



# How Inclusive are our Cities?

*Implications for the 12th Five-Year Plan from the  
perspective of the urban poor*

Report

**National Consultation - How Inclusive are our Cities? Implications for the 12th Five-Year Plan from  
the perspective of the urban poor**

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## **Acknowledgments**

CIVIC, Hazards Centre and Habitat Forum are grateful to all the organizations, networks, campaigns and individuals for their active participation in the National consultation.



## **Context - Inclusion for Whom?**

The contexts for the National consultation was set by Ms.Kathyayini Chamaraj during her introduction and welcome address and was taken forward by Ms Ruth Manorama and Mr. Dunu Roy during their speeches. Many of the chairpersons and speakers concurred with what was said before and added their valuable inputs.

*I am not interested in picking up crumbs of compassion thrown from the table of someone who considers himself my master. I want the full menu of rights.*

- Desmond Tutu

Through our development paradigms and language, there is a tendency to exclude the poor by everybody, be it the government or the civil society. There is a tendency to look at them as a problem and not acknowledge that 'slums are people'.

With more than 30-35% of the people living in slums, there is a need for a comprehensive approach towards the marginalised which are only seen as dots in a geographical location. This comprehensive approach should be according to their needs and aspirations to enable each and everyone to live with dignity, decent housing, food, education, health, social security and assured livelihood.<sup>1</sup>

JnNURM, Ray and several policies and initiatives which have been implemented or are in the process of being implemented greatly impact the cities. The aim of this consultation was to analyse the experience of JnNURM and other policies and to clarify what would be the inclusivity that the people desire. Also, to see what future initiatives are necessary to bring about inclusivity during the 12<sup>th</sup> 5-yr plan.

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<sup>1</sup> Ms.Ruth Manorama, President, National Alliance of Women (NAWO) & General Secretary, Women's Voice



At the outset, the 12<sup>th</sup> 5-year Plan Approach Paper does not reflect what civil society wants. It lacks a comprehensive outlook to make the cities more inclusive. The Planning Commission seems to be still following a piecemeal approach in solving the issues.

What is required is a multi-pronged approach filled with compassion, to ensure that every urban poor is enabled with assured livelihood, decent living, social security, health, education and good governance based on justice equality and inclusiveness.<sup>2</sup>

The Planning Commission, as with other authoritative bodies, has to contend with diametrically opposite views. We would like to question this reconciliation as there seems to be a strong orientation toward the view of powerful lobbies ignoring the view of the marginalised in making decisions for the latter.

Though there is a formal process of consultation with civil society, in substance there is no consultation. The end result is farcical. At the end of huge consultations, the pre-determined growth strategy of India remains even after oppositions to it.

Civil society concludes that the plan documents all include words that are politically right as a front as a false propositioning of the government's intent.

There is also a need to reconcile the contestation between growth vs. equity. Democracy is being undermined with the CEO-led growth approach. This is the failure of JnNURM as it tried to bring about structural changes through a project mode. This shows that it does not have sufficient focus to bring about reforms. This also leads to micro-management of the reforms.<sup>3</sup>

The entire vision for this country is diluted and distorted, guided by a 9.5% growth rate, a seat in the UNSC and the necessity to become a super power. A country will become a

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<sup>2</sup> Kathyayini Chamaraj, Executive Trustee CIVIC

<sup>3</sup> Mr. Dunu Roy, Executive Director, Hazards Centre



super power when all the people have the power, are living with dignity, have access to food, education, health, housing, water and sanitation.

The time is right to go back to the constitutional vision as envisioned in Article 38<sup>4</sup> and Article 39<sup>5,6</sup>

*There are two approaches to growth – one is growth with social justice and the other is growth through social justice.*

*KN Raj, economist*

We recommend that a closer look is needed at the approach that we are following for growth and that the latter be followed where growth is achieved through the process of equity.

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<sup>4</sup> 38. State to secure a social order for the promotion of welfare of the people

[\(1\)](#) The State shall strive to promote the welfare of the people by securing and protecting as effectively as it may a social order in which justice, social, economic and political, shall inform all the institutions of the national life

[\(2\)](#) The State shall, in particular, strive to minimize the inequalities in income, and endeavor to eliminate inequalities in status, facilities and opportunities, not only amongst individuals but also amongst groups of people residing in different areas or engaged in different vocations

<sup>5</sup> 39. The State shall, in particular, direct its policy towards securing

[\(a\)](#) that the citizens, men and women equally, have the right to an adequate means to livelihood;

[\(b\)](#) that the ownership and control of the material resources of the community are so distributed as best to subserve the common good;

[\(c\)](#) that the operation of the economic system does not result in the concentration of wealth and means of production to the common detriment;

[\(d\)](#) that there is equal pay for equal work for both men and women;

[\(e\)](#) that the health and strength of workers, men and women, and the tender age of children are not abused and that citizens are not forced by economic necessity to enter avocations unsuited to their age or strength;

[\(f\)](#) that children are given opportunities and facilities to develop in a healthy manner and in conditions of freedom and dignity and that childhood and youth are protected against exploitation and against moral and material abandonment

<sup>6</sup> Prof Haragopal, Professor, Centre for Human Rights (School Of Social Sciences), University of Hyderabad



## **Counter Point – *Planning Commission View***

Mr. Rakesh Ranjan presented the Planning Commission's point of view on the inclusivity of the 12<sup>th</sup> Five-Year Plan. He mentioned that the Planning Commission was formed with the poor as part of the charter. Planning Commission has a cross current of views and the decisions are based on a lot of deliberations. The members of the steering committee are re-designing the JnNURM and are keen to get feedback from this consultation so that RAY is launched in full form with all the feedback to make the scheme effective.

Mr. Ranjan was confident that the 12<sup>th</sup> Five-Year Plan Approach Paper reflects the inclusivity as it has been prepared after feedback.

The aim for the 12<sup>th</sup> Five-Year plan is a faster, sustainable and more inclusive development. It is estimated that the urban population is 377 million in 7000+ cities which is likely to be 600 million by 2030. Arrangement has to be made for migrants and other vulnerable sections.

The main challenges in this regard are -

- Poor are mostly in the informal sector
- Poor are the worst sufferers of lack of civic amenities
- They have very little role in planning and projects
- They contribute significantly to cities' economic growth

Making cities more inclusive is important from both the growth and equity perspectives. The Planning Commission is looking to achieve this through convergence among different programmes. The budgetary support required for the plan is Rs. 14.5 lakh crore and this money has to be found through the budget or innovative finances or user charges or beneficiary contribution. Before jumping into the entitlement-based approach, the money has to be found. He reiterated that the process to maximize growth would be much faster if the focus were on the poor.

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JnNURM had inclusive growth as its key objective which was showcased through the following

1. Had specific pro-poor reforms:
  - Earmarking of 10-15% land or 20-25% dwelling units in housing projects-public & private
  - Earmarking 25% municipal budget for poor
  - Reduce distortion in land market
2. Direct intervention through BSUP and IHSDP
3. Emphasized City Development Plan through participative planning

There have been a lot of challenges in the JnNURM I which was looking at putting the money (Rs. 66,000 cr.) where it was required through 2800 + projects. But it had its shortcomings, viz., delay in implementation of projects, lack of participative planning, being engineer and consultant driven and not ULB driven, very little monitoring on service levels or coverage and capacity constraints.

The new JnNURM is being launched with the ULB as focus and the emphasis is on participative planning. There would be a separate sub-mission for slum rehabilitations in smaller cities and the R&R component would be made part of any project. The PPP would be implemented with difference- including another P, people.

