



**IMPACT ASSESSMENT OF  
KILA TRAINING PROGRAMME FOR  
CHILD FRIENDLY LOCAL GOVERNANCE**

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Report submitted by  
**INTEGRATED RURAL TECHNOLOGY CENTRE, PALAKKAD**

Submitted to  
**KERALA INSTITUTE OF LOCAL ADMINISTRATION**

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## ABBREVIATIONS

ADS	-	Area Development Society
ASHA	-	Accredited Social Health Activist
AWW	-	Anganwadi Workers
CCDP	-	Comprehensive Child Development Programmes
CDPU	-	Child Development Protection Unit
CDS	-	Community Development Society
CFLG	-	Child-friendly Local Governance
CPC	-	Child Protection Committee
CPCR	-	Commissions for Protection of Child Rights
CRC	-	Child Resource Centre
FGD	-	Focus Group Discussion
ICDS	-	Integrated Child Development Scheme
IMNCI	-	Integrated Management of Neonatal and Childhood Illnesses
INAP	-	India Newborn Action Plan
JSSK	-	Janani Shishu Suraksha Karyakram
KILA	-	Kerala Institute of Local Administration
LSGD	-	Local Self Government Department
LSGI	-	Local Self Government Institution
MDG	-	Millennium Development Goals
NCPCR	-	National Commission for the Protection of Child Rights
NPA	-	National Plan of Action
NPC	-	National Policy for Children
SSA	-	Sarva Shiksha Abhiyan
UNCRC	-	United Nations Convention on the Rights of the Child
UNICEF	-	United Nations Children's Fund

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## IMPACT ASSESSMENT OF KILA TRAINING PROGRAMME FOR CHILD FRIENDLY LOCAL GOVERNANCE

### EXECUTIVE SUMMARY

#### INTRODUCTION

Child friendly local governance is a principle and practice by which all duty-bearers of children's rights are able to progressively ensure that every child within their area of jurisdiction is fully able to enjoy their rights for survival, development, participation and protection. Child friendly local governance is a concept where the local governance system, in the country facilitates an environment to protect all child rights and promotion of these child rights. All human beings have rights. Children are also entitled to enjoy many of the rights that adults under national and international human right treaties. Discourses on child rights have emerged in the early decades of 20th century.

The international declaration on the right of the children in 1924 was the first international effort to promote child rights. United Nations Convention on the Rights of the Child occurred in 1989 and in 1992 entered into action and became legally binding. The international platform of UN has developed various child right related laws and treaties which has been ratified and practiced by countries across the world. Establishment of UNICEF, an exclusive body which promotes the rights and wellbeing of every child has facilitated governments to address child right violations, regulations and laws for chil-

dren, programmes for children etc. As Asian countries are in a developing stage, children are facing enormous survival issues in these countries. India is a developing country with higher rate of poverty for children and still faces child labour, exploitations of children and lack of infrastructure etc. So UNICEF has been working with India as a facilitator and also engaged in joint efforts with different local organizations and state governments. As part of the new efforts for children a comprehensive plan for children was necessary. Decentralized planning is considered as more efficiency and accountability in the service provision of Indian governing system. Kerala is already known for its initiatives for decentralization and achievements in human development those are comparable to developed nations. People's plan in Kerala and progressive decentralized governance also contributed in Kerala's achievements. Education, health, and Human developmental indices are high in Kerala while comparing with other Indian states. Even though local governments in the state had implemented many projects in their jurisdiction an integrated child friendly approach was missing in their initiatives. In this context, UNICEF and KILA jointly started the child friendly local governance in Kerala.

## INITIATION OF THE PROJECT

KILA works as research and training institution of government of Kerala in the field of decentralization and local governance. It has exposure to various international institutions such as UNDP and UNICEF. In 2011 UNICEF and KILA jointly established Child Resource centre (CRC) at KILA. CRC works as a supporting and training centre for effective child-centric local governance throughout out the state of Kerala. CRC-KILA and UNICEF Chennai have also organized consultations and workshops to evolve and disseminate valuable information related to child-friendly governance. CRC-KILA facilitates Local Self Government Institutions (LSGI) s to design and implement comprehensive child development plan (CCDP) and has trained 2,107 participants from local governments and representing five districts of Kerala. This participants were included representatives from district, block and gram panchayats.(Ortiz, Bishai, & Rashid, n.d.).UNICEF and KILA encourage LSGs' adoption to facilitate child friendly governance; and to prepare child development plans( CCDP ) they have jointly prepared and published guidelines, training manuals and handbooks on CCDP, and conducted trainings based on these materials for panchayaths (village councils).(UNICEF project to make panchayats child-friendly, n.d.).

In 2007 among Asian countries Nepal has been started the project child friendly local governance. Nepal National Framework defines child friendly local governance as "Overall guidance to the government in realizing and mainstreaming the rights of children (Survival, Development, Protection and Participation) into the local government system, structure, policies and process". (Subedi, n.d.). In 2016 UNICEF and KILA initiated CFLG project as a collaborative programme in Kerala. The child friendly local governance in Kerala also focuses on the four domains of child rights such as child survival, child development, child protection and child participation. Local governments are authorized to introduce child friendly initiatives based in these domains. From the survival aspect to participation, the CFLG project encourages children to be the part of the democratic process. Allocation of funds for children, creation of child friendly infrastruc-

ture and development of educational facilities are covered in the projects. Apart from the survival and development protection of children is also were considered as the pillars of projects.

Local governments were already running earmarking funds and running programmes for child development as a result of planning guidelines of local self government departments. Even though regular activities for children were undertaken by LSGs in the state an integrated local development plan for child development was missing. CFLG was an initiative in this direction.

## SIGNIFICANCE OF THE STUDY

The study cover 30 panhayaths,3 control panchayaths, 2 municipalities and a control municipality. 23 comparatively best performing local bodies also selected as case studies. The KILA training assessment study is significant to find out how far the training was useful to understand child rights and make stakeholders enable to formulate and implement child centered projects. This study can evaluate how far CFLG programme is able to make the local governance more children friendly. Recognition of children as an individual and as a citizen can make varied implications in children's life. As a statewide project implemented in 146 local bodies the study can evaluate the effectiveness of training through the assessment local governments selected through systematic sampling local governance. The study intends to know status of CFLG programme in the state. Gaps in the CFLG at its framework and practice can be identified and through this study and approaches, strategies and activities of the programme can be revisited accordingly.

## STATEMENT OF THE PROBLEM

After the approval from the deparment of LSG, KILA has been given training to 140 panchayaths and 6 municipalities for the child friendly local governance. Multi-stake holders including elected representatives, officers, standing committee chair persons, KILA mentors, ICDS officers etc were trained for 3 days at KILA campus. It took about a year to train representatives of 146 local bodies. They were provided with hand book and KILA also pre-

pared two operational manuals for CFLG in 2016. KILA has provided mentors for panchayaths, for advocacy and follow ups. There were various domains and directions that have to be each local body. This study is trying to address whether the expectations of the CFLG programme realized at the grass root level or not.

### Following are the domains under CFLG programme;

**Survival;** reversing the declining Child sex ratio was the first goal to achieve. Under the domain of Zero discrimination against Girl Child the strategies suggested were; Update and ensure that girl friendly schemes are taken up by LSGs, quality service to pregnant and lactating women, Early registration of all pregnancies in Anganwadi and Sub Centre. Other domains are Immunization, vitamin A supplementation and de-worming, safe drinking water, Sanitation and hygiene, reducing neo-natal, infant and under 5 mortality etc. The study would examine how far the LSGs could undertake initiatives under the domains of survival under CFLG programmes.

**Development:** early child care and Stimulation for development (ecd) (0-3 years, universal Early Childhood care and Education (ecce) (3-5 years, healthy and child friendly School and pre-school, education for all up to 18 years, improving nutritional status and Fitness of children are coming under domain of child developments. This study analyses whether activities to reduce the concept of child development have been reached in practice.

**Protection:** safeguarding the rights of children as per law, prevention of child Abuse in all settings, safe and protective school zones, safe adolescent Phase, prevention of child Marriages, supportive and caring family environment, disability reduction and disabled friendliness were the activities proposed under the domain of protection. This study has analyzed whether this concepts were taken by the local bodies through CFLGs.

**Participation:** To activate Balasabha in every ward, Functional and active Adolescent clubs at all AWCs and Government run hostels, partic-

ipation of all students in school based Forums/clubs, to include children's views in Local Self Government's plans and to promote preparation of Child Development Plan and promote adequate child friendly public space for children were the activities proposed in CFLG. This study analyze whether there were realized on practice.

The current study is an impact assessment of the KILA training. It assesses the pre and post scenarios of each local body in the child friendly initiatives. It assesses the allocation and expenditure of funds for each domain. Whether training was effective and it reflected in the projects. It also studies status of child friendly local governance in Kerala.

### OBJECTIVES

- Understand the Child Friendly initiatives of LSGIs; Pre and Post CFLG.
- Understand the impact of the programme in disseminating the concept of Child Rights among different stakeholders.
- Mapping of Initiations of LSGIs for protecting child rights in the domains of Survival, Development, Protection, and Participation.
- Analyse the pattern of budget allocation and expenditure of LSGIs for Child Friendly initiatives.
- Comparative analysis of CFLG and non CFLG LSGIs performance in protecting Child Rights.

### RESEARCH QUESTIONS

- Whether performance of local governments in reference to children has changed after the KILA training while comparing to the experience of pre-CFLG year?
- What are the initiatives local bodies have taken for children after the KILA training?
- Understand what is the most significant effect of KILA training for CFLG in local bodies?
- How much funds has been allocated by local bodies annually for child friendly initiatives in different domains?
- Performance of local bodies working in each of the four major rights unidentified by UNICEF?

- How far trained stakeholders are aware of child rights and current problems faced by children?
- What are the major achievements of local governments taken under the study?
- Whether any significant difference between in implementing and internalizing child friendly local governance by Panchayaths and municipalities take part in training and not received training
- To what extent initiatives promoted as the part of CFLG were sustainable in nature.

## METHODOLOGY

One hundred and forty gram Panchayats and 6 municipalities participated under the first round of training for the CFLG Programme of KILA, a sample of 30 Panchayats that received training was chosen through systematic random sampling ensuring 10 each Panchayats from the districts in south, central and southern regions of Kerala. In order to enable comparisons, one Panchayat from each region, which did not receive CFLG training, was selected as control cases. From among the six municipalities that received CFLG training, two were selected randomly ensuring representation of north and south regions<sup>1</sup>. One municipality from each region was selected, along with one municipality as control case. Thus a total of 33 sample Panchayats and 3 municipalities were covered by the study. A mixed method approach was employed in the study using a blend of qualitative and quantitative techniques. A checklist was developed in accordance with the assessment matrix proposed in the operational manual of the CFLG Programme covering each of the four dimensions of child friendly local governance. The same was used to collect and analyse data from each sample LSG. A structured questionnaire was used for analyse the attitude and knowledge of trainees regarding CFLG. There were 3 sections in the questionnaire; the first portion of the questionnaire was to understand the attitude and knowledge level of trainees who were trained under the CFLG programme regarding various domains of CFLG. The second portion covered the initiatives taken by them after getting CFLG training and the third portion was to understand the contribution of KILA training in building

capacity of trainers in basic concepts of CFLG. In addition to this, a semi-structured interview schedule also was used. The tools were shared with KILA and concurrent was obtained. Focus Group Discussions (FGDs) were conducted separately with key stakeholders including children.

Total 24 FGDs were conducted and 40 Key Informants were interviewed. In order to collect data from sample LSGs 10 Research Officers were recruited and were provided 2 days' training at IRTC during 9-2-2019 to 10-2-2018. Field training was also provided at 10 panchayats. The data collection of the study took place 1st February to 27th April 2019. The research team interviewed elected representatives and implementing officers in the local governments CSO representatives, extension officers appointed by KILA to support the LSGs and children from the LSG. A total of 306 adults and 429 children participated in the study.

## TOOLS OF STUDY

Different tools were used in the study to collect from various stakeholders.

**Checklist:** Administering checklist was the primary stage in data collection. The structure of the checklist was suitable to analyze the pre and post analysis of child friendly programmes done each local body. This checklist was administered in three control Panchayath and one control municipality.

**Case studies:** Case studies of 14 best performing Panchayats were documented under the study through in-depth case studies.

**A structured questionnaire:** The trainees from selected 30 Grama Panchayat were targeted to collect data. The research team could collect data from 40 participants from 17 Grama Panchayat, 32 elected representatives, 7 government staff, and one resource person.

Various tools have been adopted in the design of the project. At the first step of the research data collection of child friendly Programmes were done by using the Check list. Secondary data also has been collected to cross check the check list and to collect plan fund of each local body. A structured questionnaire also

<sup>1</sup> Municipalities in the central region did not receive CFLG training in the first phase and hence central region was not represented in the sample municipalities.

prepared to assesses the knowledge and attitude of child friendly initiatives among CFLG trainees. Two FGDs were conducted. One for stakeholders and other was children's FGD. Semi structured interview schedule were prepared to analyze the training experience of the stakeholders representing the Panchayat's. Respondents of Semi structured interview were Elected representatives, officials, implementation officers and civil society representatives.

## GENERAL FINDINGS AND THE OBSERVATIONS ABOUT THE CFLG PROGRAMME

- It is an appreciable effort that, the UNICEF-KILA initiative of Child friendly local governance could disseminate the concept of CFLG to 146 LSGIs as a policy. The one year long training in KILA for 146 different local bodies has transferred the idea of four domains i.e., survival, development, protection, and participation, into the local government institutions.

## CHAPTERIZATION

The study report is containing 6 chapters. Following are the brief content of the chapters.

**CHAPTER 1-** deals the introduction of child rights and child friendly local governance.

**CHAPTER 2-** is deals the context and methodology of the study.

**CHAPTER 3-** chapter includes analysis of activities done in the domain of survival.

**CHAPTER 4-** chapter deals analysis activities done in the domain of development.

**CHAPTER 5-** chapter analysis activities done in the domain of protection.

**CHAPTER 6-** chapter deals with analysis of activities done in the domain of participation.

**CHAPTER 7-** is deals with the analysis of attitude and knowledge of trainees regarding CFLG.

**CHAPTER 8-** chapter deals with the Success stories: Promising practices of CFLG

**CHAPTER 9-** chapter is the findings, recommendations and conclusion of study.

## LIMITATIONS OF THE STUDY

Many stakeholders could not recollect the process and information in the training and the current impact assessment study have three years gap. Official who were in charge of CFLG and who were trained go transferred in many panchayat. Many respondents who were trained under CFLG could not to recollect about the training and many respondent were busy with parliament elections. Hence the participation of all stakeholders was irregular in FGDs, and fell difficulty to catch them for collecting data another limitation of the study was lack of documentation about child friendly initiatives taken up by the panchayat they were death of documentary evidence.

- As a massive state level training programme with the participation of multi-stakeholders such as representatives, elected members, local body officials, school heads, ICDS officers, and other officials under the LSGIs the CFLG training could reach into authorities of local governments and it has helped sensitisation of the CFLG programme among them.
- Most of the trained LSGIs have absorbed the concept of Children's Gramasabha or Children's as a forum of children. Almost all trained local bodies at least once conducted Children's Gramasabha.
- Apart from the normal training, the mentoring system with the follow-ups, enhancement programmes by the involvement of mentor is appreciable as an equipping strategy.
- As a part of the extensive training and various strategies some exemplary initiatives are emerged in LSGIs.

### **Issues implied in the framework of the programme**

Since Kerala development experience and status of children are quite different from a universal Indian frame work, the framework of UNICEF has to be designed and operationalised in the Kerala context. Such an adaptation of the pan Indian framework to Kerala framework was missing in the programme. The programme had to be re-designed operationalised in Kerala context.

### **Issues in recognising Children as Citizens**

International convention on child right highlights the citizenships of children whereas such a right based approach was missing in the overall training programme related to CFLG. CFLG could not deliver the citizenship right of children as one among their basis right to the LSGs through training. Hence the representatives of LSGs in CFLG programme implemented local body could not perceive children as citizens. This problem has reflected in the basics approach of the programme has made impediments in realising the real target of the programmes

### **Absence of evidence based planning**

Systematic identification of problems and evolving solution for them require proper data base. Children's comprehensive development plan in most of the LSGs was not prepared with support of data. The comprehensive data on children is unavailable in LSGs. Limited data collected from the annual routine survey by ICDS officers is the only data bank of children. KILA format has not been followed or updated in most of LSGs. Along with this data sets were not used for planning programme for children.

### **Absence of a permanent institutional mechanism for children in LSGs**

KILA has promoted institution mechanism for their participation in governance, Balasabha, Bala Panchayath, and children's Gramasabha were these institutions. The study indicated that theses institutional mechanism could not work as a permanent democratic forum of children in studied Panchayats and municipalities these were limited to one-time events

for gathering children. The real functions envisaged to be realised to the forum such as identification of children's issues, gathering children's suggestions for evolving child friendly plans and nurturing democratic culture among children were not turned into practice at ground level.

### **Dearth of initiative for comprehensive child development plan**

As a part of CFLG they were suggested to prepare a comprehensive child development plan and implement it under the development plan of LSGs. KILA in cooperation with UNICEF prepared guidelines for LSGs for comprehensive child development plan based on four major domains of child rights, however the stakeholders related to CFLG in each local body could not internalized it. Data from LSGs show that most of the LSGs were either following routine programmes or organizing onetime events like Balasabha in the name of plans for children. Only few of them could formulate creative plans for children, most of the LSGs have followed an adhocism approach in the planning and implementation of programmes. Majority of them could not utilize the provision of mandatory 5% allocation for children affectively.

### **Absence of involvement of parents and teachers**

There was no serious programme under CFLG for orienting parents and teachers towards the concept of child rights. CFLG has focused only organized children programme rather than attempting to transform the perspectives of parents and teachers towards children. Parents are unavoidable factor in the life of a child. Parent's life, behavior and attitude towards children affect behavior of the child. Children's environment with changing the global, regional, socio-political situations has also been changing. Parents are often denying child rights in the comprehensive environment which push the children into psycho-emotional issues. Hence continues programmes for educating parents and teachers are immense relevant. Data from LSGs shows that they could not undertake serious initiatives to sensitize parents on child rights.

### **Absence of innovative projects**

LSGs have followed certain routine projects which has elements of child rights, from the inception of peoples plan campaign and particularly after the 11th plan. Even after various exposures of training of CFLG, LSGIs are still following the same pattern of projects. There is a decrease of initiatives for innovative child friendly project by the LSGs even though some initiatives were generated in some LSGIs. However it is interesting to note that there are some cases of innovative projects across the state Nirbhaya programme at Matthuthur, Sabhalamee Balyam at Kottayam, Kanmani and GOAL programme at Sreekrishnapuram, Thaliridam programme at Porur Gramapanchayath, Child Nirbhaya programme and child protection centre at Mattathur (Thrissur) gram etc. Are examples for innovative programmes taken up by Gramapanchayaths. Kottakkal municipality could also take up few initiatives. (Name it)

### **Role of Mentors**

Some LSGs are advised and supported by KILA through a mentoring system. Supporting local bodies for better governance for children is the purpose of this assistance. At least one mentor for a cluster of pendant could be provided by KILA for enhancing the efficiency of child friendly initiatives of LSGIs eventually it can be extended toll LSGIs all over the states.

### **Need of special strategy for children from marginalised groups**

Status of SC and ST children highlight the need of a special strategy in addressing the survival issues in their life. However CFLG could not evolve a specific and locally contextualised strategies to address the issues of children from marginalised communities such as SC and ST.

### **KEY FINDINGS OF THE STUDY**

- CFLG programme could mainstream the concept of children's' grama sabha and panchayat through their initiative.
- CFLG was able to evolve some remarkable experiments from different LSGIs. Such as Child Protection Centres, Children's Library, Bio diversity park, creche and Children's' park

- Limitation of UNICEF frame work in addressing the specific issues of Kerala.
- Lacuna in recognizing the citizenship rights of children and converting children's demands into activities
- Majority of the LSGIs failed in preparing comprehensive data on children which acted as a hurdle in preparing scientific child development plans
- Absence of a permanent institutional mechanism for children at LSGIs is highly reflected
- Dearth of initiative for comprehensive status report and child development plan
- Absence of involvement of parents, children and teachers in programme formulation and implementation of CFLG
- Majority of the LSGIs could not introduce innovative project ideas apart from the routine activities of departments.
- Need of platforms and mechanisms for sharing best practices of LSGIs
- Absence of special strategy to address the needs of marginalized children were reflected.
- The allocation pattern of LSGIs showed that there was a significant increase in the allocation for children by the LSGIs after CFLG. Whereas such a trend was missing in the case of expenditure.
- Majority of the LSGIs could spent only lower than 15% of their total allocation towards children
- Absence of mechanism for coordinating different agencies working for children at LSGI level
- Limited power of LSGIs with in the existing legal frame work related to POCSO and JJ ACT
- Absence of initiative to address the issues of migrant children.
- Need of refreshment trainings
- Limitation of a centralized and universal approach rather than evolving approaches and strategies from local context.
- Dearth of local ownership by LSGIs as their own programme
- Lack of sustainability of initiatives undertaken by LSGIs



## FINDINGS OF THE STUDY IN DIFFERENT DOMAINS

The following section of the chapter attempts to provide major findings in the different domains of the study such as survival, development, protection and participation.

### CHILD SURVIVAL

- The activities conducted by LSGIs under the domain of Child Survival are nutritional status, screening of pregnant women, lactating mother and children through PHC, Anganwadi classes, Gramasabha classes on nutrition, visiting of ASHA workers, tribal medical camps, and classes on hygiene, follow-up of immunisation and distribution of vitamin supplements. In most of the panchayats, the allocation and expenditure for child survival are lying between zero to ten per cent. Most of the initiatives taken by LSGIs under this domain are either costless or lying under the routine activities of departments such as health and social justice. This may be one reason for low allocation and expenditure by the LSGIs.
- Regarding the efforts to identify and eradicate sex-selective abortion, no LSGIs under the study had taken any specific initiative by themselves to address the issue. The initiatives mainly come from the health department and other concerned departments. The introduction of the CFLG programme was not an influencing factor in deciding the number or frequency of the initiatives to address the issue of sex-selective abortion. In general, the low number of reported sex-selective abortion cases in their localities might have worked as a factor in reducing the concern and interest on the side of trained LSGIs to come forward with new initiatives or to strengthen the existing mechanisms to address the issue.
- As part of the RBSK programme under the health department, nurses visit schools, PHCs, and Anganwadis in their assigned locations periodically and conduct screening sessions to identify the health issues among children and refer them to higher-level public health care institutions. The child-friendly movement has influenced the CFLG trained panchayaths to improve activities such as initiatives by ICDS, Anganwadi classes, Health department classes, Gramasabha classes, own Initiatives by LSGIs and screenings through schools. There is a significant difference found in the periods before and after the CFLG. However, the CFLG initiatives could not bring much of a change in urban locations when compared with their rural counterparts in terms of interventions as the part of RBSK, whereas the own initiatives by LSGIs seem to be not significant.
- A considerable amount of fund is allocated for supplementary nutrition to address malnutrition among children every year by LSGIs in Kerala. However, this could not be included in the mandatory 5% allocation for children. This legal provision is providing space for allocating separate money for the needs of children. However, the panchayats are not taking appropriate initiatives for allocating funds for child survival except for the allocation for supplementary nutrition. This also indicates that addressing the issue of malnutrition and mapping the status of nutrition among children was not seriously taken up by the LSGIs under CFLG except for the routine activities happening through Anganwadis.
- Even though Kerala has shown better performance in comparison with the national average in vaccination, the state has to improve the achievement to reach 100% vaccination. ASHA workers, Kudumbashree groups, and Anganwadi workers who are affiliated to panchayaths are taking a key role in making the vaccination campaigns successful.
- The CFLG training could bring out only a slight improvement in the case of initiatives already taken by the health department and ICDS system. Even though the overall trend of performance of vaccination is positive in panchayaths and municipalities, there have been some setbacks visible in a few locations of the state. The campaigns against vaccination by religious groups, some naturopathic groups and anti-science movements have created a mood of suspi-

cion against vaccination. This has increased the responsibility of LSGIs in such regions. It is noted that some of the LSGIs have taken special initiatives for improving the rate of vaccination where the anti-vaccination campaigns were active. For instance, the Pulamanthole panchayat has done a special campaign in this regard. However, the findings of the study indicate that such initiatives were not widely taken up by all LSGIs.

### Child Development

- Development is the single largest domain under which LSGIs have allocated and utilised a large amount of funds under CFLG. There has been a significant improvement in the allocation of panchayaths for development in the post-CFLG training period. There is no such trend visible in the case of urban LSGIs. As against the trend of increasing allocation the expenditure of the rural local government shows a higher level of mismatch. This perceived lethargy of panchayaths in spending the allocated money particularly in child development may be a reflection of their insensitivity towards the issues of children. Absence of proper social audit mechanism from the participatory forums for children may be another pertinent reason for this trend. Data on child participation in CFLG trained panchayats which are discussed in chapter 6 (see chapter 6) indicate that participatory forums are either inactive or restricted to one-time events. This has a larger implication in the utilization of funds for child development.
- The study also indicates that the majority of LSGIs could not prepare disaggregated and comprehensive database on children which would have acted as a baseline to preparing developing programme for children.
- An initiative for constructing permanent buildings for Anganwadi without land is in a stagnant stage across the state. The high value and unavailability of land are identified as the major reason for this. About 60% of panchayats under study have already completed constructing own building for Anganwadi. However, the other panchayats could not take any initiative for constructing permanent building during CFLG years. In municipalities, there is no significant difference in constructing Anganwadi building in pre and post CFLG years. There has been no change during 2016-17 and 2017-18.
- The study indicates that LSGIs have taken commendable initiatives for creating a barrier-free environment in the institutions coming under their jurisdiction. This was visible particularly in constructing toilets and ramps in schools and fixing of chairs in Panchayats and establishing feeding corners and arranging drinking water.
- Primary needs such as barrier-free toilets, ramps, drinking water, primary and universal needs of differentially abled children were met, while they could not address the secondary needs such as lifts and cradle. Provision for wheelchairs, which is a very important need for differentially abled children with moving disabilities was neglected. This is an indication that the CFLG programme has to focus more on cultivating sensitivity towards the issues of differently-abled children. The findings indicate that CFLG training could sensitise the local body authorities to extend the relevance of special facilities for differentially-abled children. However, there is a need to be extended this sensitivity to the next level of intervention.
- The educational assistance initiatives for ST children by the LSGIs are very low. The lack of study facilities in tribal households and poor orientation on career are the major issues faced by tribal students. The FGDs of children in the tribal areas indicated that Panchayats are mostly interested to take up easy and simple initiatives rather than addressing the basic issues of tribal children such as malnutrition, absence of study facilities at home, and poor career orientation. The data shows that there has been a slight improvement in the routine activities taken up by the panchayats for tribal children between pre and post-CFLG periods. However, they could not initiate any innovative programme after CFLG training to address the issues of tribal children. This indicates

that CFLG still requires adopting a special strategy to address the issues of children in tribal regions apart from the universal strategy of planning and implementation. Such a specific strategy for vulnerable groups is currently missing in the CFLG programme.

- The initiatives by local bodies targeted at SC children indicate that the CFLG training could only increase the momentum of some traditional projects which had been taken up by the LSGIs. This includes activities such as the distribution of laptops and study tables. CFLG training could not usher in any innovative initiatives in the list of activities. This underscores the need for and relevance of special effort within CFLG to make it more inclusive and beneficial to the marginalized communities.
- LSGs are responsible to provide baby-friendly or child-friendly environment for children of the age group of 3-5 years. The infrastructure development, provisioning of learning aids, utensils, toys to the Anganwadis, and making the Anganwadi environment conducive to joyful learning are the activities they could have taken up under the domain. Majority of the panchayats have been undertaking the task of maintenance and renovation of the Anganwadis even before the CFLG initiative. There was no significant change even after CFLG training in this regard. While examining the activities initiated in panchayats in the pre-primary sector, it was seen that the majority of the panchayats have followed only the traditional activities that were followed by them even before the CFLG training. It can be said that the CFLG training could not bring any significant change in this direction. At the same time, some of the new initiatives which were proposed as the part of CFLG, such as the construction of child-friendly toilets, making Anganwadi building premises learning aids through paintings and the establishment of children's park were not taken up seriously by the majority of local bodies. CFLG had introduced some innovative ideas in the pre-primary sector, but the majority of the CFLG panchayats failed in realizing them in practice. Interventions for making pre-schools attractive centres of joyful learning were missing even in CFLG framework.
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- When compared to other working domains of CFLG, school-based programmes have attained better status in establishing child-friendliness by introducing innovative projects for the comprehensive development of children. There is a gradual positive change in the rate of initiatives by introducing community development programmes for children during the CFLG years. There is an accelerating change in projects such as building smart classrooms, provision for newspaper and magazines etc. While the basic facilities such as drainage construction, she toilets etc. we're not included in the LSGIs. She toilets were not included in almost any LSGI. Also, most of the school officials believe that there is no need to separate she toilets. The CFLG trained panchayats had made some new initiatives after CFLG. Creation of bio-diversity parks in schools, construction of disabled-friendly toilets and establishment of child-friendly furniture are pertinent among them. Construction of the she-toilets, renovation of playgrounds, career guidance programmes, construction of new buildings and Haritha Vidyalayam programmes are the elements neglected by the majority of the panchayats.
- Performance of LSGIs in the creation of public spaces indicates that only a minority of LSGIs could do any such initiatives. Availability of play spaces in the nearby locations is basic to ensuring children's right to engage in recreational activities.

Playgrounds are also spaces of socialisation for children. Hence the creation of public places and playgrounds for children should have been included in the preferential list of CFLG initiatives. However, the findings of the study point towards an absence of such initiatives by LSGIs. High land value along with the unavailability of land has also restricted the scope of interventions in this regard. However, LSGIs would have to develop community initiatives to identify common land available under their jurisdiction and to identify the potential donors who are willing to provide land for the creation of public spaces. However, such initiatives were missing in the majority of the panchayats. Some studies have indicated that health issues are widely visible among children in Kerala because of the absence of sufficient physical exercise. This also corroborates the need for the creation of more public spaces under the leadership of LSGIs. As discussed above, this substantiates the dearth of initiatives by LSGIs in addressing the real needs of children.

- The initiatives such as the creation of special corners for children in libraries and the initiation of new libraries or strengthening of existing children's libraries were also missing in the initiatives of LSGIs. This has a large implication in planning the future training of CFLG. Creation of public spaces for children needs to be located in the mandatory intervention as the part of CFLG programme. This element would have to be emphasised more in future CFLG training.
- LSGIs have given low preference for providing recreation facility to children. Children's right to play and engage in recreational activities are still not attaining space in the minds of planners in LSGIs.
- LSGI's could not bring any significant change in organising recreation activities such as swimming coaching, Anganwadi Balamela, distribution of sports kit, sports coaching and the Arts fest for children. Besides, a majority of them could not organise any special programme for differently-abled children.
- It is on a positive note that some panchayaths could initiate tour and trips for Balasabha participants after CFLG training. These findings underscore the relevance of special training which emphasizes on the need of providing a recreational activity to the children.

## PROTECTION

- There was no significant increase in the number of panchayats who have allocated more funds for child protection activities after the initiation of the CFLG programme. The pattern of funds utilisation under the domain of child protection indicates that most of the panchayats (96 %) could spend allocation between the percentage intervals of 0-30 only. Only one panchayat could do a comparatively good performance in utilization of funds. CFLG training did not make a significant impact on the allocation and expenditure of local bodies in the domain of child protection. There might be different reasons for this trend. One pertinent reason may be the nature of activities lying under this domain. It seems that many of the activities included under this domain incur only marginal costs. Along with this, local bodies were not able to identify innovative actions in this domain.
- Activities for facilitating the child protection committees have had an increasing trend from 2015 to 2018. Among these, Jagratha Samithi, Vigilance committee, and installation of the complaint box at ward level are the elements which have shown a promising trend. There is a static trend in the case of child protection centres. The overall picture of child protection indicates that only one-half of the panchayats could take positive initiatives in the domain of child protection.
- Apart from the traditional methods of sensitisation on child rights, innovative communication and public education tools were not used for creating sensitisation among stakeholders. Continuous parent and teacher education programmes on child rights are necessary, and they have to adopt innovative strategies for sensi-

zation. This kind of initiative is missing in the CFLG programme in general. There is a need for a coordination mechanism between different agencies working on child right sensitization within LSGIs.

- The number of cases of child abuse and the number of actions taken by the LSGIs are also not satisfactory. The percentage of cases in which a panchayat has taken action was 40 in 2015-16, 36 in 2016-17, and 40 in 2017-18. This indicates that the panchayats could not take any action in 60 percentages of reported cases. The limitations of LSGIs in terms of mandatory powers may be one factor restricting their interventions. Absence of institutional mechanism for proper monitoring of cases at LSG level may be another factor which leads to this limited intervention.
- The number of cases reported and action taken of Children in Conflict with Law is found low. The present juvenile justice system is not providing any space for interventions by local bodies in cases related to children in conflict with the law. There is no local level institution functioning relating to the implementation of this law.
- Most of the panchayats have failed in providing psychosocial support to the children in needy situations. In the case of appointment of counsellors through ICDS, the number was six in the pre-CFLG year, which has increased to eight in the first year of CFLG and enhanced to nine only in the last year. The performance of both panchayats and municipalities, in the case of initiating legal service centres for children at LSGI's, is poor. Even two-third of the LSGIs could not take any initiatives for providing psychosocial support to the children. Children from marginalised groups such as fishermen, tribal and scheduled caste communities are also facing specific issues related to their socioeconomic backgrounds. These issues are remaining unaddressed. The FGDs and interactions with the children emphasise the need for an institutional mechanism for providing psychological support to the needy. Such a facility is not available for them except counselling ser-

vices provided in some schools. CFLG programme can plan some proactive steps for making a coordination system of school counsellors and other child counsellors at LSGI level. This could also act as a mechanism for parental counselling in LSGIs. It is also noteworthy that the present counselling system including school counselling system requires to be remoulded in the context of child rights. Hence orienting all school counsellors in the context of child rights could be a centralised initiative which can be undertaken as a part of CFLG initiative by CRC of KILA.

### PARTICIPATION

- The majority (more than 95%) of the panchayats could allocate funds between 0-10 percentage for the domain of participation in the pre-CFLG year and the first year of CFLG.
- CFLG could make a small change in the allocation and expenditure of panchayats in the domain of participation. Notwithstanding to this the utilisation percentage as remained as poor irrespective of a slight improvement after CFLG. There could be several factors which might have influenced this pattern. The CFLG LSGIs even may not have imbibed the relevance of building children's participatory forum in their jurisdiction.
- Majority of the panchayats and municipalities were conducting Balasabhas and creating a space for children to participate in the democratic process.
- The Initial enthusiasm of panchayat in organizing child Gramasabha has shown a declining tendency in the second year. Anyway, CFLG could establish the relevance of Child gramasabhas as a participatory institution of Children in local governments. Child Gramasabha was conducted as onetime events rather than an institution which needs to sustain for protecting the interest of children. CFLG could contribute to improving the documentation process of child Gramasabhas.
- LSGIs were not taking the comments raised by the children in Gramasabha as

issues which need to be addressed. Along with this the authority of the Local Government could not perceive children's as citizens who also have rights like other citizens. Initiatives for discussing children's demands in working groups of LSGIs and general Gramasabhas were poor. However, the situation of CFLG LSGIs is slightly better than control LSGIs.

- In practice, the majority of CFLG LSGIs could not uphold the citizenship rights of children to raise their voice in a public forum and to ensure that their issues are getting addressed by the LSGIs. The study indicates that majority of the LSGIs have approached children's forum as a space for ritualistic gathering of children, in place of considering them as a democratic forum of children. The feedback from the children's FGDs point out the fact that the children who attended child Gramasabhas earlier had a feeling that their demands were neglected by the LSGIs. This also prompted them to withdraw from such participatory forums.

## ATTITUDE AND KNOWLEDGE OF TRAINEES REGARDING CFLG

### 1. Status of knowledge and attitude of trainees regarding CFLG

- The knowledge level of trainees regarding the basic pre-requisite of CFLG, such as the creation of child data profile at LSGI's, vision document for children, and comprehensive local development plan for children have been analyzed in the study. The data indicates that the majority of the trainees have a basic understanding of the comprehensive local development plan for children (92.5%)
- Their understanding of the vision document for children is also considerably better (60%) while their knowledge about the data profile of the children seems to be poor (45%). At the same time, it is noteworthy that the majority of the LSGI's could not bring out initiatives to leverage the fact that the trainees had succeeded to an extent in imbibing a basic understanding about the

deliverables of the CFLG programme.

- Poor knowledge level of trainees regarding the child data profile could have acted as a barrier in creating a basic child profile in all LSGI's.
- With regard to the knowledge of trainees in the four major domains of CFLG such as survival, development, protection, and participation, the data indicates that more than half of the participants of the training do not have a basic understanding of the four domains of CFLG except for the domain of participation.
- Regarding the attitude of trainees on the different dimensions of child rights, the responses have shown a satisfactory status. At the same time half of the trainees believe that adults can make better plans for children even without them being heard. This again ratifies the fact that still a good number of functionaries of CFLG could not recognize the basic citizenship rights of children.

### 2. Initiatives after getting CFLG Training

- The overall trend of initiatives taken by trainees after training in realizing the activities proposed in the training shows that the majority of them could not take initiatives in realizing the proposed activities of the training. Organizing balasabha was the only exception in this aspect.
- This also highlights the fact that the majority of the training participants could not convert the training ideas into deliverables in the field.

### 3. Contribution of KILA training in improving the participant's basic conceptual knowledge about CFLG

- The data on the contribution of KILA training in improving the basic concepts of CFLG among participants indicates a positive trend. The KILA training contributed to improving their basic conceptual understanding in various aspects of CFLG except in the case of accepting citizenship of children. However, it is noteworthy that the KILA training could not improve the concept level (43%) of the trainees in accepting children as citizens. This indicates that

there is a high scope of improving KILA's training context by including activities for changing the concepts of trainees regarding the citizenship of children.

### SUCCESS STORIES: PROMISING PRACTICES OF CFLG

- As part of the study, we could identify 14 promising cases of exemplary execution of CFLG practices all over the state. There were initiatives from LSGI's on different dimensions of CFLG. These included programmes for; making public institutions child friendly, developing database and registry of children, interventions for improving the health and nutrition status of children, activities for providing physical education and arts performance training to children, effective running of children's forums, bringing environmental conservation consciousness among children, addressing the issues of differently-abled children, conducting public education programmes for child rights, and initiatives for ensuring protection of children.
- About the Sustainability of a project is determined by an entire range of factors including its contextual relevance over time, availability of sufficient funds, good coordination and support between concerned departments or bodies, will power of political leadership, transparent execution, public co-operation, holistic participation of beneficiaries in all stages of project, and timely need-based modifications. Sustainability in turn influences the possibilities of scaling up the projects or interventions over time to enhance the coverage of beneficiaries and benefits themselves. When we look at our chosen interventions for sustainable models in which we can find the converged positive performance of at least some of the above-mentioned factors, disappointingly we do not have much to pick out. Hence several of the interventions under analysis here are of short-run nature and some of them have collapsed in between before they could even meet their short run objectives. Even the few long run projects, which are being continued by LSG bodies

and gets scaled up over the years, seem to be mostly running on a few specific factors like availability of funds, will power or particular interests of the ruling front etc. and when these energy sources runs out of fuel, a broad based social space and support to continue and upgrade this projects will be absent mainly due to the lack of thrust on the holistic participation of children.

