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Equity in the Time of Recession Mumbai Youth Struggle to Bridge Yawning Opportunity Gap

A long version of the study report for UN-HABITAT's
State of the Urban Youth 2010/2011



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A Unit of IRIS Knowledge Foundation, Mumbai ■ 2011

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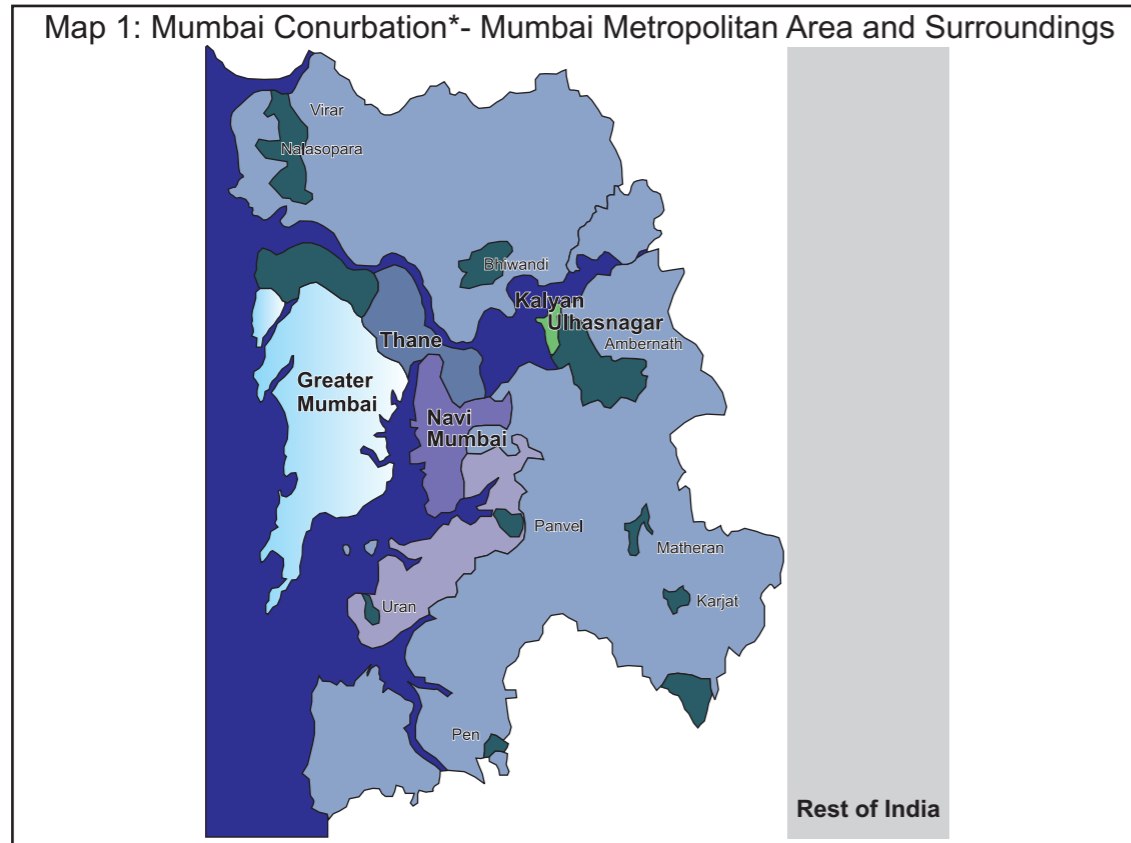


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State of Urban Youth Report 2010/11
 Supplementary Report to
 Cities for All: Bridging the Urban Divide
 Mumbai, India¹

Mumbai is the capital of Maharashtra, a large highly industrialised, progressive state that until a decade ago, reported remarkable progress on social and economic indices. Today, it is still a leading state, but its social indices have deteriorated. This is evidence of its poor performance on creating equality of opportunity for vulnerable sections such as poor/lower middle class youth. We present a report of Mumbai incorporating the perceptions of youth obtained in a survey and discussions conducted in the city in 2009.

Map 1: Mumbai Conurbation*- Mumbai Metropolitan Area and Surroundings



* Conurbations are large contiguous areas of urban landscapes formed from the growth and merging of previously separate and distinct urban centers. The Mumbai conurbation includes several municipal entities including Bhiwandi, Kalyan, Thane, and Ulhasnagar.

Part I

Located on the Arabian Sea, the Greater Mumbai Region (GMR) or simply Greater Mumbai extends 42 km north to south and has a maximum width of 17 km. Over time Mumbai has extended into the mainland with the creation of road and railway bridges and train services. Recognising this, the Mumbai Metropolitan Region (MMR) was created by the Mumbai Metropolitan Region Development Authority Act 1974, covering the districts of Mumbai City and Mumbai Suburbs and 13 Municipal Councils, 7 Municipal Corporations and a few non-municipal towns as well as more than 900 villages. [Map 1].

Mumbai has a long history beginning with its identification as a British possession when it came as part of the dowry of a Portuguese princess who married King Charles II in 1661. The British realising its strategic and commercial importance developed it as a commercial and trade centre with infrastructural work such roads, causeways and ports. With the setting up of textile mills in the 19th century it began to draw unskilled labour first from the hinterland and from across India making up its unique blend of regional, linguistic, ethnic and class diversity that has been its characteristic . .

Mumbai also has a history of people's action and organisation. It was here that the Indian National Congress took birth; here too that the Quit India movement a turning point in the freedom struggle was launched. Mumbai was also the nerve centre of industrial labour movement upto the 1980s. Around this time India's modern women's movement in India was launched in Mumbai with mass participation, for the first time, from young middleclass women.

Partly its history and partly its geography have made for a vertical city spread and a high density of population. Because it is a narrow land mass made up of causeways and artificially created land links between islands, it has a single major axis, north-south. While this made for excellent road and public transport systems to develop, it is now bursting at the seams demanding alternative development. This vertical setting for the city and its narrowness also made it relatively easy for underground sanitation, waste recovery and water supply to be developed. The island city's sewage and water supply system serving south Mumbai, now breaking down is a century old.

It is important to remember in the context of exclusion that the average family living space in Mumbai is small, often no more than a single room with a bedroom and a kitchen. Large families and generations live in small spaces even in apartment blocks and not only in slums, sharing space and services not only with extended family members but neighbours.

The city's particular history has produced a certain lifestyle with unique characteristics: a high degree of work, life and organisational self-discipline and work ethic; ability to be cooperative, democratic; to transact and share, and accommodate diversity and difference. This has more or less held despite periodic attempts to assert Mumbai's Maharashtrian characteristic by targeting migrants. Any assessment of state of its economic, social and political inclusiveness must be contextualised in its unique history, tradition and practices.

² Unless otherwise indicated all information will be for Greater Mumbai region.

³ Sharada Dwivedi Rajiv Mehrotra: Bombay: The Cities Within, 2001]; Suketu Mehta Maximum City: Bombay Lost and Found, 2004, Penguin]

⁴ The dabawallas of Mumbai who transport lunch services to offices around the city and have been lauded for their efficient management systems by Harvard University are a good example of this organised seasonal generational seasonal migration. The dabawallas all belong to a group of villages and membership is restricted

⁵ see <http://www.manase.org/en/maharashtra.php?mid=67&smid=15&id=280>

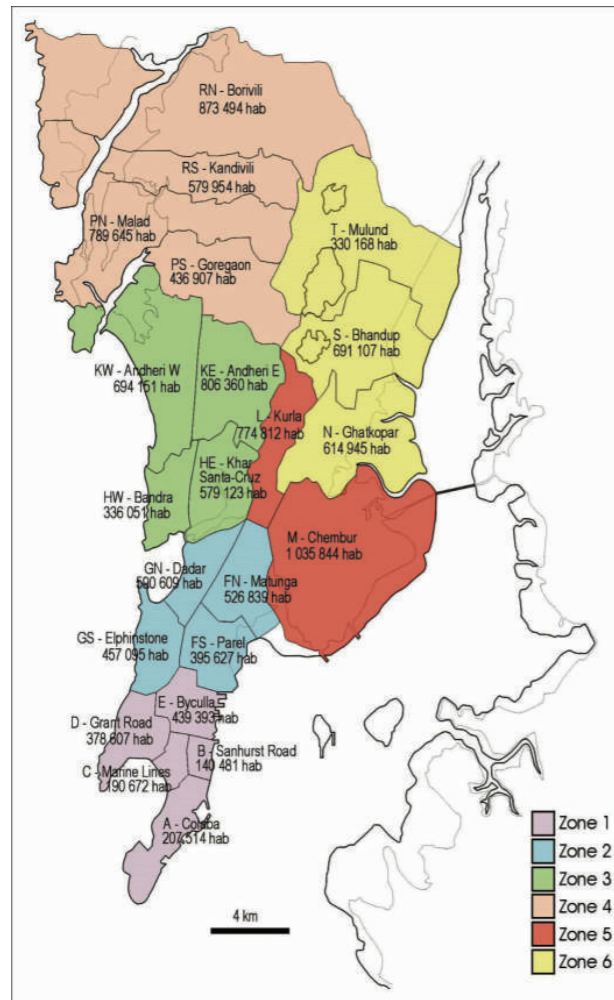
¹This is an enhanced version of the report prepared for the UN-HABITAT' State of the Urban Youth 2010/1011: Leveling the Playing Field: Inequality of Youth Opportunity. This report has been prepared by Padma Prakash, Editor, eSocialSciences, Mumbai with research and intellectual involvement of Neeraj Hatekar, Professor, Department of Economics, Mumbai University, India.

Economic Inclusion and Equality of Opportunity

The economic divide in Mumbai is very visible and evident. There are beggars on the streets, but also some of the swankiest cars on the street, rows and rows of huge stores selling exclusive luxury goods for which India is a top market, and it is home to some of the wealthiest people in the world. But it is also a city of opportunities and records many rags to riches stories.

Mumbai is a wealthy city (Box 1). It has a per capita income of Rs 49,906 in contrast to the state's per capita income of Rs 6,000. The per capita income of Mumbai is over three times that of India.

Map 2: Ward-wise Map of Mumbai

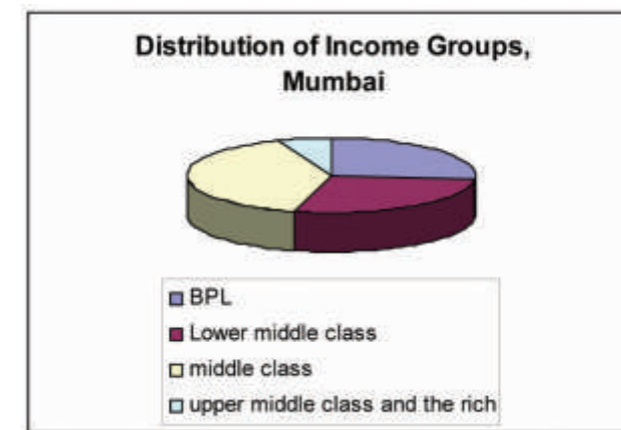


Financial Express, edit page feature, June 13, 2005. ** Baker, Judy et al (2005): 'Urban Poverty and Transport: The Case of Mumbai' and Akie Takeuchi World Bank Policy Research Paper 3693, September. ** Bhowmik, Sharit (2002): 'Mumbai 'Citizens' versus the Urban Poor', OneIndiaOnePeople Magazine, October.

Box 1: Economic Profile

Mumbai accounts for
 33 % of India's income tax collection,
 20 % of all central excise tax collections,
 40 % of the country's India's foreign trade; and generates
 Rs 40 billion (US\$ 9 billion) in corporate taxes.
 Net domestic product (NDP) Greater Mumbai, 1994-95 (1993-94 prices): 2,565,664 (tertiary sector, 60 %).
 Annual Budget (2009-10) Municipal Corporation of Greater Mumbai (MCGM): Rs 19749.60 crore (USD 4,120 million) several times larger than that of many small Indian states.
 Sources: Municipal Annual Budget, 2005, 'Economic Profile', Mumbai 2005.
 District Domestic Product of Maharashtra, 1993-94 to 1998-1999, Government of Maharashtra, 2001, Mumbai. Annual Budget, 2009-10, Municipal Corporation of Greater Mumbai.

Graph 1: Distribution of Income Groups, Mumbai



Source: Compiled from various government sources

Spatial Income Distribution*

No significant poor-rich segregation of city areas

- >35% of poor live in central and northern parts
- 20 % of top income groups live inn central part
- However, there has been a gradual shift towards removing poor housing and slums from rising middle class localities in the name of beautification of the city. Middle class activism often targets lower income and working class neighbourhoods and seeks their removal. **

1. *Employment:* There are no estimates of youth employment since age segregated employment data is not readily available for any sector. However, the high work participation rates at ages 30-34 show that joblessness is not a feature of /Mumbai; but poor quality of employment is an issue because a large proportion of this employment may well be in the informal or unlicensed sector. Retail trade is a large youth employer and this too has grown sharply with large-scale employment despite the recession. While incomes may have depressed, employment still exists.

*Financial Express, edit page feature, June 13, 2005. ** Baker, Judy et al (2005): 'Urban Poverty and Transport: The Case of Mumbai' and Akie Takeuchi World Bank Policy Research Paper 3693, September. ** Bhowmik, Sharit (2002): 'Mumbai 'Citizens' versus the Urban Poor', OneIndiaOnePeople Magazine, October.

2. *Industries:* Mumbai used to be a textile manufacturing hub, but now has manufacturing, gems and jewellery, wholesale and retail trade, leather information technology and most importantly entertainment. Unlike cities like Bangalore or Kanpur, it encompasses a variety of industries that are home based, small, medium and very large.

3. A typically Mumbai initiative are the industrial estates that were created to facilitate the provision of services such as water, electricity etc to groups of small and medium industries in the late 1960s and 1970s. There are more than 883 industrial estates dotting the city housing small and medium enterprises. These estates are usually gated areas and buildings which prohibit explicitly or otherwise the organising of workers. They are a high youth employer. Work here is also often hazardous and risky with little protection or welfare measures, and no effective inspection and monitoring by labour authorities of the city.

4. *Plans and programmes:* Mumbai has longest continuous history of urban planning in the economic sphere; but that does not mean that it is a planned city. Most plans have focused on managing existing or immediate problems until recently. Two new plans have emerged due to pressure from those who have the most to gain, corporate class, the upper middle class and the new rising middle class and has little to offer to those who most need of redevelopment and services).

Box 2: Regional Plan for Mumbai Metropolitan Area, 1996-2011

The MMRDA Master plan for 1996-2011 has been prepared by the Secretary of the Urban Development Department, Government of Maharashtra, D. T. Joseph, ex-Municipal Commissioner, S. S. Tinaikar, architect Charles Correa, Kisan Mehta of the Save Bombay Committee and others.

Growth Rates: The report claims that the share of manufacturing sector employment has declined from 36% in 1980 to 28.5% in 1990. In the same period, the share of the trade, finance and services sector has grown from 52.1% to 64.3%. Employment in Greater Mumbai, 71.8% of the total jobs in 1970, has fallen to 55.7% in 1990. The population of the Mumbai Metropolitan Region (MMR) in the year 2011 is expected to be 22.4 million, of which only 12.9 million are expected to live in Greater Mumbai.

Land Use: The plan envisages the setting up of new commercial and industrial zones. Industries will be classified by environmental impact rather than size. Land presently used by textile mills, cotton godowns and the BPT will be recycled. Two new zones will be created. Intensive urban development activities are planned for the U1 zones. U2 zones will be outside development centres but having potential for development. Two growth centres, Mandwa and New Pen, have already been identified.

Housing: The annual housing requirement in the BMR during the period 1991-96 was 85,000 units. By 2021 an annual deficit of 59,000 is forecast. Land acquisition and slum redevelopment are therefore to be given priority.

Water Management: An older MMRDA plan to develop 12 new sources at the cost of Rs. 37.6 crores by the year 2001 has not been taken up. The revised plan suggests the formation of a joint venture company set up by the state government, local authorities, CIDCO and MMRDA to own and manage all water resources in the region.

Transportation: The plan suggests elimination of level crossings, construction of the Bandra-Kurla link and expansion of railway services in New Mumbai. It also advises the construction of the fifth line between Santa Cruz and Borivili, and development of new corridors from Borivili to Virar and Kurla to Thane.

5. *The Jawaharlal Nehru National Urban Renewal Mission (JNNURM)* a 7-year national mission was launched in 2005 to revive India's urban economy, keeping in mind its rapid growth over the decade. While a major focus is on improving infrastructure and expanding employment, it also aims to deliver basic services to all, including the very poor, by the end of its term. Through this Mumbai has promoted the Advanced Local Management (ALM) concept where local communities come together on civic issues and has adopted a community based waste disposal programmes being hailed as innovative.⁷

6. *The Vision Mumbai* plan was prepared by the US consultants McKinsey for Bombay First a group of citizens with high corporate representation. The Plan unveiled in 2003 after many levels of consultation with industrialists, bureaucrats and civic administrators but not the public, envisages an almost total rebuilding of Mumbai into a global city. The Plan focuses only on the creation of wealth and not its equitable distribution. Surprisingly, the city's administrators adopted it and the state chief minister even appointed an administrator to oversee the implementation of the plan. The sharp and sustained objections from civil society organisations and citizens' communities, together with the recessionary trends worldwide, have stalled the project. In sum Mumbai is on the edge. Without large-scale sustained community based initiative it would be easy for Mumbai's planners, with the huge backing of the corporate sector, to opt for development disregarding issues of equity and inclusion. (Box 3)

Box 3: Vision Mumbai: Highlights of the McKinsey Report

- Re-making the city into a "world-class city" putting the cost at Rs two trillion, of which Rs 500 billion from public funds and the rest private investors; public funds from higher taxes, tolls, water rates, and 'user charges'.
- Emphasis on giant transport projects — an "inner ring rail" project, and "express ring freeway around the city such that a freeway an "inner ring freeway" and so on.
- Discarding of regulations that protect the environment, eg the Coastal Regulatory Zone, and others such as building regulations on floor space index and protection from eviction to slum dwellers. The report demands further that "no new slums should be allowed" in the city.
- The city is to be developed as a major international financial centre, with industry to be consigned to Special Economic Zones in the "hinterland", where "labour reforms" must be applied.
- For achieving economic growth of 8-10 per cent required 6 immediate objectives: 1. Improve airport ambience and emigration/immigration clearance. 2. Set up 2-3 healthcare 'centres of excellence' through public-private partnership. 3. Set up modern format 'retail park' through public-private partnership and kick-start Special Economic Zones in the hinterlands. 4. Upgrade current zoo, aquarium, and waterfront to world-class levels to boost tourism. 5. Convert Bandra-Kurla into a world-class commercial district (i.e., restaurants, cafes, international building standards).
- To implement all these measures create the post of a "Managing Director" and "increased training for the police force in riot management and law enforcement".

Social Inclusion and Exclusion

1. Mumbai's demographic profile reflects India in the microcosm (Box 4). It is not so much a melting pot of language groups, religions, communities and castes, as a well-blended mixed stew or 'bhelpuri', Mumbai's well-known spicy street food of puffed rice, salad vegetables, etc. This amity is fallout of the early working class origins of the city, but there are rends in the fabric now. A sign of Mumbai's famous tolerant attitude is that it has one of the oldest organizations of gays and has a growing gay population that hosts annual gay pride events.⁹

⁷ Ministry of Urban Development, Government of India, Jawaharlal Nehru National Urban Renewal Mission, Documentation of Best Practices, June 2007.

⁸ For example see Anupama Katakam, 'A Blueprint for Mumbai', Frontline, Darryl D'monte 'McKinsey's Mumbai, Infochange, September 5, 2009, Rajni Desai, Deepening Regional Inequality: The Real State of India's Economy <http://www.rupe-india.org/36/deepening.html>.

Box 4: Demographic Profile of Mumbai

1. Population (Census 2001): 188.93 lakh (i.e. 10 per cent of India's urban population)
2. Population Density: 27,000/sq. km.
Sex ratio (no. of females to 1000 male) of 833
Literacy: Males: 82 %; Females: 72 % (more or less true even in slums)
3. *Population Characteristics:*
Resident (not indigent) workers: 38 % of total population of Greater Mumbai (2001 Census).
Migrants entering in 1991: 0.28 million
Migrants comprised 17 per cent of the population increase in 1990s.
Years of residence: 25 % --< 10 years; 26 % --> 20 years
Average age at migration: 24 years
4. *Religious Groups:*
Hindus: 68 %
Muslims: 17 %
Christians: 4 %
Buddhists: 4 %
Parsis, Jains, Sikhs, Jews and others: 17 %
5. *Ethnicity:*
Non-Maharashtrians (South Indians, Gujaratis, Sindhis, Parsis, North Indians): 50 %.

2. Mumbai's Slums or 'jhopadpattis':

- Mumbai's informal settlements are the most visible sign of the city's non-egalitarian, even if cosmopolitan character. In the worst of slums are the most disadvantaged without services, without any rights. In the better ones, there is a semblance of order, literacy levels almost matching the rest of the city, jobs, and incomes. Various estimates and surveys suggest that 48-57 per cent (2001 Census) of the city's population live in slums or informal settlements.
- Slum houses are usually shanties and lean-tos; but sometimes brick and mortar buildings that may even rise one storey above ground. It is the quality of housing, level of sanitation and water supply that define slums rather than their population features. A key feature of Mumbai's slums is that most slums are centrally located, i.e. near employment centers, rather than at the periphery of the city. Informal settlements are not evenly spread across the city, but none of the city wards are without slums. In some wards 70-80 per cent of the population lives in slums, in others as little as 20 per cent. Slums are also usually within easy access of the city's main lines of public transport, especially the suburban train system. Slum relocation projects usually involve a large scale movement of people to remote locations away from work and educational opportunities (Map 3).
- This also means that slum populations are reasonably well integrated with the non-slum dwellers, at least in some aspects. But migrants living in slums find it doubly difficult to integrate socially with the city's mainstream that is subtly prejudiced against both migrants and slum dwellers. However, slums also house young migrants, not necessarily poor. One survey found people from 12 states speaking 18 languages in a single slum area.
- Most slums have electricity—legal or illegal. But water supply is poor; waste collection and sanitation are non-existent with 80% using open spaces as toilets. According to a 1991 survey by the Mumbai Metropolitan Regional authority some 42 per cent depend on wells for drinking water. But more than half the population reported water quality as being satisfactory.
- Slum surveys also show a higher morbidity for water-borne diseases especially in the monsoons. It is not however the case that diseases are rampant in slums. While the municipal out reach health services

are poor, there is a proliferation of private practitioners. Children and young people in slums are definitely at a disadvantage. Scattered evidence indicates that young women are at a particular disadvantage and this impacts their growth and development.^{13, 14}

- Information on services and opportunities are unavailable. Slum dwellers often know little about the programmes that may notify their removal until they are confronted with demolition squads.¹⁵ Slums that have local activist groups often youth-led are better equipped to access programmes or dialogue with authorities.
- Slums have been the subject of plans and schemes since 1943. By the 1990s the focus had moved from their removal to redevelopment;¹⁶ by 2005 private builders were entrenched in slum redevelopment. The worst affected are young people forced to discontinue education and old people summarily moved out in the twilight of their lives. A very successful experiment in people's participation in redevelopment was the Mahila Milan initiated by SPARC an NGO working with pavement dwellers. Set up 1985, it successfully negotiated with the government to ensure the rehabilitation of over 20,000 pavement households.^{17, 18}

¹¹ Amita Mukhopadhyay, Young Voices in Research in Health 2008, Global forum for Health Research and Lancet, October 2008.

¹² In 2002, a study in the city's slums and pavement dwellers conducted by Neeraj Hatekar and Sanjay Rode of the University of Mumbai's Department of Economics projected a floor estimate of least about 750 children dying of malnutrition in Mumbai alone each year.

¹³ Youth in India, Situations and Needs Study, Maharashtra report, 2008, IIPS.

¹⁴ Denis Gruber et al, Andrea 'Living and Working in Slums of Mumbai' Otto-von-Guericke-Universität Magdeburg, 2005.

¹⁵ Information gathered by a youth-led group planning to set up an information kiosk in a slum area.

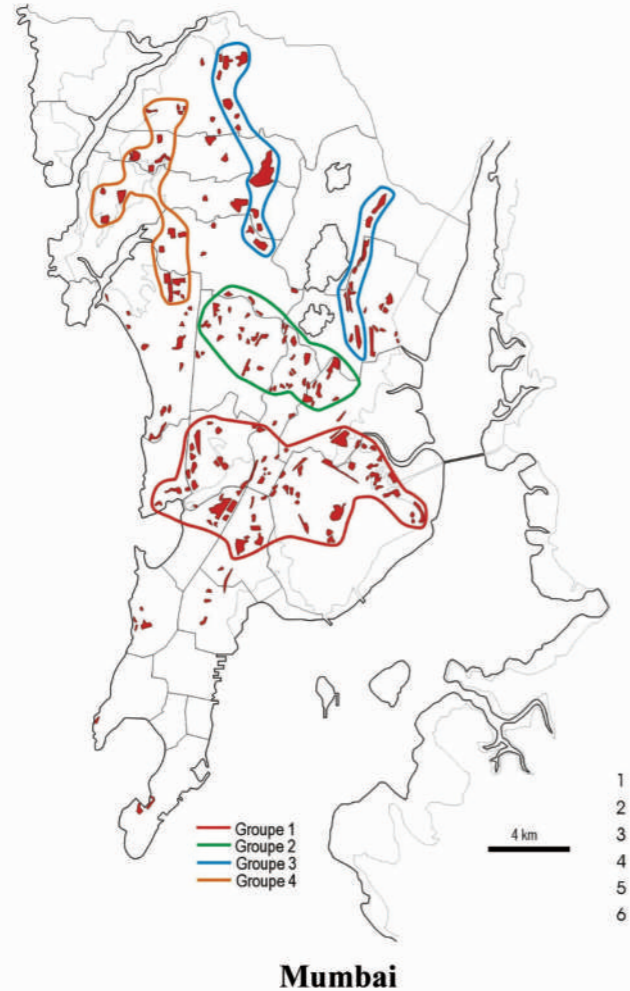
¹⁶ Qudsiya Contractor, Neha Madhiwalla and Meena Gopal (2006): Uprooted Homes, Uprooted Lives: A Study of the Impact of Involuntary Resettlement of a Slum Community in Mumbai, CEHAT, Mumbai.

¹⁷ Mahila Milan is a women's organization of pavement dwellers that has successfully negotiated with various agencies and even dialogued with architects on the kind of housing they need.

¹⁸ Anonymous 'Demolitions to Dialogue', University College, London.

http://www.ucl.ac.uk/dpu/projects/drivers_urb_change/urb_governance/pdf_capa_building/SPARC_Mahila%20Milan_learning_to_talk.pdf.

Map 3: Slum Distribution in Mumbai



Mumbai

Note: Colours indicate grade classification.
Source: Mumbai Metropolitan Development Authority, 2009.

Box 5: Slum Resettlement/Redevelopment Plans and their Impact

1974 - 1977	A Slum Improvement Board (SIB) is created on February 2, but central assistance is stopped from April 1. The state government is required to fund the scheme out of its plan budget. The first enumeration of slums is carried out in Bombay and finds 1,680 settlements with a population of 2.8 million. The post of a Controller of Slums is created by the state government.
1981 - 1985	The state government evicts over 2000 families from pavements and unauthorised slums. Civil liberties groups take the matter to court. The Supreme Court rules that eviction is a disturbance to the right to livelihood and hence infringes on the fundamental right to life. The Bombay Urban Development Program, a project of the World Bank, starts. Under this Rs. 53 crores (530 million) was spent for a Slum Upgradation Program (SUP). The Prime Minister's Grant Project (PMGP), 1985 brings a major shift in the approach towards improvement of squatter settlements with the initiation of redevelopment projects.
1990s	Slum Redevelopment Scheme (SRD), 1991: Incentives for private developers and builders to redevelop slums. Further withdrawal of the state as provider; becomes facilitator. Largest slum demolitions the city's history affecting over 85,000 people. Under the Slum Rehabilitation Scheme (SRS), 1995 free tenements to provide to 4 million slum dwellers. In August 1998, the Shivshahi Punarvasan Prakalp Ltd (SPPL) set up. Slum land handed over to builders for the construction of commercial complexes, a part of their profits to be used to build new houses for the slum residents.

3. Mumbai's health status and health services:

- There is no getting away from the fact that health status in the city declines with income. Several large studies (including several series of the National Family Health Survey) and various hospital based studies have shown that 'old' diseases like malaria, respiratory diseases including tuberculosis; waterborne diseases are major debilitators and killers. In the last two decades newer supposedly lifestyle-related diseases: heart disease, cancers and neurological and psychiatric diseases. Worryingly, stress-related diseases are affecting younger age groups as well.
- There are 40,000 hospital beds in the city of which the municipal corporation runs about 11,000. It runs three very large teaching hospitals (and a range of smaller hospitals) once the pride of the city for their excellence, but deteriorating rapidly through lack of resources and partly because its faculty and staff are down to the better paid private institutions across the city. The distribution of these facilities is highly skewed. With no access to affordable health care, the poor run up huge debts in order to access expensive private health care. Psychiatric care is abysmal in the public sector. Health care is one of the worst of the city's services.

4. Education

Public education infrastructure is very poor. However, Maharashtra state has a scheme of aiding private schools with financial grants. Aided schools have been affordable and have a mix of rich and poor pupil and a large number are run by Jesuit organisations and Churches. But this is nowhere adequate and there is a severe competition for school admissions.

- Mumbai has also long established a tradition of 'night schools' for working youth mostly catering to workers in the textile, trade and hotel industries but increasingly to a larger cross section of the migrant youth population. Some of the city's distinguished professionals have come from these schools. This has fallen into disrepair but is being revived through the effort of youth-led NGOs.¹⁹
- The University of Mumbai, (earlier University of Bombay), one of the first educational institutions created by the British in 1857 administers 360 widely dispersed affiliated colleges attracting vast numbers from the city and across the state. This once prestigious public university has been hard hit by a drain of talent to the new, private universities being encouraged by the central government with a view to providing 'world class' education in India. This will have a direct impact on access to affordable quality education for the mass of poor and middle class youth.

¹⁹Karmayog website http://www.karmayog.org/bmcschools/bmcschools_10471.htm, compiled by Akanksha.

Box 6: Educational Profile, latest available

No. of Municipal Primary Schools: 1,187

No. of Pupils: 424,918

No. of licensed Private Primary Schools: 1,200

No. of Municipal Secondary Schools: 49

No. of Pupils: 53,938

Girls' education has been free in municipal, government schools and private schools in Mumbai since 1987.*

¹*'Impact of Various Schemes related to Elementary Education: A Comparative Study of Girls' Literacy in Maharashtra and Madhya Pradesh', Planning Commission,

<http://planningcommission.gov.in/reports/sereport/ser/mpissb/mpissbexec1.htm#mah>

- Mumbai is also home to premier world class institutions of learning and research in science and technology. But they make little impact on the lives of the majority of youth or youthful aspirations, having little or no outreach educational or awareness programmes.

Political Inclusion and Opportunity for Participation

5. The Municipal Corporation of Greater Mumbai (MCGM), established in 1882 was India's first municipal corporation. Called the 'cradle of local self-governance in India' it has ward-level representatives elected every five years in multi-party elections who then appoint a Commissioner every year. It has throughout its history worked with citizens organisations. The democratic nature of this institution, albeit constantly under threat in recent decades from vested interests is an important factor when considering political inclusion in the city.
6. Political involvement in party-based activity is fairly low among the youth. Mumbai does not have a vibrant tradition of college and university-based student unions. Youth do not often come into contact with political cadres. Until the 1980s the labour movement drew a large number of youth, especially from the working class. With its ebbing, this forum for political participation has disappeared. Elected ward representatives however create local civil society institutions that attempt to draw young people into first, community, then party work.
7. Over the 1990s civil society and issue-based people's movement such as the Narmada Bachao Andolan spearheading the movement to questioning the building of the dam over the river Narmada at the cost of displacing millions have drawn young people. The women's movement and gender-related activism has attracted young women, working class, slum dwellers, students, middle class and is today one of the most vibrant forums of political and civil society forums.

Cultural Inclusion and Opportunities

8. In a city that sees itself as egalitarian and without prejudice cultural activities provide an opportunity for interacting with those who may not be accessible otherwise. Culture is a binding thread that is visibly thinning in the aftermath of the Mumbai riots and the 26/7 terrorist attacks.
9. Mumbai has evolved a whole new urban culture of its own: its own local roadside fast food of vada pavs and bhelpuri and lingo that is peculiar to it and is often said to be the 'city that never sleeps'. This cultural context has always been accommodating of outsiders. But over the last decade, this is giving way to as yet unarticulated tensions in the social and cultural spheres. There is a danger of these bursting out in stressful times unless they are addressed and mitigated. With new development plans and the need to redevelop space in the island city, many of the city's heritage structures are in jeopardy. Such changes break generation-old economic linkages with village communities that afforded young rural migrants and social and economic space in the city.
10. The multiethnic multiregional fabric of the city's society is in danger of disintegrating. Without a doubt, the repositioning of Mumbai as a global city is more likely to negatively impact the disadvantaged than to benefit them. And unfortunately the largest sections affected are likely to be youth.

²⁰For instance, the Indian Institute of Technology at Powai in north eastern suburb. The Tata Institute of Fundamental Research, the University Department of Chemical Technology in central Mumbai and the Bhabha Atomic Research Centre in north eastern Trombay are examples.

Part II

Youth Experience and Perception of Inclusion, Access to Opportunities and Equity

Report of Focus Group Discussion and Youth Survey Analysis

The focus group discussion was conducted in the University of Mumbai's Vidyanagari campus in north western suburb of Kalina, Santacruz. The campus is surrounded by residential areas, largely middle class (apartment blocks, but not gated communities) and lower middle class (slums). The group, comprising 18 young people, was drawn from North West, north east and mid Mumbai. All of them had, in one area or another, at one time or other, taken independent initiatives addressing social/youth issues that we regarded as showing leadership potential. They were all articulate and showed a keen sense of awareness of social and economic issues. Most had been living in the city all their lives; some had migrated from outlying areas in their early school years. It turned out to be representative with Muslims, Hindus and Christians and was also fairly representative of caste distribution ranging from dalit or lower castes to upper castes. The discussion began with an introduction to the survey and the objectives of the FGD, laying emphasis on the fact that its focus was on the degree and patterns of inclusion and exclusion in the city of Mumbai.

The city survey of young people was conducted to elicit information and covered 160 plus respondents selected on a purposive sampling framework of which 35 per cent were women. Around 76 per cent had a university education, and most mothers were also well educated. A third of the father's were in low paying personal employment (informal sector). A majority lived in middleclass neighbourhoods and a small percent in gated communities.

While the sample, however representative, was too small to capture the nuances of the diversity of a metropolis like Mumbai, it has provided a valuable insight on the issues of inclusion, exclusion and equality of opportunity in the city.

How Inclusive is Mumbai Economically?

11. Do young people in Mumbai perceive the city as inclusive? About half the youth in the survey felt that the city was indeed inclusive in all respects, viz., political, economic, cultural and social. But 25 per cent said that the city was inclusive only in the area of economic activity. When probed further they said that this was a city where anyone could engage in all kinds of economic activity; but this did not necessarily spell social or cultural inclusion [Appendix: Q.2]

This is well reflected in the FDG.

²¹The focus group discussion was organised and held on the premises of the radio station. It was facilitated by Pankaj Athawale, the station chief and the station's youth anchors and radio jockeys under the supervision of Lakshmi Priya, assistant editor of eSocialSciences. With Kaustubh Raut of IRIS, Mumbai. This report has been compiled with their inputs.

²²Discussions filled in the questionnaire that we had numbered previously. Participants introduced themselves by their number when they spoke in the discussion so that we were able to assess the interventions in context.

“Every other divide is overwritten by the economic divide in Mumbai,” said one participant. “The schools that we go to, the skills we acquire are all determined by where we live. And where we live is determined by our economic status. “So if I can only afford to live in a slum or a chawl I go to a school that caters only to children from that locality.” “We can never ‘belong’ no matter what our caste or educational background.” One’s address says it all. “Even if I have money, it is not easy to break into elite circles if I happen to live in say, a basti or a chawl.”

Is this getting worse or better? Better, said most.

“Even slums like Dharavi (one of India’s largest slums) are undergoing a transformation. “And soon it will not matter where you live in Mumbai.”

But only half the survey participants said that economic prosperity was equitably distributed in the city. Whom does it benefit the most?

It is hardly surprising that youth see Mumbai as an unequal city given that the difference between the rich and the poor is perhaps the sharpest in all of the country, with some of the world’s wealthiest residing here.

But surprisingly a third of the respondents felt that economic prosperity was linked to education and a third implying that education is a critical factor in accessing opportunities. In a city that is considered a mecca of opportunity it is surprising that education still comes as a prime path to economic prosperity. [Q 3].

Young people clearly lack information on employment opportunities. Few had a clear idea of the kind of employment available in Mumbai and it ranged across the employment spectrum from manufacturing (30%), labour intensive, high technology and informal sectors. This can drastically impact on access to opportunities. This was also true of government and city administrative structures responsible for various services and programmes.

We draw particular attention to this as highlighted in the FGD. Discussion in the group veered into this concern quite often. Whether it is in terms of social exclusion, economic or educational, the group expressed concern about a lack of information on opportunities.

A somewhat tense discussion was around the issue of scholarships and freeships offered by university and college departments. While there are many available, because there is no information about them, they either go unspent or go to the undeserved. This information gap also exists in other areas. Similarly, although 67 per cent of the Surveyed group said that government policies were creating new job opportunities, it is hard to get information about them or about government schemes for youth entrepreneurship, or job-oriented training courses. This leads inevitably to exclusion at all levels, but affects the poorer and the more deprived groups to a greater extent.

Surprisingly with regard to accessibility of financial institutions, only 15 % of the sample youth (in the Survey) in the financial capital of the country thought that banks were easily accessible and 35 %, moderately accessible.. Nearly 45 % thought that NGOs were moderately accessible for financial assistance.

Housing and the city’s policies on slums and housing, has played an important role in determining the inclusiveness of the city’s youth. It was not so much the family’s income as the ability to acquire ‘decent’ housing that was critical to the access to a number of other services and infrastructure. Housing was a desperate need especially for young people.

The city has no substantial youth hostels for those who come in large numbers from outlying small towns and villages to pursue higher education while seeking employment. Mumbai is a Mecca for these youngsters, but “most of them have to live with distant relatives who themselves live in small flats in distant suburbs.” The general consensus in the FGD was that the city’s policymakers do not take into consideration the fact that housing policies including slum rehabilitation and resettlement have a serious impact on children and young people’s future. The large majority were certain that slum dwellers suffered moderate to severe exclusion from the mainstream. In other words, a person’s location or place of residence does impact on his integration into the mainstream. [Q 2.3.1]

How do youth perceive slum dwellers? How do young people living in slums see others’ perception of themselves? About 20 per cent of the survey sample was emphatic that slum dwellers were severely excluded. More than 60 per cent saw moderate to severe exclusion of slum dwellers. [Table 2.3] That the location of your living space is in an informal settlement has an important consequence for young people’s self-confidence and self esteem. the large majority were certain that slum dwellers suffered moderate to severe exclusion from the mainstream. In other words, a person’s location or place of residence does impact on his integration into the mainstream. [Q 2.3.1]

Policies other than those determining housing also affect young people. For instance, policies to do with street vending affect employment opportunities for a large number of young. Another issue affected by policies is infrastructure and transport, which again determines access to opportunities.

What did right to the city mean to young people? To most (88 %), it meant ‘the right to all basic services’. But half also included right of access to opportunities; and to social and cultural space as right to the city. Some 90 per cent of the respondents interpreted right to the city as a right to equitable access to basic services’ as against right to social and cultural facilities, or even to economic opportunities. This indicates that the location of residence is important only in so far as its access to basic services. The majority of respondents felt that basic services like waste collection only covered the city moderately. Electricity supply ranked fourth in the list of availability of basic services. [Q 4.2]. But more than half were unanimously admiring of the city’s famous public transportation, which they said was reliable—though some 20 per cent said it was reliable but not cheap. [q/T 4.10]

Issues of Social Inclusion

Some 70-75 % of the Survey participants said that electricity, telephones and cable television services were mostly available; only 40 per cent felt that services such as waste collection were well organised in the city; less than a third that recreational spaces, parks and gardens were even moderately available.

The FGD also drew attention to this fact. Public spaces, such as seafronts, promenades, parks, gardens and open grounds are rapidly shrinking, being taken away by private clubs, associations, groups and services. This constitutes a factor in the exclusion of the poorer sections from recreational and sporting facilities and spaces. “This especially affects women who cannot gather at street corners like men do.” said a young woman teacher.

Do social restrictions exist in the access to public or private recreational space? A significant 42.5% felt that social insecurity and vulnerability was a median reason that restricted access to public places. Only a small per cent cited affordability or physical distance as an issue here.

However, young people are intensely aware of Mumbai’s egalitarian ethos. “In my home town I would not have been able to do all the things I am doing here. Mumbai is a city that offers huge opportunities for all, said a participant who had just started working after graduation

Social exclusion is not, said the group, really visible. “Rarely do you find friends’ groups based on caste lines.” On the other hand, it was pointed out that the city has always had neighbourhoods that had regional tags---for instance, Matunga (in central Mumbai) was South Indian or ‘Madrasi’ and Santacruz (a western suburb) was Gujarati, and Bandra (another western suburb) was Christian. But this has never meant that they were exclusive to those communities although this is being eroded.

Are people excluded on the basis of community or caste? While the survey yielded a range of opinions, a third felt the caste and creed were only moderately factors for social exclusion. In a ranking of those excluded young women, elderly people, migrants from urban areas outside th city were the most excluded while caste groups and communities or ethnic youth were only moderately excluded. [4.3]

“In our city, I have never been prevented from going into a temple,” said a participant, explaining that she belonged to a caste that was historically barred from using the same temples as the upper castes or drawing water from the wells that were used by the higher social categories. “But my clothes, that is, salwar kameez, will prevent me from going into a discotheque or often even a pub that may be a hangout for college kids.”

Issues of Political Inclusion

Is the political space inclusive in Mumbai? Are there biases that operate? Does the political space welcome and encourage participation? The FGD was wide ranging and wandered inevitably into social inclusiveness.

On the issue of human rights, there was ambiguity. A substantial proportion said that rights of only some groups were well protected. But the freedom to congregate was moderate to highly enforced. This is a reflection of the city’s history of activism where public meetings are common, though less so in recent times.

Half the respondents felt that public administration was not transparent. Corruption was a main reason for this according to a quarter of the respondents. A third said that it was biased in favour of particular groups. Lack of funding or resources was not seen as an important reason for this way of functioning.

The process of publications and public tendering is seen to be followed by 40 per cent of respondents, while a third said that audits and reviews do take place. It is evident that young people across the categories know little about the way public administration functions.

It follows that only half of them said that it was easy to access information on key developments. One-third said that the press was the source of information and a quarter, websites.

Respondents generally felt that the lack of interest in participating in public affairs is because of lack of time. Very few thought that it was because people believed that nothing could be done to change things.

Was policy implementation participatory? Half the respondents felt that it was so. Policy reviews, public discussion, policy review and monitoring and evaluation were the most often cited as the means through which such participation is fostered. Very few believed that all these measures existed together.

Is the city addressing unequal access and inequalities through specific policies and programmes? Over half the respondents indicated a strong faith in the government and other bodies saying that adequate programmes were constantly being made to address inequalities. These included: zunka bhakar stalls where cheap food was served; slum adoption schemes, creation of informal sector employment, meal schemes for schools, assistance for women in various sectors, caste-based schemes and assistance, etc. [Q 3]. City urbanisation reforms and policies are, unfortunately, seen by most as benefiting only the politicians, the bureaucrats and rich youth. But a quarter also felt that they really benefited no one at all. A small number said that they did have benefits for youth.

Young people are very aware that political parties and vested interests can turn every community or social issue into an economic issue and so instigate inter-community tension. As one young woman whose father was an active member of one of the national political parties pointed out, “There are issues to do with communities—Hindu, Muslim or Christian---that have nothing to do with economics. But politicians are adept at turning these into economic issues so that they can get the support, especially young people.”

Generally parents discourage young people from working with political parties. However, many are involved with ‘community’ activities that are supported by political parties or are recruited for election-related work at the time of elections. There was a general consensus in the FGD that young people should be given opportunity to serve in local bodies and that youth issues should be given some space in local government policy making.

The survey results support this opinion. To the question on why people did not involve themselves in political and social issues, young people said that it was more a lack of time than any disinterest or cynicism about such action bringing change. “In Mumbai, between college or your other courses and your part time job, where is the time to be involved in political or governance activities?”

Issues of Cultural Inclusion

Mumbai is the most inclusive of cities culturally according to the FGD. It is after all, the film and entertainment capital of the country. The film world allows entry to everyone and does not discriminate on the basis of region, class or community, they pointed out. Mumbai is a city with people from different cultures and everyone wants to know and enjoy other cultures as well.

Most Survey respondents believed that the city promoted and recognised youth cultural rights. Almost all said that there was freedom for ethnic groups to use own language and use ethnic cultural expressions and celebrate festivals. The city accommodated new forms of interaction. Celebration of specific highlights of groups, shared cultural space, accommodation of cultural symbols in planning were all seen as city initiatives for promoting cultural equality and expression.

Mumbai’s Ganesh festivals are community festivals and many of today’s well-known names in the entertainment industry have showcased their talent through public performances at the Ganesh festivals. “Everyone in the community, Muslim, Christian, Parsi or other participates and even goes to seek blessings of ‘Ganapati bappa’”. “We also have the ‘fairs’ such as the Mount Mary Fair or the Ramzan food fests on the streets where everyone goes and participates equally. No one cares about religion or caste.”

The FGD pointed out that Mumbai’s multicultural aspect is evident in its local street food (vadapav, pavbhaji ---both of which use a bun-like bread that is typical to Mumbai) and its eating places like, the ‘Irani’ restaurants which are of course disappearing; and its Udipi (south Indian) restaurants and its bhelpuri.

Another multicultural feature pointed out proudly was its language---all languages spoken in Mumbai have a special ‘Mumbai’ flavour---whether it is Hindi, Marathi, Gujarati or Tamil. This makes it easy to communicate across regions and there is a cultural intermingling.

Box 7: Economic, Social and Cultural Exclusion of different groups

The comparative ranking for the level of exclusion for different groups wrt economic, social and cultural equality and expression gives surprising and significant results.

For slum dwellers more respondents rate them as fully excluded than least excluded overall. But with respect to economic equality more people rate them as fully included. On cultural exclusion too more people rate them as being most excluded than least excluded. In sum, slum dwellers are more likely to be disadvantaged wrt cultural exclusion than economic.

By the same reading, youth of specific racial backgrounds are more likely to be disadvantaged with respect to social exclusion than economic.

Disabled youth are more likely to be disadvantaged with respect to economic exclusion than either social or cultural.

Elderly people are less likely to be disadvantaged economically than socially or culturally.

Uneducated youth are more likely to be disadvantaged economically than socially or culturally.

Youth of low economic categories are likely to be more excluded socially than economically or culturally.

Immigrants from outside the country are more likely to be excluded culturally than socially.

Immigrants from rural backgrounds are more likely to be fully included socially than culturally.

This would mean that there exists a distinct social and cultural divide that is perhaps not articulated or acknowledged. This needs to be explored further and adequate measures need to be taken to bridge the gap.

Box 8: Is Gender, a particular factor in Inclusion?

Gender issues are critical, but are not significant in terms of opinions on economic or political inclusiveness.

Women are not among the groups that the Survey participants saw as particularly less inclusive either socially culturally or politically. In fact, women are particularly highly rated as being allowed to express their cultural identity. But only a third said that they were not excluded economically and less than half of those who said that there were specific measures to protect women’s rights could list them. By and large (60 % of female respondents) did not think gender to be a critical factor either on the streets of places of study or work. But the FGD drew attention to family constraints on their mobility and career choices. All agreed that in Mumbai, there was considerable peer pressure on families to allow girls the freedom to make choices, unlike in smaller cities or villages.

Has the fact that girls’ education has been free upto the 12th in the State for decades now had any impact on girls’ education? Surprisingly, none the women in the FGD thought this was a special concession in the state---they thought it existed everywhere!

While intermarriage among communities was not raised as a specific issue, mention was made of the fact that it was here that religion and caste might become significant divides. However, region and language differences did not appear to be so significant.

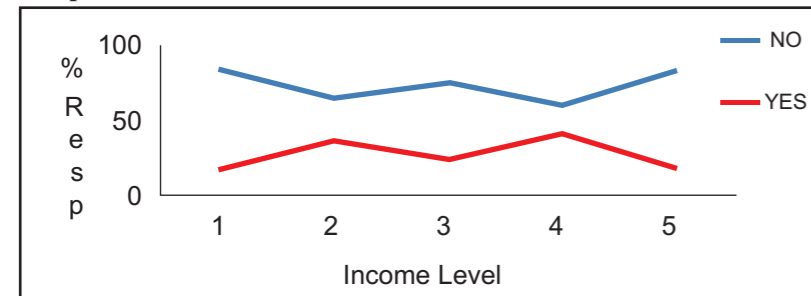
By way of Conclusion

While the Survey's direct question yielded predictable answers, multifactorial analysis showed up the undercurrents that cannot be fully captured in such a small sample.

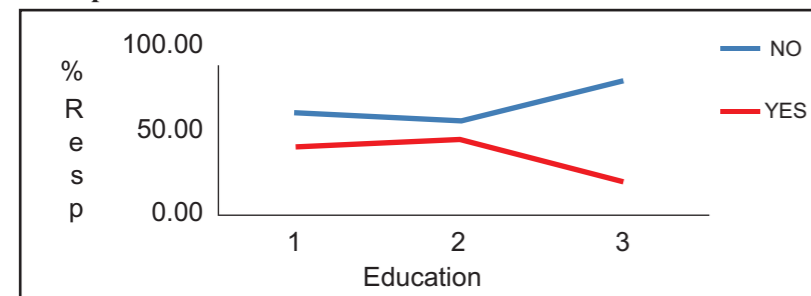
It is clear that at both the ends of the economic spectrum, for the poor and the very rich, the city is not inclusive. While this is reflective of the middle class nature of the city, it is also an indication that the poor are disadvantaged and not integrated in the socioeconomic and cultural mainstream of city life.

Similarly, those in the higher education brackets rate the city as less inclusive than do those in the middle education levels, which may be a reflection that there might be a high rate of underemployment, among other things, of the educated. The educated are not finding opportunities for self-expression leading to a drain of human resources.

Graph 2: Income levels and inclusiveness



Graph 3: Level of education and inclusiveness



While there was passing reference to recession, it did not evoke a discussion in the FGD. The loss of job opportunities is a periodic one, they felt, having seen parents and brothers and sisters loose jobs off and on. So when they see it now, they are not very worried. Questions and prompts on the economic situation elicited little response. The general feeling was that India, particularly Mumbai, would not feel the downturn as severely as the rest of the country and the rest of the world. : Mumbai is a city where there is always opportunity for making money, if you are enterprising enough," said a young man and others concurred enthusiastically.

Most young people appear to be inordinately proud of their city. But this might mean that they tend to underplay problems and issues, convinced as they are that even if there are problems the city has a magical way of resolving them. Overwhelmingly

- The group felt that Mumbai was inclusive in all aspects except economical. However, it was also a city that provided the opportunity to move up the economic class scale and so to achieve inclusiveness;
- that, mostly, socially and culturally it is inclusive and being a migrant city it accommodates diversity, without demanding a changeover.
- because it is so diverse, and accommodating and offers opportunities, it desperately needs a system of information dissemination so that the opportunities can be accessed;
- that policies and programmes are needed to address youth concerns specifically and youth needs have to be incorporated in all programmes, especially giving an opportunity for youth energies, creativity and initiatives in city development.

What can bridge the divide?

Young people's confidence and optimism in the viability of a multicultural and diverse city needs to be nurtured, supported and drawn into real time involvement in civic issues so that it becomes a reality in every sense of the term. Towards this end and to elicit youth outlook on plans and policies that would bridge the economic, cultural and social divide that existed especially for the young, we undertook an informal supplementary discussion with another group of young people from informal settlements.

1. India's Youth Policy should be incorporate participatory framework and be more programmatic, allowing each state and city to create complementary plans. [See Appendix Box for Youth policies].
2. Each state and each city should have such a policy that addresses region and city-specific issues. For example, ensuring adequate decent housing and improving the quality of employment in Mumbai.
3. There should be wide-ranging opportunities for youth in cities and villages to create, with adequate funding with the help of banks, cooperative enterprises, manage and facilitate public services ensure full educational opportunities for all children at the community/block level.
4. Police and law enforcement agencies should make planned efforts to induct young people as full employees or as trained civil society members to ensure the city's security as also maintain law and order, discourage illegal activities such as street gambling, drug use and trade, youth induction into underground gangs, and so on.
5. The country's sports policy needs to be reworked to integrate and reflect the youth policy so that the provision of open spaces becomes as important as providing world-class sporting arenas. There should be funding and supporting for mass improvement programmes in sports through schools and clubs rather than only individual scholarships. Planning of mega events in sports should have the participation of youth.

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Appendix Box: Trajectory of Youth Policies in India

Year	Title	Objectives	Remarks
1988	National Youth Policy	"promote awareness of the country's historical and cultural heritage among youth"; to develop "qualities of discipline and self-reliance and justice and promote scientific temper"; and to ensure their "full access to education and training"	No processes defined nor programmes structured or even an authority constituted for its implementation. The policy was all but forgotten with a few of the programmes such as youth hostels and the national social service running desultorily.
1988	Department of Youth Affairs		Nehru Yuvak Kendra Sanghatana (NYKS) became designated as an implementing body for the youth policy.
1992	Plan of Action and revised youth policy	Involving youth in community building activity and in the process of planning and making them a "focal point of the development strategy".	Change of perspective making youth participants not just subjects of change.
2002-07	9th Five Year Plan	Expressed concern that none of the programmes under the ministry of youth affairs and sports were doing well and attempted to revise the programmes.	
2003	National Youth Policy	Four thrust areas, viz. (i) Youth Empowerment; (ii) Gender Justice; (iii) Inter-sectoral Approach, and (iv) Information and Research Network. Slew of programmes each with targets for physical achievement. The less known National Youth Policy 1998 was replaced by a New National Youth Policy-2003 with four thrust areas, viz. (i) Youth Empowerment; (ii) Gender Justice; (iii) Inter-sectoral Approach; and (iv) Information and Research Network. The policy aims to accord priority to the following groups: Rural and Tribal Youth; Out-of-school Youth; Adolescents particularly female adolescents. Currently, 12 schemes and programmes are being implemented for the development of youth and adolescents. Rs 300 crore being spent annually. Ministries instructed to allocate budget for youth targets.	
2003-07	Tenth Five Year Plan	The Plan commented on the poor implementation of programmes. Teen clubs formed only in a small number of blocks—not self-sustaining; no links to other programmes including school nutrition, sports etc.	
2008-09	Annual Budget of Ministry of Youth Affairs & Sport	The ministry has two departments: Department of Sports and Department of Youth Affairs. Youth Affairs is allocated only 12 % of the ministerial budget. Of this 1/3rd spent on NYKS; 1/3rd on National Social Service. Very little left for other programmes.	

APPENDIX I

PRELIMINARY ANALYSIS OF SURVEY DATA FOR MUMBAI?

Section 1: GENERAL INFORMATION

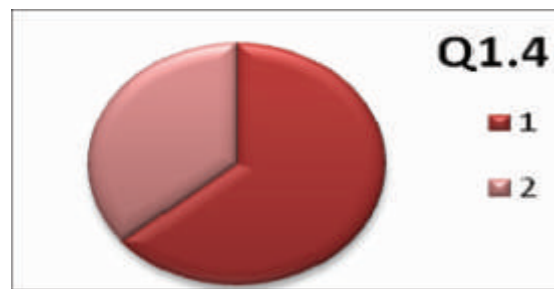
Summary:

Our final sample was in the male female proportions of 64 and 36 of men and women in the age group 18-29 years. It was largely high school educated, hailed from low to middle class areas, living in slums and middle class housing. Most had good quality water supply and sanitation and had had what they remembered to be moderately good primary education. A significant number of mothers were either uneducated or had only been through primary school, while most fathers had a university education. The largest category of fathers were in low paying self employment which in Mumbai should be seen as employment in the informal sector. Some 60 per cent of the males and 35 per cent of the females were employed. This does not mean that they were unemployed but could be continuing students.

The Q nos relate to questions in the administered Questionnaire in Appendix II.

We used purposive sampling. The final cleaned sample comprised 103 (64%) men and 58 (36%) women in the age group 20-29 years.

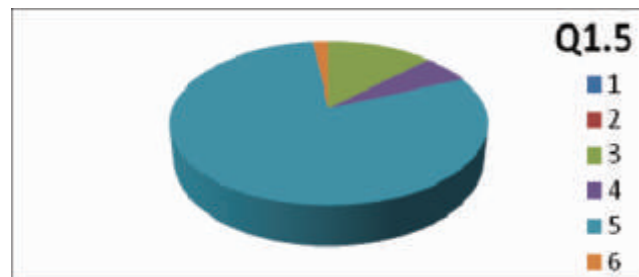
Of these 124 (77%) had completed secondary education; 29 (18%) had primary education and a few university/college education.(1.8%). Q1.4



Q 1.5

Of the female sub-sample, 5.1% had completed secondary education, 3.4% vocational education, 82.75% had completed university /college education. 7% had not answered this question.

As far as the male sub-sample is concerned, 15.5% had secondary education, 6.8% had vocational education, 73.8% had a college/university degree and 1.9% reported “others.



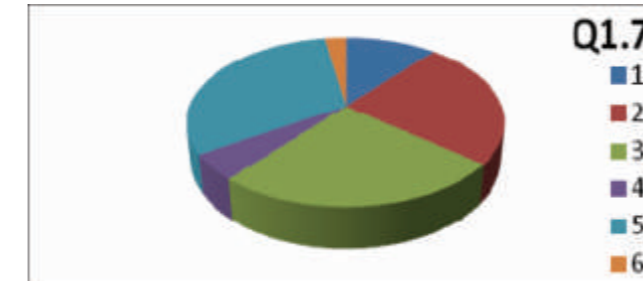
Q 1.6 Father’s education:

A significant number of fathers had completed secondary education (34%); 9.9% vocational education and 37.7 % had university/college education. degrees. 15.4% reported ‘none’ for primary education

*Thjs Survey was carried out with the help of Lakshmi Priya, eSS, Kaustubh Raut IRIS, Mumbai, Pankaj Athavale and internees and radio jockeys of MUST, Mumbai University’s FNM Radio station. We are grateful to them for their voluntary support and involvement without which this survey would have been difficult to complete.

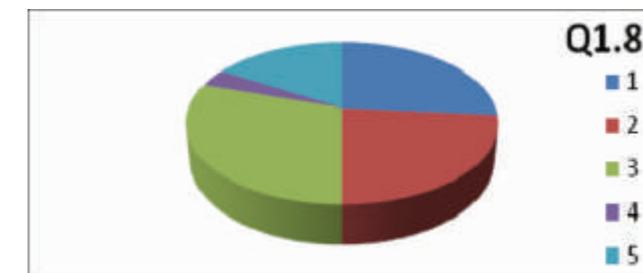
Q 1.7 Mother’s education:

The data on mother’s education shows a better distribution. The maximum number of mother’s were university educated (31.5 %) 25.3 % having completed secondary secondary stage, 5 % had vocational training and a significant 35.8 % with none or primary education..



Q 1.8 Father’s employment:

The largest number of fathers (30%) were in low paying personal employment (informal sector) with an almost equal number in the high earning (26%) and the low paying category (23%). Only 5 fathers were unemployed.(3.5%). 23 respondents had opted for other. In the explanations column, 22 had reported that their fathers had retired.

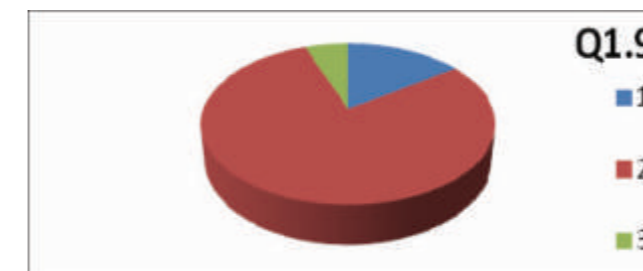


Mother’s employment status was not recorded.

Living space

Q 1.9: Nature of residence

A majority said they had lived in middle class neighbourhoods when they were growing up (79%) with 5 % had grown up in slums. 15 per cent lived in gated communities.



Only 15 (9.5%) did not have access to quality water and sanitation when growing up with 143 (90.5%) saying they did.

91% males said they had access to quality water while 9% did not.

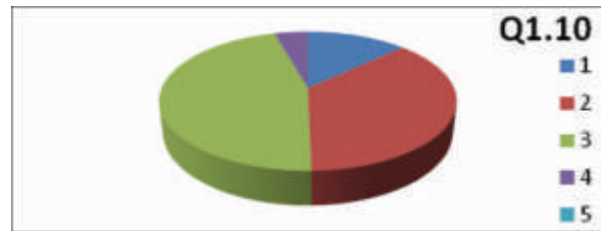
89% of the female sample had access to quality water while 11% did not.

Access to quality water and sanitation was matched to neighbourhoods (and it was found that only 14.65% from ‘gated community’ had access to quality water and sanitation. 69.43% from ‘middle income neighbourhood’ had access to quality water & sanitation and only 4.46% from ‘slums’ had access to quality water & sanitation

Q 1.10: Qly of education

Very few (4.9 %) described the quality of primary education as having been poor and none at all said it was very poor. Most (74) said it was average; 59 said it was high and 21 that it was very high .

12.75% males reported it as “very high”, 36.3% said it was high, 46 % said it was average, 4.9% said it was poor, and nobody said it was very poor.



Among females a smaller proportion reported quality of primary education as very high ((13.8%) and high (36%) with 46.5% saying it was average, while 3.4% said it was poor.

Q.1. 12: Participants’ employment

Note: While participants had stated their own employment status; for the following question on adequacy of income, their reference point was family income. It must be noted that most people in this age group in Mumbai live with their parents, even if employed.

While we had no question on nature of employment, casual random questioning yielded the information that most were ‘office’ jobs (call centres, etc) mostly temporary in nature or in the informal sector. It is unlikely that any were in the manual labour or manufacturing category.

Only 54 were in full employment; rest were not. 32.4% of the males were employed, as were 22.5% of the females.

Of those employed (54), 61% are males and 39% are females.

All respondents had answered the next question (Q1.11) as referring to perceived level of total (family) income.

57 (43%) described their income levels as ‘adequate to sustain me’; 27 (20.5%) described themselves as poor; 15 (11.4%) had high income levels and 15 (11.4%) described it as grossly inadequate.

43% males said ‘adequate to sustain me’, 19.8% males described themselves as poor, 11.6% said it was ‘grossly inadequate’. The pattern was similar among females being, 44%, as adequate, 22% said “poor” and 11% as grossly inadequate.

This further describes the sample population as largely low to lower middle class.

2. INCLUSION AND INEQUALITY IN YOUR CITY: GENERAL ISSUES

Summary: Slightly more than half the respondents felt that the city was inclusive in all four aspects. A quarter felt that the city was inclusive only in economic activities. Of these half felt that 50 – 75 % of the city was integrated into the mainstream of the city. Only a small proportion felt that less than half the population of the city was integrated into the mainstream.

Immigrants: On the whole Mumbai does not exclude immigrants, whether from outside the country, or from rural or urban areas within the country. However roughly 20 per cent did discern severe exclusion for all immigrants.

Mumbai’s young people do not see ethnic origins being a reason for exclusion and in their opinion these groups are well integrated.

Q 2.1: To what extent does the city promote access to facilities?

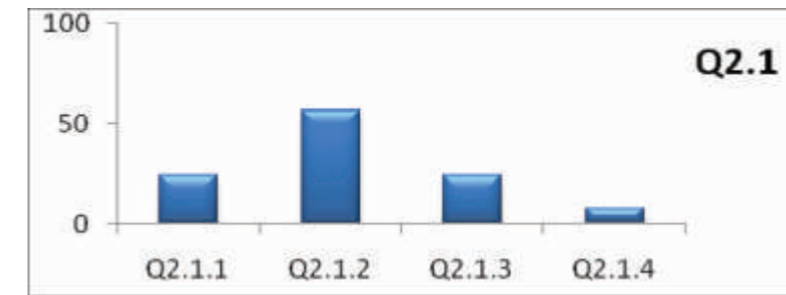
24.22% feel that the city is not at all inclusive, 56.52% feel that the city is inclusive in all four respects, 24.22% feel tha the city is inclusive in only economic activities while 7.45% have chosen “others”.

Out of those who feel that the city is all inclusive or only inclusive in economic activities, 18% feel that over 75% of the total population has been integrated in the main stream of the city,

50.7% feel that between 50-75% of the total population is integrated in the mainstream, 20% feel that only 25-50% have been integrated in the mainstream,

while 7.64% felt less than 25% were integrated in the mainstream of the city.

8.39% reported inability to assess.



Q 2.3 : Exclusion of particular groups

Except for the category of disabled, immigrants from outside the country and specific ethnic groups, participants gave an average grading of 3 describing that in their opinion there was exclusion, but not of a high order.

State of exclusion of various groups:

39 per cent felt that women and youth were moderately excluded, a good many (9.5 and 6.9 %) felt that the exclusion was more severe.

30.3 and 33 per cent felt that elderly and disabled groups respectively were only mildly excluded.

27.5% and 26%) .felt that that lack of education was a significant factor for exclusion (‘uneducated’).

28 to 34 % felt that immigrants from outside experienced low to moderate exclusion.

The proportions were similar for immigrants ofrom rural areas and from urban areas.

Not surprisingly, Mumbai’s young people do not see ethnic origins being a reason for exclusion and in their opinion these groups are well integrated (20 – 35 % ranked it under 3). Only about 6 per cent discerned severe exclusion.

Table 2.3.1

Q.No.	1	2	3	4	5
Q2.3.1	23.13	21.77	38.78	9.52	6.80
Q2.3.2	19.31	30.34	21.38	21.38	7.59
Q2.3.3	20.27	32.43	18.92	14.19	14.19
Q2.3.4	16.20	21.83	27.46	26.06	8.45
Q2.3.5	21.48	31.54	31.54	12.08	3.36
Q2.3.6	16.55	27.59	33.79	16.55	5.52
Q2.3.7	14.58	31.25	34.03	18.06	2.08
Q2.3.8	21.13	34.51	22.54	15.49	6.34
Q2.3.9	22.92	26.39	22.22	18.75	9.72
Q2.3.10	15.28	23.61	22.22	25.69	13.19
Q2.3.11	19.86	15.07	38.36	19.18	7.53
Q2.3.12	11.68	17.52	29.93	20.44	20.44

Caste/creed does not appear to be a reason for exclusion in the city, with almost 60% ranking it between 1 and 3.

An overwhelming 39 per cent felt that people of specific racial origins were mostly well integrated with moderate exclusion (ranking of 3).

20.4 % felt that slum dwellers were severely excluded and more respondents ranked it higher than 3 than those ranking below 3. More than 60 per cent saw moderate to severe exclusion of slum dwellers.

Q 2.4: Right to the city

A majority (125 people) perceived the right to the city as “ the right to equitable access to all basic services”,

85 as ‘the right to social and cultural facilities’;

82 chose “ right to avail all economic opportunities and activities”,

77 chose “right to enter and enjoy all areas of the city”,

76 chose “ right to voice political opinion freely”.

74 chose right to basic services (2.4.1) and the right to social and cultural facilities (2.4.5).

71 chose basic services (2.4.1) and right to enter all areas (2.4.4).

64 chose basic services and to voice political opinion (1 and 3).

61 saw it as basic services and right to avail economic activities(1 and 2).

74 chose right to basic services (2.4.1) and the right to social and cultural facilities (2.4.5).

Of those who did not think that right to basic services constituted right to the city,

65 had chosen the right to enter all areas and right to social and cultural facilities.

60 had chosen the right to avail economic opportunity (2.4.2) and the right to social and cultural facilities (2.4.5).

Q 2.5: Ranking of right to city:

21.2% assert that the right to basic services is being implemented (2.5.1) fully,

22.6 % believe that it is not at all being implemented and a more or less equal proportion (25.8 %) think it is moderately implemented.

35 % think the right to avail economic activities is moderately implemented and only 10 per cent think that it is fully implemented.

Nearly 27 % believe that the right to voice political opinion is poorly implemented (ranking 4).

25 % of respondents believe that the right to social and cultural venues is poorly implemented (ranking 4). One-third felt that it was well implemented ranking it 1 and 2

Table Q 2.5

Q.No.	1	2	3	4	5
Q2.5.1	21.38	12.58	25.79	17.61	22.64
Q2.5.2	9.62	25.64	34.62	16.67	13.46
Q2.5.3	15.63	23.13	19.38	26.88	15.00
Q2.5.4	11.61	14.84	26.45	25.16	21.94
Q2.5.5	13.16	22.37	18.42	25.00	21.05

Q 2.6 : Awareness of policy makers

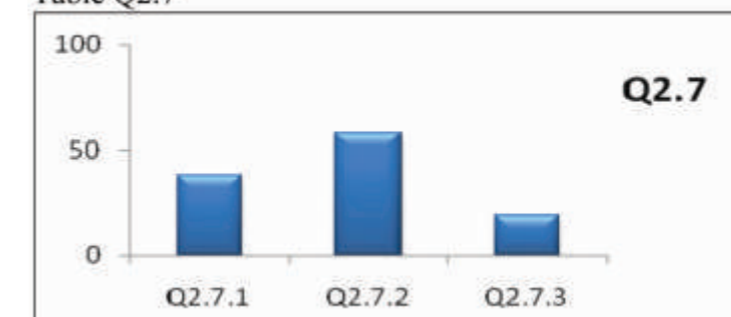
49 per cent and 37 per cent believe that country level and city level policy makers respectively are moderately aware (ranking 3) of all four forms of equality in cities

Table Q 2.6

Q.No.	1	2	3	4	5
Q2.6.1	11.39	18.35	48.73	16.46	5.06
Q2.6.2	5.81	14.84	37.42	28.39	13.55

Q 2.7 : Whether local, provincial and national governments work together

Half the participants feel that there is coordination among the three governments on planning but not on implementation. A third of the participants think there is coordination on both counts among all agencies. (33.33%=1, 50.3%=2, 16.4%=3)

Table Q2.7

Section 3 : ECONOMIC INEQUALITY AND INCLUSION

Summary: 83/169 respondents think that economic prosperity is not well distributed among all segments. 57 feel that it benefits the educated class more and an equal number that it benefits the wealthy more. However 32/169 also thought that the city's economic prosperity gives reason for hope. This reflects reasonably well the aspirational spirit of the city.

Half the respondents thought that manufacturing based employment was moderately to more prevalent though not most prevalent. Almost 80 per cent thought that labour intensive work was moderate to more prevalent. Service sector employment and high tech/ict/pharma employment showed a more even distribution of ranking, with 22 per cent saying that high tech occupations were most prevalent.

Mumbai's employment profile is moving from manufacturing to services and high tech and youth perceptions reflect this trend. It is also an indicator of what sectors young people see as potential employers.

The financial sector which is the fastest growing employment sector in the city was not a defined category. It is likely that some of it has got clubbed with high tech and services sector.

Exclusion of different groups: More than half the respondents said that women were not excluded from economic opportunities. 40 – 45 % felt that immigrants, from outside the country, from rural areas or urban areas were only

moderately excluded. More than half the respondents thought that people of particular caste/creed tended to be more excluded than the norm (ranking of 3,4,5).

In sum no particular group is seen to be more excluded than others, but some groups are less excluded such as women.

An overwhelming majority felt that the city was doing its best to introduce programmes to correct the inequalities. Vocational programmes, simplification of procedures, new programmes for increasing access, were cited as being effective. Financial initiatives and the city's initiatives in creating new employment were cited as being much less effective.

More than half the number of respondents knew of specific city initiatives for addressing gender inequality in income generation. Among those who knew, specific initiatives for addressing gender inequality, maternity and child welfare measures, measures to protect women in the workplace, and vocational training for women were cited most often.

60 % of respondents believed that there were specific programmes to address youth employment.

Lack of political will and lack of focus were the main reasons why programmes were not effective. Lack of funding was not a reason often cited.

Surprisingly in the financial capital of the country only 15 % thought that banks were easily accessible. Nearly 45 % thought that NGOs were moderately accessible while only 35 % held banks to be moderately accessible. This may be a reflection of the attitude and working styles—often highly westernised and formal-- of the banks rather than any comment on their efficiency as against the NGOs pro-people and familiar styles of functioning.

Q 3.1 : Distribution of Economic Prosperity and wealth among different groups

83 said that it was not at all well-divided amongst all segments of society.

57 that it benefits only the educated class

55 that it benefits only the wealthy

32 that it provides hope those who are currently economically marginalised.

24 said that it was not well divided and only benefits the educated class.(1,2)

20 that it was not well divided and only benefits the wealthy (1,3)

18 said that it benefits the educated class and the wealthy (2,3).

10 said that it benefits the educated and provides hope to the currently marginalised (2,4).

Q 3.2 : Official unemployment rates in the city

Mumbai has no official figures of unemployment. [see Part I of Report]

Q 3.3; Information on unemployment rates in the city

Q 3.4: Observed employment trends in the city

35 % believed that manufacturing based employment was moderately prevalent (ranking 3)

83 % ranked it 2,3,4.

34 % said that labour intensive employment was moderately prevalent.

Just over 8 % that labour intensive work was least prevalent.

13 % thought that it was most prevalent.

33 % felt that service sector employment was moderately common.

>30% felt that it was more than moderately prevalent.

29 % felt that high technology employment was the moderately common.

There was an almost even distribution of those who thought that it was low to most prevalent (2,3,4,5).

11 % thought that manufacturing based employment was least prevalent.

8 per cent that service sector employment was least prevalent.

12% that high technology was least prevalent.

Opinion on how prevalent service sector employment was prevalent was most evenly distributed across the rankings.

A more detailed analysis is as below.

Table Q 3.4 (% respondents)

Q.No.	1	2	3	4	5
Q3.4.1	10.83	28.66	34.39	18.47	7.64
Q3.4.2	8.39	19.35	33.54	25.16	13.54
Q3.4.3	8.50	26.14	32.68	18.30	14.38
Q3.4.4	7.84	20.92	29.41	20.26	21.57
Q3.4.5	11.69	24.68	33.77	19.48	10.39

Q 3.5: Reasons for new employment opportunities: were these because of government economic policies?

67.7% said that new employment opportunities were being created because of state policies. But about a third (32.3 %) did not think this was the case.

Q 3.6 : Extent to which different groups of people are excluded from economic opportunities

26 % and 32 % said that young women (3.6.1) were not excluded, giving rankings of 1 and 2 respectively.

Elderly people (3.6.2) were moderately excluded with more or less equal proportions (27% and 29%) giving ranking of 2 and 3.

28 per cent also felt that the disabled (3.6.3) were mostly not excluded (28 %) giving median ranking of 3. 18 % said that they were completely excluded.

26 % of respondents ranked uneducated youth (3.6.4) as being not excluded giving a ranking of 2. 14 % also felt that they were completely excluded.

An overwhelming proportion (41%, 41% and 45% respectively) felt that youth immigrants from outside the country (3.6.5), from rural areas,(3.6.6) and from other urban areas (3,6.7) were moderately excluded (median ranking of 3). Only 5 to 7 % felt that they were completely excluded.

Ranking for exclusion for specific ethnic groups (3.6.8) was generally 2 and 3 (33 per cent).

28 % felt that youth of particular caste/creed (3.6.9) were more excluded (rank 4) than the norm.

But 56 % said that youth of low economic categories (3.6.10) tended to be more often excluded (ranks 3 and 4).

Youth from specific racial backgrounds (3.6.11) and slum dwellers (3.6.12) were seen to be moderately excluded generally with 28 and 35 % respondents (median rank of 3). 12% felt that slum dwellers were completely excluded.

A more detailed analysis is available in the table Q 3.6.1 to Q 3.6.12 below.

Table 3.6.1 to Q 3.6.12 (% respondents)

Q.No.	1	2	3	4	5
Q3.6.1	25.80	31.61	28.38	9.67	4.52
Q3.6.2	10.19	27.39	28.66	22.93	10.83
Q3.6.3	13.91	26.49	28.48	13.25	17.88
Q3.6.4	18.06	25.69	19.44	22.92	13.89
Q3.6.5	12	22.67	41.33	17.33	6.67
Q3.6.6	12.16	22.97	41.22	19.60	4.05
Q3.6.7	11.35	21.99	45.39	15.60	5.67
Q3.6.8	15.60	32.62	33.33	13.48	4.97
Q3.6.9	13.51	22.97	23.65	28.38	11.49
	15.79	23.03	33.55	21.05	6.58
Q3.6.10					
	19.33	18	28	22.67	12
Q3.6.11					
	22.14	13.57	35	17.14	12.14
Q3.6.12					

Q 3.7: Whether the city is addressing inequalities through specific programmes.

Most, 75 % of respondents believed that the city was addressing issues of inequality through specific programmes.

Of those who said yes, 21%,34%,20 % felt that the city was addressing these problems moderately (ranking 2, 3, 4 respectively) effectively by providing vocational and other training (3.7.1).

One third felt that was moderately effective in simplifying procedures for easier access to employment (3.7.2).

There was a similar response to the state’s effectiveness in announcing new rules and regulations (3.7.3).

A very small proportion (7%) felt that the state was least effective in developing infrastructure to address inequality (3.7.4).

The state’s effectiveness in creating fiscal incentives for new employment creation (3.7.5) was largely ranked on the low side (2,3) 33 per cent and 23 per cent responding this way.

There was no response to a query on microcredit (3.7.6).

Table 3.7.1- Q 3.7.6 (% respondents)

Q.No.	1	2	3	4	5
Q3.7.1	15.97	21.00	34.45	20.17	8.40
Q3.7.2	11.66	18.33	33.33	30	6.67
Q3.7.3	12.07	18.97	30.17	31.90	6.90
Q3.7.4	7.5	25.83	30.83	24.16	11.66
Q3.7.5	14.04	33.05	23.14	19.83	9.91

Q 3.7.7 Details of legal provisions

Reservations for women in educational/vocational institutions

Jawahar Rojgar Yojana for creating youth employment.

Q 3.8: Specific programmes to address gender income inequality

Only 58.6% said there were specific programmes (yes)

Interestingly, an almost equal proportion of men (59%) and women (57%) believed that there were specific programmes to address gender inequality in incomes.

Those who said yes, responded to the following question.

Q 3.8.1 to Q 3.8.6 : In what way the initiatives address gender inequality

63 believed that the initiatives ensured maternity and child benefits.

52 believed that there also existed city measures to protect the rights of women in the workplace.

40 said that in addition to the above two initiatives, the city also had vocational training programmes for women.

30 added the city’s microcredit programmes for women in addition to the above initiatives.

In sum less than half the number of respondents knew of specific city initiatives for addressing gender inequality in income generation.

3.9: City’s programmes for addressing youth employment

61 per cent of Males said there were specific programmes for youth employment. A slightly smaller proportion of women believed that such programmes existed.

Those who answered in the affirmative responded to the next question.

Q 3.9.1 to Q 3.9.3: Knowledge of specific programmes for youth employment

60 believed that there were initiatives to specifically improve the quality of informal sector youth employment. 70 believed that there were measures to legalise informal sector employment. Only 39 believed that both initiatives existed.

3.10: Sustained policies for reducing urban poverty

Slightly over half the respondents believed that there were such programmes.

Q 3.11: Further elaboration on initiatives noted in 3.7 to 3.10

66.7 % stated that the programmes and schemes fell under the city authority

58.4 % stated that the programmes fell under general constitutional and national policies.

Q 3.11.2: A listing of major programmes that participants knew about was obtained.

However, explanations or descriptions were not forthcoming. No ranking could be obtained.

- Roadside zunka bhakar stalls (traditional working/middle class food specific to the state of Maharashtra) creating both cheap food as well as income generation for women and youth.
- Rajiv Gandhi Employment Schemes (a national programme)
- Dattak vasti yojana (slum adoption scheme for community groups and NGOs/corporate sector)
- Licensing of street vendors (informal sector employment)
- Midday meal schemes for school children.
- Population control programmes
- Reservation for women in various sectors
- Caste and class based reservations in employment
- Sports scholarships for outstanding sportspersons in higher education
- Information kiosks
- Encouragement to NGOs and working with them.
- Public-private partnership schemes.

.Q 3.11.3: Upcoming programmes to minimise inequalities

Most (64.3 % were not aware of any new programmes in the pipeline)

If any of the questions between 3.7 to 3.10 was answered in the negative, respondents were asked to respond to the following question.

Q 3.12: Opinion on why programmes are weak

22.5 % believed that a lack of appropriate focus was the most likely cause for the failure of programmes. (rank 4).

28.5 % believed that the lack of political will was the most likely cause for the failures. Lack of human resources (3.12.3), lack of adequate participation from the city (3.12.4), and lack of funding (3.12.5), appeared to be the moderately likely cause for the failures with 33, 37 and 31 % respondents ranking it 3.

A more detailed description is obtained in the table.

Q 3.12.13 : Facilities for microcredit and self employment

Table Q 3.12.1-3.12.5 (% respondents)

Q.No.	1	2	3	4	5
Q3.12.1	21.05	21.05	19.55	22.56	15.79
Q3.12.2	8.21	15.67	20.15	27.61	28.36
Q3.12.3	13.74	12.98	32.82	22.90	17.56
Q3.12.4	15.38	20	36.92	13.08	14.62
Q3.12.5	8.73	18.25	30.95	27.77	14.29
Q3.12.6	8.33	26.67	33.33	20	11.66

Only 15 % felt that banking facilities were the most easily accessible.

42 % felt that NGOs were moderately accessible.

A smaller proportion, 35 %, thought that banks were moderately accessible

Q3.14: Rating of availability and performance of microcredit institutions.

Table Q 3.13- Q 3.13.5 (% respondents)

Q.No.	1	2	3	4	5
Q3.13.1	15.09	22.64	34.59	20.75	6.92
Q3.13.2	11.53	30.13	32.05	22.43	3.85
Q3.13.3	13.16	25.44	32.46	21.05	7.89
Q3.13.4	4.35	24.35	42.60	23.48	5.22
Q3.13.5	8.70	19.57	21.74	39.13	10.87

Q3.14: Rating of availability and performance of microcredit institutions.

All except one stated that they were only moderately available and moderately performing.

Q 3.15 : Policy reforms regarding slum improvement

67 respondents noted national urbanisation policies; 78 regional slum upgradation programmes; 81 city level upgradation programmes. Only 5 included both regional and city upgradation programmes.

Those who ticked the first three options answered the following question.

Q 3.16: Support for the programmes

81 said that special budgets had been created for the implementation of the programmes. 64 respondents said that the programmes were supported by the creation of special agencies. 50 said that institutional reforms had been put in place.

16 stated that all four reforms had been put in place.

Section 4: SOCIAL EQUALITY AND INCLUSION

Summary: Only about half the respondents felt that there was sufficient free space for social spheres. Fewer women thought that sufficient space was available reflecting the fact that public space is often not accessible to women.

While 40 % thought that waste collection services were moderately efficient, 11 per cent that they were very poorly functioning. A third complained that electricity supply was largely inefficient. A quarter felt that recreational spaces were moderate.

With regard to exclusion of specific groups from social services, response was more evenly distributed for all categories. 58 % recorded low to moderate exclusion of young women. Immigrants from outside the country were seen by a quarter of respondents to be more excluded than the median.

More than a third said that there were social restrictions to the entry of outsiders into the city. While these were not legally sanctioned they were due to social prejudice and lack of enforcement of appropriate legal provisions.

One-third said that physical distance was an indirect restriction on access to public and private spaces. Lack of affordability was another important reason. Insecurity and social vulnerability acted only marginally as an indirect restriction to access. This would indicate that the provision of adequate public spaces of recreation at local levels is imperative.

An hour or so of travel to work is about the norm in the city (40 %). But about a quarter also reported travel of less than half an hour. The latter might be the trend in Mumbai with offices, which unlike manufacturing do not attract zoning laws (or can escape them) dispersing across the city. About half of the respondents said that public transport was both cheap and reliable.

Half the respondents said that there were no city plans to reduce spatial and social inequality. While city plans do include such considerations, there have been no specific plans with this aim except one decades ago to de-congest the city. To youth respondents, this is a given and they do not see the planned satellite townships as being a result of specific plans. Other than that, Mumbai is not a rigidly spatially segregated city, with upper and middle class residences, industry, corporate offices, working class tenements and slums jostling with one another.

Public health programmes, public transport and were seen to as being high to moderately effective. Food-based programmes were seen to be least effective. Most respondents felt that these were not targeted at youth.

Q 4.1 : Free space in the city

Opinion on whether the city had sufficient free space and social sphere for all was almost equally divided: 53.5 said no, and the rest, yes.

More men (51.6 %) said there was sufficient space than did women (38.6 %)

Q 4.2: How well is the city covered by social infrastructure

40 % stated that waste collection services moderately covered the city;

10.8 % thought it was not well covered at all.

24.5 to 28% gave rankings in the mid range for recreational facilities.

25.5 % said that telephone and cable facilities did not adequately cover the city at all.

A high 34 % asserted that electric supply did not cover the city well (rank 4).

Parks and free spaces only moderately cover the city (ranks of 2 and 3 being opted for by 26 and 29 % respectively).

Table Q 4.2 (% respondents)

Q.No.	1	2	3	4	5
Q4.2.1	14.56	27.22	39.87	7.59	10.76
Q4.2.2	10.76	22.78	33.54	25.31	7.59
Q4.2.3	8.38	25.16	27.74	24.51	14.19
Q4.2.4	5.73	12.74	22.29	33.76	25.48
Q4.2.5	13.55	25.80	29.03	21.94	9.68
Q4.2.6	3.20	23.07	28.20	22.43	23.07
Q4.2.7	11.42	11.42	28.57	25.71	22.85

Q 4.3: Exclusion of groups from social services

Young women are fairly well included 27 and 30.8% ranking them 2 and 3. As are elderly people and the disabled. 31% believe that uneducated youth are disadvantaged wrt social services (rank 2). Immigrants (rural areas and urban) are highly to moderately excluded (ranks 2,3,4). 23.5 per cent feel that immigrants from urban area outside the country are most excluded from social services. Ethnic youth groups are moderately excluded (35 %). Case and creed are not factors generally in the context of social services (36% opting for a rank of 3).

Table Q 4.3 (% respondents)

Q.No.	1	2	3	4	5
Q4.3.1	27.04	30.81	25.78	11.32	5.031
Q4.3.2	16.12	30.32	32.90	16.77	3.87
Q4.3.3	16.45	33.54	26.58	15.18	8.22
Q4.3.4	17.94	31.41	27.56	14.74	8.33
Q4.3.5	23.48	28.18	32.21	12.75	3.35
Q4.3.6	18.18	31.81	35.06	12.98	1.94
Q4.3.7	9.80	23.52	33.98	22.87	9.80
Q4.3.8	21.83	26.05	35.21	14.78	2.11
Q4.3.9	12.90	21.93	36.77	20.64	7.74
	10.69	22.64	33.96	23.89	8.80
Q4.3.10	11.33	12.66	32	28	16
Q4.3.11	15.78	23.68	20.39	25	15.13
Q4.3.12					

Q 4.4: Are there social restrictions that directly restrict entry of youth to the city?

32% said that they were aware of such restrictions.

Q 4.5: Is imposition of social restrictions legally prohibited

Around 40% per cent said that there were no legal prohibitions on social restrictions.

Q 4.6.1-4.6.4: If yes to the above two questions, what forms does the restrictions take.

58 respondents said that it was due to social and cultural prejudices. 57 said it was because of the lack of constitutional guarantees. 41 said it was because of the lack of enforcement of existing guarantees.

Only 16 said it was because of all three reasons. 26 said it was because of social prejudices as well as lack of enforcement of existing guarantees.

Q 4.7.1-4.7.6: Indirect restrictions on specific groups to access to publicly provided and private places

A significant 42.5% felt that social insecurity and vulnerability was a median reason that restricted access to public places. 17 per cent said that it lack of access was due to lack of affordability and a similar proportion tht it was not at all a reason. One third (33.33%) felt that physical distance was a median reason for lack of access.

Table Q 4.7.1 4.7.6 (% respondents)

Q.No.	1	2	3	4	5
Q4.7.1	16.98	20.12	29.55	18.23	15.09
Q4.7.2	9.61	29.48	33.33	19.23	8.33
Q4.7.3	10.52	28.28	26.31	21.71	13.15
Q4.7.4	9.80	17.64	36.60	26.14	9.803
Q4.7.5	8.10	22.29	42.56	15.54	11.48
Q4.7.6	3.17	17.46	25.39	34.92	19.04

Q 4.8: Are there strict restrictions between areas of residence and work

Opinion on this was equally divided—half thought that there was and the other half not.

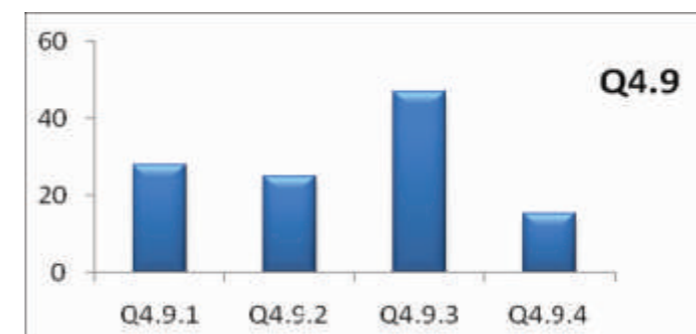
Q 4.9: What is the average distance from residential to places of work by public transport?

41% said that the travelled between 1 to 2 hours (4.9.3)

24% travelled less than half an hour.

22% between half an hour to one hour.

13% said it could often take more than 2 hours.



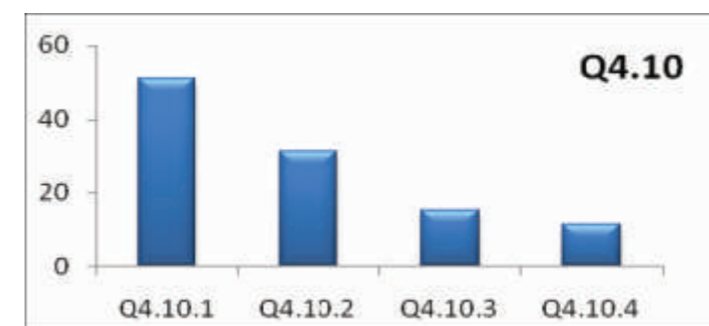
4.10: Assessment of average cost of public transportation as proportion of monthly income

46.8% said public transport was extremely cheap and very reliable.

28.9% said public transport was not reliable.

13.8% said public transport was not reliable and expensive.

10.5% said public transport was reliable and expensive.



Q 4.11: Is there a city plan to reduce social/spatial polarisation?

Responses were almost equally divided with 53.5 % stating that there was no such plan.

Q 4.11.1: If yes to the above question, do the programmes fall under what authority?

(a): Urban development authority: 68.4% said yes.

(b): General constitutional and national strategies: 52% said no.

4.11.2: Listing of programmes and initiatives

Full titles of the programmes were not indicated.

Housing for low income groups

Establishing and facilitating slum dwellers’ foundations

Ensuring adequate transport facilities to all areas of the city.

Q 4.11.3: If no to 4.11 are you aware of proposed programmes?

60 per cent said that they were not aware of such programmes.

Q 4.12: Are there social security and safety initiatives for youth?

53 % said that there were such measures.

Those who answered yes responded to the following questions.

Q 4.12.1 – 4.12.5: How effective are these programmes

35 % said that health programmes were only moderately effective.

Subsidised food was seen to be moderate to more effective. Only 5 % thought it was not effective at all.

38.5 % said that low cost housing programmes were moderately effective. 5 % thought they were highly effective.

Public transport schemes were moderate to most effective for 25%, 30 % and 23 % respectively (3,4,5 rating).

Table 4.12.1 – 4.12.5 (% respondents)

Q.No.	1	2	3	4	5
Q4.12.1	12.19	30.08	34.95	16.26	6.50
Q4.12.2	4.91	22.13	34.42	28.68	9.83
Q4.12.3	11.96	30.76	38.46	13.67	5.12
Q4.12.4	8.94	13.00	25.20	30.08	22.76
Q4.12.5	12.06	25.86	34.48	14.65	12.93

Q 4.13: which of the groups listed in 4.3 are excluded in the above programmes?

Q 4.14: Are the programmes targeted at youth?

67 % said they were not targeted at youth.

Section 5: POLITICAL EQUALITY AND ACCESS

Summary: On the issue of human rights, there was ambiguity. A substantial proportion said that rights of only some groups were well protected. More than half the respondents knew of the various guarantees that existed or were supposed to exist. While only a quarter said that legal aid was one guarantee that was enforced by being made available, a quarter pointed out that press freedom another guarantee was not enforced. The freedom to congregate was moderate to highly enforced. This is a reflection of the city’s history of activism where public meetings are common, though less so in recent times.

Half the respondents felt that public administration was not transparent. corruption was a main reason for this according to a quarter of the respondents. A third said that it was biased in favour of particular groups. Lack of funding or resources was not seen as an important reason for this way of functioning.

The process of publications and public tendering is seen to be followed by 40 per cent of respondents, while a third said that audits and reviews do take place. It is evident that young people across the categories know little about the way public administration functions.

It follows that only half of them said that it was easy to access information on key developments. One-third said that the press was the source of information and a quarter, websites.

Respondents generally felt that the lack of interest in participating in public affairs is because of lack of time. Very few thought that it was because people believed that nothing could be done to change things.

Was policy implementation participatory? Half the respondents felt that it was so. Policy reviews, public discussion, policy review and monitoring and evaluation were the most often cited as the means through which such participation is fostered. Very few believed that all these measures existed together.

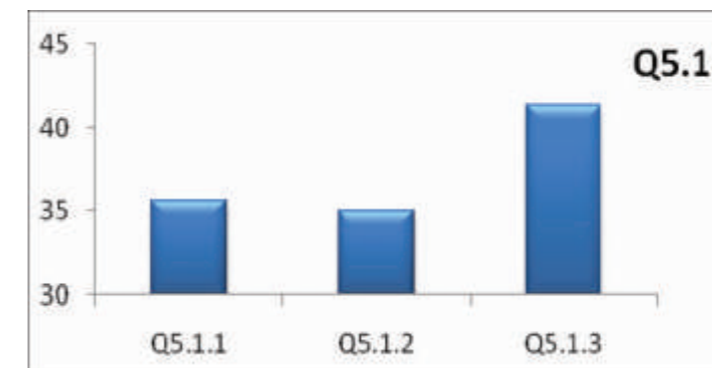
City urbanisation reforms and policies are, unfortunately, seen by most as benefiting only the politicians, the bureaucrats and rich youth. But a quarter also felt that they really benefited no one at all. A small number said that they did have benefits for youth.

Another measure of the lack of information and awareness is that over 60 per cent said that the city had taken no political or legal measures to reduce marginalisation of particular groups. Those who said that there were such measures cited affirmative actions such as reservations, anti-discriminatory schemes in education, protection for marginalised groups in employment and so on.

Q 5.1: Does the city promote and protect human rights?

40 per cent reported that the city afforded good protection of human rights only in the case of some groups.

An equal proportion each said human rights were not at all protected and well protected.



Q 5.2.1 – 5.2.8: What forms of political mechanisms are (supposed to be) guaranteed?

86 respondents said there was access to legal aid was guaranteed

86 said there was freedom of the press existed

85 said that there was freedom of expression was guaranteed.

54 said freedom of congregation was guaranteed.

25 said that all the above were guaranteed.

Only 31 said that an omudsman was guaranteed.

69 said that NGOs on issues of political will were allowed.

59 said that multiparty system of election guaranteed.

16 (all respondents) said that an ombudsman, freedom of expression, freedom of the press, and freedom of congregation were guaranteed.

Q5.3: How are each of the political guarantees enforced and are accessible

32 % said that availability of legal aid was mostly enforced. But 13 % felt that it was not at all effective and an equal number that it was most effectively enforced. (5.3.1)

31 and 37 % (rank 2,3) felt that the ombudsman was good to moderately effectively guaranteed. (5.3.2)

A majority felt that the NGOs were moderately to poorly effective. (5.3.3)

Almost 20 % felt that freedom of expression was indeed enforced most effectively. (5.3.4)

26 % felt that freedom of the press was most effectively enforced. (5.3.5)

43 % felt that the multiparty system was moderately effectively enforced. 17 % thought it was most effectively enforced. (5.3.6)

.Nearly 40 % felt that freedom to congregate was only moderately enforced with another 25 % ranking its enforcement as 4. (5.3.7)

Table Q 5.3.1 – 5.3.7 (% respondents)

Q.No.	1	2	3	4	5
Q5.3.1	12.26	26.41	32.07	16.03	13.2
Q5.3.2	6.66	31.42	37.14	15.23	9.52
Q5.3.3	6.73	23.07	29.80	27.88	12.5
Q5.3.4	4.90	14.70	31.37	29.41	19.60
Q5.3.5	9.09	17.17	24.24	23.23	26.26
Q5.3.6	8.08	13.13	43.43	18.18	17.17
Q5.3.7	2.15	22.58	39.78	24.73	10.75

Q 5.4: Is public administration transparent and accountable?

An equal number of participants said it was transparent and it was not.

Q 5.5.1 – 5.5.8: If no to previous question rate attributes

23 % felt that the public administration was extremely corrupt. But 30 % that it was moderately so.

36 % felt that it was moderately discriminatory.

While 36 % said that it was moderately inefficient, an equal distribution is seen as most inefficient and least inefficient.

35.5% did not have acceptable ways of conduct (rank 4)

Lack of funding was not the most important reason for the conduct of the public administration.

Lack of transparency was a very important (not the most important) reason affecting the functioning of the public administration.

Table Q 5.5.1-5.5.8

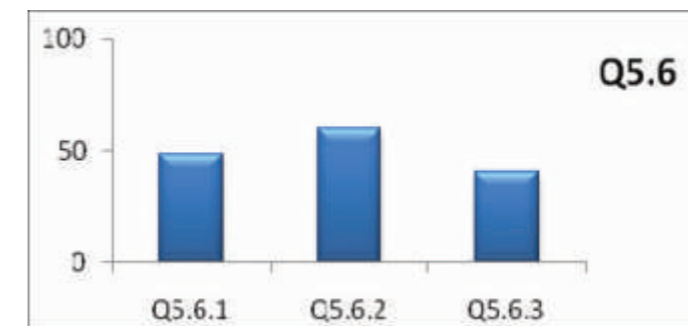
Q.No.	1	2	3	4	5
Q5.5.1	13.04	14.78	30.43	18.26	23.47
Q5.5.2	9.73	21.24	36.28	23.89	8.85
Q5.5.3	11.60	17.86	35.71	19.64	15.18
Q5.5.4	5.45	18.18	28.18	35.45	12.73
Q5.5.5	8.65	24.04	33.65	21.15	12.5
Q5.5.6	8.18	27.27	30	24.55	10
Q5.5.7	12.84	18.34	27.52	28.44	12.84
Q5.5.8	18.18	18.18	27.27	30.90	5.45

Q 5.6: Are the following procedures observed by the city authorities?

40.4 % or respondents said that the practice of making formal publications and tenders were observed.

32.5 % believed that there were regular audits.

27 % said that transparent budgeting procedures were followed.



Q 5.7: Is it easy to access information on key developments?

Half of them said it was easy to access information the other half did not.

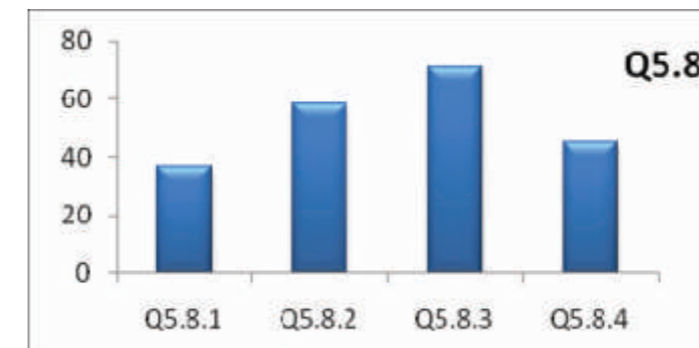
Q 5.8: How do the majority of people access information?

33.5 % access information through the press

27.6 % through agency websites

21 % through NGOs

17.5 % specific information centres set up for the purpose.



Q 5.9: Are residents really interested in participating in the political process?

Half of them said they were, and the other half that they were not.

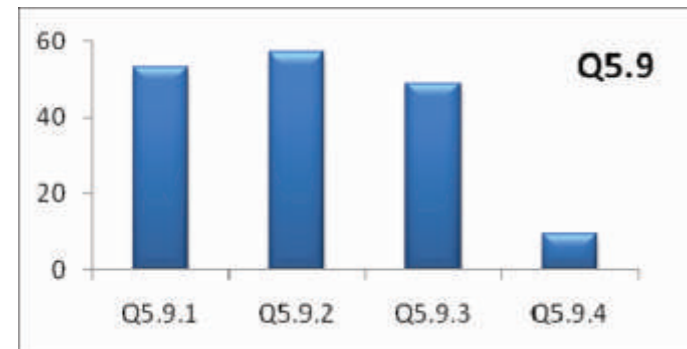
Q 5.9.1 – 5.9.4: Those answering no above responded to this question. Why did they not participate in political process?

Nearly 34 % said the disinterest was because of lack of time.

31.6 % that it was because of lack of interest in matters of city infrastructure.

29 % that it was because it is too much effort for the common man already stretched to earn a living.

Only 6 % said that it was because of people felt that it was not possible to change the system.

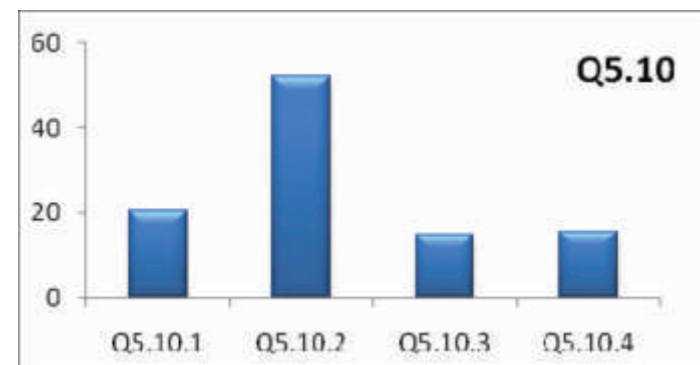


Q 5.10.1 – 5.10.4: Are policy makers aware of the need to improve living conditions of youth slum dwellers

Half of the respondents said that policy makers were not well aware of this.

About 20 per cent said that policy makers were well aware of this

15 % said that they were not at all concerned.



Q 5.11: Is the process of implementation of policies participatory including youth?

58 % said that it was not participatory.

The rest said that it was participatory

Q 5.12.1 – 5.12.6 : If yes to the above, what form does the participation of stakeholders take?

44 said that there were policy dialogues and public consultations;

42 said that there were focus group discussions;

36 that there were Census and populaion surveys to assess slum dwellers needs;

49 that there were policy reviews; and

27 that there was monitoring and evaluation of performance.

19 said that there were both policy dialogues and focus group discussions.

12 said that there were policy reviews and monitoring and evaluation.

20 said that there were policy dialogues and policy reviews

Only 5 said that there were, policy dialogues and debates, policy reviews, and monitoring and evaluation.

Q 5.13: If answer to Q 5.11 was no, what are the reasons for the lack of participatory implementaion?

17 per cent said that the most likely cause was lack of monitoring and evaluation.

6 per cent saw lack of monitoring and evaluation as the least likely cause.

44 % saw the lack of human resources as the median cause/

37 % saw lack of focus as a median cause

Details follow.

Table Q 5.13.1 – 5.13.7 (% respondents)

Q.No.	1	2	3	4	5
Q5.13.1	11.59	28.26	36.95	17.4	5.8
Q5.13.2	6.66	25.92	29.62	24.44	13.33
Q5.13.3	8.14	16.3	44.44	25.18	5.92
Q5.13.4	8.08	24.26	27.20	34.55	5.88
Q5.13.5	8.88	28.14	25.18	22.3	14.81
Q5.13.6	5.1	16.4	26.86	35.07	15.67
Q5.13.7	5.26	13.15	36.84	28.94	15.8

Q 5.14: Who benefits most from urbanisation and other policy reforms?

85 respondents thought that politicians and bureaucrats are the highest beneficiaries.

79 that rich urban youth were beneficiaries.

48 felt that both these above groups were the maxium beneficiaries.

32 felt that they benefited no particular group.

47 and 31 respondents had noted that the policies benefit poor urban youth not in slums and in slums, respectively.

15 had said that both these groups benefited.

Q 5.15: If policies are pro-poor, how do they do so?

The following had been listed:

Through policy review

Because they expand employment opportunities

Q 5.16: Examples of significant decision that have been influence by public opinion and consultation?

1. Policies set in place after the Mumbai floods of 26/7 in 2005.
2. SRA and SRS schemes.
3. Policies around the building of the Bandra-Worli sealink
4. public security issues after the terrorist attack.
5. Several railways (suburban) initiatives.
6. the Right to Information Act that enables ordinary citizens to access information from any of the government’s agencies.

Q 5.16.1 : Have the decisions benefited the majority or only the elites?

39 % said they had benefited the majority
 61 % said that they had benefited only the elites.

Q 5.17: Are there specific political and legal measures to minimise the marginalisation of immigrants, youths, women and other vulnerable groups.

66 % said that there were no specific measures of this sort.

Q, 5.17.1 – 5.17.5: If yes to the above, what form do the measures take?

- 46 said they were policies that guaranteed consideration of all marginalised groups.
- 29 that they were in the form of anti-discriminatory affirmative empowerment programmes.
- 29 said that they came as mechanisms to protect marginalised groups from violence.
- 20 that there were other measures of empowerment of marginalised.
- 19 had marked both guaranteed consideration of groups in policy making and mechanisms to enforce existing laws.

Q 5.18: Does the prevalence of an official language exclude youth

39.5 % said it did.

5.19: What additional institutional measures will improve political participation of youth?

- The list included systematic efforts at expanding political education
- Strengthening transparency
- Expanding opportunities for partiipation in local government.
- Encouraging local youth led projects for community development.

Section 6: CULTURALEQUALITY AND EXPRESSION

Summary: It is in this aspect that the city comes out in flying colours. Most respondents beloieved that the city promoted and recognised youth cultural rights. Freedom for ethnic groups to use own language; city signs in many languages, accommodation to new forms of interaction, provision of physical space were high on the list of city features. However respondents do not generally see the features as all being necessary for promoting cultural diversity. Celebration of specific highlights of groups, shared cultural space, accommodation of cultural symbols in planning were all seen as initatives for promoting cultural equality and expression.

Q 6.1: Does the city recognise and promote youth cultural rights?

62.5 % said that the city promoted youth cultural rights.

Q 6.2.1- 6.2.6: Description of extent to which the city promotes cultural rights

75 respondents stated that different ethnic groups can use their own language in the city. 86 respondents stated that the city had signs in more than one language.

Only 32 however stated that both the above were true

70 and 54 said the city accommodates new forms of cultural interaction and that it has physical facilities to promote different cultural forms, respectively. Only 34 felt that it had both.

79 believed that freedom of cultural expression was a constitutional guarantee; 53 felt that it was not, but the city had put in place laws/practices to promote it.

18 believed that the city allowed ethnic groups the freedom to use their language, had signs in more than one language, accommodated new cultural forms and had physical facilities for diverse cultural expression.

Q 6.3: Authority for majority of programmes

68 % said that it falls under the city authority

64 % said that it was under national policies.

Q 6.4.1 – 6.4.7:Enabling cultural rights

Almost all the respondents said that the city had appropriate intercultural programmes.(6.4.1)

71 said it was through provision of shared spaces for cultural events. (6.4.2)

Only 38 said it was both.

58 said it was through celebration of specific cultural monuments and highlights. (6.4.5)

Only 25 said all three above existed.

68 said that the city’s cultural diversity finds expression in city planning and symbols of identity. (6.4.4)

Only 19 said all the four (6.4.1, 6.4.2, 6.4.4, 6.4.5) existed.

Q 6.5 : Which groups are excluded from expressing their cultural identity

It would appear that the city is rated low to moderate in exclusion of particular groups—women, elderly, disabled, immigrants, ethnic groups, people of particular caste/creed, slum dwellers--- from cultural expression or accessing opportunities for cultural integration. But women are particularly highly rated for being allowed to express their cultural identity. Uneducated people as a group are less likely to be allowed expression, (rank 4). Slum dwellers are the mot excluded people from ethnic groups being the least excluded.

Table Q 6.5.1 -6.5.12 (% respondents)

Q.No.	1	2	3	4	5
Q6.5.1	24.84	31.85	31.85	4.46	7.01
Q6.5.2	14.65	28.03	36.94	13.38	7.01
Q6.5.3	12.18	32.69	28.21	19.23	7.69
Q6.5.4	12.67	34.67	24.67	20.00	8.00
Q6.5.5	10.90	28.85	35.26	15.38	9.62
Q6.5.6	11.32	24.53	38.36	20.75	5.03
Q6.5.7	11.11	18.30	41.83	21.57	7.19
Q6.5.8	16.22	26.35	35.14	20.27	2.03
Q6.5.9	12.26	24.52	35.48	18.71	9.03
Q6.5.10	13.33	24.67	32.67	22.00	7.33
Q6.5.11	9.74	20.13	40.91	20.78	8.44
Q6.5.12	11.81	18.75	29.17	22.22	18.06

Q 6.6: Upcoming programmes

78 per cent said that they had no knowledge of upcoming programmes.

Some of the programmes—not initiated by the city, but encouraged by the various city agencies-- listed by those who said they knew about them that they felt encouraged diverse cultural expression:

Vidrohi Sahitya Samelan (an alternative forum for Marathi literature and art, more radical than that conducted by the established Marathi literary organisation)

College annual literary-cultural festivals

Ganeshotsav—celebrations and social programmes around the festival of Ganesh.

Appendix II

Concept Note and Questionnaire

State of Urban Youth Report 2010/11 – Supplementary Report to:

Cities for All: Bridging The Urban Divide

POLICY IMPACT STUDY ON EQUAL OPPORTUNITIES FOR YOUTH

According to Resolution GC22/4 - Strengthening the development of urban young people it is acknowledged that a high proportion of the world's population is young, especially in the developing world, and that that segment of the population is affected by the problems of unemployment and unsustainable urban development, issues which may be further exacerbated by the current global economic crisis. The resolution also requests that urban youth development issues are reflected substantively in future issues of the Global Report on Human Settlements and of the State of the World's Cities report; This State of the Urban Youth Report (SUYR) is therefore a supplement to the State of the World's Cities Report 2010/11 to fulfill the Governing Council mandate.

The State of the World's Cities Report 2010/11 is intended to further our knowledge on how inclusive and equal cities can be created by formulating and implementing sound programmes and policies and developing adequate institutional environments. Towards this aim, the report will also explore the concept of the "Right to the City" and "Cities for All". The SUYR deals with the issue of Equality of Opportunities. As a large literature now reveals the distribution of opportunities influence in very significant ways the distribution of outcomes. Predetermined circumstances that lie outside the control of individuals and youths in particular tend to be responsible for future outcomes such as income, wealth and job employment. These include: race, region of birth, parental education, paternal occupation, gender, family wealth, quality of primary education, gender and access to immunization. Inequalities of opportunities tend to have path dependent characteristics and as such is transmitted across generations: children of lower status or poor parents tend to have inferior education and lack access to basic services. Poor parents living in slums are less likely to provide high quality education compared to parents in more affluent gated communities.

The SWCR 2010/2011 focuses on the following sub-themes

- a) The urban divide
- b) Income and welfare inequality in cities
- c) Slums and levels of shelter deprivation
- d) Understanding income inequality shelter and services in relation to the MDGs
- e) The Right to the City: Closing the Urban Divide – Policies that work

OBJECTIVE OF THIS QUESTIONNAIRE AND THE FOCUS GROUP DISCUSSION OF YOUTH

The questionnaire on "Inclusive and Equal Cities: Equality of Opportunities for Youth", which is part of this Concept Note, will be responded through a **Focus Group Discussion of Youth** composed of around 10 – 15 young people in each city. It is expected that in each city where the survey is undertaken, the coordinator of the **Focus Group Discussion of Youth** will prepare a 10 page background report as per the Terms of Reference specified by UNHABITAT. This background report is expected to feed into the policy analysis that will be conducted in the State of Urban Youth Report (SUYR) 2010/2011. The Report will be complemented by the questionnaires and deliberations of the **Focus Group Discussion of Youth**. The coordinator will administer a minimum of 100 questionnaires to young people drawn from different backgrounds and living in different locations in the city (Slum and affluent neighborhoods).

Fundamental to the questionnaire and all the issues raised therein is the concept of an 'inclusive city'. An Inclusive City, as we define it for purposes of the report, is one that provides all its citizens regardless of race, ethnicity, gender or socio-economic status with adequate housing and decent basic services, facilitating equal access to social amenities and public goods that are essential to promote the general and environmental well-being of everyone who resides in it (*social inclusion*). It protects citizens' rights and freedom, and promotes social and political participation that contributes to more judicious and democratic decision-making (*political inclusion*). A city that is inclusive

fosters economic development by way of equal opportunities for business development and access to employment, promoting economic policies that are pro-poor (economic inclusion). An inclusive city promotes social integration and celebrates diversity. It values people's cultural rights, recognizing the human capital of all segments of society, and strives to actively enhance them by promoting creative expression in the arts and heritage activities (cultural inclusion).

This definition therefore captures four essential dimensions of equality – social, political, economic and cultural. However, all these four dimensions are permeated by the institutional and organizational capacity of the city to respond to them. Our questionnaire, presented next page onwards, captures all these dimensions succinctly as well as the institutional and organizational issues that are critical to achieve equality and equity within cities.

3. PLEASE NOTE:

Your contributions to the general discussion will be reported extensively in the background report that will be prepared by the coordinator of the Expert Focus Group Meeting following UNHABITAT terms of reference. Additionally:

1. All questions in the questionnaire need to be addressed, although the answers may only be an expert estimate.
2. Wherever there is the possibility of several options, the question specifies "you may tick more than one option".
3. Please provide details in spaces designated.
4. An extra sheet is provided at the end of the questionnaire for all additional comments and observations that are specifically relevant to your city/ country. All information provided will be duly taken into consideration in the background report and in our final policy analysis.
5. Each youth should respond 1 questionnaire.
6. The coordinator of the Expert Focus Group will prepare a report of the meeting.

²See World Bank (2006), World Development Report

SECTION 1: GENERAL INFORMATION

- 1.1. Name of the city: _____
- 1.2. Name and address of the agency organizing the expert opinion group meeting:
- 1.3. Your name, title, and organisational affiliation:

Personal Information

- 1.4 Sex: (a) Male (b) Female
- 1.5 Level of Education: (a) None (b) Primary(c) Secondary.....(d) Vocational.....
(e)University.....(f) Other.....
- 1.6 Education of Father: (a) None (b) Primary(c) Secondary.....(d) Vocational.....
(e)University.....(f) Other...
- 1.7 Education of Mother: (a) None (b) Primary(c) Secondary.....(d) Vocational.....
(e)University.....(f) Other...
- 1.8 Father’s Employment Status: (a) High earning (b) Low Paying (c) Low pay Personal employment (d)
Unemployed (e) Other
Please Explain Father’s employment Circumstances.....

- 1.9 Describe where you lived growing up (a) gated community (b) middle income neighbourhood (c) Slum
- 1.10 Describe the Quality of Primary Education: (a) Very High (b) High (c) Average (d) Poor (e) Very Poor
- 1.11. Did you have ready access to quality water and sanitation growing up? (a) Yes (b) No
- 1.12 Are you currently employed? (a) Yes (b) No
- 1.13 How will you describe your current income level? (a) High (b) Low (c) Adequate to sustain me (d)
Grossly inadequate (e) I describe myself as “Poor”

SECTION 2: INCLUSION AND INEQUALITY IN YOUR CITY: GENERAL ISSUES

- 2.1. To what extent does your city promote equitable access to social, political, economic and cultural facilities according to the criteria defined at the beginning of this document?
 - 2.1.1. City is not at all inclusive (and equitable)
 - 2.1.2. City is inclusive (and equitable) in all four aspects
 - 2.1.3. City is inclusive (and equitable) only in economic activities
 - 2.1.4. Others
 - 2.1.5. If Others, please explain:

- 2.2. If you ticked either Q. 2.1.2 or 2.1.3, please rate the approximate population that is integrated into the mainstream in your city?
 - 2.2.1. Over 75% of the total population
 - 2.2.2. Between 50-75% of the total population
 - 2.2.3. Between 25-50% of the total population
 - 2.2.4. Less than 25% of the total population
 - 2.2.5. I can’t say/I don’t know
- 2.3. Which of the following groups of people are particularly excluded from the way your city functions? (rate from 1 not excluded at all, to 5 completely excluded)

2.3.1. Women and youth	1	2	3	4	5
2.3.2. Elderly people	1	2	3	4	5
2.3.3. Disabled people	1	2	3	4	5
2.3.4. Uneducated people	1	2	3	4	5
2.3.5. Immigrants from outside the country	1	2	3	4	5
2.3.6. Immigrants from rural areas	1	2	3	4	5
2.3.7. Immigrants from other urban areas	1	2	3	4	5
2.3.8. Specific ethnic groups	1	2	3	4	5
2.3.9. People of specific caste or creed	1	2	3	4	5
2.3.10. People of low economic categories	1	2	3	4	5
2.3.11. People of specific racial backgrounds	1	2	3	4	5

2.3.12. Slum dwellers 1 2 3 4 5

2.3.13. Please explain your choices in a line or two below:

2.4. How do you perceive your right to the city? What does it consist of, amongst the following? (Note: this is a normative question, and you can choose all or several of the options below)

2.4.1. The right to equitable access to all basic services (Education, electricity, tenure, health, water, sanitation)

2.4.2. The right to avail of all economic opportunities and activities

2.4.3. The right to voice political opinions freely

2.4.4. The right to enter and enjoy all areas of the city

2.4.5. The right to all social and cultural facilities and venues

2.4.6. If there are other aspects not listed here, but seem to be integral to your right to the city depending on your local context, please specify:

2.5. How do you rank your right to the city, as it is being implemented presently?

2.5.1. The right to equitable access to all basic services (Education, tenure, health, water, sanitation) 1 2 3 4 5

2.5.2. The right to avail of all economic opportunities and activities 1 2 3 4 5

2.5.3. The right to voice political opinions freely 1 2 3 4 5

2.5.4. The right to enter and enjoy all areas of the city 1 2 3 4 5

2.5.5. The right to all social and cultural facilities and venues 1 2 3 4 5

2.6. On a scale of 1 (least aware and active) to 5 (most aware and active), how would you rate the awareness of policy makers in the country/ state and local level towards issues of all four forms of equality in cities?

2.6.1. Country level 1 2 3 4 5

2.6.2. City level 1 2 3 4 5

2.7. Do you think local, provincial and national governments work together to develop appropriate development responses to promote social, economic, political and cultural equality in cities?

2.7.1. There is no coordination for planning and implementation between national, provincial and local levels

2.7.2. There is coordination for planning but not for implementation between national, provincial and local levels

2.7.3. There is coordination for both planning and implementation between national, provincial and local levels

Section 3: ECONOMIC EQUALITY AND INCLUSION

3.1. To the best of your knowledge, is the economic prosperity or economic wealth of your city (in terms of both income generation and employment opportunities) well apportioned between different groups of people? (you may tick more than one)

3.1.1. Not at all well-divided amongst all segments of the society

3.1.2. It benefits only the educated class

3.1.3. It benefits only the wealthy

3.1.4. It provides hope to those who have until now been economically marginalized

3.1.5. I can't say/ I don't know

3.2. What is the official unemployment rate in your city?

3.2.1. Less than 5% of the city population

3.2.2. Between 5 and 10% of the city population

3.2.3. Between 10-20% of the city population

3.2.4. Above 20% of the city population

3.3. Please provide information on the unemployment rates within your city in the space below.

NOTE: Please provide (a) the approx. average percentage of unemployed men, women and youth in the city; (b) also state whether the rate of unemployment has been increasing or decreasing over the past five years (2003-2008) with your opinion on which groups are most affected by it. (c) Do you observe huge discrepancies between official rates and what you perceive to be the reality?

(a) _____

(b) _____

(c) _____

3.4. What form of employment trends do you observe in your city? Rate on a scale of 1 to 5, where 1 is least prevalent, and 5 is highly prevalent.

3.4.1. Manufacturing based employment, for unskilled and skilled personnel 1 2 3 4 5

3.4.2. Labour-intensive employment, in construction, textiles, agro-processing, etc 1 2 3 4 5

3.4.3. Services sector employment for the highly skilled 1 2 3 4 5

3.4.4. High technology sectors like ICTs, pharma, biotechnology, electronics, etc 1 2 3 4 5

3.4.5. Others 1 2 3 4 5

3.4.6. If others, please specify _____

3.5. To the best of your knowledge, are these new employment opportunities a result of express governmental economic planning (example, policy vision to set up information technology capital, national S&T strategy to promote new technologies, new knowledge bases such as centres of excellence and research hubs, etc)?

Yes No

3.6. In your assessment, what is the extent to which different groups of people are excluded from the income generation and new economic opportunities being created in your city? Please rate from 1 not at all excluded, to 5 completely excluded. You can leave the options that do not apply to your city blank.

3.6.1. Young women and girls	1	2	3	4	5
3.6.2. Elderly people	1	2	3	4	5
3.6.3. Disabled youth	1	2	3	4	5
3.6.4. Uneducated youth	1	2	3	4	5
3.6.5. Youth immigrants from outside the country	1	2	3	4	5
3.6.6. Youth immigrants from rural areas	1	2	3	4	5
3.6.7. Youth immigrants from other urban areas	1	2	3	4	5
3.6.8. Specific ethnic youth groups	1	2	3	4	5
3.6.9. Youth of specific caste or creed	1	2	3	4	5
3.6.10. Youth of low economic categories	1	2	3	4	5
3.6.11. Youth of specific racial backgrounds	1	2	3	4	5
3.6.12. Youth slum dwellers	1	2	3	4	5

3.6.13. Please provide extra clarification if you deem necessary:

3.7. Is the city addressing these inequalities of income and opportunities through specific programmes and planning initiatives? (you may tick more than one option) Yes No

If yes, rate the initiatives that according to you are being effectively implemented:

(Rate from 1 least effective to 5 most effective in your city)

3.7.1. Vocation and other training to enable skills creation by the state	1	2	3	4	5
3.7.2. Simplification of procedures to enable easier access to employment	1	2	3	4	5
3.7.3. Newer rules, regulations and by-laws to promote equitable creation of youth employment opportunities in the city	1	2	3	4	5
3.7.4. State-induced creation of specific forms of employment, e.g., infrastructure development	1	2	3	4	5
3.7.5. Creation of fiscal incentives for new employment creation	1	2	3	4	5
3.7.6. Micro-credits	1	2	3	4	5

3.7.7. If you ticked 3.7.3, please provide details of the legal provisions:

3.8. Does your city have programmes/ initiatives to specifically address issues of gender income inequality? Yes No

If 'yes' do these: (You may tick more than one option below)

- 3.8.1. Set minimum percentages of youth employees in public/ private sector employment opportunities
- 3.8.2. Ensure that maternity and other child benefits are provided by employers
- 3.8.3. Provide specific skills/ vocational training for young women
- 3.8.4. Protect young women's' rights at the workplace
- 3.8.5. Micro-credit for young women
- 3.8.6. Others

3.8.7. If others, please specify _____

3.9. Does your city have programmes/ initiatives to specifically address youth employment and expansion of productive opportunities in the informal sector? Yes No

If 'yes' do these: (You may tick more than one option below)

3.9.1. Specifically seek to improve the quality of informal sector youth employment

3.9.2. Aim at legalizing certain informal sector activities in order to enhance its scope and income generation potential (eg. Public space for vendors)

3.9.3. Others

3.9.4. If others, please specify _____

3.10. Have there been sustained policies and programs (atleast over a five year perspective) to reduce urban youth poverty in your city? Yes No

3.11. With respect to questions 3.7 to 3.10, please answer the following:

3.11.1. Do a large part of these programmes and schemes fall under:

(a) The city authorities Yes No

(b) Fall under general constitutional or national strategies of your country Yes No

3.11.2. Please list the major programmes and initiatives, with a small explanation on what they seek to achieve. Also comment on the way it is being promoted, coordinated and implemented.

3.11.3. If you ticked 'No' to any of the questions from 3.7 to 3.10, are you aware of upcoming, proposed programmes and initiatives to minimize these forms of inequalities? Yes No

Give Details: _____

3.12. If you ticked 'No' to questions from 3.7 to 3.10, also state why according to you the specific programmes and initiatives to minimize inequalities in your city are so weak? (Rate from 1 to 5, where 1 is least likely cause to 5 most likely cause for failure of city to minimize economic inequalities)

3.12.1. Lack of appropriate focus	1	2	3	4	5
3.12.2. Lack of political will	1	2	3	4	5
3.12.3. Lack of human resources to implement programmes	1	2	3	4	5
3.12.4. Lack of adequate participation from the city residents in creating awareness	1	2	3	4	5
3.12.5. Lack of funding	1	2	3	4	5
3.12.6. Others	1	2	3	4	5
3.12.7. If 'others', please specify _____					

3.13. Are the following facilities easily accessible to provide micro credit and self-employment opportunities to economically vulnerable populations of the city such as the youth? Rate from 1 to 5, where 1 is easily accessible and 5 is extremely hard to access.

3.13.1. Banking and low-interest loans for small and medium scale entrepreneurs	1	2	3	4	5
3.13.2. Social programmes to support business ventures	1	2	3	4	5
3.13.3. NGOs to provide support services	1	2	3	4	5
3.13.4. Governmental/ private microcredit institutions	1	2	3	4	5
3.13.5. Others	1	2	3	4	5
3.13.6. If others, please specify _____					

3.14. How would you rate the availability and performance of the micro-credit institutions listed in Q. 3.13? (Rate from 1 very poor, to 5 very effective)

1	2	3	4	5
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3.15. What kind of policy reform has been put in place in your city related to improving the living conditions of slum dwellers? (you may tick more than one option)

- 3.15.1. National Urbanisation Programme/ Policy
- 3.15.2. Regional Slum upgrading/ prevention programmes and policies
- 3.15.3. City level slum upgrading/prevention programmes and policies
- 3.15.4. None of the above
- 3.16.** If you ticked any of the first three options in q. 3.15, are these programmes supported through the following (you may tick more than one option)
- 3.16.1. Creation of special budgets for urban planning and reform
- 3.16.2. Creation of special agencies for urban planning and implementation at the local level
- 3.16.3. Special institutional reforms taking into consideration the structure of local governments and other authorities
- 3.16.4. Creation of special units/ institutes to collect data on status of urban issues

Section 4: SOCIAL EQUALITY AND INCLUSION

4.1 Do you think your city has sufficient amount of free space and social spheres for all its residents?

NOTE: This includes public spaces such as parks, zoos and places of worship and private amenities such as shopping malls and cinema centres. Yes No

4.2. In your opinion, please rank how well the city is covered by the following social infrastructure services? Please rate from 1 not covered at all to 5 fully covered.

4.2.1. Waste collection	1	2	3	4	5
4.2.2. Recreation facilities	1	2	3	4	5
4.2.3. Electricity	1	2	3	4	5
4.2.4. Telephones and cable facilities	1	2	3	4	5
4.2.5. Public parks and free spaces	1	2	3	4	5
4.2.6. Places of worship	1	2	3	4	5
4.2.7. Others	1	2	3	4	5

4.2.8. If you chose others, please specify what social facilities you are referring to:

4.3. Of the following groups of people, which ones would you consider specifically excluded and vulnerable in the context of the social services listed out in Q. 4.2? Please rate from 1 not excluded at all, to 5 completely excluded.

4.3.1. Young women and girls	1	2	3	4	5
4.3.2. Elderly people	1	2	3	4	5
4.3.3. Disabled youth	1	2	3	4	5
4.3.4. Uneducated youth	1	2	3	4	5
4.3.5. Youth Immigrants from outside the country	1	2	3	4	5
4.3.6. Youth Immigrants from rural areas	1	2	3	4	5
4.3.7. Youth Immigrants from other urban areas within the country	1	2	3	4	5
4.3.8. Ethnic youth groups	1	2	3	4	5
4.3.9. Youth based on caste and creed	1	2	3	4	5
4.3.10. Youth of low economic categories	1	2	3	4	5
4.3.11. Youth of specific racial backgrounds	1	2	3	4	5
4.3.12. Youth Slum dwellers	1	2	3	4	5

4.4. Are you aware of social venues of the kind listed above, which directly restrict entry to the youth in your city? Yes No

4.5. Are the imposition of such social restriction on youth legally prohibited by the laws of your country? Yes No

4.6. Please explain briefly if you replied 'yes' to questions 4.3 and 4.4 above, what forms of restrictions on social groups are observable in your city:

- 4.6.1. Social and cultural prejudices and biases
- 4.6.2. Lack of constitutional and other legal guarantees
- 4.6.3. Lack of enforcement of existing guarantees
- 4.6.4. Others
- 4.6.5. If 'Others' please explain

4.7. Please describe below the kinds of indirect restrictions to specific public groups to access both public provided (parks and free spaces and places of worship) and private (shopping malls, cinema halls, etc) amenities in the city. (Rate from 1 not restricted to 5 very restricted)

4.7.1. No affordability	1	2	3	4	5
4.7.2. Not accessible (physical distance from areas where large parts of the city resides)	1	2	3	4	5
4.7.3. No facilities for the disabled	1	2	3	4	5
4.7.4. No facilities for the elderly	1	2	3	4	5
4.7.5. Feeling of social insecurity and vulnerability amongst certain groups of society	1	2	3	4	5
4.7.6. Others	1	2	3	4	5
4.7.7. If others please explain					

4.8. Are there strict divisions between residence areas and areas of work (for example, industrial areas and office localities) in your city?

Yes No

4.9. What is the average distance from residential areas to employment venues in your city using public means of transport? (You can tick more than one option, depending on how many apply)

4.9.1. Less than half an hour 4.9.3. Between 1 and 2 hours

4.9.2. Between 1/2 hour to one hour 4.9.4. Can often take over 2 hours

4.10. How would you assess the average cost of transportation of those who use public transport as a proportion of their monthly income in your city?

4.10.1. Public transport is extremely cheap and very reliable

4.10.2. Public transport is not reliable

4.10.3. Public transport is not reliable and expensive

4.10.4. Public transport is reliable and expensive

4.11. Is there a city plan or programme aiming to reduce social/spatial polarization?

Yes No

4.11.1. If you replied 'yes' to Q. 4.11, do these programmes fall under:

(a) The urban development authorities Yes No

(b) Fall under general constitutional or national strategies of your country Yes No

4.11.2. Please list the programmes and initiatives, with a small explanation on what they seek to achieve.

4.11.3. If you ticked 'No', are you aware of proposed programmes and initiatives to minimize social disparities and marginalization in the city? Yes No

If so, please explain briefly:

4.12. Are there social security and safety initiatives implemented by the city for youth?

Yes No

If yes, how effective are these (Rate each option from 1 not very effective to 5 highly effective)

NOTE: Rating should be based on how well the programmes function in integrating the socially excluded groups.

4.12.1. Health care programmes 1 2 3 4 5

4.12.2. Subsidized food/ staples for all 1 2 3 4 5

4.12.3. Social, low cost housing opportunities 1 2 3 4 5

4.12.4. Public transport facilities 1 2 3 4 5

4.12.5. Provision of homeless shelters 1 2 3 4 5

4.13. Which of the groups listed out in Q. 4.3 are specifically excluded from these programmes, please list:

4.14. Are these programmes targeted to youth?

Yes No

If you answered yes, please list a few youth specific initiatives on-going in your city with a brief description:

4.14.1. _____

4.14.2. _____

4.14.3. _____

Section 5: POLITICAL EQUALITY AND ACCESS

5.1. In your opinion, does your city protect and promote human rights of youth?

- 5.1.1. Not at all
- 5.1.2. Human rights are well protected
- 5.1.3. Only the rights of some groups of people are well-protected

5.2. What forms of political mechanisms are guaranteed in your city? You may tick more than one.

(Please note the difference between this question and Q. 5.3. This question (5.2) is about the mechanisms people are entitled to in your city (mechanism that are supposed to be available). Q. 5.3 is about the actual access of youth to these entitlements.)

- 5.2.1. Access to legal assistance/ legal aid
- 5.2.2. Ombudsman (or a similar office)
- 5.2.3. NGOs on issues of political will, expression and human rights
- 5.2.4. Freedom of expression
- 5.2.5. Freedom of press
- 5.2.6. Multiparty system (of elections)
- 5.2.7. Freedom of congregation
- 5.2.8. Others
- 5.2.9. If others, please specify _____

5.3. Please rate below how well each one of these political guarantees are being enforced in reality and are accessible to youth in the city (rate from 1 not well enforced and to 5 very well enforced and easily accessible)

- | | | | | | |
|--|---|---|---|---|---|
| 5.3.1. Access to legal assistance/ legal aid | 1 | 2 | 3 | 4 | 5 |
| 5.3.2. Ombudsman (or a similar office) | 1 | 2 | 3 | 4 | 5 |
| 5.3.3. NGOs on issues of political will, expression and human rights | 1 | 2 | 3 | 4 | 5 |
| 5.3.4. Freedom of expression | 1 | 2 | 3 | 4 | 5 |
| 5.3.5. Freedom of press | 1 | 2 | 3 | 4 | 5 |
| 5.3.6. Multiparty system (of elections) | 1 | 2 | 3 | 4 | 5 |
| 5.3.7. Freedom of congregation | 1 | 2 | 3 | 4 | 5 |
| 5.3.8. Others | 1 | 2 | 3 | 4 | 5 |
| 5.3.9. If others, please specify: _____ | | | | | |

5.4. Do you find the working of the public administration that is responsible for the welfare of the city (all offices that are important) transparent and accountable?

Yes No

5.5. If you replied 'No' to q. 5.4, please rate the following attributes (from 1 not at all to 5 extremely) to explain the conduct of the public administration in your city?

- | | | | | | |
|--|---|---|---|---|---|
| 5.5.1. Corrupt | 1 | 2 | 3 | 4 | 5 |
| 5.5.2. Discriminatory | 1 | 2 | 3 | 4 | 5 |
| 5.5.3. Inefficient and ineffective | 1 | 2 | 3 | 4 | 5 |
| 5.5.4. Lacking in acceptable ways of conduct | 1 | 2 | 3 | 4 | 5 |
| 5.5.5. Lacking in funding to work properly | 1 | 2 | 3 | 4 | 5 |
| 5.5.6. Not well educated and trained | 1 | 2 | 3 | 4 | 5 |
| 5.5.7. Not transparent | 1 | 2 | 3 | 4 | 5 |
| 5.5.8. Others | 1 | 2 | 3 | 4 | 5 |
| 5.5.9. If others, please specify _____ | | | | | |

5.6. Are the following procedures observed by the city authorities in their general functioning?

- 5.6.1. Regular independent audit
- 5.6.2. Formal publication of contracts and tenders
- 5.6.3. Transparent budgeting and accounting

5.7. Is it easy to access information regarding key developments (infrastructure, administrative decisions, enforcement mechanisms, etc) in your city?

Yes No

5.8. How do the majority of people generally access such information?

- 5.8.1. Specific information and service centres designated for the purpose
- 5.8.2. Through agency websites
- 5.8.3. Through the press
- 5.8.4. Through NGO movements and other community organization initiatives
- 5.8.5. Others _____

5.9. In your perception, are the residents really interested in following and participating in the political processes that shape the city's future?

Yes No

If not, what are the reasons for their disinterest?

- 5.9.1. Lack of time
- 5.9.2. Lack of interest in the matters of city infrastructure
- 5.9.3. It takes too much effort for the common man to earn a livelihood
- 5.9.4. It is not possible to change the system or to influence policy decisions
- 5.9.5. Others _____

5.10 In your opinion, to what extent are policy makers in your city (and in your country) aware of, and committed to, the need to improve living conditions of youth slum dwellers?

- 5.10.1. Very well 5.10.3. Extremely aware and active
 5.10.2. Not so well 5.10.4. Not at all concerned

5.11. Is the implementation process of new city plans and prospects in your city participatory, including youth?

- 5.11.1. Yes, the implementation process is participatory
 5.11.2. No, the implementation process is not participatory
 5.11.3. Describe briefly (the level and concept of participation) _____

5.12. If you answered 'yes' to q.5.11, which form do the stakeholder consultations to discuss policies in your city (or country) take? *You may tick more than one.*

- 5.12.1. Policy dialogues and public consultations
 5.12.2. Focus group discussions
 5.12.3. Census and other population surveys to assess slum dwellers needs 5.12.4. Policy review
 5.12.5. Monitoring and evaluation of performance results
 5.12.6. Others
 5.12.7. If Others, specify _____

5.13. If you answered 'no' to q. 5.11, what according to you are the causal reasons for the failure of a participatory implementation process? (Rate from 1 to 5 where 1 is least likely cause and 5 is most likely cause for the failure of a participatory process in your city)

- | | | | | | |
|--|---|---|---|---|---|
| 5.13.1. Lack of appropriate focus of programmes and policies | 1 | 2 | 3 | 4 | 5 |
| 5.13.2. Lack of political will | 1 | 2 | 3 | 4 | 5 |
| 5.13.3. Lack of human resources to implement programmes | 1 | 2 | 3 | 4 | 5 |
| 5.13.4. Lack of adequate participation from the city | 1 | 2 | 3 | 4 | 5 |
| 5.13.5. Lack of funding | 1 | 2 | 3 | 4 | 5 |
| 5.13.6. Lack of monitoring and evaluation of performance | 1 | 2 | 3 | 4 | 5 |
| 5.13.7. Others | 1 | 2 | 3 | 4 | 5 |
- 5.13.8. If others, please explain _____

5.14. Who according to you benefits most from the urbanization policies and related policy reforms and decisions in your city? (You may tick more than one).

- 5.14.1. The rich urban youth
 5.14.2. The poor urban youth not living in slums

- 5.14.3. The poor urban youth in slums
 5.14.4. Politicians and bureaucrats (due to corruption)
 5.14.5. No particular interest group
 5.14.6. Others _____
 5.14.7. If others, please explain _____

5.15. If you think these policies and decisions can be considered pro-poor, please explain, including a description of how the reforms are to benefit the poor.

5.16. Can you provide examples of significant decisions on urban policy in your city that have been influenced by public opinion and consultation?

5.16. 1 Have these decisions benefited the majority of the population or only political and economic elites that have the capacity to influence public opinion?

- (a) They have benefited the majority
 (b) They benefit only some political and economic elites

5.17. Are there specific political and legal measures being taken in your city to minimize the marginalization of immigrants, youth, women and other such vulnerable groups?
 Yes No

If yes, are these in the form of: (You may tick more than one option)

- 5.17.1. An Anti-discrimination/ affirmative empowerment policy with clear implementation
 5.17.2. Guaranteed consideration of all marginalized groups in policy making
 5.17.3. Mechanisms to protect marginalized groups from violence and prejudices
 5.17.4. Sustained empowerment of marginalized groups through measures other than an express empowerment policy
 5.17.5 Mechanisms to enforce existing laws
 5.17.6. Explain your choices _____

5.18. Does the prevalence of a dominant language for official transactions exclude youth from political participation in your city?
 Yes No

5.19. What additional institutional strengthening/reforms would you suggest to improve political participation of youth in your city? Why? _____

SECTION 6: CULTURAL EQUALITY AND EXPRESSION

6.1. In your opinion, does your city recognize and promote youth cultural rights?
 Yes No

6.2. To what extent does your city recognizes youth cultural rights? You may tick more than one option.

6.2.1. Different ethnic groups are free to use their own language in official transactions

6.2.2. The city has signs and information boards in more than one language

6.2.3. Freedom of cultural expression is a constitutional guarantee

6.2.4. It is not a constitutional guarantee but the city (and state/ country) has laws/practices concerning promoting freedom of cultural expression

6.2.5. The city provides for easy accommodation of new forms of cultural interaction

6.2.6. The city has physical facilities to promote different cultural expressions

6.3. Do majority of these programmes and policies fall under this an urban or national policy?

6.3.1. The city authorities Yes No

6.3.2. National policy and strategies Yes No

6.4. How does your city enable cultural rights and expression for youth? You can tick more than one option.

6.4.1. Through appropriate intercultural programmes

6.4.2. Through the provision of shared spaces for cultural events and competitions

6.4.3. Through agencies, like the cultural attaché

6.4.4. The cultural diversity finds expression in terms of city planning and symbols of identity throughout the city

6.4.5. Through protection and celebration of specific cultural monuments and highlights

6.4.6. Others

6.4.7. If others, please specify _____

6.5. Of the following groups of people, which one would you consider specifically excluded when it comes to expressing their cultural identity or accessing opportunities for cultural integration? Please rate from 1 not excluded at all to 5 completely excluded

6.5.1. Women and girl children 1 2 3 4 5

6.5.2. Elderly people 1 2 3 4 5

6.5.3. Disabled people 1 2 3 4 5

6.5.4. Uneducated people 1 2 3 4 5

6.5.5. Immigrants from outside the country 1 2 3 4 5

6.5.6. Immigrants from rural areas 1 2 3 4 5

6.5.7. Immigrants from other urban areas within the country 1 2 3 4 5

6.5.8. Ethnic groups 1 2 3 4 5

6.5.9. People based on caste and creed 1 2 3 4 5

6.5.10. People of low economic categories 1 2 3 4 5

6.5.11. People of specific racial backgrounds 1 2 3 4 5

6.5.12. Slum dwellers 1 2 3 4 5

6.6. Are you aware of any upcoming initiatives that will address the freedom of cultural expression of groups that you have considered excluded in question 6.4?

Yes No

Please explain: _____

SECTION 7. PLEASE USE THIS PAGE TO PROVIDE ANY EXTRA INFORMATION YOU DEEM IMPORTANT.