

TFYP STEERING COMMITTEE SI. No. 2 /2001

**REPORT OF
THE STEERING COMMITTEE ON**

**EMPOWERMENT OF WOMEN AND
DEVELOPMENT OF CHILDREN**

FOR THE TENTH FIVE YEAR PLAN (2002-07)



**GOVERNMENT OF INDIA
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(SD & WP DIVISION)
NEW DELHI
REPORT OF THE STEERING COMMITTEE ON 'EMPOWERMENT OF
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(2002-2007)

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**REPORT OF THE STEERING COMMITTEE ON
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CHAPTER - I

BACKGROUND

In the context of the preparations for the Tenth Five Year Plan (2002-07), **Planning Commission constituted a Steering Committee on 'Empowerment of Women and Development of Children' under the Chairpersonship of Dr. K. Venkatasubramanian, Member, Planning Commission, with the following Terms of Reference. A copy of the Office Order constituting the Steering Committee is at Annexure-I.**

- i) to review the existing approach, strategies and priorities; the on-going policies and programmes of empowering women and development of children in the Ninth Five Year Plan; and suggest, if necessary, alternative strategies, priorities, policies and programmes to accelerate the empowering process;
- ii) to assess the effectiveness of the implementation of 'Women's Component Plan' and suggest specific measures and mechanisms to ensure that the funds/benefits flow to women from other development sectors;
- iii) to assess the impact of the on-going economic reforms and progressive globalization / liberalization of economy on the conditions of women and children and suggest effective strategies to cope up with the situation;
- iv) to review the effectiveness of the existing women & child - specific and women and child-related legislations and their enforcement and suggest corrective measures;
- v) to review the effectiveness of the existing Institutional Arrangements for implementation of policies and programmes relating to women and children, both at Central and State levels and suggest improvements, if necessary;
- vi) to assess the role of NGOs and the status of devolution of Powers and resources to Panchayati Raj Institutions and Local Self Government Bodies, as per the 73rd and 74th Constitutional Amendments and suggest specific measures for their involvement in the planning policies; and
- vii) to suggest an approach and necessary strategies, priorities, policies and programmes along with physical and financial targets, in pursuing the commitment of

Empowering Women and Development of Children during the Tenth Five Year Plan (2002 - 07).

1.2 Simultaneously, Planning Commission had also set up two Working Groups at the ministerial level - **one on the 'Empowerment of Women', and the other on the 'Development of Children'** under the Chairpersonship of Shri B.K. Chaturvedi, Secretary, Department of Women and Child Development. **Copies of the Office Orders constituting these Working Groups are annexed (Annexure –II & III).**

1.3 Besides the above two Working Groups, Planning Commission also set up, for the first time, a Working Group on the **Welfare and Development of Adolescents** under the chairpersonship of Dr N.C. Saxena, Secretary, Planning Commission, to look into the developmental needs of the Group on priority basis, as they have been identified as the most neglected lot during all these fifty years. **Details of the Composition and the Terms of Reference of the Working Group is at Annexure-IV.** While the nodal responsibility of taking the follow-up action lies with the Department of Youth Affairs and Sports, recommendations having a direct bearing on the well-being of adolescent girls will be taken note of by the Steering Committee on Empowerment of Women and Development of Children.

1.4 The Steering Committee, in its **First meeting held on the 31.1.2001**, took stock of the status of women and children in the country, besides deliberating upon - i) the fast- changing situations and persisting as well as emerging problems/issues that should receive priority attention during the Tenth Plan; and ii) the line of approach required to be adopted in the Tenth Plan to ensure empowerment of women and the development of children. The Steering Committee, in its Second meeting held on 9.5.2001, discussed in detail, the Reports of both the Working Groups with a special reference to - the gaps/problems identified and the priorities/approach suggested for the Tenth Plan and accepted them. With regard to the Report of the Working Group on Adolescents, the Committee decided to hand over the same to the Steering Committee on Sports and Youth Affairs which in turn is expected to pass on to the nodal Department of Youth Affairs and Sports for necessary action. However, the recommendations relating to the Adolescents Girls would be taken into consideration by this Steering Committee also.

1.5 Based on the detailed deliberations that took place in the Meetings of the steering Committee and also taking into consideration the suggestions and recommendations of the Working Groups, the Steering Committee on the Empowerment of Women and Development of Children finalized its Report. The same is presented here below in two parts - Part A on the Empowerment of Women and Part B on Development of Children:

PART – A

EMPOWERMENT OF WOMEN

CHAPTER – II

AN INTRODUCTION TO THE TARGET GROUP : WOMEN

According to the 2001 Census, women as an independent target group account for 495.74 million in actual numbers and represent 48.3 % of the total population of the country. Depending upon the developmental needs of the individual age-group, the entire female population projected for 2001 can be categorized for the planning purposes into the following five distinct sub-groups:

- i) Girl children in the age-group of 0-14 years who account for 169.03 million (34.6%) deserve special attention because of the gender bias and discrimination they suffer from at such a tender age;
- ii) Adolescent girls in the age group 15-19 years who account for 51.39 million (10.5%) are very sensitive from the view-point of planning because of the preparatory stage for their future productive and reproductive roles in the family and society;
- iii) Women in the reproductive age group of 15-44 years numbering 230.35 million (47.1%) need special care and attention because of their reproductive needs;
- iv) Women in the economically active age group of 15-59 years, who account for 285.22 million (58.4%) have different demands like those of education/training, employment, income generation and participation in the developmental process, decision making etc.; and
- v) The elderly women in the age group of 60+ numbering 34.36 million (7.0%) who have limited needs mainly relating to health, emotional and financial support.

2.2 The principles of gender equity and equality and protection of women's rights have been the prime concerns in Indian thinking right from the days of Independence. Accordingly, the country's concern in safeguarding the rights and privileges of women found its best expression in the Constitution of India. While **Article 14** confers equal rights and opportunities on men and women in the political, economic and social spheres; **Article 15** prohibits discrimination against any citizen on the grounds of sex, religion, race, caste etc; and **Article 15(3)** provides for equality of opportunities in the matter of public appointments for all citizens. Yet another **Article 39** mentions that the State shall direct its policy towards providing to men and women equally the right to means of livelihood and equal pay for equal work. **Article 42** directs the State to make provisions for ensuring just and humane conditions of work and maternity itself. **Article 51(A)(e)** imposes a fundamental duty on every citizen to renounce the practices derogatory to the dignity of women. To make this *de jure* equality into a *de facto* one, special legislations have been enacted from time to time in support of women

2.3 The realization of the significance of investing in the nation's women has grown over the plan periods. Women as a separate category for planning interventions came to focus upon increasingly over the plan periods as it became clear that the development of women has a direct bearing upon the country's total development. Women who represent 90% in the Informal Sector have been the backbone of the rural economy, but unfortunately their contribution to the economy and to development process remains invisible. They are, in fact, getting adversely affected in the wake of the changing developmental paradigms, especially those of economic liberalization and globalisation, besides their own sufferings of social backwardness. Therefore, they form a priority group requiring special attention of the Government.

CHAPTER - III

DEVELOPMENT OF WOMEN THROUGH FIVE YEAR PLANS (1951-2002)

FIRST TO EIGHTH FIVE YEAR PLANS (1951-97)

Development of women has been receiving attention of the Government right from the very First Five Year Plan (1951-56). But, they have treated development of women as a subject of 'welfare' and clubbed it with the welfare of other disadvantaged groups requiring attention of the Government. **The First Five Year Plan (1951-56)** sought to 'promote the welfare of women' by helping them to play their legitimate role in the family and the community and stressed that 'the major burden of organizing activities for the benefit of vast female population has to be borne by the private agencies'. The Central Social Welfare Board (CSWB) was set up in 1953 to act as one Apex Body at national level and to promote action organizations at various levels, especially at the grassroots; to take up welfare related activities for women. **The Second to the Fifth Plans**, including the Plan holidays also continued to reflect the same welfare approach, except according priority on education for both men and women besides launching of measures to improve maternal and child health services, supplementary feeding for children and expectant and nursing mothers.

3.2 The shift in the approach from 'welfare' to 'development' of women could take place only in **the Sixth Five Year Plan (1980-85)**, which made the Planners and Policy-makers recognize women not only as partners but also as stake-holders in the development of the country. The report of the Committee on the Status of Women in India which was published during the same period also highlighted the imperatives for Women to be considered as an independent target group requiring special focus in planning and development. The Sixth Plan adopted a multi-disciplinary approach with a special thrust on the three core sectors of health, education and employment. Accordingly, priority was given to programmes for women in agriculture and its allied activities of dairying, poultry, small animal husbandry, and handlooms, handicrafts, small-scale industries etc.

3.3 In the **Seventh Plan (1985-90)**, developmental programmes continued with the major objectives of raising their economic and social status and bring them into the mainstream of national development. A significant step in this direction was to identify/promote the 'beneficiary oriented programmes' for women in different developmental sectors which extend direct benefits to women. The stress on generation of both skilled and unskilled employment through proper education and vocational training continued.

3.4 **The Eighth Five Year Plan (1992-97)** with its major focus on 'Human Development' played a very important role in the development of women. It promised to ensure that benefits of development from different sectors do not bypass women, implement special programmes to complement the general development programmes and to monitor the flow of benefits to women in the three core sectors of education, health and employment. Women must be enabled to function as equal partners and participants in the developmental process. This approach of the Eighth Plan marks a further shift from 'development' to 'empowerment' of women.

3.5 Some of the Policy Programme Initiatives undertaken for empowering women during the Eighth Plan period include the following: i) setting up of a National Commission for Women in 1992 to safeguard the interests of women; ii) setting up of Rashtriya Mahila Kosh in 1993 for women to meet the credit needs of poor and assetless women; iii) adoption of the National Nutrition Policy in 1993 to fulfil the Constitutional commitment to ensure adequate nutritional standards to its people; iv) launching of the scheme of Mahila Samridhi Yojana in 1993 which seeks to empower women by institutionalising their savings so that they can have greater control over household resources (later merged with Integrated Women's Empowerment Programme); v) setting up of National Creche Fund in 1994 so as to meet the growing demand for crèche services which is a support service for working mothers; vi) launching of Indira Mahila Yojana in 1995-96 (renamed as Integrated Women's Empowerment Programme in 1999); and vii) formulation of a National Policy for Empowerment of Women (a draft - 1996).

THE NINTH FIVE YEAR PLAN (1997-2002)

3.6 The Ninth Five Year Plan made a major commitment of 'Empowering women as the Agents of Socio-Economic Change and Development', through the following strategies -- i) to create an enabling environment for women to exercise their rights, both within and outside home, as equal partners along with men, through early adoption of 'National Policy for Empowerment of Women'; ii) to legislate reservation of not less than 1/3 seats for women in the Lok Sabha and in the State Legislative Assemblies and thus ensure adequate representation of women in decision making; iii) to adopt an integrated approach towards empowering women through effective convergence of existing services, resources, infrastructure and manpower in both women-specific and women-related sectors; iv) to adopt a special strategy of 'Women's Component Plan' to ensure that not less than 30 per cent of funds/benefits flow to women from other developmental sectors; v) to organize women into Self-Help Groups and thus mark the beginning of a major process of empowering women; vi) to accord high priority to reproductive child health services and thus ensure easy access to maternal and child health services; vii) to universalize the on-going supplementary feeding programme - Special Nutrition Programme (SNP) and Mid-Day Meals (MDM); viii) to ensure easy and equal access to education for women and girls through the commitments of the Special Action Plan of 1998; ix) to initiate steps to eliminate gender bias in all educational programmes; x) to institute plans for free education for girls up to college level, including professional courses; xi) to equip women with necessary skills in the modern upcoming trades which could keep them gainfully engaged besides making them economically independent and self-reliant; and xii) to increase access to credit through setting up of a 'Development Bank for Women Entrepreneurs' in small and tiny sectors. A statement showing the progress made in achieving some of the commitments of the Ninth Plan is appended as **Annexure-V**.

3.7 The following paragraphs give a detailed account of the efforts put in by both the women-specific and women-related sectors to translate the Ninth Plan commitments into action during the Ninth Plan period.

Women and Child Development

3.8 Keeping the commitments of the Ninth Plan in view, the nodal Department of Women and Child Development which is responsible for empowering women initiated action in

finalising the Policy. The Group of Ministers (GOM) which examined the draft Policy made certain changes to make it more effective and recommended the same for approval of the Cabinet. Finally, it got approved in March, 2001. The other major step in this direction was to seek 33-1/2 per cent reservation of seats for women, both in the Lok Sabha and in the State Legislative Assemblies. To this effect, a Bill on the subject was introduced in the Lok Sabha in September, 1996, but the same is yet to be passed.

3.9 Besides setting up of a Standing Lok Sabha Parliamentary Committee on Empowerment of Women in March 1997 to review the progress of empowering women from time to time, a Task Force on Women and Children was also constituted in August, 2000 to review all the related measures and to draft a Programme for Celebrating 2001 as the 'Year of Women's Empowerment'. The Task Force which met on 12 September, 2000 has finalised a Programme for Celebrating the Women's Empowerment Year. Further, to have a detailed review of all the legislations relating to women, the Task Force set up two Sub-Groups - Sub-Group I and Sub-Group II. The two Sub-Groups, while submitting their reports, have recommended certain amendments. The Task Force, after having a detailed discussion on the amendments proposed, accepted the reports of the Sub-Groups in its meeting held on 6.9.2001.

3.10 With regard to earmarking of funds/benefits under Women's Component Plan, the Planning Commission, as reported, requested all the Central Ministries/Departments and the State Governments to draw up Women's Component Plans. The Minister for Human Resource Development had also requested all the Central Ministers for their personal intervention in the matter of earmarking of funds/benefits under Women's Component Plan in the plans/programmes of their respective Ministries/Departments. The nodal Department of Women and Child Development also made a request to all the Ministries/Departments to - i) set up Advisory Committees to help the Ministries/Departments in the preparation of Women's Component Plan; ii) set up a 'Women's Cell' to monitor the implementation of Women's Component Plan; and iii) include a chapter on Women's Component Plan in their Annual Reports. As per the information available, 12 Central Ministries/Departments, viz. - Health and Family Welfare, Education, Labour, Agriculture, Urban Affairs and Employment, Rural Development, Social Justice and Empowerment, Textiles, Industries, Non-Conventional Energy Sources, Science and Technology and Information & Broadcasting, have confirmed their efforts

of extending benefits for women under Women's Component Plan. While the State Governments of Karnataka, Kerala, Gujarat and Himachal Pradesh have made a bold initiative of earmarking funds for Women's Component Plan, Rajasthan is also trying to follow the path very soon.

3.11 Although, it is difficult to quantify the efforts of various Ministries/Departments in terms of allocations, yet the flow of benefits to women from the core sectors of health and family welfare, education, labour and employment, rural development, urban development, agriculture, science and technology etc. can be easily enlisted, as reflected in the chapters of this document. Efforts have already been on for preparing a Gender Development Index to assess the impact of various policies and programmes in improving/raising the status of women at regular intervals. A set of 18 Developmental Indicators selected for the purpose are being field-tested to find out the feasibility of data being available at the district level on a regular basis. Results are still awaited from the respective State Governments. The Committee on Empowerment of Women, referred to above, also *inter-alia*, reviews the implementation of the progress of the Women's Component Plan from time to time, as part of the strategy for empowering women.

3.12 Besides formulating policies and programmes, enacts/amends legislation concerning women; and reviews, guides and coordinate the efforts of both governmental and non-governmental organizations, the nodal Department also implements a few innovative programmes. They include -- **i)** empowering strategies; **ii)** employment and income generation; **iii)** welfare and support services; **iv)** awareness generation and gender sensitization; and **v)** other enabling measures. These programmes, in fact, play the role of supplementary/complementary to the other general development efforts for women. Progress of some of the important on-going programmes is given below:

i) Empowering Strategies

3.13 Indira Mahila Yojana (IMY), launched in 1995-96 was recast and retitled as 'Integrated Women's Empowerment Programme (IWEP)' in 2001 to empower women through the following - i) generate awareness amongst women by disseminating information and knowledge; ii) help women achieve economic strength through micro-level income-generating activities; and iii)

establish convergence of various services such as literacy, health, non-formal education, rural development, water supply, training for capacity building, entrepreneurship, etc. Merged with the programme of Mahila Samridhi Yojana, IWEP will be an effective instrument for empowering women, both socially and economically, besides organising them into Self-Help Groups (SHGs) to form a strong institutional base. More than 42,000 Women SHGs were formed by the end of 2000.

3.14 The Rural Women's Development and Empowerment Project (RWDEP), now being called as Swa-Shakti Project sanctioned in 1998 as a Centrally-Sponsored Project, is yet another governmental intervention which was already put to test in Tamil Nadu and found to be successful in empowering women through awareness generation and income generation. The same is being replicated in the States of Bihar, Haryana, Gujarat, Karnataka, Madhya Pradesh and Uttar Pradesh with the assistance from IDA and IFAD. The Women's Development Corporations and the NGOs in these States are actively associated in implementation of the programme. As the Project is still in its infancy, it is too early to assess its impact.

ii) Employment and Income Generation

3.15 The Support of Training and Employment Programme (STEP) provides a comprehensive package of up-gradation of skills through training, extension inputs, market linkages etc. in the traditional sectors of Agriculture, Dairying, Handicrafts, Handlooms and Animal Husbandry, Sericulture, Fisheries etc. Since inception of STEP in 1987, till date, about 4,91,795 women have been covered under 96 projects launched in the States of Andhra Pradesh, Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Nagaland, Orissa, Tamil Nadu, Tripura, Uttar Pradesh and West Bengal. Setting up of Employment and Income Generation Training cum Production Centre for Women (NORAD) extends training for poor and needy women in the age-group of 18-45 years in the up-coming non-traditional trades. Since 1982-83 when the programme was started, 1477 projects benefiting 2.28 lakh women have been approved. The Socio-Economic Programme (SEP) provides 'work and wage' to needy women such as destitutes, widows, deserted, disabled etc. By the end of the Ninth Plan 50 new units are likely to be set up under SEP. The Condensed Courses of Education and Vocational Training (CCEVT) provides new vistas of employment through continuing

education and vocational training for school drop-outs. A total number of 3753 courses is likely to be started by the end of the Ninth Plan.

iii) Welfare and Support Services

3.16 Support services to working women are being extended through the programme of Hostels for Working Women (HWW) which aims to promote greater mobility for women in the employment market through providing safe and cheap accommodation to working women of lower income strata. Since inception of the Scheme in 1973 till February 2001, 861 hostels have been sanctioned to provide accommodation to 60,865 working women. A nation-wide study conducted in 1998 by the Tata Institute of Social Sciences, Mumbai suggested expansion of the scheme to meet the ever-increasing demand for such hostels. The Master Plan of Operations (MPO) prepared by the Department in 1992 also indicated the need to provide hostel accommodation for about 1.35 lakh working women throughout the country. Not even half of this target could be achieved, so far. The other two major support services include - i) ICDS through its nation-wide networking of 6 lakh anganwadi centres and ii) creches/day-care centres for working and ailing mothers. Details of these two programmes are given under the section 'Development of Children' of this Report.

3.17 The welfare programme of Short Stay Homes (SSH) for Women and Girls has been under implementation since 1969 to protect and rehabilitate those women and girls who are in social and moral danger due to breakage of families, mental strain/stress, social ostracism, exploitation etc. During the year 1999-2000, the financial pattern and norms under the scheme were revised as mid-term corrections during the Ninth Plan. At present, there exist a total number of 339 SSHs benefitting about 10,170 women/girls. The scheme of SSHs was evaluated in 1998 by Programme Evaluation Organisation (PEO) of the Planning Commission. Based on their recommendations, the scheme has been transferred to Central Social Welfare Board (CSWB) to develop linkages/get merged with another alike scheme called Family Counselling Centres launched to help those families which are on the verge of break-down.

iv) Awareness and Gender Sensitization

3.18 The Ninth Plan attaches great importance to those efforts which trigger changes in societal attitudes towards women and the girl child. An integrated media campaign projecting a

positive image of both women and the girl child through electronic, print and mass media forms the most important component of the government's communication strategy. Also, a set of 10 Legal Literacy Manuals were brought out in 1992 with the aim of educating women about the laws concerning their basic rights. These Manuals being simple and illustrated, even semi-literates and neo-literates can easily comprehend the messages. The manuals have been distributed to all the State Governments and NGOs for wider dissemination and the same are also being translated into all other Indian languages.

v) Other Enabling Measures

3.19 Rashtriya Mahila Kosh (RMK) is a national-level mechanism to meet the micro- credit needs of poor and asset-less women in the Informal Sector. Since inception of RMK in 1993 till February 2001, a total credit worth Rs.100.27 crore was sanctioned to benefit more than 4 lakh women through the medium of 827 NGOs spread all over the country. Disbursements already made are worth Rs. 74.92 crore. RMK has been maintaining a very creditable recovery rate of 90 to 95 per cent. It also ventured to develop an institutional base at the grass-root levels through Self-Help Groups for expanding its credit services. In this process, it also started developing linkages with the existing Women's Groups of IMY and DWCRA. For expansion of these activities, RMK needs financial support from the Government.

3.20 The National Commission for Women, set up in 1992, has a mandate to safeguard the rights and interests of women. The Commission continued to pursue its mandated activities viz - safeguarding women's rights through legal awareness programmes; looking into the individual complaints/pre-litigations, sexual harassment of women at work place; organising 'Parivarik Mahila Lok Adalats' with the help of local NGOs and Legal Aid Boards; and review of the existing legislations and preparation of new Bills relating to Prevention of Inter-Country trafficking in the SAARC Region, framing of Rules under Dowry Prohibition Act of 1961 etc. The Commission accords highest priority in securing speedy justice to women. A statement showing the physical and financial targets and the achievements made during the Ninth Plan is at **Annexure-VI.**

Monitoring the Beneficiary-Oriented Schemes (BOS)

3.21 At the instance of the Prime Minister's Office, the nodal Department of Women and Child Development monitors the progress of implementation of the 27 Beneficiary-Oriented Schemes for Women through the mechanism of Inter-Ministerial Review Meetings. Based on the findings of the review, the nodal Department plays an interventionist role with the help of PMO in removing the obstacles/impediments and thus improve the implementation of the 27 BOS. Status Reports prepared by the nodal Department form the base for the necessary follow-up action by the individual Ministries/Departments. A review of the 27 BOS reveals that - i) a total outlay of Rs. 20688.70 crore representing 2.4 per cent of the total public sector outlay is available in the Ninth Plan for empowering women; ii) of this, while Rs. 12878.28 crore (62.2 %) flow from 6 women-related Ministries/Departments, the rest of Rs. 7810.42 crore (37.8%) flow from one single Department of Women and Child Development. This justifies the fact that the women's component plan needs to be concretized right from the very beginning of formulation / launching of the Plan so that the benefits from other developmental sectors do not by-pass women. A Brief Note giving the important features of the 27 BOS is appended as **Annexure-VII**.