The Rajiv Awas Yojana Phase-I was launched in June 2011 with a whole city, all slum approach. In-situ rehabilitation would be done as far as possible with security of tenure and a credit mortgage fund.

Pro-poor reforms: within 1 year of sanction

- Legislate for property rights
- Legislate for earmarking land/ dwelling units

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– Earmarking of municipal budget for poor

There are other reform programmes that the GOI is undertaking, namely National Urban Livelihood Mission, Programme on providing shelter to homeless, Programme on incremental improvement in slums under JNNURM, Programme on street vendors, Initiatives on food security, health, education etc.

He concluded by saying that the GOI is clear that there is no trade-off between growth and equity. GOI also believes that the poor does not require charity. It has to put in place a structure which can involve participation. Strengthening of the third tier of government and taking democracy to grass root level is the most preferred option to better implement programmes. And this is where the role of the civil society comes in, to push for involving people at the third tier of government.<sup>7</sup>

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<sup>7</sup> Mr.Rakesh Ranjan - Director, Urban Development, in the Planning Commission



## Recommendations

Over the two days of discussions and deliberations there were various recommendations that came through from the panellists and the participants. There has been an attempt to club them herewith as general recommendations towards a more holistic approach to planning and development.

1. Growth is not an indicator of hunger-free India, where growth is increasing while the condition of the poor is declining
2. We reject the GDP-centred economic growth model and its corollary 'reforms' and emphasise alternative planning around livelihood-focused urban development
3. NGO model or municipal model or government's model becomes best practice not the *peoples* model. We need to change the nature of reforms themselves.
4. The environmental benefits of low-cost and low-resource-use pro-poor value added livelihoods and shelter must be recognised
5. The identity of all workers, including migrants, through registration is crucial to ensure access to government welfare programmes
6. All existing labour laws must be implemented universally to ensure a living wage and abolish contractual and casual work
7. The housing deficit has to be estimated in every city to provide legally tenured, affordable, and liveable land for shelter near work places so that people can build their own incremental housing
8. Policy must provide for innovative people-built housing and services and to regularise all 'illegal' – but affordable and liveable – housing
9. Universalise all services especially health and education. An exclusive service targeted towards the poor seems to deliver the service at a very poor quality



10. Universal and equal access to all state-managed welfare services [water, sanitation, health, education, transport] must be restored without any privatisation whatsoever
11. Constitutional provision has to be made for decentralised governance at the local level (population 5,000) along with training in skills for participating in alternative planning
12. Services should be provided to all urban settlements even if they have been termed unauthorised
13. Investment in personnel in all public services should be increased for them to function effectively
14. Social audits of all implementation of projects must be conducted by strengthening existing participation and transparency laws and the use of accessible media



## **Sector - wise**

### ***Housing***

The esteemed Mr.Amitabh Kundu and Mr.Kirtee Shah presented their views and recommendations to this topic focussing mainly on the RAY. Valuable discussions that followed the presentation have also been included in the recommendations.

A Slum is an expression of the labours willingness to build its own shelter. Their unpaid labour overtime makes the land valuable which is taken away through slum eviction and renewal.

RAY is a significant programme of UPA II with which the expectations of many sectors went high. The dream of having a minimum shelter will be achieved in a time-bound manner and reasonable level of living was the expectation of the marginalised. It also raised the expectations of private housing sector who were looking at the rising land value and the banking sector who thought the advances for the housing sector will pick up. The urban middle and upper class was expecting to clean up the cities, so that cities will be liveable, will provide clean jobs, and attract a lot of foreign investments.

2011 census shows that large cities are exclusionary. Experience of JnNURM has shown that in the 65 cities where its operational the growth rate of population has gone down significantly. Those cities have not been inclusive for the migrants from the rural areas. The percentage of adult male migration has declined in the period in which JnNURM was being implemented. The window of opportunity to enter the cities seems to be closing down for the marginalised. The higher the expenditure category, higher is the migration.

Globally 7 % of the total urban population are in 5 million-plus cities, in Europe its 5%, in USA its 13%, in less developed countries its 15%, in Asia its 21%. For India this figure is 24%.

The model of giving full land titles with right to sell to the poor against the current socio-political reality will be counter-productive as evidence shows from countries

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across the world. The power structures in the slums will grab the title from the poor for their own benefits.

The National Sample Survey data shows that at least 2.5 times the land required to create housing is available with the local bodies.<sup>8</sup>

There is a shift from the environmental criteria of land fit to live in as a definition under slum improvement and clearance act to a financial criteria under RAY bringing in tenability.<sup>9</sup>

If food security bill is saying 75% of the rural population and 50% of the urban population, then 750 million people have to be fed every day, this should be the basis of calculating the poor of this country.<sup>10</sup>

### **Recommendations for Housing sector**

- Clear guidelines to identify tenability and non-tenability so that not more than 30% of the slum is evicted and 70% of the rehabilitation is done in an in-situ manner. The policies lack a pro-poor thrust when they talk about 70-80-% of the land to be evicted.
- State should not acquire land and give it to the poor since it has not worked in the past. Let the land be given directly to the poor. If a private person comes to claim the same, compensation can be paid by the Government.
- Mortgage risk guarantee fund should be operationalised faster so that funding by the banking sector to the urban poor is easier.

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<sup>8</sup> Prof. Amitabh Kundu, Professor of Economics, Centre for the Study of Regional Development & Dean of the School of Social Sciences, JNU

<sup>9</sup> Mr.A K Roy, Executive Director, Hazards Centre

<sup>10</sup> Mr. Kirtee Shah, President, INHAF



- Small and medium towns must be encouraged, which has not thought about in JnNURM for balanced urbanisation. Their infrastructure should be strengthened and linked to the rural areas around them to absorb the rural migrants.
- Identifying the tenable slums and beneficiaries cannot be left to the Municipal commissioner. Clear guidelines should be given in this regard and civil society should be involved.
- Only 15% of the people need to be moved, to install infrastructure and remove congestion.
- Slum communities should be made real stakeholders in the process.
- Land should not be looked at from the market perspective alone but also from the environmental perspective.
- Identity of people in the slums on the basis of residence and property rights. Identity should be in terms of labour rights.
- Establish the property right initiative as a political enablement with peoples participation, not only as a welfare measure. This will encourage and capacitate the slum resident to design, improve, upgrade and rebuild their own shelter
- Property rights should be an economic asset in a form that he/she is able to transfer the land to his/her children or any other legitimate beneficiary whenever required.
- Land title should be given to the slum dwellers before they are relocated for renovation of the slum
- For slums to improve the municipalities need to be capacitated to invest in infrastructure, water, sanitation, roads, education and other services
- The current pilot of RAY in Pune has neglected the all city plan for housing which needs to be incorporated



## ***Water***

Prof Subodh Wagle was the sole speaker during this session which saw a lot of data being presented on the subject.

Urban water is a neglected issue by all and water is taken for granted and the situation is changing fast.

A large amount of water is being diverted from agriculture to cities and industries for a while now. In the last four years, in Maharashtra alone, 1500 million cubic meters of water was diverted. This translates into 250000 hectares of agricultural land not getting water. The coming years will see a huge contestation over water among the agricultural, the urban and industrial users and is going to place huge demands on our knowledge and governance capacities of the water sector

Inclusion of everybody in the formal urban water system by providing water (of Quality and In Quantity) required for water security.

There are legal, financial and local political barriers which play a role in the denial of access of water.