### Suggestions and Recommendations

- There requires a basic change in the framework adopted by CFLG programme by considering the specific context of Kerala. The elements such as nuclearization of families, isolation of children from public space, increasing stress over children, lack of physical activities and health issues related to that, and the emotional issues faced by children also need to be brought into the mainstream agenda of CFLG. The CFLG programme framework would have to be reformulated in a way that it can address the second-generation issues such as ensuring quality education and quality health services.
- Though in general, poverty in Kerala has reduced significantly but studies indicate that poverty does exist, concentrated in some areas. Marginalised communities, Tribes, Scheduled Caste, fishermen, and differently-abled groups are largely facing the issues of survival and poverty. Hence CFLG programme would have to develop specific strategies for addressing the special needs of children from marginalised categories rather than following a universal strategy across the state.
- CFLG programme would have to give more emphasis on developing special programmes and plans for differently abled children. It can give focus in the second round of CFLG programme to support LSGIs to develop workable models which can be replicated elsewhere for the comprehensive development of differently-abled children.
- The study indicates an absence of a coordination mechanism at panchayat level for convergence for all kinds of child friendly



initiatives taken up in the jurisdiction of LSGIs by different agencies. Hence a panchayat level/municipal level institutional mechanism with representation of children's forum at lower level can be built as a participatory forum for decision making. Along with this, an institutional mechanism with the participation of all stakeholders related to children can be organised at panchayat level and the entire child friendly initiatives can be coordinated through this system.

- A resource school can be identified in each LSGI which can act as a coordination centre of all educational research, training, and other education service systems within the LSGI. This centre can also function as a legal service cum counselling centre for children.
- The study indicates the need of a statutory provision for conducting children's Gramasabha and Panchayats. It is also worth mentioning that there is a need of provision to ensure that the demands raised by the children in Gramasabhas and Bala Panchayat would be considered by the working groups for planning and implementation. A social audit mechanism of the children to ensure that their demands are addressed by LSGIs can be introduced as a part of CFLG programme.
- Special initiatives under CFLG programme would be required for orientation of parents and teachers towards the concept and implications of child rights.
- It is necessary to collect disaggregated data of all children in the panchayath. This data bank should have all the details on children such as education, health, nutrition etc. This could be the first step of any extended programme of CFLG. It can also be an online data base. Part of this can be done through school based survey in LSGIs and the remaining can be done through Anganwadis. Disaggregated child data could be prepared and revised periodically. A comprehensive child development plan could be evolved out of the data prepared by LSGIs.
- There is a need for special allotment to the

LSGIs in promoting their initiatives for creating new public spaces and in renovating existing spaces.

- Along with infrastructure development, quality of pre-school system also needs to be improved. A special emphasis on the CFLG programme needs to be provided in this aspect.
- Counselling facility needs to be available in panchayat and all the school counsellors could be connected with the system.
- There is need of an LSGI level institution to gather information on children in conflict with law and to deal with these cases with the perspective of child rights. The agencies that are associated with cases on children in conflict with law would have to handover the details of such cases to the respective LSGI's. This would enable them to pursue such cases in the perspective of child right.
- A child rights charter could be drafted in every LSGI and could produce action taken report periodically based on this charter.
- There is a relevance of special training for CFLG panchayats to include programmes for providing recreational activities to the children.
- Systematic public education programme is needed to sensitize all stakeholders related to LSGIs on child rights. This could be in the mode of a continuous education programme.
- There require more initiatives to develop child friendly programmes to address the issues of children from deprived categories such as SC, ST, fishermen and differently-abled children. It also needs to be developed the programmes which include the issues of migrant children as well.
- Rather than following a universal approach, training modules can be developed by providing more space for encouraging models created by local bodies. There can be a frequent experience sharing mechanism between the local bodies for sharing innovative ideas and experiences.
- While considering the varying socio-economic and cultural contexts of different

panchayats, there are limitations in using the same measurement scales for all the LSGIs. Hence context specific evaluation and assessment tools require further development in order to evaluate the programme in different locations.

- A decentralised process of training should be followed for LSGIs across the state. Civil

society groups functioning in the panchayats can play a significant role in the planning and implementation of the CFLG projects. They can share ideas, provide expertise and human resource, and can direct the LSGIs about various funding possibilities.

## CONCLUSION

The training provided by KILA to local self government institutions in Kerala towards establishment of a Child-Friendly Local Governance (CFLG) system has provided mixed results. While the training was largely successful in imparting most of the underlying concepts of child-friendly local governance to the trainees, the last-mile impact in terms of successfully implemented programmes leave much to be desired, especially with regard to the acceptance of citizenship rights of children as partners in policy formulation, and formulating independent projects under child survival. The results of the study indicate that the CFLG programme largely succeeded in mainstreaming the concept of child gramasabha and child panchayat. However, these initiatives were not translated into the strengthening of democratic decision making processes by the children. These forums were considered and utilized as only venues for organising children rather than launching pads for raising the LSGIs into child friendly institutions by considering the real needs of children.

This shortcoming is particularly glaring, given the legacy of Kerala as a globally acclaimed model in democratic decentralization. The way forward for CFLG lies in customizing its global framework to suit the needs and context of children in Kerala, and focusing on the gaps that have been identified both in the ideation and action fronts of child-friendliness. Once these lacunae are addressed, there lies the potential to transcend the currently identified domains of child-friendliness and adopt and practice novel concepts like flourishing in the place of mere survival, and liberty instead of protection. Such

an evidence-based action programme holds the potential to catapult Kerala to yet another round of global recognition as a model in child-friendly local governance.

CFLG could generate some promising practices all over the states in different dimensions of Child Friendly Local Governance. As part of the study, we could identify fourteen promising cases all over the state. There were initiatives from LSGI's in different dimensions of CFLG. They are initiatives for; making public institutions child friendly, developing data base and registry of children, interventions for improving the health and nutrition status of children, activities for providing physical education and arts performance training to the children, effective running of children's forums, bringing environmental conservation consciousness among children, initiatives for addressing the issue of differently-abled children, conducting public education programmes for child right, and initiatives for ensuring self protection of children.

The study indicates that continuous hand holding and support from an institution like KILA has contributed in shaping these exemplary practices. The mentoring system of KILA has provided support to many panchayats in elevating their performance in CFLG. These underscore the fact such a hand-holding can be expanded to all the other panchayats selected under CFLG. Local governance in Kerala is ultimately a political process, with different stakeholders embedded in the decision-making process of local governance. Hence, bringing attitudinal changes among all the stakeholders

such as political parties, elected representatives, parents, teachers, officials, and all other actors interacting with children is important to transform an LSG into a status of child friendly local governance. This highlights the relevance of continuous interaction with different groups to bring about a paradigm shift in their conceptualization and approaches towards child rights and child friendly local governance. The strategy of future course of action of CFLG programme needs to be designed by addressing these lacunae.

However to go forward, we cannot do without the following improvements: further ideological changes and awareness creation among the stakeholder groups, continuous evaluation and monitoring of programme implementation, frequent impact assessment and feedback collection exercises, inspiring incentives for better performing panchayats, legislative reformations, strong multi-stake holder collaboration and coordination ,exploration of the alternative and more democratic ways of resource mobilisation and utilisation and holistic all round participation of children.

## CHAPTER - I

### INTRODUCTION

The concept of Child-Friendly Local Governance (CFLG) is built on the premise that local government institutions, functioning at the grassroots, are the best place to interact with the children and contribute most meaningfully to realize their rights. The CFLG concept thus believes that strengthening the local governance framework has the potential to benefit all children across the country, particularly the most vulnerable and disadvantaged groups, through better participation in planning and implementation.

In 1995 at first, State Action Plan for Children in Kerala has accepted. It envisioned a healthy childhood for all children in the state. State action plan decided to achieve certain goals by 2000. As a result, many of the goals were achieved such as in 2001 infant mortality rate has reduced as 14/1000 and it could improve immunity of children against various diseases such as tuberculosis, measles, polio, tetanus. In 2004 action plan for children has organized a plan-

ning committee to formulate a plan for children in the areas such as health, education, physical environment, disability, adolescent etc. These policies were the pathway in identifying comprehensive development of children in Kerala (Kuttikalkayulla Karmapadhathi-Keralam 2004, 2006). Kerala is one among the best state which has practiced the decentralized planning initiatives from the mid of the 1990s. People's Planning Campaign (PPC) started in Kerala in 1997 was a breakthrough in decentralized initiatives in the state. After the Panchayati Raj Amendment Act 1994, PPC paved the way to the higher level of power and devolution to the local governance. Studies show that Local Self Governments (LSGs) in Kerala have attempted to evolve different interventions among children even from the outset of People's Planning Campaign. (Rajesh 2013) Even though the initiatives were started in 1997, mandatory provisions of the earmarking plan funds for the needs of children and elderly people has started from the planning guide-



Anganwadi in Kanjikuzhi Grama Panchayat

lines introduced in 2013. This has elaborated the horizons of activities that can be undertaken by local governance for addressing children's needs.

Since 1998, Local Self Government Institutions (LSGIs) in Kerala have started allocating the funds for providing supplementary nutrition to the Anganwadis all over the state. This has a larger implication in improving the quality of supplementary nutrition programme which was earlier done by Integrated Child Development Scheme (ICDS). Along with this, LSGIs have undertaken different initiatives to improve the quality of Pre-primary education, and infrastructure of government schools in the state (Rajesh, 2013). Interventions in the health sector and its implications on improving the service delivery for women and children are also noticeable in this context. (Rajesh & Thomas, 2012). Different children's institutions such as Balasabha and Children's Gramasabhas were experimented by different LSGIs in various locations of the state. Notwithstanding these interventions, LSGIs could not approach and address the issues of children in the context of child rights declared under UN policy and National Policy on Children in 2013. LSGIs were following a need-based approach rather than a right based approach until the intervention of Child-Friendly Local Governance programme launched by KILA in 2016. Kerala is set on a path to make its LSGIs child-friendly by moving away from a system in which elders decide and plot out the development projects and programmes for children.

### **Towards a programme for Child-friendly Local governance**

The post-war experience has energized concern for children. Policy level initiatives at international platform started only during the first half of the 20th century. The earlier effort was the Geneva Declaration in 1924. Though it was not a legally binding declaration of a league of a nation, it emphasized on the well-being of children and recognized their right to development, assistance, relief, and protection. Following the Geneva declaration, there is a development of the idea of Child Right at the International Level (Children's Rights Alliance (Ireland), 2010). The Universal Declaration of Human Rights in 1948 had triggered governments to recognise child rights

as same as the adult's civil, political, social, cultural and economic rights. Following the gradual concern for children, the year 1979 was declared as "International Year of the Children (IYC)" in respect of the rights of children (Yadav, 2003).

The rights-based approach finally became a legally-binding international agreement with the adoption of the United Nations Convention on the Rights of the Child (UNCRC), which institutionalized and universalized the concept of childhood. The UNCRC consists of 54 articles that set out children's rights and how governments should work together to make them available to all children. (Thomas, 2011). The CRC basically explores the principle of 'children first' and has changed the concept that children are not merely the subject of rights but the objects of legal protection. It recognizes the child as an individual with the right to participate in a decision affecting the child's own life.' (Yadav 2003).

As an agency is functioning on particularly rights of the children, UNICEF has been experimenting with different initiatives in the child-friendly governance system. Since Kerala has made a unique pathway in strengthening local governments, UNICEF have opted Kerala as a state in India to experiment Child-Friendly Local Government concept in India. UNICEF has started an association with KILA by establishing a Child Resource Centre (CRC) in 2011. Eventually, a collaborative programme of UNICEF and KILA was launched in the year of 2016 as an initiative for creating child-friendly local governments through the interventions in selected rural and urban local bodies (Rajan & Radhakrishnan, 2016). This programme was implemented in 140 Gramapanchayats and 6 municipalities all over the state. And the programme was started in the year of 2016, and the training part of the programme was completed by 2017. Kerala Institute of Local Administration (KILA) has appointed mentors in selected local bodies to support the LSGIs throughout the state. Training programmes were developed based on the conceptual framework of UNICEF which has highlighted child survival, development, protection, and participation as the four major domains of child rights.

**Survival rights:** include the child's right to life

and the needs that are most basic existence, such as nutrition, shelter, an adequate living standard, and access to medical services.

**Development rights:** include the right to education, play, leisure, cultural activities, and access to information, and freedom of thought, conscience, and religion.

**Protection rights:** Ensure children are safeguarded against all forms of abuse, neglect, and exploitation, including special care for refugee children; safeguards for children in the criminal justice system; protection for children in employment; protection and rehabilitation for children who have suffered exploitation or abuse of any kind.

**Participation rights:** include children's freedom to express opinions in matters affecting their own lives, to join associations and to assemble peacefully. As their capacities develop, children should have an increasing opportunity to participate in the activities of the society, in preparation for adulthood.

Content of the training, training manuals and the follow-ups has instructed the local bodies to evolve programmes and action steps to realize child rights in this do-

main. CRC in KILA has given the intellectual and practical lead to this programme. A programme which has completed its three years of launching, an impact assessment of the same is quite relevant. This study is attempting to inquire about the impact of the programme in delivering the concept of Child Rights among different stakeholders, initiating programmes for protecting child rights in the domains of Survival, Development, Protection, and Participation, making the LSGIs budget more child-friendly and in making child-friendly initiatives more sustainable. The study also attempts to understand the distinctiveness of Child-Friendly Initiatives taken up by the CFLG LSGIs with the LSGIs who have not implemented the CFLG programme. This study has selected 30 Gramapanchayats and 2 municipalities have samples of the study through the systematic stratified random sampling process. Three control Panchayats and one control municipality who have not implemented CFLG were also selected for comparison.

## CHAPTER II

# CONTEXT AND METHODOLOGY OF THE STUDY

This chapter analyses the discussion on child rights in India and also examining the status of child rights in Kerala. It gives a brief narrative of initiatives taken by the local self-government for addressing the needs of children and the institutions created as part of such initiatives. This chapter explains the methodology of the study including the theoretical framework adopted, the procedure of the sampling, tools used in the study and the limitations that the study that confronted.

Child rights in India realized through the constitution, the national policy for children and through international conventions. In India, more attention was given to child labour, sexual exploitations and the existing policy gaps by the Government and other non-Governmental organizations. on 26th April 2013, the government has adopted a New National Policy. It recognizes a multispectral and multidimensional approach is necessary to secure the rights of children. The Policy has identified four key priority areas: survival, health, and nutrition; education and development; protection and participation, for focused attention for children. As children's needs is multi- sectoral, interconnected and require collective action, the policy calls for purposeful convergence, coordination across different sectors and levels of governance". (The National Policy for Children, 2013 2013). Though there are institutions for protecting the rights of children, Indian policy towards children is lagging behind. Indian children constitute about 39% of the total population of India by census 2011. But expenditure on children has decreased considerably by the Government after liberalization. There are gaps in policy frameworks for children. The Union budget 2016-17 has allocated only 3.23% of children. Although it is slightly increased compared to the previous year, allo-

cations for children are low in India compared to other developed or developing countries. It is also alarming that, according to the census of 2011, 10.13 million child labourers are in India between the ages of 5-14 years (Census,2011).

### **Kerala development and child rights**

Kerala stands first in development indicators compared to other Indian states (Government of India 2005). Kerala has successful experience of decentralization in terms of formulation and implementation of its Local Self Government Institutions. The State had set a benchmark in the devolution of powers and funds to local bodies (Centre emulates child-friendly local governance 2019). In the federal system of India, welfare projects are implemented under the Local governance system. So the right based framework is to be more flexible in Kerala. The state could be responsive to survival, development, protection and participation aspects of UNICEF. But Children and child rights is one of the most neglected parts in Kerala's experience of development. The state is lagging behind the policies and programmes for children in the perspective of rights and equality. Kerala did not have a comprehensive development plan exclusively for children.

### **Child-Friendly Initiatives Prior to CFLG**

As discussed above since the inception of PPC, LSGI's have been implementing projects for addressing children's needs. They were undertaking projects for providing supplementary nutrition through the Anganwadis. Along with this, infrastructure development of schools was their major area of intervention. Several interventions have been done for improving the basic infrastructure of the health system which in turn has made the impact of quality of ser-

vice delivery to women and children. The improvement in the immunization coverage is a good instance for the result of LSG interventions in the Health sector (Rajesh, SAGE). Some of the LSG interventions prior to the CFLG programme among children are briefly stated below.

### Roots of CFLG

UNICEF initiated the CFLG project in Kerala joining with Kerala Institute of Local Administration (KILA). Kerala Institute of Local Administration (KILA) is an autonomous training, research, and consultancy organization con-

LSGI	PROGRAMMES
Noolpuzha	In order to decrease the number of dropouts, Noolpuzha Gramapanchayat in Wayanad district, where 1/3rd of the population belongs to the Schedule Tribes (ST) a programme has been initiated. The Panchayat approached the problem by providing basic necessities such as travelling facilities, breakfast, lunch, uniform, volleyball and karate coaching for girl children, literacy program for parents, etc. During 2015-16 the number of dropouts decreased.
Pulamanthol	Pulamanthol of Malappuram district created a protective environment for adolescent girls of the Panchayat. The major program was to train the girls in karate and taekwondo from Adolescent Girls clubs.
Mala	Mala Panchayat in Thrissur district created a platform for children to voice their needs, suggestions and priorities in the form of conducting Gramasabha for children. This is conducted twice in a year on Sundays or any other holidays in the ward. The opinions and suggestions put forward by the Gramasabha are presented in the meeting and thereafter recommendations and suggestions are submitted to the Gramapanchayat for necessary follow up actions.
Eruthempathy Gramapanchayat	The Panchayat initiated programmes for enrolling children of migrant labourers at Karumanda Koundannur (Palakkad) Anganwadi Centre: Other programmes done for migrant children are: <ul style="list-style-type: none"> <li>• Immunization campaign organized by the PHC.</li> <li>• Nutrition foods given to the beneficiary children and gradually the children in the age group of 3 – 6 were sent to the Anganwadi Centre.</li> </ul>
<i>Table No. 2.1</i>	

### Institutions Created for Children prior to CFLG

Since people’s Planning Campaign, particularly after the introduction of Kudumbasree programs in LSGIs in Kerala, has evolved and experimented different institutions for Children. Balasabha, Bala Parliament, and Children’s Gramasabha are noteworthy among them. Balasabha (children’s assembly) is a grassroots level organization of children developed by Kudumbasree Mission at a neighbourhood group level.

Children’s Gramasabha is an assembly of all children between the ages of 10 and 18 from the jurisdiction of award (Constituency of an LSG or Urban Local Body). Children’s Gramasabha aims to initiate a child-friendly development perspective on the local government through fixing the gaps in the planning interventions for children and also make plans to fill the gaps identified.

stituted under the Ministry of Local Self-Government, Government of Kerala. In 2011, UNICEF has started India’s first child resource centre (CRC) in KILA. CRC works as a centre of excellence in child rights. UNICEF and KILA jointly prepared a comprehensive child development plan (CCDP) in 2012. The comprehensive child development plan has covered mainly four areas such as Survival, development, protection, and participation. (Study Tour of MLAs from Odisha on Local Governance of Kerala, 2016).

CRC act as a training and advocacy centre for various stakeholders engaged in child governance. CRC has an Online Repository on Child Governance and issues related to children. CRC collects resources of publications, research studies with preference to second generation development issues affecting the children of Kerala. The establishment of a child



resource center by UNICEF has enabled KILA to extend specialized services for local governments in child development. This enables KILA to equip itself as a centre of excellence in child governance (Study Tour of MLAs From Odisha On Local Governance of Kerala, 2016).

## PROCESS AND IMPLEMENTATION OF CFLG

An impact assessment study has been carried out KILA-CRC after developing the comprehensive child development plan (CCDP) manual. Extensive training sessions have been conducted for 140 Panchayats, 6 municipalities a number of block and districts, at the beginning of the implementation of child-friendly local governance. The pilot study of Child-Friendly Local Governance conducted for five s and a municipality. A draft operational manual of 2 volumes has been provided. Guidance note on four areas of child rights was also prepared. Each Operational Manual has four to seven domains to be intervened by the local government effectively so as to achieve the child-friendly status. Under each domain, 5-10 strategies are incorporated against which monitoring indicators are given. The local governments were asked to decide their own objectives and targets using the indicator based monitoring tools. After the initial pilot training, 94 new Panchayats from northern districts were given CFLG training and some of them are resolving to have child-friendly interventions. KILA has conducted the first round of training from 2015 -2016 and the same has been widely done in 2016 among the 140 Panchayats all over the state. The training was given within the guidelines of UNICEF and thematically focussed on the four core concepts.

### Process and Implementation

The participants were made aware of the need for having awareness of child rights and the need for more creative spaces for the children within the LSGIs. The participants were also made aware of the need for monitoring of committees and ensure an environment safer for children and thus ensure children's participation in asserting their rights and thus transforming their respective LSGIs as child-friendly. Since

CFLG has finished its four years of functioning, a comprehensive evaluation based on its theoretical framework and practical contributions is necessary. However, such a comprehensive study is missing after the implementation of the CFLG programme in Kerala.

In this context, an inquiry-based on the following research questions would be relevant.

- Whether the performance of local governments in reference to children has changed after the KILA training while comparing to the experience of Pre-CFLG years?
- What are the initiatives local bodies have taken for children after the KILA training?
- Understand what are the most significant effects of KILA training for CFLG in local bodies?
- How many funds have been allocated by local bodies annually for child-friendly initiatives in different domains?
- Performance of local bodies working in each of the four major rights identified by UNICEF?
- How far trained stakeholders are aware of child rights and current problems faced by children?
- What are the major achievements of local governments taken under the study?
- Whether any significant difference between in implementing and internalizing child-friendly local governance by s and municipalities take part in training and not received training
- To what extent initiatives promoted as the part of CFLG were sustainable in nature.

## METHODOLOGY

The study has taken the theoretical framework of the CFLG programme as an assessment framework to evaluate the impact. The indicators used in the CFLG training manual have been converted into assessment indicators during the study. A mixed method approach was employed in the study using a blend of qualitative and quantitative techniques. Along with the checklist, FGDs among different stakeholders an attempt was done to assess the knowledge and awareness level of trainees on different do-

mains of CFLG. A structured questionnaire was used for this. There were 3 sections in the questionnaire; the first portion of the questionnaire was to understand the attitude and knowledge level of trainees who were trained under the CFLG programme regarding various domains of CFLG. The second portion covered the initiatives taken by them after getting CFLG training and the third portion was to understand the contribution of KILA training in building capacity of trainers in basic concepts of CFLG.

### Sampling

140 Panchayats and 6 municipalities participated under the first round of training for the CFLG programme of KILA, a sample of 30 Panchayats that received training were chosen through systematic random sampling ensuring 10 each Panchayats from the districts in North, Central and Southern regions of Kerala. In order to enable comparisons, one panchayat from each region, which did not receive CFLG training, was selected as a control case. From among the 6 municipalities that received CFLG training, two were selected randomly ensuring representation of north and south regions. One municipality from each region was selected, along with one municipality as a control case. Thus, a total of 33 sample panchayat and 3 municipalities were covered by the study.

### Tools

A checklist was developed in accordance with the assessment matrix proposed in the operational manual of the CFLG programme covering each of the four dimensions of child-friendly local governance. The same was used to collect and analyse data from each sample LSGs. In addition to this, a semi-structured interview schedule also was used for conducting interviews with key stakeholders. The tools were shared with KILA and concurrence was obtained. Focus Group Discussions (FGDs) were conducted separately with key stakeholders including children. Different tools were used in the study to collect data from various stakeholders such as;

**Checklist:** Administering checklist was the primary stage in data collection. The structure of the checklist was suitable to analyse the pre and post analysis of child-friendly programmes done in each local body. This checklist was administered in three control Panchayats and one control municipality.

**Questionnaires for trainees:** The analytical techniques based on various sets of the questionnaire have been applied. Stakeholder's experience of child-friendly local governance training, awareness of child rights, projects for children were measured using questionnaire.

**Case studies:** In-depth case studies of 14 best performing Panchayats were documented under the study.

Various tools have been adopted in the design of the project. At the first step of the research data collection of child-friendly programmes were done by using the Checklist. Secondary data was collected to cross-check the checklist and to collect the plan fund details of each local body. Semi-structured interview questions were prepared to analyse the training experience of the stakeholders representing the panchayats. Individual evaluation questions also prepared to assess the knowledge of child-friendly initiatives among stakeholders. Two FGDs were conducted. One for stakeholders and others was children's FGD. Respondents of both Semi-structured interview and Individual evaluation questions were elected representatives, officials, implementation officers, civil society representatives, KILA extension faculty, and children from each LSG institution were selected as respondents of the study.

**Administration of the Study:** Total 24 FGDs were conducted and 40 key Informants were interviewed. In order to collect data from sample LSGs, 10 Research Assistants were recruited and were provided 2 days training at Integrated Rural Technology Centre during 09-02-2019 to 10-02-2019. The data collection of the study took place from 1st February to 27th April 2019. The research team interviewed elect-

ed representatives and implementing officers in the local governments, extension officers appointed by KILA to support the LSGs and children from the LSG. A total of 306 adults and 429 children participated in the study.

#### **LIMITATIONS OF THE STUDY**

The child-friendly local governance training KILA has initiated is well conceptualized which was carried from 2015 and 2016. The impact assessments of this study is taking place after 3 years and in most of the officials who received training were transferred and participants were unable to recollect about

the training and many participants were busy with elections. Hence the participation of all stakeholders was irregular. The other limitation was to fix a schedule for FGDs during election time. We were able to tackle this through continuous perseverance and continuous follow-ups with the representatives. Lack of documentation about child-friendly initiatives was also another limitation of the study and we attempted to cover this limitation through triangulation of information from different sources.

## CHAPTER - III

# CHILD SURVIVAL

Child Survival implies the right to life of children. Survival rights include aspects of life, health, nutrition, water, sanitation, environment, and standard of living. The initiatives were suggested by the UN-KILA framework under the child survival are interventions to reduce sex-selective abortion, ensuring safe drinking water, better sanitation and hygiene, neonatal infant and under five mortality rate, immunization, distribution of vitamin A supplements and ensuring quality service to pregnant and lactating women. As the mortality rate of children in India is high, reducing mortality of neonatal and children under five are significant goals of CFLG. This chapter examines the initiatives taken by the LSGIs under the domain of Child Survival. This has been done by analysing the nature of projects taken up by LSGIs and by examining the allotment and expenditure of LSGIs in the domain of Child Survival.

Increasing Child Sex ratio is an indication of better child survival. The following table provides a picture of Child sex ratio in India and Kerala over the last three decades.

Child sex ratio status		
Year	India	Kerala
1991	945	958
2001	927	960
2011	918	964

*Table-3.1 (Source: Secondary data)*

The above table (*Table-3.1*) shows a decrease of child sex ratio in India from 1991 to 2011. But in the case of Kerala, the child sex ratio has increased considerably from 1991 to 2011 (census of India 2011). The statistics shows that Kerala performs better than the national average in the domain of child sex ratio.

The table (*Table-3.2*) below shows various programmes for child survival initiated by the Government.

The table below shows various programmes for child survival initiated by the Government	
PROGRAMME AND YEAR	OBJECTIVE OF THE PROGRAMME
Kerala Maternity Benefit Programme (2018-2019)v	The Government of Kerala began this programme to help pregnant women in the state. The Government hopes to provide Financial Assistance. Accordingly, a beneficiary gets approximately Rs.5,000 as assistance Mainly lactating mothers and the new-borns will benefit from this Yojana.
Janani Suraksha Yojana (JSY-2005-06)	This scheme is in operation in Kerala from 2005-06 and is implemented with the objective of reducing maternal and infant mortality by promoting institutional delivery.
Immunisation strengthening programme (1991-2001)	The state has achieved tremendously in eliminating neonatal tetanus, polio and reduction of other vaccine preventable diseases. Children in many districts are polio free.
ICDS (Integrated Child Development Scheme-1975)	To provide supplementary nutrition To provide health education and non-formal preschool education.

*Table-3.2 (Source: Secondary data)*

As mentioned above, the initiatives for child survival is a core component under the child-friendly programme. Hence the analysis of fund allocated and utilized by the LSGIs and nature of activities undertaken by them to realize the objective of child survival are important. The following section in this chapter is an attempt to shed light in these matters.

### YEAR WISE ALLOCATION AND UTILISATION OF FUNDS BY LSGIs

Analysis of fund allocation and expenditure is a good indicator to understand the nature of initiatives taken by the LSGIs under the domain of child survival. The following table shows the allotment and expenditure of the same for the last three years. This would help understand the variation in allocation and expenditure for a particular time period.

YEAR WISE ALLOCATION AND UTILIZATION OF PANCHAYATS						
PANCHAYAT						
	2015-2016		2016-2017		2017-2018	
Percentage Intervals	Number of Panchayats allocated	Number of Panchayats utilised	Number of Panchayats allocated	Number of Panchayats utilised	Number of Panchayats allocated	Number of Panchayats utilised
0- 9.99	26	28	25	27	26	28
10-19.99	0	0	2	0	0	1
20-29.99	1	0	0	0	3	1
30-39.99	1	0	1	2	1	0
40-49.99	0	1	1	0	0	0
50-59.99	1	1	0	0	0	0
60-69.99	0	0	0	0	0	0
70-79.99	1	0	0	0	0	0
80-89.99	0	0	0	1	0	0
90-99.99	0	0	0	0	0	0
100-109.99	0	0	1	0	0	0
CONTROL PANCHAYAT						
	2015-2016		2016-2017		2017-2018	
Percentage Intervals	Number of Panchayats allocated	Number of Panchayats utilised	Number of Panchayats allocated	Number of Panchayats utilised	Number of Panchayats allocated	Number of Panchayats utilised
0-9.99	1	1	2	2	2	1
10-19.99	0	0	0	0	0	0
20-29.99	1	2	0	0	0	1
30-39.99	1	0	0	0	1	0
40-49.99	0	0	0	0	0	0
50-59.99	0	0	0	1	0	1
60-69.99	0	0	0	0	0	0
70-79.99	0	0	0	0	0	0
80-89.99	0	0	1	0	0	0

Table-3.3 (Source: Primary Data)

YEAR WISE ALLOCATION AND UTILIZATION OF MUNICIPALITIES						
MUNICIPALITY						
	2015-16		2016-17		2017-18	
No.	Municipality allocation Percentage	Municipality utilisation Percentage	Municipality allocation Percentage	Municipality utilisation Percentage	Municipality allocation Percentage	Municipality utilisation Percentage
1	0.00%	0.00%	0.00%	0.00%	5.56%	4.83%
2	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
CONTROL MUNICIPALITY						
	2015-16		2016-17		2017-18	
	Municipality allocation Percentage	Municipality utilisation Percentage	Municipality allocation Percentage	Municipality utilisation Percentage	Municipality allocation Percentage	Municipality utilisation Percentage
1	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%

*Table-3.4 (Source: Primary Data)*

The allocation and expenditure for child survival in most of the Panchayats lie between zero and 10 percentage. The allocation for 26 Panchayats (out of 30 Panchayats) in 2015-16, 25 Panchayats during 2016-17 and 26 during 2017-18 lie below 10 percentage. This shows that more than 90 percent of the Panchayats could earmark only 10 percentages of the funds allocated consistently for 3 years under the child-friendly initiatives for child survival. The situation is not different when it comes to expenditure. Majority of the Panchayats could spend only below 10 percentage of the total allocation for survival for a period of 3 years between 2015 and 2018. 28 Panchayats in 2015-16, 27 in 2016-17 and 28 in 2017-18 could spend only below 10 percentage of the allocation. While examining the case of control Panchayats, the same trend is followed with fund allocation and a slight improvement in the case of utilization. In the case of pre and post CFLG analysis, data shows there is slight decline in allocation when it comes to Gramapanchayats, particularly in the 2018 while there was a slight improvement in the expenditure. The number of panchayats that were allocated more than 30 percent from the total funds under child-friendly initiatives for child survival was, 3 in 2015-16, that declined to 2 in 2016-17 and further declined to a mere 1 in 2017-18. In the case of fund utilization, the number of Panchayats that spend more than 30 percent for child survival under child-friendly initiatives was 2 in 2015-16 which increased to 3 in 2016-

17 and further declined to a mere 0 in 2017-18. This shows that there is no considerable improvement in survival pre and post CFLG.

While looking at the case of municipalities, their performance is poor in comparison to Panchayats. Out of 2 municipalities, only 1 could initiate activity in the area of Child Survival that was also during the last year (2017-18). One municipality could not allocate and utilize any fund for child survival during the last 3 years. The same case is shown in the case of control municipality as well. There can be various reasons for this trend. The domains suggested under the title of child survival are interventions to reduce sex-selective abortion, ensuring safe drinking water, better sanitation and hygiene, neonatal arresting infant and under five mortality rate, immunization, distribution of vitamin A, supplements and ensuring quality service to pregnant and lactating women. The activities conducted by LSGIs under the domain of Child Survival are nutritional status screening of pregnant women, lactating mother and children through PHC, Anganwadi classes, Gramasabha classes on nutrition, visiting of ASHA workers, tribal medical camps, hygiene classes, and follow-up of immunisation and distribution of vitamin supplements. (See Table No.3.7) This information shows that most of the initiatives taken by LSGIs under this domain are either costless or lying under the routine activities of departments such as health and social justice. This may be one reason for low allocation by the LSGIs. At the time,

the lethargy of LSGIs could be highlighted as a reason for poor performance in fund utilization. The above table shows urban local bodies are poorly sensitized on child survival in terms of allocation and expenditure while comparing with the rural local governance. It is also interesting that the Panchayats and municipalities who have not included in the CFLG have also shown poor performance in fund allocation and utilization under child survival. The analysis of fund allotment and fund utilization during pre and post CFLG does not show any considerable differ-

ence. This indicated CFLG training could not make much change in the scenario of fund allotment and utilization of LSGIs for child survival.

### 3.1) INITIATIVES FOR ERADICATION OF SEX-SELECTIVE ABORTION BY LSGIs

In the case of child sex ratio, Kerala has a safer situation. However, interventions to prevent, sex-selective abortion are still pertinent. The following table analyses the interventions of local bodies in preventing sex-selective abortion.

PANCHAYAT						
	2015-2016		2016-2017		2017-2018	
Type of programmes	Number of Panchayats Initiated	Number of Panchayats Not initiated	Number of Panchayats Initiated	Number of Panchayats Not initiated	Number of Panchayat Initiated	Number of Panchayat Not initiated
1) Initiatives from health dept.	5	25	5	25	5	25
2) Classes from other department	4	26	4	26	4	26
CONTROL PANCHAYAT						
Type of programmes	Number of Panchayats Initiated	Number of Panchayats Not initiated	Number of Panchayats Initiated	Number of Panchayats Not initiated	Number of Panchayat Initiated	Number of Panchayat Not initiated
2) Classes from other department	0	3	0	3	0	3

Table-3.5 (Source: Primary data)

MUNICIPALITY						
	2015-16		2016-17		2017-18	
TYPE OF PROGRAMMES	Number of municipality Initiated	Number of municipality Not initiated	Number of municipality Initiated	Number of municipality Not initiated	Number of municipality Initiated	Number of municipality Not initiated
Initiatives from health dept.	0	2	0	2	0	2
Classes from other department	0	2	0	2	0	2
CONTROL MUNICIPALITY						
	2015-16		2016-17		2017-18	
TYPE OF PROGRAMMES	Municipality Initiated		Municipality Initiated		Municipality Initiated	
Initiatives from health dept.	No		No		No	
Classes from other department	No		No		No	

Table-3.6 (Source: Primary data)

Note: This table indicates the number of panchayats that have taken initiatives to eradicate sex-selective abortion.

Note: The above given table indicate the number of municipalities that have taken the initiative to eradicate sex-selective abortion. And table 'Control municipality' indicates the initiatives taken to eradicate sex-selective abortion programmes.

Regarding the efforts to identify and eradicate sex-selective abortion, no LSGIs under the study has taken any specific initiatives themselves to address the issue. The initiatives mainly come from the health department and other concerned departments like social justice (ICDS), and they mainly conducted awareness classes and some events under programmes like Beti Bachao Beti Padoo. Comparing the pre and post CFLG scenario, it is indeed noticeable that the number of panchayats, where at least one activity or initiative to address the issue has been reported to be conducted, remains stagnant. Only a few numbers of panchayats under study over the years has taken any of such initiatives. However, among the 3 control panchayats that come under the study, who have not received any training on CFLG programme, none has reported having conducted even the activities from the side of the health department, ICDS, etc in all the 3 financial years of evaluation. Analysing the data available for one trained municipality and another untrained control municipality, in both the places no activities to address the issue of sex-selective abortion, has been reported either in the pre-CFLG year of 2015-16 or the following post-CFLG years. Analysing these trends, it is evident that the introduction of CFLG programme was not an influencing factor in deciding the number or frequency of the initiatives to address the sex-selective issue under survival, department of health, and ICDS conducted such activities purely as part of their routine exercises.

In general, the low number of reported sex-selective abortion cases in their localities might have worked as a factor in reducing the concern and interest on the side of trained LSGIs to come forward with new initiatives or to strengthen the existing mechanisms to address the issue. In the interviews and focus group discussion of stakeholders, it is reported that the

case of sex-selective abortion is not reported or identifying in their Panchayats. The strong legal framework and its implementation may be one reason for this and the continuous observation mechanism through the PHC and Anganwadis would also be working for prevention mechanism to address sex-selective abortion. Other reason for not reporting of cases may be the hidden practices that may be happening in private clinics and hospitals where the LSGIs have no direct control.

#### **KANMANI: SREEKRISHNAPURAM PANCHAYAT**

*KANMANI* programme was initiated by the Sreekrishnapuram panchayats part of promotion of gender sensitization and prevention of sex selective abortion by giving a token of appreciation to every new born girl child in the panchayat. Panchayat officials and ward member used to visit the new born girl child and mother with gift hampers.

### **3.2) INITIATIVE FOR SENSITIZATION AND TRAINING UNDER RBSK BY THE LSGIs**

RBSK is the new better version of the school health programme that is being conducted over the last several years with an aim of identifying and treating early childhood disabilities, deficiencies, diseases, etc. RBSK is a project under the health department, being implemented in collaboration with the ICDS programme. As part of the programme, RBSK nurses visit schools, PHC, and Anganwadis in their assigned locations periodically and conduct screening sessions to identify the health issues among children and refer them to higher level public health care institutions if in the required cases. The health department also provides awareness classes in connection with the programme on childhood health issues at PHCs and Anganwadis mainly for parents. The frequency and quality of these screening sessions and sensitization effort under RBSK undertaken by the health system in collaboration with ICDS is required analysis. The study trying to find whether the implementation of CFLG programme in the panchayats has resulted in any sort of enhancement in the momentum of sensitization and training efforts under RBSK.