Review of Legislation (women-specific & women-related)

3.22 As per the mandate, the National Commission for Women reviewed all the 39 legislations which have bearing upon women. The two Sub-Groups of the Task Force on Women and Children examined a total of 22 women-related legislations and completed the task of giving recommendations with regard to the following - **i)** Employees' State Insurance Act, 1948; **ii)** Factory Act, 1948; **iii)** Minimum Wage Act, 1948; **iv)** The Bonded Labour System (Abolition) Act, 1976; **v)** Legal Practitioners (Women) Act, 1923; **vi)** Maternity Benefit Act, 1961; **vii)** The Child Labour (Prohibition & Regulation) Act, 1986; **viii)** The Equal Remuneration Act, 1976; **ix)** The Beedi and Cigar Workes (Conditions of Employment) Act, 1966; **x)** The Cinematograph Act, 1952 and related Laws; **xi)** The Contract Labour (Regulation and Abolition) Act, 1970; **xii)** The Inter-State Migrant Workmen (Regulation of Employment and Condition of Service) Act, 1979; **xiii)** The Payment of Wages Act, 1936; **xiv)** The Plantation Labour Act, 1951; **xv)** The Workmen's Compensation Act, 1923; **xvi)** The Commission of Sati (Prevention) Act, 1987; **xvii)** Indecent Representation of Women (Prohibition) Act, 1986; **xviii)** Family Courts Act, 1984; **xix)** Indian Penal Code, 1860; **xx)** Criminal Procedure Code, 1973; **xxi)** The Immoral Traffic (Prevention) Act, 1956; and **xxii)** Dowry Prohibition Act, 1961;

Health And Family Welfare

3.23 Improvement in health status of women is sought to be achieved through improving the access to and utilization of health, family welfare and nutrition services with a special focus on under-served and under-privileged segments of population. Technical improvement and increased access to health care have resulted in fall in mortality rates, but the disease burden continues to be high. Substantial variations exist between States and districts in availability, quality and utilization of health care services and women's access to such services, as well as the health status. Bihar, Uttar Pradesh, Madhya Pradesh, Rajasthan and Orissa, are areas where reduction in the IMR has been slow and pre-natal and neonatal mortality rates have not declined.

3.24 Anaemia is the most widespread yet most neglected micronutrient deficiency/disorder in India. Poor dietary intake of iron and folic acid are the major factors responsible for anaemia. Pregnant women and pre-school children are the worst affected. Prevalence of anaemia among pregnant women ranges between 50%-90%. Training programmes to improve screening of pregnant women for anaemia and initiating appropriate therapy have been initiated as a part of Reproductive and Child Health (RCH) programme. However, the programme is yet to be operationalised. In the past serious shortage and poor quality of iron and folic acid tablets had crippled the programme. The RCH aims at eliminating these.

3.25 The issue of maternal and child health are given high priority through the RCH programme which is proposed to be universalized by the end of Ninth Five Year Plan. Improvement in the indicators like life expectancy, maternal mortality, gaps between male and female infant and child mortality, female literacy and participation in grassroots level democracy are noticeable positive changes. The Ninth Plan sought to address the issue of high population growth rate by bringing about a shift in focus from reducing infant mortality to reduce high desired fertility and by encouraging contraception to reduce unwanted pregnancies. Integrated reproductive and child health care were to be provided and Area specific strategies for micro-implementation of the RCH programme were to be adopted. RCH focuses on the obstetric care aimed to achieve substantial reduction in maternal mortality and morbidity through - early registration of pregnancy, screening of all pregnant women at least thrice in pregnancy for detection of risk factors; appropriate referral and care for at risk person and safe delivery.

3.26 The strategy aimed to achieve substantial reduction in maternal morbidity through the Contractual appointment of additional Auxiliary Nurse Midwives and Public Health Nurse/Staff Nurse to improve institutional deliveries. Safe delivery component of the RCH Programme was to be strengthened through provision of Kits and the training of Dais. Initiatives to Promote Safe home deliveries in poorly performing states were also envisaged such as screening of all pregnant women to detect and refer high-risk group, Training of Traditional Birth Attendants (TBA) regarding danger signals and timely referral, and the promotion of use of disposable delivery kits to reduce infection. Referral units were identified and strengthened but did not become fully operational due to lack of skilled manpower, adequate infrastructure, equipment and medicines. STI/RTI prevention, detection and management in women are priority areas as parts of essential RCH care at all levels of health care. Fall in routine immunization is a matter of concern. Poor coverage is mainly due to vacancies of staff, poor access, distribution and storage of vaccines, lack of supervision and monitoring, and ongoing campaign mode programmes disrupting routine activities. Role of Panchayati Raj Institutions was envisaged to improve the health services.

3.27 Efforts to educate the girl, her parents and the community to delay the marriages of their daughters were to receive focused attention during the Ninth Plan. Effective management of nutritional and health problem in adolescent girls was also proposed. Health care needs of adolescents were addressed under the RCH Programme in coordination with Integrated Child Development Services (ICDS) Scheme in blocks where ICDS Centres exist. The impact of this however has been negligible.

3.28 The National Population Policy adopted in 2000 seeks to address the issues related to population in the country and ensure universal access to quality contraceptive services towards attaining two-child norm. It calls for full coverage of registration of births, deaths and marriage and pregnancy and universal access to information/counseling services for fertility regulation. Reduction in Infant Mortality Rate and immunization of children are priority areas identified. It seeks to promote delayed marriage for girls and reduction in Maternal Mortality Rate, and enhance the number of institutional deliveries. It emphasizes the containment of Sexually-Transmitted Diseases (STD).

Food and Nutrition Security

3.29 States where the incidence of poverty is maximum, are also the States where the Public Distribution System (PDS) is least developed. Studies have shown that only 15 per cent of the needs of rural poor households are in fact met by the PDS and they are compelled to go to the open market for their needs. This has led to severe nutritional deficiency among the majority of the people, especially among women and girls. Apart from the PDS, the ICDS and the Mid-Day Meal Programmes are the two other schemes of the Central Government that address the issue of food security and seek to reduce household malnutrition.

3.30 **The National Nutrition Policy adopted in 1993** advocates a comprehensive inter-sectoral strategy for alleviating the multi-faceted problems of malnutrition and achieving an optimal state of nutrition for all. Closer collaboration between the ICDS and the health functionaries at all levels is being attempted. The current norms provide for distribution to the various anganwadi centers, but only 30 million out of the country's 162 million children are covered and there are no guidelines or strategies suggested to ensure outreach to the most needy.

Education & Training

3.31 The thrust areas for educational development in the Ninth Plan include Universalization of elementary education, achievement of full adult literacy, raising the quality of education at all levels, improving learner achievement, upliftment of the educational status of disadvantaged groups including SC/ST/girls and disabled children, among other issues. Female Literacy rates increased at a faster rate than male literacy rates for the decade reaching a level of 75.85 for males and 54.16 for females. The gap in male and female literacy rates stands at 21.69 per cent for population above 5 years of age. There are still a large number of districts especially in BIMARU states with female literacy rates below 10%.

3.32 The National Literacy Mission Authority played a critical role in the Total Literacy Campaign (TLC) phase to mobilize NGOs, experts and volunteers in large numbers and recorded significant participation of women –over 60 %. For the first time the number of female literates outnumber the illiterates. There are currently 450 Total Literacy Campaigns (TLC) and 250 Post Literacy Campaign (PLC). Continuing Education (CE) projects are being implemented in 68

districts but are yet to gain momentum, with little energy and few creative ideas to sustain people's interest in reading and learning.

3.33 The alternative models like Mahila Samakhya, non-formal education, adult education, early childhood education etc. contributed in various ways. Some programmes like District Primary Education Program, Operation Blackboard, Lok Jumbish, Shiksha Karmi, National Open School etc. have considerably improved female literacy. A focus on qualitative aspects has brought about substantive change in the education of girls.

3.34 The Mahila Samakhya (MS) is the only women focused programme of the Department of Education, reaching out to more than a lakh women in 10 states through its state societies. Through its strategy of building grassroots women's organizations the MS programme has created a forum and environment for women's education at the community level and has also been influential in raising issues related to the education of girls in a number of areas. Although MS has highlighted the need for a gender focused and holistic approach to women and girls education, it continues to be viewed as marginal in the department's efforts of education despite its successes and long years of existence.

3.35 The Sarva Siksha Abhiyan has committed to provide useful and quality elementary education to all children in the 6–14 age group by 2010 and bridge the gender and social category gaps at primary level by 2010. Plans for free education for girls up to college level, including professional courses have not been instituted universally in the Ninth Plan period although some State Governments have made education free for girls at all levels.

Economy, Work and Employment

3.36 The increasing growth rate of the economy at 6 per cent per annum¹ of the period was accompanied by policy initiatives towards expansion of social security to workers through self-financing systems; addressing the conditions of workers and elimination of evils of child labour and bonded labour and strengthening of accreditation facilities for vocational training institutes including services sectors and better coordination of vocational training imparted by various departments were attempted.

¹ Source: Economic Survey, 2000-01, Ministry of Finance, Government Of India

3.37 The Ninth Five Year Plan strategy envisages a growth of 4.5 percent per annum in agriculture sector, and a target of doubling food production and making India hunger-free in 10 years. The concept of food security has been broadened to include accessibility and availability of basic nutritional requirements. The priority to access to food grains for the poor has been emphasized in the plan document, the reality seems rather bleak in that context especially for women.

Women in Agriculture

3.38 New initiatives taken for achieving the Ninth Plan objectives include introduction of crop insurance scheme “Rashtriya Krishi Bima Yojana (RKBY)”, establishment of Watershed Development Fund (WDF), launching of Technology Mission on Cotton (TMC), launching of Kisan Credit Cards. These have little significance for women as invisible family workers or as labourers.

3.39 Focused programmes for women in agriculture have been introduced, and have been quite successful in addressing technology, food security, access to information and resources such as land leases etc., yet these experiences and issues of equity are not adequately reflected in the mainstream policy on agriculture. Programmes for women include:

- i) ‘Women in Agriculture’ scheme to extend support services such as technology, extension etc.
- ii) Empowerment of Women Farmers which provides micro capital assistance and revolving funds exclusively for women to purchase inputs, land base, undertakes land development activities, risk coverage collective farming and hiring of equipments etc.
- iii) Agricultural Cooperatives, which provide a special protection to women in the form of assured work by organizing cooperative societies for women in agricultural based sectors.

3.40 Besides these, specific areas have been identified in 6 other schemes that could provide for spaces for incorporation of women's needs and target them as a beneficiary constituency. Despite these measures and the progressive perspective that they reflect for women’s concerns in the agriculture sector, creating access to resources for acquisition of assets and production inputs

and access to technologies and inputs, the larger perspective of the agriculture sector seems to remain gender blind.

Poverty Alleviation

3.41 The Ninth Five Year Plan envisaged a creation of entitlements (through self-employment and wage-employment schemes, food security and social security) and building up of capabilities through basic minimum services like education, health and housing. The Integrated Rural Development Programme (IRDP) continued as a major self-employment scheme till April 1,1999 and 53.50 million families have been covered at an expenditure of Rs.13,700 crore since the inception. Rural poor families have however remained constant in number at 55 million in the last 20 years despite high growth and high investment in IRDP and wage-giving programmes as investment per family remained at sub-critical levels. Investment at the beginning of Ninth Plan of Rs.16,753 was not much higher in real terms and could not finance viable projects to offer adequate incomes on a sustained basis. The restructured IRDP, Swarnajayanti Gram Swa-Rozgar Yojana (SGSY), aims at self-employment of the rural poor. The Development of Women and Child in Rural Areas (DWCRA) scheme which was a women focused intervention was also merged as part of these initiatives.

CHAPTER - IV

IMPACT OF POLICIES, PLANS AND PROGRAMMES

The impact of various developmental policies, plans and programmes put into action during the last few decades have brought forth a perceptible improvement in the socio-economic status of women in the country. The following paragraphs give an account of achievements in the selected areas of demography, vital statistics, health, education, employment, decision-making, political participation, etc.

Demography and Vital Statistics

Table- 1
Population by Sex and Decennial Growth Rate (1961-2001)

(Population in millions)

Census Year	Females		Males		Total	
	Population	DGR*	Population	DGR*	Population	DGR*
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1961	212.9	-	226.3	-	439.2	-
1971	264.1	24.03	284.0	25.52	548.1	24.80
1981	330.0	24.93	353.4	24.41	683.4	24.66
1991	407.1	23.37	439.2	24.30	846.3	23.85
2001	495.7	21.79	531.3	20.93	1027.0	21.34

Note: * Refers to Decennial Growth Rate
i) The Population figures exclude the area under illegal occupation of Pakistan & China
ii) The 1981 Census was not held in Assam. The figures for 1981 include the inter-polated population of Assam.
iii) The 1991 Census was not held in J&K. The figures for 1991 include the population of J&K as projected by the Standing Committee of Experts on Population Projections, (October, 1989).

Source: Census of India, 2001, "Provisional Population Totals" & Census of India, 1991.

4.2 As could be seen from the Table on pre-page, there has been a slight increase between 1991 and 2001 in the size of the total female population of the country. While the actual increase recorded refers to a very marginal increase of 0.2 per cent, it was 88.6 million in terms of absolute numbers, as against the 77.1 million during 1981 to 1991. The growth rate of female

population for 1991-2001 decade was 21.79 per cent, which was 0.86 percentage points higher than that of males and 0.45 percentage points more than the total population.

Table - 2
Sex Ratio (1961-2001)*

Census Year	Sex ratio
(1)	(2)
1961	941
1971	930
1981	934
1991	927
2001	933

* Sex Ratio: Females per 1,000 males
Source: Census of India, 2001, "Provisional Population Totals".

4.3 The Sex Ratio which illustrates the survival scene of women registered a very marginal improvement from 927 in 1991 to 933 in 2001, as shown above. Although the Sex Ratio increased in respect of all ages, it declined in the most crucial age group of 0 to 6 years from 945 in 1991 to 927 in 2001. The very same declining trend got reflected in most of the states, (**Annexure-VIII**) even in the States like Punjab and Haryana which are economically more progressive states. This clearly points to the fact that economic growth may not necessarily bring about improvement in the status of women. This could be attributed mainly to the discrimination that the girl child faces and the consequential problems of poor health and nutritional status. Adding to these are the problems of female foeticide and female infanticide practised and now increasing in the country.

Table – 3
Life Expectancy At Birth (1961-2001)

Year	Females	Males
(1)	(2)	(3)
1961	40.6	48.9
1971	44.7	46.4
1981-85	55.7	55.4

(in years)

1987-91*	58.6	58.1
1989-93*	59.7	59.0
1996-2001	65.3	62.3
* Based on the Sample Registration System (SRS) Estimates		
Source: 1. Census of India, 2001– Population Projections for India and States: 1996 – 2016, Registrar General of India (RGI), New Delhi, 1996.		
2. Census of India, 1991 – Final Population Totals, Paper 2 of 1992, Government of India (GOI), New Delhi, 1993		

4.4 The Expectation of Life at Birth in respect of females has been rising very steadily, from 40.6 years in 1961 to 65.3 in 2001, by-passing even the male life expectancy and recording an all-time high of an increase of 5.6 years from 59.7 years in 1989-93, as detailed in Table 3.

Table – 4
Mean Age at Marriage (1961-1997)

Year	(in years)	
	Females	Males
(1)	(2)	(3)
1961	15.5	21.3
1971	17.2	22.4
1981	18.3	23.3
1991	19.5	23.9
1997	19.5	N.A.
Source: SRS- Fertility and Mortality Indicators for respective years, RGI, New Delhi		

4.5 Similarly, Mean Age at Marriage for females has also increased from 15.5 years in 1961 to 19.5 years in 1997, as per the details given in Table 4. The Child Marriage Restraint Act of 1976 which raised the age of marriage for girls from 15 to 18 years has, no doubt, helped prevent the child/ early marriages and the consequent early pregnancies and birth of premature babies. But at the same time, education and greater employment amongst women/ girls has also played a role in raising their age at marriage.

Health and Nutrition

Table – 5
Birth Rate (1961-2001)

(Per thousand)

Table - 6
Death Rate (1961-2001)

(Per thousand)

Year	Birth Rate	Year	Females	Males	Total
(1)	(2)	(1)	(2)	(3)	(4)
1961	41.7	1961	N.A.	N.A.	22.8
1971	36.9	1970	15.6	15.8	15.7
1984	33.9	1984	N.A.	N.A.	12.6
1991	29.5	1991	N.A.	N.A.	9.8
1998	26.5	1998	8.8	9.2	9.0
2001	26.1	2001	N.A.	N.A.	8.7
Source: SRS-Fertility and Mortality Indicators for respective years RGI, New Delhi		Source: SRS- Fertility and Mortality Indicators for respective years, RGI, New Delhi			

4.6 While the Birth Rate has declined by 15.6 percentage points from 41.7 in 1961 to 26.1 per thousand in 2001, the Death Rate has gone down by 14.1 percentage points from 22.8 in 1961 to 8.7 per thousand in 2001 as shown in Tables 5 and 6. The Death Rate of women declined from 15.6 in 1970 to 8.8 in 1998.

Table – 7
Maternal Mortality Rate (1980-1998)

(Per one lakh live births)

Year	Maternal Mortality Rate
(1)	(2)
1980	468
1993	437
1998	407
Source: SRS – Fertility and Mortality Indicators for respective years, Registrar General of India, New Delhi	

4.7. Although the Maternal Mortality Rate has declined from 468 in 1980 to 407 in 1998, as shown in Table 7, the same continues to be very high and therefore, is a matter of great concern. This high rate of maternal mortality is attributable to the major causes of bleeding in pregnancy and puerperium, abortion, anaemia and toxemia, as per the details given below.

Table – 8

Percentage Distribution of Cause-Specific Maternal Mortality Deaths– 1998

Cause	Percentage
--------------	-------------------

(1)	(2)
1. Haemorrhage	29.7
2. Anaemia	19.0
3. Sepsis	16.1
4. Obstructed Labour	9.5
5. Abortion	8.9
6. Toxaemia	8.3
7. Others	8.5

Source: SRS – Fertility and Mortality Indicators, 1998, Registrar General of India, New Delhi

4.8 As can be seen from above, the highest number of maternal deaths in 1998 was due to haemorrhage which is preventable through better reproductive health care. Abortion was legalised as early as 1972 as a health measure through the Medical Termination of Pregnancy (MTP) Act, 1971. Despite this special sanction, illegal abortions still continue to be performed by unauthorised persons like local quacks and untrained persons under unhygienic and unsafe conditions because of the non-availability of MTP services within the easy reach of most of the rural population. In 1998, abortions accounted for 8.9 per cent of the maternal deaths. Women’s morbidity continues to be relatively high due to causes such as Reproductive Tract Infections (RTIs) and Sexually Transmitted Diseases (STDs) related ailments, as well as their higher vulnerability to succumb to malaria and tuberculosis and diseases due to their lower access to health care facilities.

Literacy and Education
Table – 9
Literacy Rates by Sex (1961-2001)

(in per cent)

Census Year	Females	Males	Persons	Male-female gap in literacy rate
(1)	(2)	(3)	(4)	(5)
1961	12.95	34.44	24.02	21.49
1971	18.70	39.45	29.45	20.75
1981	29.76	56.38	43.57	26.62
1991	39.29	64.13	52.21	24.84
2001	54.16	75.85	65.38	21.69

- Note: 1. Literacy rates for 1951, 1961 and 1971 Censuses relate to population aged five years and above. The rates for the 1981, 1991 and 2001 Census relate to the population aged seven years and above.
2. The 1981 Literacy rates exclude Assam where the 1981 Census could not be conducted. The 1991 Census Literacy Rates exclude Jammu & Kashmir where the 1991 Census could not be conducted due to disturbed conditions.

Source: Census of India, 2001, "Provisional Population Totals"

4.9 Increase in the female literacy rate from 12.95 per cent in 1961 to 54.16 per cent in 2001, reflecting the sound gains in women's education, grew at twice the rate than that for males during the same period, as depicted in Table 9. For the first time, the number of absolute female illiterates has come down from 200,068,077 in 1991 to 189,554,886 in 2001. The gap between female and male illiterates and dropouts has started narrowing down. Some states, however, continue to have very large inter-State variations in education (**Annexure-IX**). However, there are still 299 districts with lower female literacy levels than the national average. Amongst the States, while Kerala recorded the highest literacy rate of 87.86 per cent for females, Bihar recorded the lowest at 33.57 per cent.

4.10 The Gross Enrolment Ratio (GER) of girls at the primary level has also increased from 41.4 in 1960-61 to 85.2 in 1999-2000 representing more than two-fold increase. In just one year between 1998-99 and 1999-2000, GER at the primary level has gone up by 2.3 percentage points, while at the middle level, it could go up only 0.6 percentage points. Detailed information is given at Table 25 of Part B on 'Development of Children' of this Report.

Table – 10

Enrolment of Girls at Graduate/ Post Graduate/ Professional Courses (1990-91 to 1999-2000)

(Figures in lakhs)

Levels	1990-91		1996-97		1999-2000	
	Total	Women	Total	Women	Total	Women
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Graduate	32.87	11.40	48.72	18.20	65.08	26.62
(B.A./B.Sc./B.Com)		(34.7)		(37.4)		(40.9)
Post Graduate	3.54	1.16	5.41	1.65	5.48	2.17
(M.A./M.Sc./M.Com)		(32.8)		(30.5)		(39.6)
B.Ed./B.T.	0.92	0.40	1.16	0.50	1.21	0.51
		(44.2)		(43.1)		(42.2)
B.E./B.Sc.(Eng)/B.Arch	2.41	0.26	3.28	0.49	3.64	0.80

M.B.B.S.	0.84	(10.9) 0.28 (34.3)	1.21	(14.9) 0.43 (35.4)	1.43	(22.0) 0.54 (37.8)
Ph.D/D.Sc./D.Phil	0.33	(26.2) 0.10 (35.4)	0.41	(29.2) 0.12 (35.5)	0.48	(35.4) 0.17 (39.9)
Total	40.91	13.60 (33.2)	60.19	21.39 (35.5)	77.32	30.81 (39.9)

Note: Figures within the parenthesis indicate percentage to total.
Source: Selected Educational Statistics – 1990-91, 1996-97 and 1999-2000, Department of Education.

4.11 The number of women in higher education which includes colleges, universities, Professional colleges of Engineering, Medicine and Technology, increased from 13.60 lakh (33.2%) in 1990-91 to 30.81 lakh (39.9%) in 1999-2000. Except in Courses of Bachelor of Education and Bachelor of Teachers' Training, women in Graduate Courses, Post Graduate Courses and Doctoral Courses have all shown an increase in relative terms.

4.12 The drop-out rates which have a direct bearing on the school retention rates, have also shown a definite declining trend both in the case of boys and girls at all levels of school education from 1960-61 to 1999-2000. Although the drop-out rates for girls at primary and middle levels reduced from 70.9 and 85.0 in 1960-61 to 42.3 and 58.0 in 1999-2000, respectively, the rates are still higher than those for boys. Data on the subject is given in Table 26 of Part B on 'Development of Children'.

Work and Employment

Table – 11
Work Participation Rates by Sex (1971 to 2001)

(in per cent)

Census Year	T/R/U	Female	Male	Persons
(1)	(2)	(3)	(4)	(5)
1971	Total	14.22	52.75	34.17
	Rural	5.92	53.78	35.33
	Urban	7.18	48.88	29.61
1981	Total	19.67	52.62	36.70
	Rural	23.06	53.77	38.79
	Urban	8.31	49.06	29.99

1991	Total	22.27	51.61	37.50
	Rural	26.79	52.58	40.09
	Urban	9.19	48.92	30.16
2001	Total	Census data is still awaited.		
	Rural			
	Urban			

Note: 1. Excludes Assam and J&K
2. 1971 figures are totals of workers and non-workers with secondary work whereas 1981 and 1991 figures are totals of main and marginal workers.
Source: Census of India, Series I, Registrar General of India, New Delhi.

4.13 The female work participation rate registered an increasing trend, the increase being from 14.2 per cent in 1971 to 22.3 per cent in 1991 as can be seen from the above Table. But, at the same time, it is much lower than the male work participation rate in both urban and rural areas. There are wide regional variations ranging from as high as 34 per cent to as low as 4 per cent amongst the major states. The data for the 2001 census is not yet available. However, work participation rate for females is expected to record a rise in 2001. But the NSSO, 55th Round data paints a contradictory picture for 1999-2000, recording a decline in the female participation rate to 20.3. Moreover, total work participation rate also shows a decline. This is highly unlikely.