Full-provision of water as per the norms (for Quality, Quantity, Reliability) through effective access of adequate water on reliable and sustainable basis to every resident in the city

There are huge costs of this denial to access of safe water which includes high economic costs of purchasing water from informal sources and loss of productive time. For example wealthy Mumbaites pay Rs3.5 for a 1000 litres of water, the slum dwellers end up paying Rs1000 for the same amount of water. There is also a health cost attached due to drudgery, illness, death and the economic costs related to treatment and loss of productive time. There are other costs including loss of educational opportunities for children, especially girls.



It has also been seen that it moves from non-provision to under-provision after access approval due to either increase in demand due to population, low quality equipment used or lack of maintenance. This shows that access approval does not automatically result in water security, it can at best provide under-provision.

Water security is not related to giving new connections, its related to system level changes right from the scheme level changes to city level changes. Unless there are good sources of water for the city, water security cannot be assured for the poor.<sup>11</sup>

### **Recommendations for Water sector**

- Key Strategies for Ensuring Water Security of Ray Affected/Supported Residents
  - Ensuring Adequate Capacity, Efficacy, Efficiency, Reliability, Sustainability of the Scheme-Level Systems and Equipment
  - Adequate and Long-Term Financial Provisioning for O, R, M, R Expenses of the Scheme-Level System
  - Guarantee of [Quality, Quantity] Adequate Water Supply to RAY-rehabilitated Schemes
  - Strengthening and Augmentation of Back-End Capacity in order to Address Increased Demands [Local distribution-treatment-pumping-Source]
  - TAP for ensuring equitable distribution
- Access approval does not remove financial barriers which should be done through financial support in the form of grants and loans which could be recovered later through tariff.
- The system-end barriers should be tackled through reducing system inefficiency, augmentation of water sources, demand side management, losses reduction and providing rewards for water saving.

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<sup>11</sup> Mr. Subodh Wagle , Professor, School of Habitat Studies- TISS





- There should be a scope to integrate land reforms with water reforms
- ULBs need to be capacitated to recycle water
- Surface water and rain water harvesting should be created and encouraged so that the pressure on ground water comes down
- Relocation and rehabilitation site should have the same facilities of water provision as any other site. Planning should be done from the beginning for this.



### ***Unorganised sector***

This session was heavy with a lot of eminent speakers talking about the success and pitfalls of the approaches to the unorganised sector in the country. Valuable discussions that followed the presentation have also been included in the recommendations.

Mr. Ashim Roy spoke about the need for legitimate representation of the society by labour unions because a society living in illegality cannot make representation of their rights. He also believes that one cannot build a civil society unless its trade union society is strong which can represent and articulate. There is also a need to bring back the framework of urban ideology in the articulation. Currently, people are looking at urbanism in a negative way which needs to be changed<sup>12</sup>.

Ms. Nalini Palyan talked about her success in working with the rag pickers in Pune and Pimpri Chinwada. SWaCH has used a pragmatic approach for PPP with the Pune Municipal Corporation for inclusion of waste pickers in primary collection of solid waste. The belief is that Solid Waste Management (SWM) is not about technical and managerial pathways alone. It must include social pathways and integrate workers engaged in waste collection and recycling in the informal economy. Inclusive SWM Policy can be a tool for both sustainable SWM and Poverty Alleviation. Recycling is a robust business in India which addresses the sustainability through the reduction of green house gases and livelihood issue. There needs to be a push for decentralised waste management in which the environment component is important but even more the focus has to be on the labour component. Apart from providing livelihood by collection of waste, the rag pickers are making additional income with composting or energy creation from wet waste. It has also resulted in the reduction of child labour after the union decided to send the children to school and not bring them into waste picking.<sup>13</sup>

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<sup>12</sup> Mr. Ashim Roy, General Secretary, National Trade Union Initiative

<sup>13</sup> Ms Nalini Palyan, Coordinator, SWACH (Alliance of Indian Waste-Pickers)



Ms. Kathyayini Chamraj presented the study done by CIVIC on the Swarna Jayanti Shahari Rozgar Yojana (SJSRY). SJSRY has been mandated to address urban poverty alleviation through gainful employment and empowers the community to tackle the issues of urban poverty. There is no convergence of schemes happening under various names such as JnNURM, PMEGP, AABY, NRHM, SSA, ICDS etc. There is no administrative structure in place for this and no single window system to deliver the scheme. Micro-business centres were to be established to provide small enterprise advisory service through experts which have not been done. There is a shortage of community organisers since the beneficiaries being identified on basis of 1997 survey with annual income Rs. 23, 124.

The community development society (CDS) members are not elected but being appointed by the officials often on political considerations. CDS don't have line department representatives and often no woman councillors or NGOs represented. There is a lack of awareness about all components of the scheme since there is no training given and no material in the local language. Many RCVs and CDS members and most COs taking commissions for getting loans sanctioned for members. Also, the bankers have no accountability. They do not attend the CDS meetings, do not give feedback on loan applications, demand surety for loans, are withholding subsidy amounts and let the application lapse since they don't sanction loans in a financial year. Only 2-3 CDS meetings are happening per year with no general body meetings and the budgeted money not being spent on them. The minutes, circulars, GOs are not being circulated to the members.<sup>14</sup>

Arjun Sengupta committee calculated that 450 million people work in the informal sector out of which 62 million people work in the unorganised category of the formal sector. The minimum wages right now is fallacious. A survey done by NTUI says that Rs.370 per day is required per person in urban Bangalore and currently the minimum wage is at Rs.180.

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<sup>14</sup> Kathyayini Chamaraj, Executive Trustee CIVIC



Exploitation is not only economic but also social. Women still get paid half of what men get. Contract labour is the new way of exploitation which needs to be addressed. The working environment of such labour is abysmal since it does not fall under the purview of the government department but has been outsourced to a contract labour agency.

Social security act was passed in parliament on 21 December 2008 but in 3 years, there has been no implementation of the same.

### **Recommendations for Unorganised sector**

- Give the people of the slums to decide what they want and their rights. Give the agency to the urban community.
- Topmost priority should be regulation of employment and provision of basic necessities to the labour who contribute the most to the development of this country.
- The experience of Mathadi workers in Maharashtra should be emulated across the board. The Mathadi/Hamar board established by law in every district has representatives of the merchants, workers and government officers. Every operation including method of deciding on wages is mentioned in law.



## ***Children***

This session saw an emotional plea by Ms. Devika Singh about the needs of the underprivileged children backed by solid data.

The last few decades have seen rapid urbanization and sharp increases in the numbers of people moving into cities. More than half the population of mega cities now lives in congested urban settlements, in unsanitary surroundings, with poor access to basic services.

Serious concerns have been raised about the increasing disparities in the status of health of different segments of the population in cities; the lack of planning for these fast growing populations, and the discrimination in policies with regard to provision of basic services. The State has failed to recognize slum dwellers as people with rights to the most fundamental entitlements of citizens - water, sanitation, ration cards, health services etc. These lacunae have created enormous hardships, severe health and nutritional problems for women and children, and an environment which is contrary to India's goal of moving forward both economically and on human development front.

The overall data on the Urban Poor (NFHS III) substantiates the above and clearly points to the need for drastic change in policies towards "the children of a lesser god". The extent of disadvantage suffered by these populations can be gauged by comparison of the health status of young children in urban areas with that of children of the urban poor,

It is granted that papers, policies have been silent about survival and growth of children. There is a lack of outreach of the government programmes in unauthorised slums. Statistics shows that 22.9% of children are wasting which means their height and weight is lower than what their age requires. The food given to the child and the expectant mother is unpalatable and inadequate. It does not take into account the



Poverty of the people. Apart from the lack of attention to nutrition there is also a lack of attention to the cognitive development of a child.<sup>15</sup>

### **Recommendations for Children's sector**

- Children are people and should be central to planning and thinking. Children are uncounted and unmapped. No planning can be done without counting, mapping subsets of children.
- ICDS does not take into account number of hours required for child care by women. Different models are needed as women work at different timings, consultation of the women important to come up with the models
- 90-95% of a child's development happens during the 0-3 years of a child. Focus should be brought to this age group in the policies
- **Design :**
  - a) Design Special Intervention for Special Needs Groups -
  - b) Design network of crèche services - ICDS Cum Creches, + Other Models, Budgets, HR, Space
  - c) Revamped ICDS - Second worker for age appropriate learning under ICDS, Space, Budgets, HR etc.
  - d) Design extension model for ICDS
  - e) Pilots for all the new intervention
  - f) All schemes to have compulsory social audits
- **Data** – currently is disaggregated for under sixes age group
- **Attention must be paid to related cluster of issues**

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<sup>15</sup> Ms Devika Singh, FORCES-Delhi (NEEV), Mobile Creches  
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- Livelihood, basic services
  - Land allocation for AWC s, PHCs, Sub Centres
  - Shelter issues / disolcation and displacement
  - PDS, ME
- **Support and Linkage:**
    - Health Infrastructure / Services available / distance norms
    - Basic Services
    - Shelter/ space/ norms/ ( Space for ICDS, PHCS and Recreation/), Distance from Work and Transport for Women
    - Urban Health Mission implementation/ ASHAS – Role and linkage with ICDS
- **Governance related:**
    - Implementation and quality , human resources, budgets ,
    - Empowered and well defined Convergence structures across departments at all levels
    - Accountability/ Social audit mandatory of Schemes/Redressal Mechanisms
    - Bottom up planning, ULB capacity Building



## ***Health***

Dr.Hemant Apte and Mr.E P Premdas were the two speakers for this session who spoke the passionately about the need for universal access to health.

According to NSSO 58th Round (2002) 49.4% slums are non listed where Urban poor face social exclusion, illegality, many are overlooked by official enumeration systems, poor access to public services-notified in India.

Though there is a differential between large and small cities, all urban areas face health challenges to a large extent. Vector borne disease like Malaria, Dengue, Chikungunia, spread by mosquitoes, continue to be high in rural areas but even in the urban areas they are quite common. For the past couple of years, urban areas are experiencing high mortality due to Swine Flu. During the rainy season there are epidemics of water borne diseases like cholera, dysentery, jaundice, etc. despite the fact that cities have a piped water supply of Safe Drinking Water. Life style diseases and disorders are also quite common among the affluent class as well as labour class. These include, CVDs, pulmonary diseases, arthritis, etc. Air pollution leads to increased breathing problems like asthma. Anaemia is rampant among women of all socio-economic classes and also has adverse effects on their reproductive health. Complete ANC is received by only 11 % of urban poor pregnant women and percentage of institutional deliveries (44 per cent) is also low. IMR is high among this group (55 per 1,000 live births).

The public health system is weakened which is evident with its non-functioning health facilities, sub-standard treatment, shortage of staff and health facilities, shortage of essential drugs, denial of care. In one of the slum in suburbs of Mumbai the percentage of home delivery of children is 26% since the nearest health post is 7 kms away at foot of a hill with narrow lanes. There is one government primary health facility for approximately 2.38-lakh urban populations.

Added to it is the user fees in all government centres in addition to the bribe that is one to pay. This results in health denial and discrimination.

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NFHS 3 reports that the private sector remains the primary source of health care for the majority of households both in urban (70%) and rural (63%) areas. Approximately 80% of all doctors, 75% of all dispensaries, and 60% of all hospitals in India belong to the private sector (Narayan et al, 2003). Individuals spend a disproportionate share of health care expenditure (76%) as out-of-pocket costs. RBI data showcases that people admitted in private hosp come back poorer due to the loans taken by them.

The word coverage being used by the Planning Commission legitimizes insurance and provides further space for private players.

Non-use of public facilities is attributed to the perceived poor quality of care (58%), distance of facility (47%), and long waiting hours (25%). Free or subsidized public health services are also associated with indirect costs of transportation, loss of wages, and informal paying charges.

Universal Access to Health Care has been mandated by the Right to life with dignity in our constitution and our commitment to International Covenant on Economic Social and Cultural Rights, Alma Ata Declaration, recommendations of Human Rights Council etc.

In an increasingly changing health landscape, there is a need to focus on health promotion, moving away from a 'disease-focus'.

### **Recommendations for Health sector**

- Availability, Accessibility, Affordability, Appropriateness and QUALITY health care FOR ALL has to be the policy
- Community Participation and Citizen Engagement should be used through Village Health Councils, Health Assemblies, Grievance Reddressal Mechanisms. Monitoring of the system should be left in the hands of people after educating them about their rights
- Universal Health Care in spirit means strengthening the public system, regulating the private sector within ethical and rational health care system regulated by law

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- There cannot be true health without addressing the main determinants of Health (water, food security, work, shelter, justice – gender & Caste is critical).
- Improving the efficiency of public health system in the cities by strengthening, revamping and rationalizing urban primary health structure
  - Provision for a need based contractual human resource, equipments and drugs & provision of Rogi Kalyan Samiti.
  - The provision of health care delivery with the help of outreach sessions in the slums.
  - On the basis of the GIS map the referrals would also be clearly defined and communicated to the community.
  - Rationalization of the existing public health care facilities and human resources.
- Partnership with non-government providers for filling up of the health delivery gaps:
  - A large number of urban slum clusters do not have physical access to public health facilities whereas there are non government providers being accessed by the urban poor.
  - Specialized care, diagnostics and referral transport is prominently available in the non government sector.
  - To leverage the existing non government providers to improve access to curative care.
- Promotion of access to improved health care at household level through community based groups : *Mahila Arogya Samittees* .In view of usefulness of such women led community/ self help groups; it is proposed to promote MAS for enhanced community participation and empowerment



- Adequate capacity - including infrastructure, technical expertise and political will - is critical for the revitalization of the commitment to primary health care, especially for the urban poor.
- Examples of Thailand and Sri Lanka should be emulated where health access is universal



## ***Education***

Prof. Haragopal spoke on behalf of All India forum for Right to Education.

The speaker was a product of a government school and went on to study in a Central college and become a world renowned professor. But now this would be unheard of because the image of the government schools is tarnished due to media, propaganda and partly due to the government school teachers. The general impression is that the quality of education is poor in government schools and the future of a child is made only if s/he is send to a private English medium school. But in reality public Private Partnership is plundering of the public resources by the private.

Education having become a fundamental right in 2009 is at a historical junction and in the 12<sup>th</sup> five year plan the spirit of fundamental plan should get reflected. It is paradoxical that Government schools in many States have been closed after the Right to Education has been made a fundamental right. Whereas the expectation would have been the opposite since many more children have to be educated.

Aspiration has been raised in the minds of all that education will raise the status of people and this desire is a positive indication and this is the right time to intervene by universalising education.

Currently we are only *informating* children and not educating. The ability to switch jobs comes from education which is required for the rural population.<sup>16</sup>

## **Recommendations for Education sector**

- Make schools universally accessible. Education is one of the most important intervention to reduce inequalities as knowledge serves as an enabling factor for mobility

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<sup>16</sup> Prof Haragopal, , Professor, Centre for Human Rights (School Of Social Sciences), University of Hyderabad



- Common schooling through neighbourhood schools were part of this country's history till 1985. The multi-layer, multi-medium, multi-curriculum is the way to perpetuate the stratification of the society and creating inequalities
- Pre-school education is the responsibility of the government and should be included as part of the Act. Children of the age group 0-6 should also get benefit of the system through anganwadis being made a part of the school.
- Food security bill can be integrated with the right to education to benefit the children who come empty stomach to schools
- Textbook mediated education should be replaced by creative development of the child. The colonialism brought in the textbooks to create clerks to kill the questioning power of the child.
- Only 2% of the schools in this country have playgrounds. The multi dimensional development of the child is missed out.



## ***Food security***

Mr. Biraj Patnaik talked about the flaws in the Food Security Bill and requested the civil society to speak up before it becomes an Act.

Food security Bill abolishes PDS for 50% of the urban population of the country. Of the remaining 50% only 28% of the total urban population will get 35 kg of ration at Rs3, Rs2, Re1 for wheat, rice and millets respectively. The rest of the 22% of the population will get only 15 kgs at 50% of the minimum support price paid to the farmers. This will end up pitting the consumer against farmer and as it is 70% of the farmers in this country are purchasers of food

These estimates come from Planning Commission's estimate of Tendulkar committee. They are being cast into a legislative stone in the name of legislating a right. 39 provisions in this bill are a complete assault on federalism. Any person excluded by the schedule given by the Centre cannot be included by the State Government.

The food security bill does not take into account the nutrition security and the food preferences of the public

## **Recommendations for Food sector**

- Universality of the Public Distribution System is the only way forward as evidence points out from the Tamil Nadu, Andhra Pradesh and Chattisgarh model shows<sup>17</sup>

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<sup>17</sup> Mr. Biraj Patnaik, Advisor to the Supreme Court Commissioners in the Right to Food Case



## ***Governance***

This session saw the critical analysis of governance in India. Ms. Anjali Mohan said that governance needs to be understood in terms of context that is the context of globalisation, liberalisation, and urbanisation. We need to situate it as a relationship between the government structure and the people.

Mr. Simpreet Singh critically analysed the 74<sup>th</sup> constitutional amendment. The 74<sup>th</sup> constitutional amendment has to be understood against the time period that it was made, viz 1992-93 which was immediately after the new economic policy of India. It has led to financialisation of our cities, disciplining of the governance has started in the context of the financial and budgetary allocation. In this the task which are in the context of the poor have taken a back seat. Newer technologies of capital have been introduced like credit rating protocols, PPP etc. On the one hand the central government has been talking about devolution of power, but there has been the emergence of parastatal bodies like regional development authorities which are given importance not only by the State governments but also by global agencies like World Bank. The global agencies always get access to the city through the regional development authorities. The regional development authorities are always flushed with funds whereas the urban local bodies lack it.

With decentralisation comes the danger of divided citizenship. They have institutionalised the divides in the urban areas which are class based. The platforms created by decentralisation provide space only for a particular class of the city other than the working class or the poor.

States have distorted the Constitutional amendment by pushing the functions which are critical to the urban poor under the discretionary part of the State legislation on the Urban local bodies.

The appointment of the Executive wing who are to implement the decision in local areas is done by the State Government which is a major paradox. This creates battle lines

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between the local council and the executive as per the political affiliation of the local council to the State government.

The method of deciding on the poverty line based on a uniform number done at the central level should be stopped and this mandate should be given to the Urban Local Body since the poverty will differ from city to city

Urban local bodies have become the agents of implementing what is being decided at the Central level or State level. The issue of citizen participation does not get the momentum it deserve in any of the plans. State apparatus are reluctant in empowering the institutions created by the Centre<sup>18</sup>

Mr. Shyam singh presented a report on the analysis of Community Participation Law by various States in India. One elected representative at the ward level represents 40 to 50 thousand people restricting the ability of the representative to interact with the people and the opportunity of the people to participate effectively. Community Participation Law (CPL) adds a tier in the already decentralised structure to add the Area Sabha consisting of the people of a particular polling booth. 11 States out of the 31 States have not passed the Community Participation Law under the mandate of JnNURM.

The CPL suggests that Area Sabha should generate the proposal and determine the priorities to be implemented and that plan should be forwarded to the ward committee, but there is no power given under the law to Area Sabha to implement the plan. The Area sabha is supposed to assist the ward committee in implementation rather than taking responsibility to implement it directly. The Area sabha does not have any power to make budgets but only advisory powers. The Area Sabha has been given the mandate to identify the beneficiaries for the social security schemes which are very important.

The ward committees will produce the ward plan but will only assist in the implementation of the schemes and is not primarily responsible for implementation. The ward committees can make the budgets and ensure the collection of revenues

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<sup>18</sup> Mr. Simpreet Singh, Ghar Bachao Ghar Banao Andolan, Mumbai





mentioned in the 12<sup>th</sup> Schedule of the Constitution. Primary responsibility of implementing all 18 functions provided in 12<sup>th</sup> schedule must be given to AS/MS and WC. Though, supervisory powers may be given to municipality.

The Ward Development Index will determine the distribution of funds according to the rank of the Ward.

The States have taken liberty in passing the provision under the CPL -

- Four states' laws i.e. Manipur, Gujarat, Orissa, Meghalaya do not have provision of constituting Area Sabha (AS) or any such kind of structure
- Out of 7 states who propose to constitute AS, 2 states i.e. MP, Karnataka do not provide any rights and powers to the AS.
- Out of 7 states who propose to constitute AS, 4 states i.e. MP, AP, Haryana, J&K, assign function to AS to prepare annual plan for the Area/locality.
- No state gives responsibility to AS to prepare budget.
- None of the states, except MP, provide financial share to AS
- Three states- MP, J&K and Assam have provisions to elect AS/MS representatives, rests nominate them.
- AS representatives are part of WC in four states- Andhra Pradesh, Haryana, J&K and Assam.
- Two states- MP, Maharashtra do not have provision of constituting/reconstitute WC as suggested in CPL.
- Gujarat does not provide responsibility to WC to prepare ward plan. 8 states do it.
- Out of 9 states, 6 states i.e. Karnataka, AP, Haryana, J&K, Gujarat, Meghalaya do not give responsibility to WC to prepare annual budget.



- 4 states- Meghalaya, Orissa, Gujarat, Karnataka, do not provide any rights and power to WC.
- Only 4 states i.e. AP, J&K, Manipur and Assam, provide fixed share of funds to WC.
- Five states propose to create ward infrastructure index, 4 states do not.<sup>19</sup>

Mr. Muralidharan spoke about the public service law passed by the different States. He started by talking about the elements of a Public service law -

- Making public service a legal right
- Identification of services
- Stipulating time frame for each service
- Grievance redressal procedure
- Appeal process
- Payment of compensation/penalty
- Fixing responsibility/accountability

J & K gives a wider definition of right to service which includes access to public service, right to receive public service within the specified time limit, receive public service in a transparent manner, demand performance of duties and functions in accordance with the Act, hold the concerned designated officer accountable for any service deficiency, seek compensation with respect to non-providing of service or deficiency in service

Uttarkhand and Punjab have three tier appeal system while all others have a two tier appeal process. Only Karnataka and Delhi use the word 'compensatory cost', all other states provide for imposing penalty. Penalty will be levied even on first appellate

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<sup>19</sup> Mr. Shyam Singh, Consultant, CIVIC & Senior Manager (Programmes), Samarthan, Bhopal



authority if fails to dispose the appeal in time. This provision is missing in case of Karnataka and Delhi Act

All state laws provide for payment of compensation to the applicants (citizens). The compensation will not be more than the penalty imposed. Karnataka and Delhi Acts make provision to encourage officials. If no default is reported in a year the official can be awarded an incentive of Rs.5000 under the Delhi Act. Karnataka Act provides a letter of appreciation for not a single default.

Democracy requires an informed citizenry and transparency of information which are vital to its functioning and also to contain corruption and to hold Governments and their instrumentalities accountable to the governed. RTI declares that sovereignty is vested in the citizen.<sup>20</sup>

Ms Ritu Mehra presented on the history and elements of Right to Information Act and talked about how her organization has been using the same for people to get information from the PDS in Delhi. She also presented snapshots of the Delhi Government website on the same.

### **Recommendations for Governance**

- A proper follow up is needed from the Govt of India with regard to the passing of CPL under JnNURM
- There must be a grievance redressal system at the municipality level
- Draft of the community participation laws of such state where this law is still to be passed should be sent to MoUD for its comments and suggestions before it is produced in the state Cabinet for its approval and Legislative Assembly for passing it.
- In those states where community participation law is passed, MoUD should pressurize these states to make necessary amendments in existing laws.

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<sup>20</sup> Mr. Y. G. Muralidharan, Consultant CIVIC, & Managing Trustee, CREAT, Bangalore



- In case of avoidance/violation of requirements of mandatory reforms, benefits being provided to such states should be withheld or stopped unless necessary actions are prompted from concerned state governments.
- Disbursement of funds should be made periodical depends on the compliance with crucial points of reforms
- There should be an incentive system to those states that bring about real changes.
- During the JNNURM phase 2, support to the States should continue only when they comply with the requirements of reforms
- Currently the spaces available for communities to participate has been taken over by political parties
- Community participation to bring about accountability has three specific roles – before a policy or law is made, while the policy or law is being prepared and monitoring the implementation of the policy or law.
- Ineffective implementation of Section 4(1) (b)
  - None of the Proactive Disclosures on the websites had a time stamp on them to ascertain whether they had been updated or not
  - Proactive Disclosure of Departments in Andhra Pradesh are available on SIC website
  - In Orissa the proactive disclosure has been done at the State level only,
  - in Andhra Pradesh disclosure has been done till the Sub District level
  - Information proactively disclosed is not updated regularly.
  - The PIOs are also not aware that they can disseminate information on suo-moto basis.



- At places where suo-moto information is being provided, the quality of disclosure is quite low



## Annexure 1 National Consultation Details

<b>Title</b>	National Consultation - How Inclusive are our Cities? Implications for the 12th Five-Year Plan from the perspective of the urban poor
<b>Agenda</b>	Aim to assess the inclusivity of the policies and programmes related to the urban poor including issues of housing, basic services, social infrastructure, rights-based initiatives and governance.
<b>Date</b>	27 - 28 January 2012
<b>Venue</b>	Hotel Chalukya, Bangalore
<b>Organizers</b>	<b>CIVIC</b> - <i>Since its inception in 1992 CIVIC's (Citizen's Voluntary Initiative for the City) work has revolved around urban issues, specially realizing social equity in growth of Bengaluru through the 74th Constitutional Amendment Act (Or the Nagarapalika Act, an act under the constitution of India that defines how cities/towns in India need to be governed).</i>

**Hazards Centre** - The Hazards Centre is a unit of the Sanchal Foundation that was set up by the Foundation in 1997 for the specific purpose of providing professional services to community and labour organisations. It consists of a multi-disciplinary team which has, for the past ten years, been assisting such organisations in identifying, understanding, and combating the "hazards" that beset them.

**Habitat Forum (INHAF)** - is an all-India platform to facilitate and promote information exchange, experience sharing, lateral learning and joint action among non-governmental organisations (NGOs), civic groups, building and development professionals, professional training institutions and students concerned with and working in the human settlements field.

## Annexure 2      List of Participants

Sl.No	Names	Organizations
1	S.Jaya	Domestic worker Union
2	Chittaranjan Hota	MASS
3	Shyam Singh	Samarthan
4	Prathap KG sahu	
5	Dunu Roy	Hazards Centre
6	Babu Mathew	NLUD
7	Korvi Vinaya Kumar	Dalith Bahujan Front
8	S Jeevanand	National Centre for Labour
9	Sulakshana mahajan	MTSU
10	Mohan Janaware	Kagat Kach Patra
11	Hemanth Apte	Social Scientist
12	Ritu Mehra	PARDARSHITA
13	Simpreeeth Singh	Ghar Bachao Gahar Banao Andolan
14	Biraj Patnaik	Advisor to SCC
15	Praddep D Wagle	Shelter Associates
16	Roos Plaster	Shelter Associates
17	Subodh M Wagle	TISS
18	Neeta Chalke	INHAF-Convenor
19	Joseph Mathew	Habitat for Humanity Indian
20	Thomas Mathew	Habitat for Humanity Indian
21	Rathnabih	Habitat for Humanity Indian
22	Anjali Mohan	INHAF
23	G. Shankar	Habitat
24	Amindya Sarkar	New Delhi
25	Baba adhav	Hamal Panchayath
26	Abhijith Kale	INHAF
27	Kirtee Shah	INHAF
28	Amitabh Kundu	SSS, JNU
30	Haragopal	Professor, University of Hyderabad
31	Nalini Shekar	SWACH
32	Roopa Devadasan	IPH
33	Devika Singh	FORCES
34	Krystle	
35	Ashin	
36	Sridhar Pabbisetty	CPP, IIMB
37	Amogh Arakali	RWA
38	V. Backianathan	KKNS
39	Anitha Reedy	AVAS
40	Anjula Gutoo	IISC
41	Rivendra	IISC
42	Karthik	IISC
43	Rajesh	Aneka

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44	Sujatha	Karnataka sex workers Union
45	Pushpalath	Rajivgandhi Slum
46	Anil Kumar	FORWARD-68
47	Palani Kumar	
48	S. Veena	Aneka
49	Ravindranath Guru	Consumer Care Society
50	Abdul Salim	NRWA
51	Lalitha Chandrashekar	Freelance
52	Manohar	SICHREM
53	Anantha	Nagarikara Vedike
54	G Vincent	Nagarikara Vedike
55	Umapathi	Nagarikara Vedike
56	Armugam	
57	Chandra	
58	P. Meena	Women's Voice
59	Umapathi	Advocate
60	Vikram Pawar	Architect
61	Padmini	CIVIC
62	Shamantha	Sarathi
63	Usha	Sarathi
64	Rajani	IGSSS
65	Rahamath Ulla	NRWA
66	Venkatesh	CIVIC
67	Rakash Kumar	Student
68	Surabhi	EQUATIONS
69	Arwa Madrasi	GROUP SCE
70	Sheela	Women's Voice
71	Shahataj	Women's Voice
72	Indu	IIMB
73	Veena	CED
74	Ruth Manorama	Women's Voice
75	Malathi Saroj	BASCO
76	Vinay KS	Individual
77	Yashoda	Stree Jagruthi Samithi
78	Lavanya	Stree Jagruthi Samithi
79	Lakshmikantha	CIVIC
80	Champak Rajgopal	Group SCE
81	Raghu KC	Individual
82	Paterick	RWA
83	Mahima Vijendra	CPP-IIMB
84	EP Menon	IDF
85	KV Pathy	Individual
86	Thomas Mathew	Habitat for India
87	Amrutha	DBF



88	Munegowda	IPH
89	Prathiksha Sheety	IIMB
90	Bhogananjunda	CIEDS Collective
91	Sudha	JAA-BU
92	Prarthana Rao	PAC
93	I.S Patil	APSA
94	G Gajendra	RWA
95	Asha Kilaru	CIVIC
96	Rahath Begam	TRUTH
97	Suresh	JANAPHAL
98	P.P Babu Raj	BPCL
99	Kamalesh	Group SCE
100	Sree Kumar	Group SCE
101	K.Chamaraj	CIVIC
102	Manjulika	CIVIC
103	Veeresh A.M	CIVIC
104	Ramamurthy	CIVIC
105	Roopa	CIVIC
106	Rama Chandra	CIVIC
107	Ramanji	CIVIC
108	Divya N	CIVIC
109	Maithra	CIVIC
110	Narayanaswamy	CIVIC
111	Rajarajeshwari	CIVIC
112	Narasimha Murthy	CIVIC
113	Jyothi	CIVIC
114	None Kaveramma	SICHREM
115	Leonnal D'souza	SICHREM
116	Jolly Mathew	SICHREM
117	Bhavya	CRT
118	Savitha	CRT
119	Ankaia	KKNS
120	E Premdas	JAAC
121	Brinda Sastry	Individual
122	Roshan Chandan	Visthar
123	Majeed Pasha	NRWA
124	Vinaya Kumar	Individual
125	Gopinath	APD
126	Y.G Muralidharan	CREAT
127	G Kannan	RWA
128	Kanathi Joshi	IIMB

## Officials List

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Sl.No	Name of the Officials	Department
1	Rakesh Ranjan	Director (Housing, Urban Affair) Planning Commission
2	K.R Niranjana	Special Commissioner BBMP
3	S.M Ramprasad	CFO BBMP
4	Aravind Shrivastava	Secretary, UD, GoK
5	Manjunath Hegde	Manager KUIDFC
6	Murali Krishna	CED,BSUP, BBMP

### Press Participants List

Sl. No	Name	Name of the Press
1	Chithra Ramani	The Hindu
2	Johnle	Deccan Chronicle
3	Janardhan	Deccan Herald
4	Vijaya	Community Radio
5	Priyanka	Community Radio
6	Padma	Community Radio



## **Annexure 3                      Concept Note**

The proposed consultation at the beginning of the New Year – 2012 - plans to bring together people from different strata of society and takes place at a critical juncture. The last decade has seen several initiatives in the development sector that have veered from the basic needs approach till the early 90's to one that professed to be a more transformative approach that seeks to make cities inclusive. The thrust on inclusivity is being mandated due to a multitude of reasons which range from economic and business interest to make cities more investor friendly to what many believe to be mere lip service to the goals of social equity and humanitarian principles. Some of the more recent and proposed policy/legal initiatives which have had / will have an impact both positive and negative on the life and livelihoods of the urban poor are:

- Jawaharlal Nehru National Urban Renewal Mission
- Land Acquisition and Rehabilitation and Resettlement Bill 2011
- National Urban Transport Policy
- National Housing Policy
- National Urban Health Mission
- Ahluwalia Committee Report on Indian Urban Infrastructure and Services
- National Food Security Bill
- Swarna Jayanti Shahari Rozgar Yojana (SJSRY)
- Slum Act
- Unorganised Sector Social Security Act

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The final version of the Approach Paper on the 12th Five-Year Plan, after what has been billed as a supposedly widely participatory formulation exercise whose impact is however not very evident in the end, is in the public domain. A long drawn out review of JNNURM through various channels has contributed to a newer version of JNNURM ready to be launched. Rajiv Awas Yojana, which promises much in not only improving the living conditions of the urban poor but their citizen status as well, is getting ready and the pilot action is already on. It remains to be seen what these hold for the Indian cities and especially their poor.

Identified contradictions in the formulation of some of these policies have given rise to some amount of official discourse for making cities more inclusive and equitable, with some specific government policy initiatives and programme interventions being initiated in the past decade for the urban poor, as in:

- Jawaharlal Nehru National Urban Renewal Mission (BSUP)
- Rajiv Awas Yojana
- Cities without Slums
- Property Rights to Slum Dwellers
- Affordable Housing for All
- National Policy on Hawkers and Vendors

The above policies are supposed to create opportunity spaces for civil society participation at different levels and also point towards partnership and collaboration with government and private sector. The goals set forth require multidisciplinary inputs. It is also necessary that the poor and the middle class be sufficiently represented, heard and involved in formulation of policies. Civil society voice perforce needs to be given its rightful place.

Yet in view of the enormity and complexity of the tasks, the base needs to be widened, efforts need to be scaled up and capacities need to be strengthened. It is necessary to clarify, at the outset, that the key focus of the consultation is the urban poor. Our major

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concern is to see how all these will affect lives, livelihoods, living and status of the poor in urban slums and other poverty pockets in the Indian cities.

Will the proposed concept of cities without slums, within a specific time frame, with millions still languishing in slums and a large number being added in the existing and new slum pockets every day, really translate into reality? How will the idea of property rights to slum dwellers unfold on the ground? Will it deliver results? Are the instruments being created adequate? What are likely obstacles to implementation? How will these cumulatively change Indian cities? Is the vision of slum-free cities genuine given the 9% growth ambition, with cities as major contributors to growth momentum and the clamour for investment friendly 'beautiful' cities?

Are the state governments, under whose jurisdiction urban development, land and slums are covered, prepared? Are the cities prepared? Are the institutional framework and the organizational arrangements ready for the tasks and challenges? Are the revised JNNURM, RAY, and other policy/legal initiatives in tune with the wider objectives? Also, do the poor and their representatives and associations know what is happening and what these will do for them, their lives, livelihoods and citizenship? How do they see the whole thing? And what does the 12th FYP, with its slogan of inclusive growth, hold for the urbanization trends, city development and the urban poor? These are some of the questions on the agenda.

In order that these policies and programmes are effective, it is important that institutional and intervention tools and methodologies are structured and reinvented. Land rights, shelter and associated support services, livelihood, social security, and basic services (food, health and education) need to find better convergence at the implementation level. As the JNNURM has already been under implementation and RAY is still in its preparatory stages, the experiential learnings from these and other laws/policies, schemes/projects should help charter action plans that will help to set and push for the desired targets and goals under the 12th FYP. The opportunities to affect change positively need to be created.

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It is also necessary to mention here the broad contours of the overall design of which this consultation is a part. This consultation is not just a one-off event but the beginning of a three-year process for the organizer agencies, who in partnership with many others, intend exploring the city and the urban poor equation in depth, keeping, among other things, these major government initiatives - JNNURM 2, RAY, other policy/legal initiatives and 12th FYP - in mind.

The idea is to:

- (a) monitor the design and implementation of the above policies and programmes in a stakeholder partnership manner with emphasis on the poor communities themselves and their associations and organizations playing a meaningful role;
- (b) search for ways to improve design and implementation, where necessary, for better results on the ground, for both the cities and the poor;
- (c) relate with the governments and others concerned with planning, investments and implementation, with analysis, ideas and alternatives, to suggest improvements for better performance on various fronts; and
- (d) do all this in a manner that builds capacity of the civil society, defined broadly to include all positive societal energies and enterprises to contribute to just, better, productive and equitable cities with a life of dignity and opportunity for the poor.

The **National Consultation on “How Inclusive are our Cities? Implications for the 12th Five-Year Plan from the Perspective of the Urban Poor”** aims at focusing on identifying whether and how well components of inclusivity have been factored into the various urban development programmes and policies. It will aim at assessing the achievements and shortcomings of the pro-poor programmes in order to design alternative formulations for a more robust implementation.

It also aims to encourage representatives from the service sector to share their experiences and identify roles for collaboration in connection with shelter, skills, livelihood, food, health, education, social security and governance. Some of the critical **National Consultation - How Inclusive are our Cities? Implications for the 12th Five-Year Plan from the perspective of the urban poor**



aspects that are intended to be closely addressed include formulation of CDP, the disconnects between the ULB, CDP and DPR, the reform agenda and the institutional machinery that is being capacitated to undertake the avowed objectives of the policies and programmes. The objective is to form a voice of the poor that enables them to speak for themselves; fight for their entitlements, build alliances and partnerships for themselves and help facilitate intervention structures and systems that fosters their participation.

The consultation is to know the initiatives, ask questions, learn from responses, and build long-term partnership for advocacy action. Therefore it is meant for subject specialists, policy makers and programme implementers from the national, state and local governments, researchers, academics, professionals, media, NGOs, concerned citizens, urban poor communities and their associations and representatives, etc.

The consultation will focus on effectivity of the ULBs to undertake the set goals and objectives of the programmes, the operational aspects of undertaking convergence of the services associated with basic rights, reassessing the legal and institutional framework that is made responsible for delivery of the programmes and policies and looking afresh at issues of post rehabilitation. Additionally, one will also need to examine mechanisms to operationalize concepts of community participation and consultation, transparency and guaranteed service delivery, gender equality, according tenure rights, effectivity of the BASIC MAPP (Basic municipal action plan for poverty reduction) and COMPREHENSIVE MAPP. The broad design of the two day event includes the following:

Discussions on each of the themes – in groups and in plenary

Expected Outcome: National /state/city level agenda for further work



## Annexure 4 Programme Itinerary

Time	Subject	Chairpersons & Speakers
9:00- 9:30	<b>Registration</b>	
9:30 -9:40	Welcome and introduction to the workshop	Ms Kathyayini Chamaraj Executive Trustee, CIVIC
9:40- 9.45	Lighting of Lamp	
9.45-10:45	<b>INAUGURAL SESSION</b>	<b>Chair: Ruth Manorama, President, National Alliance of Women (NAWO) &amp; General Secretary, Women's Voice</b>
	Emerging Approach in the 12 <sup>th</sup> Five-Year Plan	<b>Mr Rakesh Ranjan, Director, Urban Development, in the Planning Commission, New Delhi</b>
	Setting the context – Review of JNNURM experiences, RAY & 12 <sup>th</sup> Five-Year Plan-Approach Paper – Implications for the urban poor – Preparedness of the state to pursue inclusivity in its policies and programmes	Mr Dunu Roy, Executive Director, Hazards Centre
	GoK representatives	Mr. K.R. Niranjan IAS, Special Commissioner (Projects), BBMP
10.45-11.15	Introduction of participants	
11:15-11.30	Tea Break	
11:30-	<b>SESSION 1 - Pro-poor</b>	<b>Chair: Ms Anita Reddy</b>

**National Consultation - How Inclusive are our Cities? Implications for the 12th Five-Year Plan from the perspective of the urban poor**



13.30	<b>programmes- land, housing, water and sanitation</b>	<b>Managing Trustee, AVAS</b>
	JNNURM & RAY: Pattern of Urbanization and Vision of City	Prof. Amitabh Kundu, Professor of Economics, Centre for the Study of Regional Development & Dean of the School of Social Sciences, JNU, New Delhi
	Potential risks and way forward in the context of RAY	Mr. Kirtee Shah President, INHAF
	Inclusivity in Urban Water Sector: Challenges and Opportunities	Mr. Subodh Wagle Professor, School of Habitat Studies- TISS
	GoK representatives	Murali Krishna, CED, BSUP, BBMP
	Q & A & Discussion	45 minutes
13:30 - 14.15	Lunch break	
14.15 - 15.45	<b>SESSION 2 - Informal Sector of Urban Economy-What “Inclusive City” demands? Livelihood protection and betterment as key strategy for poverty reduction</b>	<b>Chair: Prof. Babu Mathew, National Law School, New Delhi</b>
	Assertion of informal workers: Democratising cities	Mr. Ashim Roy, General Secretary, National Trade Union Initiative
	12 <sup>th</sup> Five-Year Plan Approach Paper and Unorganised Labour	Mr. S Jeevanand, National Centre for Labour
	Review of SJSRY	Ms Kathyayini Chamaraj, Executive Trustee, CIVIC
	Social security for the urban unorganized sector	Mr. Baba Adhav, Labour Activist
	Case study of waste pickers in Pune	Ms Nalini Palyan, Coordinator, SWACH (Alliance of Indian Waste-Pickers)
	GoK representatives	S.M Ramprasad CFO BBMP
	Q & A and Discussion: 45 minutes	
16.00- 16.15	Tea Break	
16.15 - 17.15	<b>Group discussion - Issues arising out of Sessions 1,2</b> Right to land & housing (JNNURM, Housing/RAY, Slum Act, land, R & R) Right to work, livelihood, social security	

17.15 - 18.00	Group presentations	
<b>Day 2</b>	<b>Saturday, 28<sup>th</sup> January 2012</b>	
9.30-11.00	<b>SESSION 3 - Basic Services for the Urban Poor / Right to Food, Health &amp; Education</b>	<b>Chair:</b> Mr. Biraj Patnaik, Advisor to the Supreme Court Commissioners in the Right to Food Case
	Food Security and the Urban Poor	Mr. Biraj Patnaik, Advisor to the Supreme Court Commissioners in the Right to Food Case
	Urban ICDS and other ECCD alternatives, review of malnutrition situation	Ms Devika Singh, FORCES-Delhi (NEEV), Mobile Creches
	12 <sup>th</sup> Five-Year Plan, NUHM and Review of Health Insurance Schemes	Dr. Hemant Apte, Independent consultant, researcher and trainer
	Primary Education, the Urban Poor and the 12 <sup>th</sup> Five-Year Plan	Prof. Haragopal, Professor, Centre for Human Rights (School Of Social Sciences), University of Hyderabad, Hyderabad
	GoK representatives	Manjunath Hegde Manager KUIDFC
11:00 - 11:15	<b>Tea break</b>	
11:15 - 13:05	<b>SESSION 4 -Urban Governance &amp; Accountability through Community Participation</b>	<b>Chair: Anjali Mohan, Consulting Urban and Regional Planner</b>
	Review of 74 <sup>th</sup> CAA	Mr. Simpreet Singh, Ghar Bachao Ghar Banao Andolan, Mumbai
	Community Participation Law – Review across states	Mr. Shyam Singh, Consultant, CIVIC & Senior Manager (Programmes), Samarthan, Bhopal
	Public Service Delivery Act – review across states	Mr. Y. G. Muralidharan, Consultant CIVIC, & Managing Trustee, CREAT, Bangalore
	Public disclosure law in the urban context	Ms Ritu Mehra, Paradarshita, New Delhi
	GoK representatives	
	Q & A and Discussion : 30 minutes	
13.05 - 14.05	<b>Lunch break</b>	
14.05- 15.05	<b>Group discussion on Session 3 and 4 themes:</b> Right to food, ICDS, health and	



	education Urban governance and accountability through community participation	
<b>15.05- 15.20</b>	<b>Tea break</b>	
15.20- 17.00	<b>Session 5 - Plenary ( Outcome of the 4 Break-out Groups)</b> Group presentations. Plenary discussion and conclusions.	<b>Chair: Mr. Kirtee Shah, President, INHAF</b>
17.00 - 17.30	<b>Session 6 - Follow up and way forward</b> Presentation to GoI and subsequent follow up Themes / Key focus areas / Representatives Other follow-up steps required / advocated.	All Participants