It can be observed from the table that an increase in the number of activities of trained Panchayats. Screening through PHCs and other related initiatives under NHM reported having conducted, in the post-CFLG training year of 2016-17 in comparison with the year pre CFLG year of 2015-16. The table on initiatives undertaken by the Panchayats show that among 8 type activities taken up by the Panchayats as the part of RBSK activities 6 of them showing a slight improvement After the CFLG while compare with that of pre initiative by ICDS, Anganwadi classes, Health department classes, Gramasabha classes, initiatives by LSGIs, Screening through schools are the components which have shown improvements at the same time two activities v/s screening through PHC and initiative by NHS has shown increase in the first year of CFLG and further declined in second year of CFLG. In the case of control Panchayats, there is no significant change in the activities initiated by them in the pre and post CFLG. It is also noteworthy that initiatives such as classes in Gramasabha, own initiatives (add it in all other) by LSGIs, screening through schools are absent in the control Panchayats. This shows that child-friendly initiative has influenced the CFLG Panchayats to initiate the above-mentioned activities. In the case of municipalities there is no significant change in pre and post CFLG inn the activities undertaken by It is pertinent to note that classes in Gramasabha, own initiatives of LSGs are missing here, this indicates that CFLG initia-

tive could not make many changes in the case of urban locations while comparing with their rural counter parts. The inferences from the data indicate that the contribution of RBSK, NHM, PHC are significant factors in the achievements under RBSK, the same time own initiatives by the LSGIs are not significant in nature.

### 1.3) ACTIVITIES ADDRESSING MALNUTRITION BY LSGIs

Malnutrition is a term used to refer to any condition in which the body does not receive enough nutrients for proper function. To address the issue of malnutrition various strategies are adopted. The study assesses initiatives of LSGIs to address malnutrition by examining the status of Nutrition supplementation under the ICDS, Screening in Anganwadis, Activities under Health department, Nutrition for pregnant ladies, classes at PHC, and Own initiatives of LSG.



PANCHAYAT						
ACTIVITIES UNDERTAKEN	2015-16		2016-17		2017-18	
	Number of panchayats Initiated	Number of panchayats Not initiated	Number of panchayats Initiated	Number of panchayats Not initiated	Number of panchayats Initiated	Number of panchayats Not initiated
Initiatives by ICDS	26	4	26	4	26	4
Screening though PHC	20	10	23	7	18	12
Initiatives byNHM	10	20	21	9	11	19
Anganwadi classes	23	7	24	6	24	16
Health department classes	16	14	19	11	19	11
Gram Sabha classes.	01	29	04	26	06	24
Initiatives by LSG	04	26	04	26	05	25
Screening through schools -RBSK	4	26	4	26	04	26

CONTROL PANCHAYAT						
	Number of panchayats Initiated	Number of panchayats Not initiated	Number of panchayats Initiated	Number of panchayats Not initiated	Number of panchayats Initiated	Number of panchayats Not initiated
Initiatives by ICDS	3	0	3	0	3	0
Screening though PHC	3	0	3	0	3	0
Initiatives by NHM	2	1	2	1	2	1
Anganwadi classes	3	0	3	0	3	0
Health department classes	3	0	3	0	3	0
Gram Sabha classes.	0	3	0	3	0	3
Initiatives by LSG	0	3	0	3	0	3
Screening through schools -RBSK	0	3	0	3	0	3

*Table-3.7 (Source: Primary data)*

MUNICIPALITY						
	2015-16		2016-17		2017-18	
ACTIVITIES UNDER-TAKEN	Number of Municipalities Initiated	Number of Municipalities Not initiated	Number of Municipalities Initiated	Number of Municipalities Not initiated	Number of Municipalities Initiated	Number of Municipalities Not initiated
Initiatives by ICDS	2	0	2	0	2	0
Screening though PHC	2	0	2	0	2	0
Initiatives by NHM	2	0	2	0	2	0
Anganwadi classes	2	0	2	0	2	0
Health department classes	2	0	2	0	2	0
Gram Sabha classes.	0	2	0	2	0	2
Initiatives by LSG	0	2	0	2	0	2
Screening through schools -RBSK	2	0	2	0	2	0

  

CONTROL MUNICIPALITY			
	2015-16	2016-17	2017-18
ACTIVITIES UNDERTAKEN	Municipalities Initiated	Municipalities Initiated	Municipalities Initiated
Initiatives by ICDS	Yes	Yes	Yes
Screening though PHC	Yes	Yes	Yes
Initiatives by NHM	No	No	No
Anganwadi classes	Yes	Yes	Yes
Health department classes	Yes	Yes	Yes
Gram Sabha classes.	No	No	No
Initiatives by LSG	No	No	No
Screening through schools -RBSK	No	No	No

*Table-3.8 (Source: Primary data)*

**Note: (1) The table indicates that the number of Panchayat taken initiatives in different activities for sensitization and training under RBSK.**

**(2) Anganwadi classes (Classes about Mother and child care, nutrition, sanitation, and adolescence class)**

It can be observed from the table that an increase in the number of activities of trained Panchayats. Screening through PHCs and other related initiatives under NHM reported having conducted, in the post-CFLG training year of 2016-17 in comparison with the year pre CFLG year of 2015-16. The table on initiatives undertaken by the Panchayats show that among 8 type activities taken up by the Panchayats as the part of RBSK activities 6 of them showing a slight improvement After the CFLG while compare with that of pre initiative by ICDS, Anganwadi classes, Health department classes, Gramasabha classes, initiatives by LSGIs, Screening through schools are the components which have shown improvements at the same time two activities v/s screening through PHC and initiative by NHS has shown increase in the first year of CFLG and further declined in second year of CFLG. In the case of control Panchayats, there is no significant change in the activities initiated by them in the pre and post CFLG. It is also noteworthy that initiatives such as classes in Gramasabha, own initiatives (add it in all other) by LSGIs,

screening through schools are absent in the control Panchayats. This shows that child-friendly initiative has influenced the CFLG Panchayats to initiate the above-mentioned activities. In the case of municipalities there is no significant change in pre and post CFLG inn the activities undertaken by It is pertinent to note that classes in Gramasabha, own initiatives of LSGs are missing here, this indicates that CFLG initiative could not make many changes in the case of urban locations while comparing with their rural counter parts. The inferences from the data indicate that the contribution of RBSK, NHM, PHC are significant factors in the achievements under RBSK, the same time own initiatives by the LSGIs are not significant in nature.

**3.3) ACTIVITIES ADDRESSING MALNUTRITION BY LSGIs**

Malnutrition is a term used to refer to any condition in which the body does not receive enough nutrients for proper function. To address the issue of malnutrition various strategies are adopted. The study assesses initiatives of LSGIs to address malnutrition by examining the status of Nutrition supplementation under the ICDS, Screening in Anganwadis, Activities under Health department, Nutrition for pregnant ladies, classes at PHC, and Own initiatives of LSG.

PANCHAYAT						
Activities undertaken	2015-16		2016-17		2017-18	
	Number of panchayats Initiated	Number of panchayats not initiated	Number of panchayats Initiated	Number of panchayats not initiated	Number of panchayats Initiated	Number of panchayats not initiated
Nutrition supplementation under the ICDS	30	0	30	0	30	0
Screening in anganwadis	28	2	29	1	30	0
Activities under Health dept.	18	12	21	9	21	9
Nutrition for pregnant ladies	30	0	30	0	30	0
classes at PHC	07	23	11	19	12	18
Own initiatives of LSG	0	30	0	30	0	30

CONTROL PANCHAYAT						
	2015-2016		2016-2017		2017-2018	
Activities undertaken	"Number of Panchayats Initiated"	Number of Panchayat not initiated	"Number of panchayats Initiated"	Number of Panchayat not initiated	"Number of panchayats Initiated"	Number of Panchayat not initiated
Nutrition supplementation under the ICDS	3	0	3	0	3	0
Screening in anganwadis	3	0	3	0	3	0
Activities under Health dept.	3	0	3	0	3	0
Nutrition for pregnant ladies	3	0	3	0	3	0
classes at PHC	0	3	0	3	0	3
Own initiatives of LSG	0	3	0	3	0	3

*Table-3.9 (Source: Primary data)*

*Note:* The table shows that the number of Panchayat taken initiatives to addressing malnutrition.

MUNICIPALITY						
	2015-2016		2016-2017		2017-2018	
Activities undertaken	Number of Municipality initiated	Number of Municipality Not initiated	Number of Municipality initiated	Number of Municipality Not initiated	Number of Municipality initiated	Number of Municipality Not initiated
Nutrition supplementation under the ICDS	2	0	2	0	2	0
Screening in anganwadis	2	0	2	0	2	0
Activities under Health dept.	2	0	2	0	2	0
Nutrition for pregnant ladies	2	0	2	0	2	0
Classes at PHC	1	1	1	1	1	1
Own initiatives of LSG	0	2	0	2	1	1

  

CONTROL MUNICIPALITY			
	2015-2016	2016-2017	2017-2018
Activities undertaken	Municipality initiated	Municipality initiated	Municipality initiated
Nutrition supplementation under the ICDS	Yes	Yes	Yes
Screening in anganwadis	Yes	Yes	Yes
Activities under Health dept.	Yes	Yes	Yes
Nutrition food for pregnant ladies	Yes	Yes	Yes
Classes at PHC	Yes	Yes	Yes
Own initiatives of LSG	No	No	No

*Table-3.10 (Source: Primary data)*

*Note:* The table indicate that the initiatives onto addressing malnutrition.

The initiatives to address the issue of malnutrition among under 5 children, majority constitute activities have undertaken supplementary program under ICDS program and they have been taking place in all the 30 Panchayats there is no difference between CFLG and control, in this case, changes in pre and post scenario also observed. While going through the allocation of the Panchayats for the children a good amount of that is allocated or supplementary nutrition programme through Anganwadis as mentioned above. As mentioned earlier after PPC LSGIs proposed to earmark a mandatory provision of supplement nutrition through. Hence this intervention can't be attributed as the result of CFLG.

The table below shows the allocation of funds for supplementary nutrition in the pre and post CFLG.

Fund allocation by a Panchayats (Chengottukavu Panchayat) under study for supplementary nutrition			
Year	2015-2016	2016-2017	2017-2018
Fund for nutrition	2300000	2400000	4034260

*Table-3.11 (Source: Primary data)*

Table 3.11 shows the Panchayat has allocated huge amount of money for supplementary nutrition even before the CFLG.

Data shows that a huge amount of fund has been allocated for supplementary nutrition in every year by LSGIs in Kerala. This may be included in the 5% mandatory allocation of LSGIs for children and old age. This might be acting as in per dimension restricting the additional allocation of LSGIs towards CFLG. Hence an arrangement to exclude the supplementary nutrition programme from the mandatory 5% allocation for women and children may be a way out to provide more freedom to the LSGIs. However, the mandatory provision for supplementary nutrition should continue at the same level. And additional allocation from the state fund can be given for this. It is noteworthy that the increasing number of mandatory allocations for the centrally instructed programme from the state and central government.

Table no.3.9 Show those other initiatives to address the malnutrition such as screening and monitory of health department, and classes by PHC are showing an increasing trend while one compares the initiatives of Panchayats during pre and post CFLG at the same time it is noteworthy that own initiatives by LSGIs apart from the initiatives of other agencies is missing. On examining the case of control Panchayats they could initiate all other activities mentioned in the CFLG Panchayat except classes on nutrition by PHC hence it could arrive into a conclusion that classes on nutrition on PHC may be the exceptional initiative which can be mentioned in CFLG Panchayats. In the case of municipalities, there is no considerable difference is seen in all these indicators in the pre and post period of CFLG. The data of Panchayats and municipalities unanimously highlight the absence of own initiatives of LSGIs in addressing nutrition.

As mentioned above mandatory allocation for supplementary nutrition may be one reason for the dearth of other initiatives by the LSGIs. This also gives an indication that addresses the issue of nutrition and mapping the status of nutrition of children were not seriously taken up by the LSGIs under CFLG except the routine initiatives happening through Anganwadis discussion on this lacuna is also reflected in the lethargy of preparing disaggregated data of children at the panchayat level. Panchayats could not make disaggregated data of children from a comprehensive perspective [see discussion on chapter 4, table 4.3 and 4.4].

### 3.4) INITIATIVES TO FACILITATE VACCINATION

Immunization is the process whereby a person is made immune or resistant to an infectious disease, typically by the administration of a vaccine. Vaccines stimulate the body's own immune system to protect the person against subsequent infection or disease. (WHO | Immunization n.d.) Vaccination against various diseases is an important tool for ensuring immunisation and survival.

Vaccination status India and Kerala			
Vaccination	BCG	Measles	All vaccination
All India	84.4	67.2	51.2
Kerala	100	88.4	79.7

*Table-3.12 (Source: Secondary data)*  
 Planning Commission, Evaluation Report on Integrated Child Development Services (ICDS) released in March 2011

By analysing table number 3.10, it is clear that Kerala shows better performance in comparison with the Indian average, the state has to improve to achieve absolute vaccination. So ensuring vaccination is a goal of CFLG pro-

gramme. Initiatives for improving vaccination includes ASHA house visit, PHC outreach work, Monitoring by Anganwadi teachers, Monitoring by Anganwadi teachers, Tribal medical camp etc.

PANCHAYAT						
Activities undertaken	2015-2016		2016-2017		2017-2018	
	Number of panchayats Conducted	Number of panchayats Not conducted	Number of panchayats Conducted	Number of panchayats Not conducted	Number of panchayats Conducted	Number of panchayats Not conducted
Campaigns	25	5	27	3	30	0
ASHA house visit	29	1	30	0	30	0
PHC outreach work	20	10	22	8	24	6
Monitoring by Anganwadi teachers	30	0	30	0	29	1
Tribal medical camp	4	26	3	27	4	26
CONTROL PANCHAYAT						
Activities undertaken	Number of panchayats Conducted	Number of panchayats Not conducted	Number of panchayats Conducted	Number of panchayats Not conducted	Number of panchayats Conducted	Number of panchayats Not conducted
ASHA house visit	3	0	3	0	3	0
PHC outreach work	3	0	3	0	3	0
Monitoring by Anganwadi teachers	3	0	3	0	3	0
Tribal medical camp	0	3	0	3	0	3

*Table-3.13 (Source: Primary data)*

*Note:* The table indicates that the number of panchayats is taken initiatives to eradicate vaccination.

MUNICIPALITY						
	2015-2016		2016-2017		2017-2018	
Activities undertaken	Number of Municipalities Conducted	Number of Municipalities Not conducted	Number of Municipalities Conducted	Number of Municipalities Not conducted	Number of Municipalities Conducted	Number of Municipalities Not conducted
Campaigns	2	0	2	0	2	0
ASHA house visit	2	0	2	0	2	0
PHC outreach work	2	0	2	0	2	0
Monitoring by Anganwadi teachers	2	0	2	0	2	0
Tribal medical camp	0	2	0	2	0	2
CONTROL MUNICIPALITY						
Activities undertaken	Municipality Conducted	Municipality Conducted	Municipality Conducted	Municipality Conducted	Municipality Conducted	Municipality Conducted
Campaigns	Yes	Yes	Yes	Yes	Yes	Yes
ASHA house visit	Yes	Yes	Yes	Yes	Yes	Yes
PHC outreach work	No	No	No	No	No	No
Monitoring by Anganwadi teachers	Yes	Yes	Yes	Yes	Yes	Yes
Tribal medical camp	No	No	No	No	No	No

Table-3.14 (Source: Primary data)

Data from the table (3.13 and 3.14) shows the initiatives of improving vaccination has slightly enhanced in panchayats. At the same time, there is no considerable change in municipalities during pre and post CFLG. However, data from control panchayats and municipalities also show that almost all the initiatives taken by the CFLG panchayats were also visible in the control panchayats and municipalities who have not received CFLG training. Along with the quantitative data available from the checklist qualitative data examined out of FGDs and interviews also ratify the observation that the health department has a comparatively system for good immunization coverage. But the panchayats hold only the role of a monitor.

A health official from Kadukutti Gramapanchayats responded that:

“Even the migrant children also covered under the immunization network of the health department.”

It is noticeable that ASHA workers, Kudumbashree groups Anganwadi who are affiliated to panchayats as taking a key role in making the vaccination campaign a successful initiative. Hence, it could be observed that the CFLG

training could make only a slight improvement in the case of initiatives taken by the health department and ICDS system under the social justice department. The CFLG initiatives in panchayats might have contributed in triggering the department initiatives for vaccination but the feedback from the control panchayats show that there is no uniqueness in the activities of CFLG panchayats while comparing them with of control panchayats.

Even though the overall trend of immunization is positive in panchayats and municipalities, there are some counter factors recently emerging in some panchayats particularly in Malappuram district. Campaigns against vaccination from religious groups and some naturopathy groups and anti-science movements have created a trend against vaccination among certain communities and groups. The role of LSGIs is getting more relevant in such challenging areas.

One health official about the vaccination programme;

“Vaccination programme is being conducted properly. With the help of ASHA workers, we have been able to reach out to the unim-

munized children, provide vaccination to them and also to properly provide iron-folic acid tablets to pregnant women. “(JPHN: Kadukutti; 11-03-2019-3-5p.m).

Other official told about immunization. “We don’t have unimmunized children in this panchayat. Migrant children had been given polio last Sunday. The mechanism is there to track each and every child. There should be more campaigns regarding preventive health and nutrition of children. There are classes being conducted in Anganwadis, but only fewer children are attending them. Mainly awareness should reach parents. The health department should work with more enthusiasm. “(H.I; Nenmanikara -19-03-19-11-12. 30p.m).

Kerala’s status as a state with one of the best health infrastructures in the country may have had a positive bearing on the acceptable standard of child survival despite the lack of novel initiatives. Looking at future prospects in this direction, and given its past achievements, it can be said that Kerala has a first mover advantage in terms of formulating new programmes for child survival. The ambit of survival can be expanded to include flourishing in formulating new programmes in this domain. Future extensions of CFLG framework may take this idea into consideration.

## SUMMARY

The analysis of fund allocation pattern during pre- and post-CFLG training periods shows that only below 10% of funds have been allocated and spent in the domain of survival. Majority of the programs under the domain are routine programs and quantum of fund allocation does not show any significant change. Apart from strengthening the existing policies of health department, social justice department, and ICDS programmes, any novel programmes are not initiated by LSGIs for addressing issues such as possible sex selective abortion. The health status of children is being assessed through the Rashtriya Bal Swasthya Karyakram (RBSK) programme by different public institutions. It has also been shown that RBSK activities are having an increasing trend in rural local bodies in comparison with the urban local bodies. A large amount of fund is allocated for supplementary nutrition every year by LSGIs in Kerala. But a mapping of the status of nutrition of children is not seriously taken up by the LSGIs. Though there are some exceptions in Malappuram and Kozhikode districts on immunization status, most of the LSGIs are positive and have about 100% coverage. But all the LSGIs are trying for the improvement of immunization status through better governing systems.



## CHAPTER - IV

# CHILD DEVELOPMENT

Child development is a concept lying under child rights as per UNCRC. As have been discussed earlier the LSGIs in Kerala have done some investments to undertake the issues of children through their development planning. Mandatory allocation was restricted only to the supplementary nutrition programme. This limitation was also waved off after the introduction of guidelines for 5% mandatory allocation. This has provided a golden opportunity for the LSGIs to invest more money for the development of children.

The indicators instructed by the UNICEF under the head of child development

are Early childcare, Universal early childhood care, Healthy and child-friendly school and pre-schools, Education for all up to 18 years, Nutrition status and fitness of children. Activities measured under the domain are development of a comprehensive child data, creation of Barrier-free environment, quality of Anganwadi buildings, development of SC and ST children's education, development of Anganwadis, schools and public spaces by LSGIs.

In this context, an analysis about the allocation and utilization of funds for child development activities is highly relevant the following table is an attempt in this direction.

### YEAR WISE ALLOCATION AND UTILISATION OF FUND FOR CHILD DEVELOPMENT BY THE LSGIs

PANCHAYATS						
Percentage interval	2015-2016		2016-2017		2017-2018	
	Number of panchayat allocated	Number of panchayat utilised	Number of panchayat allocated	Number of panchayat utilised	Number of panchayat allocated	Number of panchayat utilised
0-9.99	0	4	1	1	0	2
10-19.99	0	2	0	1	1	0
20-29.99	0	3	0	2	0	2
30-39.99	1	2	0	4	1	3
40-49.99	1	0	1	4	1	5
50-59.99	0	4	3	3	1	5
60-69.99	1	4	0	5	2	4
70-79.99	2	4	3	6	4	3
80-89.99	11	4	9	2	6	3
90-99.99	13	3	10	2	10	3

CONTROL PANCHAYAT						
	2015-2016		2016-2017		2017-2018	
Percentage interval	Number of panchayat allocated	Number of panchayat utilised	Number of panchayat allocated	Number of panchayat utilised	Number of panchayat allocated	Number of panchayat utilised
0-9.99	0	1	0	0	0	0
10-19.99	0	1	0	2	0	0
20-29.99	1	1	0	0	0	1
30-39.99	0	0	0	0	1	0
40-49.99	1	0	1	0	0	1
50-59.99	1	0	0	1	0	1
60-69.99	0	0	0	0	1	0
70-79.99	0	0	0	0	0	0
80-89.99	0	0	2	0	1	0

*Table-4.1 (Source: Primary data)*

MUNICIPALITY					
2015-16		2016-17		2017-18	
Municipalities allocation Percentage	Municipalities utilisation Percentage	Municipalities allocation Percentage	Municipalities utilisation Percentage	Municipalities allocation Percentage	Municipalities utilisation Percentage
100.00%	33.74%	98.00%	35.58%	92.76%	33.51%
99.27%	94.87%	100.00%	66.96%	99.52%	45.49%

  

2015-16		2016-17		2017-18	
Municipality allocation Percentage	Municipality utilisation Percentage	Municipality allocation Percentage	Municipality utilisation Percentage	Municipality allocation Percentage	Municipality utilisation Percentage
100.00%	28.33%	100.00%	81.90%	100.00%	90.39%

*Table-4.2 (Source: Primary data)*

Data from the plan documents of the LSGIs shows that development is the single largest item they have allocated and utilized under CFLG. However, the above table shows that there is a significant improvement in allocation and expenditure of LSGIs for child development initiatives after CFLG. At the same time the increasing trend of allocation does not seem to be supplemented by increasing utilization of funds. There is a significant mismatch between the allocation of funds and the utilization of funds. In the case of Panchayats in the pre CFLG year 15-16 number of Panchayats who have allocated funds for the child development under their total child budget below 50% was only 2 and the number of panchayats who have earmarked the fund amount in the 50-80% was 3, the Panchayats who have allocated funds 80-90 was 11,

the panchayats who have allocated funds in the percentage intervals 90 and above was 14. The allocation for the year 2016-17 was 2, 6, 9 and 13 respectively. The allocation in 17-18 of the same panchayats in the same percentage intervals was 3,7,6 and 14. This data shows that the number of panchayats who have earmarked funds for child development has allocated above 50% under CFLG has increased from 15-18 has increased gradually. For instance, the number of panchayats who have allocated more than 90% was 14 in 15-16; it was 13 in 16-17 which increased as again as 14 in 17-18.

At the same time, the allocation of the number of panchayats who are lying in the interval of 80-90 is showing a gradual decline. In 2015-16 this number was 11 which reduced to 9 in 2016-17 and further reduced to 6 in 2017-

2018. This indicates though there is a gradual increase in allocation after CFLG majority of them lying in 50-80. That increase is shown in the percentage intervals is shown 50-80. In the case of control panchayats the number of panchayats who have allocated below 50 was also decreasing it was 2 in 2015-16, reduced to 1 in 2016-17 and the same was in 2017-18. This shows that the control panchayats have also shown some improvement in allocation.

The allocation of control municipality is remaining same (100) for CD during the last 3 years. Hence, we could reach into a conclusion that there is a significant improvement in the allocation of panchayats from pre-post CFLG period. While there is no such trend is visible in the case of urban local body. KILA training and the knowledge disseminated that might have made a positive environment for increasing allotment for child development. At the same time till there is a gap which needs to be addressed in the urban local body.

As against the trend of increasing allocation fund utilization by the panchayats under the domain of child development has shown a gradual trend on declining. For instance, the number of panchayats who could spend only below 50% of allocation was 9 in 2015-16 which has increased 12 in 2016-17 and again 12 in the year 2017-2018. In the case of a number of panchayats who were lying in the percentage interval of 50-80 utilization it was 12 in 2015-16 which has shown a slight improvement in 2016-17(14) and again reduced in as 12 in 17-18.

The number of panchayats who have spent money between the percentages of 80-100 also showing a gradual declining trend in 2015-16 it was 7, which was reduced to 4 in 2016-17 which has shown a slight improvement in 2017-18(6) but in general, it was shown declined in the post CFLG training. In the case of control panchayats it is shown that below 50% of utilization has declined in 2015-16 this is a positive trend of fund utilization. As a reflection of this, the number of panchayats who have shown spending more than 15 % is also increasing. In the case of the expenditure pattern of municipalities are showing a declining trend while the trend of control municipality showing a significant improvement. In actual the data on allocation and

expenditure of the rural local government shows a higher level of mismatch between allocation and expenditure notwithstanding the improving trend of allocation utilization pattern has shown a gradual declining trend. This has made an improvement in allocation to become meaningless. The lethargy of panchayats in spending the allocated money particularly in child development may be a reflection of their insensitivity towards the issue of children. Absence of poor social audit mechanism from the participatory forums of children may be the other pertinent reason for this trend. This underscores the relevance of active participatory citizenship of children under the local government participatory forum such as children's Gramasabha panchayats could have been acted as forums of social audit or vigilance mechanism to monitor the implementation of child-friendly initiatives. Data on child participation in CFLG panchayat which is discussed in chapter 6 (see chapter 6) indicate that participatory forums are either inactive or restricted to a one-time event. This has a larger implication in the utilization of funds for child development.

#### **4.1) DISAGGREGATED DATA DIRECTORY PREPARATION OF CHILDREN BY LSGIs**

Accurate Data from a core set of indicators is relevant for developing child development plans in local self-government institutions. The UNICEF KILA initiative for child-friendly local governance as mentioned as disaggregated comprehensive data set at the local government level as a prerequisite for developing comprehensive child development plan at LSG level. Disaggregated data on children on the dictators such as age, sex, education, health status, nutrition, socio-economic condition, nature of disability and data on deprived social groups were proposed to prepare at the inception level of the project in all the LSGIs. It is not worthy that a meaningful child development plan cannot be developed without the support of a proper database. Hence it is pertinent to examine the initiatives taken by the LSGIs to prepare disaggregated data base at the local level. The following table is an attempt in this direction.

PANCHAYAT						
	2015-2016		2016-2017		2017-2018	
ACTIVITIES UNDERTAKEN	Number of Panchayat Prepared	Number of Panchayat Not prepared	Number of Panchayat Prepared	Number of Panchayat Not prepared	Number of Panchayat Prepared	Number of Panchayat Not prepared
ICDS SURVEY REPORT	30	0	30	0	29	1
STATUS REPORT	NA	NA	7	23	14	16
DATA COLLECTION BY KILA FORMAT	4	26	13	17	6	24
DATA DIRECTORY BY LSG	0	30	3	27	4	26
CONTROL PANCHAYAT						
ACTIVITIES UNDERTAKEN	Number of Panchayat Prepared	Number of Panchayat Not prepared	Number of Panchayat Prepared	Number of Panchayat Not prepared	Number of Panchayat Prepared	Number of Panchayat Not prepared
STATUS REPORT	NA	NA	2	1	2	1
DATA COLLECTION BY KILA FORMAT	NA	NA	0	3	0	3
DATA DIRECTORY BY LSG	NA	NA	0	3	0	3

*Table-4.3 (Source: Primary data)*

*Note:* The table indicates that the number of panchayats taken initiatives for collecting and prepare Disaggregated data of children.

MUNICIPALITY						
	2015-2016		2016-2017		2017-2018	
ACTIVITIES UNDER TAKEN	Number of Municipalities prepared	Number of Municipalities not prepared	Number of Municipalities prepared	Number of Municipalities not prepared	Number of Municipalities prepared	Number of Municipalities not prepared
1) ICDS SURVEY REPORT	2	0	2	0	2	0
2) STATUS REPORT	1	1	1	1	2	0
DATA COLLECTION BY KILA FORMAT	0	2	1	1	1	1
DATA DIRECTORY BY LSG	1	1	1	1	1	1
CONTROL MUNICIPALITY						
	2015-2016		2016-2017		2017-2018	
ACTIVITIES UNDERTAKEN	Municipality Prepared		Municipality Prepared		Municipality Prepared	
ICDS SURVEY REPORT	Yes		Yes		Yes	
STATUS REPORT	No		No		No	
DATA COLLECTION BY KILA FORMAT	No		No		No	
DATA DIRECTORY BY LSG	No		No		No	

*Table-4.4 (Source: Primary data)*

It can be found that 100% of the trained panchayats have been collecting data on children through the annual ICDS survey conducted by Anganwadis. The same Trend is seen in the case of municipalities. All the control panchayats and municipalities also did this. As ICDS survey is a routine process there are no differences in the pre and post period of CFLG training. Hence the implication of CFLG training on ICDS data collection is not relevant. Apart from the details collected from the ICDS survey KILA has made a format for panchayats for collecting data of children during CFLG training. This was considered as a stepping stone for preparing comprehensive data directory on children. The inferences from the table show that majority of the panchayats have not prepared disaggregated data in KILA format. Only 19 panchayats out of 30 have prepared this data from 2016-2018. In the case of municipalities 1 out of 2 prepared data on KILA format it is noticeable that majority of LSGIs couldn't data on children which is prerequisite for preparing CCDP, status report, data directory on children. The data on the status report shows that 21 out of 30 have prepared a status report in 2 years. It is noteworthy that only 19 panchayats have prepared data on KILA format. Hence it can be noted that 2 panchayats out of 21 have prepared status report only based on the data through ICDS.

It is also important to note that 9 panchayats of 30 could not prepare any data on children which was a basic prerequisite for CCDP. In the case of the municipality, the situation is comparatively better. 2 municipalities studied could prepare their status report. They have also collected data in KILA format hence the performance of urban LSGIs in preparation of status report seems to be systematic in nature. Disaggregat-

ed data directory on children was the expected output of comprehensive data collection at LSG level but the data on panchayats in this regard is showing a pessimistic picture only 7 out of 30 panchayats (73%) could prepare Comprehensive data decoy while one municipality could prepare the same. It is also pertinent to note that, 14 panchayats who have prepared status report could not reach into the target disaggregated data on children. Absence of disaggregated data on majority panchayats has created hurdles in evidence-based planning majority of the panchayats has shown ICDS data as a comprehensive database. Which is not actually a comprehensive database as mentioned by KILA training in practice LSGIs particularly panchayats has taken a casual approach towards the planning process. The reluctance of panchayats in preparing evidence-based planning general might have been reflected here as well. This casual report has a negative impact on the quality of the project prepared by local bodies in the domains of child survival, development, protection, and participation. The dearth of the proper database might have forced the panchayats to relay on general impressionistic opinions while preparing plans which in turn might have contributed to the absence of innovative plans in these domains.

#### 4.2 NUMBER OF PANCHAYATS HAVING OWN BUILDING FOR ANGANWADIS

Anganwadi is an institution under the LSGIs which enhance the physical, mental and social ability of children under the age of 3-5. It is the target of CFLG programme to enhance all Anganwadis as child friendly for that it is necessary to increase the quality of Anganwadis through its modernising infrastructure, make it as a multiple recourse centre where clubs for ad-



Anganwadi in Cheruvathur Grama Panchayat

olescent children library and other services are available. In Kerala Anganwadis are working as a service provider in rural areas supplementary food for children and adolescent girls, monitoring of pregnant ladies and lactating mothers are working under Anganwadis. Permanent and quality building are essential in providing such

dis. In 2016-17 the status is continued. But 2017-18 the number of panchayats which has own building for Anganwadis has decreased as one. It shows an improvement in Anganwadi building. The data shows in the period of 2015-16 the panchayats have own buildings for Anganwadis in the interval of 40-60% is 5. In 20156-17 there

NUMBER OF PANCHAYATS WITH OWN BUILDING			
Percentage intervals	2015-2016	2016-2017	2017-2018
0-19.9	0	0	0
20-39.9	2	2	1
40-59.9	5	5	6
60-79.9	5	5	5
80-99.9	18	18	18
CONTROL PANCHAYATS			
0-19.9	0	0	0
20-39.9	0	0	0
40-59.9	1	1	1
60-79.9	0	0	0
80-99.9	2	2	2

*Table-4.5 (Source: Primary data)*

**NOTE:** This table indicates that the number of panchayats

services. The table below shows the number of own building for Anganwadis under each panchayath.

Anganwadi institutions in Kerala are already well established through the developmental experience of Kerala. The data shows about 60% of panchayats have already achieved own building for Panchayats. The table shows that Out of the total 30 trained panchayats, 18 panchayats (60%) has about 80-100 % own building for Anganwadis. Data on municipality shows that below 65 % of municipality have own Anganwadi building when compared to the trend of panchayats. The same trend continued in control panchayats. In control panchayats 2 out of three panchayats have 80-100% own building for Anganwadis. But one control panchayat have completed only below 60% of own building for Anganwadis. When compared to the data of municipality, control municipality demonstrated a high difference in the status of Anganwadi building. The control municipality has close to 90% of own building. The CFLG municipalities have fared worse than control municipality in providing own buildings to Anganwadis.

In 2015-16, 2 panchayats showed below 40% completion of own building for Anganwa-

is no change in own building for Anganwadis in the interval of 40-60%. But in 2017-18 a slight improvement has seen. It increased from 5 to 6. There is no change occurred in pre and post period of CFLG training, in 2015-16 the data shows that 23 panchayats have above 60% Anganwadis have own building. There is no change occurred in 2016-17 and 2017-18. In municipalities there is no significant difference in Anganwadi own building on the pre and post period of CFLG training. But in 2017-18 there is slight improvement in only one municipality. It has improved from 60.5% to 63.15%. In control panchayats there is no difference in the status of Anganwadi own building pre and post period. In control municipality 2015-16 have 92.85% own building for Anganwadi, it decreased to 89.85% in 2016-17. And then a slight improvement showed in 2017-18 that increased up to 90.62%.

#### 4.3) INITIATIVES FOR BARRIER FREE ENVIRONMENT IN PUBLIC SPACES

Barrier free environment is one which enables people with disabilities to move safely and freely and use all facilities within the government. Institutions like schools, hospitals and other institutions coming under the LSGI were

PERCENTAGE OF ANGANWADIS IN THEIR OWN BUILDINGS			
MUNICIPALITY	2015-2016	2016-2017	2017-2018
34	57%	57%	57%
35	60.5	60.5	63.15%
CONTROL MUNICIPALITY	92.85%	89.85%	90.62%

expected to make barrier free environment. These facilities help them to involve in public spaces with more freedom. The following table gives a picture about the barrier free initiative by the LSGIs.



*Cradle at Pulamanthole Grama Panchayat office*

PANCHAYAT						
	2015-2016		2016-2017		2017-2018	
BARRIER FREE INDICATORS	Number of Panchayat Initiated	Number of Panchayat Not initiate	Number of Panchayat Initiated	Number of Panchayat Not initiate	Number of Panchayat Initiated	Number of Panchayat Not initiate
Toilets	10	20	14	16	16	14
Chairs	8	22	12	18	13	17
Ramp in schools	12	18	16	14	19	11
Feeding corner	4	26	5	25	12	18
Cradle	2	28	3	27	4	26
Lift	0	30	2	28	2	28
Drinking water	21	9	23	7	22	8
Wheel chair	5	25	7	23	10	20
CONTROL PANCHAYAT						
BARRIER FREE INDICATORS	Number of Panchayat Initiated	Number of Panchayat Not initiate	Number of Panchayat Initiated	Number of Panchayat Not initiate	Number of Panchayat Initiated	Number of Panchayat Not initiate
Toilets	1	2	1	2	1	2
Chairs	1	2	2	1	2	1
Ramp in schools	2	1	2	1	3	0
Feeding corner	1	2	1	2	1	2
Cradle	0	3	0	3	0	3
Lift	0	3	0	3	0	3
Drinking water	3	0	3	0	3	0
Wheel chair	1	2	1	2	1	2

*Table-4.7 (Source: Primary data)*

MUNICIPALITY						
BARRIER FREE INDICATORS	Number of Municipality Take Initiation	Number of Municipality Not Take Initiation	Number of Municipality Take Initiation	Number of Municipality Not Take Initiation	Number of Municipality Take Initiation	Number of Municipality Not Take Initiation
Toilets	1	1	1	1	2	0
Chairs	1	1	1	1	2	0
Ramp in schools	0	2	2	0	2	0
Feeding corner	0	2	0	2	1	1
Cradle	0	2	0	2	0	2
Lift	0	2	0	2	0	2
Drinking water	2	0	2	0	2	0
Wheel chair	0	2	1	1	2	0

CONTROL MUNICIPALITY			
BARRIER FREE INDICATORS	Municipality Take Initiation	Municipality Take Initiation	Municipality Take Initiation
Chairs	Yes	Yes	Yes
Ramp			
In schools	Yes	Yes	Yes
Feeding corner	Yes	Yes	Yes
Cradle	No	No	No
Lift	No	No	No
Drinking water	Yes	Yes	Yes
Wheel chair	Yes	Yes	Yes

*Table-4.8 (Source: Primary data)*

Barrier free environment enables accessibility of services to children. The data shows LSGIs are done initiatives for creating barrier free environment. Construction and enabling of Toilets, Chairs, Ramp In schools, feeding corner, Cradle, Lift, Drinking Water and wheel chair are the indicators used to assess the availability of barrier free environment.

The number of initiatives has increased By the LSGIs has gradually increased during the period 2015-2018. While comparing the trained panchayat with the initiatives of the control panchayat with the trained panchayat their performance is quite low. Municipalities are also in the same trend over the years in the case of improvement in barrier free initiative.

While comparing the pre and post CFLG period creation of barrier free environment has shown a significant advancement particularly in

constructing Toilets, ramps in schools and fixing of chairs in schools and establishing feeding corner and arranging drinking water. The number of panchayats have initiated barrier free toilets was 10 in 2015-2016 which has increased 14 in 2016-2017 to 16 in 2017-2018. The number of Panchayats arranged chairs for the visitor was 8 in 2015-16, which increase 12 in 2016-17 and 13 in 2017-18. The same trend was seen in ramps in primary schools, The number of panchayats have which has constructed ramps in schools was 12 in 2015-16 which has further increased 16, and again increased 19 in 2017-18.

The panchayats have taken more initiatives to provide drinking water to the visitors. In 2015-16 the 21 panchayat has provided this facility which has increased to 23 this indicates that the panchayats has given more interest to given drinking water even before CFLG. Ini-



tiatives such as cradle, lift in buildings, wheelchair were rarely initiated in LSGIs but there is a slight increase in introducing these elements while comparing with the pre CFLG period. The number of panchayats initiated; lift was zero in 2015-16 which continued unaltered in coming two years. In the case of wheelchair, the number of panchayats initiated was 5 in 2015-16 which increased to 7 and 10 in respectively. The number of panchayats arranged cradle for babies has shown only slight increased 2 in first to 4 and in final year. This information show that the performance of CFLG panchayats in creating barrier free environment in some specific aspects while they failed in other aspects. They have addressed the primary needs such as barrier free toilets, ramps, drinking water, primary and universal needs of differently abled children while they could not address the secondary needs such as lifts and cradle at the same time they neglected a very important need of differently abled children with moving disabilities that is wheelchair, this shown CFLG has to focus creation of more sensitivity towards creation of barrier free environment in local bodies. Control panchayat has shown comparatively low performance in the creation of barrier free environment in the local bodies. Cradle and lift have not built at any municipality in the period 2015 to 2018. Other facilities are in an increasing trend comparing the pre and post training period. In The case of construction of toilets, the number of municipalities initiated in pre CFLG period was only one 2015-2016 and chair which has increased in 2 as 2017-18. In the case of drinking water both of the municipalities have taken initiatives even before CFLG. Only one could establish feeding corner that is also in final year (2017-18). In control municipality also cradle and lift are not built in these years but other facilities were built in a slow pace in these municipalities. Building of Barrier free environment shows an increasing while comparing the pre and post period of training in the municipalities. Trained local bodies shows better performance than the untrained LSGIs. Creating barrier free environment is a prominent factor in establishing child friendly atmosphere. According to the vision perceived through training, many of the trained panchayat took initiatives for establishing a barrier free

environment in public spaces while the control and panchayats and municipalities were inactive in this direction. This indicates that CFLG training has made a good impact of creation of barrier free environment. The qualitative data from FGDs and Interviews also ratify this observation. An elected representative from Mulanthuruthy panchayat of Ernakulam district of responded.

While taking about the barrier free facilities we have constructed ramps and differently abled toilet in panchayat office and other institutions under panchayats.

“To talk about the barrier free facilities, we have constructed ramps and differently abled friendly toilets in panchayat office and other public offices under it. Besides in some of the government offices feeding rooms also have been built. We mostly keep the programme of children at the auditorium in the top floor of panchayat office. If there are any differently abled children among the kids coming to participate in these programmes, we have constructed lift in the office to help them reach the auditorium.” (President, Mulanthuruthy, 19/3/2019, 11- 12.30 PM).

An official from Pulamanthole panchayat responded about the barrier free facilities as follows:

“Pulamanthole is a public friendly panchayat. Since the panchayat office has been shifted into the new building, we have had cradle and feeding room facilities for children. Similarly, we also have wheel chair facility for the differently abled.” (Plan clerk, Pulamanthole, 17/4/2019, 12- 1PM).

Panchayats such as Kumarakom and Ramapuram took initiatives in child safety and care by providing clean and safe drinking water as a part of CFLG activities. Kumarakom is a panchayat which suffers from the scarcity of clean water. To overcome this and to prevent water borne diseases among children the Panchayat installed RO plants

#### 4.4) EDUCATIONAL INITIATIVES ESPECIALLY FOR ST STUDENTS BY LSGIs

Scheduled tribes are marginalized community in Kerala. They face various socio-economic deprivation and barriers in development. Though education is free for children up to 14 years, study materials and infrastructure for children is still expensive. LSGIs in Kerala have tribal sub plan for the development of tribal community hence under which they can initiate the activities for the children.

The following table shows the initiatives of the panchayats taken for the tribal children.

Total ST populated panchayats under study is 5  
otal ST population control panchayats under study is 1.

PANCHAYAT						
INITIATIVES	2015-2016		2016-2017		2017-2018	
	No of Panchayats Conducted	No of Panchayats Not Conducted	No of Panchayats Conducted	No of Panchayats Not Conducted	No of Panchayats Conducted	No of Panchayats Not Conducted
Scholarship for Higher Studies.	0	5	1	4	1	4
Laptop Distribution.	0	5	0	3	1	4
Study table for Students.	2	3	3	2	3	2
Study room for Students.	1	4	3	2	2	3
Study material for Students.	3	2	2	3	3	2
Career guidance	0	5	0	5	1	4

CONTROL PANCHAYAT						
INITIATIVES	2015-2016		2016-2017		2017-2018	
	No of Panchayats Conducted	No of Panchayats Not Conducted	No of Panchayats Conducted	No of Panchayats Not Conducted	No of Panchayats Conducted	No of Panchayats Not Conducted
Scholarship for Higher Studies.	0	3	0	3	0	3
Laptop Distribution.	1	2	0	3	0	3
Study table for Students.	0	3	1	2	1	2
Study room for Students.	0	3	0	3	1	2
Study material for Students.	0	3	1	2	1	2
Career guidance	0	3	1	2	1	2

Table-4.9 (Source: Primary data)

MUNICIPALITY						
	2015-2016		2016-2017		2017-2018	
INITIATIVES	Number of Municipality Conducted	Number of Municipality not conducted	Number of Municipality Conducted	Number of Municipality not Conducted	Number of Municipality Conducted	Number of Municipality not Conducted
Scholarship for Higher Studies.	0	2	0	2	0	2
Laptop Distribution.	0	2	0	2	0	2
Study table for Students.	0	2	0	2	0	2
Study room for Students.	0	2	0	2	0	2
Study material for Students.	0	2	0	2	0	2
Career guidance	0	2	0	2	0	2

  

CONTROL MUNICIPALITY			
	2015-2016	2016-2017	2017-2018
INITIATIVES	Number of Municipality Conducted	Number of Municipality Conducted	Number of Municipality Conducted
Scholarship for Higher Studies	0	0	0
Laptop Distribution	0	0	0
Study table for Students	0	0	0
Study room for Students	0	0	0
Study material for Students	0	0	0
Career guidance	0	0	0

*Table-4.10 (Source: Primary data)*

The data shows in general, the educational assistance initiatives for ST children by the LSGIs are very low. In the case of trained panchayats, assistance to study material for ST students, study room, and distribution of Study table were given more preference while other facilities showing a varying trend.

Distribution of Study table and distribution of study material are the two major initiatives done by panchayats for ST children. In 2015-16 the numbers of panchayats who have distributed Study table to the ST students were 2 which increased 3 in 2016-17 and the same number continued in 2017-18. The second highest intervention was distribution of study material to the students. In the first year that is pre CFLG year it was 3 which reduced to 2 in 2016-17 but again increased to 3.

At the same time data show that from 2015-16 the panchayat has started a new initiative for assisting ST families to construct new study rooms for students. But this is showing a varying trend over the years. The number of Panchayats-initiated study rooms for ST children was 1 in 2015-16 which has increased 3 in second year and again reduced 2 last year. However, this has shown an increasing trend in post CFLG. In the case of career guidance, the panchayats showed poor performances. Even though there was a slight increase in the number of Panchayats-initiated career guidance has improved over the year. In the case of control panchayat, study material, study table, career guidance are the major activities done for ST children. The table is not applicable to municipalities and control municipalities as there is no

ST population in the selected municipalities and control municipalities.

The lack of facility in study in tribal households and poor orientation of career are the major issues faced by the tribal students. Panchayats are mostly interested to take up easy and simple initiatives rather than addressing the basic issues of tribal children such as malnutrition, absence of study facilities at home and poor career orientation. The data show that, there are some slight improvement in the routine activity taken up for the panchayat during pre and post CFLG period.

At the same time, they could not initiate any innovative programme after CFLG to address the issues of tribal children. This indicates that CFLG requires adopting a special strategy to address the issues of children in tribal regions rather than a universal approach. Some bureaucratic strings are also making limitations on panchayats in addressing the needs of tribal children. For instance, the LSGI guidelines put

restrictions on panchayats in undertaking career orientation programme for students. The panchayat with higher present of tribal population should be given more flexibility and autonomy in deciding the initiatives that can be taken up for tribes by considering the local context of the panchayat.

#### 4.5) EDUCATIONAL INITIATIVES ESPECIALLY FOR SC STUDENTS

Scheduled caste is also a marginalized community in Kerala. Educational assistance to children from the scheduled caste community aims for inclusion of all children from different social-economic groups.

All the LSGIs in Kerala has a provision for special component plan hence there is a higher relevance in evaluating the activities taken up by the LSGIs for children from SC communities during pre and post CFLG period. The following table is an attempt in this direction.

PANCHAYAT						
INITIATIVES UNDERTAKEN	2015-2016		2016-2017		2017-2018	
	Number of Panchayat Conducted	Number of Panchayat Not Conducted	Number of Panchayat Conducted	Number of Panchayat Not Conducted	Number of Panchayat Conducted	Number of Panchayat Not Conducted
Laptop Distribution	14	16	17	13	18	12
Study table/chair for students	18	12	14	16	18	12
Study room for students	10	20	13	17	15	15
Scholarships	11	19	10	20	12	18
Day protection centres	0	30	0	30	2	28
Financing for higher education	6	24	5	25	5	25
Scholarships to mentally and physically challenged SC	1	29	4	26	2	28
Study materials	0	30	1	29	0	30
Others	3	27	5	25	3	27

CONTROL PANCHAYAT						
INITIATIVES UNDER TAKEN	2015-2016		2016-2017		2017-2018	
	Number of Panchayat Conducted	Number of Panchayat Not Conducted	Number of Panchayat Conducted	Number of Panchayat Not Conducted	Number of Panchayat Conducted	Number of Panchayat Not Conducted
Cycle Distribution	0	3	0	3	0	3
Laptop Distribution	2	1	1	2	1	2
Study table/ chair for students	0	3	0	3	2	1
Study room for students	1	2	2	1	2	1
Scholarships	2	1	1	2	0	3
Day protection centres	0	3	0	3	0	3
Financing for higher education	0	3	0	3	0	3
Scholarships to mentally and physically challenged SC	0	3	0	3	0	3
Study materials	1	2	0	3	0	3
Others	0	3	0	3	0	3

*Table-4.11 (Source: Primary data)*

MUNICIPALITY						
INITIATIVES UNDER TAKEN	2015-2016		2016-2017		2017-2018	
	Number of Municipality Conducted	Number of Municipality Not Conducted	Number of Municipality Conducted	Number of Municipality Not Conducted	Number of Municipality Conducted	Number of Municipality Not Conducted
Cycle Distribution	0	2	0	2	1	1
Laptop Distribution	1	1	1	1	0	2
Study table/chair for students	0	2	0	2	1	1
Study room for students	0	2	0	2	0	2
Scholarships	0	2	0	2	0	2
Day protection centres	0	2	0	2	0	2
Financing for higher education	0	2	0	2	1	1
Scholarships to mentally and physically challenged SC	0	2	0	2	0	2
Study materials	0	2	0	2	0	2
Others	0	2	0	2	0	2

CONTROL MUNICIPALITY			
	2015-2016	2016-2017	2017-2018
INITIATIVES UNDER TAKEN	Municipality Conducted	Municipality Conducted	Municipality Conducted
Cycle Distribution	No	No	No
Laptop Distribution	No	No	No
Study table/chair for students	No	No	No
Study room for students	No	No	No
Scholarships	Yes	Yes	Yes
Day protection centres	No	No	No
Financing for higher education	No	No	No
Scholarships to mentally and physically challenged SC	No	No	No
Study materials	No	No	No
Others	No	No	No

*Table-4.12 (Source: Primary data)*

It is clear that the educational assistance given to SC students by the trained Panchayats is not in a sustainable mode. Only the distribution, laptop, study table, cycles and scholarships were showing an increase in 2017-18 compared to the year of 2016-2017. But the rate of initiatives and effort in this particular domain doesn't show a static increase whereas there is a gradual increase in project allocation for these domains through special consideration as a part of child friendliness creation. But actualization of these projects is not effective in all LSGIs. In short most of the LSGIs considering the vulnerable or marginalized group during planning period but this consideration was absent in implementation stage. Data showed that there is an increasing trend in laptop distribution, study room but initiate such as scholarships for mentally and physically challenged students and provisioning financial assistance etc higher education has shown a decreasing. On comparing the pre and post CFLG scenario there was Increase only in the distributive programme laptop distribution and distribution of study table. Construction of study rooms was the only exception in this case.

The control panchayat has also shown similar performance to panchayat exception in

the case of distribution of laptop. Hence, one cannot observe any uniqueness in the performance of CFLG panchayats while comparing them with the control panchayats.

Performance of municipalities in the educational assistance to SC children is very low. Study table and economic assistance for higher education are the only initiatives taken during 2017-18 period. No other efforts were made for SC children by considering the vulnerability or marginality of SC students. Control municipality has given only scholarships to SC students for the educational purpose in the 2015 to 2018 period which is a part of mandatory allocation for SC students. Though both trained and non-trained samples are less performing in the case of SC children, hence the study could not observe any considerable distinction between CFLG and non CFLG panchayats. During FGDs a hope raised from few panchayats for instance, Mattathur panchayat of Thrissur district has taken a good initiative to establish a child protection centre. One ward member from Mattathur panchayat in Thrissur told about educational initiatives;

“In Monadi SC colony, a day protection centre for children is undergoing construction.

Inauguration of the centre will be there after the month of April. This centre can be used to meet the academic needs of children in the colony and also to conduct training for them. Panchayat has also planned to use one room in this centre as library and conduct programmes here to enhance the artistic and sports skills of children” (Ward Member-Mattathur-16/03/2019- 11-1.30pm)

The data regarding the of initiatives of local body or SC children indicates that CFLG could only increase the momentum of some traditional projects taken which had been taken up by the LSGIs such as distribution of laptop and study table. CFLG could not introduce any innovative initiatives in the list of activities. This also underscores the relevance of special effort with in CFLG to make it more inclusive and friendly to the marginalized community.

#### 4.6) INITIATIVES FOR INFRASTRUCTURE DEVELOPMENT IN PRE-SCHOOLS

Pre-School has an important role in socialisation, character formation and comprehensive development of children. LSGs Are responsible to provide baby friendly or child friendly environment for the children age group of 3 - 5 years the infrastructure development, provisioning of learning aids, utensils, toys to the Anganwadis, and making the Anganwadi environment conducive to joyful learning and providing opportunity for the children for better psycho-motor development are the responsibilities of local bodies. CFLG projects as provided instructions to make the Anganwadis more attractive in nature. The following table examines the nature and extent of activities that LSGIs has taken to make the preschool more attractive.

PANCHAYAT						
ACTIVITIES UNDERTAKEN	2015-2016		2016-2017		2017-2018	
	Number of Panchayat Conducted	Number of Panchayat Not Conducted	Number of Panchayat Conducted	Number of Panchayat Not Conducted	Number of Panchayat Conducted	Number of Panchayat Not Conducted
Anganwadi maintenance	28	2	29	1	27	3
Distribution of toys and study material	9	21	6	24	11	19
Making building as learning aids	9	21	4	26	6	24
Utensils and another materials purchase	12	18	13	17	11	19
Construction of Child friendly toilets	5	25	6	24	11	19
Furniture-chair, bed and shelf purchase and maintenance	13	17	14	16	14	16
Children's park in Anganwadis.	5	25	5	25	4	26

CONTROL PANCHAYAT						
ACTIVITIES	2015-2016		2016-2017		2017-2018	
	Number of Panchayat Conducted	Number of Panchayat Not Conducted	Number of Panchayat Conducted	Number of Panchayat Not Conducted	Number of Panchayat Conducted	Number of Panchayat Not Conducted
Anganwadi maintenance	2	1	3	0	3	0
Toys and study material purchase	0	3	0	3	0	3
Anganwadi CFLG wall drawing	0	3	0	3	0	3
Utensils and another materials purchase	2	1	1	2	1	2
Child friendly toilets	0	3	0	3	0	3
Furniture-chair, bed and shelf purchase and maintenance	0	3	0	3	0	3
Children's park in Anganwadis.	0	3	0	3	0	3

*Table-4.13 (Source: Primary data)*

MUNICIPALITY						
ACTIVITIES	2015-2016		2016-2017		2017-2018	
	Number of Municipality Conducted	Number of Municipality Not Conducted	Number of Municipality Conducted	Number of Municipality Not Conducted	Number of Municipality Conducted	Number of Municipality Not Conducted
Anganwadi maintenance	2	0	2	0	2	0
Toys and study material purchase	2	0	2	0	2	0
Anganwadi CFLG wall drawing	1	1	1	1	1	1
Utensils and another materials purchase	1	1	1	1	1	1
Child friendly toilets	2	0	2	0	2	0
Furniture-chair, bed and shelf purchase and maintenance	2	0	2	0	2	0
Children's park in Anganwadis.	0	2	0	2	1	1



<b>CONTROL MUNICIPALITY</b>			
	<b>2015-2016</b>	<b>2016-2017</b>	<b>2017-2018</b>
<b>ACTIVITIES</b>	<b>Municipality Conducted</b>	<b>Municipality Conducted</b>	<b>Municipality Conducted</b>
Anganwadi maintenance	Yes	Yes	Yes
Toys and study material purchase	Yes	Yes	Yes
Anganwadi CFLG wall drawing	Yes	Yes	Yes
Utensils and another materials purchase	No	No	No
Child friendly toilets	Yes	Yes	Yes
Furniture-chair, bed and shelf purchase and maintenance	Yes	Yes	Yes
Children's park in Anganwadis.	No	No	No

*Table-4.14 (Source: Primary data)*

The above table shows that majority of the panchayat have been undertaking the task of maintenance and renovation of the Anganwadis even before CFLG initiative. There was no significant change even CFLG period in this initiative. The same trend was shown in the case of distribution of utensils and furniture to the Anganwadis. While examining the activities those were initiated in panchayat in the pre-primary sector, majority of the panchayat has followed only the traditional activities which they were already following. CFLG did not make any significant change in this direction, at the same time some of the new initiatives which were proposed as the part of CFLG such as construction of Child friendly Toilets, Making Anganwadi buildings as learning aids through paintings and the establishment of children's park were not taken up seriously by majority of the local bodies. There was a slight Improvement in the number of panchayats who are initiated child friendly toilets which was 5 in 2015-16 increased to 6 in 2016-17 and further increased to 11 in 2017-18. However, the concept of child friendly toilets could not practice in at least 50 percent of CFLG panchayat even after years of its implementation. The data shows that performance of CFLG pancha-

yat were poor in terms of establishment of children's park and in making Anganwadi building as learning aids.

On analysing the data on the control panchayats, it could be observed that it could not initiated the ideas of child friendly toilets and making building as learning aids ('Bala'-special programme). Hence the role of CFLG in introducing some new concepts to the trained local bodies is appreciable.

In the case of urban LSGI there is no considerable difference in intervention of municipalities in pre-primary sector before and after CFLG training. It is also interesting to note that they could initiate the ideas of child friendly toilet and Bala even before CFLG training.

Anganwadis are the cradles of child friendly initiatives, indications from the data underscores that fact that even though CFLG has introduced some innovative ideas in the pre-primary sector majority of the CFLG panchayats failed in realizing them in practise. Interventions for making pre-schools as an attractive centre of joyful learning was missing even in CFLG with framework.

Literature shows that some of the panchayat had done exemplary initiatives to make

the preschool process more attractive even at the initial stage of people’s planning campaign. The panchayats have done interventions even to formulate a new curriculum for pre-primary school in the people’s planning campaign (PPC). Such kind of innovative interventions were missing in CFLG panchayats.

An elected representative from Mattathur Gramapanchayats has responded that:

“As a child friendly project play equipment have been provided to Anganwadis” –  
“(Ward Member-Mattathur-16/03/2019 - 11-1.30pm)

#### 4.7) INTERVENTIONS OF LSGIS IN THE SCHOOLS

A school is an educational institution designed to provide learning spaces and learning environment for the teachings of children. Child

friendly local governance in a region can be established only with the sustainable and meaningful coordination of schools and other educational institutions. Panchayat raj municipality act provide powers and responsibilities to the LSGIs to make educational intervention through schools. Hence LSGISs have been undertaking several initiatives for the improvement of the infra sectors an academic activity in schools. LSGIS were proposed to make mandatory allocations for implementation of Sarva Shiksha Abhiyan in their jurisdiction. Along with as the part of child friendly governance initiatives LSGIs under CFLG projects has undertaken there on initiatives. Almost 22 programmes were initiated in different LSGIs based on schools for the comprehensive development of children. The following table provides information’s regard LSGIS interventions in Schools.



*Smart classroom in Thirunnavaya Grama Panchayat*



*Haritha Vidhyalayam Project in Unnikulam Grama Panchayat*

PANCHAYAT						
ACTIVITIES	2015-2016		2016-2017		2017-2018	
	Number of Panchayat initiated	Number of Panchayat Not initiated	Number of Panchayat initiated	Number of Panchayat Not initiated	Number of Panchayat initiated	Number of Panchayat Not initiated
Ground renovation	9	21	11	19	5	25
Distributing Sapplings to schools	0	30	0	30	1	29
Maintenance and renovation	24	6	22	8	24	6
Seeds and grow bags to schools	3	27	2	28	3	27
Construction of toilets (normal)	5	25	4	26	6	24
Distribution of water provision and water purifier.	6	24	7	27	6	24
She toilet.	0	30	0	30	0	30
Smart classes.	6	24	8	22	14	16
Child friendly furniture.	4	26	5	25	10	20
Children's play area (children's park).	7	23	10	20	8	22
Construction of new buildings.	2	28	1	29	2	28
Disability friendly toilets.	1	29	1	29	6	24
Fund for bio diversity park and medicinal park.	0	30	0	30	4	26
Career guidance.	5	25	2	28	3	27
Buds schools.	4	26	3	27	6	24
Newspaper and magazines to school.	9	21	11	29	13	17
Drainage construction.	2	28	3	27	3	27
Shelves and racks to schools.	3	27	4	26	7	23
Distribution of sanitary napkin.	2	28	3	27	5	25
Haritha vidhyalayam project by panchayat.	0	30	2	28	1	29
Distribution of furniture. (normal)	1	29	0	30	1	29
Distribution of computer and related equipment's.	0	30	0	30	1	29

CONTROL PANCHAYAT						
ACTIVITIES	2015-2016		2016-2017		2017-2018	
	Number of Panchayat initiated	Number of Panchayat Not initiated	Number of Panchayat initiated	Number of Panchayat Not initiated	Number of Panchayat initiated	Number of Panchayat Not initiated
Ground renovation	0	3	0	3	0	3
Saplings to schools	0	3	0	3	0	3
Maintenance and renovation	3	0	3	0	2	1
Seeds and grow bags to schools	0	3	0	3	0	3
Construction of toilets normal.	0	3	0	3	0	3
Water purifier.	0	3	0	3	0	3
She toilet.	0	3	0	3	0	3
Smart classes	0	3	2	1	3	0
Child friendly furniture	0	3	0	3	0	3
Children's play area (children's park)	0	3	0	3	0	3
Construction of new buildings.	1	2	1	2	1	2
Disability friendly toilets.	0	3	0	3	0	3
Fund for bio diversity park and medicinal park.	0	3	0	3	0	3
Career guidance.	1	2	0	3	1	2
Buds schools.	0	3	1	2	1	2
Newspaper and magazines to school.	1	2	0	3	0	3
Drainage construction.	0	3	0	3	0	3
Shelves and racks to schools.	1	2	0	3	0	3
Distribution of sanitary napkin.	0	3	1	2	1	2
Haritha Vidhyalayam project by panchayat	0	3	0	3	0	3
Distribution of normal furniture.	0	3	0	3	0	3
Distribution of computer and related equipment.	0	3	0	3	0	3

Table-4.15 (Source: Primary data)

MUNICIPALITY						
ACTIVITIES	2015-2016		2016-2017		2017-2018	
	Number of Municipality initiated	Number of Municipality Not initiated	Number of Municipality initiated	Number of Municipality Not initiated	Number of Municipality initiated	Number of Municipality Not initiated
Ground renovation	0	2	1	1	2	0
saplings to schools	0	2	0	2	0	2
Maintain and renovation	1	1	2	0	2	0
Seeds and grow bags to schools	0	2	0	2	0	2
Construction of toilets normal	0	2	1	1	2	0
Water purifier	0	2	1	1	1	1
She toilets	1	1	1	1	1	1
Smart classes	0	2	2	0	2	0
Child friendly furniture	1	1	1	1	2	0
Children's play area (children's park)	1	1	2	0	2	0
Construction of new buildings	0	2	1	1	2	0
Disability friendly toilets	0	2	1	1	0	2
Fund for bio diversity park and medicinal park	0	2	0	2	0	2
Career guidance	1	1	0	2	1	1
Buds schools	0	2	0	2	0	2
Newspaper and magazines to school	1	1	1	1	2	0
Drainage construction	0	2	1	1	1	1
Shelves and racks to schools	2	0	2	0	2	0
Distribution of sanitary napkin	0	2	1	1	1	1
Haritha Vidhyalayam project by panchayat	0	2	0	2	1	1
Distribution of normal furniture	0	2	0	2	0	2
Distribution of computer and related equipment	0	2	0	2	0	2

CONTROL MUNICIPALITY			
	2015-2016	2016-2017	2017-2018
ACTIVITIES	Municipality initiated	Municipality initiated	Municipality initiated
Ground renovation	No	No	No
Saplings to schools	No	No	No
Maintenance and renovation	Yes	Yes	Yes
Seeds and grow bags to schools	No	No	No
Construction of toilets normal	Yes	Yes	Yes
Water purifier	Yes	Yes	Yes
She toilets	Yes	Yes	Yes
Smart classes	Yes	Yes	Yes
Child friendly furniture	Yes	Yes	Yes
Children's play area (children's park)	No	No	No
Construction of new buildings	No	No	No
Disability friendly toilets	No	No	No
Fund for bio diversity park and medicinal park	No	No	No
Career guidance	Yes	Yes	Yes
Buds schools	Yes	Yes	Yes
Newspaper and magazines to school	No	No	No
Drainage construction	No	No	No
Shelves and racks to schools	Yes	Yes	Yes
Distribution of sanitary napkin	Yes	Yes	Yes
Haritha vidyalayam project by panchayat	Yes	Yes	Yes
Distribution of normal furniture	No	No	No
Distribution of computer and related equipment	No	No	No

Table-4.16 (Source: Primary data)

The table shows the rate initiatives taken by different LSGIs on programmes and projects based on schools for the comprehensive development of children. As compared to other working domains of CFLG, school-based programmes have attained better status in establishing child friendliness by introducing naive projects for the comprehensive development of children in mass population. There is a gradual positive change in the rate of initiatives by introducing children community development programmes along these years. And the notable trend in the data is that there is accelerating change in makeable projects such as smart class room building, newspaper and arts magazine preparation etc while the basic facilities such as drainage construction, she toilets etc were not in the consideration of LSGIs. She toilets were absolutely absent in almost all LSGIs and most of the LSGIs and school officials believes that there is no need for separate She toilets.

LSGIs are shown improvement in the performance of some interventions in the school. Maintenance of school, creation of smart classroom, distributing of magazines and newspapers to school, arranging play areas in school, initiating buds' school, establishing bio-diversity park and are important among them. The table shows that majority of the panchayat have spent money for the maintenance of the school even before CFLG and they have continued the same during CFLG period as well. The table indicate while comparing pre and post CFLG period the CFLG trained panchayat has made some new initiatives after CFLG. Creation of bio-diversity Park in schools, construction of disability friendly toilets and establishment of child friendly furniture are pertinent among them. These initiatives are missing in the control Panchayat; hence it can be taken as contribution of CFLG.

Construction of the she-toilets, renovation of playgrounds, career guidance, construction of new buildings and Haritha Vidyalayam project by panchayat the initiatives for are the elements neglected by the majority of the Panchayats.

Along with the maintenance of school municipalities are made some changes in aspect of construction of toilets, child Friendly Park,

installation of water purifier and provisioning of child friendly furniture to schools. The data show that all these elements except the maintenance of school have made significant changes in municipalities after CFLG. The table indicates that municipality has shown more apathy in areas such as construction of child friendly toilets, she toilets, and disability friendly toilets, and establishment of bio-diversity park in the schools.

The trend of CFLG municipalities and panchayats provides as a picture that there is some new initiative from CFLG municipalities and panchayats at the same time the number panchayat who have initiated innovative programme are restricted to 1/3 of the total LSGIs who have implemented CFLG programme. This highlights the fact that impacted training on CFLG LSGIs has made a differential impact. This points out the need of indicator-based action on each sector to achieve some minimum target levels of the programme. There can be exceptional cases and higher-level achievement as the result of on initiatives of LSGIs. At the same time some basic levels of achievement are inevitable for the success of the programme. This also highlights the need of a list of micro level initiatives it can be taken up in each sector needs to be delivered as part of CFLG programme.

THALIRIDAM is a child friendly initiative developed by Porur Panchayat in a district to reduce the gap between children and environment. Through this project, the panchayat instructed all aided and unaided schools to provide a sapling for every child. It was an initiative that started on the special interest of the Panchayat Welfare standing committee. The sustainability of the programme is ensured by the collective effort of LSG and Principals of the schools.

#### 4.8) INITIATIVE FOR CREATING PUBLIC SPACES

Public space mentioned here as spaces those can fulfil objectives such as, socialization of children, facilitating recreational activities and to nourish the enjoyable life of children,

playground, and public libraries are the examples of public spaces. Nuclearization of families increases the relevance of public spaces as a space for socialisation of children family and social relations etc. Park, playground, public libraries are the examples of public spaces. There are some studies observe that lack of physical activities leading to the health problem of children such as obesity this highlights the need of sufficient space for children to play and grow. By understanding the relevance of having public spaces in each LSG province, each LSGs initiated projects to develop and recreate public spaces to ensure better recreational facilities.

The following tables show the performance of LSGs in creation of public spaces.



Children's Park Kattakada Grama Panchayat

PANCHAYAT						
ACTIVITIES	2015-2016		2016-2017		2017-2018	
	No of Panchayat initiated	No Panchayat not functioning	No of Panchayat functioning	No Panchayat not functioning	No of Panchayat functioning	No Panchayat not functioning
Children's library corner initiated by external agency	2	28	2	28	5	25
Children's library corner by panchayat	5	25	7	23	7	23
Children park	3	27	3	27	2	28
Renovation of stadium	1	29	2	28	4	26
Renovation of ground	5	25	5	25	8	22
Installation of the high mass light in stadium/ground	1	29	0	30	2	28
Panchayat library renovation	1	29	0	30	2	28

CONTROL PANCHAYAT						
ACTIVITIES	2015-2016		2016-2017		2017-2018	
	No of panchayat functioning	No panchayat not functioning	No of panchayat functioning	No panchayat not functioning	No of panchayat functioning	No panchayat not functioning
Children's library corner by external agency	0	3	0	3	0	3
Children's library corner by panchayat	0	3	0	3	0	3
Children park	0	3	0	3	0	3
Renovation of stadium	0	3	1	2	1	2
Renovation of ground	0	3	0	3	1	2
Installation of the high mass light in stadium/ground	0	3	0	3	0	3
Panchayat library renovation	1	2	0	3	1	2

Table-4.17 (Source: Primary data)



MUNICIPALITY						
ACTIVITIES	2015-2016		2016-2017		2017-2018	
	No municipality functioning	No municipality not functioning	No municipality functioning	No municipality not functioning	No municipality functioning	No municipality not functioning
Children's library corner by external agency	0	2	0	2	0	2
Children's library corner by panchayat	0	2	1	1	1	1
Children park	0	2	0	2	0	2
Renovation of stadium	0	2	0	2	0	2
Renovation of ground	0	2	1	1	1	1
Installation of the high mass light in stadium/ground	0	2	1	1	0	2
Panchayat library renovation	0	2	1	1	0	2

CONTROL MUNICIPALITY			
ACTIVITIES	Municipality functioning	Municipality functioning	Municipality functioning
ACTIVITIES	Yes	Yes	Yes
Children's library corner by external agency	No	No	No
Children's library corner by panchayat	No	No	No
Children park	No	No	No
Renovation of stadium	Yes	Yes	Yes
Renovation of ground	Yes	Yes	Yes
Installation of the high mass light in stadium/ground	No	No	No
Panchayat library renovation	No	No	No

Table-4.18 (Source: Primary data)

The above table describes that the number of panchayats who have taken initiatives for creating public spaces quite low in general, not more than 1/6 of the total panchayats. Among these establishing children's corner library, renovation of playground, and renovation of the stadium are the intervention which have shown a slight increasing trend after the CFLG. At the same time panchayat library renovation, establishment of children's park are the elements they have shown poor performance.

Data of the control panchayats are also showing similar trend. Establishment of renovation of municipal library and the renovation of municipality ground are the two glaring interventions of municipalities after CFLG. The same activities have been taken up by the control

municipality as well. The above table on performance of LSGIs in creation of public spaces indicates that only a minority of LSGIs could do any of such initiatives. As have mentioned about the creation of more spaces for play and recreation are getting foremost relevance in the age of children isolation with in families but the LSGIs who have been included in CFLG projects also could not make could not exhibit better performance in this regard. Higher land value and the higher of the investment may be one reason which restrict the LSGIs from taking more initiatives for creating public spaces. This undergoes the need of a special allotment to the LSGIs in promoting their initiatives for creating new public spaces and in renovating existing spaces.

Ramapuram Panchayat initiated a practise of providing free membership for all children in the panchayat library and a chance to participate in all activities of the library. The Panchayat provided a nurturing space for children by organizing quiz sessions, discussion and interaction sessions etc. Free access to magazines and newspaper for children was also provided after declaring the library as child friendly. Special day observations were organized to ensure participation of children and to scale up social awareness among children.

#### 4.9) RECREATIONAL PROGRAMMES FOR CHILDREN

Recreational programme is productive programme with an objective of mental, physical, intellectual and emotional development of children. They can be cultural, arts and sports events and coaching programme for the comprehensive development of the children. Following table analyses the activities initiated by LSGIs.



*Arts fest for differently abled children in Thirunnavaya Grama Panchayat*

PANCHAYAT						
ACTIVITIES	2015-2016		2016-2017		2017-2018	
	Number of Panchayat Conducted	Number of Panchayat Not conducted	Number of Panchayat Conducted	Number of Panchayat Not conducted	Number of Panchayat Conducted	Number of Panchayat Not conducted
Swimming coaching	3	27	2	28	1	29
Summer camp	4	26	0	30	6	24
Anganwadi Bala Mela	7	23	5	25	4	26
Sports kit	3	27	4	26	3	27
Self-defence training for girls	3	27	5	25	6	24
Literature workshop	2	28	0	30	0	30
Kurunnila programme	3	27	5	25	3	27
Sports coaching	4	26	2	28	3	27
Arts fest	2	28	3	27	3	27
Arts fest for differently abled	2	28	2	28	3	27
Tour and trips for Balasabha	0	30	3	27	3	27

CONTROL PANCHAYAT						
ACTIVITIES	2015-2016		2016-2017		2017-2018	
	Number of Panchayat Conducted	Number of Panchayat Not conducted	Number of Panchayat Conducted	Number of Panchayat Not conducted	Number of Panchayat Conducted	Number of Panchayat Not conducted
Swimming coaching	0	3	0	3	0	3
Summer camp	0	3	0	3	0	3
Anganwadi Bala Mela	0	3	0	3	0	3
Sports kit	0	3	0	3	0	3
Self-defence training for girls	0	3	0	3	0	3
Literature workshop	0	3	0	3	0	3
Kurunnila programme	0	3	0	3	0	3
Sports coaching	0	3	0	3	0	3
Arts fest	0	3	0	3	0	3
Arts fest for differently abled	0	3	0	3	0	3
Tour and trips for Balasabha	0	3	0	3	0	3

*Table-4.19 (Source: Primary data)*

MUNICIPALITY						
ACTIVITIES	2015-2016		2016-2017		2017-2018	
	Number of Municipality Conducted	Number of Municipality Not conducted	Number of Municipality Conducted	Number of Municipality Not conducted	Number of Municipality Conducted	Number of Municipality Not conducted
Swimming coaching	0	2	0	2	0	2
Summer camp	1	1	0	2	1	1
Anganwadi Bala Mela	1	1	1	1	1	1
Sports kit	0	2	0	2	0	2
Self-defence training for girls	0	2	0	2	1	1
Literature workshop	0	2	0	2	0	2
Kurunnila programme	0	2	0	2	0	2
Sports coaching	1	1	0	2	1	1
Arts fest	0	2	0	2	1	1
Arts fest for differently abled	0	2	0	2	0	2
Tour and trips for Balasabha	0	2	0	2	0	2

CONTROL MUNICIPALITY			
	2015-2016	2016-2017	2017-2018
ACTIVITIES	Municipality Conducted	Municipality Conducted	Municipality Conducted
Swimming coaching	Yes	Yes	Yes
Summer camp	Yes	Yes	Yes
Anganwadi Bala Mela	No	No	No
Sports kit	No	No	No
Self-defence training for girls	Yes	Yes	Yes
Literature workshop	Yes	Yes	Yes
Kurunnila programme	No	No	No
Sports coaching	Yes	Yes	Yes
Arts fest	No	No	No
Arts fest for differently abled	Yes	Yes	Yes
Tour and trips for Balasabha	No	No	No

*Table-4.20 (Source: Primary data)*

Information from the table indicates that panchayat has shown poor performance in general in organising recreational activity for the children. They could make good performance only in two elements, organizing summer camp and self-defence training for girls are the two elements they could perform well. At the same time, they could not make significant change in organising swimming coaching, organising Anganwadi Balamela, distribution of sports kit, organising sports coaching and the organising Arts fest for differently-abled children. However, Panchayat could initiate tour and trips for Balasabha

Nirbhaya self-defence classes Nirbhaya self-defence classes which includes training in Kalari, Karate etc. was introduced to empower and to increase the confidence among children. About 60 children made use of these training and participation of children was ensured by the voluntary mobilization work done by Kudumbashree members, Anganwadi workers etc.

participant after CFLG. Here also the number of the panchayat who have initiated any of these such activities are quite low which is lower than 1/5 of the total panchayat. The data from control panchayat indicates that their performance on these aspects are also poor. Notwithstanding to

the experience of the panchayats municipalities has shown comparatively better performance in the case of organising recreating activities for the children.

It can infer from the table that LSGIs has given low preference for providing recreational facility to the children. The children's try for play and engage in recreational activities are still not reach into the minds of planners involve in the planning exercises of LSGIs

This indicates the relevance of special training for CFLG panchayat to include programmes for providing recreational activity to the children.

### Summary

Development is the single largest domain under which LSGIs have allocated and utilized funds under CFLG. There has been improvement in allocation and utilization of funds for child development. However, the fund allocation is not proportionately reflected in the fund utilization. Accurate data on children is essential for formulating development plans but the essential disaggregated data is not prepared by majority of LSGIs. Development of premises for anganwadis is in stagnation after 60% completion in major LSGIs. Development of barrier free environment is in an increasing trend in LSGIs. But it needs to be more inclusive of disabled. Educational

initiatives are to be made more inclusive for SC, ST and socio-economic backward sections. LS-GIs are developing infrastructures in preschools, schools and public places in a slow but continuing process. Recreational opportunities and activities for children as development activities are yet to improve and get into the scheme of planning process.

Child development can be an important indicator of social development and progress. Given the importance of child development to the accepted development goals, it is crucial that proper fund utilisation in child development be ensured through proper checks and balances, leveraging the local administration network of the state.

## CHAPTER – V

# CHILD PROTECTION

### INTRODUCTION

UNICEF uses the term child protection to refer to preventing and responding to violence, exploitation and abuse against children – including commercial sexual exploitation, trafficking, child labour and harmful traditional practices. The other targets of UNICEF programmes related to protection are protecting children who are uniquely vulnerable to these abuses, such as children living without parental care, children getting in conflict with law and involved in armed conflict. Child protection is a prominence issue in most of the countries and a major area of intervention of UNICEF.

In Kerala the goal of the programme is to prevent all type of violations against children's and to strengthen the protection services for children in vulnerable situations. Its support the newly launched Government of Kerala programme namely integrated child protection to create a protective environment to children. Protection schemes help to improve the educational quality of children's and create awareness for empowering them, families and communities. This can enable children, family, and communities to take collective action against child labour and other abuses lying under the domain of child protection. ICDS, ICPU and stakeholders helped to reduce child marriage ratio and control the violence against children. Protection involves extending safety from deliberate and situational harm through appropriate and timely safeguard from any kind of abuses.

The purpose of CFLG training is to strengthen the protection services for children in vulnerable situation and also strengthen the different committees related to children. Children in Kerala are exposed to various threats in

life. It is the duty of the LSG to protect children and adolescence from exploitation, abuse, moral and material abandonment. Formulation and administering the Panchayat with different committees and samithies to ensure child protection in various situations is given prime importance. These are the functioning programmes of panchayat and panchayat related departments. Jagratha samathi, child protection committee and school vigilance committee are the committees functioning in LSGIs for child protection. CFLG documents of KILA classified child protection into seven domains. Safeguarding the rights they are children as per law, prevention of child abuse in all settings, Safe and protective school zone, Safe adolescent phase, prevention of child marriage, supportive and caring family environment, disability reduction and disabled friendliness. (Rajan and Radhakrishnan 2016)

### MEASURES FOR CHILD PROTECTION

Jagratha samathi: - It's a platform for ensuring the protection of the rights women and children under the local self – government. Jagratha samithies has administrative structures and both panchayat and ward level.

The of objectives of jagratha samathi are

- Protect the rights and to ensure friendly environment to them
- To accept to receive the complaining regarding violation of child rights and taken action of them.
- To ensure friendly atmosphere to children everywhere and provide protection to there right.
- Provide guidelines and ideas to local self-government to avoid child related issues

Child protection committee: - Child protection committee is a government of India initiated programme for child protection. It's being implemented across the country since 2009-2010.

The main objective of this committee is to be improving the wellbeing of children in difficult situations, as well as reduction of vulnerability to situation it also intended to take action against any kind of abuse, neglected to child, exploitation, abandonment and separation of children from parents. Every village have a child protection committee under the chairmanship of the president of panchayat to recommend and monitor the implementation of child protection services at the village level. The main functions are; to identify the vulnerable children's in the village, to provide support to orphan and vulnerable children and forming adolescent club from every village under the panchayat

Protection of Child Sexual Offences: - The (POCSO) Act, 2012 is a comprehensive law to provide to ensure the protection of children from the Offence of sexual assault, sexual harassment and pornography it intends to safe guard the interest of child at every stage of judicial process by incorporating child friendly mechanism for reporting. Recording of evidence, investigation and speedy trial of offence through designated special court are to be carried out.

The act defines a child as any person below eighteen years of age, and defines different form of sexual abuse, including penetrating and non – penetrating assault, as well as sexual harassment and pornography. People who traffic children for sexual purposes are also punishable under the provision relating to amendment in the said act.

Juvenile justice act: - A juvenile means a person who has not completed eighteen years of age and a "child in conflict with law" means a child who is alleged or found to have committed an offence and who has not completed eighteen years of age on the date of commission of such offence. Juvenile justice act 2015 provides provisions for both children in need of care and protection and children in conflict with law. It provides protection, treatment and rehabilitation

of children and delinquent juveniles and for the adjudication of certain matters related to disposition of delinquent juveniles and also it replaced all other child acts. It has also replaced and all other child acts related to juvenile justice. (The juvenile justice (care and protection of children) Act, 2015 2016)

Child labour: - Child labour refers to the employment of the children in any work that deprives children of their childhood, their potential, dignity and that is harmful to physical, mental and social development. It is a major problem of the developing countries. Child labour spoil and destroys the future of the children, the child labour sustains due to poverty, employment, improper education, limited rules and laws on child labour etc. these reasons forces a child to earn money to supporting his/her family. The data shows that the practise of child labour by using Malayali children for work is not reported while in Kerala. At the same time of child and adolescent labour of migrants are still under practise in Kerala hence LSG has a key role in identifying and taken action against the child labour.

## **YEAR WISE ALLOCATION AND UTILISATION OF CHILD PROTECTION by LSGIs**

*Details of child protection allocation and utilisation*

Child protection is one among the key areas of the intervention of LSGIs under CFLG. As has been mentioned earlier LSGIs were instructed to allocate a minimum of 5 percentage of their plan fund for addressing the needs of children and old age people. Running of Jagratha samithi, maintaining complaint system for children, awareness class through, Anganawadis, Balasaba, and classes in CDS and crime mapping are the major activities that are coming under the CFLG undertaken by the LSGIs. The following table provides a description about the allotment and utilisation of funds by the LSGIs in the area of child protection.

PROTECTION						
PANCHAYAT						
	2015-2016		2016-2017		2017-2018	
Percentage intervals	Number of Panchayat allocated	Number of Panchayat utilised	Number of Panchayat allocated	Number of Panchayat utilised	Number of Panchayat allocated	Number of Panchayat utilised
0-9.99	23	24	25	25	23	23
10-19.99	7	6	2	2	5	5
20-29.99	0	0	2	2	1	1
30-39.99	0	0	0	0	0	0
40-49.99	0	0	1	1	0	0
50-59.99	0	0	0	0	1	1
60-69.99	0	0	0	0	0	0

CONTROL PANCHAYAT						
	2015-2016		2016-2017		2017-2018	
Percentage intervals	Number of Panchayat allocated	Number of Panchayat utilised	Number of Panchayat allocated	Number of Panchayat utilised	Number of Panchayat allocated	Number of Panchayat utilised
0-9.99	3	3	2	2	1	1
10-19.99	0	0	1	1	1	1
20-29.99	0	0	0	0	0	0
30-39.99	0	0	0	0	0	0
40-49.99	0	0	0	0	0	1
50-59.99	0	0	0	0	1	0

Table-5.1 (Source: Primary data)

PROTECTION						
MUNICIPALITY						
	2015-16		2016-17		2017-18	
	Allocation Percentage of Municipality	Utilisation Percentage of Municipality	Allocation Percentage of Municipality	Utilisation Percentage of Municipality	Allocation Percentage of Municipality	Utilisation Percentage of Municipality
1	0.00%	0.00%	1.39%	0.46%	1.68%	0.56%
2	0.00%	0.00%	0.00%	0.00%	0.23%	0.23%
CONTROL MUNICIPALITY						
	2015-16		2016-17		2017-18	
	Allocation Percentage of Municipality	Utilisation Percentage of Municipality	Allocation Percentage of Municipality	Utilisation Percentage of Municipality	Allocation Percentage of Municipality	Utilisation Percentage of Municipality
1	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%

Table-5.2 (Source: Primary data)



The above table show that majority of the panchayat has allocated the fund in percentage interval of 0 -20 for child protection out of their total allocation for children in three years. The trend shows that there was no significant increase in the number of panchayats who have allocated more money for the child protection activity then after the initiation of CFLG programme. The data of the control panchayat also show the same trend of allocation hence one can reach into a conclusion that CFLG panchayat could not make a significant difference in the allocation for child protection. Coming to the case of municipalities there is a slight increase in the allocation of municipalities for child protection after CFLG programme. There was no allocation from the municipality from in the year 2015-16 were as it has increase in to 1.39% in 2016-17 and shifted to 1.68% in 2017-18. However, the control municipalities allocation remains zero in continues three years, this indicates that CFLG municipality could perform slightly better than control municipality in the case of allocation for child protection.

The trend of utilization of child protection indicates that most of the panchayats 96 percentage could spend allocation between the percentage intervals of 0-30. Only one panchayat could do comparatively good performance in utilization of funds. The same trend is found in

the case control panchayat as well. This spending pattern of municipalities exhibits comparatively better pattern than the panchayats during CFLG period. In the 2015-16 none of the municipalities could spend any amount in the head of child protection whereas it has improved to 0.46% in 2016-17 and again increased to 0.56% in 2017-18.

Above trend reflects that CFLG did not make a significant impact on allocation and expenditure of local bodies in the domain of child protection. There might be different reasons for this one pertinent reason may be the nature of activity lying under this domain. It seems that many of the activities included under this are cost less in nature. Along with these local bodies could not identify innovative actions in this domain. However, the CFLG could make an impact on municipalities in terms of allocation and spending.

### 5.1) ACTIVITIES FOR FACILITATING CHILD PROTECTION COMMITTEES (CPC) CHILD PROTECTION

As discussed earlier, LSGIs have a key role in smooth functioning of child protection committees, the following table analyses the initiatives of LSGIs in facilitating in the functioning of child protection committees.

### 3.1) ACTIVITIES FOR FACILITATING CHILD PROTECTION COMMITTEES (CPC)

PANCHAYAT						
Programmes initiated	2015-2016		2016-2017		2017-2018	
	Number of panchayat initiated	Number of panchayat not initiated	Number of panchayat initiated	Number of panchayat not initiated	Number of panchayat initiated	Number of panchayat not initiated
Jagratha samathi	11	19	13	17	16	14
Vigilance committee	2	28	4	26	7	23
Child protection centre	4	26	4	26	4	26
Complaint boxes at ward level	1	29	3	27	4	26

CONTROL PANCHAYAT						
	2015-2016		2016-2017		2017-2018	
Programmes initiated	Number of Panchayat initiated	Number of Panchayat not initiated	Number of Panchayat initiated	Number of Panchayat not initiated	Number of Panchayat initiated	Number of Panchayat not initiated
Jagratha samathi	2	1	0	3	0	3
Vigilance committee	0	3	0	3	0	3
Child protection centre	0	3	0	3	0	3
Complaint boxes at ward level	1	2	1	2	1	2

*Table-5.3 (Source: Primary data)*

Table-5.3 (Source: Primary data)

Table-5.3 (Source: Primary data)

MUNICIPALITY						
	2015-2016		2016-2017		2017-2018	
Programmes initiated	Number of Municipality initiated	Number of Municipality not initiated	Number of Municipality initiated	Number of Municipality not initiated	Number of Municipality initiated	Number of Municipality not initiated
Jagratha samathi	1	1	1	1	2	0
Vigilance committee	1	1	1	1	1	1
Child protection centre	0	2	0	2	0	2
Complaint boxes at ward level	0	2	0	2	0	2

CONTROL MUNICIPALITY			
	2015-2016	2016-2017	2017-2018
PROGRAMMES	Municipality initiated	Municipality initiated	Municipality initiated
Jagratha samathi	No	No	No
Vigilance committee	Yes	Yes	Yes
Child protection centre	No	No	No
Complaint boxes at ward level	No	No	No

*Table-5.4 (Source: Primary data)*

The data shows that activities to facilitating the child protection committee have an increasing trend from 2015 to 2018. Among these, Jagratha samithy, Vigilance committee, and installation of the complaint box at ward level are the element which has shown a higher rate of trend. There is a static trend in the case of child

protection centre. During 2015-16, there is only 11 panchayat has Jagratha samithies in actual functioning, in 2016-17 it has increased into 13 and further Increased to 16 in 2017-18. In the case of child protection centre data shows that no evident change during pre to post CFLG period (four in all years). in spite of the increased

trend of initiatives of panchayat it is noteworthy that such a progressive trend is restricted only to 50% of total panchayat. This highlights that the rate percolation of CFLG initiatives are restricted only to one half of the Panchayats lying under the CFLG projects.

Observation that can be drawn from the data of control panchayat is that they show a declining trend in the case of activities that facilitating the child protection committees. There were 2 panchayats has Jagratha samithy during 2015-16 and this rate to was to zero in the year of 2016-17 and this status continued without any change till 2018. Only one panchayat was installed complaint boxes during 2015-16 and still the number remains same without any sign of progress in other panchayats. This points out that there is a slight improvement in the case of CFLG Panchayats while comparing with the control Panchayat in the initiatives facilitating.

While analysing the case of municipalities, there are no evident changes in the activities during pre and post CFLG training periods. The only slight change that happened is the increase in the number of municipalities who have organised Jagratha samithis, this has been increased from 1 to 2 when during the period of 2015-17 to 2017-18. When comparing the status of CFLG initiatives among municipality with control municipality, the trend shows that nothing has been done in control municipality. There is an exceptional case of vigilance committee which has been working from 2015 to 2018 in control municipality. This indicates that there are some evident initiatives in the trained municipalities while comparing with the control municipality. The comments from the qualitative tools also ratifies above observation that Jagratha samithies are the committees functioning in the panchayat who can also deals with the issues of children along with the issues of women, President of Mulamthuruthy Grama panchayat during a personal interview on 19/3/2019 commented;

“Jagratha Committee has been summoned properly once in two months. Cases related to children is also being discussed in the committee meetings. However as of now any cases of grave nature have not been reported and hence panchayat has not had required to inter-

vene.”

Another responded head mistress of Cheruvathoor UPS, Kasaragod (Cheruvathoor Gramapanchayat) commented on 7/4/2019;

“We have Jagratha Committee in the panchayat. Similarly, in school a teacher has given the charge, so that children can open up about their complaints before her. “(HM, UPS, Cheruvathoor, 7/4/2019, 10.30- 12 PM)

During the field work we got a feedback from a Head Master of Kadukkutti union Lowe Primary School of Kadukkutti Gramapanchayat about the potential of child protection groups in a school she has responded (in an FGD dated 11/3/2019)

There is government direction to form school protection groups. But it is not active in schools. Still in some schools this committee is very active. In high schools and higher secondary schools, it has to be made active. There should be a proper body for the school protection group and positions such as chairman etc. should be created. Bus drivers, shop keepers and all other relevant personals should be included in the protection group. Alongside a bonding and attitude should be inculcated between children and teachers, which will encourage children to open up about their problems before their teachers. If we are ready to acknowledge their issues and pains, they will come and tell us about their problems. Especially in high schools, for the very specific purpose, someone who can interact and behave in a friendly and loving manner with children should be employed. These responds indicate the potential of one more institution in schools (CPC) for protecting the interest of the children. CFLG programme can include this as a best strategy or initiating child protection in a school.

## 5.2) SENSITIZATION CREATION INITIATIVES ON CHILD RIGHTS

Child right is a concept which has been widely discussed among the community since it is a new concept continues sensitization programs are made to make it as a popular concept in parents and communities, there require continues sensitization programme among the children and the stakeholders such as parents and teachers who have a prominent role in ensuring

child rights. There were different kinds of initiatives in LSGIs for sensitizing various stakeholders on child rights there were Anganwadi classes

by ICDS classes of Balasabha, classes by panchayat as the part of CFLG classes CDS vigilance committee, child right classes in schools.

### Sensitization efforts by LSGIs on child rights

PANCHAYAT						
ACTIVITIES UNDER-TAKEN	2015-2016		2016-2017		2017-2018	
	Number of Panchayat conducted	Number of Panchayat not conducted	Number of Panchayat conducted	Number of Panchayat not conducted	Number of Panchayat conducted	Number of Panchayat not conducted
Anganawadi classes by ICDS	28	2	28	2	28	2
Balasabha classes at panchayat level	5	25	8	22	10	20
Classes by panchayat as specific initiative under CFLG	1	29	4	26	6	24
CDS vigilance committee classes	0	30	0	30	1	29
Crime mapping by external agency	3	27	13	17	4	26
Classes of health	11	19	13	17	11	19
School level classes	14	16	16	14	16	14

CONTROL PANCHAYAT						
ACTIVITIES UNDERTAKEN	2015-2016		2016-2017		2017-2018	
	Number of panchayat conducted	Number of panchayat not conducted	Number of panchayat conducted	Number of panchayat not conducted	Number of panchayat conducted	Number of panchayat not conducted
Anganawadi classes by ICDS	3	0	3	0	3	0
Balasabha classes at panchayat level	0	3	0	3	0	3
Classes by panchayat as specific initiative under CFLG	0	3	0	3	0	3
CDS vigilance committee classes	0	3	0	3	0	3
Crime mapping by external agency	0	3	0	3	0	3
Classes of health	3	0	3	0	3	0
School level classes	1	2	1	2	1	2

Table-5.5 (Source: Primary data)

MUNICIPALITY						
Activities under-taken	2015-16		2016-17		2017-18	
	Number of Municipality conducted	Number of Municipality not conducted	Number of Municipality conducted	Number of Municipality not conducted	Number of Municipality conducted	Number of Municipality not conducted
Anganawadi classes by ICDS	2	0	2	0	2	0
Balasabha classes at panchayat level	2	0	2	0	2	0
Classes by panchayat as specific initiative under CFLG	0	2	0	2	1	1
CDS vigilance committee classes	0	2	0	2	0	2
Crime mapping by external agency	0	2	0	2	0	2
Classes of health	0	2	2	0	2	0
School level classes	2	0	2	0	2	0

CONTROL MUNICIPALITY			
ACTIVITIES UNDER-TAKEN	2015-16	2016-17	2017-18
	Municipality CONDUCTED	Municipality CONDUCTED	Municipality CONDUCTED
Anganawadi classes by ICDSs	Yes	Yes	Yes
Balasabha classes at panchayat level	Yes	Yes	Yes
Classes by panchayat as specific initiative under CFLG	No	No	No
CDS vigilance committee classes	Yes	Yes	Yes
Crime mapping by external agency	No	No	No
Classes of health	No	No	No
School level classes	Yes	Yes	Yes

*Table-5.6 (Source: Primary data)*

Analysis of initiatives of panchayat for sensitizing stakeholders on child rights show that prominent activity under this domain is classes in Anganwadi by ICDS it can be found that this activity has been done more than 95% of panchayat. There is no growth in this activity even after CFLG initiatives since this is a routine department programme by ICDS team result of these cannot be attribute to CFLG. Classes by panchayat in Balasabhas and special sensitization programmes organised as the part of CFLG are the two programmes that have shown some improvement during post CFLG period. For instants sensitization programme number of panchayats who have initiated sensitisation programme through Balasabha was only five in 2015-16 which has increased to 8 and 10 in 2016-17, 1 2017-18 respectively. The number of special sensation programme under CFLG was only one in 2015-16 which has increased to 4 and 6 in 2016-27, 2017-18 respectively. At the same time some important activities such as crime mapping were restricted to only 1/10 of the panchayat even after CFLG. The same trend was shown in the case of sensitization within vigilance committee. Coming to the control panchayats, their activities were restricted to sensitization in schools. This same trend was shown in municipalities as well. One can infer from data that except the Anganwadi sensitisation programme, other traditional sensitization programmes such as sensitization with in a school and sensitization through health department were also implemented only less than 50% of the panchayat. It is also interest to note that apart from the traditional methods of sensitization on child right innovative communication and publicise educative tools were not used for creating sensitization in among stakeholders. Is also not worthy that special programme targeted on all parents and teacher were not also implementing in CFLG panchayats. Many of the study show that parental aspiration and parental pressure on children are children and child right violations in schools are the elements which are challenging child rights in the eve of cut throat competition. In such context continues parents and teacher education programme on child rights are necessary, and they have to adopt innovative strategies for sensitization. This kind of initiative is missing in CFLG programme in general. It is also notewor-

thy that there are lot of players involved in child right sensitization among different stakeholders. ICDS, health department, educational department, and private agencies are working into the same ground which often leading to overlapping and repetition. Hence it could be suggested that there needs a co-ordination mechanism between different agencies working on child right sensitization with in a LSGIs. This underscores the relevance of an institutional mechanism which could coordinate all the agencies and the activities working on child rights under a common umbrella. CFLG programme can think of such as LSGI level institution in future.

Along with the quantitative data qualitative data from FGDs and interviews also throwing light into the need of sensitization on child right. Many comments ratified that most of the children don't know how to respond to situation when they are facing situations of abuse. One girl child from Mulamthuruthy Gramapanchayat during the FGDs of the children commented;

“Once while I was travelling in bus an aged man misbehaved with me. But when I looked back at him, he smiled at me. Then I didn't know what to do” (Mulanthuruthy, 19/3/2019)

And regarding the use of complaint box in panchayat also show that children are not using these possibilities for recording their complaints. Vice-president of Kadukutty Gramapanchayat in his interview on dated 18/3/2019 commented

According to vice president Kadukutty children do not use complaint boxes instead; they inform their issues to Anganwadi teachers.

“Currently the problem of children is communicated mainly through Anganwadi. There is complaint box at panchayat office. We refrain from keeping complaint boxes at ward level, because we do not see the possibility of people using them. With Anganwadi teacher's people have comparatively more opening up about their matters”. (Vice-President, Kadukutty, 18/3/2019)

It is also interest in that there is some misconception among CFLG resource persons regarding the free interactions of child. One CFLG resource person from a Gramapanchayat from Ernakulam district in his interview on 3/4/2019 commented about children's friendship

“Relationship is wrong. Children should only trust their parents. Friendship is not a good thing”

Feedback from the qualitative enquiry undergoes the relevance of strong and continues sensitization through the children about their rights and how those rights can be realised. It is also important that there requires deeper sensitization programme to the recourse persons affiliated to CFLG and other child right initiatives. KILA can think of specialised orientation programmes on child right to the recourse person from different departments engaging with children.

Swastha (Child Protection): The panchayat developed a questionnaire for crime mapping named “swastha” to check the crimes against children and to address this issue in a systematic manner at panchayat level

**Reported Child Abuse cases in LSGIs**

- Number of Panchayat: 30
- Number of Control Panchayat: 3
- Number of Municipality: 2
- Number of control Municipality: 1

**5.3) Number of Panchayat Reported child abuse cases in different years**

PANCHAYAT AND CONTROL PANCHAYAT						
NUMBER OF CASES & ACTION TAKEN						
	2015-16		2016-17		2017-18	
	Number of cases reported	Number of cases action taken	Number of cases reported	Number of cases action taken	Number of cases reported	Number of cases action taken
Panchayat	32	13	38	1	20	8
Control panchayat	2	1	1	1	6	1

Table-5.7 (Source: Primary data)

MUNICIPALITY AND CONTROL MUNICIPALITY						
NUMBER OF CASES & ACTION TAKEN						
	2015-16		2016-17		2017-18	
	Number of cases reported	Number of cases action taken	Number of cases reported	Number of cases action taken	Number of cases reported	Number of cases action taken
Municipality	0	0	2	0	0	0
Control Municipality	1	0	4	0	4	0

Table-5.8 (Source: Primary data)

Note: The table refers to the number of child abuse cases per year in selected LSG.

After the introduction of POCSO in majority of the abuses against children is registered under this act child and adolescence child prohibition is also prevent child labour. Prohibition of child marriage act is also a strong rule to protect child right. Since the legal side of child rights are strong in enough to ensure to protect the child its substances depend upon hoe it implemented

in grassroots hence the number the analysis of number of cases reported in panchayat related to various provision to child protection are important. The following table also providing information in this regard.

It is noteworthy that the number of cases reported in panchayat before and after CFLG has shown only a varying trend, it was 32 in 30

panchayats during 2015-16, which has increased to 38 in next year. But this again reduced to 28 in 2017-18. At the sometime control panchayat who have not implemented CFLG has shown far better performance in this regard. Number cases registered in municipality have also not shown a significant increase during CFLG years with the performance of the control municipality was bit ahead than the CFLG trained municipalities.

The above data are provided by the ICDS supervisors who are also affiliated to district child protection units, at the same time during the field work we could observe that there is a mismatch between data provided by both police station and ICDS on child abuses. For instance, the number of cases reported in Adimali and Kanjukuzhy police stations are 16 at the same time the data provided by the ICDS supervisors are 10 respectively. It is noted that presently there is no system for cross reporting the reported child abuse cases in police station to the respective panchayat. The dis-functioning of child protection committees and Jagratha samithi there may be the reason for this. From the field experience we can reach into a conclusion that child abuses cases are not properly reported in panchayats and handle by the responsible bodies related to the panchayat. This also highlights the need of a statutory institution at panchayat level which is mandatorily responsible to collect and keep all updated information related to the children. Such an institution is important for the smooth implementation of CFLG programme as well.

While going through the initiatives of panchayat for taking action on reported cases the situation is not optimistic. In 2015-16 there were 32 cases reported from 30 panchayat but panchayat could take any action only on 13 cases. In 2016-17 this numbers were 38 and 14 respectively and 2017-18 it was 20 and 8 respectively. The percentage of cases in which panchayat has taken action was 40 in 2015-16, 36 in 2016-17, and 40 in 2017-18. This indicates that the panchayat could not take any action steps in 60 percentages of reported cases. In the case of municipality and control Panchayats the number of reported cases and number of cases took action rate also low. From this informer which reaches into

a conclusion that number of cases and number of actions taken cases by the LSGIs are also not satisfactory in nature. The limitations of LSGIs in terms of mandatory powers maybe one factor which restricting in their interventions. Absence of institutional mechanism for proper monitoring of cases at LSG level may be the other factor which leads to their limited intervention. This also emphasise the need of institutional mechanism at LSG level for coordinating and monitoring the management of cases related to child rights within the local bodies.

Along with the quantitative data from the above table, qualitative information provides the versatile nature of abuses that children have to face in different situations and difficulties in dealing with them. Some comments indicate that sexual abuse cases were also reported in the case of boys as well. President of Chapparapadavu Gramapanchayat of Kannur district in his interview commented thus:

“Abuse cases against boys had been reported. It was a boy, who asked for lift on his way back from school, faced such an experience once. Though the case got registered, no follow up actions were taken” (President, Chapparapadavu, 22/3/2019).

Some comments indicate that number of abuses by trapping the girls in affair is also increasing tremendously. One police officer from Adimali, in his interview 2/4/2019 commented;

“Cases in which abuse takes place by trapping the child in love affair has also increasing in number (Police personal, Adimali, Feb 15)

The local body authorities have indicated their helplessness and powerlessness in dealing with the cases like POCSO. President of Pulamant hole Panchayat of Malappuram district in his interview on 10/4/2019 commented;

“Last year there were 3 POCSO cases. But they were beyond the intervention capacity of panchayat and hence police dealt with them.” (President, Pulamant hole)

The above comments point out the increasing number of atrocities against children and its diverse nature. It's also indicates that present laws such as POCSO ACT not provides sufficient power to the LSGI's in intervening in such cases. This also underscores the relevance



of an institutional mechanism at LSG level for better protection of child rights with in their jurisdiction.

#### 5.4) Number of LSGIs Reported cases and taken action on Children Conflict with Law

Children who involve in criminal offences, drug abuse, and juvenile offences are com-

panchayats who have taken action, there was no action on reported cases in the year 2015-16. While only one out of three cases were persuaded by the panchayats in 2016-17. Two out of three cases perused by the panchayat in 2017-18. In the case of municipalities there was no action in the years 2016-17 and 2017-18.

#### Number of Panchayat reported cases on children conflict with law

PANCHAYAT AND CONTROL PANCHAYAT						
NUMBER OF CASES & ACTION TAKEN						
	2015-16		2016-17		2017-18	
	Number of cases reported	Number of cases action taken	Number of cases reported	Number of cases action taken	Number of cases reported	Number of cases action taken
Panchayat	3	0	3	1	3	2
Control Panchayat	2	0	0	0	0	0

*Table-5.9 (Source: Primary data)*

MUNICIPALITY AND CONTROL MUNICIPALITY						
NUMBER OF CASES & ACTION TAKEN						
	2015-16		2016-17		2017-18	
	Number of cases reported	Number of cases action taken	Number of cases reported	Number of cases action taken	Number of cases reported	Number of cases action taken
Municipality	0	0	1	0	1	0
Control Municipality	2	0	2	0	3	0

*Table-5.10 (Source: Primary data)*

ing under the domain of children under conflict with law. Since CFLG is initiative for child friendly panchayat, the number cases reported in panchayat and action taken by them is important for analysis. The following table provides a description in this regard.

While going through the number of cases reported in the panchayat, it is found that they are too low. Number of cases reported in 2015-16 was only three which was the same in 2016-17 and 2017-18. There was no considerable increase in the case of municipalities as well. Only a slight increase has seen in the case of controlled municipalities. Looking at through the number of

The present juvenile justice system is not providing any space for the interventions of local body, in the cases related to children in conflict with law. There is no local level institution is functioning related to the implementation of this law. This also, underscores the need of a LSGI level institution to gather information on children in conflict with law and to involve in these cases with the perspective of child right. The agencies that are associated to cases on children in conflict with law would have to handover the details of such cases to the respective LSGI's. This would enable them to peruse such cases in the perspective of child right.

### 5.5) Initiative for providing psycho social support for children through LSGIs

#### PSYCHO SOCIAL SUPPORT FOR CHILDREN THROUGH LSGIs

Studies show that children in Kerala are facing several psychological issues because of the parental pressure and competitive environment

in education system. Even the suicides after declaring exam results are common phenomena in the state. Since CFLG is attempting to evolve a child friendly local governance system, valuation of initiatives taken by the LSGIs to provide psycho social support to the children in needy situations is quite pertinent. The following table is an attempt for analysing such initiatives.

PANCHAYAT						
Initiative	2015-2016		2016-2017		2017-2018	
	Number of Panchayat Providing	Number of Panchayat Not providing	Number of Panchayat Providing	Number of Panchayat Not providing	Number of Panchayat Providing	Number of Panchayat Not providing
Counsellor appointed by panchayat	6	24	7	23	7	23
ICDS Counsellors	6	24	8	22	9	21
Legal service centre at panchayat	1	29	2	28	2	28
Counselling at PHC	0	30	2	28	3	27

CONTROL PANCHAYAT						
Initiative	2015-2016		2016-2017		2017-2018	
	Number of Panchayat Providing	Number of Panchayat Not providing	Number of Panchayat Providing	Number of Panchayat Not providing	Number of Panchayat Providing	Number of Panchayat Not providing
Counsellor appointed by panchayat	0	3	0	3	0	3
ICDS Counsellors	2	1	2	1	2	1
Legal service centre at panchayat	0	0	0	0	0	0
Counselling at PHC	0	3	0	3	0	3

Table-5.11 (Source: Primary data)

MUNICIPALITY						
	2015-2016		2016-2017		2017-2018	
Facility	Number of Municipality Providing	Number of Municipality Not providing	Number of Municipality Providing	Number of Municipality Not providing	Number of Municipality Providing	Number of Municipality Not providing
Counsellor appointed by panchayat	0	3	0	3	1	2
ICDS Counsellors	1	2	2	1	2	1
Legal service centre at panchayat	0	3	0	3	0	3
Counselling at PHC	1	2	1	2	1	2

CONTROL MUNICIPALITY			
	2015-2016	2016-2017	2017-2018
Facility	Municipality Providing	Municipality Providing	Municipality Providing
Counsellor appointed by panchayat	No	Yes	Yes
ICDS Counsellors	Yes	Yes	Yes
Legal service centre at panchayat	Yes	Yes	Yes
Counselling at PHC	No	No	No

*Table-5.12 (Source: Primary data)*

The reflections from table indicate that most of the panchayats failed in offering psycho social support to the children in needy situations. Appointment of counsellor through ICDS and by panchayats is the only two activities which had shown some momentum in the panchayats. Here also the rate of increase after CFLG t is not significant in terms of numbers. For instance, there were six panchayats who have appointed counsellors through their own initiatives before CFLG. And this has increased only to seven in two CFLG years. In the case of appointment of counsellors through ICDS, the number was six in pre CFLG year, which has increased to eight in the first year of CFLG and enhanced only to nine in the last year. While going through the data of control panchayat, they could perform only in the elements of ICDS counsellor. The initiatives by municipalities indicates that they could make little advantage in the case of appointment of ICDS counsellor, counsellor by municipality, and provisioning of counselling through PHC.

The performance of both panchayats and municipalities, in the case of initiating legal service centres for children at LSGIs is literally poor.

Data from the table indicates that even two third of the LSGIs could not take any initiatives for providing psycho social support to the children. As mentioned above, children in Kerala is going through the situations of surrounded pressure because of career aspirations of the parents. Along with these, children from marginalised groups such as fisher men, tribal, and scheduled caste communities are also facing specific issues related to their socio-economic backgrounds. The number of cases reaching into family court and the number of divorces is also showing an increasing tendency in state. Most of the studies indicate that children are the victims of such family breakdowns these all factors underscore the relevance of a strong psycho social support mechanism at LSG level to address the psycho emotional issues of children. But such initiatives are missing within the framework of

CFLG. Hence it could be suggested that CFLG has to think about a LSGI level institutional mechanism to provide continues psycho social support to the children. Kerala Panchayati Raj Act provides sufficient powers to the LSGIs to intervene in primary education. The concept of panchayat resource centre for education was also proposed by a Kerala education Rules Revision committee appointed by Government of Kerala (Government of Kerala 2010). A resource school can be identified in each LSGI which can act as a coordination centre of all educational research, training, and other educational service system within the LSGIs. This centre can also function as a legal service cum counselling centre for children.

### Summary

Child protection is a key area of intervention of LSGIs under CFLG. LSGIs were instructed to allocate minimum 5 percentage of their plan fund for addressing the needs of children and aged persons. However the trend of allotted fund and utilization the domain of Protection reflects that the CFLG training did not make a significant impact on allocation and expenditure of local bodies. It can be argued that many of the activities included under this domain are not cost-intensive in nature. Along with this, local bodies could not identify and experiment with innovative actions under this domain. However, CFLG training could bring an impact in terms of allocation and spending in municipalities.

Among the activities under the domain of protection, for facilitating child protection committees (CPC) there is a government direction to form school level protection groups. But these groups are not active in schools, with a few exceptions. Analysis of the initiatives by panchayats for sensitization creation initiatives on child rights shows a positive trend on routine programmes of ICDS through anganwadis (95%), classes by panchayath in Balasabhas, and special sensitization programmes organised as the part of CFLG. At the same time some important activities like crime mapping were restricted to only one in ten panchayats even after CFLG training. With regard to reported cases and action taken on children in conflict with law in LSGI's, the present juvenile justice system is not providing any space for the intervention of local body in cases of child abuse. Under activities for support for the psycho-social problems of children through LSGI's, data indicates that even two-third of the LSGIs could not take any initiative for providing psycho social support to children.

Under the framework of CFLG, there is much scope for scaling up the domain of protection beyond the mandates of existing legal structures. Child protection initiatives under CFLG programme can be designed to be independent and not merely supporting the administrative -legal system. Kerala's local development system holds the potential to lead the way in conceptualizing such novel initiatives.

## CHAPTER VI

# CHILD PARTICIPATION

Children's participation includes the opportunity for children to express their points of view and opinions and thus to influence decisions which may affect their lives. Participation includes different kinds of involvement, contribution, assistance and co-determination. They differ in quality and have to be distinguished in participation initiated and controlled by adults, equal decision-making, and children's self-determined and initiated participation. The right to be heard manifests itself in several articles of the UN Convention on the Rights of the Child (see Articles 12, 13, 14, 15, 17, and 31). Participation is one of the Convention's guiding principles and most advanced innovations on UN convention (UNICEF 2004).

Article 12 of the United Nations Convention on the Rights of the Child recognizes that children have a right to be heard. The application of this right has been broadly conceptualized as 'participation', although the term itself does not appear in the Convention. Of course, children have always participated in many ways within societies – for example, at the community level, through play and the arts, and in their economic contribution to their families. In the context of Article 12, however, the term 'participation' has evolved, and is now very widely used, as a shorthand to describe children's right to involvement in decisions and actions that affect them and to have those views taken into account. Children's right to be heard and to be taken seriously is a crucial and also visionary provision of the Convention on the Rights of the Child. Children can no longer be perceived as passive recipients of care and protection, or accidental beneficiaries of policy decisions; they

cannot be envisaged as not yet persons or adults in the making. Attention must be paid to their inner feelings, thoughts and views.

There were different experiments in Kerala to bring Children's participation in democratic process after the initiation of Peoples Planning Campaign. The concept of children's Gramasabha and Children's Panchayats were evolved and experimented in the mid of first decade of 21st century as the part of these initiatives. Considering children as equal citizens with the right to participating decision making was the vision behind all these experiments. The CFLG programme has developed its footing from the experiment happened in LSGIs all over the state.

The CFLG training by KILA offers guidance to practitioners working with children. It is designed to help staff develop their own best practice and pilot new ways of involving children. Participation is about children having the opportunity to express their views, influence decision-making and achieve change. Participation is a way of working and it is an essential principle that should be applied to all arenas – from homes to government, from local to international levels. The publication offers advice on ways for practitioners to support children's meaningful involvement in the governance, planning, implementation, monitoring and evaluation of their work.

There are several rights to children and they are mainly categorized under four domains. Child participation is one among them. The CFLG programme has proposed some measures to ensure the participation of every child in local governance. Children's Gramasabha, Bala Pan-

chayat (Children’s Panchayat) and representation of children in all working groups were these mechanisms. Balasabhas, run by Kudumbashree were considered as basic units for bringing children in local governance. Bala Panchayats were envisaged as a forum of Children at Panchayat level comprising of representatives from Balasabhas. It is proposed that consultations with Bala Panchayat, would be helpful to bring the issues of children in the agenda of local government and that would naturally lead to the evolution of child friendly local plans. (Rajan and Radhakrishnan 2016).It was also expected that discussions and demands raised in children’s Gramasabha, would also be considered in making local development plans. The vision of CFLG programme envisaged that it would provide more opportunities for the children to participate in local decisions making process and local development plans with the rights of citizenship. In other way round, these participatory forums

were envisaged as schools of democracy to the children. In this context, this chapter analyses how far the expectation of CFLG in evolving participatory citizenship among children has been realized in practice.

### Allocation and utilization of LSGIs in the domain of Participation

Since participation is an important domain of child rights the LSGI require money to implement the programmes lying under the concept of participation. Conduct and documentation of Gramasabhas, Children’s gramasabhas, Bala Panchayats and initiatives for collecting and documenting demands of children from participatory forum and conducting child parliament are the major activities proposed in CFLG under the domain of participation. The following table examines how much money have been allocated and utilized for the activities to ensure children’s participation in local governance.

### Year wise allocation and utilisation of child participation in LSGIs

PANCHAYAT						
Percentage Interval	2015-2016		2016-2017		2017-2018	
	Number of Panchayat allocated	Number of Panchayat utilised	Number of Panchayat allocated	Number of Panchayat utilised	Number of Panchayat allocated	Number of Panchayat utilised
0-9.99	30	30	30	30	26	28
10-19.99	0	0	0	0	2	2
20-29.99	0	0	0	0	1	0
30-39.99	0	0	0	0	0	0
40-49.99	0	0	0	0	0	0
50-59.99	0	0	0	0	0	0
60-69.99	0	0	0	0	0	0
70-79.99	0	0	0	0	0	0
80-89.99	0	0	0	0	1	0

CONTROL PANCHAYAT						
	2015-2016		2016-2017		2017-2018	
	Number of Panchayat allocated	Number of Panchayat utilised	Number of Panchayat allocated	Number of Panchayat utilised	Number of Panchayat allocated	Number of Panchayat utilised
0-0.19	0	1	0	1	1	1
0.2-0.39	1	1	2	1	1	1
0.4-0.59	1	0	0	0	0	1
0.6-0.79	0	0	0	0	0	0
0.8-0.99	1	1	0	0	0	0
1-1.99	0	0	0	0	0	0
2-2.99	0	0	0	0	1	0
3-3.99	0	0	1	1	0	0

*Table-6.1 (Source: Primary data)*

PARTICIPATION						
MUNICIPALITY						
	2015-16		2016-17		2017-18	
	Municipality allocation Percentage	Municipality utilisation Percentage	Municipality allocation Percentage	Municipality utilisation Percentage	Municipality allocation Percentage	Municipality utilisation Percentage
1	0.00%	0.00%	0.61%	0.03%	0.00%	0.00%
2	0.73%	0.73%	0.00%	0.00%	0.25%	0.25%

CONTROL MUNICIPALITY						
	2015-16		2016-17		2017-18	
	Municipality allocation Percentage	Municipality utilisation Percentage	Municipality allocation Percentage	Municipality utilisation Percentage	Municipality allocation Percentage	Municipality utilisation Percentage
1	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%

*Table-6.2 (Source: Primary data)*

The trend from the above tables exhibit that majority (more than 95%) of the panchayats could allocate only between 0-10 percentage intervals in the first two years. That is in 2015-16 and 2016-17 there was a small increase in the allocation of the panchayat, for participation in the second year of CFLG. Example, in 2017-18 here the number of panchayats who have allocated money for participation between the percentage intervals of 0-10 reduced to 26, which was 30 in the previous year (86%). While going through the trend of control panchayats, it can be observed that they could allocate only a meagre amount in the domain of participation, and there was considerable difference between pre and post CFLG years. The trend of allocation

of municipalities shows that they didn't allocate any money during pre CFLG year, for the activities under the domain of participation. At the same time their allocation has shown a feeble progress in the next year. Notwithstanding to the improvement in 2016-17, their allocation again declined to zero in 2017-18. While comparing CFLG municipalities with control municipalities, their status in allocation for participation remains zero throughout the years irrespective of pre and post CFLG periods. While one examines the experience of utilization of panchayat in the domain of participation, it could be noted that all the Panchayats were lying in the percentage intervals between 0-10 in the years of 2015-16 and 2016-17. This shows there was no difference

in the utilization of panchayat in the first year of CFLG. However, there was little difference in the second year of CFLG in terms of fund utilization of CFLG. Two out of thirty panchayats (6%) of the Panchayats could improve their fund utilization performance in the last year. On examining the case of control Panchayats, their fund utilization performance is lower than 1%. The information about the municipality also show that their fund utilization is again below 1%. They could not spend any amount during the years 2015-16 and 2016-17.

We can infer from the above table that LSGIs has allocated only a small amount (lower than 10%) in average for the activities in the domain of participation. Whereas their utilization is also seeming to be poor. (Below 10%) However, the CFLG initiatives could make a small change in allocation and expenditure of panchayats in the domain of participation. However, such a trend is not visible in the case of municipalities as well. It is interested to note that their performance of control Panchayats and municipalities is too poor in fund allocation and utilization for participation while comparing that of CFLG LSGIs. We could conclude that CFLG initiatives did not make a significant change in the performance of LSGIs in the allocation and spending for children's participation. There could be several factors which might have influenced this pattern. The CFLG LSGIs even may not have imbibed the relevance of building children's participation forum in their jurisdiction. In the other pertinent factor may be the amount of money required for organizing children's fo-

rum may be comparatively low and which would not have been accounted as official spending of LSGIs. Anyway, the following tables which explain the performance of panchayats in organizing children's forum would through more light into these directions.

### 6.1) CHILD PARTICIPATION AND BALASABHA

Balasabhas are an inclusive platform of the children which can enhance their agency and community interactions. Balasabhas are working under the broad umbrella of Kudumbashree and they are functioning as a sub set of Kudumbashree neighbourhood groups. Each Balasabhas consist of 15-30 children between the age group of 5-18 and it is giving the opportunity to understand democratic system. Kudumbashree data claims that there are 32,878 Balasabhas and 4,3908 members (Kudumbashree, 2018). KILA has taken Balasabhas as prominent institutions for participating children in local governance. Hence CFLG programme has given prominence to orient the functions of Balasabhas.

Since Balasabhas are important forums which provides universal access to children in all LSGIs, and analysis about how much local bodies succeeded in organizing them is quite relevant. The following table is an attempt to provide information in this aspect.

Conducting of Balasabha meeting and its proper documentation are equally relevant when such initiatives are undertaken under a programme like CFLG.



The following table provides information about documentation about the functioning of Balasabhas in CFLG LSGIs and control LSGIs

PANCHAYAT						
	2015-2016		2016-2017		2017-2018	
ACTIVITIES UNDER TAKEN	Number of Panchayat initiated	Number of Panchayat not initiated	Number of Panchayat initiated	Number of Panchayat not initiated	Number of Panchayat initiated	Number of Panchayat not initiated
Has Conducted but lost documents in floods from CDS office	0	30	2	28	2	28
Has conducted but ward level documents are not available at CDS office	8	22	8	22	11	19
Has Conducted ward level documents are available at CDS office	6	24	12	18	15	15

CONTROL PANCHAYAT						
	2015-2016		2016-2017		2017-2018	
ACTIVITIES UNDER TAKEN	Number of Panchayat initiated	Number of Panchayat not initiated	Number of Panchayat initiated	Number of Panchayat not initiated	Number of Panchayat initiated	Number of Panchayat not initiated
Has Conducted but lost documents in floods from CDS office	0	3	0	3	0	3
Has conducted but ward level documents are not available at CDS office	3	0	3	0	3	0
Has conducted ward level documents are available at CDS office	0	3	0	3	0	3

Table-6.3 (Source: Primary data)

MUNICIPALITY						
	2015-2016		2016-2017		2017-2018	
Activities under taken	Number of Municipality initiated	Number of Municipality not initiated	Number of Municipality initiated	Number of Municipality not initiated	Number of Municipality initiated	Number of Municipality not initiated
Has Conducted but lost documents in floods from CDS office	1	1	1	1	1	1
Has conducted but ward level documents are not available at CDS office	1	1	1	1	1	1
Has conducted ward level documents are available at CDS office	1	1	1	1	1	1

CONTROL MUNICIPALITY			
	2015-2016	2016-2017	2017-2018
Activities under taken	Municipality initiated	Municipality initiated	Municipality initiated
Has conducted but lost documents in floods from CDS office	No	No	No
Has conducted but ward level documents are not available at CDS office	No	No	No
Has Conducted ward level documents are available at CDS office	No	No	No

*Table-6.4 (Source: Primary data)*

The above table reflects that two panchayats have lost their documents related to Balasabhas in flood. The data indicates that the number of panchayats who have not kept Balasabha related documents in Area Development Society level (ADS) has shown an increasing trend even after the CFLG implementation. The number of panchayats who could not keep such documents was eight in 2015-16 increased to eleven in 2017-18. It is noteworthy that the number of panchayats who have kept Balasabha related documents at Community Development Society (CDS) has shown an increasing trend while comparing the same in pre and post CFLG regimes. The number of panchayats who have kept Balasabha related documents in CDS office was only six in 2015-16, i.e.; in pre CFLG year. This has increased to 12 in first year of CFLG (2016-17) and further expanded to 15 in the last year of CFLG. It is noteworthy that even though the control panchayats have organized children's Balasabhas, all of them failed in keeping respective documents in a systematic manner. One out of two municipalities could maintain records related to Balasabhas in their CDS office. At the same time the control municipality could not even conduct Gramasabhas. The above table gives us a feeling that CFLG initiative contributed in streamlining the process of conducting Balasabhas and maintaining its documents in a systematic manner.

The table shows that documentation evidence of Balasabhas was kept in safe in CDS office after getting CFLG training. When its compares to 2017-2018, there was only 6 panchayats

initiated to keep the documents in CDS office in the year of 2015-2016.

The above table shows that, the control municipality has not performed well and one among the trained municipality has the concern about child and they are giving the space to child to perform and participate. One of two municipalities which got training has been conducting Balasabha.

By comparing the control panchayat with CFLG trained panchayat, it is evident that the lack of training affected the effective functioning of Balasabha in control panchayats. 2015 onwards they are conducting Balasabha regularly but the documents are not available at CDS office. Table shows that among 30 sample Panchayats only 15 panchayats were taken initiative to keep ward level documents at CDS office. But in the case of control panchayats it's reflects that the 0 out of 3 panchayats are kept documents of Balasabhas in CDS office.

The municipalities were showing a child friendly approach in the case of Balasabha conduction but there was no documentation evidence at the CDS offices. But they are much better than the activities of control municipality. The control municipality data narrates that there was nothing happening for the betterment of children beyond mandatory allocation.

KILA introduced CFLG training with the collaboration of UNICEF to the strengthening the activities of the panchayat level Child friendly programmes. Balasabhas are playing an important role all among them. But the collected data reflects that the majority of the panchayats

and municipalities are at least conducting Balasabha and creating a space to child to participate, in the case of control panchayat also taken up the same stand as compared to control municipality. At the same time, trained municipalities had taken initiatives for the conduction of Balasabha.

### 6.2) DOCUMENTATION OF CHILD GRAMASABHA OF LSGIs

Children’s Gramasabha is an assembly of all children between the age of ten and eighteen of a ward (Constituency of a LSG or Urban Local Body). Children’s Gramasabha aims to initiate a child friendly development perspective in the Local Government through rectifying the gaps in the planning interventions for children. It also makes plans to fill the gaps identified. (Rajan and Radhakrishnan 2016).

The following table explains the status of children’s Gramasabha conducted in LSGIs and the number of LSGIs done documentation on Children’s Gramasabha.

The data shows that the number of Panchayat who have conducted children’s Gramasabha as the part of CFLG as shown a declining trend in 2 years. For instants the number of Panchayat who have conducted child Gramasabha was 24 in 2016-17 which has reduced to 21 in the second year of CFLG. At the same time there was an improvement of number of panchayat who have done proper documentation CDS during 2 years CFLG. In the 1 year of CFLG it was only 10 which have improved to 16. This indicates that the first year of CFLG only 41% of the panchayat who have conducted children’s Gramasabha has taken initiative for proper documentation. This has increased 76% in second year of CFLG. Coming to the case of municipality both of them conducted child Gramasabha in first CFLG year, whereas it has reduced into one in the second year of CFLG years. However, initiatives of municipalities in documenting the child Gramasabha seem to be poor in the first year which has improved in second year. It can be inferred from data that the initial enthusiasm of panchayat in organizing children Gramasabha has shown a declining ten-

#### STATUS OF CHILDREN’S GRAMASABHA AND ITS DOCUMENTATION BY LSGIS

PANCHAYAT				
	2016-2017		2017-2018	
Activities undertaken	Number of Panchayat initiated	Number of Panchayat not initiated	Number of Panchayat initiated	Number of Panchayat not initiated
Has conducted; documents are available	10	20	16	14
Has conducted	24	6	21	9

*Table-6.5 (Source: Primary data)*

MUNICIPALITY				
	2016-2017		2017-2018	
Activities undertaken	Municipality initiated	Municipality not initiated	Municipality initiated	Municipality not initiated
Has conducted; documents are available	0	2	1	1
Has conducted	0	2	1	1

*Table-6.6 (Source: Primary data)*

dency in the second year. In the first year 80% of the panchayat could conduct child Gramasabha whereas it has reduced to 70% in second year. It is also interesting to note that child Gramasabhas were identified as one-time event at Gramapanchayat rather than an institution which needs to be sustaining each local body. Notwithstanding this the data indicates CFLG could contribute in improving the documentation process of CGSs. Anyway, CFLG could establish the relevance of child Gramasabhas as a participatory institution of Children in LSGIs.

Along with the quantitative data the information from FGD of children and Stakeholders on child Gramasabhas also provided some gauges regarding the issues related to conduct of CGSs. Any of the children attended in FGD in panchayat commented that the demands raised by them in Gramasabhas were not seriously taken up by the panchayat. One child of Mullan-kolly Panchayat of Wayanad during the CFGD conducted on date commented;

“Cheta, when we were studying in 6th standard I had raised demand for a playground. Now we are studying in 9th standard and have not yet happened after that”.

Another child from Kolazhy Gramapanchayat of Thrissur district in FGD of children commented.

“There is no point in merely conducting meetings at panchayat. Efforts should be taken to materialize things. In Child Panchayat also we merely talk about our needs, but efforts to fulfil them are lacking”. (Child participant, Kolazhi, 12/3/2019)

The same response was given by children in majority of the panchayats;

FGDs in panchayat raise the issue of apathy of panchayat in taking on the issues on CGS (19/03/2019).

Children’s responses from FGD in majority of the panchayat indicated that the demands raised by them where not demands raised from CGS, were not taken up by the LSGIs. According to the opinion of stake holders that shows there was a great change that happens because of the CFLG training and because of that they are learned about the children’s need in several social situations. The responses related to conduct of children’s GS at LSGIs indicates that children

who have participated in one Gramasabha had a sceptical approach about the efficiency of it. Most of them indicated that these were conducted as onetime events rather than an institution which needs to sustain for protecting interest of children it also widely commented that LSGIs are not taking the comments raised by the children in Gramasabhas as issues which need to be addressed. Hence children’s Gramasabhas as children could not see this Gramasabha spaces has bodies which follows accountability to the children. Along with this the authority of the Local Government could not perceive children’s as citizens who also have rights like other citizens. They follow a guardian’s approach who does not believe children are not capable to take decision and make independent opinion that can lead to decisions. They still believe they can take decision in favour of children rather than the actual demands coming out from the children.

### **6.3) INITIATIVES FOR COLLECTING AND DISCUSSING CHILDREN’S DEMANDS IN GENERAL GRAMASABHA**

Children’s demands raise and gathered through different children’s forum such as children Gramasabhas, Balasabhas, and Bala Panchayats would be converted in to reality only when those issues are raised and discussed in the decision-making forums of adult citizens. General Gramasabhas and working group are the two major citizen’s forums that have a key role in making the plans of local bodies. An evaluation in the aspect of how far the children’s demands are raised and children’s demands were brought in to the adult forums such as a Gramasabhas and working groups are relevant. The following table is attempt in this direction.

PANCHAYAT						
	2015-2016		2016-2017		2017-2018	
NATURE OF INITIATIVES	Number of Panchayats Initiated	Number of Panchayats Not initiated	Number of Panchayats Initiated	Number of Panchayats Not initiated	Number of Panchayats Initiated	Number of Panchayats Not initiated
Has collected the demands of children and but not discussed in working group	1	29	1	29	3	27
Has collected and discussed in general Gramasabha	5	25	6	24	8	22
CONTROL PANCHAYAT						
	2015-2016		2016-2017		2017-2018	
NATURE OF INITIATIVES	Number of Panchayats Initiated	Number of Panchayats Not initiated	Number of Panchayats Initiated	Number of Panchayats Not initiated	Number of Panchayats Initiated	Number of Panchayats Not initiated
Has collected the demands of children and but not discussed in working group	0	3	0	3	0	3
Has collected and discussed in general Gramasabha	0	3	0	3	0	3

Table-6.7 (Source: Primary data)

MUNICIPALITY						
	2015-2016		2016-2017		2017-2018	
NATURE OF INITIATIVES	Number of Municipality Initiated	Number of Municipality Not initiated	Number of Municipality Initiated	Number of Municipality Not initiated	Number of Municipality Initiated	Number of Municipality Not initiated
Has collected the demands of children and but not discussed in working group	1	1	1	1	2	0
Has collected and discussed in general Gramasabha	0	2	0	2	0	2

CONTROL MUNICIPALITY						
	2015-2016		2016-2017		2017-2018	
NATURE OF INITIATIVES	Municipality Initiated		Municipality Initiated		Municipality Initiated	
Has collected the demands of children and but not discussed in working group	NO		NO		NO	
Has collected and discussed in general Gramasabha	NO		NO		NO	

Table-6.8 (Source: Primary data)

The above table show that initiatives for discussing children's demands in working groups of LSGIs and general Gramasabhas were poor only. The number of panchayats who have discuss the demands raised by the children through children's Gramasabhas, Balasabha and Bala panchayat were discuss only in one panchayat during the pre CFLG year that is, 2015-16 but this did not show a significant increase in this FLG years. This number has increase in a slow pace; it has increased only to three in the year 2017-18. In the case of discussing in demands in the forums of general Gramasabha the trend is also showing a slight increase. The number of panchayats who have discussed children's demands in general Gramasabha was 5 in pre CFLG year which has increased into 6 and 8 respectively in the years of 2016-17, 2017-18. While one examines the case of municipality there was an improvement in the number municipality who have brought children's demand in to the working groups. The number of municipalities who have discussed children's issues in working group was one in 2015-16 which has increased in 2 in the second year of CFLG implementation. However, they could not do any initiative for discussing children's issue in Gen-

eral Gramasabhas. While one goes to the data of control panchayat and municipality, they could not do any initiative both in terms of discussing children's issue either in Gramasabha or in working groups.

### CHILDREN'S PARTICIPATION IN WORKING GROUPS

In order to ensure the voice of children, and to raise their demands in decision making forums and participation in working groups of the local bodies is important. As the part of CFLG programme it was instructed to the LSGIs to incorporate at least two children in each working group of LSGIs.

### 6.4) REPRESENTATION OF CHILDREN IN WORKING GROUP

According to the table, it shows the representation of children and their awareness about working group; it is evident that there is a gradual positive change in the representation rate of children in working group during post CFLG period. An official at different LSGs describes it as a modification in strategy which was adopted by the stakeholders due to the attitude change that occurred after KILA training.

PANCHAYAT						
DESCRIPTION	2015-2016		2016-2017		2017-2018	
	Number of panchayat involvement	Number of panchayat non-involvement	Number of panchayat involvement	Number of panchayat non-involvement	Number of panchayat involvement	Number of panchayat non-involvement
Children representation in working groups.	3	27	4	26	7	23
Awareness about participation of children in working group	7	23	8	22	8	22

CONTROL PANCHAYAT						
DESCRIPTION	2015-2016		2016-2017		2017-2018	
	Number of panchayat involvement	Number of panchayat non-involvement	Number of panchayat involvement	Number of panchayat non-involvement	Number of panchayat involvement	Number of panchayat non-involvement
Children representation in working groups.	0	3	0	3	0	3
Awareness about participation of children in working group	1	2	1	2	1	2

Table-6.9 (Source: Primary data)

MUNICIPALITY						
	2015-2016		2016-2017		2017-2018	
DESCRIPTION	Number of Municipality involvement	Number of Municipality non involvement	Number of Municipality involvement	Number of Municipality non involvement	Number of Municipality involvement	Number of Municipality non involvement
Children representation in working groups	0	2	2	0	2	0
Awareness about participation of children in working group	0	2	0	2	1	1

*Table-6.10 (Source: Primary data)*

Awareness of panchayat regarding the CFLG instructions to include children in working group has not shown a significant improvement while one compares pre and post CFLG regimes. At the same time there was a small trend of increase in the case of including in working groups. The panchayats who have included children in working group was only 3 during pre CFLG year (2015-16) which has increased to 7 in second year of CFLG. While coming to the case of municipalities they were aware about the need of including children in working group and taken initiatives to include them in the first and second year of CFLG implementation.

The above trend explains that only around 1/4 of the panchayat were aware about the need of including children in working groups, and taken action to include them in the same. Representation of children in decision making bodies of LSGIs is a key factor in making the Child Friendly Local Governance, since working groups are the key forums of planning in LSGIs children's representation in them is quite relevant. Majority of the Panchayats could not consider children are citizen who are matured in to participate the forums of adults and to make opinions. They might have the feeling that adults can also plan for the children even in the absence of children.

### 6.5) FUNCTIONING OF CHILDREN PARLIAMENT/BALAPANCHAYAT

Children's parliament and Bala Panchayat is representative bodies off selected from grass root level institution such as Balasabha and child Gramasabhas in addition to these school level parliaments of school also organise some panchayat. Bala panchayat and parliament as envisaged as a panchayat forum by giving representation to children from all wards of LSGIs and some panchayat has formed panchayat level children committees as well. The following table providing information about the initiative taken by the LSGIs for organising children's parliament and Bala Panchayat.

PANCHAYAT						
THE NATURE OF ACTIVITIES	2015-2016		2016-2017		2017-2018	
	Number of Panchayats Conducted	Number of Panchayats Not Conducted	Number of Panchayats Conducted	Number of Panchayats Not Conducted	Number of Panchayats Conducted	Number of Panchayats Not Conducted
Has conducted	11	19	11	19	13	17
School parliament	8	22	8	22	1	29
Conducted at panchayat level selecting children from Balasabhas	2	28	2	28	6	24
Conducted I panchayat level choosing children from children's Gramasabha	1	29	1	29	6	24

Table-6.11 (Source: Primary data)

MUNICIPALITY						
THE NATURE OF ACTIVITIES	2015-16		2016-17		2017-18	
	Number of Municipality Conducted	Number of Municipality Not Conducted	Number of Municipality Conducted	Number of Municipality Not Conducted	Number of Municipality Conducted	Number of Municipality Not Conducted
Has conducted	1	1	1	1	2	0
School parliament	0	2	0	2	0	2
Conducted at panchayat level selecting children from Balasabhas	0	2	0	2	0	2
Conducted I panchayat level choosing children from children's Gramasabha	1	1	1	1	2	0

Table-6.12 (Source: Primary data)

The above table indicates that gathering of children in the forum of school parliament has shown a gradual decline after the initiation of CFLG programme. The number of Panchayat who have conducted school level gathering in the form of children's parliament was 8 in pre CFLG year that is 2015-16 which was the same in the first year of CFLG 2016-17 and this has reduced 1 in 2017-18. At the same time the number of Panchayat who have conducted panchayat level gathering of children in the form of either children parliament at panchayat level or Bala Panchayat has shown an increasing trend. For indents the number of panchayats has organized children's parliament or Bala Panchayat was three in the pre CFLG year (2015-16) which was same in the first year of CFLG and it has increased to 12 in the second year of CFLG.

In the case of municipality, the children's gathering in municipality was happening one municipality in the pre-CFLG year which has increased to two in the last year of CFLG (2017-18).

There were two in which the panchayat/municipality level gatherings of children were occurring in LSGIs some of the panchayats. Some of the panchayat has selected children's from Balasabha for the panchayat level gathering. While some other has selected children from children's Gramasabha to the panchayat level gathering. Data shows that the number of Panchayats who has conducted panchayat level gathering by selecting children's from Balasabha was in two in the pre CFLG year which was the same in the first year of CFLG and increased to 6 in the second year of CFLG (2017-18). The num-



ber of Panchayat who has conducted panchayat level gathering of children was one in 2015-16 it was the same in the first year of CFLG and that is increased in to 6 year in the second year of CFLG that is 2017-18. In the case of control panchayat, the gathering of children was restricted only in school and not in to the level of panchayat.

While one comes to the case of municipalities, they have organized municipal level of gatherings of children while selecting children from children's ward Sabhas. In the case of control municipality there was no initiative for any kind of municipal level of gathering of children.

The overall trend of panchayat level gathering of children is showing and increasing trend during pre and post CFLG regimes. It was 10% in pre CFLG year it has increased in 40% in last years of CFLG. However, it is worth mentioning that still 60% of panchayat could not organize panchayat level gatherings of children for collecting their demands. The performance of CFLG municipalities is showing slightly better trend in this regard. In the same time no such initiative has happened in control panchayat or municipality is highlights the fact that the CFLG programme could inculcate the concept of children's parliament/ Bala Panchayat among the LSGIs covered under CFLG programme even though reach of these needs to be expanded.

It is also noteworthy that when the number of panchayats who were conducting children's parliament at panchayat level/Bala Panchayat has increased in the number of Panchayat who having conducted in only school parliament for children has gradually reduced. This indicates some of the panchayat could reorient the schools towards a panchayat level gathering of children. It is also noticeable that panchayat has follow diverse approaches in organizing children in a panchayat level body. 50% of the panchayat who have organized children's gathering at panchayat level by selecting children directly from child Gramasabhas were as the other half has organized panchayat level assembly of the children by selecting them from children Gramasabha or ward Sabha this shows the adaptive capacity of panchayats in making there on strategy for implementing a centralized programme.

The FGD also marks a trend of, Stakeholders were aware of child parliament but they were lack clarity on its various purpose

- The lack of clarity about the purpose and proper guidance is the reason for not being triggered up the activities to assemble child parliament in control panchayats and municipalities.

The comment below the panchayat ward member of Mattathur points out the root cause of inefficient working of child parliament among trained and control LSGs:

“Through the conduction of a child parliament, it is being intended that children should be introduced to the main stream governance system and since the childhood they should have a base knowledge regarding the panchayat and public affairs. However, many times children of Kudumbashree workers and other public workers are mainly participating in the child parliament. Due to the same reason, a democratic approach is not happening in child parliament. Child parliament does not get conducted in many places, but this is the situation whenever it happens. So panchayat authorities should understand the proper objective behind the conduction of child parliament and periodical training should be provided to the concerned people to conduct it in line with this objective .When the responsibility bearer change from the concerned positions, the new person in charge should show the concern to learn about the proper objectives and conduction of child parliament. “(Ward member, Mattathur).

## 6.6) TOTAL ALLOCATION AND UTILISATION OF LSGIs FOR CHILDREN OTHER THAN MANDATORY ALLOCATION

As have mentioned above, LSGIs instructed to allocate minimum of five percentage of their total allocation for children and elderly population. Some mandatory allocations were instructed within this such as allocation for supplementary nutrition programme, allocation for Sarva Shiksha Abhiyan. Since this to be mandatory allocation of the autonomous initiatives of local bodies for children could be recognize by accepting these two allocations from the total allocation of the children. The following table indicates how much amount have been allocated and utilizes by LSGIs for children except the mandatory allocation instructed by state government through planning guidelines.

**TOTAL ALLOCATION AND UTILISATION OF PANCHAYATS FOR CHILDREN**

Percentage intervals	2015-2016		2016-2017		2017-2018	
	Number of Panchayat allocated	Number of Panchayat utilised	Number of Panchayat allocated	Number of Panchayat utilised	Number of Panchayat allocated	Number of Panchayat utilised
0-4.99	6	17	4	10	3	8
5-9.99	12	10	7	13	12	16
10-14.99	9	3	11	6	7	5
15-19.99	1	0	5	0	5	0
20-24.99	0	0	0	0	2	1
25-29.99	1	0	0	0	0	0
30-34.99	1	0	0	1	1	0
35-39.99	0	0	1	0	0	0
40-44.99	0	0	0	0	0	0
45-49.99	0	0	1	0	0	0
50-54.99	0	0	1	0	0	0

*Table-6.13 (Source: Primary data)*
**TOTAL ALLOCATION AND UTILISATION OF CONTROL PANCHAYATH FOR CHILDREN**

Sl. No.	2015-2016		2016-2017		2017-2018	
	Percentage of allocation by panchayat	Percentage of utilisation by panchayat	allocation Percentage of panchayat	utilisation Percentage of panchayat	allocation Percentage of panchayat	utilisation Percentage of panchayat
1	10.42	4.28	7.28	4.62	8.26	4.91
2	28.31	15.27	6.54	1.09	12.57	9.16
3	14.52	3.86	36.82	2.19	36.82	25.84

*Table-6.14 (Source: Primary data)*
**TOTAL ALLOCATION AND UTILISATION OF MUNICIPALITY AND CONTROL MUNICIPALITY FOR CHILDREN**

Sl. No.	2015-2016		2016-2017		2017-2018	
	Allocation Percentage of municipality	Utilization Percentage of municipality	Allocation Percentage of municipality	Utilization Percentage of municipality	Allocation Percentage of municipality	Utilization Percentage of municipality
1	8.04	0.9	12.29	4.87	8.27	1.87
2	0.44	0.41	4.49	2.74	9.28	3.86

*Table-6.15 (Source: Primary data)*

Majority of the Panchayat allotted funds for the children between the interval of 0-15, in 2015-16, 27 Panchayats have allocated money in these percentage intervals which has reduced to 22 in 2016-17 and remained the same in the second year of the CFLG. At the same time there was a percentage increase in the number of panchayats who have allocated money between the percentage intervals of 15-20 after CFLG project. This was one in the pre CFLG year which

has increased to 5 in the 1st year of the CFLG and maintains the same status in the 2nd year of CFLG. It also interesting that two panchayats have allocated more than 45% their total allocation for addressing the needs of children in the year of 2016-17, whereas the same was missing in the second year of CFLG. The data of control panchayat shows that they were also allocated more than 10 % even before their total allocation for children even before CFLG. It is notable

that even one panchayat has allocating 36.82% of their allocation for addressing the needs of children during two continues year. Hence, we could find out the trend that even the CFLG panchayat were allocating money for addressing children may be because of initiation taken them.

The municipality has shown a varying trend towards the allocation of children before and after CFLG. One municipality has allocated 8.04 % of their allocation towards children in the year of 2015-16 which has increased to 12.29% in the first CFLG year, which again reduced to 8.27 % in second year CFLG. In the case of another municipality it could allocated only 0.44% during pre CFLG year which has increased to 4.99 in the first year of CFLG and again raised to 9.8% percentage in the second year of CFLG. However, the municipality shown an increasing trend in allocation after CFLG even though there was a varying trend in allocation. Even though the majority of the panchayat has allocated more than 5% of their allocation towards children in the picture of utilization of fund is not optimistic in nature. It can be observed that majority of the panchayat could spend only the amount less than 15% of total allocation before and after CFLG. The number of panchayats who could spend below 15% of total allocation was 30 during 2015-16 which has reduced only to 29 during the CFLG years. Only one panchayat could spend more than 20% during the CFLG project period.

In case of utilization in control panchayat it shows a varying trend. Two panchayats have shown a considerable change in their utilization's while comparing with pre CFLG year while the utilization of one panchayat shows a static picture. The utilization of municipalities has shown a mixed trend one municipality has shown consistent increase in utilization fund for children while the other has shown a trend of increase in on year and decrease in another year. In the case of control municipality shows an increasing trend in fund utilization since 2015-16.

From the table showing the allocation and utilization pattern of LSGIS for children we can draw the following conclusion. Majority of the panchayats could allocate more than 5 % of their allocation toward addressing the issues of children. And this has shown an increasing trend

during the CFLG period. At the same time the municipality has shown an inconsistent trend of increase and decrease in allocation during CFLG period. It is interest in that even after exempting the mandatory allocations for children's by LSGIs they could earmark more than 5% of their total allocation towards addressing the needs of children. This is indicative of concern of LSGIs in addressing the needs of children. Note with standing a positive trend of allocation in the utilization pattern of LSGIs has shown a poor trend of utilization. Majority of the panchayats could spend only lower than 15% of than their total allocation. In other were round most of the panchayat could not utilise 85% of their total allocation for children. This point out the lethargic approach of local bodies in spending the money allocated for the children. Utilization of the money allocated for the children may not be included in their preferential area of spending. This highlights the need of special orientation from CFLG for ensuring creative interventions from the LSGIs for addressing the needs of children.

## SUMMARY

The CFLG initiatives could bring about a diminutive change in allocation and expenditure of panchayats under the domain of participation. At present, the allocation and utilization comes under 10% of the plan fund. However, it is to be noted that the performance of control Panchayats and municipalities is too poor in fund allocation and utilization for participation while compared to that of CFLG trained LSGIs. The activities coming under this domain have shown a slightly improving trend, and data indicates that after the CFLG training majority of the trained panchayats are conducting Balasabhas to provide a space for child participation. In the control LSGI's almost nothing is happening towards betterment of balasabhas. In the case of child gramasabhas, the CFLG training could establish the relevance of child gramasabhas as a participatory institution of children in LSGI's. These are happening as one-time events and there is a need to improve the documentation process of

child gramasabhas. Children's participation in working groups of LSGI's and representation of children in decision making bodies of LSGIs has shown a slight improvement while comparing the pre- and post- CFLG periods. Majority of the panchayats have not been considering children as either citizens or decision makers. Functioning of children's participation in Balapanchayats has shown an increasing trend in CFLG trained LSGIs when comparing pre- and post- CFLG period. Still 60% of the panchayats could not take any initiative to organise a panchayath level gathering of children for understanding their demands, and the CFLG municipalities show a slightly better trend in this regard. Coming to the total allocation and utilization under the four domains of CFLG, it is interesting to note that even after the mandatory allocation for children by LSGIs they could earmark more than 5% of their total allocation, but in utilization it has shown a poor trend.

## CHAPTER VII

# ATTITUDE AND KNOWLEDGE OF TRAINEES REGARDING CFLG

As part of the study, a questionnaire administered among the trainees who have attended CFLG training from the selected 30 panchayats. Elected representatives, Government staff, and Resource persons who were part of the training were identified and a questionnaire was administered among them. The research team could identify 40 participants from 17 panchayats which includes 32 elected representatives, 7 government staff, and one resource person. The first portion of the questionnaire was intended to understand the attitude and knowledge level of trainees regarding various domains of CFLG. The second portion covered the initiatives taken by them after getting CFLG training towards

realizing the concepts delivered in training and the third portion was to understand the contribution of KILA training in building capacity of trainers in the basic concepts of CFLG.

### 7.1) STATUS OF KNOWLEDGE AND ATTITUDE OF TRAINEES REGARDING CFLG.

The table deals with the questions that assess the knowledge and attitude of trainees regarding CFLG. This particular session constituted 12 objective type questions concerned with either the level of knowledge or the attitude of each trainee regarding the basic concepts of CFLG.

**STATUS OF KNOWLEDGE AND ATTITUDE OF TRAINEES**

Questions	Elected Representatives		Government Officials		Resource persons		Total		
	Chosen Right Answer	Chosen Wrong Answer	Chosen Right Answer	Chosen Wrong Answer	Chosen Right Answer	Chosen Wrong Answer	Chosen Right Answer	Chosen Wrong Answer	Percentage of 22right answer
Q.1: Clarity about Vision Document for Children.	19	13	4	3	1	0	24	16	60%
Q. 2: Clarity about Children's Data Profile.	14	18	3	4	1	0	18	22	45%
Q.3: Clarity about Comprehensive Local Development Plan.	31	1	5	2	1	0	37	3	92.5%
Q.4: In-depth idea about child survival.	14	18	2	5	1	0	17	23	57.5%
Q.5: In-depth idea about child Development.	16	16	3	4	1	0	20	20	50%

Q.6: In-depth idea about Child Protection.	16	16	3	4	1	0	20	20	50%
Q.7: In-depth idea about Child Participation.	26	6	4	3	1	0	31	9	77.5%
Q.8: Considering Children as citizens	21	11	7	0	1	0	29	11	72.5%
Q.9: Understanding about children in conflict with law	8	28	5	7	0	1	13	27	67.5%
Q.10: Understanding about reasons of child abuse	22	10	7	0	0	1	29	11	72.5%
Q.11: Understanding about the importance of opportunities to play.	20	12	5	2	1	0	26	14	65%
Q.12: Understanding the role of children as stakeholders in policy making.	15	17	5	2	0	1	20	20	50%

*Table-7.1 (Source: Primary data)*

The table can be broadly classified in to 3 section, first three questions are coming under first section intended to assess the knowledge level of trainees regarding the basic activities proposed as a pre requisite of CFLG. Preparation of vision document for children, children's data profile and comprehensive local development plan are important among them. While one analyses the responses of the participants which is noted that they have a high level of knowledge regarding comprehensive local development plan (92.5%), at the same time more than half of the trainees didn't have a clear idea about children's data profile and 60% of them have idea about vision document for children. It is also relevant to not that majority of the trained panchayat could not prepared these three documents except few cases.

The second portion of the questionnaire from question 4 to 7 deals with different domains of CFLG, Such as; survival, development, protection and participation. The questions were intended to assess the knowledge level of trainees in these domains. The responses indicate that

except the domain of participation (77.5%) in other three domains around half of the participants did not have a clear idea about the basic concepts.

The third section of the questionnaire attempted to understand the knowledge and attitude of trainees regarding child rights, the questions from 8 to 12 included in this section. The overall responses in this section showed majority of the respondent could give right terms except the case of question number 12. This indicate that majority of the trainees could internalise the basic concept delivered through training, at the same time it is interesting to note that even after training and two years of intervention half of the trainee still believe that adults can make plans for children even without the participation of children. This attitude of trainees might have acted as an impediment in activating children's democratic forums as a forum of citizens. Other notable factor is that even though the tribes has shown comparatively better performance regarding their knowledge level of child rights the activities to uphold child rights have not been

evolved in the panchayat in par with their better level of knowledge. Absence of continuity in the functioning of children’s democratic forums such as children’s gramaasabha, panchayat is good instants for this.

propose through organizing balasabhas, children’s gramsabhas arts and sports programme, education programme, initiatives for creating child friendly environment, toys distribution, and Participation of children in decision making forums. These are the indicators used to assess the initiatives after training.

## 7.2) INITIATIVES AFTER GETTING CFLG TRAINING

The effectiveness of CFLG training could be analyzed based on the initiatives taken by the trainees after training in realizing the activities

**INITIATIVES TAKEN GETTING CFLG TRAINING**

Activities	Elected Persons		Government Staffs		Other Staffs		Total		
	Initiated	Not Initiated	Initiated	Not Initiated	Initiated	Not Initiated	Initiated	Not Initiated	Percentage of initiatives
Balasabha programme	24	8	0	7	0	1	29	11	72.5
Childrens Gramasabha	15	17	4	3	1	0	20	20	50
Arts and sports programme	14	18	2	5	0	1	16	24	40
Education Programme	9	23	3	5	0	1	12	28	30
Creating Child Friendly Environment	15	17	3	4	1	0	19	21	47.5
Collecting disaggregate Data of Children	15	17	3	4	1	0	19	21	47.5
Toys Distribution	9	23	1	6	1	0	11	29	27.5
Participation of children in desion making forums.	13	19	4	3	1	0	18	22	45

*Table-7.2 (Source: Primary data)*

The data indicates that majority of them could involve (72.5) in organising balasabha programmes after training while only half of them could take initiatives for organising children’s gramasabhas. This data can be linked with the poor performance of children in grama panchayats. It is also worth mentioning that the initiatives of trainees for organising arts and sports programme (40%) and education programmes (30%) for children seems to be low. This also indicates that the data from the chapter of devel-

opment underscores the fact that majority of the LSGIs could not initiate innovative programmes in the sectors.

Data from the table highlights that only less than half of the trainees could take any initiative to create child friendly environment (47.5) and collecting disaggregated data of children (47.5). It is also interesting to note that more than half of the trainees could not take any initiatives to bring children’s participation in decision making forums. The overall trend in-

indicates that initiatives of trainees after training in realising the activities propose through CFLG training was below the average except in the case of organising Balasbhas.

### 7.3) CONTRIBUTION OF KILA TRAINING IN IMPROVING THE PARTICIPANTS’ BASIC CONCEPTUAL KNOWLEDGE ABOUT CFLG.

There was a portion in the questionnaire to understand the contribution of CFLG training in raising the awareness level of trainees regarding the basic concepts of CFLG in their perception. Awareness of child rights, Understanding the role of children in the society, need of expanding the participatory forum of children and acceptance of citizenship of children were the indicators used assess this.

### SUMMARY

The assessment of attitude and knowledge of trainees regarding child rights and the domains of CFLG has shown that majority of the trainees could internalise the basic concepts delivered through the training. The knowledge level of trainees regarding the mandatory data to be kept in the LSGIs is satisfying. At the same time regarding children’s profile data, 60% of trainees did not have any idea. The knowledge level of trainees about the four domains of CFLG was between 50% and 60%, except for the participation domain (77.5%). The responses for questions on knowledge level regarding child rights gave satisfying results. Notably, half of the trainees believe that adult can make plans for children without participation of children. Contribution of KILA training in improving the

**CHANGE IN AWARENESS LEVELS OF TRAINEES**

Particulars	Elected Persons		Government Staffs		Other Staffs		Total		
	Improved	Not Improved	Improved	Not Improved	Improved	Not Improved	Improved	Not Improved	Percentage of improved persons
Awareness of child rights	21	11	5	2	1	0	27	13	67.5
Understand the role of children in the society	20	12	5	2	1	0	26	14	65
Expanding the participatory forums of children	20	12	4	3	1	0	25	15	62.5
Accept citizenship of children.	15	17	7	0	1	0	23	17	57.5

*Table-7.3 (Source: Primary data)*

Overall trend of the responses show that KILA training has contributed in raising the awareness level of trainees on various aspects of child rights. All the responses showed that the trainee have made more impacts on creating awareness child rights and the understanding the role children in society.

participants’ basic conceptual knowledge about CFLG has shown a below optimum trend. But an activity for organizing balasabhas has shown 72.5% trainees taking initiatives. The participants’ awareness level about basic concepts of child rights has increased because of the training.



## CHAPTER – VIII

# SUCCESS STORIES: PROMISING PRACTICES OF CFLG

### INTRODUCTION

The CFLG training programme was indeed an appreciable effort towards inducing a new sense of direction among the LSG institutions in Kerala to develop a more socially accountable, democratic and rights-based system of governance. It must have been for the first time that through the training provided by KILA, the panchayat and municipal authorities were asked to seriously think on how the voices of children could be incorporated into the decision making and policy planning mechanism of local governance and that their needs and concerns should be accounted for and addressed effectively. This was a sincere call to count children as responsible citizens with all rights to peacefully live, develop and participate in a democratic society. The paradigm of programme implementation put forward, which holistically encompasses performance indicators under four major domains of CFLG such as child development, protection, participation and survival, and also enlists ideas and designs for numerous activities and projects under each domain, was certainly a push for the participating LSG bodies to transcend the boundaries of usual welfare programmes focusing children and do something more proactive, creative and need based for their minor citizens. Some of the panchayats put in really countable efforts to work on this freshly channelized insights and energy and walked the extra miles in implementing unique child friendly initiatives and programmes, which resulted in a set of inspiring model interventions with great scope for

replication, contextual modifications, inventing sustainable project execution practices and scale enhancement.

While some of these interventions will excite one with the creativity of the idea behind, some of them can exhibit the power of cooperation and collaboration among multi-stakeholders in making something good really happen. In this chapter we share some of the awe-inspiring stories of these model CFLG initiatives and programmes undertaken by various panchayats. Instead of giving just glittering narratives of these interventions done, we prefer to present a more critically analysed and genuine picture of how they actually got planned, executed and followed up in the field. Using primary data collected through the study, we evaluate the chosen cases mainly on the aspects of their origin of idea, implementation procedures, impacts, replicability, scalability and sustainability. When such an exercise is being done, as the result these accounts will talk about the limitations, challenges being faced, draw backs and other issues with the intervention under lens. Each case presented in this chapter, beyond all their recognised achievements and limitations, make an important contribution in giving us a beginning point or an initial platform to discuss, argue on, criticise and appreciate, the potential of change being envisioned by a massive social programme like CFLG and redefine and rejuvenate the creative imaginations, social awareness, skill sets, responsibilities and commitments of both government machineries and public.

## TRANSFORMATION OF PUBLIC SPACES AS CHILD FRIENDLY

The process of transforming LSGs to child friendly approach was initiated by transforming public spaces like primary health centres and Anganwadis child friendly. LSGs like Kattakkada, Vengannur, Kumarakom, Mutholy, Ramapuram, Vadakarapathy, Unnikulam, Thirunavaya transformed their primary health centres and Anganwadis. The promoting factor behind this specific initiative was the guidance notes provided by KILA after training and the immense effort taken by KILA mentor. The ambience of PHC and Anganwadi were made child friendly by setting up a special room for breast feeding and a special room for immunization of kids. The PHC premises were painted with attractive cartoon characters to make PHC more children friendly. Anganwadis were made child friendly by installing child friendly toilets, child friendly furniture etc. Beyond that most of the panchayats allocated fund for toys and to reconstruction of children play space at Anganwadi. LSGs were transforming all their government offices to a mode that is accessible to children.

### CASES OF COMMENDABLE IMPLEMENTATION OF CFLG

#### EDAVAKA GRAMA PANCHAYAT - PIONEERS OF CFLG INITIATIVES

Edavaka Panchayat is situated in the Manathavady Block of Wayanad District. The Gram Panchayat came to existence in 1964 and the CFLG initiatives of the Panchayat were formulated on the basis of Situational Analysis and the conveyance of the Balasabha. The panchayat was declared child friendly under the leadership of the student governing council constituted at the Gramasabha level on November 14, 2014.

#### Nirbhaya Self-Defence Classes

The classes, which include Kalari training, Karate training etc. were initiated to empower and to increase the confidence among children. About 60 children made use of these training and participation of children were ensured by the voluntary mobilizing work done by Kudumbashree workers, Anganwadi workers etc.

#### Single Registry Pilot Project

The Edavaka Panchayat was selected as one among the two Grama Panchayats for the pilot project initiated by UNICEF and Social Welfare Department, Government of Kerala. This project aimed to create a single window for integrating the data about children. It was aimed that the data consolidation done by the collective participation of different departments to make available the data on children and government services utilized by them from village to state level. This was expected to enhance the planning and monitoring of the welfare schemes meant for children. Based on the findings and rectification the single registry scheme would be up scaled to all Panchayats in the state.

#### Organic Farming Familiarisation

A separate project proposal was formulated for Organic Farming Familiarisation and the panchayat allocated funds and an implementing officer for the smooth functioning of the programme. The students of the panchayat were given classes under the guidance of 2 farm houses of the Panchayat. The session was lead by renowned organic farmer Cheruvayal Raman who is the Ambassador of the Kerala State Biodiversity Board. Different varieties of potato seeds were distributed and resulted in the familiarization of organic farming and indigenous crops.

#### KOLAZHY GRAMA PANCHAYAT

Kolazhy panchayat in Thrissur District was active in organizing skill training. It was after the KILA training that the panchayat designed specific child friendly initiatives. Vice president Jessy Lonappan reported that it was from a model presentation session conducted by KILA that she understood the technical viability of the many programmes that could be initiated. Green literacy programme was an agriculture initiative by different panchayats which started as a part of CFLG exclusively for children with an objective of culturing agriculture habit and eco-friendly approach among them. All panchayats initiated the programme after the vision that was conceived through the CFLG training.

**Green School:**

In the 2017-18 financial year, under the special interest of the then welfare standing Committee chairperson and current vice president Jessie Lonappan, a sapling nursery started working in her ward in Kolazhi panchayat. The land used for this initiative was that of a private person (provided free of rent ) and funds from MNREGA programme were utilized to buy seeds in bulk from an agro farm in Wayanad and to employ MNREGA workers in the nursery. Growing up about 5000 saplings of Gooseberry, Lakshmitharu, etc in this nursery in 2017-18, the panchayat decided to provide them free of cost to all government, aided and unaided schools in the panchayat with a vision of creating green school campuses. Schools were allowed to take as many as saplings they needed from the nursery and according to the vice president, almost all the schools in the panchayat had made good use of this opportunity. Ms Sumangala, teacher and eco-club coordinator at Kuttoor GHSS for long time, though she could not recollect the exact year, was sure that around 60 saplings had been brought to the school at that time from nursery and all of them were given to children to take home. According to Ms. Jessie Lonappan, in 2018-19 saplings of fruit plants also had been distributed among schools. The nursery in the ward of the vice president, where the initiative began, was reported to be still functional.

**Crime Mapping:**

As part of the crime mapping programme, ward level awareness creating sessions on child right issues for children and adults were conducted. The main problems being faced by children and main problematic areas in the panchayat were enlisted. Reports regarding some of the serious issues that came across in the sessions were also handed over to the police department. Crime mapping was the result of long term collaboration between BSW department of St. Mary's College, Thrissur and the panchayat

**Free Breakfast:**

Free breakfast programme for children studying from pre-primary to 7th standard was initiated as per the special interest of the vice president and it was from a model presentation

session conducted by KILA that she understood the technical viability of the programme. In January and February months of 2019, breakfast has been provided to more than 300 children from Kuttur GLPS & Kuttur GHSS.

**KATTAKKADA GRAMA PANCHAYAT**

Kattakada grama panchayat in Thiruvananthapuram had the experience of mooted some creatively different and interesting child friendly initiatives to share. Soon after KILA's training, in 2016-17 Kattakada panchayat conducted a drawing competition for children studying till 12th standard to select a logo for the panchayat. It was a proud moment when the panchayat officially chose the design by a child who won the competition as the logo that represents Kattakada Grama panchayat. The activity was set to mark the adaptation of the idea of child friendliness into the functioning of panchayat governance system. It should be acknowledged as a good child friendly initiative both in the respects of giving a platform for the children interested in drawing to perform their talent and more significantly as a gesture of respect towards the stake of children in the governance system of panchayat.

Later in 2018-2019, Kattakada Panchayat received attention by proposing the creation of alumni networks in aganwadis to support their developmental needs. As the result of coordinated efforts, alumni meet happened across the anganwadis in the panchayat and out of the total 38 anganwadis, 22 created their own data base of alumni. This initiative is an interesting model of tapping the potential of alternative and non-conventional ways of resource mobilisation and allowing determination and effective co-operation to overrule the usual of excuse of lack of funds or resources in general, and do something good.

**MATTATHUR GRAMA PANCHAYAT - SMART CLASS ROOM FOR A SMART GENERATION**

Being a comparatively better performing panchayat in making their local self-governance system child friendly, Mattathur has done several initiatives in education field.

**Infrastructure Development:**

Mainly comprising of the projects implemented to improve the infrastructural facilities at 2 government LP schools and 2 Government UP schools in the panchayat. A good number of projects and portion of plan fund for panchayat upkeep are spent every year for these 4 schools. The panchayat has also done projects for the empowerment of public primary and upper primary educational system in Mattathur. Two projects - a long term one that provides smart furniture to all 4 schools year after year and another one that built a small children's park in 3 of the schools were found to be quite interesting interventions, which can set models for other panchayats

**Child Protection Centre- Ideal Project at Monadi SC Colony**

This project at Mattathur panchayat is an under-construction initiative, but of a unique nature that could not find parallels in any of the other panchayats evaluated, which aims to build a day time protection centre for children in the SC colony of Monadi locality in the panchayat. If the panchayat can ensure the efforts to sustain its proper functioning as it is being envisioned, the social significance it will have and the impacts it can create will be of a significant dimension, which can provide a unique model for the entire state.

**'Water Literacy' Programme Initiated on The Background of Frequent Drowning Death of Children.**

When the matter of frequent drowning of children came for discussion in Mattathur panchayat governance committee, the members were reported to have unanimously voted in support of this solution and it was included in 2017-18 year's annual plan as a specific child friendly project and allocated an amount from the plan fund to pay for the instructor, buying swimming tubes and to do the maintenance of panchayat pool laying in Chembuchira locality. The CFLG training received from KILA was said to be a motivational factor in planning such projects and going ahead with its effective implementation. The ultimate aim of panchayat is said to be providing swimming coaching to all children in the panchayat.

**RAMAPURAM GRAMA PANCHAYAT**

Ramapuram Panchayat formulated the CFLG activities through a situational analysis and vision perceived through CFLG training by KILA. Commendable efforts and interest taken by Panchayat member Jeena Nath and SAFALAM 55+, an organization of retired officers and CFLG section started at Panchayat and appointed an implementation officer to coordinate CFLG activities. The team were able to launch a number of child friendly initiatives .

**Free Membership:** A new practise of providing free membership for all children in the panchayat and to utilize and participate all activities of panchayat library was initiated. The Panchayat provides a nurturing space for children by organizing quiz sessions, discussions and interaction sessions etc. Free access to magazines and newspaper for children were also initiated after declaring the library as child friendly. Special day observations were organized to ensure child participation and to scale up social awareness among children.

**Safe Drinking Water:** Ramapuram panchayat took initiatives in child safety and care by providing clean and safe drinking water as a part of CFLG activities. The panchayat suffers from scarcity of clean water and tackled the drinking water problem by installing water purifiers in all schools.

**Safalamee Baalyam:** A Programme to nurture leadership ability among children. It is important that the children of the panchayat are being provided with opportunities to lead and engage in the different programmes of the panchayat through which they can grow as leaders and responsible citizens.

This has led to a decrease of water borne diseases and increased confidence among the students to take up initiatives.

**UNNIKULAM GRAMA PANCHAYAT**

CFLG activities initiated on the basis of CFLG training by KILA. Separate sub committees were formed exclusively for CFLG activities.

**Haritha Vidyalayam:** A project initiated with an objective to influence organic farming and effective waste management among children's life through schools. As a part of this, certain programmes such as ring composting installation, sapling planting, kitchen garden etc. were carried out at different schools.

**Krishipadam:** This is an agro training programme exclusively for children which introduces different practical tasks such as insecticide production, pH value, soil testing etc. through live classes and activities. Interactions with experts, harvesting festivals, and seed kit distribution for 6500 students were also conducted as a part of KRISHIPADAM.

**Amma Ariyan:** This programme was launched among mothers focusing on anganwadis, where the mothers are being sensitized about the necessary precautions and the importance of nutritious food intake.

#### **KUMARAKOM GRAMA PANCHAYAT**

Kumarakom grama panchayat seems to have adopted the idea of child friendly governance into the core of their functioning. Over the last 3 years they have initiated a set of very unique and contextually relevant child friendly interventions in the panchayat. The panchayat has been showing good interest in frequent organisation and effective conduct of participatory platforms for children like Balasabha ,Balapanchayat, Child gramasabha etc.

The land of Kumarakom panchayat being surrounded by a network of backwaters; the place has always struggled with the scarcity of clean drinking water. So it was one among the main demands of children raised in a bala sabha gathering that panchayat should install water purifiers across the schools in panchayat. Authorities took this concern seriously, and brought it for discussion in the grama sabhas of children and general public. The demand received strong support in these platforms. As the first step, in 2018 the LSG body installed RO water purifying plants in all 5 government schools in the panchayat. In the next phase, in 2018 mini RO plants were distributed among the aided schools functioning in the panchayat and in 2018 the au-

thorities walked an extra mile to solve the drinking water crisis in anganwadis by providing all of them with water connections from Kerala Water Authority.

The readiness of the panchayat to understand and approach the participatory platforms for children as opportunities it is obliged to ensure them to exercise their rights to participate in the day to day life of a democratic society, also resulted in the creation of a children's corner in panchayat library in the year of 2019, following the idea put forward by children in their grama sabha. Kumarakom panchayat has set up feeding rooms in many of their offices and institutions, which is an important indicator to read not only the child friendliness but also the women friendliness being represented by a governance system. Kumarakom was one of the severely affected places in the 2018 floods and the panchayat took timely action to collaborate with local clubs, provided counselling support for children in flood affected families and distributed study materials to the affected school going children. This Panchayat has a section clerk, who has been particularly assigned the duty of looking after the matters related to all child friendly initiatives being undertaken by the panchayat.

In Kumarakom as well, the criticism was heard that though the LSG body wanted to commit several projects benefiting children, lack of availability of funds and rejection of project proposals from various government departments and administrative levels work as the main hurdles in realising their vision about a child friendly panchayat on a better level.

#### **MALA GRAMA PANCHAYAT**

CFLG activities were initiated according to the needs that were raised during Gramasabhas and projects were planned on the basis of CFLG training provided by KILA.

**Free Swimming Training:** In Mala panchayat, it was one of the main demands of children raised in their gramasabhas conducted after KILA's training that the panchayat should provide free swimming coaching to children. In 2016-17 period, during the discussion that happened over the demands and suggestions given by children in gramasabhas at the panchayat planning com-

mittee meeting, this demand also came up for discussion. Finding its comparatively better position in terms of financial and logistical viability, the committee decided to add it as a project in the next financial year plan and to allocate an amount from the plan fund for the implementation. This project comes under the authority of health and education standing committee of the panchayat and implementation officer is the Head Master of the only government UP school in the panchayat. The plan fund allocation for the project was around 1 lakh rupees in the year of 2017-18. Due to the lack of suitable water bodies to conduct the training, panchayat authorities approached the Holy Grace CBSE School in the panchayat with a request to allow the classes to be conducted in the swimming pool available in the school campus after the school's hours. School authorities were quite co-operative towards this request and they provided panchayat with the pool and swimming equipment for children at a nominal rent and also allowed to use the service of their swimming trainer after the normal class hours, provided that he is receiving remuneration from panchayat for this extended hours of work. Once all these resources arranged, ward members called for applications in the gramasabhas of adults and directed the parents to give the name of interested children studying in 5th -10th standards and consent forms filled to either them or implementation officer directly. This year the training conducted continuously over a month in the after-school hours. In the second batch of 2018-19 year, total 75 children underwent the training, which took place in this January. While the classes were being conducted, monitoring of parents, ward members and frequently implemented. More than 100 children learned an important life skill through swimming training programme.

Through the monthly classes and activity sessions could provide awareness on various child rights issues and skill training in several fields to children. There was an Implementation officer as well.

#### **PALLIPPAD GRAMA PANCHAYAT**

One of the main concerns raised by children in their ward level grama sabhas and bala panchayats conducted by Pallippad panchayat

after the training was about the drop out issue in the schools in panchayat. Panchayat authorities resolved to intervene in the issue and in 2017 as the first step they collected details of the regular absentee children with the help of teachers and also using the data available with the status report of children they had already created. Next, groups consisting of panchayat members, anganwadi teachers, ASHA workers and health department officials, visited the houses of these students, talked to parents and children in person and understood the reasons for children not attending schools. Based on the findings from house visits, panchayat conducted awareness classes and counselling sessions for children and parents at panchayat level and consequently there is said to have been a down fall in the school dropout rate in the panchayat. This achievement of Pallippad panchayat reaffirms the scope of participatory forums of children like exclusive grama sabhas, Bala panchayats etc in helping the democracy to reach out to the younger generations and in turn them to reach a healthy consciousness about their rights and duties both as a citizen and a human being. However in many places when such platforms are being conducted as a mere procedure to just get away with the obligation or to produce a minutes report at the maximum, the spirit and commitment shown by panchayats like Pallippad to respond to and resolve at least some of the issues got raised at these platforms are inevitable elements in their meaningful conduct and indeed present us with an experience to learn from. In this case the utilisation of status report of panchayat's child population in finding out the children in need of help also gives another example for how this exclusive data set can propel and support timely, positive interventions.

While collecting details of this intervention, the welfare standing committee chairman of panchayat mentioned about the technical difficulties and legislative restrictions panchayats are facing in allocating fund for activities or programmes like this, which block them from going ahead with several initiatives they wanted to do as part of the CFLG programme. In his words District Panchayat Committee also does not give approval when they come up with some project. Here there is no valid supportive data

to state that this intervention, particularly given the complex nature of school dropout issue and participatory platforms for children in general have got followed up and conducted in the long run effectively. While several internal and external factors can influence the life span, effective execution and impact quality of such interventions like lack of funds, lack of interest on the side of LSG body, missing coordination among concerned departments, resistance from public or political problems, as the comment denotes the absence of an encouraging and sometimes compelling environment of shared responsibilities among various administrative levels and bureaucratic machineries and missing supportive legislations are no factors less capable of tampering the progress of CFLG programme or any other initiative aiming at social good for that matter.

#### **RAJAKUMARI GRAMA PANCHAYAT**

Rajakumari panchayat does not have many child friendly initiatives to show case in their credit. It has been observed during the study that, the awareness created through training is yet to make a considerable impact, in the way LSG body here approach the whole idea of child friendly governance and hence also in the life of child community of the panchayat. However, Rajakumari panchayat did undertake an interesting initiative in the wake of a fresh spirit channelized through the training. In 2018, it installed boards briefing the rights of children in panchayat office and several other institutions under it, which still can be found as reminders for everyone visiting these offices to acknowledge that children are also rightful citizens. Later the panchayat also published a book on child rights by themselves. This model of awareness creation can be suggested for all other panchayats to follow as a beginning point to kick start their transformation into a child friendly governance system. But the fact should also be understood that if the LSG body does not take further steps that can actually touch and positively change the lives in field, such awareness creating efforts will remain on paper.

#### **VADAKARAPPATHY GRAMA PANCHAYAT**

Following the training on CFLG programme, as part of the directions issued from KILA, in 2017-18 the panchayat created a data base of their child population. This exercise resulted in a finding of significance that there are around 14 other state children inhabiting the panchayat without any proper identification documents and facing the absence of a conducive environment for their growth and development. The Panchayat authorities timely stepped into the issue, and a case was registered under the provisions on human trafficking based on the understanding that these children were child labourers brought to the panchayat for some work, at the expense of their health, education and the very right to live in the love, protection and care of own families. Finally through the coordinated actions of panchayat and other concerned authorities, children's parents got contacted and they were safely sent back to their homes.

It is true that the interventions done by LSG body in this case are something that they are totally liable to do when such a circumstance of serious human right violations arises. But this issue, which went unnoticed until then irrespective of the on-going efforts of various government departments to create awareness on the problem of child labour and the rights of children in general, came into light only when the panchayat set out to form a data base of their child community as one of the primary steps to build a child friendly local governance system at their place. Along with this, the new insights and inspirations acquired from CFLG training might have propelled the body to stand stronger for the cause of child rights protection. So when many of us argue or blatantly believe that there is no issue of child labour in the state or at least in our localities, this experience being shared by Vadakarappathy panchayat shows the relevance and unavoidable need to create an exclusive data base or registry of child population at the LSG level, comprising of comprehensive data on the social, economic, cultural, political and emotional lives of children and effectively update and modify it over the time. As CFLG programme includes the formation of child data base in their list of must do initiatives, it is learnt that its scope works well

beyond providing just numbers of beneficiaries for various child friendly projects and actually helps to save the lives of children living in trouble, which will further strengthen the readiness of LSG body for effective emergency responses and interventions.

### **VENGANOOR GRAMA PANCHAYAT**

Similar to almost all the panchayats under study, in Venganoor also we heard comments by elected representatives and other concerned authorities and figures denoting that it was the training provided by KILA on CFLG programme that helped them to realise the role of panchayat in ensuring holistic development of children. It is indeed true that it was after the training many panchayats started to conduct children's gramasabhas, which is a crucial up-gradation of a crucial instrument of decentralised democracy and realise that children also have very specific demands, needs and concerns to put forward to the government machinery. It is largely determined by the ideological stand and commitment of LSG body that up to what extent it properly responds and effectively intervenes into the issues being brought up in such participatory platforms. However, the very experience of encountering children publicly expressing their own opinions, interests and needs regarding anything that matters in their personal and social lives, is in itself a factor that can encourage or other times compel the body to address at least some of the issues being raised by them.

The notable child friendly initiatives undertaken by Venganoor panchayat are of good scope for replication in other panchayats and they again provide testimony to the above-mentioned potential of participatory platforms to proper child friendly initiatives. In 2017, a magazine named "Kinav" was published in Venganoor, when panchayat stood along with children to realise their desire to create a way to showcase their literary and artistic talents. There was an executive committee of children to coordinate the activities of magazine creation and the response of child community in the panchayat in terms of their creative contributions into this initiative said to have been great and very encouraging. Venganoor LSG body in 2017 also

arranged coaching facility for children in games like football, basketball etc. and this was something children had been asking for persistently in their gramasabhas. Along with these initiatives, training for making the panchayat conscious about the absence of a comprehensive understanding about the living conditions of their child population, in 2016 it also conducted an analytical study to gather details regarding the actual living circumstances of children. Based on the findings reached by this study, the panchayat published a vision document in the name of 'Nilav' to guide and facilitate its transition into a child friendly panchayat. The formulation of a vision document is highly recommended to ensure efficient and effective planning, implementation, monitoring and timely up gradations of the projects and activities under such a massive transformatory programme like CFLG and Venganoor panchayat sets a good model on this front.

### **SREEKRISHNAPURAM GRAMA PANCHAYATH**

Sreekrishnapuram is a panchayat in Palakkad block of Palakkad district in Kerala. Child friendly local governance at Sreekrishnapuram was initiated as a multi convergence approach on child friendly initiatives to ensure participation and citizenship among children.

The CFLG activities initiated followed by the KILA training conducted in November 2016. Ten selected students from the panchayat had undergone 2-day training at Shikishak Sadan at Palakkad. And they were asked to submit a report on the Projects that are to be implemented through analyzing situation and assessing needs exclusively for the Children. The report was submitted to the Panchayat. Two Children were added in every Working group and vision document were submitted based on the Four Right Based dimensions formulated by the CFLG training (Child Survival, Child, Development, Child Participation and Child Protection) And based on this many Child Friendly Initiatives were formulated out of which 3 notable interventions are:

**Karunyasparsham (CHILD DEVELOPMENT):** Karunyasparsham project is a digitalized data collection of differently abled



children in Panchayat with the expertise of Engineering Students Of Govt. Engineering College Sreekrishnapuram. The Data collected consist of the details of Differently abled students, the services that they are availing from the panchayat and further support required for them is been recorded and then there is separate website exclusively for differently abled students to update their details in frequent intervals.

**Swastha (CHILD PROTECTION):** The panchayat developed a tool (questionnaire) for Crime mapping named “swastha” to check the crime against children and to address these problems in panchayat level.

**Snehabucket (CHILD DEVELOPMENT):** Snehabucket project was done in association with palliative care initiative of the panchayat by participating child community in palliative care services of the panchayat. Through this project, material collection drive for the old and elderly persons is been done on November 14 as part of children’s day celebrations.

The digital data collection ensured the actual data of differently abled children in the panchayat and timely availability of services to them, according to Welfare standing committee chairperson’s opinion.

“We were able to tap the local resources for the schemes. For example, KARUNYASPARSHAM we used the expertise of engineering students of Sreekrishnapuram.

We not only collected the data of differently abled children but digitalised it and thus were able to create a separate website for them”.

The promoting factor behind the smooth functioning of CFLG activities is that the collective effort of all stakeholders that triggered through the CFLG training by KILA. Education standing committee chairperson of Sreekrishnapuram Gramapanchayat marks this as;

“Sreekrishnapuram- we were able to initiate such programmes because of the consensus among the ruling and the opposition parties”

The challenge that faced by the initiative were the limitation of LSG to intervene in educational affairs and cooperate the activities of schools, because most of the schools are under private management.

The sustainable development and management of CFLG programmes are ensured by utilizing local resources like counsellors, football coach, artists etc and CFLG stakeholders, CFLG institutions etc. Most of the programmes are conducting in association with the voluntary, continues and comprehensive effort of other stakeholders.

### PORUR GRAMA PANCHAYAT

They had already equipped with cflg programmes like Balasabha but the focused and coordinated activities of cflg enabled after kila cflg training.

‘**Thaliridam**’: is a child friendly initiative developed by Porur panchayat to reduce the gap between children and environment. Through this project, panchayat instructed to all aided and unaided schools to provide a sapling for every child. It was an initiative that started as per the special interest of Panchayat and Welfare standing committee. The sustainability is ensured by the collective effort of LSG and Principals of schools.

**Cycle rally;** certain programmes were conducted under Kaumara club like Cycle rally, anti drug abuse campaign, publishing magazine, leadership training, campaign against plastic use etc.

**Leadership Camp;** Provided leadership training to 200 children at KILA. This camp was well received by the children.

Leadership training increased the proactive nature among children which is reflected on the effective working of Balasabha

Created a specific strategy for Child gramasabha increased child participation. Child gramasabha conducted on the basis of koumara club members based on each Anganwadi.

## Summary

As part of the study, we could identify 14 promising cases all over the state. There were initiatives from LSGI's in different dimensions of CFLG. They are initiatives for; making public institutions child friendly, developing data base and registry of children, interventions for improving the health and nutrition status of children, activities for providing physical education and arts performance training to the children, effective running of children's forums, bringing environmental conservation consciousness among children, initiatives for addressing the issue of differently-abled children, conducting public education programmes for child right, and initiatives for ensuring self protection of children.

Edavaka, unnikulam, mattathur, kumarakom, and sreekrishnapuram panchayats have done remarkable initiatives for making the public institution's child-friendly. These interventions were done mostly in PHC and Anganwadi. Edavaka and vadakarapathy panchayats have done interventions for evolving better child database. The intervention of the edavaka panchayat for developing a single registry is worth mentioning in this context. Kattakad, porur, and vengalur panchayats have done interventions for improving the physical capability of children.

Kumarakom, vengalur, and ramapuram panchayat have taken a remarkable lead in ensuring better functioning of children's forum such as children's grama sabha, child balasabha, and child panchayats. Edavaka, kolazhy, unnikulam and porur panchayat have undertaken significant initiatives to develop environmental conservation consciousness among children and to creating interest among children on agricultural activities. Krishipadam, thaliridam, and haritha vidhyalayam are the programmes initiated by the LSGIs in this direction.

The sreekrishnapuram panchayat has taken initiatives for providing special care to differentially abled children and to evolve their digitalized database in the panchayat. The karunyasprasham is a remarkable programme initiated by sreekrishnapuram panchayat. Mattathur, kumarakom, pallipad, rajakumari, ven-

ganur, ramapuram, and porur panchayats have undertaken programmes for creating awareness on child rights among different stake holds. counselling support for children in flood affected families, mapping and restoring the dropout students, 'Nilav' guideline, and water literacy programmes are the main programmes done by LSGI's in this direction. The mala panchayat has done defense classes and free-swimming training programmes for ensuring the self-protection of children.

Sustainability of a project is determined by an entire range of factors including its contextual relevance over time, availability of sufficient funds, good coordination and support between concerned departments or bodies, will power of political leadership, transparent execution, public co-operation, holistic participation of beneficiaries in all stages of project, and timely need-based modifications. Sustainability in turn influences the possibilities of scaling up the projects or interventions over time to enhance the coverage of beneficiaries and benefits themselves. When we look at our chosen interventions for sustainable models in which we can find the converged positive performance of at least some of the above-mentioned factors, disappointingly we do not have much to pick out. Hence several of the interventions under analysis here are of short-run nature and some of them have collapsed in between before they could even meet their short run objectives. Even the few long run projects, which are being continued by LSG bodies and gets scaled up over the years, seem to be mostly running on a few specific factors like availability of funds, will power or particular interests of the ruling front etc. and when these energy sources runs out of fuel, a broad based social space and support to continue and upgrade these projects will be absent, mainly due to the lack of thrust on the holistic participation of children.

There are other sides to these 'observed facts' as well. While one criticises the LSG bodies for lack of focused efforts, bureaucratic inefficiencies and their conventional and politically inclined ideological stands in not bothering about the sustainability, scalability, and some-

times even the actual impacts of the projects, it has to be acknowledged that factors like inter, and intra departmental co-operation issues and legislative restrictions do affect the timely project approval and availability of the required funds, even when the panchayat is totally ready to start a new project or continue and upgrade an existing one. Along with this, even in instances where a government machinery puts enough efforts to bring the participation of children and public into project execution and evaluation etc., lack of interest and social sense of the public and parent community may be lethargic on their side to contribute to such activities and let the children participate. This can pull back and discourage the authorities from further democratising the process and seeking different possibilities to ensure the sustainability of the project. The study team has witnessed the difficulty being faced by authorities in raising the attendance count of children from the bottom level at various panchayat and ward level gatherings during the study.

So, while discussing remedies to overcome the mentioned hurdles, struggles and challenges and design sustainable, impactful model interventions a reality in each and every panchayat, the effort come from all sides. CFLG is a social transformatory programme with enormous opportunities to plant the seeds of many crucial structural and systemic changes and hence with great scope to contribute into the building of a democratic society that is more humane, sustainable, equitable and ethically bonded. As this programme brings all interconnected major

arenas of a child's life into the ambit of its interest, there are unlimited creative possibilities for the panchayats to initiate unique projects parallel addressing the needs of multiple domains ,come up with better performance indicators, set new standards of performance and design more contextually relevant own frameworks for programme implementation in the long run, once they are done with the basic requirements to nurture a child friendly panchayat. This is a long rebellious road ahead to empower the current and future generations of children to live their childhood and adolescent in a social environment that effectively meets their emotional, psychological and physical developmental rights and needs and grow up into better responsible human beings with concerns beyond own achievements and self-interests.

We, as the study team, are once again taking this chance to appreciate and thank all the efforts taken by KILA and the trained panchayats to kick start this journey. However to go forward, we cannot do without the following improvements: further ideological changes and awareness creation among the stakeholder groups, continuous evaluation and monitoring of programme implementation, frequent impact assessment and feedback collection exercises, inspiring incentives for better performing panchayats, legislative reformations, strong multi-stakeholder collaboration and coordination ,exploration of the alternative and more democratic ways of resource mobilisation and utilisation and holistic all round participation of children.

## CHAPTER - IX

# FINDINGS AND RECOMMENDATIONS

The objective of the present study was to understand the impact of the Child Friendly Local Governance (CFLG) training programme initiated by Child Resource Centre (CRC) of KILA with the support of UNICEF from 2015-16 to 2017-18. The study has followed an approach of assessing the overall effectiveness of the programme by evaluating its demonstrated experiences in a sample of local bodies selected from across the state. The assessment was done in 30 Grama panchayats and 2 municipalities in the state, which received the training. In order to get an objective comparative picture of child friendly initiatives, 3 panchayaths and one municipality were selected as control cases for the assessment. Outcomes of the training were selected as the objective criteria to provide an evidence base to the deliverables of the programme.

This chapter is an attempt to provide a picture of the overall impact of the programme by discussing the major findings of the study. The findings are divided into two sections. The first section discusses the general findings regarding the overall design and strategy of the programme. The other section provides reflections regarding the experience of CFLG implementation programmes under its different domains such as survival, development, protection and participation. The study has developed the assessment framework and tools based on the official programme framework proposed by UNICEF and KILA.

### **General Findings and observations about the CFLG programme**

- It is appreciable that the UNICEF-KILA initiative of Child friendly local governance could disseminate the concept of CFLG to 146 LSGIs as a progressive policy initiative. The one-year long training provide at KILA for these 146 local bodies has successfully transferred the idea of the four CFLG domains i.e., survival, development, protection, and participation, into these local government institutions. The transfer of knowledge achieved is commendable in terms of content delivery.
- As a massive state level training programme with the participation of multi-stakeholders such as representatives, elected members, local body officials, school heads, ICDS officials, and other officials under the LSGIs, the CFLG training could reach out to the authorities of local governments and it has helped in sensitisation regarding the CFLG programme among them.
- Most of the LSGIs trained have absorbed the concept of Children's Gramasabha as an important forum of children. Almost all trained local bodies have conducted Children's Gramasabha at least once. Such a forum provides a platform for children to exercise their franchise as a partner in the planning process.
- Apart from the routine training, the mentoring system established with follow-ups and enhancement programmes, through the involvement of mentors, is appreciable as an equipping strategy.

As a result of the extensive training and various hand holding strategies, some exemplary initiatives related to child friendly local governance have emerged in the LSGIs.

### **Issues implied in the framework of the programme**

UNICEF is an international platform. This means they follow an international framework and indicators for developing programmes. While it is appreciable to have international standards in issues related to rights of persons including children, there are pitfalls in ground level implementation too. It is understandable that while approaching India, a universal framework for developing countries would be acting as the guiding mechanism for programme development and implementation. Since the development experience of Kerala and status of children are quite different from the common Indian scenario, the framework of the programme has to be designed and operationalised within the specific Kerala context. Such a customized adaptation of the common Indian framework to the Kerala situation was found largely missing in the programme. Ideally, the programme had to be re-designed and operationalised in the Kerala context. Even though the broad framework comprising of survival, development, protection, and participation is suitable to Kerala context, micro indicators within the framework need to be more contextualized in nature. For instance, the sex ratio in Kerala has been showing a trend of relative equality even though there is a slight decline in the tendency shown in the case of 0-6 age group. Sex selective abortion is being addressed by the state through strong legal measures. While the existence of the practice cannot be ruled out completely, it is not a severe issue in the state. However, the CFLG framework considers it as a key element, even in Kerala. Likewise, the first-generation issues such as availing nutritious food for surviving, ensuring basic education facilities, providing minimum health facilities etc. were largely achieved by the state. However the second generation issues such as quality of education, quality of health services and the quality of nutritional supply through the Anganwadis are the issues capturing attention in the public discourses of the state. In such

a context, a programme like CFLG could have been utilized to develop and apply an advanced framework suited to the specific context of the state.

Kerala is also facing issues such as suicide among children, high prevalence of depression, increasing substance abuse, trend alcoholism, lack of physical exercise and stress from nuclear families. (Ortiz et al., n.d.) Notwithstanding the intensity of these issues an internationally supported programme like CFLG could not develop an adaptive framework suited to address the specific issues in Kerala's context.

### **Issues in Recognising Children as Citizens**

The International convention on child right highlights the citizenships of children whereas such a rights-based approach was missing in the overall training programme related to CFLG. The CFLG training and follow-up actions could not deliver the citizenship right of children as one among their basis right to the LSGIs through training. Hence the representatives of LSGIs in CFLG programme implemented local body could not perceive children as citizens. This problem has reflected in the basics approach of the programme has made impediments in realising the real target of the programmes. Even if they have implemented CFLG the responds of elected representative in interviews. Under-scores that they still believe they can make programme even without children's participation. Creation of clear understanding about child rights among the different stakeholders reacted to the programme was missing in the all exercise. It is also pertinent to note that children did not get participation in any stage of project planning and implementation programme.

### **Absence of evidence-based planning**

Systematic identification of problems and evolving solutions for them require a scientifically managed database. Children's comprehensive development plans in most of the LSGIs were not prepared with support of data. Hence the comprehensive data on children is not available in the LSGIs. Limited data collected from the annual routine surveys conducted by ICDS officers is the only available data set on children. The standardized format for data collection has

not been followed or updated in most of LSGIs. More importantly, such data sets were not used for planning programmes for children.

### **Absence of a permanent institutional mechanism for children in LSGIs**

KILA has promoted institutional mechanism for the participation of children in governance. Balasabhas, Bala Panchayath, and children's Gramasabha are instances of such mechanism. The study indicated that these institutional mechanism could not work as a permanent democratic forum of children in the Panchayats and municipalities. These were limited to one-time events for gathering children. The real functions envisaged to be realised through the forum such as identification of children's issues, gathering children's suggestions for evolving child friendly plans, and nurturing democratic culture among children were not turned into ground level practices.

KILA has envisaged CFLG as a permanent institutional system where children are the key stakeholders. But after one or two meetings these programmes could not be sustained and the programmes were limited to one-time events. The LSGIs could not design such institutions in a way that they could sustain for a longer period and could contribute to further planning and action.

### **Dearth of initiatives for comprehensive child development plan**

LSGIs had already been instructed to earmark a mandatory 5% allocation in every year for children and the aged. They have been allocating funding for supplementary nutrition programme as a statutory requirement and the 5% of mandatory allocation is proposed out of the allocation for supplementary nutrition as the part of recent guidelines. This has provided sufficient resources for local governments to develop and implement plans for children. As a part of CFLG they were suggested to prepare a comprehensive child development plan and implement it under the development plan of LSGIs. KILA in cooperation with UNICEF, prepared guidelines for LSGIs for developing comprehensive child development plans based on four major domains of child rights. However the stakehold-

ers related to CFLG in all local bodies could not internalize the spirit. Data from LSGIs show that most of the LSGIs were either following routine programmes or organizing one-time events like Balasabha in the place of comprehensive programmes for children. Only a few of them could formulate creative plans for children. The approach of many LSGIs towards CFLG could be termed as adhocism in the planning and implementation of programs. Majority of them could not utilize the provision of mandatory 5% fund allocation for children effectively.

### **Absence of involvement of parents and teachers**

There were no specific programmes under CFLG for orienting parents and teachers towards the concept of child rights. CFLG programme had focused only on organizing activities for children. An attempt to transform the perspectives of parents and teachers towards children was absent in the framework. Parents play a pivotal role in the wholesome development of a child. Parents' life choices, behavior, and attitude towards children affect the behavior of the child. The living environment experienced by each generation with the changing global, regional, socio-political situations are also crucial in this process. Family, with its undemocratic and hierarchical structure is also responsible in denying child rights in this environment which may cause psycho-emotional issues for the children. Hence continuous programmes for educating parents and teachers are immensely relevant for the success of a child friendly local governance system. Data from LSGIs shows that they could not undertake such serious initiatives to sensitize parents and other adults on child rights.

### **Inadequacy of innovative projects**

The LSGs in Kerala have followed certain routine projects with elements of recognising and ensuring child rights, right from the inception of people's plan campaign and particularly after the 11th plan. Even after the exposure gained through the CFLG training, most LSGIs are still following the same pattern of projects. There is a general decrease in initiatives for innovative child friendly projects by the LSGs even

though some initiatives were generated in some LSGIs.

However, it is noteworthy that there have been some cases of innovative projects across the state like the Nirbhaya programme at Matthuthur, Saphalamee Balyam at Kottayam, Kanmani and GOAL programme at Sreekrishnapuram, Thaliridam programme at Porur Gramapanchayath, and child protection centre at Mattathur (Thrissur) etc. These are examples for innovative programmes taken up by Grama panchayaths, imbibing the spirit of CFLG training. The fact that the number of such initiatives are far less compared to the number of LSGs which received training in CFLG deserves attention. Kottakkal municipality could also take up a few innovative initiatives such as the Pratheeksha education programme.

### **Role of Mentors**

Some LSGs are advised and supported by KILA through a mentoring system. Supporting local bodies for better governance for children is the purpose of this assistance. At least one mentor for a cluster of panchayats could be provided by KILA for enhancing the efficiency of child friendly initiatives of LSGIs. This system can be extended to all LSGIs of the state in due course of time.

### **Need of special strategy for children from marginalised groups**

Some Panchayaths, with a sizeable presence of tribal population such as Pudur, Mulkankolly, Thirunelly and Adimaly were included in the CFLG programme. Many studies have indicated that tribal children are still lagging behind in basic educational achievement when compared with the non-tribal population. Drop out and inconsistency in schooling are two major issues highlighted by many studies. Studies of educational performance SC students also indicate they too exhibit the tendency of marginalisation from the mainstream. Status of SC and ST children highlight the need of a special strategy in addressing the survival issues in their life. However, CFLG could not evolve a specific and locally contextualised strategies to address the issues of children from marginalised communities such as SC and ST.

## **FINDINGS OF THE STUDY IN DIFFERENT CFLG DOMAINS**

The following section attempts to provide the major findings under the four domains of child-friendly local governance, such as survival, development, protection and participation

### **Child Survival**

The sub domains suggested under the title of child survival by the CFLG programme are; interventions to reduce sex-selective abortion, ensuring safe drinking water, better sanitation and hygiene, arresting neonatal and infant mortality rate, immunization, distribution of vitamin A supplements and ensuring quality service to pregnant and lactating women. The activities conducted by LSGIs under the domain of Child Survival are nutritional status, screening of pregnant women, lactating mothers and children through PHCs, Anganwadi classes, Gramasabha classes on nutrition, visiting of ASHA workers, tribal medical camps, and classes on hygiene, follow-up of immunisation and distribution of vitamin supplements. In most of the panchayats, the allocation and expenditure for activities under the domain of child survival are lying between zero to ten percent. The study indicates that majority of the Panchayats could earmark below 10% of the total funds allocated for children for the domain of child survival. Along with the poor allocation, the study indicates that LSGIs could utilise only less than 10% of the allocated money for implementing projects under the domain of child survival. It is also noted that there is no considerable difference between rural and urban LSGIs in this regard. Most of the initiatives taken by LSGIs under this domain are either low-budget or lying under the routine activities of departments such as health and social justice. This may be one reason for low allocation and expenditure by the LSGIs under child survival.

- The activities conducted by LSGIs under the domain of Child Survival are nutritional status, screening of pregnant women, lactating mother and children through PHC, Anganwadi classes, Gramasabha classes on nutrition, visiting of ASHA workers, tribal medical camps, and classes on hygiene, follow-up of immunisation and distribu-

tion of vitamin supplements. In most of the panchayats, the allocation and expenditure for child survival are lying between zero to ten per cent. Most of the initiatives taken by LSGIs under this domain are either costless or lying under the routine activities of departments such as health and social justice. This may be one reason for low allocation and expenditure by the LSGIs.

- Regarding the efforts to identify and eradicate sex-selective abortion, no LSGIs under the study had taken any specific initiative by themselves to address the issue. The initiatives mainly come from the health department and other concerned departments. The introduction of the CFLG programme was not an influencing factor in deciding the number or frequency of the initiatives to address the issue of sex-selective abortion. In general, the low number of reported sex-selective abortion cases in their localities might have worked as a factor in reducing the concern and interest on the side of trained LSGIs to come forward with new initiatives or to strengthen the existing mechanisms to address the issue.
- As part of the RBSK programme under the health department, nurses visit schools, PHCs, and Anganwadis in their assigned locations periodically and conduct screening sessions to identify the health issues among children and refer them to higher-level public health care institutions. The child-friendly movement has influenced the CFLG trained panchayaths to improve activities such as initiatives by ICDS, Anganwadi classes, Health department classes, Gramasabha classes, own Initiatives by LSGIs and screenings through schools. There is a significant difference found in the periods before and after the CFLG. However, the CFLG initiatives could not bring much of a change in urban locations when compared with their rural counterparts in terms of interventions as the part of RBSK, whereas the own initiatives by LSGIs seem to be not significant.
- A considerable amount of fund is allocated for supplementary nutrition to address malnutrition among children every year by

LSGIs in Kerala. However, this could not be included in the mandatory 5% allocation for children. This legal provision is providing space for allocating separate money for the needs of children. However, the panchayats are not taking appropriate initiatives for allocating funds for child survival except for the allocation for supplementary nutrition. This also indicates that addressing the issue of malnutrition and mapping the status of nutrition among children was not seriously taken up by the LSGIs under CFLG except for the routine activities happening through Anganwadis.

- Even though Kerala has shown better performance in comparison with the national average in vaccination, the state has to improve the achievement to reach 100% vaccination. ASHA workers, Kudumbashree groups, and Anganwadi workers who are affiliated to panchayaths are taking a key role in making the vaccination campaigns successful.
- The CFLG training could bring out only a slight improvement in the case of initiatives already taken by the health department and ICDS system. Even though the overall trend of performance of vaccination is positive in panchayaths and municipalities, there have been some setbacks visible in a few locations of the state. The campaigns against vaccination by religious groups, some naturopathic groups and anti-science movements have created a mood of suspicion against vaccination. This has increased the responsibility of LSGIs in such regions. It is noted that some of the LSGIs have taken special initiatives for improving the rate of vaccination where the anti-vaccination campaigns were active. For instance, the Pulamanthole panchayat has done a special campaign in this regard. However, the findings of the study indicate that such initiatives were not widely taken up by all LSGIs.

### Child Development

- Development is the single largest domain under which LSGIs have allocated and utilised a large amount of funds under CFLG. There has been a significant improvement



in the allocation of panchayaths for development in the post-CFLG training period. There is no such trend visible in the case of urban LSGIs. As against the trend of increasing allocation the expenditure of the rural local government shows a higher level of mismatch. This perceived lethargy of panchayaths in spending the allocated money particularly in child development may be a reflection of their insensitivity towards the issues of children. Absence of proper social audit mechanism from the participatory forums for children may be another pertinent reason for this trend. Data on child participation in CFLG trained panchayats which are discussed in chapter 6 (see chapter 6) indicate that participatory forums are either inactive or restricted to one-time events. This has a larger implication in the utilization of funds for child development.

- The study also indicates that the majority of LSGIs could not prepare disaggregated and comprehensive database on children which would have acted as a baseline to preparing developing programme for children.
- An initiative for constructing permanent buildings for Anganwadi without land is in a stagnant stage across the state. The high value and unavailability of land are identified as the major reason for this. About 60% of panchayats under study have already completed constructing own building for Anganwadi. However, the other panchayats could not take any initiative for constructing permanent building during CFLG years. In municipalities, there is no significant difference in constructing Anganwadi building in pre and post CFLG years. There has been no change during 2016-17 and 2017-18.
- The study indicates that LSGIs have taken commendable initiatives for creating a barrier-free environment in the institutions coming under their jurisdiction. This was visible particularly in constructing toilets and ramps in schools and fixing of chairs in Panchayats and establishing feeding corners and arranging drinking water.
- Primary needs such as barrier-free toilets, ramps, drinking water, primary and uni-

versal needs of differentially abled children were met, while they could not address the secondary needs such as lifts and cradle. Provision for wheelchairs, which is a very important need for differentially abled children with moving disabilities was neglected. This is an indication that the CFLG programme has to focus more on cultivating sensitivity towards the issues of differently-abled children. The findings indicate that CFLG training could sensitise the local body authorities to extend the relevance of special facilities for differentially-abled children. However, there is a need to be extended this sensitivity to the next level of intervention.

- The educational assistance initiatives for ST children by the LSGIs are very low. The lack of study facilities in tribal households and poor orientation on career are the major issues faced by tribal students. The FGDs of children in the tribal areas indicated that Panchayats are mostly interested to take up easy and simple initiatives rather than addressing the basic issues of tribal children such as malnutrition, absence of study facilities at home, and poor career orientation. The data shows that there has been a slight improvement in the routine activities taken up by the panchayats for tribal children between pre and post-CFLG periods. However, they could not initiate any innovative programme after CFLG training to address the issues of tribal children. This indicates that CFLG still requires adopting a special strategy to address the issues of children in tribal regions apart from the universal strategy of planning and implementation. Such a specific strategy for vulnerable groups is currently missing in the CFLG programme.
- The initiatives by local bodies targetted at SC children indicate that the CFLG training could only increase the momentum of some traditional projects which had been taken up by the LSGIs. This includes activities such as the distribution of laptops and study tables. CFLG training could not usher in any innovative initiatives in the list of activities. This underscores the need for and relevance of special effort within CFLG

to make it more inclusive and beneficial to the marginalized communities.

- LSGs are responsible to provide baby-friendly or child-friendly environment for children of the age group of 3-5 years. The infrastructure development, provisioning of learning aids, utensils, toys to the Anganwadis, and making the Anganwadi environment conducive to joyful learning are the activities they could have taken up under the domain. Majority of the panchayats have been undertaking the task of maintenance and renovation of the Anganwadis even before the CFLG initiative. There was no significant change even after CFLG training in this regard. While examining the activities initiated in panchayats in the pre-primary sector, it was seen that the majority of the panchayats have followed only the traditional activities that were followed by them even before the CFLG training. It can be said that the CFLG training could not bring any significant change in this direction. At the same time, some of the new initiatives which were proposed as the part of CFLG, such as the construction of child-friendly toilets, making Anganwadi building premises learning aids through paintings and the establishment of children's park were not taken up seriously by the majority of local bodies. CFLG had introduced some innovative ideas in the pre-primary sector, but the majority of the CFLG panchayats failed in realizing them in practice. Interventions for making pre-schools attractive centres of joyful learning were missing even in CFLG framework.
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- When compared to other working do-

mains of CFLG, school-based programmes have attained better status in establishing child-friendliness by introducing innovative projects for the comprehensive development of children. There is a gradual positive change in the rate of initiatives by introducing community development programmes for children during the CFLG years. There is an accelerating change in projects such as building smart classrooms, provision for newspaper and magazines etc. While the basic facilities such as drainage construction, she toilets etc. we're not included in the LSGIs. She toilets were not included in almost any LSGI. Also, most of the school officials believe that there is no need to separate she toilets. The CFLG trained panchayats had made some new initiatives after CFLG. Creation of bio-diversity parks in schools, construction of disabled-friendly toilets and establishment of child-friendly furniture are pertinent among them. Construction of the she-toilets, renovation of playgrounds, career guidance programmes, construction of new buildings and Haritha Vidyalayam programmes are the elements neglected by the majority of the panchayats.

- Performance of LSGIs in the creation of public spaces indicates that only a minority of LSGIs could do any such initiatives. Availability of play spaces in the nearby locations is basic to ensuring children's right to engage in recreational activities. Playgrounds are also spaces of socialisation for children. Hence the creation of public places and playgrounds for children should have been included in the preferential list of CFLG initiatives. However, the findings of the study point towards an absence of such initiatives by LSGIs. High land value along with the unavailability of land has also restricted the scope of interventions in this regard. However, LSGIs would have to develop community initiatives to identify common land available under their jurisdiction and to identify the potential donors who are willing to provide land for the creation of public spaces. However, such initiatives were missing in the majority of

the panchayats. Some studies have indicated that health issues are widely visible among children in Kerala because of the absence of sufficient physical exercise. This also corroborates the need for the creation of more public spaces under the leadership of LSGIs. As discussed above, this substantiates the dearth of initiatives by LSGIs in addressing the real needs of children.

- The initiatives such as the creation of special corners for children in libraries and the initiation of new libraries or strengthening of existing children's libraries were also missing in the initiatives of LSGIs. This has a large implication in planning the future training of CFLG. Creation of public spaces for children needs to be located in the mandatory intervention as the part of CFLG programme. This element would have to be emphasised more In future CFLG training.
- LSGIs have given low preference for providing recreation facility to children. Children's right to play and engage in recreational activities are still not attaining space in the minds of planners in LSGIs.
- LSGI's could not bring any significant change in organising recreation activities such as swimming coaching, Anganwadi Balamela, distribution of sports kit, sports coaching and the Arts fest for children. Besides, a majority of them could not organise any special programme for differently-abled children.
- It is on a positive note that some panchayaths could initiate tour and trips for Balasabha participants after CFLG training. These findings underscore the relevance of special training which emphasizes on the need of providing a recreational activity to the children.

## PROTECTION

- There was no significant increase in the number of panchayats who have allocated more funds for child protection activities after the initiation of the CFLG programme. The pattern of funds utilisation under the domain of child protection indicates that most of the panchayats (96 %) could spend

allocation between the percentage intervals of 0-30 only. Only one panchayat could do a comparatively good performance in utilization of funds. CFLG training did not make a significant impact on the allocation and expenditure of local bodies in the domain of child protection. There might be different reasons for this trend. One pertinent reason may be the nature of activities lying under this domain. It seems that many of the activities included under this domain incur only marginal costs. Along with this, local bodies were not able to identify innovative actions in this domain.

- Activities for facilitating the child protection committees have had an increasing trend from 2015 to 2018. Among these, Jagratha Samithi, Vigilance committee, and installation of the complaint box at ward level are the elements which have shown a promising trend. There is a static trend in the case of child protection centres. The overall picture of child protection indicates that only one-half of the panchayats could take positive initiatives in the domain of child protection.
- Apart from the traditional methods of sensitisation on child rights, innovative communication and public education tools were not used for creating sensitisation among stakeholders. Continuous parent and teacher education programmes on child rights are necessary, and they have to adopt innovative strategies for sensitization. This kind of initiative is missing in the CFLG programme in general. There is a need for a coordination mechanism between different agencies working on child right sensitization within LSGIs.
- The number of cases of child abuse and the number of actions taken by the LSGIs are also not satisfactory. The percentage of cases in which a panchayat has taken action was 40 in 2015-16, 36 in 2016-17, and 40 in 2017-18. This indicates that the panchayats could not take any action in 60 percentages of reported cases. The limitations of LSGIs in terms of mandatory powers may be one factor restricting their interventions. Absence of institutional mechanism for prop-

er monitoring of cases at LSG level may be another factor which leads to this limited intervention.

- The number of cases reported and action taken of Children in Conflict with Law is found low. The present juvenile justice system is not providing any space for interventions by local bodies in cases related to children in conflict with the law. There is no local level institution functioning relating to the implementation of this law.
- Most of the panchayats have failed in providing psychosocial support to the children in needy situations. In the case of appointment of counsellors through ICDS, the number was six in the pre-CFLG year, which has increased to eight in the first year of CFLG and enhanced to nine only in the last year. The performance of both panchayats and municipalities, in the case of initiating legal service centres for children at LSGI's, is poor. Even two-third of the LSGIs could not take any initiatives for providing psychosocial support to the children. Children from marginalised groups such as fishermen, tribal and scheduled caste communities are also facing specific issues related to their socioeconomic backgrounds. These issues are remaining unaddressed. The FGDs and interactions with the children emphasise the need for an institutional mechanism for providing psychological support to the needy. Such a facility is not available for them except counselling services provided in some schools. CFLG programme can plan some proactive steps for making a coordination system of school counsellors and other child counsellors at LSGI level. This could also act as a mechanism for parental counselling in LSGIs. It is also noteworthy that the present counselling system including school counselling system requires to be remoulded in the context of child rights. Hence orienting all school counsellors in the context of child rights could be a centralised initiative which can be undertaken as a part of CFLG initiative by CRC of KILA.

## PARTICIPATION

- The majority (more than 95%) of the panchayats could allocate funds between 0-10 percentage for the domain of participation in the pre-CFLG year and the first year of CFLG.
- CFLG could make a small change in the allocation and expenditure of panchayats in the domain of participation. Notwithstanding to this the utilisation percentage as remained as poor irrespective of a slight improvement after CFLG. There could be several factors which might have influenced this pattern. The CFLG LSGIs even may not have imbibed the relevance of building children's participatory forum in their jurisdiction.
- Majority of the panchayats and municipalities were conducting Balasabhas and creating a space for children to participate in the democratic process.
- The Initial enthusiasm of panchayat in organizing child Gramasabha has shown a declining tendency in the second year. Anyway, CFLG could establish the relevance of Child gramasabhas as a participatory institution of Children in local governments. Child Gramasabha was conducted as onetime events rather than an institution which needs to sustain for protecting the interest of children. CFLG could contribute to improving the documentation process of child Gramasabhas.
- LSGIs were not taking the comments raised by the children in Gramasabha as issues which need to be addressed. Along with with this the authority of the Local Government could not perceive children's as citizens who also have rights like other citizens. Initiatives for discussing children's demands in working groups of LSGIs and general Gramasabhas were poor. However, the situation of CFLG LSGIs is slightly better than control LSGIs.
- In practice, the majority of CFLG LSGIs could not uphold the citizenship rights of children to raise their voice in a public forum and to ensure that their issues are getting addressed by the LSGIs. The study

indicates that majority of the LSGIs have approached children's forum as a space for ritualistic gathering of children, in place of considering them as a democratic forum of children. The feedback from the children's FGDs point out the fact that the children who attended child Gramasabhas earlier had a feeling that their demands were neglected by the LSGIs. This also prompted them to withdraw from such participatory forums.

## ATTITUDE AND KNOWLEDGE OF TRAINEES REGARDING CFLG

### 1. Status of knowledge and attitude of trainees regarding CFLG

- The knowledge level of trainees regarding the basic pre-requisite of CFLG, such as the creation of child data profile at LSGI's, vision document for children, and comprehensive local development plan for children have been analyzed in the study. The data indicates that the majority of the trainees have a basic understanding of the comprehensive local development plan for children (92.5%)
- Their understanding of the vision document for children is also considerably better (60%) while their knowledge about the data profile of the children seems to be poor (45%). At the same time, it is noteworthy that the majority of the LSGI's could not bring out initiatives to leverage the fact that the trainees had succeeded to an extent in imbibing a basic understanding about the deliverables of the CFLG programme.
- Poor knowledge level of trainees regarding the child data profile could have acted as a barrier in creating a basic child profile in all LSGI's.
- With regard to the knowledge of trainees in the four major domains of CFLG such as survival, development, protection, and participation, the data indicates that more than half of the participants of the training do not have a basic understanding of the four domains of CFLG except for the domain of participation.
- Regarding the attitude of trainees on the

different dimensions of child rights, the responses have shown a satisfactory status. At the same time half of the trainees believe that adults can make better plans for children even without them being heard. This again ratifies the fact that still a good number of functionaries of CFLG could not recognize the basic citizenship rights of children.

### 2. Initiatives after getting CFLG Training

- The overall trend of initiatives taken by trainees after training in realizing the activities proposed in the training shows that the majority of them could not take initiatives in realizing the proposed activities of the training. Organizing balasabha was the only exception in this aspect.
- This also highlights the fact that the majority of the training participants could not convert the training ideas into deliverables in the field.

### 3. Contribution of KILA training in improving the participant's basic conceptual knowledge about CFLG

- The data on the contribution of KILA training in improving the basic concepts of CFLG among participants indicates a positive trend. The KILA training contributed to improving their basic conceptual understanding in various aspects of CFLG except in the case of accepting citizenship of children. However, it is noteworthy that the KILA training could not improve the concept level (43%) of the trainees in accepting children as citizens. This indicates that there is a high scope of improving KILA's training context by including activities for changing the concepts of trainees regarding the citizenship of children.

## SUCCESS STORIES: PROMISING PRACTICES OF CFLG

- As part of the study, we could identify 14 promising cases of exemplary execution of CFLG practices all over the state. There were initiatives from LSGI's on different dimensions of CFLG. These included programmes for; making public institutions child friendly, developing database and

registry of children, interventions for improving the health and nutrition status of children, activities for providing physical education and arts performance training to children, effective running of children's forums, bringing environmental conservation consciousness among children, addressing the issues of differently-abled children, conducting public education programmes for child rights, and initiatives for ensuring protection of children.

- About the Sustainability of a project is determined by an entire range of factors including its contextual relevance over time, availability of sufficient funds, good coordination and support between concerned departments or bodies, will power of political leadership, transparent execution, public co-operation, holistic participation of beneficiaries in all stages of project, and timely need-based modifications. Sustainability in turn influences the possibilities of scaling up the projects or interventions over time to enhance the coverage of beneficiaries and benefits themselves. When we look at our chosen interventions for sustainable models in which we can find the converged positive performance of at least some of the above-mentioned factors, disappointingly we do not have much to pick out. Hence several of the interventions under analysis here are of short-run nature and some of them have collapsed in between before they could even meet their short run objectives. Even the few long run projects, which are being continued by LSG bodies and gets scaled up over the years, seem to be mostly running on a few specific factors like availability of funds, will power or particular interests of the ruling front etc. and when these energy sources runs out of fuel, a broad based social space and support to continue and upgrade this projects will be absent mainly due to the lack of thrust on the holistic participation of children.

### Suggestions and Recommendations

- There requires a basic change in the framework adopted by CFLG programme by considering the specific context of Kerala.
  - la. The elements such as nuclearization of families, isolation of children from public space, increasing stress over children, lack of physical activities and health issues related to that, and the emotional issues faced by children also need to be brought into the mainstream agenda of CFLG. The CFLG programme framework would have to be reformulated in a way that it can address the second-generation issues such as ensuring quality education and quality health services.
- Though in general, poverty in Kerala has reduced significantly but studies indicate that poverty does exist, concentrated in some areas. Marginalised communities, Tribes, Scheduled Caste, fishermen, and differently-abled groups are largely facing the issues of survival and poverty. Hence CFLG programme would have to develop specific strategies for addressing the special needs of children from marginalised categories rather than following a universal strategy across the state.
- CFLG programme would have to give more emphasis on developing special programmes and plans for differently abled children. It can give focus in the second round of CFLG programme to support LSGIs to develop workable models which can be replicated elsewhere for the comprehensive development of differently-abled children.
- The study indicates an absence of a coordination mechanism at panchayat level for convergence for all kinds of child friendly initiatives taken up in the jurisdiction of LSGIs by different agencies. Hence a panchayat level/municipal level institutional mechanism with representation of children's forum at lower level can be built as a participatory forum for decision making. Along with this, an institutional mechanism with the participation of all stakeholders related to children can be organised at panchayat level and the entire child friendly initiatives can be coordinated through this system.
- A resource school can be identified in each LSGI which can act as a coordination cen-

tre of all educational research, training, and other education service systems within the LSGI. This centre can also function as a legal service cum counselling centre for children.

- The study indicates the need of a statutory provision for conducting children's Gramasabha and Panchayats. It is also worth mentioning that there is a need of provision to ensure that the demands raised by the children in Gramasabhas and Bala Panchayat would be considered by the working groups for planning and implementation. A social audit mechanism of the children to ensure that their demands are addressed by LSGIs can be introduced as a part of CFLG programme.
- Special initiatives under CFLG programme would be required for orientation of parents and teachers towards the concept and implications of child rights.
- It is necessary to collect disaggregated data of all children in the panchayath. This data bank should have all the details on children such as education, health, nutrition etc. This could be the first step of any extended programme of CFLG. It can also be an online data base. Part of this can be done through school based survey in LSGIs and the remaining can be done through Anganwadis. Disaggregated child data could be prepared and revised periodically. A comprehensive child development plan could be evolved out of the data prepared by LSGIs.
- There is a need for special allotment to the LSGIs in promoting their initiatives for creating new public spaces and in renovating existing spaces.
- Along with infrastructure development, quality of pre-school system also needs to be improved. A special emphasis on the CFLG programme needs to be provided in this aspect.
- Counselling facility needs to be available in panchayat and all the school counsellors could be connected with the system.
- There is need of an LSGI level institution to gather information on children in conflict with law and to deal with these cases with the perspective of child rights. The agencies that are associated with cases on children in conflict with law would have to handover the details of such cases to the respective LSGI's. This would enable them to pursue such cases in the perspective of child right.
- A child rights charter could be drafted in every LSGI and could produce action taken report periodically based on this charter.
- There is a relevance of special training for CFLG panchayats to include programmes for providing recreational activities to the children.
- Systematic public education programme is needed to sensitize all stakeholders related to LSGIs on child rights. This could be in the mode of a continuous education programme.
- There require more initiatives to develop child friendly programmes to address the issues of children from deprived categories such as SC, ST, fishermen and differently-abled children. It also needs to be developed the programmes which include the issues of migrant children as well.
- Rather than following a universal approach, training modules can be developed by providing more space for encouraging models created by local bodies. There can be a frequent experience sharing mechanism between the local bodies for sharing innovative ideas and experiences.
- While considering the varying socio-economic and cultural contexts of different panchayats, there are limitations in using the same measurement scales for all the LSGIs. Hence context specific evaluation and assessment tools require further development in order to evaluate the programme in different locations.
- A decentralised process of training should be followed for LSGIs across the state. Civil society groups functioning in the panchayaths can play a significant role in the planning and implementation of the CFLG projects. They can share ideas, provide expertise and human resource, and can direct the LSGIs about various funding possibilities.



## CONCLUSION

The training provided by KILA to local self government institutions in Kerala towards establishment of a Child-Friendly Local Governance (CFLG) system has provided mixed results. While the training was largely successful in imparting most of the underlying concepts of child-friendly local governance to the trainees, the last-mile impact in terms of successfully implemented programmes leave much to be desired, especially with regard to the acceptance of citizenship rights of children as partners in policy formulation, and formulating independent projects under child survival. The results of the study indicate that the CFLG programme largely succeeded in mainstreaming the concept of child gramasabha and child panchayat. However, these initiatives were not translated into the strengthening of democratic decision making processes by the children. These forums were considered and utilized as only venues for organising children rather than launching pads for raising the LSGIs into child friendly institutions by considering the real needs of children.

This shortcoming is particularly glaring, given the legacy of Kerala as a globally acclaimed model in democratic decentralization. The way forward for CFLG lies in customizing its global framework to suit the needs and context of children in Kerala, and focusing on the gaps that have been identified both in the ideation and action fronts of child-friendliness. Once these lacunae are addressed, there lies the potential to transcend the currently identified domains of child-friendliness and adopt and practice novel concepts like flourishing in the place of mere survival, and liberty instead of protection. Such an evidence-based action programme holds the potential to catapult Kerala to yet another round of global recognition as a model in child-friendly local governance.

CFLG could generate some promising practices all over the states in different dimensions of Child Friendly Local Governance. As part of the study, we could identify fourteen promising cases all over the state. There were initiatives from LSGI's in different dimensions of CFLG. They are initiatives for; making public institutions child friendly, developing data base and registry of children, interventions for im-

proving the health and nutrition status of children, activities for providing physical education and arts performance training to the children, effective running of children's forums, bringing environmental conservation consciousness among children, initiatives for addressing the issue of differently-abled children, conducting public education programs for child right, and initiatives for ensuring self protection of children.

The study indicates that continuous hand holding and support from an institution like KILA has contributed in shaping these exemplary practices. The mentoring system of KILA has provided support to many panchayats in elevating their performance in CFLG. These underscore the fact such a hand-holding can be expanded to all the other panchayats selected under CFLG. Local governance in Kerala is ultimately a political process, with different stakeholders embedded in the decision-making process of local governance. Hence, bringing attitudinal changes among all the stakeholders such as political parties, elected representatives, parents, teachers, officials, and all other actors interacting with children is important to transform an LSG into a status of child friendly local governance. This highlights the relevance of continuous interaction with different groups to bring about a paradigm shift in their conceptualization and approaches towards child rights and child friendly local governance. The strategy of future course of action of CFLG programme needs to be designed by addressing these lacunae.

However to go forward, we cannot do without the following improvements: further ideological changes and awareness creation among the stakeholder groups, continuous evaluation and monitoring of programme implementation, frequent impact assessment and feedback collection exercises, inspiring incentives for better performing panchayats, legislative reformations, strong multi-stake holder collaboration and coordination ,exploration of the alternative and more democratic ways of resource mobilisation and utilisation and holistic all round participation of children.

## APPENDIX-I

PANCHAYATS SELECTED FOR THE STUDY	
DISTRICT	PANCHAYATH
Thiruvananthapuram	Venganoor
	Kaattakada
Kollam	Neendakara
	Mainagappally
Pathanamthitta	Mallapally
	Kozhanjeri
Alapuzha	Aroor
Kottayam	Neendoor
	Kurichi
Idukki	Kanjikuzhi
	Adimally
Ernakulam	Alangad
	Mulathuruthi
Thrissur	Kolazhy
	Kadukutti
	Mattathur
	Nenmanikkara
	Thykkattusheri
Palakkad	Thiruvegapura
	Pudur
Malappuram	Vallikkunnu
	Pulamanthol
Kozhikode	Kottoor
	Chengottukavu
Wayanad	Thirunelli
	Mullankolly
Kannur	Chapparapadavu
	Alakkode
Kasaragod	Cheruvathur
	Kinanur Karithalam

CONTROL PANCHAYAT	DISTRICT
Kottungal	Pathanamthitta
Valiyaparamba	Kasaragod
Konnathadi	Idukki

MUNICIPALITY WHICH GOT CFLG TRAINING	CONTROL MUNICIPALITIES WITHOUT CFLG TRAINING
Kottackal Neyyatinkara	Perinthalmanna

**APPENDIX-II**  
**QUESTIONNAIRE FOR ASSESSING THE ATTITUDE AND**  
**KNOWLEDGE OF TRAINEES REGARDING CFLG**

**വ്യക്തിഗത ചോദ്യങ്ങൾ**

തദ്ദേശ സ്വയംഭരണ സ്ഥാപനത്തിന്റെ പേര്:

തദ്ദേശ സ്വയംഭരണ സ്ഥാപനത്തിന്റെ സ്വഭാവം:

ജില്ല:

ബ്ലോക്ക്:

ബാല സൗഹൃദ തദ്ദേശ സ്വയംഭരണ പരിശീലനം ലഭിക്കുമ്പോൾ ഭരണത്തിലുണ്ടായിരുന്ന മുന്നണി:

പേര് :

വയസ്സ്:

ലിംഗ പദവി:

താമസിക്കുന്ന ജില്ല:

ജോലി ചെയ്യുന്ന ജില്ല:

വിദ്യാഭ്യാസ യോഗ്യത:

ജനപ്രതിനിധി:

വഹിച്ച /വഹിക്കുന്ന ഔദ്യോഗിക പദവി:

കാലാവധി:

എത്ര തവണകളിലായി ജന പ്രതിനിധിയായി തിരഞ്ഞെടുക്കപ്പെട്ടു:

**ഉദ്യോഗസ്ഥർ:**

നിലവിലെ ഔദ്യോഗിക പദവി:

എത്ര വർഷത്തെ സർവ്വീസ് ഉണ്ട്:

CFLG പ്രവർത്തനങ്ങൾക്കുപഞ്ചായത്ത് പിന്തുണയുണ്ടോ?:

**KILA പരിശീലകർ/സന്നദ്ധപ്രവർത്തകർ**

11) കിലയുടെ Mentor ( ), സന്നദ്ധ പ്രവർത്തകൻ ( ), പഞ്ചായത്ത് നിർദ്ദേശിച്ച സന്നദ്ധ പ്രവർത്തകൻ ( )  
(ബാധകമായതിൽ ✓ ഇടുക)

12)1) ഔദ്യോഗിക പദവിയിൽ എത്ര നാളായി സേവനം അനിഷ്ടിക്കുന്നു :

2) പരിശീലനങ്ങളോടു പഞ്ചായത്തിന്റെ ഉള്ള മനോഭാവം/പിന്തുണ

13) കിലയിൽ നിന്ന് ബാലസൗഹൃദ തദ്ദേശ സ്വയംഭരണ പരിശീലനങ്ങളുടെ വിശദാംശം:

മാസം / വർഷം	ദിവസങ്ങളുടെ എണ്ണം	വിഷയം

വിശദാംശങ്ങൾ

▪ താഴെ പറയുന്ന പ്രസ്താവനകളിൽ ബാധകമായതു (✓ )  
ചെയ്യുക

1. വിഷൻ ഡോക്യുമെന്റ് ഫോർ ചിൽഡ്രൻ എന്നത് എന്താണ്?

- കുട്ടികളുടെ പ്രശ്നങ്ങൾ പറയുന്ന രേഖ
- ബാലസൗഹൃദ പഞ്ചായത്തിനെക്കുറിച്ചുള്ള സ്വപ്നരേഖ
- കുട്ടികൾ അനുഭവിക്കുന്ന പ്രശ്നങ്ങളുടെ കണക്കുകൾ നൽകുന്ന രേഖ
- കുട്ടികളുടെ ആവശ്യങ്ങൾ പറയുന്ന രേഖ

2. കുട്ടികളുടെ ഡാറ്റ പ്രൊഫൈൽ എന്നത് എന്താണ്?

- പഞ്ചായത്തിലെ കുട്ടികളുടെ അവസ്ഥ പറയുന്ന രേഖ
- പഞ്ചായത്തിലെ കുട്ടികളുടെ കണക്ക് പറയുന്ന രേഖ
- കുട്ടികളുടെ അതിക്രമങ്ങളെപ്പറ്റി കണക്ക് നൽകുന്ന രേഖ
- കുട്ടികളുടെ ലിംഗാടിസ്ഥാനത്തിലുള്ള രേഖ

3. കോംപ്രിഹൻസീവ് ലോക്കൽ ഡെവലപ്മെന്റ് പ്ലാൻ / സമഗ്ര ബാലവികസന പദ്ധതി എന്നത്

- കുട്ടികളുടെ കൊഴിഞ്ഞു പോക്ക് തടയുന്നതിനുള്ള പദ്ധതി
- അംഗൻവാടികളിലെ ഭക്ഷണ വിതരണ പദ്ധതി
- കളിയിടങ്ങൾ സൃഷ്ടിക്കുന്നതിനുള്ള രേഖ
- കുട്ടികളുടെ സമഗ്ര വികസന പദ്ധതി

4. കുട്ടികളുടെ അതിജീവനത്തിൽ ബാധകമായത് (CHILD SURVIVAL)

- ലിംഗാടിസ്ഥാനത്തിലുള്ള ഗർഭചരിത്രം
- പോഷകക്കുറവുകൾ
- കുട്ടികളുടെ തരാം തിരിച്ചുള്ള കണക്കുകൾ ലഭ്യമാക്കൽ
- കുട്ടികളുടെ ഗ്രാമസഭ

5. കുട്ടികളുടെ വികാസത്തിൽ ബാധകമായത്(CHILD DEVELOPMENT)

- വാക്സിനേഷൻ
- ബാല വിവാഹം
- അംഗൻവാടികളുടെ അടിസ്ഥാന സൗകര്യങ്ങൾ
- ബാലസഭയിലെ പങ്കാളിത്തം

6. സംരക്ഷണം എന്നതിൽ ഉൾപ്പെടാത്തത് (CHILD PROTECTION)

- ജാഗ്രതാ സമിതി
- സ്കൂൾ വിജിലൻസ് കമ്മിറ്റി
- സ്കൂൾ ക്ലബ്ബുകൾ
- ചൈൽഡ് പ്രൊട്ടക്ഷൻ കമ്മിറ്റി

7. പങ്കാളിത്തത്തിൽ ബാധകമല്ലാത്തത്(CHILD PARTICIPATION)

- ബാലസഭ
- കുട്ടികളുടെ വികസന നിർദ്ദേശങ്ങൾ
- കുട്ടികൾക്കെതിരായ അതിക്രമങ്ങൾ
- കുട്ടികളുടെ ഗ്രാമസഭ

8. കുട്ടികൾ മുതിർന്ന പൗരന്മാരെപ്പോലെത്തന്നെ പരിഗണിക്കപ്പെടേ താൻ(CHILD PARTICIPATION)

- പൂർണ്ണമായി യോജിക്കുന്നു
- യോജിക്കുന്നു
- പൂർണ്ണമായി വിയോജിക്കുന്നു

9. കുട്ടികൾ കുറ്റകൃത്യങ്ങളിലേർപ്പെടുന്നതിന്റെ പ്രധാന കാരണം വ്യക്തിപരമായ സ്വഭാവ വൈകല്യമാണ്(

പൂർണ്ണമായി യോജിക്കുന്നു

ഭാഗികമായി യോജിക്കുന്നു

പൂർണ്ണമായി വിയോജിക്കുന്നു

10. കുട്ടികൾക്കെതിരായ അതിക്രമങ്ങൾക്ക് കാരണം കുട്ടികൾ തന്നെയാണ്

പൂർണ്ണമായി യോജിക്കുന്നു

ഭാഗികമായി യോജിക്കുന്നു

പൂർണ്ണമായി വിയോജിക്കുന്നു

11. കുട്ടികൾക്ക് അവരുടെ ആവശ്യത്തിനനുസരിച്ചുകളിക്കാൻ അവസരം നൽകേ തീർപ്പ്(CHILD PARTICIPATION)

പൂർണ്ണമായി യോജിക്കുന്നു

ഭാഗികമായി യോജിക്കുന്നു

പൂർണ്ണമായി വിയോജിക്കുന്നു

12. കുട്ടികൾക്കായുള്ള പദ്ധതികൾ മുതിർന്നവർക്ക് തന്നെ നിർദ്ദേശിക്കാൻ കഴിയും

പൂർണ്ണമായി യോജിക്കുന്നു

ഭാഗികമായി യോജിക്കുന്നു

പൂർണ്ണമായി വിയോജിക്കുന്നു

13. പരിശീലനത്തിന് ശേഷം നിങ്ങൾ നേതൃത്വം നൽകിയ പ്രധാന പ്രവർത്തനങ്ങൾ ഏവ?

ബാലസഭാ സംഘാടനം

കുട്ടികളുടെ ഗ്രാമസഭ സംഘാടനം

കുട്ടികളുടെ കല കായിക പ്രവർത്തനങ്ങൾ

- പഠന പ്രവർത്തനങ്ങൾ
  - ബാലസൗഹൃദ ഭൗതിക സാഹചര്യങ്ങൾ ഒരുക്കൽ
  - കുട്ടികളുടെ വിവര ശേഖരണം  
കുട്ടികളുടെ പോഷകാഹാരം വിവര ശേഖരണം
  - കളി ഉപകരണങ്ങൾ നൽകൽ
  - കുട്ടികളുടെ പങ്കാളിത്ത പദ്ധതികൾ
- ഇതിൽ ഉൾപ്പെടാത്തത്:

14. കില പരിശീലനം ഏറ്റവും സഹായകമായത് എങ്ങനെയാണ്?

<input type="radio"/> കുട്ടികളുടെ അവകാശം മനസിലാക്കാൻ	<input type="radio"/>
സമൂഹത്തിലെ കുട്ടികളുടെ പങ്കു മനസിലാക്കാൻ	<input type="radio"/>
<input type="radio"/> കുട്ടികളുടെ പങ്കാളിത്ത വേദികൾ വികസിക്കാൻ  <input type="radio"/>	<input type="radio"/>



<p><input type="radio"/> കുട്ടികളുടെ പൗരത്വം അംഗീകരിക്കാൻ</p>	<p><input type="radio"/></p>
<p><input type="radio"/> ഇതിൽ ഉൾപ്പെടാത്തതു</p>	<p><input type="radio"/></p>

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