Table – 12
Women in the Organised Sector (1971-99)
(Figures in lakhs)

Year	Women	Men	Total
(1)	(2)	(3)	(4)
1971	19.30 (11.0)	155.6 (89.0)	174.90 (100.0)
1981	27.93 (12.2)	200.52 (87.8)	228.45 (100.0)
1991	37.81 (14.1)	229.52 (85.9)	267.33 (100.0)
1997	43.88 (15.9)	231.77 (84.1)	275.65 (100.0)
1999	48.29 (17.2)	232.84 (82.8)	281.13 (100.0)

Note : Figures in parentheses are percentages.
Source: Director General of Employment and Training, Ministry of Labour, Govt. of India, New Delhi.

4.14 Women's share in the organized sector workforce has shown an increasing trend; increasing from 19.30 lakh (11%) in 1971 to 48.29 lakh (17.2%) in 1999. In two years between 1997 and 1999, the rise in percentage points of women in the organised sector has been 1.3. But their share still stands very low when compared to men as per the details given in Table 12.

Table – 13
Women in the Public Sector (1971 – 99)

(Figures in lakhs)

Year	Women	Men	Total
(1)	(2)	(3)	(4)
1971	8.6 (8.0)	98.7 (92.0)	107.30 (100.0)
1981	14.99 (9.7)	139.85 (90.3)	154.84 (100.0)
1991	23.47 (12.3)	167.1 (87.7)	190.57 (100.0)
1999	28.11 (14.5)	166.04 (85.5)	194.15 (100.0)
<p>Note: Figures in parentheses are percentages. Source: Director-General of Employment & Training, Ministry of Labour, Govt. of India, New Delhi.</p>			

4.15 Women's employment in the public sector has also recorded an increase from 8.6 lakhs (8%) in 1971 to 28.11 lakh (14.5%) in 1999. However, this is still much lower than that of men as is evident from Table 13.

Decision Making

Table – 14
Women in the Government Sector (1981-96)

(Figures in lakhs)

Year	Women	Men	Total
(1)	(2)	(3)	(4)
1981	11.9 (11.0)	97.1 (89.0)	109.0 (100.0)
1996	15.0 (13.9)	92.7 (86.1)	107.7 (100.0)

Note : Figures in parentheses are percentages.
Source: Director-General of Employment & Training, Ministry of Labour, Govt. of India, New Delhi.

Table – 15
Representation of Women in Premier Services (1987-2000)

Service	1987			1997			2000		
	Total	Females	%	Total	Females	%	Total	Females	%
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
IAS	4204	339	7.5	4991	512	10.2	5159	535	10.4
IPS	2418	21	0.9	3045	67	2.2	3301	110	3.3
Total	6622	360	5.4	8036	579	7.2	8460	645	7.6

Source: Department of Personnel & Training, GOI, New Delhi

4.16 While representation of women in the Administration (Government) increased marginally from 11.0 per cent in 1981 to 13.9 per cent in 1996, representation at the decision-making levels through the Premier services in the country viz. Indian Administrative Service (IAS) and Indian Police Service (IPS) accounted for only 5.4 per cent in 1987, as shown in Tables 14 and 15. Although, the same has risen marginally to 7.6 per cent in 2000, yet it stood at a very low ebb, requiring both affirmative action and special interventions to help raise the number of women at various decision-making levels.

Table – 16
Women in Panchayati Raj Institutions (1995 – 2001)

(Figures in lakhs)

Year	Women	Men	Total
(1)	(2)	(3)	(4)
1995#	3.18 (33.5)	6.30 (66.5)	9.48 (100.0)
2001@	7.25 (26.7)	19.96 (73.3)	27.21 (100.0)

Note: Figures in parentheses are percentages.
Data refers to 9 states – Gujarat, Haryana, Karnataka, Kerala, Madhya Pradesh, Punjab, Rajasthan, Tripura and West Bengal.
@ For whole of India.
Source: Department of Rural Development, GOI, New Delhi.

4.17 As the data above speaks, the landmark achievement of both 73rd and 74th Constitutional Amendments in 1993 brought forth a definite impact on the participation of women in the grass-root democracy through the Panchayati Raj Institutions (PRIs) and Local Bodies. In fact, these amendments are expected to achieve effective participation of women in the grass-root democratic institutions and its processes, both as individuals and as representatives of interest groups.

4.18 Out of 475 Zilla Parishads in the country, 158 are chaired by women. At the Block Level out of 51,000 members of Block Samitis 17,000 are women.² In addition nearly one third of the Mayors of the Municipalities are women. In the elections of PRIs held between 1993 and 1997, women have achieved participation even beyond the mandatory requirement of 1/3rd of total seats in States like Karnataka (43.45%), Kerala (36.4%) and West Bengal (35.4%). However, the all India figures for women show a decline from 33.5% in 1995 to 26.7% in 2001.

Table – 17

Representation of Women in Parliament (1952-2001)

Year	Females	Males	Total
(1)	(2)	(3)	(4)
1952	37	676	713
1980	52	723	775
1989	47	721	768
1991	63	707	770

² Working Group Report of Empowerment of Women, D/O Women & Child Dev., M/oHRD, May 2000

1998	59	761	820
1999	67	723	790
2001	70	750	820
Source: 1. Election Commission of India 2. National Informatics Centre, Parliament of India			

4.19 In the State Legislative Assemblies, although the number of women has increased from 102 (2.5%) in 1977 to 162 (3.9%) in 1997, the same stands at a very low ebb. Similarly, the number of women in the Parliament has also increased from 37 (5.2%) in 1952 to 70 (8.5%) in 2001, as shown in Table 17, but the same continues to be very low.

Table – 18
Representation of Women in the Central Council of Ministers (1985 & 1999)

Year	Women	Men	Total
(1)	(2)	(3)	(4)
1985	4 (10.0)	36 (90.0)	40 (100.0)
1999	8 (11.1)	64 (88.8)	72 (100.0)
Note : Figures in parentheses are percentages. Source: National Informatics Centre, Parliament of India,			

4.20 The number of women in the Central Council of Ministers has increased from 4 in 1985 to 8 in 1999 recording a marginal increase of 1.1 per cent, as shown in Table 18.

4.21 These trends point to the urgency of addressing these issues in a systematic and expeditious way so that women's concerns gain political prominence and a fairly representative number of women are in position not only at grass-roots level, but also at the state and national levels.

4.22 The following Table presents the Summary of various Developmental Indicators reflecting the present status of women (see Map at **Annexure-X**) including that of the girl child along with the progress made by them over a period of three developmental decades (1971-2001):

Table 19
Selected Developmental Indicators Relating to Women and Children

Sl. No.	Indicators	Women	Men	Total	Women	Men	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Demography							
1	Population (in million in 1971 & 2001)	264.1	284.0	548.1	495.7	531.3	1027.0
2	Decennial Growth (1971 & 2001)	24.0	25.5	24.8	21.79	20.93	21.34
Vital Statistics							
3	Sex Ratio (1971 & 2001)	930	-	-	933	-	-
4	Expectation of Life at Birth (1971 & 1996-2001)	44.7	46.4	-	65.3	62.3	-
5	Mean Age at Marriage (1971 & 1991)	17.2	22.4	-	19.5	23.9	-
Health							
6	Birth Rate (1971 & 2001)	-	-	36.9	-	-	26.1
7	Death Rate (1970 & 1998)	15.6	15.8	15.7	8.8	9.2	9.0
8	Infant Mortality Rate (1978 & 1999)	131	123	127	70.8	62.8	70.0
9	Child Mortality Rate (1970 & 1997)	55.1	51.7	-	24.5	21.8	23.1
10	Maternal Mortality Rate (1980 & 1998)	468	-	-	407	-	-
Literacy and Education							
11	Literacy Rates (1971 & 2001)	18.7	39.5	29.5	54.2	75.9	65.4
12	Gross Enrolment Ratio (1990-91 & 1999-2000)						
	- Classes I-V	85.5	114.0	100.1	85.2	104.1	94.9
	- Classes VI - VIII	47.8	76.6	62.1	49.7	67.2	58.8
13	Drop-out Rate (1990-91 & 1999-2000)						
	- Classes I - V	46.0	40.1	42.6	42.3	38.7	40.3
	- Classes I - VIII	65.1	59.1	60.9	58.0	52.0	54.6
Work and Employment							
14	Work Participation Rate (1971 & 1999-2000)	14.2	52.8	34.2	20.3	52.0	36.5
15	Organised Sector (No. in lakhs in 1971 & 1999)	19.3	155.6	174.9	48.3	232.8	281.1
16	Public Sector (No. in lakhs in 1971 & 1999)	(11 %)	8.6	98.7	107.3	(17.2%)	28.1
17	Government (No. in lakhs in 1981 & 1996)	(8 %)	11.9	97.1	109.0	(14.5%)	15.0
		(11 %)				(13.9%)	
Decision Making (Administrative & Political)							

18	Administration (IAS & IPS in 1987 & 2000)	360	6262	6622	645	7815	8460
		(5.4%)			(7.6%)		
19	PRIs (No. in lakhs in 1995 & 2001)	3.18	6.30	9.48 [@]	7.25	19.96	27.21
		(33.5%)			(26.7%)		
20	Parliament (No. in 1989 & 2001)	47	721	768	70	750	820
		(6.1%)			(8.5%)		
21	Central Council of Ministers (1985 & 2001)	4	36	40	8	64	72
		(10%)			(11.1%)		

@ Refers to 1995 in respect of States namely Gujarat, Haryana, Karnataka, Kerala, Madhya Pradesh, Punjab, Rajasthan, Tripura and West Bengal

Note: Figures in parentheses indicate the percentage to the total and year of the data in respective columns. Although, efforts were made to keep a common `base' and a common `comparable' but the same could not be kept up because of the limitations in the availability of data and other practical problems
The years given in the parenthesis refers to the Year of the Data in columns 3,4 &5 and 6,7 & 8 respectively

- Source:
1. Census of India, 2001, `Provisional Population Table'
 2. Census of India, 1991
 3. SRS Bulletin for respective years, Registrar-General of India, New Delhi
 4. Selected Educational Statistics for respective years, Dept. of Education., M/o HRD, New Delhi.
 5. Annual Report, 1999-2000. Dept. of Elementary & Literacy and Secondary & Higher Education, M/o HRD, Govt. of India.
 6. Employment Exchange Statistics, DGE&T, M/o Labour, Govt. of India, New Delhi.
 7. Dept. of Personnel & Training, Govt. of India, New Delhi
 8. Dept. of Rural Development, Govt. of India, New Delhi
 9. Election Commission of India, New Delhi
 10. National Informatics Centre, Parliament of India.

CHAPTER - V

PERSISTING PROBLEMS REQUIRING PRIORITY ATTENTION

The Mid-Term Appraisal (MTA) of the Ninth Five Year Plan (2000) while appraising the progress of the implementation of policies and programmes of the Ninth Five Year Plan (2000) has also surfaced certain Critical Issues and Persisting Problems that were standing as the major obstacles for the advancement/empowerment of women, including the Girl Child. The same are discussed below:

Declining Sex Ratio

5.2 Despite the marginal improvement shown in the over-all sex ratio from 927 in 1991 to 933 in 2001, the sharp decline in the juvenile sex ratio from 945 in 1991 to 927 in 2001 bear the evidence of the incidence of gender discrimination besides reflecting the survival scene of both women and the Girl Child in India.

5.3 The adverse sex-ratio and its decline since 1901 can be attributed mainly to higher mortality among females, as compared to males, in all age groups right from childhood through child-bearing ages. Limited access to health care services contributing to high maternal mortality and relative deprivation of the female child from nutrition, health and medical care have also been identified as some of the other contributory factors. Interventions to this effect have already been in action.

5.4 Related to the problem of gender bias and the persistent discrimination against the girl child are the harmful practices of female foeticide and female infanticide leading to the unwanted abortions and the present high rates of IMR / MMR. The sample studies sponsored by the Department of Women and Child Development in 1993 confirm that - while the female foeticide is widespread in a most rampant form in the urban areas, female infanticide continues to be prevalent as a localized/community-based phenomenon in the States of Tamil Nadu, Madhya Pradesh, Bihar, Rajasthan, Punjab and Haryana. As per the 2001 Census, only in 73 districts of the country, the sex-ratio is in favour of females. The long-term measure of

sensitizing the society to change their mind-set which is negatively disposed towards the girl child - as unwanted, neglected and discriminated both within and outside her home, is also very important.

Inaccessibility to Health and Nutrition

5.5 Although, the Infant Mortality Rate (IMR), Child Mortality Rate (CMR) and Maternal Mortality Rate (MMR) have been showing a very steady declining trend during the last decade, yet they still stand very high when compared to many other developing countries. In respect of individual States, 10 major States viz. Andhra Pradesh, Assam, Gujarat, Haryana, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa and Punjab have also shown an increasing trend. This demands careful investigation of the factors responsible for such a situation and effective action to intensify those measures of new-born care and institutional delivery systems. MMR which also stands at a very high rate of 407 maternal deaths per 1,00,000 live births (1998) needs special attention on priority basis through a wide-spread coverage of RCH services.

5.6 Mental health continues to be a neglected area, despite it being recognized as a major health concern in the context of the discriminatory practices against women. The present health care delivery system remains ill equipped to tackle these problems specially in rural areas.

5.7 The burden of AIDS is experienced disproportionately by women and girls as in their traditional gender roles they are responsible for caring for the sick. This enhances their risk and susceptibility to the disease. The issue on women's control over their bodies also needs to be addressed in that context.

5.8 Women's reproductive health continues to be the focus of policy and programmes in the limited context of maternity at the cost of reproductive choices and other health aspects. Given the swelling numbers of women in the older age group as well as the large adolescent age group it is necessary to move to a broader range of services and problems to be served by the health care system.

5.9 Women's Access to Health Care Services for treatment continues to be neglected due to their low mobility and the fact that their health needs remain low priorities in the household. The decision to access health care for them seems to be determined by the perception of health,

permission or decision for seeking health care, the availability of alternatives and costs involved and the ability to access place. Several studies have indicated inadequacy in the delivery of even primary health services by the Government adversely affecting women's health status. Faith and emphasis in traditional and alternative health systems is also reduced due to which women's access to health care is further adversely affected.

5.10 The National Population Policy has set a target free approach, but the State Population Policies do not seem to reflect a similar perspective. Linking up incentives/disincentives with social security measures and socio-economic development plans further reduce women's freedom and choices in these domains. Indiscreet introduction of contraceptives in the name of cost effectiveness, at the cost of women's health reflects an approach of negating the value of women for achievement of family planning goals.

Inaccessibility to Education & Training

5.11 Almost half the female population is still illiterate, as the female literacy rate as per 2001 census still stands at 1,89,554,886. The euphoria of women's high participation in literacy camps of the initial phases of the TLC campaign and significant gains of the TLC may be lost unless the follow-up and CE phase are not undertaken with renewed energy and focus.

5.12 Women's education is not given the priority it deserves despite the commitments of the Government in the National Policy on Education and the International Convention of Education For All (EFA), which incorporate the provision of educational opportunities and removal of gender discrimination. The Mahila Samakhya continues to be the only programme that focuses exclusively on women's education. Its strength lies in the approach to address women's education in a responsive framework while creating opportunities for women's empowerment. It is important that the programme is strengthened and its learnings are incorporated in the framework of other initiatives to enhance educational opportunities for women.

5.13 Programmes for women and girls' education still remain few. While various innovative education programmes are focusing on the needs of girls to enhance their access to education, there is little effort to engender systems. Incentives are also required to overcome the constraints that women experience in sustaining literacy. Also, the proportion of resources allocated to adult

education has decreased to only a 2.5% share of the education budget, compared to 65.7% for elementary education in the Ninth Plan Period. The gap between male (75.85%) and female literacy (54.16%) remains high and regional disparities in female literacy remain stark.

5.14 Efforts towards the integration of gender concerns in the framework of key education programmes including the Sarva Siksha Abhiyan, the District Primary Education Programme, Distance education, Operation Blackboard etc. while focusing on girls' participation are far from adequate to correct the gender imbalances; efforts towards integration of gender in curriculum and training of teachers remains inadequate. Even though enrolment among boys continues to be higher than girls, the gap is narrowing. As a result, in 1998-99, 74 per cent of girls and 83 per cent of boys between 6-14 years were attending school³. There is much, however, that needs to be done to improve the school infrastructure, access and retention of children in schools. For example, even though 94 per cent of India's rural population has a primary school within a walking distance of one kilometer, there are at least 1,00,000 habitations without this kind of physical access. Girl children remain particularly disadvantaged as a result. At the same time, efforts are required to improve the quality of education and improve learning achievements among children.

Invisible Women's Work

5.15 Women workers continue to be the most 'invisible', despite their high levels of contribution to the national economy, especially to the informal/unorganized sector. Being predominant in the marginal workers' category, women's contribution in the informal sector is neither recognized nor finds a place in the official records. Impressive performance at macro economic level has not much improved the economic position of women specially women from rural areas. The lack of continuity of women in the employment market with a high rate of withdrawal and late entry in the labour market results in their confinement in lower levels despite their better qualifications in many areas. Post globalization women are also likely to be rendered jobless in traditional sectors in larger numbers. The prevailing social constraints of gender largely relegates women to the inside sphere. Adding to this are the dual responsibilities of women tagged with heavy work responsibilities in agriculture, animal husbandry and other

³ Annual Report, 2000, Department of Secondary Education & Higher Education, M/HRD, Govt of India.

traditional sectors which create a syndrome of gender stereotypes, marginalisation, alienation and deprivation of women in the informal sector.

5.16 The rate of increase in women's employment in the organized sector has slowed down, so future opportunities for absorption of women workers will be fewer. The higher numbers of women in the category of wage labour and reducing numbers in the self employed category mark a further marginalisation of women as workers. There has also been an increase in casualisation of the rural women work force.

5.17 Programmes for women in agriculture that have been introduced remain marginal and despite creating access to information and resources their influence is negligible in the macro policy. Role of women remains unrecognized to the sector and its productivity. Labour and social legislation for safety net benefits for women workers like maternity benefit, child care support, safeguards from sexual harassment, etc. continue to exclude women in the informal sector.

Degradation of Natural Resources

5.18 Women have traditionally played an important role in managing and protecting natural resources and their access to natural resources like land, forest and water, especially for tribal and other disadvantaged groups of women are significant factors. With increasing commercialization and corporatisation of management of these resources, however, women are being marginalized from their traditional roles and access, which very clearly has an adverse impact on the sustainability of these resources themselves, apart from increasing women's vulnerability in the struggle for survival. The increasing pressure for access to these resources also has an adverse impact on women in the family, with the incidence of violence increasing.

5.19 Initiatives for the development of natural resources must not be at the cost of livelihoods and means of survival of large number of indigenous populations and communities dependant on these resources. Women are major contributors in these economies and bear the brunt of these developments. They are also increasingly the victims of violence in instances of a conflict of interest between the state and the users.

5.20 Current policy trends of joint management of resources have implied the intrusion of government departments in the traditional management systems. Women's roles are reduced to nominal in the management of these resources in these new systems. The processes of planning have thus currently become the means of women's alienation from their resources. Women's roles and community needs for fuel, fodder, water and other natural resources need to be strengthened with equity as the guiding principle.

Land Rights for Women

5.21 Very strong gender inequalities exist in various inheritance laws, especially in land reform laws passed by various states. In a number of North Western States, including Haryana, Punjab, Jammu & Kashmir, Himachal Pradesh, Delhi and Uttar Pradesh, the land inheritance devolves on male lineal descendants and consequently, widows and daughters inherit only in the absence of male heirs. In Uttar Pradesh section 171 of the Zamindari Abolition Act bars any female child from inheritance of agricultural land. In some States women cannot even buy agricultural land because of the absence of land records to prove their rights as Agriculturists

Ineffective Food Distribution

5.22 Despite the strides in agricultural production and food surplus and State intervention through Special Public Distribution System (SPDS) and various poverty alleviation programs, consumption levels are abysmally low due to poor distribution policies and low purchasing power of the poor. This has led to severe nutritional deficiency among the majority of the people, especially among women and girls. States where the incidence of poverty is maximum are also the states where the PDS system is least developed. Studies have shown that only 15 per cent of the needs of rural poor households are in fact met by the PDS, and they are compelled to go to the open market for their needs. This has led to severe nutritional deficiency among the majority of the people, especially among women and girls. Apart from the PDS scheme the ICDS and the mid day meal programmes are the 2 other schemes of the Central Government that address the issue of food security and seek to reduce household malnutrition. PDS schemes are limited in their impact due to operational mal-efficiencies. Large numbers of women continue to suffer

from mal-nutrition as the distribution systems are not in sync with the regional requirements, and poverty ridden areas continue to be ill-served by the PDS system.

Gender and Poverty

5.23 Several micro-studies have indicated that adverse consequences of SAP are disproportionately borne by women. Increased mechanization leading to displacement of female unskilled workers, increased movement of male workers into traditionally women dominated areas, increase in female headed households due to migration of males are some of the trends established, indicating a growing incidence of the feminization of poverty. Even within households which may otherwise fall above the Below Poverty Line (BPL) the situation of the women is known to be at levels below poverty. Female headed households are among the most impoverished. The incidence of landlessness and consequent impoverishment is highest among women headed households and is reported to be rising. The incidence of poverty is also known to be maximum in the states of Bihar, Orissa and Uttar Pradesh, which contribute more than a third of the country's poor and are known to be areas of male out-migration. These are also the states where the Public Distribution System (PDS) system is the weakest.

5.24 Despite the reported decrease in poverty, intra household disparities persist in the experience of poverty based on gender. Employment rates for women in the formal sector have reduced, and opportunities for self-employment have also diminished. Women continue to be the greater victims of layoffs and displacement, as men take over tasks traditionally considered women's tasks. Decreasing earning opportunities and the lowering Work Participation Rates and incomes having recorded no significant changes in relative and absolute terms in relation to the inflation rates, the reality for women is rather bleak. Studies reveal that only 15-17 per cent participants in the Poverty Alleviation programmes for wage employment through the Jawahar Rozgar Yojana (JRY) Programme have been women, due to the lack of provision of services and support for child care, and no flexible hours.

5.25 The burden of poverty upon women has been increasing, as they are being more vulnerable to the extremes of poverty and its consequences as they push them to abject poverty. For poor households, women's capacity to work, her health, knowledge and skill endowments are

often the only resources to fall back upon for survival. In other words, poorer the family, more the dependency upon women's earnings. Women are thus critical to the processes of moving their families out of poverty. Therefore, they require special attention as extreme poverty by definition implies low absorptive capacity for development programmes.

Media and Women

5.26 Current media trends indicate a strengthening of stereotypes, and reinforcement of traditional roles; the portrayal of women continues to be as objectification rather than rational human beings. Portrayal of violence and using women in negative sense create a mindset that only perpetuates discrimination and the exploitation of women through violence of various kinds.

Legislative Loopholes

5.27 Violence against women in the home is the most sinister and is the least likely to be reported or acknowledged. A review of the legislative framework and the law enforcement agencies of the country reveals an inherent gender bias. The law itself reflects assumptions of patriarchy, and girls continue to be denied the right to property in the inheritance of agricultural property, as also highlighted in the MTA report. In this direction, some progress was already made by the National Commission for Women and later by the Task Force on Women to review a majority of laws related to women as already mentioned in Chapter III. This process should be completed during the 10th Plan.

Inadequate Mechanisms

5.28 The infrastructure needs of women are related to their various roles. Women's access to economic infrastructure such as capital and credit has increased over the last decade with the focus on micro-finance through the alternate institutions and to a lesser degree through mainstream financial institutions and commercial banks. Their economic viability however

remains at risk with few channels of support for marketing and technological support. Apart from the burden of arduous domestic chores, women's time is spent to a great extent on these tasks, denying them other opportunities and time for rest, reducing their role to low levels of efficiency. Recognition of women's specific needs in the provision of social and economic sectors is still hardly recognized. Despite the recent initiatives to extend credit and micro finance to them, the follow-up requisites of support for raw material sourcing, marketing, etc are still to be addressed. Support to reduce the burden of drudgery of domestic chores and to create alternative opportunities for addressing their fuel and energy requirements, as well as child care remain low developmental priorities. There is an increasing number of women workers attached with various agencies and needing suitable accommodation for single/married women. Location and construction of hostels to cater to their needs would reduce the risks and apprehensions of working women. The problem of shelter for homeless women below the poverty levels needs urgent attention especially for the 37 per cent female heads of household and women in specially vulnerable circumstances.

Lack of Dissemination of Information

5.29 The development of technologies that are women-friendly are few and far between and the investment in these activities remains marginal to the realm of Science and Technology. Women's access also remains constrained by low mobility and access to information and education attainment apart from the inherent gender based impediments. Efforts should also be made to assess the impact of new technologies on women, and to counteract the negative impacts through technological innovations or enhancement of women's skills.

Women's Component Plan

5.30 Reports received hitherto from the various departments by the Planning Commission in response to its directions have indicated that the Women's Component Plan (WCP) Planning process is viewed as an extension of the Beneficiary oriented programmes of the PMO. Departments have in most cases included figures of women specific schemes as the WCP inputs, while some departments have declared that their schemes are gender neutral. This reveals that the concept of Women's Component Plan needs to be clarified and strengthened and streamlined for greater efficacy.

Limited Representation in the Decision-making

5.31 Adding to the serious problems listed above, lack of education and training, information and awareness generation and low rates of literacy aggravate the situation of deprivation of women, thereby excluding them not merely from political, social and economic processes, but also from decision-making. As per 55th Round of NSSO, 1999-2000, women's work participation is as low as 20.3% as their contribution in the informal sector is neither recognized nor finds a place in the official records. Further, while their representation in the organized sector is only 17.2 % (1999), they are 14.5% (1999) in the public sector; 13.9% (1996) in the Government; and 7.6% (2000) in administrative decision-making. No doubt, they represent 26.7% (2007) in Panchayats against the 33-1/3 per cent reservation for women. When more and more women are positioned at various levels of decision-making, it is bound to have a definite impact on public policy in favour of women and thus, women's issues will get transformed into societal issues.

5.32 Besides the participation of women in local self-governance in the past decade, an equally significant factor is the extent to which the systems and institutions are geared to respond to the needs and issues that women are prioritizing in the governance agenda. While women have gained access to the Panchayats and Local bodies, the resistance from men to their leadership continues in various forms. Women in these positions have the disadvantage of a shifting constituency which implies that reflection may only be possible on a general seat or after a rotation of a few years.

5.33 Representation of women in the Legislatures and Parliament is still very low, ranging between 4-8%. The number of women Members of Parliament has increased from 37 in 1952 to 70 in 2001. Parties in the country also field very few women candidates in the general seats. Very few women are office bearers or occupy key portfolios in the major political formations of the country. There is also resistance across party lines to the proposal to provide for reservation for women in the Parliament and state legislatures. Despite the gains in the political arena therefore there are still many frontiers that challenge women on the way to political empowerment.

Violence against Women

5.34 The increasing violence against women is yet another manifestation of their low and unequal status and continues to be a big threat to their development. Violence against women and the girl-child, both domestic and at work-place, has been showing an alarming trend especially during the recent past.

Table – 20

Violence against Women* (1990-1999)

Year	Rape	Dowry Deaths	Torture
(1)	(2)	(3)	(4)
1990	9,518 (13.9)	4,826 (7.1)	13,450 (19.7)
1996	14,846 (12.8)	5,513 (4.8)	35,246 (30.5)
1999	15,468 (11.4)	6699 (4.9)	43,823 (32.3)

Note : Figures in parentheses are percentages.
* Selected crimes
Source: Crime in India, 1999, National Crime Records Bureau, M/o HA, GoI

5.35 Incidence of atrocities against women ranges from female infanticide, foeticide, molestation, sexual assault, sexual-harassment at the workplace to rape, caste-based violence, trafficking, forced marriage, domestic violence, dowry related murders, enforced sterilization and custodial violence. Physical, mental and psychological violence against adolescent girls is a growing phenomenon.

5.36 The National Crime Record Bureau (NCRB), New Delhi in 1999 recorded an increase in the total number of cases of crimes related to women like kidnapping, abduction, dowry death, torture and molestation from 1,15,723 in 1996 to 1,35,771 in 1999. Out of the total cases related to women and registered under IPC in 1996, rape accounted for 14,846 (12.8%), dowry deaths

5,513 (4.81%) and cases of torture 35,246 (30.5%). In 1999, the corresponding figures rose to 15,468 (11.4%), 6,699 (4.9%) and 43,823 (32.3%), respectively. Most rape victims are in the age group of 10 – 16 year and a significant number are under 10 years of age. The media plays a role in perpetuating the gender-stereo types, undermining the contribution of women to society.

5.37 As per NCRB 1999 data, there was an increase of 8.4 per cent in the total number of crimes committed against women between 1997 and 1999. While the total number of cases registered under IPC stood at 1.36 lakh, torture claims the highest share of 32.3 per cent; followed by molestation (23.8%); kidnapping and abduction (11.8%); rape (11.4%); sexual harassment (6.5%); and dowry death (4.9%). Amongst the States, while Madhya Pradesh reports the highest incidence of 12.6% of the total crimes, Uttar Pradesh (12.5%) and Maharashtra (10.0%) followed suit. Delhi which shares 1.3% of the country's total population, accounts for 1.8% of the total crime, and reports the fourth highest crime rate in the country with 17.9 (number of crimes per one lakh population), while the all India crime rate stands at 13.8.

CHAPTER – VI

APPROACH TO THE TENTH PLAN (2002-07)

It is the empowerment strategy that has emerged as the most challenging task during the Nineties. It is, therefore, necessary to ensure that women are empowered socially, economically and politically. **If women are to be empowered socially**, it is necessary to make everyone of them literate, reach them information and generate awareness, equip them with legal literacy and thus conscientise them to realize their own potential. **If women are to be economically empowered**, it is necessary to equip them with vocational skills; provide employment and income-generation, extend free channels of micro-credit, provide management/entrepreneurial skills, social security and thus allow greater visibility. **If women are to be politically empowered**, the immediate need is to resort to different forms of affirmative discrimination so that women in proportionate numbers reach critical places to ensure that their voices are heard.

6.2 The Ninth Plan's commitment to empower women through the adoption of a National Policy has come true when the Government adopted a National Policy on Empowerment of Women in April 2001. The country has now got a mandate to translate the Policy into Action. Therefore, nothing could provide a better approach in the Tenth Plan other than the National Policy itself.

6.3 The objectives of the National Policy for Empowerment of Women include: i) creating an environment through positive economic and social policies for full development of women to enable them to realize their full potential; ii) the *de-jure* and *de-facto* enjoyment of all human rights and fundamental freedom by women on equal basis with men in all spheres—political, economic, social, cultural and civil; iii) equal access to participation and decision making of women in social, political and economic life of the nation; iv) equal access to women to health care, quality education at all levels, career and vocational guidance, employment, equal remuneration, occupational health and safety, social security and public office etc.; v) strengthening legal systems aimed at elimination of all forms of discrimination against women; vi) changing societal attitudes and community practices by active participation and involvement of both men and women; vii) mainstreaming a gender perspective in the development process; viii) elimination of discrimination and all forms of violence against women and the girl child; and ix) building and strengthening partnerships with civil society, particularly women's organizations.

6.4 For achievement of the above objectives, the National Policy lays down certain policy prescriptions. They include – i) towards mainstreaming gender perspectives in the development process, policies, programmes and systems will be established to ensure mainstreaming of women's perspectives in all developmental process. Wherever, there are gaps in policies and programmes, women-specific interventions would be undertaken to bridge them; ii) all measures will be taken to guarantee women equal access to and full participation in decision-making bodies at every level, including the legislative, executive, judicial, corporate, statutory bodies, as also the advisory Commissions, Committees, Boards, Trusts etc. Affirmative action such as reservations/quotas, including in higher legislative bodies, will be considered whenever necessary on a time-bound basis. Women-friendly personnel policies will also be drawn up to

encourage women to participate effectively in the developmental process; and iii) legal-judicial system will be made more responsive and gender sensitive to women's needs, especially in the cases of domestic violence and personal assault. To this end, new laws will be enacted and existing laws reviewed to ensure that justice is quick and the punishment meted out to the culprits is to commensurate with the severity of the offence. Also, gender discrimination in personal laws relating to marriage, divorce, maintenance and guardianship and in laws relating to ownership of property and inheritance shall be eliminated with full participation of all stakeholders including community and religious leaders. A copy of the National Policy for Empowerment of Women is appended at **Annexure-XI**.

Economic Empowerment of Women

6.5 The suggested policy measures for economic empowerment of women in the Tenth Plan will be:

- a) Macro economic policies and poverty eradication programmes will specifically address the needs and problems of women who comprise the majority of the population below the poverty line and are very often in situations of extreme poverty.
- b) New micro-credit institutions shall be established and existing institutions strengthened to enhance women's access to credit for consumption and production.
- c) Women's contribution in the informal sectors (including home based workers) will be recognized by way of reinterpretation and redefinition of conventional concepts of work wherever necessary and this will include Census records, preparation of satellite and national accounts etc.
- d) Strategies will be designed to empower women to meet the negative social and economic impacts, which may flow from the process of globalization and at the same time enhance their capacity so that they can utilize the opportunities opened by this process.
- e) In view of the critical role of women in the agriculture and allied sectors, as producers, concentrated efforts will be made to ensure that benefits of training, extension and various programmes will reach them in proportion to their numbers. The programmes for training women in soil conservation, social forestry, dairy development and other occupations allied to agriculture like horticulture, livestock including small animal

husbandry, poultry, fisheries etc. will be expanded to benefit women workers in the agriculture sector.

- f) The important role played by women in electronics, information technology and food processing and agro industry and textiles has been crucial to the development of these sectors. They would be given comprehensive support in terms of labour legislation, social security and other support services to participate in various industrial sectors.

Social Empowerment of Women

6.6 For social empowerment of women, Policy prescribes the following measures as the approach in the Tenth Plan.

- a) Equal access to education for women and girls will be ensured and special measures will be taken to eliminate discrimination, universalize education, eradicate illiteracy, create a gender-sensitive educational system, increase enrolment and retention rates of girls and improve the quality of education to facilitate life-long learning as well as development of occupation/vocation/technical skills by women. Reducing the gender gap in secondary and higher education would be a focus area. Sectoral time targets in existing policies will be achieved, with a special focus on girls and women, particularly those belonging to weaker sections including the Scheduled Castes/Scheduled Tribes/Other Backward Classes/Minorities. Gender sensitive curricula would be developed at all levels of educational system in order to address sex stereotyping as one of the causes of gender discrimination.
- b) A holistic approach to women's health which includes both nutrition and health services will be adopted and special attention will be given to the needs of women at all stages of the life cycle. Measures will be adopted that take into account the reproductive rights of women to enable them to exercise informed choices, their vulnerability to sexual and health problems together with endemic, infectious and communicable diseases such as malaria, TB, and water borne diseases as well as hypertension and cardio-pulmonary diseases. The social, developmental and health consequences of HIV/AIDS and other sexually transmitted diseases will be tackled from a gender perspective.
- c) Men and women will have access to safe, effective and affordable methods of family planning of their choice. The child marriages shall be eliminated by 2010 by measures like compulsory registration of marriage, spread of education and programmes like BSY.

- d) Focused attention would be paid to meeting the nutritional needs of women at all stages of the life cycle, particularly of the adolescent girls and pregnant and lactating mothers.
- e) All forms of discrimination against the girl child and violation of her rights shall be eliminated by undertaking strong measures both preventive and punitive within and outside the family. These would relate specifically to strict enforcement of laws against prenatal sex selection and the practices of female foeticide, female infanticide, child marriage, child abuse and child prostitution etc. There will be special emphasis on the needs of the girl child and earmarking of substantial investments in the areas relating to food and nutrition, health and education, and in vocational education.
- f) Special attention will be given to the needs of women in the provision of safe drinking water, sewage disposal, toilet facilities and sanitation within accessible reach of households, especially in rural areas and urban slums.
- g) Special attention will be given for providing adequate and safe housing and accommodation for women including single women, heads of households, working women, students, apprentices and trainees. Women's perspectives will be included in housing policies, planning of housing colonies and provision of shelter both in rural and urban areas.
- h) Measures will be undertaken to provide women in difficult circumstances such as destitute, disabled and old women, women heading households, women affected by natural calamities, those displaced from employment, migrants, deserted women and women who are victims of marital violence and prostitutes etc.

6.7 Approach to the Tenth Plan should be governed by the policy prescriptions of the National Policy for Empowerment of Women. While the Policy has given a vision for the future, the Plan can facilitate realization of this vision by converging the approach and strategy of all the related sectors, fixing priorities, setting measurable goals and also allocating resources for the achievement of those goals within a time frame of a five year perspective. The Plan can also prescribe an implementation strategy and a monitoring mechanism for the realization of those goals.

6.8 The guidelines for the operational strategy, as prescribed in the National Policy, says,

“All the Central and State Ministries will draw up time bound Action Plans for translating the Policy into a set of concrete actions, through a participatory process of consultation with Centre/State Departments of Women and Child Development and National /State Commissions for Women. The Plans will specifically including the following:

- Measurable goals to be achieved by 2010.
- Identification and commitment of resources.
- Responsibilities for implementation of action points.
- Structures and mechanisms to ensure efficient monitoring, review and gender impact assessment of action points and policies.
- Introduction of a gender perspective in the budgeting process”.

6.9 Tenth Plan should be able to offer the opportunity for adopting this operational strategy in implementing the National Policy for Empowerment of Women. Preparation of an Action Plan giving the road map for the next five years is a must. It can fix certain measurable goals which can be achieved by the end of the Plan. It can allocate resources and also prescribe an institutional mechanism for the achievement of these goals. It can initiate the process of the development of Gender Development Indices (GDI) and Gender Auditing and Evaluation. It can strengthen the Women’s Component Plan and further carry it forward by introducing a gender perspective in the entire budgetary process which will include both the plan and the non-plan as also the flow of institutional finance for the development of women.

CHAPTER -VII

RECOMMENDATIONS FOR THE EMPOWERMENT OF WOMEN

Keeping the suggested Approach in view, the Steering Committee made the following recommendations to initiate action during the Tenth Plan period (2002-07):

General

Challenge in the New Millennium

7.2 The global setting of the Tenth Five Year Plan is completely different from the earlier Plans. It is characterized by new challenges of 'market driven forces' on the one side, and expectations of the people – women and men – fast getting sensitized to their rights and entitlements, on the other. This new scenario calls for an approach based on recognition of 'people's entitlements' and the responsibilities of the State to facilitate and provide the conditions for achieving these entitlements.

Approach to Development

7.3 Limitations of earlier approaches to development that relied on 'trickle down effects' are well known. 'Access' to benefits of development was conditioned by the prevailing social environment of discrimination, which limited the outreach of the programmes. The ever-increasing population, the burden of 'diseases of poverty', limited supply of services, and even more pathetic absence of 'effective' demand, further smothered the advantages of relatively 'meagre' investments in the social sectors. The challenge, more than ever before, is to design strategic investments whose outcome will sustainably enhance social gains in terms of good health, education and capabilities and usher in social justice and equity in distribution, in effect holistically bringing about empowerment of women in the entirety of its connotation.

Social Development and Economic Progress

7.4 The inevitable link between social and economic development has emerged as an important factor to be reckoned. The Annual Economic Survey 2000 – 2001 emphasizes the economic gains of investment on social sectors, particularly on women: “From the efficiency point of view, what is important is the social rate of return of investment in women, and in many cases, this can be greater than the corresponding rate for men”.

Decline in Development Expenditure

7.5 The Economic Survey highlights that the total central plan outlay on social sector (education, health, family welfare, women and child development and social justice and empowerment) and rural development as percentage of total plan expenditure has declined from 27.13% in 1997-98 to 26.43% in 2000-01. Likewise, the percentage share of GDP on these sectors at current market prices has also declined from 1.21% to 1.08% during the same period. Further, actual plan expenditure has shown a consistent downward trend as compared to the budget and revised estimates. This trend at a time when investment in development is very critical is a serious cause for worry. It is therefore urgent to sharpen the approach in the Tenth Plan to focus on strategies to optimize the very scarce public resources to increase gains for larger numbers of people and remove inequities. Government resources have to be supplemented from the corporate sectors as well as the community to reach the aspired goals of social development.

Correction of Regional Imbalances

7.6 Regional disparities continue to prevail in the country, despite special efforts in the national planning process to bring up backward regions with special economic incentives. The process of liberalization has exacerbated existing imbalances and deepened the schisms since investments under the liberalized regime tend to flow in the direction of regions and States, which have a head start in infrastructure development. The flagging economic situation of the less developed States has also slowed down the process of their social development further jeopardizing human resource development in those regions. Intra-state differences are equally

marked creating pockets of prosperity amidst poverty and deprivation. It is urgent to evolve a new set of sustainable strategies to eliminate the regional imbalances in social and economic development.

Gender Equity

7.7 The planning process for the development of women has evolved through 'welfare' to 'development' to 'empowerment' to 'participation'. Despite the dynamism of the approach, the constitutional and legal provisions for affirmative action, the institutional build up and attendant step up in investments, gender discrimination continues to be a daunting challenge.

7.8 Significant gains have, however, been made in the life expectancy of women, literacy and representation in the local self-governing institutions. An active and grassroots level leadership is emerging from among women. If properly harnessed this can be a very effective and catalytic agent for transforming the social conditions of women in the country.

National Policy on Empowerment of Women

7.9 The National Policy for Empowerment of Women which was announced by the Government in April 2001 has outlined the approach to the whole gamut of issues for the empowerment of women and laid down a number of policy prescriptions for the national, state and local governments. Therefore, the Tenth Plan should essentially be in the nature of an Action Plan for the implementation of the National Policy, as given below :

Social Empowerment

Demographic Imbalances

7.10 Although the Census 2001 has registered a marginal improvement in the overall sex ratio in the country, the juvenile sex ratio (age group 0-6) has sharply declined from 945 per 1000 male in 1991 to 927 in 2001. It has declined in all the States and Union Territories except Kerala, Tripura, Mizoram and Sikkim. The decline has been very sharp even in the prosperous States of Punjab, Haryana, Maharashtra and Gujarat. A massive awareness campaign involving the

community, religious leaders and opinion-makers at all levels is necessary to counter this trend along with effective policies and programmes in favour of the Girl Child.

Gender Asymmetry in Population

7.11 A strange gender asymmetry in population pyramid is taking place, with ‘males outnumbering females’ and ‘females outnumbering males’ at the lower and upper end of the pyramid respectively, while the middle is swelling with numbers. This would create new demands for intervention at each level – protection and care of the girl child, social security for the aged, and training, capacity building and employment of more and more women in the working age group.

Rights of the Girl Child

7.12 Measures undertaken in the Ninth Plan do not seem to be having the desired impact on the condition of the girl child who is facing all round discrimination within the family and outside. The Pre Natal Diagnostic (Regulation and Prevention of Misuse) Act 1994 has completely failed to prevent female foeticide. Balika Samriddhi Yojana (BSY) also could not enhance the value of girl child in society. Implementation of BSY has been tardy as is reflected in huge unspent balances with the State Governments and a complete mismatch between the birth of girl child and disbursement of incentives under the scheme. A completely new strategy based on a holistic approach of awareness, incentives, education, nutrition and enforcement need to be worked out to protect the rights of the girl child.

Women’s Health and Nutrition

7.13 The complex socio-cultural determinants of women’s health have cumulative effects over a lifetime. Discriminatory childcare, under-nutrition and micronutrient deficiency in early adolescence is compounded by early child bearing and consequential serious pregnancy-related complexities. This is reflected in very high MMR (407 per 100,000 live births), IMR (70 per

1000 live births) and underweight babies (47%). Therefore, interventions for women's health and nutrition are extremely crucial not only for the health and the well being of the women but of the nation as a whole. National Socio-Economic Goals of NPP 2000 aims, inter alia, to bring

down MMR to 100 and IMR to 30 by 2010. These goals should be broken into certain achievable targets upto the year 2007 and measured by national level surveys.

7.14 Women should have access to comprehensive, affordable and quality 'health care' which should go beyond the 'reproductive health' to take into account their vulnerability to various endemic, infectious and communicable diseases. The social and health consequences of HIV/AIDS and sexually transmitted diseases also need to be tackled from a gender perspective.

Education and Training

7.15 Although the gender disparity in the level of literacy both in urban and rural areas continues, the urge for women's literacy has taken the shape of a movement through out the length and breadth of the country. For the first time, the number of absolute female illiterates has come down, rate of growth of female literacy has out-paced that of male and the gap between female and male illiterates and dropouts is narrowing down.

7.16 The Mission of Sarva Siksha Abhiyan should also be broken into measurable goals to be achieved by the end of Tenth Plan in 2007. Tenth Plan should also further focus on reducing the gender gap in secondary and higher education and on the special category groups including SC/STs, OBCs and Minorities.

7.17 The vocationalisation of secondary education and vocational training for women is another priority area, which would require greater attention during the Tenth Plan. The existing

network of regional vocational training centres should be extended to all the States and the women IITs with residential facilities be opened in all districts and sub-districts. More and more women should be trained on the emerging areas of technical education such as bio-technology, bio-engineering, food processing, electronics and computer systems and applications, fabric designing, communications, media etc. which have high employment potential.

Women and Environment

7.18 Departmentalisation of forest management and commercialisation of forest extraction directly impinge on the interests of tribal and other women living in the vicinity of forest areas who depend on non-timber minor forest produce for their livelihood. The complementarities of relationship between the women and the forest can be strengthened and institutionalised through the proper implementation of the mechanism of Joint Forest Management. There are instructions that 50 per cent of the members of the JFM should be women and that the 50 per cent of women members should be present for holding the General Body meeting. There are reports that these instructions are not being followed in many States.

7.19 There is also a need for change in the silvi cultural practices in the forests so that trees and plants which generate a lot of fodder, fruits, nuts, twigs and branches are planted in place of timber and other conventional species. This will enable the local community driven by the women's groups to take greater role and interest in the management and conservation of the forests.

7.20 Women are the most interested group for consumption of domestic fuel and therefore their involvement for the spread of non-conventional energy sources like bio-gas, non-smoke chullahs etc. are of critical importance for success of this programme. Air pollution arising out of conventional cooking system affects the health and the respiratory system of the women. The existing programme of smokeless chullahs and other non-conventional energy resources should be taken up on a massive scale for the benefit of women.

Drinking Water and Sanitation

7.21 This is an area of critical concern for the public health. Although 85 per cent of the villages have been covered under safe drinking water supply, the actual coverage of the hamlets and households have been much less particularly in the hilly, tribal, drought prone and desert areas where women have to travel a long distance for fetching the drinking water. The priority concern for the Tenth Plan should be to ensure that every woman could access safe drinking water in the neighbourhood.

7.22 More than 70 per cent of the population in India are not covered by toilet and sanitation facilities. The women, particularly living in the urban slums, are the worst sufferers since their privacy is disturbed severely. The low cost sanitation scheme for the liberation of the scavengers had unfortunately a very tardy performance. Even the meagre allocation of the Plan resources are not being fully utilised by the State Governments and the demeaning practice of manual scavenging of night soil by the female scavengers is still continuing in many urban areas. The Tenth Plan should have a fresh look into the entire issue of urban sanitation in the country which badly affects the interests of the women.

Housing and Shelter

7.23 Although the women are the house-keepers their perspectives are not generally considered in the planning of houses and housing colonies and provision of shelters in both urban and rural areas. The gender bias in planning of human settlements should be removed by necessary amendments in the building bye-laws and the rules and regulations of the town planning.

7.24 Special attention should be given for providing adequate and safe housing and accommodation for women including single women, heads of households, working women, students, apprentices and trainees.

Women and Media

7.25 A carefully planned mass media strategy is of critical importance for women's empowerment. Men and women in decision making position - in family, community, workplaces and society at large - can be gender sensitized through media intervention. The issues of

women's rights, health and education, access to resources, men's sharing of domestic responsibility, girl child's right to be born, survive, develop and many other related issues can be packaged in interesting, viewer friendly programmes for assimilation and absorption in social psyche.

7.26 The Tenth Plan must consciously address to the need for a well-planned media strategy not only for bringing a massive awareness and education on the gender issues but also preventing a derogatory and biased portrayal of women in the media. Such a Plan would not only cut across issues but also across agencies, Ministries and Departments. The Plan should also provide adequate resources for implementation of such a comprehensive and holistic media strategy for social change.

Economic Empowerment of Women

Employment and Work

7.27 Census 1991 had registered that only 22.3% of adult female population of India are workers, which may be a gross under statement since much of the work that women do, other than in the domestic and care sector, is not recorded in the work participation format of the Census. This format was revised for the Census 2001, which is expected to give a more realistic assessment of women's work. A pilot Time Use Survey conducted by the Central Statistical Organisation came out with the startling revelation that 51% of the work of women which qualify for inclusion in GDP are not recognized and remain unpaid.

7.28 Census 1991 further recorded that 95.8% of the women workers in India are employed in the unorganized sector where there are no legislative safeguards even to claim either minimum or equal wages, leave aside the other benefits that the women in the organised sector enjoy. The Report of the National Commission of Self Employed Women Workers (1988) gave a comprehensive account of the problem of women workers in the informal sector and recommended an intervention strategy which is largely valid even today.

Access to Resources

7.29 Traditionally women have been discriminated in her access to the productive resources. She has been denied coparcenary rights over the ancestral property. She has been denied ownership of land, cattle, trees, harvest and shelter. She has been discriminated in accessing credit and marketing facilities for her economic activities. Major interventions at the macro economic and social policy levels are required to eliminate these age-old discriminations against women. While on the one hand there is there is the need to recognize women's economic activities in the domestic sector which largely go unpaid, on the other hand all the shackles should be removed for women's access to the productive resources so that she can be self-reliant and enjoy all the benefits of development. During the Tenth Plan various intervention strategy shall be required to improve the access of women to productive resources.

Women in Agriculture

7.30 The overwhelming majority of female workforce in the country are employed in the agricultural sector. Therefore concerted efforts should be made to ensure that the benefits of training, extension and various programmes reach women in proportion to their numbers. Programmes for training women in soil conservation, social forestry, and other occupations allied to agriculture, horticulture, livestock including small husbandry, poultry, fishery, etc. should be expanded to benefit women workers in this sector.

Women in Industry

7.31 The important role played by women in electronics, technology, food processing, agro industry and textiles has been crucial to the development of these sectors. They should be given comprehensive support in terms of labour legislation, social security and other support services to participate in various industrial sectors.

7.32 Women at present cannot work in night-shift factories even if they wish to. Suitable measures should be taken to enable women to work in night-shift in factories. This should be combined with support services for security, transportation etc.

Equal Wages for Women

7.33 Although the twin legislations of the Minimum Wages Act and Equal Remuneration Act have granted equal means of livelihood and equal pay for equal work to the women, these rights are violated with impunity particularly in the informal sector. Administrative infrastructure of the Labour Department is not conducive to the enforcement of the provisions of the Act through the functionaries of the Department. Therefore, a new approach for involving women's groups and other civil society organizations for facilitating the enforcement of the laws is called for.

Women and Poverty

7.34 Women comprise nearly 70 per cent of the population below the Poverty Line. Many women like destitute, disabled and female-headed households face extreme situations of poverty. Although 40 per cent benefits of Swaran Jayanti Gramin Rozgar Yojana (SJGRY) and 30 per cent under Swaran Jayanti Shahari Rozgar Yojana (SJSRY) have been earmarked for women, various studies have shown that the actual benefits have not flown to them in the same proportion. It has been experienced that these programmes have a greater chance of success in a group approach rather than individual beneficiary approach and therefore the women's self help groups should be fully mobilised at the block level and the programmes should be converged with the Block Level Action Plan of Integrated Women's Empowerment Programmes (IWEP).

Women and Micro-Credit

7.35 In order to enhance women's access to credit for consumption and production the micro credit institutions in the country should be further strengthened and the actual flow of fund should be substantially enhanced so that self-employed groups of women have access to adequate credit for the income generating activities.

Women and Globalization

7.36 With the removal of all quantitative restrictions on import of various products the self-employed women's groups, mainly in the informal sector, have started facing competition of low price imported consumer goods which are invading the market. This has the imminent danger of

throwing out a large number of women from their self employment. At the same time the process of globalization has opened up opportunities for exporting the products to new markets all over the globe. Unfortunately the country has not fully geared itself to face the challenges of the globalization. It is necessary to identify the areas where skill and quality upgradation is required to make the informal women's groups more competitive. The training, infrastructure and credit requirement of all such activities should be fully arranged by the Government. The scope of the existing Women's Employment Programme (WEP) and Support for Training and Employment for Women (STEP) should be restructured and the allocation of resources under these two programmes substantially stepped up to meet the new requirement.

Science and Technology

7.37 A number of women-specific technologies have been developed by the various research institutes to reduce the drudgery of women in their domestic and farm works. There is a need for dissemination of these technologies through the collaborative efforts of the research institutes, manufacturers and the women's groups. Research should be more focused for development of new technologies which would have greater chances of acceptability by the women.

7.38 Although more and more women students are taking up higher education in the fields of science and technology there is still a large gender gap in this area. Liberal scholarships and other incentives should be given to the girl students to pursue higher studies on scientific research and technology.

Women's Support Services

7.39 Department of Women and Child Development is implementing a number of schemes to provide social support services to the women. A number of State Governments have also initiated innovative schemes on support services which are duplicating the efforts of the Central Government. While on the one hand there is a need for merger and convergence of similar schemes and restructuring of many schemes according to the changing situations there is also pressing requirement of professionalisation of some of the services like Family Counselling Centres, Crèches, and Short Stay Homes etc.

7.40 Similarly there are new areas of support services which require the attention of Government. The long awaited scheme on Women in Difficult Circumstances which is expected to be launched during 2001-02, should be expanded to cover various types of women in distress like widows in religious places, prostitutes, migrant women, women affected by natural calamities, disabled women, women ex-prisoners, mentally retarded and disordered women, women in conflict situations etc.

Women and Social Security

7.41 Similarly there is a dire need for introducing social security system for women in the unorganised sector which employ maximum number of women but do not provide them any protection or safety network.

7.42 The Personal Accident and Social Security Insurance Scheme of the LIC and GIC which provide compensation for disability and death should be extended to the women in the informal sector. The women in the BPL families should be covered by insurance benefit when the male earning members sustain disability or die and the families are pauperised further.

Women and Legislation

7.43 Although the Constitution of India has granted equality to women and further empowered the State to make positive discrimination in favour of women for neutralizing the cumulative socio-economic, educational and political disadvantages faced by them, there are still some areas where rights of women are not fully secured by laws and there are laws which are either discriminatory against women or provide a weak enforcement and punishment mechanism which do not deter the recurrence of crimes of against women.

7.44 The entire gamut of laws on women or related to women need a comprehensive and thorough review. Some exercise has been done in the past by the National Commission on Women and some major legislative initiative has been taken in hand. This process should be continued and completed during the Tenth Plan

National Machinery for Women's Advancement

7.45 Considerable institutional development has already come about for facilitating women's advancement. Useful work has also been done by various institutions like the National Commission for Women, Central Social Welfare Board, National Institute of Public Cooperation and Child Development, Rashtriya Mahila Kosh, Parliamentary Committee for Empowerment of Women, State Women Development Corporations etc. While these institutions should be further strengthened and streamlined according to their felt needs, various grassroots level institutions and initiatives should be involved with the process of empowerment of women.

Panchayats and Municipalities

7.46 Panchayati Raj institutions and the Municipalities, created under the 73rd and 74th Constitutional Amendments, have both the Constitutional mandate and potential as grassroots institutions to bring about a sea change of development in the social sector. They should be empowered with resource support for the purpose of enhancing the status of women in societal as well as developmental terms. A nation wide capacity building exercise should be taken up for all elected women members of PRI and Municipalities. They should be given responsibility of planning, implementation and monitoring, particularly in the areas of health services, primary education, child development programmes, drinking water, irrigation, management of all natural resources – land, forest and water, social security for women in BPL families, aged, disabled, deserted women de facto female headed households etc.

Women's Self-Help Groups

7.47 Self-help groups of women have been found to be very effective grassroots institutions in facilitating access for women to means of development, be it information, financial and material resources or services. The 'self-help group' mode should be encouraged, so that the groups become dynamic change agents in bringing about empowerment and socio-economic development of women.

Organizations of the Civil Society

7.48 Efforts of the governmental institutions have to be supplemented by the Organizations of the Civil Society (NGOs). Already a large number of such institutions have emerged in different parts of the country and they have to their credit significant contribution and experience at the grassroots level in projecting and addressing women's issues. The services of these institutions should be encouraged, supported and availed of, so that advancement of women becomes a truly national and people's movement.

Corporate World

7.49 The Corporate world, especially of late, has evinced significant interest in social development issues including women's development, transcending their limited business mandates. As employers, corporate bodies have strategic interface with the working people. Their services should be utilized for further gender sensitization of the corporate world as a whole as well as the working people. Their infrastructure and resources should also be drawn upon in implementation of women's development programmes.

UN and other Agencies

7.50 The United Nations and its various specialized agencies, as a matter of pro-active and coordinated in-house policies have taken very keen interest in women's development in their own respective areas of competence. They have been providing resource support for various gender-oriented programmes. More importantly, they have been facilitating sharing of international experience in addressing women's issues and catalyzing national action. Full support should be given to the efforts of these agencies at the national, regional and grassroots level. World Bank, Asian Development Bank and other multilateral as well as bilateral agencies are increasingly providing resource support for social development including gender development programmes. Their assistance should also be availed of to maximize investments in human resource development amongst women.

Implementation Strategy

Women's Component Plan

7.51 Ninth Five Year Plan adopted *Women's Component Plan* as one of its major strategies and directed both the Central and State Governments to ensure that “not less than 30 per cent of the funds /benefits are earmarked in all the women's related sectors”. It also directed that a special vigil be kept on the flow of the earmarked funds/benefits through an effective mechanism to ensure that the proposed strategy brings forth a holistic approach towards empowering women.

7.52 Although 12 Ministries/Departments and 4 State Governments have confirmed their efforts to extend the benefits to Women's Component Plan, it has not been possible to exactly quantify the allocations, although substantial benefits from the core sectors of health and family welfare, education, labour and employment, rural development, urban development, agriculture, science and technology are stated to be flowing to the women.

7.53 The concept of the Women's Component Plan must not be abandoned or weakened merely because it was not operationalised effectively. Rather it should be further strengthened with comprehensive guidelines and instructions and an effective system for monitoring the progress should be developed both in the Planning Commission and in the Department of Women and Child Development.

7.54 Tenth Five Plan should also enlist the schemes and programmes of the various Ministries/Departments which will be covered under WCP. The estimates of allocation and expenditure of these schemes should be shown as a separate account head in the Demands for Grants on the pattern of Tribal sub-plan and Special Component Plan for Scheduled Castes. No re-appropriation from WCP to the general schemes should be permitted without the prior approval of Women and Child Development Department. Various schedules and formats for reporting progress should also be devised to include separate columns on men and women so that the benefits flowing to women can be monitored more closely.

Gender Budgeting

7.55 Gender budgeting is not a separate budget for women; rather it is a dissection of the government budget to establish its gender-differential impacts and to translate gender commitments into budgetary commitments. The main objective of a gender-sensitive budget is to improve the analysis of incidence of budgets, attain more effective targeting of public expenditure and offset any undesirable gender-specific consequences of previous budgetary measures.

7.56 The Department of Women and Child Development has taken the initiative of starting a gender budgeting exercise from the current year. For the first time a separate section on Gender Inequality has been included in the chapter on Social Sector in the Annual Economic Survey of the Government. An analysis of the Budget 2001 from the gender perspective has been carried out and this should be continued as a regular feature every year.

Convergence of Services

7.57 Various Ministries/Departments and their agencies engaged in women's development have often tended to function in a compartmentalised manner, leading to duplication of services, escalation of costs and fragmentation of efforts at various levels. Strategies and mechanisms for bringing about coordination and convergence of services and sequencing multi sectoral functions for social development have to be given priority in programme design and implementation. Identification of best practices, critiques on failures and the analysis thereof of the causes leading to those failures and adoption of measures for mid-course corrections would need to be a continuous process. Various bottlenecks that have been exposed in the implementation of several well-intentioned projects and programmes have to be identified for specific scrutiny to strategize the elimination of those bottlenecks.

7.58 The Integrated Child Development Services (ICDS) is almost universalized. The units under this programme (Anganwadis) have become the ubiquitous grassroots level institutions. This infrastructure should be used for converged delivery of a variety of social services - immunization, health, nutrition, preschool education. life-long education of adolescent girls, adult literacy, population education, AIDS awareness etc., apart from general Awareness Creation.

Restructuring of Programmes

7.59 With the introduction of Swarna Jayanti Gramodaya Yojana, Sarva Siksha Abhiyan, and success of National Literacy Mission and National Open School etc some of the existing schemes like Socio Economic Programme, Condensed Courses for Women's Education and Vocational Training etc have completely lost their relevance and should be converged with the new institutions and programmes. The women specific programmes of the Department should be completely restructured. There should be two main programmes, (a) Programmes for Social Empowerment, and (b) Programmes for Economic Empowerment, which should offer a wide range of choices according to the specific situations in particular States, regions and sub-regions.

Resources and Priorities

7.60 The share of women specific programmes constitute a fraction of the total fund allotted to the DWCD. During the financial year 2000-01 out of the total expenditure of Rs 1335.93 crores in the Department, expenditure on women specific programmes was only Rs 115.71 crores. This constituted a meager 8.57%.

7.61 It is also a matter of concern that the Central Plan investment on women-specific programmes has been shrinking over the years. The total outlay of Ninth Plan on women specific programmes of the DWCD was Rs.1238.76 crores, but the actual budget allocation during these five years was only Rs 851.49 crores (68.73%) . The revised budget allocation for the first four years was Rs. 568.73 crores (45.91%), out of which only Rs 472.35 crores (38.13%) could be actually spent. It is unfortunate that nearly one -fourth of the sanctioned budget allocation of the Department on women specific schemes could not be utilized during the Ninth Plan and had either to be surrendered or diverted to some other schemes due to limited capacity of absorption of funds under existing strategy. Both these trends must be reversed during the Tenth Plan.

Delivery Mechanism

7.62 The existing mechanism of implementation of most of the schemes of the Department of Women and Child Development, either directly by the Department or through the Central Social Welfare Advisory Board, severely constraints the capacity of the system to reach the target women. This model had its relevance when no institutional machinery existed at the State level

for the delivery of services to the women. Today every State Government has its Department of Social Welfare, besides Women and Child Welfare Department and Women Development Corporation. Panchayat Raj institutions with one-third women members and a large number of women self-help groups have come up at the grassroots all over the country. These new institutions can take up the responsibility of the implementation of most of the schemes on women. The Tenth Plan must recognise this changed scenario and accordingly restructure the entire institutional mechanism for the delivery of the programmes of women.

Research, Evaluation and Monitoring

7.63 Any developmental plan to be realistic is to be based on information on ground truths in terms of cultural traditions, practices, problems and their magnitude as well as developmental experience itself. Reports and feedbacks on all these factors have to be obtained through field level research conducted on credible and scientific basis. For the purpose, scientific researches would be undertaken on women's issues and concerns through various governmental and non-governmental institutions having competence and credibility. The system of concurrent evaluation of the major schemes through independent organisations should be built into the programme itself. Important State and national level research organisations and other academic institutions and societies should be involved for the regular evaluation of the major programmes of the Department.

7.64 Monitoring systems and mechanisms need to be developed both at the community and Panchayat level at one end and State and National levels at the other end to ensure allocations, expenditure and implementation of programmes and projects as per the Component Plans. Evaluation and midcourse correction of the gender-budgeting and monitoring system should be done systematically and the experience gained there from should be applied to evolve and establish fine-tuned institutionalized procedures. The critical mass of technically qualified persons should be positioned in the Planning Commission, Ministries/Departments and States to undertake this task on a half-yearly basis.

7.65 The system of concurrent evaluation of the major schemes through independent organisations should be built into the programme itself. Important State and national-level

research organisations and other academic institutions and societies should be involved for the regular evaluation of the major programmes of the Department.

Gender Development Index

7.66 Gender segregated data on the various indices of human development at the State, district and sub-district level are not available for preparation of region specific projects for empowerment of women. D/WCD had taken an initiative for preparation of 18 minimum indicators on gender development at the district level There should be further discussions on these Indices for establishing certain uniform and comparable indicators at the national and international levels. The statistical system of the country should be strengthened for generating such data at district and sub district levels at a regular intervals.

PART-B

DEVELOPMENT OF CHILDREN

CHAPTER – VIII

AN INTRODUCTION TO THE TARGET GROUP : CHILDREN

Children form the first priority on the National Agenda not because they are the most vulnerable but because the foundations for life-long learning and human development are laid in the most crucial years of early childhood. This is the time when, even a small positive change yields long-term social benefits and even a temporary deprivation inflicts life-long damage. Thus, the opportunities of early childhood development determines the present and the future human resource development of a nation.

8.2 As per the 2001 Census, children in the age-group 0-14 years account for 347.54 million (33.84%) of the total population in the country. Of these, 169.03 million (48.64%) are female children. Of the total child population, 20.71 million population (5.96%) are infants who are below 1 year; 41.75 million (12.01%) are toddlers in the age-group 1-2 years; 77.32 million (22.25%) are pre-schoolers in the age-group 2-6 years; and another 207.76 million (59.78%) are in the age-group 6-14 years. While the children as a whole require special attention of the Government, the first 3 age-groups viz., Infants, Toddlers and Pre-schoolers require individual attention because of their vulnerability and age-specific needs.

8.3 Realising the vulnerability of the tender age of children, the Constitution of India laid down certain special safeguards to ensure their survival, protection and development. While Article 14 guarantees that the State shall not deny to any person equality before the law or the equal protection of laws within the territory of India, Article 15(3) empowers the state to make any special provisions in favour of children; Article 21 states that no person shall be deprived of his life or personal liberty except according to the procedure established by law; Article 23

prohibits traffic in human beings and beggary and other forms of forced labour and any contravention of this provision shall be an offence punishable in accordance with law; Article 24 prohibits employment of children below the age of 14 years in any factory or mine or other hazardous occupations; Article 39 states that the rights of the children and the young to be protected against exploitation and to opportunities for healthy development, consonant with freedom and dignity; Article 42 ensures right to humane conditions of work and maternity relief; Article 45 provides right for children to compulsory education upto the age of 14 years; Article 47 states that the State shall endeavour to raise the level of nutrition and standard of living and to improve the public health.

8.4 Also, some very relevant and crucial constitutional provisions relating to children are included under Directive Principles of State Policy, which are in the form of guidance to the State and cannot be claimed legally. The state should strive to convert these principles into fundamental rights at the earliest so that all the rights of children can be legally asserted and their withdrawal under any circumstances not permitted. The proposed 83rd Constitutional Amendment seeking to make elementary education a fundamental right, is a step in this direction.

8.5 All the initiatives and programmes for the development of children have been backed by strong legislative support. Primary amongst them are : The Guardian and Wards Act, 1890; The Child Marriage Restraint Act (Amended in 1979), 1929; The Factories Act (Amended in 1949, 1950 and 1954), 1948; Hindu Adoption and Maintenance Act, 1956; Probation of Offenders Act, 1958; The Orphanage & Other Charitable Homes (Supervision and Control) Act, 1960; Immoral Traffic Prevention Act, 1986; The Child Labour (Prohibition and Regulations) Act, 1986; The Infant Milk Substitutes, Feeding Bottles and Infant Foods (Regulation of Production, Supply & Distribution) Act, 1992; The Pre-natal Diagnostic Technique (Regulation, Prevention and Misuse) Act, 1994; The Persons with Disabilities (Equal Opportunities, Protection of Rights & Full Participation) Act, 1996; Juvenile Justice Act, 2000.

8.6 Also, there are instances where the judiciary has derived strength and support in giving their judgements to safeguard the interests of Children by upholding various Constitutional

provisions, referred to above. For instance, following an order of the High Court in December 2000, Rule 37 of the Delhi School Education Act, 1973 allowing for corporal punishment for children has been struck down. The Court staunchly upheld the child's right to life and referred to the provision provided to this effect in the Constitution, the National Policy on Education and the Convention on the Rights of the Child (CRC). The Court defined the rights of the child in its widest sense of the term "encompassing all that which gives meaning to life and made it wholesome and worth living, still more than mere survival of animal existence".

CHAPTER IX

DEVELOPMENT OF CHILDREN THROUGH FIVE YEAR PLANS (1951-2002)

FIRST TO EIGHTH FIVE YEAR PLANS (1951-1997)

Child development has been a priority subject in the country's developmental planning right from the First Five Year Plan (1951-56). In the initial years, the responsibility of child care services had primarily rested with voluntary organizations under the charge of a national apex body, viz., the Central Social Welfare Board which was set up in 1953 to promote voluntary action in the field of women and child development. Subsequent reviews and assessments concluded that holistic development of the child requires integration with other developmental sectors and their services. Accordingly, during the **Second to the Fourth Plan (1956-78)**, Child Welfare Services were linked to different sectors of the Plan such as Health, Family Welfare, Nutrition, Education, Rural and Urban Development. These Plans, besides according high priority to education for children, also introduced measures to improve maternal and child health services, supplementary feeding for children and expectant and nursing mothers.

9.2 The **Fifth Plan (1974-78)** has proved to be the landmark in the field of child development through the adoption of a **National Policy for Children (1974)**, and launching of the Integrated Child Development Services (ICDS) with a shift from welfare to development in

the approach towards development of children. The programme of **ICDS**, launched in 33 experimental blocks in 1975, aims to reach a package of 6 basic services, viz., health check-up, immunization, referral services, supplementary feeding, non-formal pre-school education and health and nutrition education for children below 6 years and expectant and nursing mothers living in the most backward areas through a single window delivery agency called 'Anganwadi Centre'.

9.3 The **Sixth Five Year Plan (1980-85)**, i.e., the early Eighties witnessed an effective consolidation and expansion of programmes started in the earlier Plans. The National Policy of Health adopted in 1983 set certain specific targets like bringing down the high rates of Infant and Child Mortality and take up universalisation of immunization etc. by the year 2002 A.D. The National Policy on Education of 1986 emphasised universal enrolment and retention of children in the schools especially the girl children. Non-formal education programmes were also promoted intensively. Vocationalisation of education was given priority. Pre-school education centres were supported in the educationally backward states by extending grants to voluntary organizations.

9.4 The **Seventh Five Year Plan (1985-90)** continued the major strategy of promoting early childhood survival and development through programmes in different sectors, important among these being ICDS, universal immunization, maternal and child care services, nutrition, pre-school education, protected drinking water, environmental sanitation and hygiene, and family planning. Under the maternal and child health services of the Ministry of Health and Family Welfare, the universal immunization programme to protect children from six major diseases which affect early childhood mortality and morbidity, viz. diphtheria, whooping cough, tetanus, polio, measles and childhood tuberculosis was strengthened for the development of children as a whole. ICDS continued to be the single nation-wide programme for early childhood survival and development during Seventh Plan. The Juvenile Justice Act (JJA) was enacted in 1986, to deal effectively with the problem of neglected or juvenile delinquents and provide for a standardized framework for dealing with such children. The Government of India enacted the Child Labour Prohibition and Regulation Act, 1986 and in 1987, the National policy on Child Labour was formulated. Projects were sanctioned to voluntary organizations for the welfare of working

children to provide non-formal education, supplementary nutrition, health care and skill training. For children in need of care and protection, grants were given to voluntary organizations through the State Governments.

9.5 Human Resources Development being the major focus of the **Eighth Five Year Plan (1992-97)**, policies and programmes relating to 'child survival, protection and development' were accorded high priority with emphasis on family and community based preventive services to combat high infant and Under-5 child mortality and morbidity. Following the ratification of the 'Convention on the Rights of the Child', in 1992 the Government of India formulated two National Plans of Action (NPA) - one for children and the other exclusively for the Girl-Child. While the NPA for Children sets out quantifiable goals to be achieved by 2000 AD in the priority areas of health, nutrition, education, water, sanitation and environment, the NPA for the Girl Child (1991-2000) aims at removal of gender bias and enhances the status of girl child in the society, so as to provide them the equal opportunities for their survival, protection and development. Both the Plans of Action have adopted an inter-sectoral approach in achieving sectoral goals laid down in the Action Plans in close uniformity with the major goals of 'Health For All', 'Education For All' etc.

NINTH FIVE YEAR PLAN (1997-2002) : A CRITICAL REVIEW

9.6 The **Ninth Five Year Plan (1997-2002)** re-affirms its priority for the development of early childhood as an investment in the country's human resource development through the following inter-ministerial strategies : **i)** To place the Young Child at the top of the Country's Developmental Agenda with a Special Focus on the Girl Child, **ii)** To institute a National Charter for Children ensuring that no Child remains illiterate, hungry or lacks medical care; **iii)** To ensure 'Survival, Protection and Development' through the effective implementation of the two National Plans of Action - one for the Children and the other for the Girl Child; **iv)** Acknowledge that the first six years as critical for the development of children, therefore, greater stress will be laid on reaching the younger children below 2 years; **v)** To continue to lay a special thrust on the 3 major areas of child development viz. health, nutrition and education; **vi)** To universalize ICDS

as the main-stay of the Ninth Plan for promoting the over-all development of the young children, especially the Girl Child and the mothers all over the country; **vii)** To arrest the declining sex ratio and curb its related problems of female foeticide and female infanticide; **viii)** To bring down the IMR to less than 60 and the CMR to below 10 by 2002 AD through providing easy access to health care services including RCH services and 100% coverage of immunization in respect of all vaccine preventable diseases; **ix)** To universalize the Nutrition Supplementary Feeding Programmes to fill the existing gaps in respect of both pre-school and school children and expectant and nursing mothers with a special focus on the Girl Child and the Adolescent Girl; **x)** To promote the nutritional status of the mother and the child by improving the dietary intake through a change in the feeding practices and intra-family food distribution; **xi)** To strengthen the early joyful period of play and learning in the young child's life and to ensure a harmonious transition from the family environment to the primary school; **xii)** To view girl's education as a major intervention for breaking the vicious inter-generational cycle of gender and socio-economic disadvantages; **xiii)** To expand the support services of crèche / day-care services and to develop linkages between the primary schools and of the child care services to promote educational opportunities for the Girl Child; **xiv)** To expand the scheme of Adolescent Girls in preparation for their productive and re-productive roles as confident individuals not only in family building but also in nation building; **xv)** To widen the scope and the spectrum of child development services with necessary interventions related to empowerment of women and children, families and communities through effective convergence and coordination of various sectoral efforts and services.

9.7 Towards fulfilling the above commitments/strategies, special efforts are being made during the Ninth Plan through various policy/programmatic interventions, in all child-related sectors through effective coordination and convergence of services and personnel. Details of various sectoral efforts and achievements are listed below :

Women and Child Development

9.8 Efforts are being made to strengthen the on-going approach of converging the basic services of health, nutrition and pre-school education towards promoting the holistic development of the young child through the programme of Integrated Child Development

Service (ICDS) Scheme. ICDS continues to be the major intervention during the Ninth Plan for the overall development of children. It caters to the pre-school children below 6 years and expectant and nursing mothers with a package of services viz. immunization, health check-ups, referral services, supplementary nutrition, pre-school education and health and nutrition education.

9.9 In support of the universalisation of ICDS, the World Bank has been assisting the Government of India in the expansion of ICDS Programme since 1990-91. Apart from providing the normal ICDS package it extends World Bank assistance for a few additional inputs like construction of Anganwadi buildings and CDPOs office-cum-godowns on a selective basis, strengthening of training and communication, improved health facilities, income-generation activities etc. While the WB-ICDS Project-I (1991-97) covered 301 ICDS projects in the States of Andhra Pradesh (110) and Orissa (191), the WB-ICDS Project II (1997-2000) covers 454 projects in the States of Bihar (210) and Madhya Pradesh (244). The same got extended for another 2 years, i.e., till 2002. The WB-ICDS Project III (1998-2004) which was started in 1998-99 proposes to cover 461 projects in the States of Andhra Pradesh, Kerala, Madhya Pradesh, Maharashtra, Rajasthan and Uttar Pradesh. The World Bank ICDS programme in Andhra Pradesh is being implemented in 257 blocks as part of the total programme of Andhra Pradesh Economic Reconstruction Programme (APERP).

9.10 Though universalisation of ICDS was contemplated by the end of 1995-96 through expanding its services in all the 5652 Blocks all over the country, yet only 4200 could become operational at the beginning of Ninth Plan, before the ban on further operationalisation of ICDS projects was imposed by the Ministry of Finance w.e.f. 16.5.97. However, the ban was finally lifted and now the Government has decided to universalize ICDS all over the country by the end of the Ninth Plan.

9.11 The impact of ICDS, which completed 25 years of its implementation in October 2000, was evaluated by a number of individual experts and various research organisations. Of these, the National Evaluation of ICDS conducted by the National Institute of Public Co-operation and Child Development (NIPCCD), New Delhi in 1992 and the Mid-term Evaluation of

World Bank assisted ICDS need a special mention. The findings of the Study by NIPCCD indicated a very positive impact of ICDS on the health and nutrition status of pre-school children. The Mid-term evaluation of the World Bank assisted ICDS (Project-I) conducted in Andhra Pradesh during 1995-96 also revealed that the Project interventions had brought down the IMR to 62 per 1000 live births which was in consonance with the project objective of 60 per 1000 live births. The incidence of severe malnutrition amongst children of 0-3 years was reduced to about 5 per cent and that of 3-6 years to 3 per cent. The proportion of low birth weight babies also came down to 20 per cent as against the project goal of 24 per cent. Similarly, in Orissa, the IMR had come down to 93.6 and the incidence of low birth weight of babies to 23 per cent.

9.12 Yet another national level Evaluation Study conducted by the National Council of Applied Economic Research (NCAER), New Delhi during 1997 reveals some of the weaknesses. The weaknesses of the programme as depicted in the survey report are that only 36% of AWCs have pucca building, inadequacy of space for AWC activities, especially for cooking, nearly 75% of AWCs do not have toilet facilities. The various opportunities listed in the survey report include that AWCs have been playing an important role in the delivery of health services in remote regions by providing opportunity for increasing referral services. But, there is a need to increase the involvement of community in the programme. The threats as emerged from the findings of the survey are: inadequate in-service training, inadequate supply of learning kits, toys, poor quality and inadequate supply of medicine kits, irregular supply of nutrition, poor community participation, poor rapport with adolescent girls. In addition, it was observed that the support from Panchayati Raj Institutions and other community leaders is limited. Despite several gaps, findings clearly highlighted that the ICDS programme has been able to create the necessary awareness among the target population about the need of inadequate nutrition and proper health of women in overall development of child.

9.13 The ICDS experience since 1975 has taught several valuable lessons with a larger applicability to programmes for the human resource development, as follows - Community-based women workers can be effective and viable instruments of human resource development, if these workers are supported with training guidance and the necessary material inputs; an integrated

approach, including a package of mutually supportive services, is more cost effective and efficient than individual services delivered separately; community ownership is fundamental to improved programme quality, impact and sustenance; flexibility in responding to local patterns of women's work and time is critical for reaching younger children more effectively; the ICDS type of network makes it feasible and easier to apply new, simple technology on a larger scale; the flow of human and material inputs has to be planned in detail and monitored very carefully, with community participation; collaboration of academic/research institutions is very useful in providing low cost objective feedback on the programme and continuing education to workers. The educational process in academic institutions is also enriched with the field experience of the programme; field experience needs to be continuously reviewed and utilised for strengthening training; need for continuous enrichment of training and development of standardised training modules with focus on core items; the experience of ICDS during these two and a half decades indicates that it has the potential of bringing about a silent revolution- a profound instrument of community and human resource development.

9.14 Kishori Shakti Yojana Adolescent Girls Scheme is a special intervention devised using the ICDS infrastructure. The Scheme is primarily aimed at breaking the inter-generational cycle of nutritional and gender disadvantage and providing supportive environment for self-development of the girl child in the age group 11-18 years. The Scheme is based on the recognition that programmes aimed at improving the nutritional and health status of adolescent girls and promoting self-development, awareness of health, hygiene, nutrition, family welfare and management could significantly improve the health and nutritional status of women and children and promote the decision making capabilities of women. Under the Scheme, emphasis is on improvement of nutritional and health status of adolescent girls. The options are regular supply of IFA and De-worming tablets, nutritional and health education, life education, which may include knowledge of physical and psychological developmental processes including the psychosexual development. Another option could be emphasis on education with particular attention on school dropouts and functional literacy among illiterate adolescent girls. Education activities should be conducted through non-formal education pattern. The adolescent girls may be congregated at Anganwadi centres and the education could be provided through experts,

consultants, NGOs and specialized government functionaries. Alternatively, vocational training activities are to be undertaken for adolescent girls for their economic empowerment.

9.15 UDISHA is an effort to strengthen the on-going ICDS Training Programme into a dynamic, responsive and comprehensive training-cum-human resource development programme. For the implementation of UDISHA, World Bank has agreed to extend financial assistance to the extent of Rs.600.55 crore. The National Institute of Public Cooperation and Child Development, New Delhi with its nation-wide network of 3 Regional Centres, 18 Middle Level Training Centres (MLTCs) and 300 Anganwadi Workers Training Centres (AWTCs) is expected to implement UDISHA. By the end of the Ninth Plan, 2925 CDPOs/ACDPOs, 9756 Supervisors and 216000 Anganwadi workers are likely to be trained.

9.16 The Scheme of Balika Samridhi Yojana (BSY) originated from the announcement of the Prime Minister on 15 August 1997 stating that 'the Government would extend financial help to the families to whom a girl child is born and if they are living Below Poverty Line (BPL). Later, scholarships would also be given when the girl child goes to school'. Accordingly, a programme of Balika Samridhi Yojana was launched on 2 October 1997 to extend a post-delivery grant of Rs.500/- for the mother of the Girl Child belonging to the BPL Group. For this, the Government released an ad-hoc grant of Rs.60 crore to cover 12 lakh girl children in the financial year 1997-98.

9.17 To make the programme more effective, a Group of Ministers reviewed the implementation of the programme in 1999. Based on their recommendations, the programme was recast as a Centrally Sponsored Scheme with the following features: - i) a post-delivery grant of Rs.500/- per girl child upto two girl children born on or after 15 August, 1997 will now, instead of being paid in cash, be deposited either in the Bank / Post Office in an interest-bearing account in the name of the girl child. Withdrawal of a portion of the post-birth grant of Rs.500/- or of the amount of the annual scholarships eligible for deposit, may be permitted towards the sole purpose of paying the premium of an insurance policy in the name of the girl child under the Bhagyashree Balika Kalyan Bima Yojana. Such a utilization may be permitted with due authorization of the mother/guardian of the girl ; ii) Annual scholarships would also be given to

the girl child when she starts going to school. The rate of scholarships will be Rs.300 each in classes I-III, Rs.500 in class IV, Rs.600 in class V, Rs.700 each in classes VI and VII, Rs.800 in class VIII and Rs.1000 each in classes IX and X per annum. The scholarship amount can also be deposited in the same Account, at the option of the guardian of the Girl Child, in which the post-delivery grant of Rs.500/- was kept. These deposits will be paid to the girl child on attaining the age of 18 years and remaining unmarried till then. The amount of scholarships can also be paid in kind at the discretion of the guardian of the girl child. The programme of Recast BSY with the above revisions is being put into action during 1999-2000.

9.18 The scheme of Creches and Day Care Centres for children of working/ailing mothers, being a non-expanding scheme, maintained the same level of 12470 creches benefiting 3.12 lakh children. However, to meet the growing demand for more creches, a National Creche Fund (NCF) was set up in 1994 with a corpus of Rs.19.90 crore received under Social Safety Net. The NCF extended financial assistance for the opening of creches besides conversion of the existing Anganwadis into Anganwadi-cum-Creches. Under the NCF, 2,455 creches were added benefiting about 0.61 lakh more children. A wider expansion of Creche/Day-care services under NCF is envisaged during the Ninth Plan.

9.19 A proposal to set up a National Commission for Children to safeguard the constitutional and legal rights of children, National Commission for Children is under consideration of the Department. The proposal has been approved by the Parliamentary Standing Committee. Most of the State Governments, UT administrations/Ministries/ Departments have agreed to setting up of the National Commission for Children on the lines of National Human Rights Commission. The draft bill is now under consideration of the Government. A draft National Charter for Children is also on the anvil, which delineates government commitments and resources for the child. The progress made by the individual schemes in terms of both physical and financial achievements relating to the welfare and development of children during the Ninth Plan can be seen at Annexure-VI.

Health and Family Welfare

9.20 The Reproductive and Child Health (RCH) Programme, being operated by the Ministry of Health and Family Welfare since October 1997 aims at integration and expansion of family

welfare services, upgradation of their quality and making them easily accessible to the people. The Scheme, *inter-alia*, focuses on maternal health and child survival issues with giving full attention to all the components. Efforts are made to improve the health status of women and children so that, decline in population growth is achieved. RCH has close convergence with the ICDS Programme as health check-up and nutrition education are the services being provided at the Anganwadi centres. Anganwadi Worker is also required to impart health and nutritional education to the woman beneficiary. It has been decided in consultation with the Department of Family Welfare that village health worker and Auxiliary Nurse Midwives (ANMs) have to work in close coordination with the Anganwadi Workers. Anganwadi Worker, as she comes from the grass-root level and normally from the same village, is better placed to drive home the points about reproductive and child health and nutrition etc. to the rural people, especially women. Besides the RCH Programme, various other related activities namely, immunisation, birth registration activity, pulse polio campaign are also undertaken by the ICDS functionaries, especially Anganwadi Worker at the grass-root level.

Nutrition

9.21 In line with the commitments of the National Nutrition Policy (NNP) of 1993, priority is being accorded to promote the nutrition status of the mother and the child by improving the dietary intake and through a change in the feeding practices and intra-family food distribution and preventing the deficiency diseases. Accordingly, every effort is being made to improve/ensure the quality of effectiveness of the nutrition feeding programmes, viz., Special Nutrition Programme for Children below 6 years and expectant and nursing mothers through ICDS and Mid-Day Meals Programme for school going children implemented by the State Governments. Further, the nutrition component of Prime Minister's Gramodaya Yojana (PMGY) has been specifically outlined with the objective of eradicating mal-nutrition amongst children under 3 years by increased nutritional coverage of supplementary feeding of these children through ICDS schemes. This Additional Central Assistance (ACA) for nutrition component under PMGY is an additionality over and above the provision for the number funded under the State Plan for ICDS scheme.

9.22 Also, CARE-India extends food aid for supplementary nutrition to children below six years of age and to pregnant and nursing mothers in the ICDS programme. In accordance with the List of Provisions (LOP) approved for 1999-2000, CARE-India has committed to supply food aid to 66.05 lakh beneficiaries distributed in the States of Andhra Pradesh, Bihar, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal. In addition to that, World Food Programme (WFP), a United Nations agency, under its Project 2206 extends food aid for supplementary nutrition to children below six years of age and to expectant and nursing mothers under the ICDS Scheme. There is a Country Programme (CPI) for India for a five-year period from 1st April 1997 to 31st March 2001. In addition to this, 3500 MTs. of food is also available from Canadian International Development Agency (CIDA) assistance for the State of Rajasthan, which will cover an additional 2.30 lakh beneficiaries.

Education

9.23 Sarva Shiksha Abhiyan (SSA) aims at universalisation of elementary education in a mission mode. The Scheme is holistic and convergent in approach. The Scheme seeks to incorporate all existing programmes of elementary education in the central and centrally sponsored categories under its framework. Early childhood care and education constitutes an integral part of Sarva Shiksha Abhiyan. This component of SSA will be primarily implemented through the Anganwadi Centres of the ICDS. The ICDS Scheme is poised for universalisation during mid-Tenth Five Year Plan. Obviously, it would be most important to enrich and strengthen the early learning aspect of the ICDS Scheme since it is the foundation for the child's cumulative lifelong learning.

9.24 The Department of Women and Child Development has requested the Department of Elementary Education and Literacy to provide one part-time teacher in Anganwadi Centre for imparting pre-school education and providing for necessary teaching and learning materials and game kits for Anganwadi centres. This is critical for releasing the over-burdened AWW to focus on family and community based interventions for improved health, nutrition and development outcomes in younger children under 3 years, adolescent girls, pregnant and nursing mothers. The part-time preschool teacher would also improve the quality of early learning

activities for 3-6 year olds at the AWC, strengthening the early development and learning continuum across the young child's life. Coordinated action between the Sarva Shiksha Abhiyan and ICDS Scheme will go a long way in achieving the goal of universal retention by 2010 under the Sarva Shiksha Abhiyan Scheme.

Welfare and Social Justice

9.25 The Ministry of Social Justice and Empowerment implements many welfare programmes for children in difficult circumstances, as detailed below :

i) **A Child Line Foundation** was set up to extend child line services in major cities to protect children facing abuse, exploitation and neglect etc.; ii) Under the Schemes of **Assistance to Homes for Infants and Young Children for promoting in-country adoption** institutional care to children who have lost parental support at a very early age (0-6 years) is provided till the time they are placed in adoption. Under this scheme, grant-in-aid is given to voluntary agencies for setting up homes (Shishu Griha) for Infants for promoting in-country adoption; iii) the **Programme for Juvenile Justice** aims to strengthen the implementation of Juvenile Justice Act 1986 and to bring about a qualitative improvement in the services provided for both neglected as well as delinquent children. Under this Scheme, Children Homes, observation homes, juvenile homes, special homes and after-care institutions are established. Besides, juvenile courts and juvenile welfare boards are also operating in different parts of the country for implementation of the Juvenile Justice Act.

9.26 Similarly, under the Scheme of iv) **Pre-Matric Scholarships** for Children of those engaged in unclean occupations, financial assistance is provided to enable the children of families involved in unclean occupation to pursue pre-matric education courses in recognised institutions. Central assistance is provided to the State Governments on a 50:50 basis and 100 UT administrations over and above their committed liabilities. The scheme has been extended to cover OBCs also; v) the scheme of **Rehabilitation of Children of Sex Workers** implemented by voluntary organisations, aims to rehabilitate the children of the sex workers who are one of the most disadvantaged segment among the neglected children through imparting vocational

training, non-formal education, health care and nutrition. Under this scheme, grants are also given for setting up of Day-Care Centre for children of fishermen, maintenance of orphan children etc.; vi) the **Integrated Programme for Street Children** aims to prevent destitution of children and facilitate their withdrawal from life on the streets. The programme provides for shelter, nutrition, health care, education, recreation facilities to street children and seeks to protect them against abuse and exploitation. The target group of this programme is children without homes and families such as street children, children of sex workers and children of pavement dwellers. Under this scheme, grants are given to voluntary organisations, state governments, UT administrations, local bodies and educational institutions;

9.27 In pursuance of the directions of the Hon'ble Supreme Court of India, a Central Adoption Resource Agency (CARA) was set up as one of the sections of the Ministry in 1990 and was registered as an autonomous body in 1999 with the objective of providing a detailed framework for regulating and expediting adoptions in India. Various efforts have been initiated to ensure promotion of adoptions as well as to streamline adoption services. CARA has been closely networking and coordinating with State Governments in monitoring and evaluating adoption agencies, Voluntary Coordinating Agencies (VCAs) and NGOs that are receiving grants under the Shishu Griha Scheme. CARA has also initiated various steps in promotion of in-country adoptions. These include strengthening the VCAs by enhancing their grant-in-aid. In order to enhance the capacity building of various agencies involved in adoption, a series of 17 training programmes were organised all over the country under the National Initiative for Child Adoption in collaboration with the National Institute of Social Defence.

Youth Affairs

9.28 The view on Adolescent girls and boys has been varied and ridden with gender bias in the planning process hitherto. Universalisation of supplementary feeding with a special emphasis on adolescent girls is mentioned in the Ninth Plan “..... In preparation for their productive and reproductive roles as confident individuals not only in family building but also in nation building” (Planning Commission, Government of India 1998). The girl has been viewed primarily as a future mother whose health and nutritional care attain significance in the

fulfillment of this role, reflecting a gender stereotyped attitude and perspective. The perception for boys is however as a potential workforce, as 'human capital' in relation to their productive role alone. The Ninth Plan was limited in its perspective of opportunities and spaces for adolescents, and it is hoped that through a specific focus on this age group, the biases and limitations will be corrected and new thrust provided for the development of adolescents as individuals.

9.29 Policy perspectives on Adolescents in the period upto the Ninth Plan have been piecemeal, with various sectors referring to this age group as part of the overall approach, and no specific focus was given in most cases. The National Policy on Education (1986, modified in 1992) lays emphasis on the eradication of illiteracy especially for the 15 to 35 age group and universalisation of primary education and the Adolescent age group are considered as part of children to be provided primary education and adults who are participants of adult literacy activity. To some extent, the employment related educational needs are addressed through vocational education at the higher secondary level. The policy also talks about meeting the non-formal and need-based vocational needs of youth (15-35 years). "Education for Women's Equality" has special relevance for education programmes for adolescents. Mahila Samakhya Programme which aims inter alia, at ensuring equal access to educational facilities for adolescent girls and young women has responded to a growing demand from adolescent girls for opportunities to complete formal education and also acquire leadership and vocational skills. Mahila Shikshan Kendras, Kishori Melas and other educational activities are organized to create opportunities for education and self-development of adolescent girls.

9.30 The National Population Policy (2000) recognized the earlier invisibility of adolescents and they are the subjects of one of its 12 strategic themes. They are specifically referred to in the sections on information, nutrition, contraceptive use, STDs and other population-related issues. There is a special mention about developing a health package for adolescents and enforcing the legal age at marriage. The Draft Health Policy (1999) expresses concern for the health of special groups such as adolescent girls, with regard to their nutritional needs. Adolescent girls are clubbed with pregnant women and children instead of treating them as a distinct group and only the pregnancy and maternity related health needs of adolescents are referred to.

9.31 Draft National AIDS Policy (2000) recognizes adolescents as a significant portion of the sexually active population, and calls for them to be a special focus group under the Policy. The issue of AIDS however is dealt with in an alarmist way, instead of taking an educative approach to the adolescents needs for information and choices. National Nutrition Policy (1983) focused on adolescent girls and that too only in relation to the importance of their role as mothers and housewives. National Policy for the Empowerment of Women (2001) has recognized the girl child as a separate category and adolescent girls seem to be covered there under. The policy takes cognizance of their nutrition, education, adopts a holistic approach to health, violence, sexual abuse and the rights of the girl child.

9.32 The Draft National Youth Policy (2001) provides a comprehensive overview of youth issues and concerns and comes closest to a policy on adolescents. The current draft policy “Working with youth and not merely for youth” highlights several areas of concern for adolescents and youth in the country today and emphasizes an inter-sectoral approach. The policy lays stress on providing youth with ‘more access to the process of decision making and implementation of these decisions’. The Draft Youth Policy actually makes a distinction between the age of adolescence (13-19) and the age of attainment of maturity (20-30 years). By marking the age of adolescence, the policy facilitates advocacy efforts for focus on adolescents in government programmes.

Programmes for Adolescent Girls

9.33 Apart from the 2 schemes for Adolescent Girls implemented by the Department of Women & Child Development, Kishori Shakti Yojana and the Balika Samriddhi Yojana other departments are also implementing programmes for adolescent girls which have a bearing on their well-being and developmental opportunities. Nehru Yuva Kendras undertake activities for Health Awareness to educate and enable people to adopt health and family welfare programmes. The Ministry of Social Justice and Empowerment implements a scheme for providing educational facilities including scholarships and hostels for tribal girls. The Department of Family Welfare provides for maternal care including safe motherhood and nutrition facilities,

prevention of unwanted pregnancies, and safe abortion facilities to all women. Adolescents get subsumed under the general target group of women. An unwritten code is known to prevail that denies services to unmarried adolescents. Besides, the lack of privacy and confidentiality prevent adolescents from accessing these facilities.

9.34 The Directorate General of Employment and Training, Ministry of Labour registration in employment exchanges for job placements and career counselling and vocational guidance for adolescents. While present policies address themselves to specific sectors like education, health, family welfare, nutrition, HIV/AIDS, sports etc. or address certain population groups like women, children and youth, the rights approach to adolescent issues seems to be missing in all these policies. There are a fairly large number of NGOs which address adolescent issues either in an integrated manner or sectorally and work on health, education, reproductive health, employment, gender, and/or vocational issues.

CHAPTER X

IMPACT OF POLICIES, PLANS AND PROGRAMMES

Crucial indicators like Infant Mortality Rate (IMR), Child Mortality Rate (CMR), School Enrolment Ratio, Drop-Out Rate and levels of malnutrition have shown significant improvement in the status of children as a result of the implementation of various developmental policies and programmes since 1950's, as indicated below:

Sex Ratio

10.2 Sex ratio in the age group of 0-6 years reduced from 945 in 1991 to 927 in 2001. The declining juvenile sex ratio, as already discussed in Chapter IV of Part A on 'Empowerment of

Women' is a matter of concern. Between 1991 and 2001, the sex ratio in the 0-6 years declined in all States and Union Territories, except in Sikkim, Mizoram, Tripura, Lakshadweep and Kerala. In 2001, while Punjab recorded the lowest sex ratio of 793, declining from 875 in 1991, Sikkim recorded the highest at 986, rising from 965 in 1991.

10.3 Reports have confirmed that the practice of the two social evils viz. Female Foeticide and Female Infanticide is mainly due to the strong preference for son and as such, these are responsible to a large extent for the ever declining sex ratio. Misuse of modern technique of Amniocentesis is an added dimension to the problem. Adding to this is the problem of ineffective implementation of the Act of Compulsory Registration of Births and Deaths, which fails to provide information on vital statistics.

Health

Table – 21
Infant Mortality Rate (1978-1999)

(per thousand live births)

Year	Females	Males	Total
(1)	(2)	(3)	(4)
1978	131.0	123.0	127.0
1988	93.0	96.0	94.5
1998	73.5	69.8	71.7
1999	70.8	69.8	70.0

Source: SRS – Fertility and Mortality Indicators for respective years, Registrar General of India, New Delhi

10.4 As could be seen above, IMR in respect of female children has gone down sharply from 131.0 in 1978 to 70.8 in 1999, besides declining sharply by 2.7 percentage points during 1998 to 99, whereas it remained the same in respect of males during the same period. Despite the significant achievements in bringing down the female IMR, there exist inter-state variations with the highest female IMR of 96.0 in Orissa and the lowest being 15.3 in Kerala in 1999.

Table – 22
Child Mortality Rate (1970-1997)

(per thousand live births under 5 years age)

Year	Females	Males
(1)	(2)	(3)
1970	55.1	51.7
1985	40.4	36.6
1992	28.2	24.9
1997	24.5	21.8

Source: SRS – Fertility and Mortality Indicators for respective years, Registrar General of India, New Delhi

10.5 Although CMR has consistently been higher for females than males, sex differentials are being bridged slowly. While CMR for females reduced from 55.1 in 1970 to 24.5 in 1997, it declined from 51.7 to 21.8 in respect of males during the same period, as shown in the above

Table. Like in the IMR, there are regional variations in CMR too. While Madhya Pradesh recorded the highest CMR of 32.3, the lowest of 3.3 was recorded by Kerela in 1997.

Table – 23

Percentage Distribution of Cause-Specific Deaths of Children (0-4 years), 2000

Cause	Percentage
(1)	(2)
1. Lower respiratory tract infections	17.6
2. Perinatal conditions	17.1
3. Diarrhoeal diseases	17.0
4. Vaccine preventable disease	10.3
5. Congenital malformations	9.2
6. Malnutrition	3.2
7. Falls	2.4
8. HIV	2.2
9. Other causes	21.0
Total	100.0

Source: Estimates of Global Burden of Disease Study, Volume I, 1996.

10.6 The high IMR and CMR, referred to above, can be attributable to a large extent to preventable/treatable causes, while the respiratory infections, perinatal conditions and diarrhoeal diseases, claim the highest with 17 and above percentage as shown in the Table above.

Table – 24

Prevalence of Malnutrition among children (1 to 5 years)

Nutritional Grade	Percentage		
	1975-79	1988-90	1996-97
(1)	(2)	(3)	(4)
Normal (>=90%)	5.9	9.9	9.8
Mild (75-90%)	31.6	37.6	40.7
Moderate (60-75%)	47.5	43.8	42.7
Sever (<60%)	15.0	8.7	6.8

Source: National Nutrition Monitoring Bureau, 1999

10.7 Malnutrition causes a major threat to the development potential of young children. However, the surveys conducted by the National Nutrition Monitoring Bureau (NNMB), Hyderabad have confirmed that there has been a declining trend in severe and moderate degrees of malnutrition amongst children, as per the details on pre-page. The major reasons for malnutrition in India are low dietary intakes, low birth weight, poor infant feeding practices, infections and diseases due to poor sanitation, water and living conditions, illiteracy and ignorance, and intra-familial disparities in food distribution.

10.8 Surveys conducted by the National Institute of Nutrition, Hyderabad and other agencies reveal that the micro-nutrient deficiencies viz. Vitamin A deficiency, iron deficiency and iodine deficiency disorders have been affecting children in various degrees. NNMB surveys (1996-98) reveal that prevalence of night blindness and Bitot's spot have reduced drastically, yet they continue to be prevalent. Similarly, iron deficiency is also prevalent amongst pre-school and school going children. Iodine deficiency during childhood, the period of maximum growth, can result in loss of I.Q. points and poor physical and mental growth and development.

Education

Table – 25

Gross Enrolment Ratios by Classes I-V and VI-VIII (1960-61 to 1999-2000)

Year	Primary (I-V)			Middle (VI-VIII)		
	Girls	Boys	Total	Girls	Boys	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1960-61	41.4	82.6	62.4	N.A.	N.A.	N.A.
1970-71	60.5	95.5	78.6	N.A.	N.A.	N.A.
1980-81	64.1	95.8	80.5	N.A.	N.A.	N.A.
1990-91	85.5	114.0	100.1	47.8	76.6	62.1
1998-99	82.9	100.9	91.9	49.1	65.3	57.6
1999-2000*	85.2	104.1	94.9	49.7	67.2	58.8

* Provisional

Source: Selected Educational Statistics, 1999 – 2000, Department of Education, Ministry of Human Resource Development (M/HRD), GOI, New Delhi

10.9 As shown in the Table on pre-page, while there has been substantial increase in the GER of girls both at primary and middle levels, there is increase for boys only at primary level. Total GER at the primary level has increased by more than 1.5 times, i.e. from 62.4 in 1960-61 to 94.9 in 1999-2000. At the middle level, although GER has risen by 1.2 percentage points from 57.6 in just one year between 1998-99 and 1999-2000, it has actually fallen by 3.3 percentage points from 62.1 in 1990-91 to 58.8 in 1999-2000. However, a rising trend is shown by girls at the middle level.

Table – 26
Drop out Rates amongst Girls and Boys (1960-61 to 1999-2000)

(In per cent)

Year	Primary (I-V)			Middle (VI-VIII)		
	Girls	Boys	Total	Girls	Boys	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1960-61	70.9	61.7	64.9	85.0	75.0	78.3
1970-71	70.9	64.5	67.0	83.4	74.6	77.9
1980-81	62.5	56.2	58.7	79.4	68.0	72.7
1990-91	46.0	40.1	42.6	65.1	59.1	60.9
1999-2000*	42.3	38.7	40.3	58.0	52.0	54.6

* Provisional
Source: Department of Education, M/HRD, GOI, New Delhi

10.10 Data given in the Table above is indicative of the positive effect of increasing rates of enrolment. There is a visible decline in the total drop-out rates between 1960-61 and 1999-2000 from 64.9 per cent to 40.3 per cent at the primary level and from 78.3 per cent to 54.6 per cent over the same period. Besides, it is encouraging to note that the Girls (28.6 and 27.0 %) have maintained a better speed than Boys (23.0 and 23.0 %) at both the levels.

CHAPTER XI

PERSISTING PROBLEMS REQUIRING PRIORITY ATTENTION

No doubt, the children of India made good progress while responding to the special attention paid by the Government during the last fifty years, but they continue to face certain problems till today, which in fact are standing as major obstacles on their way to further progress, as discussed below :

Declining Juvenile Sex Ratio and Problems of Foeticide and Infanticide

11.2 As per 2001 Census, the juvenile sex ratio has declined from 945 in 1991 to 927 in 2001. The adverse sex ratio for females and its decline are attributed mainly to higher mortality among females, as compared to males. Also, the increasing problems of female foeticide and infanticide are presumably responsible for the present trend of declining sex ratio. Limited access to the health infrastructure and relative deprivation of the female child from nutrition, health and medical care have also been identified as some of the other contributory factors. The NCRB recorded a total of 61 cases of foeticide and 87 cases of infanticide in 1999, forming 1.2% and 1.8% respectively of the total number of crimes reported against children.

Health: Needs a Life Cycle Approach

11.3 Development has to have a life cycle approach. A young girl grows up under discrimination of various kinds – she works hard, takes care of the siblings, misses out on school, gets married early and is not able to achieve her full potential of growth – physical, psychological, mental etc. She becomes pregnant in her teens and in all probability will produce a low birth weight baby, who will grow and develop less well, will have a higher risk of mortality and in turn will give birth to a low birth weight baby, and the cycle goes on.

Problems of Malnutrition and Under Nutrition

11.4 Malnutrition and under-nutrition have been standing as obstacles in the improvement of health status of young children and adolescents. The major nutritional deficiencies in the country having important socio-economic and health consequences are protein energy malnutrition (PEM) and micro nutrient deficiencies like vitamin A deficiency and iron deficiency anaemia. PEM or under-nutrition among pre-school children assessed through weight deficit for age is the most sensitive indicator of nutritional status of the community. Chronic malnutrition among pre-school children results in their stunted growth. Malnutrition is caused by inadequate and poor quality diet, female illiteracy, delayed complementary feeding, poor infant feeding practices, lack of nutritional awareness, poor hygiene and sanitation and low purchasing power.

11.5 Adding to these is the problem of under-weight children. The findings of National Family Health Survey (NFHS) 2 (1998-99) reveal that 47% of children under 3 years are underweight, which is a very high proportion as compared to other South Asian and African countries. 45.5% and 15.5% of children in the same age group are stunted and wasted, respectively. Even at birth, one in 3 children born in the country is of low birth weight. Malnutrition and anaemia of the mother result in the low birth weight of children which perpetuates an inter-generational cycle of malnutrition. Nutritional anaemia due to iron and folic acid deficiency is widely prevalent in the country, being highest among infants, young children, adolescent girls and pregnant women. As per NFHS 2 (1998-99) 74.3% of children under 3 years of age suffer from nutritional anaemia.

11.6 The National Nutrition Monitoring Bureau (NNMB) 1995 data reveals that the incidence of Bitot's spot in pre-school children due to Vitamin A deficiency was 1.1% in 1994-95. Vitamin A deficiency results in diarrhoeal diseases and respiratory infections, besides causing night blindness.

Low literacy and High Drop-Out Rates

11.7 Despite programmes like Universalisation of Elementary Education and girl specific education programmes, low literacy rate and low Gross Enrolment Ratio (GER) continue. The GER at the primary level has risen to 94.90 in 1999-2000 from 80.50 in 1980-81. Although, the Gross Enrolment Ratio at the middle level has increased from 41.90 to 58.79 over the same period, yet it is still very low. There is a positive trend of girls' enrolment. However, the enrolment for boys continues to be higher than that for girls.

11.8 In spite of the declining trend of drop-out rates at both primary and middle level, these still continue to be high. The drop-out rate at the middle level was as high as 54.6 and 40.3 at the primary level in 1999-2000.

11.9 The poor attendance and high drop-out rates in adolescents are a cause of concern. Lack of accessible middle schools in rural areas, early entry into the work force due to economic reasons, social attitudes and expectations are some of the factors which account for low enrolment and high drop out rates for adolescents. For adolescent girls the additional reasons are – the burden of sibling care, early assumption of domestic responsibilities, physical and sexual insecurity, early marriage, distance from schools and parental educational levels.

Pre School Education – Needs a Better Perspective

11.10 Early Childhood Care and Pre-school Education under ICDS - non formal pre-school education which is a crucial component of the package of services envisaged under ICDS Scheme, aims at universalisation and qualitative improvement of primary education in remote and socio-economically backward areas with primary attention being given to girl. The Early Childhood Care and Pre-school Education (ECCE) component of the ICDS may well be considered the backbone of the ICDS programme, since all its services essentially converge on the AW. This is also the most joyful play way daily activity, visibly sustained for 3 hours a day. It brings and keeps young children at the Anganwadi Centre - an activity that motivates parents and communities. ECCE, as envisaged in the ICDS, focuses on the total development of the child, in the age range of up to six years, from the underprivileged groups. It includes promotion of early stimulation of the children under 3 years of age through intervention with mothers/caregivers. Child-centred play way activities, which build on local culture and

practices, using local support materials developed by Anganwadi workers, through enrichment training, are promoted. The early-childhood pre-school education programme, conducted through the medium of play, aims at providing a learning environment for the promotion of social, emotional, cognitive, physical and aesthetic development of the child.

11.11 As per Census 2001, we have approximately 593 lakh children in the age-group of 3-6 years. Through ICDS, nearly 153 lakh children (3-6 years of age), from disadvantaged groups, are participating in centre-based pre-school play-way activities. Thereby, leaving a last segment of 3-6 population unattended for pre-school activities. This again raises the issue of whether “all children from disadvantaged groups get covered or universal access to early childhood development services is provided only by ensuring coverage of all blocks under the ICDS. This issue will need to be addressed more so as the universal coverage of all children by early childhood development and learning interventions is critical as the foundation to achieve universal Elementary Education as outlined in the “Sarva Shiksha Abhiyan”.

Inadequate Welfare Services

11.12 There are hardly any childcare centres for mothers working in the unorganized sector. They are not entitled to any leave and have to go back to work as soon as possible after birth of the baby. This certainly cannot and should not be left to the adolescent girl. The need is child care centres where a mother can leave her child in the care of a reasonably trained person and in a clean environment and she can come back to breastfeed the child as and when required or give complementary food. This can be done at the community level, through the Panchayats and various women’s programmes.

11.13 With minimum inputs and with support from the community, these could become active childcare centres. This will help child development and nutrition as well as free the adolescent girl from this responsibility. She can go to school and develop in a free environment.

11.14 It is, therefore, suggested that the contractors should provide child care facilities for children of women labourers irrespective of number of labourers and children. This is essential because this group remains neglected in other schemes.

Discrimination against the Girl Child

11.15 Socially, a daughter is accepted as belonging to the family in which she is married. The parents of daughters are socially banned from thinking of their daughters as their own once she gets married. This belief that a married daughter belongs to the marital home also undermines

her position as an individual since she is not supposed to belong to her parental home after marriage and in practice is not accepted as an equal member in marital home. This gives rise to the psychology of an exile. The result is that the parents even when they claim to love their daughters, identify with this sense of deprivation of their daughter, but are also helpless to do anything about it as per social norms. Having a daughter is therefore identified as a relationship that causes unhappiness in one way or another. Society, therefore, needs to be made aware that even when a girl is married, she continues to be her parents' daughter and the word "Paraya Dhan" should be completely banned in the Indian media. This exerts a powerful influence on the mind of a parent who considers it to be a dead investment to invest in the bringing up of a daughter. Therefore, it would be essential to amend inheritance laws in such a manner that daughters get an equal share in the parents property along with their brothers. This will reinforce their sense of belonging as daughters also.

11.16 In the end, what emerges is a problem which is neither economic nor related to educational levels. It involves the perception of a girl child as a life long liability. It is a problem of human relationships in the context of society responding to opposing pulls of tradition and modernity. The interventions of the Government in human relationships can at best be limited. What we need here is a reformist movement which originates in society and is granted an enabling atmosphere by the Government. We have to work towards a re-orientation where a girl child is perceived as an asset. She already is one – but is not perceived as such.

The Girl Child and Gender Issues

11.17 The girl child does not have adequate recognition as a major concern in the nation's vision of development with justice. She does not figure adequately in policies and measures for either child rights or development of women's rights and empowerment.

11.18 The 2001 Census of India has starkly established how important it is for the country to realise that this neglect can seriously affect India's future viability. The provisional results of the decennial countrywide headcount reveal that the female/male ratio in the 0-6 age group has fallen from 945/1000 to 927/1000. It is this group, which shows this dramatic decline, while the upper age ranks show slightly improved ratios. The 11th April remarks of the National Population Commission show signs of a new perception of the challenge.

11.19 The fact that the Indian population is young, largely composed of people below the age of 25 years (58%), and significantly of people below the age of 20 (47.6%), means that it is the term 'female', rather than the term 'woman', that defines the half of India which is crying out for equal opportunity – and a substantial proportion of the investments and approaches aimed at achieving 'women's empowerment' should in fact be designed for girl children and female adolescents.

11.20 The Ninth Five Year Plan identifies the girl child's status and condition as a priority, but the February 2000 mid-term review of the Plan expresses grave concern at her continuing marginalisation and the failure to ensure the expected level and actual benefits to her. The Ninth Plan seems to imply that the girl child, or any child, passes out of childhood at the age of 14 years. The UN Convention on the Rights of the Child defines childhood as 0-18 years. India is party to the Convention. In placing the Plan action for the girl child under the section on 'child development' the Ninth Plan has also missed the chance to connect the childhood, adolescence and adult phases of a person's life.

11.21 The Tenth Plan exercise offers the opportunity to examine the rights and needs of the female Indian as they occur in every block of age and growth, beginning with conception, and in the case of the girl child extending to the completion of 18 years.

11.22 There is a very strong case for focusing the ‘empowerment’ lens on the youngest age groups among females. The 2001 Census is already showing that the sex ratio in the 0-6 year age group has worsened since 1991. What does this imply for the demographic viability of the Indian people? Demographers will probably predict that the age structure of the Indian population may have changed and ‘aged’ by the conclusion of the Fourteenth Five Year Plan, but the years from now to then are clearly a period in which gender justice must be achieved, disparities must be overcome, and needed change must occur. Demographers should even now make visible the implications of not redressing the female – male imbalance already apparent in the youngest age group. This risk goes beyond the considerations of equal rights for women.

11.23 It is insufficient to look at measures that would fall within the official portfolio and programme frame of the Department of Women and Child Development. The setting of the girl child extends into the sectors and ministries of Health, Secondary Education & Higher Education, Youth Affairs, Labour, Social Justice and Empowerment, Information & Broadcasting, and Law as well as Urban, Rural and Tribal Development, and even Home Affairs. It would be unjust to the issues and their gravity to limit either policy perspectives or programme interventions to the largely conventional measures that the Department of Women and Child Development oversees. Gender injustice and disparity affecting Indian females under 18 is a serious problem and a matter of national shame; it must be addressed as such. Early childhood is the best opportunity for breaking this intergenerational cycle of multiple disadvantage faced by girls and women sometimes even before conception.

Age-Group Specific Problems

11.24 Problems/Issues relating to girl child as differentiated in specific groups are discussed in details as below:

Age Group – Conception to 1 year

11.25 One of the basic problems at this stage is female foeticide. As per 2001 census, there were 861 women per thousand males in Haryana. In general, the practice of female foeticide is more prevalent amongst that class of society which is both educated and financially secure.

Most approaches to the raising perception about a woman's position in society have hitherto focused on education and economic security. Therefore, it is a sad paradox that it is in education and economic security that female foeticide is flourishing. The enactment of laws to check this practice can have only limited effect without any social commitment to check it and would go the way of the Dowry Act. In tackling this problem, therefore, certain cultural, religious and social attitudes have to be identified as contributory to this preference for boys and the same then need to be addressed in a cultural, religious and social context. Obviously, this is not an easy subject to deal with, but it would be necessary to identify all such religious beliefs which place a premium on a son being crucial in certain stages in one's life and making the daughter an equal and alternative participant in the same. Religious leaders of all religions need to be persuaded to reinterpret ancient beliefs in a way which is more in tune with modern times in respect of giving women a fairer treatment in society.

Age Group – 1 – 5 years

11.26 In this age group, the parents sometimes have a biased attitude in feeding practices/health care. Therefore, the need is to have awareness generation programmes which would educate parents about the equal health and nutrition needs of both the girl and the boy child.

Age Group - 6-10 years

11.27 Here one of the problems is enrolment and retention of the girl child in the educational main stream. One of the reasons why the girl child is not enrolled in school and drops out school is that she is required to help her mother in housework. What we need, therefore, is an equal distribution of household work and leisure between the son and the daughter. Therefore, we should have awareness generation programmes to educate both mothers and fathers that the sons should also share in the household duties.

Age Group - 11-14 years

11.28 At this age, the girl is saddled with household responsibility, collects fuel and water and perhaps also studies. In fact, one of the reasons for a higher drop out rate at this stage could

be that an adolescent girl does not have sufficient energy to work full time at home to carry fuel and water and then to attend school and to do her home work. Therefore, there is need to train the boys to help sisters at home and also to participate in the work of fetching water and fuel and assist in housework. One of the major reasons for low self-stream can be a back breaking work load and to have no leisure. So along with reducing the work-load of an adolescent girl, we have to arrange leisure time for her and also leisure activities which help in building her personality. Therefore, in the Tenth Plan, there should be tournaments organised for girl only in which there should be flexibility in the choice of games, depending upon local interests as well as social sensibilities regarding girls.

Age Group - 15-18 years

11.29 In this age group, one of the major problems is early marriage at an age when the girl is not aware of what this would entail. In many cases, the girls do not want to have an early marriage, but are forced by the parents and society to do so. In this case, and in general too, the fathers of daughters should be educated on their special responsibilities. The fact remains that major decisions in a family are made by the father.

Negative Portrayal of Girl Child

11.30 Culturally, the depiction of women in the media reinforces the negative stereo types attributed to women. This should not detract from her role as a woman. Media should also not show her as inferior and servile. This is a delicate task and there should be a continuous interaction of the Ministry with the Advertising Standards Council of India regarding the representation of the girl child in the media. Perhaps, the advertisement for wheat flour should show the daughter studying and the son helping his mother in serving chapattis rather than vice-versa.

Children with Special Problems

Children with Disability

11.31 Children with disabilities generally face asymmetric opportunity for survival and development. In most of the cases they do not enjoy personal or economical security and generally are deprived of proper health care, education and earning generating activities. These children also face difficulties in getting opportunity to participate in developmental programme and are often victims of deprivation alienation and neglect. Unfortunately, there is no systematic, scientific and statistical information of disability, particularly for children. However, Census 2001 (Report under review) has collected data on disability through the country, therefore, detailed information on number of disabled children with the type of disability will be available after the Census Report are analysed.

11.32 According to the India Human Development Report, the crude estimate of the size of the population from various forms of disabilities in India has been estimated to be 23 million in 0-12 years age group.

11.33 Special emphasis has been given to the children with disability in the various national policies. These include the National Policy on Children, 1974, which emphasise on providing facilities, special treatment, education and rehabilitation of children suffering from all types of disabilities; the National Policy on Education, 1986, which stresses on integrated education and the national Health Policy, 1983 which lays emphasis on care and rehabilitation of the disabled. One of the major steps taken to prevent discrimination against disabled persons was the enactment of the persons with disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995. In order to effectively implement the provisions of the Act various measures have been initiated by the Government, however, most of these are in the stages of infancy and need regular review and strengthening. The National Programmes for Rehabilitation of Persons with Disabilities (NPRPD) needs a special focus on children and dovetailing with the ICDS.

Child Labour

11.34 The increasing problem of Child Labour demands immediate attention of the Government. According to the 1991 Census (Census data for 2001 is still not available), the estimated figure of working children was 11.28 million. This figure was 17.02 million

according to the estimation of the 43rd round of the National Sample Survey conducted in 1987-88. While in rural areas working girl children are concentrated in agricultural and allied activities accounting for 84.9%, their concentration in urban areas is located in manufacturing, servicing and repairing following by services. Other occupations where the concentration of child labour is pronounced include the glass industry, brass ware, locks, carpet making, slate and tile making, match and fireworks, gem-cutting, agri/chemicals and beedi rolling etc. To abolish this social evil, the Ministry of Labour has enacted a legislation, viz., Child Labour (Prohibition and Regulation) Act, 1986 banning employment of children below the age of 14 years in factories, mines and hazardous employment and also adopted a National Policy on Child Labour (NPCL) in 1987. In 1992, the Government launched a 'Child Labour Action and Support Programme (CLASP)' aided by the Government of Germany aiming at strengthening the country's capabilities for elimination of child labour. Another action programme established by ILO is International Programme for Elimination of Child Labour (IPEC) which would benefit 79,000 children through 101 projects in 14 States during the Eighth Plan. The National Child Labour Project which extends welfare and rehabilitative services through NGOs, has been expanded in 1984 to cover the entire country. The programme is benefiting 2.00 lakh children till the end of December 2000 through 96 projects located in the Child Labour Intensive Areas. A National Authority for Elimination of Child Labour headed by Labour Minister has been created in 1995. With all these measures, yet the problem of child labour still continues in its magnitude.

Child Prostitution

11.35 Child Prostitution is a bigger evil than child labour with dangerous consequences. According to a multi-centric study on Prostitution conducted by the CSWB in 1991, the estimated number of prostitutes in each metropolitan city of Bangalore, Bombay, Calcutta, Delhi, Hyderabad and Madras ranges between 70,000 to 1,00,000. Of this, the number of child prostitutes has been estimated to be around 12 to 15 per cent. With the ratification of Child's Rights, the country has an obligation to save the girl children from this exploitation and to preserve their dignity. All-out efforts should be made to curb this social evil at its bud. All-out efforts need to be put into action to eradicate the most dangerous social evil of child prostitution.

Street Children

11.36 A sample study conducted in 1993 in six cities, viz., Bangalore, Bombay, Calcutta, Delhi, Hyderabad and Madras, made a rough estimate of the existence of 4.15 lakh Street Children. An effective strategy to meet their needs may require skills, capabilities and expertise with a holistic approach including preventive health services, nutrition support, educational facilities, shelter and hygienic living, counselling, guidance and referral services, recreation etc. The nodal Ministry of Welfare has released grants to a number of non-governmental organisations from 1993-94 onwards to implement a scheme for them. The voluntary organisations have benefited 140,000 children with the help of non-institutional basic services for their care, protection and education since its inception. Apart from this, the Ministry of Urban Affairs and Employment also takes care of the Street Children through its urban Basic Services (UBS) Scheme. The most transparent lacuna observed under these schemes is the weak line of rehabilitation component as a result of which the Street Children try to get back to their original way of living on streets. Alternative Models need to be developed not only to avert the problem but also for rehabilitating these children in the right perspective.

Juvenile Delinquents and Vagrants

11.37 As per the statistics available, there has been a rise from 7,909 Juvenile Crimes in 1997 to 9,352 Juvenile Crimes in 1998 (at the rate of 18.2%). The Juvenile Justice Act provides for the care, protection, treatment, development and rehabilitation of neglected/delinquent Juveniles and lays down a uniform legal framework. In the Ninth Plan, 618 Homes (Observation, Special, Juvenile, After-care Institutions etc.) were established. The Juvenile Justice Act must, therefore, be strengthened with the requisite infrastructural support of various statutory institutions in rehabilitating the children who come in conflict with law.

11.38 Another serious concern requiring attention is the declining sex ratio. As per the census data, the sex ratio has been declining over the years. The sex ratio which was 972 females per thousand males in 1901 has declined to 933 in 2001. The adverse sex ratio for females and its decline since 1901 is attributed mainly to higher mortality among females, as compared to males in all age-groups right from childhood through child-bearing ages. Also, the

problems of female foeticide and infanticide, as revealed by some recent studies, are presumably responsible for the present trend of declining sex ratio. Limited access to the health infrastructure contributing to high maternal mortality and relative deprivation of the female child from nutrition, health and medical care have also been identified as some of the other contributory factors.

Violence against the Girl Child and the Adolescent Girl

11.39 Crimes against adolescent girls range from eve teasing and abduction to rape, incest, prostitution, battering, sexual harassment at the workplace etc. Social stigma often prevents the registration of police cases and convictions are even less. Girls grow up in circumstances in the majority of households in India unaware and silenced by the taboos related to menstruation and adolescence. The natural growth cycle itself becomes a burden and in turn causes the girl to be viewed as a liability to be sent off in marriage. The high rates of child marriage and incidence of child-birth to girls below 19 years of age bear testimony to this fact. Neglected since birth, anaemic and weak, large number of girls enter the role of motherhood even before they have had a chance to understand or deal with their own adolescence.

11.40 The incidence of crimes against women continues and more crimes are now being reported from within the arena of the 'safe' spaces of the home and range of crimes against women also expanding with the application of technologies for sex selective abortions. While the NCRB data 1999 recorded a rise in the incidence of foeticide from 38 in 1995 to 61 in 1999, the incidence of infanticide reduced from 139 in 1995 to 87 in 1999. It also reveals that crimes committed against women as a proportion of the total crimes has increased from 6.4 per cent in 1997 to 7.0 per cent 1999 and crimes like kidnapping, abduction, dowry death, torture, molestation, sexual harassment, importation of girls, have increased both in absolute and relative terms. Most rape victims are in the age group of 10-16 years and a significant number are under 10 years of age. Reporting of cases of Importation of Girls and cases of sexual harassment increased significantly in 1998.

CHAPTER - XII

APPROACH TO THE TENTH PLAN (2002-07)

In the Tenth Five Year Plan (2002-07), Development of Children will be viewed not only as the most desirable societal investment for country's future, but as the right of every child to achieve full development potential. In fact, India's ratification of the Convention on the Rights of the Child in 1992 and the adoption of National Plans of Action for Children and for the Girl Child in 1992 makes it obligatory on the part of the Government to fulfil this universal rights of every child. Thus, the major challenge in the Tenth Plan will not only be reaching every young child in the country, but also to ensure their survival, protection and development. In other words, the Tenth Plan advocates a Rights-based approach to the development of children. Salient Features of the UN Convention on the Rights of the Child (1990) are given at **Annexure-XII**.

12.2 To ensure 'survival and protection' of children, especially that of the girl-child, the major strategy of the Tenth Plan will be to arrest the declining sex ratio and to curb its related problems of female foeticide and female infanticide. These problems will be attacked through a two-pronged strategy of both direct and indirect measures. While the direct measures include effective implementation of the existing legislation, the indirect measures will be to change the mindset of the people in favour of the girl child, besides empowering women to exercise their reproductive rights and choices. Towards this, collaborative efforts of all concerned to prevent/control/eradicate these two social evils will be initiated. In these efforts, both medical and para-medical staff viz. doctors, auxiliary nurse midwives/trained dais and the front-line workers of ICDS and the local voluntary organizations are going to play a major role. The special efforts will include effective enforcement of the Pre-natal Diagnostic Techniques (Regulation and Prevention of Misuse) Act, 1994 and the Indian Penal Code, 1860 with a close and continuous vigil, surveillance and severe punishment for the guilty.

12.3 The next priority will be to fulfil the birth right of every child to 'development', especially those belonging to the disadvantaged and deprived groups with special needs and

disabilities. In this regard, the present thrust will continue to be laid on the 3 major areas of child development viz., health, nutrition and education. While the most critical period, from conception to two years of age, will be addressed through key interventions to promote health, nutritional and psycho-social development of the mother and the young child through the programmes of Reproductive Child Health (RCH) and the Integrated Child Development Services (ICDS), the pre-school age will be taken care of exclusively by the ICDS through a six-service package and the school going age through various health, nutrition and pre-school educational programmes.

12.4 The Tenth Plan also identifies the urgent need to review and synthesise all the existing policies and programmes, both child-specific and child-related. In this context, the National Policy for Children adopted in 1974 needs to be revised, in view of various developments that have taken place between 1974 and 1997, including the ratification of the UN Convention on the Rights of the Child and the adoption of the National Plans for Action for Children and the Girl Child (1992). Accordingly, action will also be initiated to reconstitute the National Children's Board which is expected to play the role of an advisory body to the Government in ensuring the well being and development of children. It is also time to consider instituting a mechanism both at the national and State levels to safeguard the rights and interests of children along with the services of a Public Defender to take up the cases on behalf of children and to investigate/redress the individual complaints and grievances.

Health and Nutrition

12.5 Efforts will continue in the Tenth Plan to bring down the IMR to less than 60 and the CMR to below 10 by 2002 A.D. through effective interventions of providing easy access to primary health care services and 100 per cent coverage of immunization in respect of vaccine-preventable diseases viz. Diptheria, Pertussis, Neo-natal Tetanus, Tuberculosis, Poliomyelitis and Measles. The special drives of Pulse Polio launched during 1995-96 will be continued till the complete elimination of the problem of Poliomyelitis. In all these efforts, special attention will be paid to improve the health and the nutritional status of the girl child and the adolescent girls as they both enjoy a lower status, when compared to their counterparts, due to vulnerability and discrimination.

12.6 Under the Reproductive and Child Health Care programme, attempts will be made to assess the health needs of children, adolescents and women belonging to all age groups at the PHC level and to undertake area-specific micro-planning to meet their needs through high quality integrated RCH services. The services for 'Child Survival' under the RCH will include universal screening of women during pregnancy and identification and management of 'at-risk' individuals to achieve reduction in the peri-natal and neo-natal mortality and morbidity.

12.7 In line with the commitments of the National Nutrition Policy (1993), priority will be accorded to promote the nutritional status of the mother and the child by improving the dietary intake through a change in the feeding practices and intra-family food distribution and preventing the deficiency diseases. The quality and effectiveness of health and nutrition interventions for mother and the child will be further strengthened with a special focus on early diagnosis and prevention of malnutrition during pregnancy and lactation for mothers and children before and after birth with a special focus on the most crucial age of 0-23 months.

12.8 In view of the continued importance accorded to nutrition adequacy in the Ninth Plan, all States/UTs will be encouraged to ensure provision of adequate funds for supplementary nutrition component of ICDS, by listing the same as one of the first 3 priorities under Basic Minimum Services, for which additional Central assistance is being extended to States/UTs. Decentralised funding, community contribution and procurement of local nutritious foods for the supplementary feeding programmes will be promoted to ensure that the food distributed is adaptable/palatable for the young children and also rich in the micro-nutrients viz. Vitamin A, Iron and Iodine. In this context, the role of the Food and Nutrition Board will be redefined and strengthened in view of the mother and child-related commitments of the National Nutrition Policy and its Plan of Action. Efforts are being made for the development of new tools for Nutrition Monitoring and Surveillance to assess the nutritional status of children and mothers from time to time facilitating early detection of deficiencies and diseases and necessary interventions are taken to that effect.

Education

12.9 In the Tenth Plan, the thrust will be on strengthening the early joyful period of play and learning in the young child's life to ensure a harmonious transition from the family environment to the primary school. Towards this, special efforts will be made to develop linkages between ICDS and primary education. These "operational linkages" will seek to reinforce coordination of timings and location based on community appraisal and micro-planning at grass-roots levels. Girls' education will be viewed as a major intervention for breaking the vicious inter-generational cycle of gender and socio-economic disadvantages. The effective expansion of day care services and linkages of child care services and primary schools will be

a major input to promote developmental opportunities for the girl child for participation in primary education and support services for women.

Development

12.10 The scope and the spectrum of child development services will be further widened with necessary interventions related to empowerment of women and children, families and communities through effective convergence and co-ordination of all sectoral efforts and services. To this effect, the ongoing approach of converging the basic services of health, nutrition and pre-school education to promote holistic development of the young child, as embodied in ICDS, will be further strengthened with community participation and action to 'Reach the Unreached' that is, children below 3 years. Thus, ICDS will continue to be the mainstay of the Ninth Plan promoting the overall development of the young children all over the country through its universalisation. In the expansion/universalisation of the outreach delivery systems of ICDS and RCH, emphasis will be on consolidation and enrichment of content to improve the quality sustenance of services. In this process, the role of an Anganwadi Worker will be that of a mobiliser of community participation and community contribution, apart from that of a service provider.

12.11 The Ninth Plan recognises the impending need for the support services of creches and day care centres for the children of working/ailing mothers in the present day situation where more and more women are, coming out for employment/in search of employment both in the organised and unorganised sectors. In this context, there is an urgent need to strengthen the National Creche Fund to develop a network of creches all over the country.

12.12 The scheme for the adolescent girls will be expanded to promote their self-development, in preparation for their future productive and reproductive roles as confident individuals not only in family-building but also in nation-building. The programme for adolescent girls during the Ninth Plan will embrace the whole range of activities like health, nutrition, education, health and nutrition awareness and equip them with home-based entrepreneurial skills, vocational training and decision-making capabilities etc.

Capacity Building

12.13 In the field of child development, the major challenge in the Tenth Plan will be to achieve increased community ownership and qualitative improvement of child development programmes. Towards this, efforts will be made to re-orient the ongoing training/capacity building programmes. Priority will be accorded to strengthen the knowledge, skills and capabilities of front-line workers as mobilisers of convergent action. This entails a major change in the training process so as to equip the front-line workers to understand community perceptions, practices and emerging situations/demands. Thus, the major thrust would be to develop decentralised training strategies with innovative ground-based approaches. In consonance with the above, new approaches for mobilising assistance both in kind and cash for the sustenance of child development programmes will be experimented with community participation/contribution to ICDS. The principles enunciated above and the envisaged role of the Panchayati Raj Institutions and Urban Local Bodies will have major implications not only in planning but also in the control of the flow of funds for the programmes of child development.

Elimination of Discrimination Against the Girl Child

12.14 While taking note of the persistent discrimination against the girl child, concerted efforts will be put into action to eliminate all forms of discrimination and violation of the rights of the girl child by undertaking strong measures including punitive ones. These relate to strict enforcement of laws against pre-natal sex selection and the practice of harmful practices of female foeticide/female infanticide; child marriage; child abuse; child labour; child prostitution, etc. Long-term measures will also be initiated to put an end to all forms of discrimination against the Girl Child through providing special incentives to the mother and the Girl Child so that the birth of a Girl Child is welcomed and the family is assured of State's support for the future of the Girl Child. To this effect, a special package for the girl children belonging to the families living below the poverty line was launched on 2 October, 1997 with special incentives namely - Rs.500/- to the mother on the delivery of a Girl Child (limited to 2 girl children); an annual scholarship of Rs.500/- for a Girl Child in I-V Classes; and Rs.1000/- from VI-X Classes and special permits to enjoy the benefits under all development programmes till she becomes a confident and self-reliant individual. Lessons learnt from the implementation of this Special Package for the Girl Child and similar initiatives launched by some of the State Governments viz. Haryana, Tamil Nadu, Andhra Pradesh, Rajasthan, Punjab and Madhya Pradesh will be put to use in expanding/replicating these special packages throughout the country.

Child Labour

12.15 Towards fulfilling the national commitment of eliminating child labour, the Tenth Plan commits to enforce the on-going legal as well as remedial/rehabilitative measures to eliminate child labour not only by strengthening various instruments that prevent/combat the problem of child labour but also by ensuring their effective implementation. To this effect, strong regulatory and administrative measures to prevent exploitation of child labour will also be taken up. In the areas where child labour exists on a large scale, special preventive-cum-developmental measures will be put into action with the strength and support of legal/punitive measures. Simultaneously, efforts will also be made to organise suitable functional literacy/vocational training programmes and recreative facilities, after working hours for the overall development of these working children. The enforcement measures of

Child Labour Prohibition and Regulation Act, 1986 will be further strengthened at all levels. Also, the enforcement of the National Policy on Child Labour (1987) will be given a fresh look to make it more effective. Public opinion against the social evil like child labour will also be mobilised through the print and electronic media and the support of the pressure/activist groups.

Child Prostitution

12.16 To contain the social evil of child prostitution, action will be initiated to make the Immoral Traffic (Prevention) Act, 1956 (as amended in 1986) more specific, through amendments, to the problem of child prostitution and also make the punishment more stringent. The Central Advisory Committee on Child Prostitution, set up in 1994 at the instance of the Supreme Court, will be activated to review the situation from time to time and suggest effective steps in eradicating this social evil. A rehabilitation package for those weaned out/ withdrawn from the profession will also be put into action not only to keep the children away from prostitution but also to keep them tied up with alternative education-cum-income generation programmes.

Legislation

12.17 A thorough review of all the existing child-specific and child-related legislations will be undertaken to plug the loopholes in their implementation. Every effort will be made to protect children from all forms of exploitation through strict enforcement of the existing legislations viz. the Immoral Traffic (Prevention) Act, 1956 to check child prostitution; the Juvenile Justice Act, 1986 to remove maladjustment and ensure rehabilitation of juvenile delinquents in the family and in the society; the Child Labour (Prohibition and Regulation) Act, 1986 to eliminate child labour; the Hindu Succession Act, 1956 as amended in 1993 to ensure equal rights to the girl child in the property of parents; Compulsory Registration of Marriages and Minimum Age of Marriage to avoid child marriages etc. Similarly, to promote breast-feeding and protect children from milk substitutes, the Infant Foods (Regulation of Production, Supply and Distribution) Act, 1992, will need to be enforced with a ban on the promotion of milk substitutes and baby foods through media. Enforcement of the Pre-natal Diagnostic Techniques (Regulation and Prevention of Misuse)

Act, 1994 and the Indian Penal Code, 1860 will receive special thrust to arrest the increasing incidence of Female Foeticide and Female Infanticide.

12.18 Child care services constitute a crucial support service for women in their multiple roles of self development, care giver, mother, worker and household provider, enabling them to participate in development in the various spheres and pursue other goals. Women may thus be enabled to participate effectively in civic, political, institutional and collective life and action for development. The absence of such services discriminates against women in their reproductive roles.

12.19 The programmatic setting for the Girl Child extends into various ministries and it is imperative that the issues and their gravity are addressed in departmentalized conventional ways through the limited purview of the portfolio of the nodal Department of Women and Child Development. Gender injustice and disparity affecting women and girl children upto 18 years is a serious problem; and must be addressed as such. The problem of female foeticide and female infanticide continue to prevail. It is a sad paradox that it is in areas and sections of higher levels of educational attainment and economic security that female foeticide is flourishing. The enactment of laws can have only limited effect without any social commitment to check it. In tackling this problem, therefore cultural, religious and social attitudes that perpetuate preference for boys have to be addressed and challenged. Obviously, this is not an easy subject to deal with, but is an imperative that goes beyond religious beliefs and cultural sentiments. Leaders of all religions need to be persuaded to reinterpret ancient beliefs in a way which is more in time with modern times in respect of giving women a fairer treatment in society.

12.20 To sum-up, a life cycle approach to planning for the child would enable a focused strategy for interventions based on the following age-specific requirements:

Age 1-5 : Biases in attitude in feeding practices/health care would need to be addressed through awareness generation programmes which would educate parents about the equal health and nutrition needs of both the girl and boy child.

Age 6-10 : Enrolment and retention of the girl child in the educational main stream is a major

problem. Reasons relate to the requirement of her help in housework, as well as the lack of perceived value of her education. On the other hand is the poor conditions of schools where they do exist. Concerted awareness programme to educate parents to change the traditional division of labour towards an equal distribution of household work and leisure between the son and the daughter.

Age 11-14 : Saddled with household responsibility, for collection of fuel and water and perhaps also studies, one of the reasons for a higher drop out rate among girls at this stage is the heavy demand on the girls time and energy for these chores. Girls also become more self-conscious and withdrawn as they attain adolescence. Therefore, it is necessary to engage them in confidence building activities namely group games.

Age 15-19 : Early marriage occurs for the girl at an age when the girl is not aware or physically or emotionally prepared for such a relationship and responsibility. In many cases, the girls do not want to have an early marriage, but are forced by the parents and society to do so. The Tenth Plan proposes to organize “Balika Pita Sammelan” where fathers of daughters are sensitized on their role as major care-givers to a girl child and are encouraged to empower their daughters to educate themselves, to learn to communicate with their fathers so that their fathers understand their needs.

12.21 At the end, what emerges is a problem which is neither economic nor social, but a problem of human relationships in the context of a patriarchal society in flux. The interventions of the Government in human relationships can at best be catalytic in bringing about a change in the environment for girls and women. Recognizing the unique contribution of the holistic approach of ICDS and to work towards its effective universalisation, emphasis will be on the consolidation and content enrichment to enhance program quality, impact and sustenance. The community base of ICDS will be strengthened through processes for women’s empowerment to enable ICDS to emerge as the major convergent interface between the disadvantaged communities and Government systems, especially the health, nutrition and primary education systems as the core of State/District Plans of Action on Survival, