanitation:*

UNICEF support over the years has been in rural areas, including remote areas and areas with technical difficulties. Since 1995, UNICEF has supported some demonstration activities in cities, i.e. Baroda (Slum Networking) and others in Chennai and Maheshtala (West Bengal) for improved home and community environments. Through UBSP networks, some experimentation in community management of water systems, motivation efforts towards individual latrines, accessing whatever government subsidies are available, hygiene education have been encouraged. User feedback on Environmental Improvement of Urban Slums (EIUS) supported community latrine facilities has indicated that these are poorly maintained and are not necessarily meeting the needs of women and children.

v. *Children in Difficult Circumstances:*

UNICEF has provided support for networking among NGOs working with street children and in the fields of advocacy and awareness creation on the problem of child prostitution, advocacy for positive police support and other positive actions in the Juvenile Justice (JJ) Act, advocacy and publicity related to the eradication of child labour and selective support towards implementation of appropriate strategies in such cities as Ferozabad, Sivkasi, etc.

vi. *Planning and Monitoring:*

Most national data have not been disaggregated in the urban context. The extent of intra-urban disparities in the social sector may be evident only through selected micro-studies. Since 1995, UNICEF has supported the collection of indicative data

by launching multi-indicator cluster surveys(MICS) in urban poor communities, towards the NPA Goals for children. The data currently available are shown in Annex I. This has resulted in states undertaking state level review and action.

vii. *Communications:*

Many informative materials on the situation of children, sectoral messages, etc. have been produced together with the Government. In some sectors, notably nutrition, media advisories have targetted the issue of supporting breastfeeding of babies as part of the cooperation with the largely urban based Baby Friendly Hospital Initiative(BFHI). Advocacy materials targetting television audiences e.g. spots on health, girl child etc. also reach urban audiences. A cartoon series, "Meena" produced by UNICEF, highlights issues concerning the girl child, and although there are no specific episodes on the urban situation, the series is being used in urban areas through NGOs and has proved effective.

viii. *NGOs and other partnerships:*

NGOs have been involved in the design of materials, studies, evaluations, and programme support in cities through UBSP and sector initiatives. A review of the NGOs' role towards reaching the urban poor in partnerships with communities and ULBs may help work towards enhancing their coverage and impact. Important lessons for national programmes and strategies may also emerge.

Summary:

UNICEF support, while available in a wide range of sectors has not as yet come to grips with the multi-faceted nature of urban poverty and its manifestations which are having a negative effect on children and their families. As we embark upon a new cooperative agreement with the Government, we seek the views of both the Government and other experts on ways and means to build upon past experience and our limited resources towards supporting national efforts to achieve child rights for all children, including those of the urban poor, in an affordable and sustainable manner. This is the part of the global mandate of UNICEF.

CHAPTER II

The Inaugural Session

Mr Gordon Alexander, Acting UNICEF Representative, India Country Office, in his opening remarks welcomed the participants to the one-day meeting to share their experiences towards reaching more effectively the urban disadvantaged child in India, especially those children living in illegal settlements, on the streets, those living in peri-urban areas or in legalized slums or resettlement colonies and other situations of poverty or discrimination. As India has signed the Convention on the Rights of the Child, it now faces an imperative for action which may not have been the case earlier and which offers new challenges to the government, NGOs, social activists, the UN and other aid agencies and UNICEF, especially within the context of the Ninth Five Year Plan.

The situation of urban children, who live in varying conditions of impoverishment, may be more serious than earlier considered to be. This is partly due to the lack of intra-urban disaggregated data. For example, infant mortality data for Delhi, for the city as a whole, shows an IMR of around 30 per 1000 live-births; but studies in urban poor clusters of Delhi shows an IMR at over 100 per thousand live-births. National IMR rates are on the decline but cities are not showing this downward trend. Data from a series of UNICEF supported studies in 12 states and over 14,428 households in communities classified as urban slums found unsatisfactory immunization coverage among children, poor coverage of women for the ante-natal package of services, extremely poor environmental conditions, high malnutrition, unsatisfactory primary school attendance and completion among the households surveyed. Data analysed from the NSS showed highest malnutrition rates in cities among children in families practising open defecation. These issues relate to fulfilment of basic rights for children for their survival and sound development.



There is, however, another set of Rights termed "protection rights" which cover a wide range of situations: children without families (or care of the family), neglected and abused children, child prostitution, child labour, children in conflict with the law, etc. These issues require a different type of planning and intervention, both on the preventive and rehabilitation fronts.

Cities in India are as diverse as its regions and states. Such diversity goes down even to the community level. Slums and poor neighbourhoods are rarely homogenous, with residents coming from different states and different religious and cultural backgrounds. Among poor communities, differences based on "legality of tenure" conditions will be found. Research shows that even though services such as health centres or hospitals are available they are not used due to factors of social access, timings, poor quality or unfriendly treatment. Schools may be available, but of poor quality. Fair price shops are available, but not necessarily convenient to the populations to be served or with timings appropriate. Planning to meet the needs of children in such areas requires flexible, decentralized systems, addressing these circumstances through both immediate and longer-term measures.

Another critical theme is the close association between child rights and women rights. Violence within the family directed at women (and children) is a theme which needs more thoughtful and supportive response in all situations. Other social problems such as alcoholism, substance abuse etc. likewise need to be considered if we aim to reach children more comprehensively.

We also need to consider the images we have of the urban poor. Are these always negative? Do we see them as a liability or a threat? Can we view them as they are, assets which can be built upon to improve the conditions in the cities?

Dr Alexander concluded with a note of hope and expectation that the meeting would be considered as a "brain-storming" of ideas, representing the diverse and broad experiences present in the meeting. He said that in addition to what more needs to be done for urban children and the means to this end, what is important is to consider how this can be monitored, by families and communities directly as well as at city level. It is also needed to understand how rights, including protective rights, can be monitored over time. The Consultation will explore the range of partnerships and the facilitating environment required to work towards reaching all

children in the cities more effectively and also will explore ideas on what UNICEF could specifically do towards contributing to national efforts for Rights realization for all children.

Ms. Sarala Gopalan in her inaugural speech, dealt with various problems related to reaching the urban disadvantaged child and emphasised the need for cooperation between government and non-government sectors, community and society at large towards achieving the goal of child rights. She said that the thrust of the government programmes was on the rural areas as it was perceived that all the problems of India were more in the villages. But now it is observed that a lot of the problems have moved from rural to the urban areas and it could be that we were not very careful in these last 25-30 years and the problems have been allowed to become very severe and poverty has been allowed to grow in the urban areas. The poor have not been taken care of by providing basic infrastructure, with the result that today the urban problems seemed to be much more difficult to handle and much more expensive to tackle than the problems in the rural areas, even though the population living in the rural areas is much larger. Against this background, she hoped that we apply our minds on why things have happened the way they have and what kind of strategies need to be evolved for making optimal use of the available resources.

Referring to the confusing signals from people about role specification for government and non-government sectors in social development, Ms. Gopalan said that either the government is being attacked or the government is finding fault with the people with whom it has to work, particularly NGOs. On the one hand, it is true that the NGOs are the best agency to work within the community because of their accessibility and flexibility and also good understanding of the problems and capability to find solutions, on the other hand, the government perceives that it can plan and allocate resources better and change situations by a directive or an order. The reality is somewhere between these two perceptions, because the NGOs do not always have all the resources that are required and the government functionaries do not always have the spirit that is needed to discharge various functions. She said that it is not one agency or persons who can be held responsible for this present state of the urban poor child, it is the parents, the government, the NGOs and the entire society.

Ms. Gopalan emphasised on the need for a balanced approach towards child's development. While a child should not be deprived of the emotional environment and the physical facilities it requires to grow into a well - developed personality, it is equally important not to spoil it by giving things that ought not be given or exposing it to situations it ought not to be exposed to. Although striking this balance is not very easy, the strategies to strike it have to be found. A child needs to be recognised as an individual who has to grow with full freedom with joy, so that it can be a complete individual. For this the entire mindset and varying perceptions about the child need to be changed. On the one hand, the child has been looked at as the future guardian of the family and on the other it has been looked at as a liability and in a third situation the child is needed to provide more hands to work. It is argued by some people that if you have more children you will have less poverty because every child works and brings some income and thus they put forth an argument against the small family norm. On the other side, the emphasis is on the small family norm and on use of resources more optimally for providing a conducive environment for the child's development. She said that in this tricky situation, we have to see how best we can make use of this human resource by developing it properly and giving it all the rights.

Commenting upon the slow progress of ICDS Ms. Gopalan said that the scheme took more than 20 years to cover the whole country. There are another thousand odd blocks to be covered and may be it would take a whole quarter century to reach every child in this country.

Regarding compulsory education for children, she highlighted the momentous judgement of the Supreme Court which has made it mandatory on all the governments to see that children in their tender years are in school and not in the work place. It is a real big landmark in our social development process, she said. But how to achieve this objective as it is easy to mandate but difficult to implement. First, there are not many good schools. By 'good schools' she meant not only big building, good teachers and lessons but a combination of all these. Second, there is this attitude among poor people, "what is the point of sending the child to school. Without going to school my son will earn a livelihood. By sending the child to school I will make him unemployable, he will have no skill". We have not yet identified that ideal school which would build the capacity in the child to become a good worker who, when grown up, can earn a decent income.

Highlighting the total neglect of the early child care and prevention of disabilities, Ms. Gopalan said that it is not the poverty alone, but a lack of awareness and information among the people which worsens the situation. A whole range of disabilities like low birth weight, night blindness, anaemia etc. could be prevented if there is the right kind of feeding at the right age. She said that in this country today we really have to pierce through the minds of the people by giving them a lot of knowledge and information and a large member of NGOs would be required to do this job. She emphasised that a very strong partnership between government and the NGOs and the community needs to be built. It has not to be a "controlled raj" but a vigilant community that would find out the truant workers who are not at their post at the time they ought to be and not delivering the services they are expected to deliver. Only such a self-correcting community can improve the quality of services.

Ms. Gopalan emphasised that the problems like those of child labour, street children, disabilities may be inevitable to some extent and one has to concentrate on finding solutions for them, but emphasis should equally be placed on prevention of the causes which give rise to them. We have to exercise our minds to bring out very durable strategies that can prevent these things from happening. We have to mount vigilance in the society to see that they do not happen. She felt that in our value system, penalty for these kind of actions has to be increased so that we try to save children against these crimes through fear of punishment.

Ms. Gopalan concluded with the message that the onerous task for the community is to see that the spirit of the laws, the spirit of the courts, the value system in the society is established so that we do not have to fear a policeman but the conscience within us, that can bring greater quality into all that we are doing.

CHAPTER III

Theme Presentations

1. Achieving Child Rights: A Social Sector Perspective

S.K. Guha

UNIFEM, New Delhi

Urbanization in India is perhaps one of the most dramatic transformations over the last two decades. During 1981-91, the decadal urban growth was 36 percent vis-a-vis the rural growth of 19 percent. For 1991-2001, the decadal growth figures are projected at 41 percent and 11 percent for urban and rural areas respectively. In other words the urban population is growing at almost four times that of rural areas. Although the present share of urban population is 28 percent, by 2001 it is likely to rise to 31 percent and by 2011 to 40 percent. In absolute terms this is a very large urban population. Within the span of a single decade we might emerge as the country with the world's largest urban population.

What is ironic, however, is that this drama has gone almost unnoticed not only by our political leadership but by our civil service and intelligentsia who largely live, work and pontificate from within urban confines. In a certain sense the debate over urban bias started by Michael Lipton in the 70's went overboard in India. The entire focus of our anti poverty and basic needs programmes was on the rural areas. There were, of course, valid reasons for such a focus. Over 80 percent of India's population was in rural areas. In this maze the urban disadvantaged child was forgotten.

This has also been the case at the global level. Within the development debate, urban development got a back seat. Further, basic issues of home and hearth and care and livelihood got lost in brick and mortar, housing and transportation. The only social issue which got some prominence within the somewhat marginalized urban issues was population control and family planning. This has been the situation till very recently. In fact, Habitat II would have also

gone the same way but for the determination of some NGOs, international agencies, particularly UNICEF and governments, and most importantly, the force of conviction and commitment carried by the Convention on the Rights of the Child.

By and large programmes for poverty alleviation, both social and economic, have been designed and delivered towards the rural poor. The true nature of urban poverty has not been understood. For instance, there has been desultory and blind replication of rural employment generation schemes in urban settings with very little success. What has been missed out is that unlike rural areas, the urban poor is generally employed or self-employed and that, too, in the urban informal sector. The problem, however is that almost the whole of the informal sector is outside the pale of law or organised structures. Nearly 93 percent of the labour force comprising roughly 290 million, comes under the informal sector. The present share of self employment is over 46.5 percent. Although the informal sector plays a crucial role in keeping the wheels of industry moving and provides various essential services, there is no legal sanction or even physical space for such activities in urban areas.

According to the estimates of the Expert Committee (Lakdawala Committee, 1993), accepted by the Planning Commission the incidence of urban poverty is 33 percent while rural poverty is 37 percent. The picture across states is that in more urbanized states urban poverty is higher than rural poverty. Unlike in rural areas, people in the urban areas are without any fall back situation or informal social support networks. The ravages of urban poverty are therefore harsher.

Women and children comprise two-thirds of the urban poor. A less adverse sex ratio among the urban poor is indicative of the fact that more women and girls are in poverty in urban areas than males. Twenty five to thirty percent of the families are female headed. Urban migrant families pushed to the city because of poverty and unemployment have no legal access to house sites or, as mentioned earlier, sites for carrying their petty businesses and services. These families are, therefore, criminalized by the very processes of subsistence in urban areas. The greatest casualty in this insecure, uncertain and hostile world is childhood.

The latest National Family Health Survey (NFHS) data of 1992 show that among the urban poor the percentage of underweight children (i.e., percentage of children more than two standard deviations below the median of the International Reference Population) ranges from 39.4 percent in Goa, 47.3 percent in Haryana and 58.9 percent in Maharashtra to 63.3 percent in Karnataka and 67.7 percent in Uttar Pradesh as against corresponding figures of 36.6 percent, 39.4 percent, 59.1 percent, 57.3 percent and 60.1 percent for the rural population.

According to a survey of Urban Basic Services for the Poor (UBSP) covered slums in India funded by UNICEF, the levels of literacy of these areas were much lower than the city level figures. A large proportion of girls get married before they are 18 years of age. About 30 to 40 percent have no access to ration cards. By and large it is seen that the free services of the government health institutions do not reach those who need them most. Immunization coverage was found to vary from 28 percent in Maharashtra and West Bengal to 81 percent in Tamil Nadu.

In the field of education, studies, including those by NSS and other household surveys, show that despite willingness to send children to school even by paying if necessary, there is a large incidence of children not going to school (59 percent and 49 percent enrolment in West Bengal and Bihar, as against 95.2 percent in Kerala and overall enrolment rate of 72 percent; sex differential in enrolment is also significant). The quality of education and performance of primary schools are found to be unattractive to even poor families having motivation to send their children to school. Poverty, i.e., inability to pay does not seem to be the major contributing factor.

A general concern for urban India is the gap between the demand and supply of basic services and infrastructure and the inadequate urban management response. For instance, if we look at the Integrated Child Development Services (ICDS) scheme, as against a total number of 5320 ICDS projects sanctioned in rural areas with an average of 148 anganwadis in each, there are only 310 ICDS projects (for every slum with 50,000 population size) in urban areas with only 50 anganwadis in each. The current norm is that for every thousand population there should be one anganwadi whether in rural or urban areas. On an average, an universe of 1000 population would have about 160 children below 6 years, one third of whom would be from families below poverty line i.e., 50-55 children which is an

optimum number for each anganwadi. For urban slums which ICDS projects are meant to serve, the entire 1000 population served by an anganwadi would normally comprise people below poverty line (though for the metro cities this may not be true). Therefore, at least 160 children would have to be catered to by one anganwadi. The inadequacy of the response is clear. Even within this poor service coverage, the UBSP survey reveals that while 25 percent of the moderately malnourished children received some supplementary nutrition, only 11.6 percent of the severely malnourished received such services.

In so far as the urban management response is concerned, municipal services are always found to be the least availed even by the poor. The only exception perhaps are the municipal schools. Whether it is immunization or small ailments, public hospitals and private clinics have been found to be preferred to public services. Most urban local bodies today have poor financial condition and excess staff and are riddled with corruption. In any case most of their time is taken up by the non slum areas of the cities. With the multiplicity of agencies one of the major challenges today is the convergence of various social and economic services. The local bodies are administratively too weak to effect such convergence.

Water supply is another critical area. Micro level studies indicate a very low access of urban slums to potable water (less than 46 percent at times). The high level of water pollution due to poor waste disposal and drainage is another related concern. There are studies to show that the maximum advantage of subsidized water supply (as well as subsidized PDS) are cornered by the higher income groups, particularly the burgeoning middle class.

While child labour does exist, there are studies showing that a high percentage of children in urban slums remain idle and do nothing. These are the ones most prone to become street children (may or may not be without family support at the initial stages), run-away children, delinquents, drug addicts, child workers, child prostitutes and children in conflict with law.

Violence is a way of life in many urban slums. According to the Government's National Report for the Habitat II conference, the police forces in mega and metro cities have come under severe pressure by a wave of criminality which can be traced to the vulnerability of rapidly expanding cities.

Air pollution is also rapidly rising with the increase of vehicular traffic, congested streets, fuel burning etc. High levels of noise pollution compound the situation.

Whether it is the lack of security of tenure or environmental pollution or violence or traffic hazards or crime or economic exploitation or sexual exploitation, it is women and children who bear the brunt.

A peculiar problem with the urban poor is that very often their problems get masked in data and statistics. Urban averages with respect to social and economic indicators tend to be better than the rural ones, making a case for more attention to rural areas. What happens is that in the absence of a disaggregated data (disaggregated by income, or zones) it is not possible to capture the dimensions of poverty and deprivation in urban areas. In fact, as most of the slums are "unauthorized" these do not even get counted and their children not even acknowledged. Information on slums, authorized or unauthorized, is quite sketchy as it is. Provisions for adequate housing space, recreation or child entertainment are almost unheard.

The resulting reality in the vision of the child is as far as can be from the setting of a caring family supported by a caring community, government and civil society. The urban poor child under severe social, economic, environmental and psychological pressures, offers the greatest challenge to communities, local and state governments, the Government of India, NGOs, the private sector, the religious leaders, the media, women's and youth organizations and civil society at large. These children remind us that economic growth has not given them prosperity; that they have been the victims of discrimination; that the situations of such stark inequity can cause anger and discontent; and that the rights of the most powerless have been neglected. Although there have been many dramatic improvements in enrolment, in IMR, in health and in food security in the country in general, the urban poor and the children and women in particular among them have been missed out. Therefore, it can not be business as usual. There has to be a change in the way we have gone about tackling poverty and social infrastructure and child development.

The Convention on the Rights of the Child (CRC), which India has ratified, offers a framework and a moral imperative to redress this gargantuan omission. It is a banner for ensuring equity for those missed by the essential safety nets, not as acts of charity but as fundamental rights of every child. The time is now most appropriate for making that determined push that would ensure all children all their rights, a vision long cherished but yet to be attained. We need to reorient our programmes and priorities in keeping with the fundamental principles of the Convention: viz., non discrimination, all rights for all children, best interests of the child and the interdependence and indivisibility of rights (whether social, economic, civil, cultural or political). Within this human rights framework, the Convention sets out its vision of full and harmonious development of every child in a caring family and social environment, through the different articles relating to survival, development protection and participation (in accordance with the evolving capabilities of children). Children are born with these rights: there are entitlements which children can claim from the family, the state and other key actors whose responses can be in terms of time, financial resources, legislation, regulation, enforcement and advocacy etc. These rights are *ipso facto* cross sectoral and interdisciplinary. Like all human rights they are timeless and borderless.

The implications of this "right" based approach, as opposed to the need-based approach (wherein the urban child was all but forgotten), are many. We must start with situation analysis taking each of the CRC articles and determining the constraints which exist in the way of their realization. We must involve the community and children themselves in this analysis. The emphasis should be on disaggregation (by income, gender, caste, etc.), transparency, advocacy, and involvement of various public and private sector partners and the process should be interdisciplinary and participatory in nature. Monitoring mechanisms need to be set up at local and national levels with wide mandates. Specially vulnerable groups within the urban poor children will have to be focussed on viz., children with disabilities, adolescent girls, children in conflict with law, street children, children without family support, children of unwed mothers etc.

Resource allocations, programme norms and delivery mechanisms will have to be rethought in the light of such a "rights" approach. For instance, the ICDS norms for urban slums will have to be changed so that anganwadis can cater to all children of slums in the age group of 0-6. The earlier practice of funding the cost of

health services in the urban projects under the ICDS itself may have to be disseminated in the urban slums, among municipal leaders and functionaries along with gender sensitization. The whole question of security of tenure will have to be re-examined from the aspect of best interests of the child as the home is where children spend most time and learn and play. Access to resources and income earning opportunities will have to be ensured for the families so that they can provide for the children. The informal sector will, therefore, have to be recognized, given space, technology and other support. The Juvenile Justice Act may have to be looked into. The age of sexual consent and criminality may have to be reviewed. One can go on listing. That would probably be beyond the scope of this paper. The essential which needs to be made is that we must reckon with the reality of rapid urbanization and transform our approach in the social services as far as children are concerned from expansion of services delivery to a more focussed approach to ensure that the rights of children hitherto unreached are realized.

2. Child Friendly Habitat and Safe Environment

Minar Pimple, YUVA, Mumbai

A lot of work around the issue of Child Friendly Habitat and Safe Environment has been done in the context of the Habitat II which took place in Istanbul in June 1996. Rather in history of YUVA's work, we started articulating in 1991 on housing vis-a-vis children, especially with our work with street children and were trying to look at the issue of street children in terms of the denial of rights to housing. This subject was given a great fillip during the Habitat II process. YUVA launched a major working group from the preparatory committee in Nairobi to start the whole issue of including the Children's agenda in the Habitat II. YUVA participated in the expert group meeting organised by UNICEF in New York on this issue. Plan International organised a follow-up meeting where YUVA was a participant. YUVA and UNICEF jointly organised an Indian consultation on the Habitat and Children's issues. So the combination of all the inputs that have come from these processes is part of my presentation.

Before I start the presentation I would request you to look into the Approach Paper to the Ninth Five Year Plan - it is critical because that is the basic objective of this consultation which is to create a framework or a programmatic approach for the next five years for the UNICEF, India. So out of the nine objectives of this Ninth Plan almost seven objectives are directly linked with the weaker sections, and more specifically related to children and children's issues. The issues are ensuring food and nutritional security, providing basic minimum services, containing growth rate of population, ensuring environmental sustainability, empowerment of women and socially disadvantaged groups, promoting and developing people's participatory institutions, and strengthening efforts to build self-reliance - self reliance here might mean in terms of the country context, but it can also be interpreted in terms of the community and family context. So out of these nine objectives, for the Plan itself, almost seven objectives are directly linked to the kind of discussion that we are having here.

The policy priorities outlined in the Approach Paper also have five priorities that are directly linked to children - whether it is about the schemes for the larger benefit of the poor, the schemes which benefit the women and children, the schemes

which have larger benefit of the backward region, the whole issue of schemes which are non-displacing and empowering, schemes which help the creation of productive assets - personal or economy wide assets - service oriented schemes except those in the category of basic minimum services. Here it is important to define very clearly from the point of view of children, what are the basic minimum services that we are talking about because there the subsidy component is allowed. Except for those schemes, government are not going to allow any subsidy components.

While dealing with the issues of the habitat, we need to clarify the concept of housing or habitat that we have. In India, there was a major movement known as National Campaign for Housing Rights, through which we defined housing as a place to live in security and dignity; that was a kind of a wider definition that we gave for housing. In that light what is children's housing or housing for children, what does it talk about? It talks about security, safe place that is nurturing, a place or space which allows and promotes the child's growth and development. It is in the home and the community that the child discovers self and forms an identity. It is here that the child's basic physical, social, psycho-emotional and cultural needs are fulfilled. So when you look at the habitat, these are the key functions that habitat is performing as far as the child is concerned. In terms of his/her total growth, his/her being a human person that is determined by where he/she is located in terms of the home or the habitat or the community. I think that needs to be really understood. So it is not the issue of just the physical conditions, it is the physical conditions which have a larger bearing on the total being of a child.

And if we talk about the child friendly habitat and safe environment we are essentially talking about the "child-centred" approach. What we mean by child-centred approach, needs to be clarified. The child centred approach in our understanding, is improving the quality of children's life through advancement of their rights. It is not a question of improving the quality of their life by charity or welfare alone, that has to be done through the advancement of their rights, so that it is much more institutionalised, it is not something which is given and taken away, it is something which gets institutionalized as part of the process and that is why the "Rights" framework is a much more sustainable framework than the "charity - welfare" framework and that differentiation needs to be understood as a milestone when India ratified the Convention on the Rights of the Child (CRC). So we are no

more talking about something to be given and taken away, something to be reviewed and withdrawn, but something which is there on a sustainable basis, on an ongoing basis, and that departure needs to be very very clearly located.

The second part of the child-centred approach is the strengthening of the capacity of the family and community to provide their children with stability, protection and security. Now, if these two conditions of the child centred approach have to be fulfilled, then there are four components which I think need to be kept in mind - (1) A very clear emphasis on aspects of habitat which are most crucial for children, (2) The building of sustainable capacity in family and community to meet the habitat needs of the children, (3) An integrated and holistic approach to all the elements of habitat which would combine into a child centred approach and finally (4) although betterment of family or community is important for child development the whole notion that betterment of family and community would automatically lead to betterment of children should be changed. So many times children are seen as subset of a family and larger community, which is also creating a lot of problems. Children in their own right have to be taken as independent actors/stakeholders in the whole development programme. We need to question this myth. Children cannot be seen as subset of anything - they are independent actors/stakeholders. This is also the framework which CRC offers to us.

What are those elements of the child friendly habitat and safe environment? The first is the issue of family security. The family security issue is not only the issue of legal security though it is very very critical. Many of the families in urban areas - and it reflects in almost all the schemes - the issue of the legal security which gives a particular status to the family and that particular status gives access to that family to certain service structures. That linkup is associated with this whole issue of security. That linkup needs to be understood and whether we can make a point where access of children to services is irrespective of the legal status. For maintaining the family's access to adequate and secure housing, what needs to be done is providing legal security, affordable access to housing, access to credit, access to land, the issue of opportunities for work being present in the areas where they are working and most importantly, the protection against forced evictions and displacement.

Secondly, there are also large number of children who are without families. Do they have a right to family like setting or caring? That needs to be seen. There is also the home and the surroundings which involve issues related to safe and healthy environment to combat malnourishment, gastro-intestinal ailments, access to safe drinking water and sanitation, issues that create problems in terms of the physical health of the child, adequate and culturally compatible space, availability within and outside the surroundings of the child. Both these parts are very significant when we look at how as a structure our houses are spaced. Protection from work, especially for girl- children - the issues of early marriage of girls even in urban slums - the issue of the security of the girl child- these are all important. The whole issue of security also needs to be seen from the girl child's point of views. At the level of community one is talking about provision of basic infrastructure, health services, including health information.

The third component which I want to highlight is the planning, design and architecture of services in terms of child specific needs. Sensitivity in terms of building it into the curriculum of all the schools is very very important. Community measures are needed to reduce the radiation and all forms of pollution.

Another issue which is critical is the protection against intolerance and violence which might be of communal and caste nature. Protection against exploitation, particularly sexual exploitation, across the board is coming to light much more rapidly, because there is a large awareness around this issue, especially the young children on the streets being used by the older children is also coming to light very rapidly and also the economic exploitation. Drugs and drug-related exploitation has also to be combated because as far as children are concerned, it does not only stop at their getting into drugs but their being forced to courier the drugs. This is the most disastrous phenomenon that we have seen.

The whole issue of the access to education is the most important component in terms of the habitat and environment. But the more important component of all is the implications for governance. This needs to be highlighted critically in terms of:

- (1) Sharing of responsibilities, powers and resources – We need to go beyond the 73rd and 74th Amendments. Just being a votary or supporter of the Amendments is not enough.
- (2) Empowerment of the civil society – Many of the issues being raised here are not issues that demand lot of resources on part of the government. What they demand is a sensitivity and awareness and many of these things can be done without funding.
- (3) The issue of accountability – All levels of government and also the private sector, international agencies, for the impact of their policies, their investments and action on children and their families should have public accountability.
- (4) Child impact assessment – We need to have a child impact assessment of any project, programme or scheme that is coming in, to monitor accountability of the international agencies and the private sector, before the schemes are cleared.

3. 74th Constitutional Amendment and Concern for the Urban Disadvantaged Child

George Mathew, ISS, New Delhi

The 74th Constitution Amendment is a watershed for Urban Local Bodies and their good governance. It became part of the Constitution on 30 May 1993. The important features of the Amendment are:

1. Municipalities have become "institutions of self-government". This means (a) they have autonomy and (b) they have powers of governance. Ofcourse, they have no legislative powers or that of law and order. If the present tempo of devolution of power is kept up, sooner than later police powers will be with the Municipalities. Municipalities will be of three types:
(i) Municipal Corporation in larger urban areas; (ii) Municipal Council in smaller urban areas; (iii) Nagar Panchayats in transitional urban areas.
2. The term of an elected Municipality will be for five years and this implies that elections to these bodies every five years are mandatory. If they are dissolved or suspended or superseded, within six months elections must be held. Independent election commission in the states must look after proper conduct of elections.
3. One-third of the elected seats are reserved for women; for weaker sections (Scheduled Castes and Scheduled Tribes) reservation will be according to their population in the municipal area. The state government may by law provide for reservation for women, SC and ST members in the office of Chairpersons of municipalities.
4. State Finance Commission (appointed once in five years) will make recommendations on principles governing tax-sharing between Municipalities and state government and distribution of tax proceeds between the municipalities.

5. Ward Committees will be constituted within the territorial area of a Municipality having a population of 300,000 or more.
6. The municipal bodies will prepare plans for economic development and social justice, perform functions and implementation of schemes entrusted to them; and prepare plans for municipalities which will be consolidated by District Planning Committee. Draft Development plan will include: spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation.

In the 12th Schedule, eighteen subjects are given to the Municipalities. They are not mandatory but just suggested subjects.

By defining Nagar Panchayats, Municipalities and the Corporations as Institutions of Self-Government, they have been made *defacto* the third tier of governance in our federal system. In other words, after the Union and States, we have now the Districts with panchayats and municipalities, depending on the rural and urban population. The concept evolving is that of District Government. A lot of ground work needs to be done to realise this objective.

Unfortunately, the health and status of our Municipalities were in poor state. Till very recently 40-50 per cent of the local bodies were superseded, having no elected bodies and very few urban bodies held elections regularly. Chennai, till a few months back, had the distinction of running its affairs for about 25 years without an elected body. Many other cities and towns were not different. Most of the powers were usurped by the state governments and we had a system of commissioners. The commissioner system was the bane of our Municipalities.

It may be recalled here that the municipal corporations in the country had been functioning under the "Bombay model" – the Bombay Municipal Act 1888 (subsequently Bombay Provincial Municipal Corporations Act 1949) under which a state-appointed official – the Commissioner – functioned as a co-ordinating authority along with the council and its standing committee. All the three derived executive power from the legislation itself. This was an anomaly. Another contradiction was that the Commissioner was responsible for implementing the decisions of the council and its standing committee. The Calcutta and Howrah

Municipal Corporations were the first two to move against this system in 1980 opting for a Mayor-in-Council system which is in tune with the cabinet system of government. It has been found that Mayor-in-Council system in Calcutta and Howrah is more efficient and effective than the Commissioner system. There is a strong move for adopting Mayor-in-Council system throughout the country after the Constitution (74th Amendment) Act had come into force.

In the working of the urban bodies so far, the poor were in the periphery and they were marginalised. Children were least cared for in this whole process.

Under the new dispensation – the 74th Constitution Amendment – and its implementation things could change for better. Today when full powers are coming to the municipalities, child friendly cities can be a reality. One of the important reasons for this new situation is the fact that one-third of the elected members will be women. This is a substantial number which will influence decisions related to child and child welfare. These are issues closer to their being, their day to day life.

Supersessions will be a thing of the past because within 6 months of supersession there must be elected bodies. This ensures elected bodies with elected members coming in as in charge of the affairs of the area. The finance commissions are working hard to see that a principle is evolved so that these bodies get enough money. As of today, seven state finance commissions have submitted their reports. In addition, the Municipalities have taxation powers to improve their financial base.

Being Institutions of self-government, all departments of the government working in the corporations or the municipalities will be coming under the elected councils. Their work will be controlled by the elected representatives, standing committees, ward committees and the mayor or the chairperson. Today most of the Conformity Acts of the states are not following the Constitution Amendment in spirit, they follow the letter of the law. Therefore the tendency has been to place the bureaucracy in such a way that the decisions of the elected representatives is not final. Or bureaucracy could control the elected body one way or other. What is unfortunate in today's situation is that the state level politicians have not yet given up their control or their power. I am of the view that given the present ethos and

climate for strengthening the local government system, the elected members will fight for their rights and more powers will be wrested from the state governments, and the civil service will be shown its place.

These municipalities could well become the nurseries of leadership. Ward committees can be very active because of the presence of a large number of women.

If we look at the situation regarding rural and urban bodies, we find that the unfolding panchayats are putting up a brave fight for devolution of more powers to them, but not much is heard on this subject from the municipalities and municipal elected members. But I hope things will change.

Lastly, I would like to say, that as far as the question of children is concerned a segmented approach is not the answer to the problems facing us. Children are a part of the whole - we need a holistic approach. The issues of poverty, employment, status of women, habitation, infrastructure, rural-urban migration are interlinked and need to be tackled in a holistic way. Most importantly, the 74th Amendment gives the possibility of creating this holistic approach with participation from all sections of the society. It is a unique opportunity and we all must see to it that it doesn't fail.



CHAPTER IV

Working Group Reports

The most significant part of the consultation were the group discussions. Five inter-sectoral groups of experts from different fields discussed five pre-defined topics for at least half of the seven working hours of the day's proceedings. Issues identified and recommendations forwarded are of immense importance in the context of deciding future policy interventions for all actors.

For each group a few major issues were identified by the organisers to give a broad outline. But to make the discussion participatory and to have maximum input from all participants, a VIPP (Visualisation in Participatory Planning) session was organised at the beginning where each participant raised priority issues which he/she wanted to be discussed in the meeting. The present chapter gives the proceedings of the meetings of the five groups and their recommendations. The group reports generally contain three components - (i) general observations and issues raised by participants on the assigned topic, (ii) general recommendations on action and the responsibilities of different actors and stakeholders, (iii) specific recommendations for UNICEF in the above context, with respect to advocacy, training, action research, support for delivery services, communication, monitoring and others.

Working Group - I

Topic: Reaching Children in Illegal or Temporary Urban Settlements with Basic Services towards Achievements of Child Rights.

Facilitator: Mr. S.K. Guha, UNIFEM

Chairperson Dr. Mani Kalliath, Catholic Health Association of India (CHAI)

Rapporteurs: Dr. Santosh Singh, ISS
Ms. Rajyalakshmi, ISS
Ms. Deepika Srivastava, UNICEF

Scope

The scope of the discussion included child in unauthorised settlements, clusters along railway tracks, *nullahs* or other illegal and dangerous locations, migrant tentages along streets, families living on pavements and others.

Issues

The issues highlighted by the group participants through the VIPP technique and also in the course of general discussions were as follows:

1. Whether the child should be the focus of the service point or the legal status of the settlement where the child's family lives. The group felt that so far as the protection of rights of children was concerned, the child should be the focus and not the legal status of the settlement, and all basic services like sanitation, medical services, schools, community organisation, creches and primary health care centres should be provided to each and every child in whichever circumstances he/she lives. It was agreed that right of the child is supreme and has legal sanctity. If this legal right of the child comes into conflict with the legal status of the settlement, then the right of the child should have precedence over the legal status of the settlement. The group strongly felt that no

child can be denied rights to survival, development, protection and participation or be discriminated against, only because of the "legal status" or location of his/her settlement.

2. The second issue which provided the focus of the discussion was the criticality of basic services for child survival and development, especially for the most vulnerable young child. In this context ICDS was recognised as a major outreach programme for the survival, development and protection of the young child. The discussion then veered around to examining whether changes in ICDS policy and operational guidelines are required to ensure that ICDS reaches and targets the unrecognised urban poor groups more effectively, since at present it is largely focussed on reaching the children and women in legal slums only.
3. The third issue, was how to give an "identity" to these unrecognised illegal urban poor groups and ensure that the basic amenities, viz., water, sanitation, education and other services reach them.
4. How to eradicate child labour, which is rampant in "illegal settlements" ?
5. What roles the local elected representative, private sector, NGOs, civic society, community groups, especially women can play in fulfilling this task ?

Recommendations

To fulfil the child's holistic and interrelated basic needs the group suggested some general provisions which will indirectly ensure the child's access to services and some specific recommendations particular to the child's needs.

A. The general recommendations are as follows:

1. Recognise the primacy of child rights over other legal positions and adjust/amend service provision policy to include populations in illegal settlements so that children and women have appropriate access to basic amenities and services.

2. Cumulative pressures should be mobilised by people through concerted action for legal recognition/or resettlement of illegal settlements. This is crucial because a caring family and home environment is the primary institution for promoting child rights, particularly in early childhood when young children are most vulnerable. Legality of tenure is crucial for ensuring that children, who are active learners from the beginning of life, receive a warm and stimulating environment to support and maintain full development.
3. Address changes in policy and regulatory framework to ensure enabling environment by the government.
4. All government schemes for children should be implemented directly by the government or non-government authorities in collaboration with the community based organisations such as CDS/NHC of the UBSP strategy. The requirement for such programme implementation should be that the group of children exist according to the requirement of the schemes, not according to their legal or illegal status.
5. It is important to strengthen community's capacity and processes for empowerment. This is crucial for translating/enabling policies into practice at decentralised and community levels.
6. Effective sectoral coordination is necessary between local authorities, urban development authorities, clubs, health associations, primary education authorities, community organisations, women groups, NGOs under one umbrella through CDS/NHC type of mechanisms and processes.
7. There is need for skill enhancement in government, local officials and people's representatives to make them sensitive to children's rights.
8. The local governments should ensure inclusion of unauthorised groups/families in their respective localities while preparing, implementing and monitoring service delivery interventions.

9. Print and electronic media should play an important role in creating a positive public opinion towards these settlements and sensitise non-poor people to their needs.
10. It was recommended that the 74th Constitution Amendment, especially the 12th Schedule, be broadened to include child development and that state governments should delegate planning, management and monitoring of child related services to the urban local bodies.
11. Ward Committees should be given more power in planning, implementation and monitoring of the programmes at the local level.
12. It was suggested that a fixed percentage of urban local bodies' funds be allocated for children and women, including those in the unrecognised settlements, as has been done in Maharashtra. Further, urban local bodies should also be encouraged to mobilise resources for development of children and women from community contribution as has been demonstrated by the Poriyawadi experience of Panchayati Raj institutions in Jhabua district of Madhya Pradesh.
13. Higher priority for ensuring that urban health and child care resources reach the child in unrecognised settlements is important.
14. It was also felt by some of the NGO representatives that the present requirement of standard three year experience for the NGOs in the field to be entitled for working with the poor child should be relaxed for those working in the illegal settlements. This will motivate larger number of NGOs to cater to the needs of the children in illegal settlements.

B. Sector-specific Recommendations

The specific recommendations in different sectoral activities which emerged for child care services are as follows:

1. *Health*

- i. Legislative provisions for continuation of maternity and child care for informal sector women workers and those living in unrecognised settlements need to be reviewed.
- ii. The unauthorised settlements should be linked to health and child care systems especially for preventive and promotive care. Urban health resources need to be mobilised, networked and reprioritised to target unrecognised urban poor groups. These resources include the medical colleges, government hospitals, private sector hospitals, home science colleges, ICDS 'Anganwadi' Centres (AWCs), municipal corporation Balwadis, voluntary agencies. Even if the full range of services cannot be provided, the reprioritisation of these resources, like changes in duty charts of ANMs/Anganwadi workers, retraining of Balwadi workers and Anganwadi workers will at least ensure conduct of monthly outreach sessions for mothers in child protection to prevent malnutrition among children in vulnerable unrecognised urban poor pockets.
- iii. The urban local bodies and state governments should undertake greater responsibilities for early child care and education, including ensuring minimum quality of services. Especially in unrecognised urban poor pockets, child care is an essential support service to release girls from the burden of sibling care to participate in primary education and support women in their multiple roles, including participation in civic and political processes.
- iv. To extend the outreach in the areas which are not easily accessible, alternate child care arrangements like mobile creches and day care facilities, should be made, responding to the local needs and patterns of women's work – including the women in the unrecognised sector.
- v. The group strongly recommended following changes in the ICDS guidelines to:
 - (a) include unauthorised, unorganized settlements for full coverage and tagging unauthorised settlements for outreach services to neighbouring recognised AWCs.
 - (b) set up mini AWCs in the same and the outreach sessions for mother and child protection for easy prevention of malnutrition and disability.

(c) prescribe per-child norm rather than schematic norm to ensure better coverage of denser urban population.

(d) initiate new ICDS projects following the community mappings of unreached children in Plan for Introduction of Services, through trained teams of frontline workers and community volunteers.

- vi. it was also felt that children living in illegal settlements should be given an identity. It was suggested that if the child has an immunisation card, he/she should be allowed or entitled to avail all other child care services, particularly the ICDS, health, UBSP, etc.

2. *Education*

- i. All the unauthorised settlements should have access to pre-school and primary education and other services,
- ii. Creches should be provided to look after the children of working mothers.
- iii. To link the unauthorised settlements with existing primary schools network para-teachers may be provided.
- iv. Primary schools should be established in the illegal settlements preferably with female teachers.

3. *Economic Empowerment*

Finally, it was agreed that to create identity of the child, and ensuring child rights the economic situation of the family must be improved. Access to economic resources, savings and credit arrangements should be ensured to families especially to women.

involvement of local people in the improvement of these slums is limited and funds provided under various developmental schemes for them are not efficiently and properly used. People generally lack hygiene education in these areas. As for education of children, despite having enrolment of an overwhelming number of children, their irregular attendance and very high drop-out rate is a problem. In the case of Rajasthan, most of the girl children in slums do not study beyond class II and III. Co-education is also a factor in discouraging girl children from going to school. Moreover, when the living conditions in the city as a whole are facing serious crisis in terms of the delivery of basic services, any particular section like child or any particular locality like slums cannot be seen in isolation. It was also said that in the outlying areas of cities, slums are rapidly expanding, and facilities like schools are not increasing in that proportion. As a result, slum children are unable to get enrolled for formal education in these areas. It was highlighted that in Mumbai, in contrast to Jaipur or other cities of Rajasthan, people in slums are having water facilities, but sanitation facilities are inadequate. The slums located in the heart of the cities are facing serious traffic hazard. As a result, some parents are hesitant to send their children to the schools since they have to cross busy highways which expose them to road accidents.

In view of the preceding discussion highlighting the serious problems of basic services even in legal and authorised slums and keeping in view the sharp inter-city differentials in the nature and magnitude of the problems, the group listed the following critical issues through the VIPP technique, under the two broad areas identified earlier, which need special focus in any policy planning. They are as follows:

Sanitation and Water

- Toilet facilities are extremely inadequate at community/ household level
- Maintenance of community toilets is a serious problem
- Water points, household drainage, garbage collection points are not available near the home.

Health and Nutrition

- The present health infrastructure is inadequate to cater to the needs of the urban poor children living in these scattered communities.

- There is no proper information on the accessibility, affordability and utilisation of health facilities by the poor.

Education

- Physical access to schools is a problem in many places
- Quality of education in municipal/government schools is poor
- School timings/schedules are inflexible, affecting children who work and have other responsibilities during the school timings.

Child Labour

- Growing number of child labourers in unorganised sector, particularly in restaurants, and other hazardous industries and as domestic help is of great concern.

Child Crime

- Criminal tendencies among children like drug trafficking, drug abuse and alcoholism are increasing in legal settlements as well.

Recommendations

The specific recommendations forwarded by the group with regard to different issues are as follows:

Implementation Strategy

The group was unanimous that a two-way mechanism should be adopted for improving the living condition of children in the authorized slums. The government and municipal authorities should build the initial physical and social infrastructure. But the maintenance and ensuring proper utilization of the facilities should be the responsibility of community development societies (CDS) or any other type of community organisation which represent the community.

Process

Kerala's experience of community development societies was appreciated by every group member. There was an agreement that the municipalities should facilitate and ensure the formation of community development societies in all legal slums and the programmatic inputs should be pursued through them. This may be a gradual process. First neighbourhood committees may be formed which will gradually develop into CDS. In this regard it was also mentioned that there are tremendous regional variations with regard to availability of resources with the municipalities. In Rajasthan, the municipalities are not as resourceful as the Bombay Municipal Corporation(BMC). This gap should be reduced with various steps to improve the financial health of these urban local bodies.

The donor agencies, including UNICEF should also provide funds only through the CDS which should be the nodal body to decide the needs of the area with the involvement and active participation of community. Participatory planning support to programme interventions and monitoring of out-reach, use and quality of services available are necessary. Any national programme meant for the slums should reach through the CDS.

Environmental Sanitation and Safe Water

With regard to access to safe water and sanitation, the group recommended the following:

- i. Toilets need to be provided in slums, especially in the households wherever feasible.
- ii. Household toilets would be maintained by the household; in those situations where small community units are the only option, the CDS should work out appropriate maintenance systems (as youth groups etc.).
- iii. Drainage needs to be provided from water points and from households, and safe disposal of waste water is needed.
- vi. Waste collection points should be located in or close to slums and periodical safe collection and disposal from these points by municipal authorities should be ensured.

- v. Household collection of garbage and putting garbage in collection points are to be monitored by CDS, and education for using the facility should be undertaken by the CDS.
- vi. Road and street lights should be provided by municipalities and their maintenance should be made the responsibility of CDS.
- vii. While the provision of water is an important issue, the quality of water at collection points and user points should be monitored by CDS, and they should consistently demand for safe water supply.
- viii. Education regarding household storage and proper use of water should be the responsibility of the community groups.

Education

The group suggested the following for ensuring that the quality education services reach the poor:

- i. The schools should be at an accessible location, near the community.
- ii. To ensure safety of the school going children from heavy traffic authorities should consider various methods. Besides school zone traffic management, satellite schooling may be promoted for increasing the outreach to serve the distant, difficult-to-reach and small slums.
- iii. The early childhood education should become the responsibility of education sector. For this purpose, the group suggested that an amendment to Article 45 (if necessary) of the Constitution may be made to include the children of 3-5 years as well.
- iv. The creche services in slums should be run by CDS with the support of Women and Child Development Department.
- v. Promotion of child friendly study rooms and community libraries should be undertaken in slums and these should be run by CDS.

- vi. Open/ part-time formal schools for working children over ten years are very important to help them complete the school education.

Health and Nutrition

- i. planning for RCH in urban slums to the extent the existing infrastructure can cater (10,000 per worker) to the most needy population as envisaged in the RCH programme should be promoted.
- ii. Primary health care infrastructure should be expanded for urban poor.
- iii. Participatory planning of health and nutrition services, based on community need assessment, and monitoring of quality of health and nutrition services by CDS needs to be made a reality.
- iv. It is necessary to empower the community through education for the care of children. In this regard, family responsibility should be promoted through participatory training methodology.
- v. Develop "affordable systems" for private sector participation in meeting health needs of the urban poor.
- vi. Health clinics should have flexible timings which are convenient to the local residents, particularly those who work at far off places so that these people may get due health care and medical support from these clinics.

Child Labour

- i. It was suggested that CDS should monitor child labour by ensuring that children up to 10 years of age are in school.
- ii. For older working children, CDS may monitor working hours and conditions if possible to ensure compliance with the new legislations.
- iii. Special schools with flexible timing should be set up for children over 10 years who need to work for family considerations, and for girl child.

- iv. The group specifically recommended that the emphasis should be on formal education for working children so that they become eligible for jobs in the formal system.

Crime among children

Crime, alcoholism and drugs lead to child abuse and are detrimental to the development of the child. Therefore, the group felt that the community is to be empowered through education to discourage the use of children for drug trafficking, child abuse and atrocities against women. The CDS is to monitor the progress made in this connection.

Community Empowerment

- i. Communities in the authorised slums should have sufficient powers to monitor health and other services, with particular emphasis on ensuring their quality and client satisfaction.
- ii. Different providers of services such as governments, NGOs and CBOs should be sensitized to the needs of the community with a gender perspective by involving them in planning of programmes and provision of services.
- iii. Networking between households and communities on different issues with wider relevance for children is also very important.
- iv. Families are to be empowered through demonstration and training to keep a watch on the health of their children, provide necessary initial care during illness and know situations and when and where to seek care.
- v. Community agenda of urban child development should be linked with the global agenda on the similar theme.
- vi. It is necessary to raise awareness among women about their different socio-economic problems and empowering them to find their solutions. This would ultimately be beneficial for their children.

- vii. School premises may be used as community spaces after school hours for community training of youths and women. Local governments/police/government officials should also be involved in such training programmes.

Partnerships

Partnership at all levels is necessary for successful implementation of any child development project. Convergence of programmes and financial allocations for various departments and organisations, both governmental and non-governmental, should be the goal.

Role of UNICEF

The group identified the following areas where UNICEF can play an important role.

1. UNICEF should play a lead role in advocacy of child rights at the national, regional and local levels.
2. It should provide training to NGOs and CBOs working in the field of child development and welfare.
3. It should provide support for resource materials and necessary funds for the activities of these organisations.
4. It should monitor the child rights mentioned in the Convention on the Rights of the Child adopted by the General Assembly of the United Nations. In this regard, it was emphasised that there is a need to create a network of voluntary 'Ambassadors' who can help the UNICEF to attain the tasks identified in the charter. However, it was also noted that the role of the ambassadors should not be confined to any particular section of the people. Rather, those working at the grassroots and at the community level should be asked to perform such type of responsibility.

Working Group 3

Topic: Reaching Children without Family Support, Urban Working Children and Children in Institutions.

Chairperson and Facilitator: Mr. Satish Tripathi, Secretary to the Governor of Maharashtra

Rapporteurs: Mr Vivek Kaushik, ISS
Mr Gerry Pinto, UNICEF

Scope

The scope of the discussion included the children in streets (those without family support), child prostitutes, other urban working children in the cities, children who are in institutions (Juvenile offenders, undertrials, orphans/destitutes in non-family institutions) and other special categories.

Issues

Major issues identified by the group in the VIPP session and in the long deliberations were as follows:

- How can the juvenile homes be improved ? The group expressed concern that the conditions of juvenile homes are precarious. The children are not properly treated there. The homes are lacking in basic amenities and educational facilities. Because of slow and tardy legal procedures the juveniles have to stay in these homes for indefinite period.
- The street children, especially girls, are open to serious risks. How to reduce the risks?
- What are the alternatives for children to institutions ?
- How to ensure health care facilities and protection to street children from abuse ?

- What are the processes for expediting long pending cases in District and other courts ?
- What should be the role of NGOs in sensitization - whether observation homes can be managed by NGOs ?
- How to rehabilitate the child prostitutes ?
- What should be the approaches to challenge the sexual activities among street children?
- How to create awareness among child prostitutes ?
- What should be the role of the city governments towards child labour ?
- Whether children have legal rights and what are the problems in their enforcement?
- How to tackle the issue of limited access to social sector services for the poor disadvantaged children in these categories ?
- What will be role of community and how to train the community ?

Recommendations

1. Role of City Government:

The group deliberated on the above issues and came up with important recommendations in different suggested activities for different actors, viz, local governments, communities and also for children. The group unanimously agreed that the city government has a major responsibility in protecting child rights. There is need for ensuring the role of the municipalities/corporations in the following areas:

i. Prevention of child labour

This tendency of people to migrate from a village to the nearest town has resulted in a big spurt in the number of small towns. Many of the smaller cities or towns have factories around which slums etc. come up. In other words, these lead to the growth of what are often called corporate settlements or fringe habitations. Thus, the group needs to focus its attention on the problems of the children of these corporate settlements and the problem of the working children, the problem of the security (physical) of the girl child who is often left at home when the parents are out for work.

Here it was pointed out that since the parents are constantly worried about the physical safety of their daughters, there is a tendency among them to marry them at a very young age, say 9 or 10. This, in turn, has its own implications as far as the physical health of the girl child is concerned, although the parents after marrying her off may feel relaxed.

Issues

The group observed that there are major obstacles in legal and social service delivery system in reaching the children in these temporary settlements.

1. Judicial and Legal set up:-
 - i. The group observed that there are umpteen number of rules and regulations and policy guidelines but there is not enough action. The laws are violated by people but no action is taken against them. For example, no creche facility is given to Ansal construction sites in Bhopal even though providing creches for the children of construction workers is mandatory in Madhya Pradesh.
 - ii. Judiciary is not doing as much for protection of child labour as it is doing for protection of environment.
 - iii. Legal process is long and tedious and not child - friendly. There are number of cases of physical and sexual abuse of working children where employer gets away because of his economic power and political influence.
 - iv. There is lack of information and reporting on the cases of violation of child rights and crimes against children.

- v. Complaints of poor people are often not registered by the police. They are insensitive to the poor people's problems.
- vi. Legal awareness among these people is very poor.

2. Basic Amenities

The group highlighted serious inadequacies in the present education system and its indifference to the special needs of the children in the difficult circumstances. Existing school education system for poorer children is extremely inadequate. There is no emphasis on compulsory primary education in order to solve the problems of urban poor children. Quality of education in municipal schools is very poor and inadequate for a boy/girl to get a suitable job. Children do not like to go to these schools. Instead, they think it is better to start work at an early age rather than get education in these schools and be unemployed. Teachers are also not very cordial to these students. They resort to beating and scolding of the children too frequently. Infrastructural facilities are also inadequate. As a result, in sharp contrast to the rural areas, drop out rate is very high in urban poor communities.

A VIPP session was conducted in the group to delineate the issues for the brainstorming against the above observations. The issues raised by the members of the group were later put under five heads depending on whether they were related to policy, organisation, physical services, social concerns or enforcement of laws, and economic empowerment. Following is the list of the issues thrown up during the group discussions:

1. Policy Issues

- i. There is always more emphasis on 'schemes' and population norms than on 'per child' provision in government programmes. How to change this situation?
- ii. How to solve the problem of absence or lack of sound data base on children?
- iii. How to generate policy commitment?
- iv. How to ensure infrastructural facilities and services in small and medium towns?
- v. What are the 'push' factors for urban - urban Migration (Small town to Metro)?

- vi. How to arrest in-migration in Nagar Panchayats and small & medium towns?
- vii. How to ensure 'quality' services?
- viii. How to ensure sustainability of the services delivered?
- ix. How to ensure economic improvement within the families?

2. Organisational Issues

- i. There are many diverse local groups, but no coordination. How to ensure inter-group coordination?
- ii. How to empower ULBS vis-a-vis state governments?
- iii. How to empower women's groups, parents' groups and CBOs?
- iv. How to promote community action within groups?
- v. How to tackle the resistance to community empowerment from politicians and bureaucrats?
- vi. What are the ways for identification of suitable social animators?
- vii. How to maintain rural - urban continuum?
- viii. What is the role of media in public opinion formation?
- ix. How to create awareness among policymakers?
- x. How to establish network between CBOs, NGOs, educational institutions and government?
- xi. How to introduce performance audit of NGOs?

3. Physical Services

How to ensure in slums the followings:

- i. In-situ slum upgradation for better shelter
- ii. Adequate water availability
- iii. Pollution free environment and
- iv. Sanitation facilities

4. Issues of social concern

- i. How to ensure security of tenure and/or community ownership?
- ii. How to reduce vulnerability due to eviction and displacement?
- iii. How to protect children from abuse, exploitation and criminalisation?
- iv. What measures should be taken to prevent child labour in construction sites, road side shops, etc.?
- v. How to provide compulsory primary education for all children including those children who are employed and living
 - a) with families within city/town
 - b) migrated from other towns/state?
- vi. How to ensure daycare for children (0-5) of women who are working and of female dependent families?

5. Enforcing laws and economic empowerment

- i. What measures should be taken to tackle the violation of the existing laws on child rights?
- ii. What legal steps should be taken to protect children in construction sites, small shops etc. (if they cannot be removed immediately), where there is no service provision and environmental sanitation is poor?
- iii. How to monitor child rights violation, what are the methods and who should act as watchdog?
- iv. How to identify children such as domestic servants. How to include them for providing/ensuring rights?
- v. The group strongly felt that for protecting child rights economic empowerment of women is essential. But how to provide them access to skill, credit, entrepreneurship and marketing?

Recommendations

On the basis of the above discussion the group suggested following actions.

1. *Judicial System*

- i. Judicial system should be made more child-friendly.
- ii. Judiciary should play a more constructive role in protecting the child's rights. There should be dramatic changes in the legal system if justice is to be given to the urban disadvantaged child.
- iii. Special courts for disposal of the cases concerning violation of child rights, child abuse, child labour exploitation etc. should be set up.
- iv. NGOs should work as watchdogs and file writ petitions as has been done in case of the Ansal construction in Bhopal.

- v. There should be more intensive monitoring and reporting of cases concerning crime against children.
- vi. There is need for creating legal awareness among the people.
- vii. Police should be made more sensitive towards the poor people. NGOs can sensitise them and help poor people in interacting with the police. One solution may be taking more women in the police force.

2. *Educational Facilities*

- i. Educational facilities need to be improved for all
- ii. Parents need to be given adequate employment if their children are to be sent to school
- iii. Incentives should be given to children for retention and completion of school education, not just for enrolment.
- iv. User-friendly access to educational facilities, developing healthy child-to-child interaction, child-friendly teachers, interesting lessons, are important.
- v. Attitudinal changes should be brought about among the administrators, teachers and parents.
- vi. There is need for strengthening supply side of educational facilities.
- vii. There should be qualitative change in the municipal schools.
- viii. Increase in number of schools for promoting quality education to the children is needed but, at the same time, damaging effect of so called "English medium schools" which are mushrooming in the name of 'quality education' should be checked.
- ix. There is need for having more 'adoption' schools or 'school partnership'. For example, in Madras senior students from Vidya Mandir school go to municipal schools in the evening to teach the students there.

- x. Changes in teachers' training curriculum are needed to make the teaching more joyful.
- xi. Parents and community should be involved in the school management.
- xii. Focus should be on flexible outreach programme to cater to the needs of girls working as domestic servants.

3. *Community Empowerment*

- i. There is need for some kind of a citizens' council to be involved in all kinds of social activities including education. But it should be seen that it is not monopolised by the politicians.
- ii. Ward Committees are to be made more powerful and ward committee members should be involved in all social activities in the ward. If the wards are too big, small "mohalla committees" or street committees (as in Bangalore) may be formed.
- iii. Some of the members of the group suggested UBSP strategies for involving community in the entire developmental programme at the grassroots level.
- iv. There may be a social 'Sheriff in Council' or NGOs to bring to the notice of the courts the violation of regulatory provisions in cases of the marginal groups, like the domestic servants, boys at roadside dhabas, child newspaper vendors etc. In these cases NGOs can be both investigating and implementing agencies.
- v. There is need for strengthening NGO-CBO (Community Based Organisations) relationship. NGOs should work with CBOs and the municipal bodies.
- vi. There should be holistic approach, that is, integration of physical and social services with skill upgradation, credit and employment opportunities through partnerships with CBOs, ULBs, NGOs, with support of academic/research institutions, resource persons, youth organisations and government departments.

4. *Financial Resources*

- i. Mobilise funds from corporate sector for serving these disadvantaged children.
- ii. Individual donors may be motivated by associating his/her name in the particular project eg. school, health care centre, etc.
- iii. State and City level Poverty Alleviation Fund(s), as constituted in Andhra Pradesh and Kerala may be replicated in other states.
- iv. For improving the economic background of the families, nationalised banks and financial institutions should give credit to community groups. For example, in Kerala, NABARD is providing loans to individual families and using peer group pressure through CDS for recovery of loans.
- v. NGOs can guarantee loan repayment for which they can get a commission.
- vi. A certain percentage of municipal fund should be earmarked for the poor, for example, Mahila Bal Kalyan Fund in Maharashtra, where 5 percent of the state's municipal fund is specially allocated for them.
- vii. Financial systems of NGOs need to be strengthened, NGOs also need to be monitored and community should be the main determinant of performance audit of NGOs.

5. *Policy level Intervention*

- i. Adopt urbanisation policies which reduce migration and develop small towns. Greater funding for urban development and IDSMT (Integrated Development of Small and Medium Towns) programme is necessary.
- ii. Private sector should be involved in infrastructure development in urban areas.

- iii. There should be security of tenure of the housing units and there should be community ownership so that when a beneficiary moves up the socio-economic ladder - he/she sells the housing unit to the community group and not in the open market.
- iv. Enforce laws whereby contractors are expected to provide creches, sanitation and clean drinking water facilities for construction workers and their children.
- v. There should be EWS component in new housing projects, especially sites and services and industrial estates should have labour colonies.

Role of UNICEF

- 1. UNICEF can play a mediatory role in promoting partnership among wide range of stakeholders.
- 2. It should work with specific cities and towns instead of just the states. Selection could be made according to the size of cities and towns with a holistic package.
- 3. It should adopt scaling strategy instead of pilot projects to solve urban problems.
- 4. It can help in disaggregation of urban data through need-based community surveys as part of Action Research Projects.
- 5. It can support advocacy based on this action research
- 6. UNICEF can support both mass media and interactive media to bring the issues of children to the various levels. Emphasis should be laid on positive communication especially at the grassroots levels.
- 7. It is difficult to get data on child domestic servants. UNICEF could help in collection of reliable data on them.

8. It should support training activities and help in bringing about attitudinal changes among functionaries at different levels. There should be inter-sectoral training with vertical linkages. Training is needed for senior and field level functionaries, community workers and representatives of the urban local bodies. There should be a 'Resource Coordinating' team - a core team of experts who have a deep association with the subject. After the 74th Constitution Amendment, the local governments have new mandates and training has to be redesigned in terms of the content of the Amendment.

CHAPTER V

The Concluding Session

In the concluding session following the group presentations the chairperson invited the views of the participants on issues raised by different groups. Based on the floor intervention the following points emerged:

1. It was emphasised that the community has to be empowered and management of all community based programmes has to be in the hands of the poor themselves.
2. It was apprehended that once money goes to the Community Development Societies there may arise conflict between the CDS and the newly constituted ward committees. Systems of positive collaboration need to be evolved.
3. Security of land tenure and housing needs to be emphasised in any such discussion.
4. There should be flexible strategy instead of universal application of programmes and schemes. Community should decide on the strategy and adoption of a specific programme based on its needs.
5. It was also suggested that rating of child-friendly cities can be introduced. The best-rated child-friendly city may be given an award each year.
6. It was expressed that the UBSP is now a central sector programme. It needs to be decentralised to the state level and implemented more as a strategy in all "urban programmes" and not as an independent activity.

Ms. Krishna Singh, Chairperson of the session summarised the group observations and recommendations. Later she responded to some of the questions and issues raised from the floor. She highlighted the present controversy on the number of urban poor. She said

that if the Lakdawala Committee estimate is to be taken as the basis, there will be a huge increase in the target population which needs to be covered during the Ninth Five Year Plan.

On the suggestion made by some of the participants for transferring all the poverty alleviation programmes to states instead of concentrating them at the Centre, Ms. Krishna Singh clarified that the question of centralisation cannot arise. In fact, the central government does not do much except collecting data on a three-monthly basis from the states on these programmes and releasing the financial instalments periodically on the basis of the information gathered. Basically, the states are implementing all the centrally sponsored programmes. She emphasised that out of seven critical subjects emphasised by the present government, the urban and rural poverty alleviation is extremely important concern which the government may not shift to the states at one go.

She pointed out that urbanisation is growing at a rapid pace without government support and intervention. And after some time, it is realised that the infrastructure is not equipped to cater to this growing population. There are also illegal and unauthorised settlements. This makes the urban situation very complicated. She also raised the issue of allocation and prioritisation towards urban sector in government planning. She said that if one sector is not being looked after as well as it should be, it is the urban sector. The allocations for the last Five Year Plans are certainly nowhere near needed to be commensurate with the need of the urban area, be it sanitation, disposal of garbage, waste water or effluence, or pollution control.

Ms Krishna Singh said that the lack of coordination and knowledge about who is doing what is responsible for the dilemma. She suggested to the audience whether it is possible for the government, non-government and donor agencies like UNDP and UNICEF etc. to link with each other so that each side can know what the others are planning for the next five years and thereby dovetail the efforts and resources a little better, so that the convergence concept that is being talked about, can work.

Ms. Singh emphasised the need of convergence of all the programmes, not within the urban sector alone but within the health, education and other social sectors as well. She said that the Planning Commission has issued guidelines to the state governments that all the programmes must be converged as the target group is the same. She also mentioned that for the first time this country has, at the national level, talked of slums and allocated

Rs.250 crores for slums in the previous Budget. The amount by itself was not very high but the idea was that with this allocation the states could take up the environmental improvement of the urban slums, shelter upgradation, SUME, SUWE under the Nehru Rojgar Yojana, low cost housing under the HUDCO, night shelter programmes, etc. The ultimate intention is that people living in these pockets, which have become a part of the city, may be given a sense of identify. Therefore the Slum Development Boards working in Bangalore, Tamil Nadu, Calcutta etc., are extremely happy that for the first time funds have directly flowed to them. She said that its acceptance has given a lot of respect and right status to the people living in the place which we call slums.

Commenting upon the feeling of some of the participants that the women and child have not been specifically mentioned and proper attention was not paid to them in the Ninth Plan Approach paper, she said that intention of the government is to improve the status of the family and of the women who look after the child better. This automatically improves the situation of child. Therefore, if not directly, child's interest is mentioned indirectly in the document.

Dr Richard H. Young, Chief, Community Development, UNICEF, New Delhi, noted that the participants in the Consultation appeared to have agreed that the needs and rights of the urban poor, especially children living in illegal settlements, on the streets of the cities, in "legally classified" slums, and in other situations of poverty need greater attention. The government's commitments outlined in the Convention of the Rights of the Child (CRC) and CEDAW and in the context of the forthcoming Ninth Five Year Plan provide a strong basis for such action. The creative ideas suggested (in this workshop) and the commitment of the participating NGOs, government agencies, and others provide optimism about prospects for the future.

One of the objectives of the Consultation was to provide ideas specifically to UNICEF as it is working towards a new five-year country programme with GOI. This consultation, however, has gone beyond this objective and recommended a wide range of activities which require attention. The inter-sectoral and participatory strategies proposed are relevant not only for UNICEF but for government, NGOs and others working towards improving the quality of life in cities, and especially amongst the urban poor. The importance of the principles embodied in the 74th Constitutional Amendment Act and the role of the urban local bodies in meeting the needs of all citizens, residents and children was emphasized. The need to involve communities through participatory systems such as

the UBSP or groups formed through NGOs or other programmes was equally emphasized as critical for "Rights" realization. Decentralization, reflecting the wide variation found among states, cities and even within cities, requiring flexible and adaptable strategies best developed at the local level, was highlighted. Legal issues, improved data base and monitoring systems which adequately reflect the status among the urban poor, documentation of successes and other experiences, capacity development through training, PLA Processes, and action research were other ideas offered.

Dr Young appreciated the participation of the Secretary, DWCD, Mrs Sarala Gopalan, who asked the Consultation to develop practical recommendations. The participation of Mrs Krishna Singh, Advisor, Planning Commission, her perceptive and succinct observations and comments on the group deliberations were particularly timely and appreciated, in view of the final review process underway for the Ninth Five Year Plan. It was expected that the results of the meeting would prove to be practical and useful to the Planning Commission, DWCD, Ministry of Urban Affairs and Employment and other ministries.

Dr Young highly commended the Institute of Social Sciences for organizing and conducting the Consultation. Although time was a constraint, every moment was well used, he said.

Multi Indicator Cluster Surveys in India 1995-96, Urban Slums

Introduction

In 1995-96 more than 110 Multi Indicator Cluster Surveys (MICS) were carried out in 12 states through-out India. A handfull of these, notably in the states of Andhra Pradesh, Assam, Gujarat, Karnataka, Maharashtra, Rajasthan, Tamil Nadu, and West Bengal had the urban slums as their specific focus.

This reports summarises and presents the information collected by a number of research institutions in these states to capture the general condition for children and women in urban slums in India.

The number of households surveyed were the following :

Assam	:	1961
Gujarat	:	1898
Maharashtra	:	4293
Rajasthan	:	2425
Tamil Nadu	:	2888
West Bengal	:	963

In an effort to put the results into a larger context, results from urban areas (general) from the National Family Health Survey from 1992-93 are drawn in where available and comparable. Although three years apart in their assessment of the situation, the comparison of these two studies is useful to assess the general living conditions in poor urban areas in India and highlight the disparities where they may occur.

In the analysis some doubts have arisen as to the validity of especially the data from the surveys in Karnataka and Andhra Pradesh¹. Therefore, caution is raised in basing interpretations of the surveys too heavily on these particular survey results.

Table 1: Immunization

State	Universe	Immunization card available	Completely immunized by 1st year	Measles coverage
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¹The main problem has been that the investigating teams in Karnataka and Andhra Pradesh seemingly did not carry out interviews in all households as the MICS methodology requires to give reliable estimates for all indicator, but rather skipped the households where there was not an child in the deciding agegroup (12-23+ months old) as the previously applied CES-methodology stipulates. This mistake therefore can skew the results for the questions related to children outside the 12-23+ months age group (e.g. education, diarrhoea).

		MICS	NFHS	MICS	NFHS	MICS	NFHS
Andhra Pradesh	Vijayawada city	88.3	35.8	94.7	58.3	n.a.	65.8
Andhra Pradesh	Visakhapatnam	58.7	35.8	79.7	58.3	n.a.	65.8
Assam	Total	n.a.	70.0	50.3	40.0	53.7	47.5
Gujarat	Total	33.0	38.0	30.7	57.0	39.7	61.4
Karnataka	Mysore	87.7	32.7	96.2	57.6	96.2	61.2
Karnataka	Dharwad	41.0	32.7	64.6	57.6	64.6	61.2
Maharashtra	Total	54.5	36.3	56.3	61.6	55.9	67.4
Rajasthan	Total	35.2	30.3	31.6	45.9	52.2	56.9
Tamil Nadu	Total	57.0	44.0	56.7	73.3	64.3	75.3
West Bengal	Total	n.a.	56.4	42.4	44.1	48.8	47.1

NFHS source: Table 9.9, state reports

Note: NFHS-Figures for AP and Karnataka are state averages.

Table 2: Micronutrients

State	Universe	Children who received vitamin A with measles	Consumption of vitamin A rich foods	Using iodised salt (test positive)	
				MICS	Salt commissioner
Andhra Pradesh	Vijayawada city	70.3	69.3	n.a.	17
Andhra Pradesh	Visakhapatnam	71.7	53.0	18.0	17
Assam	Total	52.3	62.3	84.2	98
Gujarat	Total	27.7	34.0	75.7	88
Karnataka	Mysore	62.4	n.a.	5.2	18
Karnataka	Dharwad	58.1	n.a.	40.0	18
Maharashtra	Total	56.8	54.8	59.3	82
Rajasthan	Total	88.7	75.2	70.4	31
Tamil Nadu	Total	n.a.	67.0	35.7	22
West Bengal	Total	35.9	70.1	97.4	n.a.

Table 3: Diarrhoea Management

State	Universe	Children suffered for diarrhoea		Seeking treatment		ORS advised	
		MICS	NFHS	MICS	NFHS	MICS	NFHS
Andhra Pradesh	Vijayawada city	14.2	12.1	82.3	69.2	75.7	34.6
Andhra Pradesh	Visakhapatnam	7.0	12.1	83.6	69.2	53.4	34.6

Assam	Total	12.7	6.3	61.8	51.6	63.8	32.3
Gujarat	Total	28.2	9.9	73.0	69.6	19.9	10.7
Karnataka	Mysore	1.1	8.1	n.a.	74.0	n.a.	18.0
Karnataka	Dharwad	1.1	8.1	81.6	74.0	n.a.	18.0
Maharashtra	Total	14.4	8.8	75.2	66.7	21.2	13.0
Rajasthan	Total	6.4	2.6	53.8	n.a.	45.3	n.a.
Tamil Nadu	Total	11.8	12.2	n.a.	58.6	n.a.	10.0
West Bengal	Total	15.6	3.1	50.6	82.1	68.7	45.3

NFHS source: Table 9.11, 9.14, state reports

Note: NFHS-Figures for AP and Karnataka are state averages.

Table 4: Education

State	Universe	Ever enrolled	Currently attending (6-10 years)		Distribution of children per grade		Drop out	Reasons for dropout	
			MICS	NFHS	1	5		Household work	Wage labour
Andhra Pradesh	Vijayawada city	n.a.	95.7	84.0	39.7	9.6	10.3	15.4	11.5
Andhra Pradesh	Visakhapatnam	n.a.	88.9	84.0	n.a.	n.a.	2.7	32.5	31.3
Assam	Total	79.6	53.3	78.0	n.a.	n.a.	3.3	47.6	37.7
Gujarat	Total	74.9	69.5	87.3	19.0	6.4	5.4	14.5	7.3
Karnataka	Mysore	89.9	87.5	86.5	n.a.	n.a.	2.7	44.4	23.6
Karnataka	Dharwad	n.a.	95.0	86.5	n.a.	n.a.	5.0	8.5	2.5
Maharashtra	Total	96.8	87.1	90.9	24.9	12.4	9.7	48.9	n.a.
Rajasthan	Total	72.5	74.5	78.3	29.5	8.8	0.9	35.7	8.7
Tamil Nadu	Total	95.3	n.a.	94.5	n.a.	n.a.	n.a.	n.a.	n.a.
West Bengal	Total	68.3	82.4	80.5	n.a.	n.a.	7.0	13.0	5.8

NFHS source: Table 3.7, state reports

Note: NFHS-Figures for AP and Karnataka are state averages.

Table 5: Water and sanitation

State	Universe	Source of drinking water		Toilet facilities					
		Safe (tap or tube-well)		Flush		Service		Open field	
		MICS	NFHS	MICS	NFHS	MICS	NFHS	MICS	NFHS
Andhra Pradesh	Vijayawada city	93.3	89.2	44.9	51.0	21.1	19.4	21.3	29.6
Andhra Pradesh	Visakhapatnam	80.0	89.2	57.5	51.0	1.3	19.4	42.5	29.6
Assam	Total	75.1	64.3	36.8	66.0	51.4	26.2	1.5	7.6
Gujarat	Total	98.8	91.3	44.6	68.7	3.1	2.3	52.4	29.0
Karnataka	Mysore	80.0	95.5	16.3	46.0	2.8	27.9	71.3	26.1
Karnataka	Dharwad	100.0	95.5	10.6	46.0	7.3	27.9	44.1	26.1
Maharashtra	Total	83.4	94.2	12.4	71.8	39.7	9.7	44.4	18.4
Rajasthan	Total	83.8	89.2	32.2	57.3	4.1	8.6	55.0	34.0

Tamil Nadu	Total	78.1	79.2	43.5	60.2	n.a.	9.7	n.a.	30.0
West Bengal	Total	65.6	90.8	58.8	68.8	7.9	14.9	30.9	16.2

NFHS source: Table 3.8 in state reports.

Note: NFHS-Figures for AP and Karnataka are state averages.

Table 6: Age at first pregnancy, birth spacing and family planning

State	Universe	Age at first pregnancy		Birth interval between two successive births larger than 36 months		Family planning			
		< 18	< 20			Couples using FPM		Sterilisation	
		MICS	MICS	MICS	NFHS	MICS	NFHS	MICS	NFHS
Andhra Pradesh	Vijayawada city	n.a.	n.a.	44.4	42.5	8.4	56.6	6.7	51.3
Andhra Pradesh	Visakhapatnam	28.8	68.6	27.2	42.5	39.8	56.6	31.4	51.3
Assam	Total	9.0	35.3	23.7	44.8	31.7	33.6	2.8	22.7
Gujarat	Total	21.7	57.1	26.1	33.7	23.0	49.0	12.3	38.1
Karnataka	Mysore	23.5	76.9	n.a.	36.7	n.a.	49.1	n.a.	40.4
Karnataka	Dharwad	20.0	65.4	n.a.	36.7	n.a.	49.1	n.a.	40.4
Maharashtra	Total	20.4	66.7	24.1	34.8	17.2	50.8	12.1	39.5
Rajasthan	Total	16.3	53.4	14.9	45.6	31.2	46.8	n.a.	38.3
Tamil Nadu	Total	n.a.	n.a.	n.a.	41.2	31.4	44.5	n.a.	34.7
West Bengal	Total	17.6	54.3	42.1	38.8	12.4	36.5	6.7	25.4

NFHS source: Table 5.9, 6.5 in state reports.

Note: NFHS-Figures for AP and Karnataka are state averages.

Table 7: Antenatal and maternal care

State	Universe	Three or more antenatal visits	TT immunised		IFA supplements received		Institutional delivery		Trained birth attendant	
		MICS	MICS	NFHS	MICS	NFHS	MICS	NFHS	MICS	NFHS
Andhra Pradesh	Vijayawada city	100.0	90.3	84.9	95.8	82.7	84.9	69.6	92.0	78.3
Andhra Pradesh	Visakhapatnam	96.8	55.5	84.9	93.7	82.7	58.6	69.6	70.1	78.3
Assam	Total	48.4	65.4	66.2	n.a.	69.6	47.7	50.1	45.0	56.8
Gujarat	Total	50.0	66.0	76.7	84.0	77.6	44.7	62.1	50.4	65.7
Karnataka	Mysore	89.5	94.2	78.2	91.9	78.4	n.a.	66.6	76.0	77.2
Karnataka	Dharwad	89.9	83.0	78.2	83.5	78.4	n.a.	66.6	n.a.	77.2
Maharashtra	Total	52.3	60.6	79.8	64.8	72.2	61.1	73.3	79.9	77.8
Rajasthan	Total	35.6	62.4	52.7	46.3	44.0	32.7	35.0	50.2	45.2
Tamil Nadu	Total	n.a.	95.6	94.9	87.2	88.3	n.a.	89.8	97.4	91.8
West Bengal	Total	57.6	73.3	78.1	68.1	63.4	64.8	66.0	68.6	66.5

NFHS source: Table 9.3, 9.4 and 9.5 in state reports.

Note: NFHS-Figures for AP and Karnataka are state averages. Antenatal care visits (NFHS) cover 4 or more visits.

Table 8: Breast-feeding practices

State	Universe	Initiation of breastfeeding within 1 hour		Exclusively breastfed for four months or more		4-6 months old receiving mushy foods on a regular basis	
		MICS	NFHS	MICS		MICS	
Andhra Pradesh	Vijayawada city	n.a.	16.6	n.a.		n.a.	
Andhra Pradesh	Visakhapatnam	n.a.	16.6	n.a.		n.a.	
Assam	Total	2.8	13.7	42.3		n.a.	
Gujarat	Total	n.a.	18.8	31.8		n.a.	
Karnataka	Mysore	15.1	9.3	n.a.		30.9	
Karnataka	Dharwad	10.3	9.3	n.a.		26.5	
Maharashtra	Total	6.5	10.2	35.4		32.0	
Rajasthan	Total	14.4*)	15.2	34.8		32.4	
Tamil Nadu	Total	n.a.	26.6	47.4		n.a.	
West Bengal	Total	4.3	9.4	4.7		22.7	

NFHS source: Table 10.1 in state reports.

Note: NFHS-Figures for AP and Karnataka are state averages.

*) within two hours

Technical note

The Multi Indicator Cluster Surveys (MICS) carried out in the 12 states for which some of the data is presented in this report comes from visits to more than 140,000 households comprising more than 800,000 household members. The surveys were carried out in accordance with the selection procedure suggested in the UNICEF Handbook *"Monitoring Progress toward the goals of the World Summit for Children - A Practical Handbook for Multiple-Indicator Surveys"*, namely using the Cluster Survey Method. The reason for this is the following: Communities may vary considerably in population. If simple random or systematic sampling is used, both large and small communities will have the same probability of being included, which is incorrect. One way of compensating for these differences is to choose clusters from the sampling frame with probability proportional to size (PPS). One advantage of PPS is that, if properly used, each household in the sample will have an equal chance of being selected. The sample is then said to be *self-weighting*, which will simplify the analysis.

Using a procedure developed for the purpose, 20 clusters for each universe (district, states, urban area, slum area etc.) were selected for each individual survey. For sample size determination, measles immunization was taken as the indicator least in occurrence, for which the target group is children in the age-group 12-23+ months. Therefore, in each cluster all households and their family members in the relevant age-groups were surveyed until the interviewers in the particular cluster had recorded 15 children in the age-group 12-23+ months. This method ensures a precision level of at least +/- 10% for all the indicators.

NL, January 15, 1997

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Consultation on
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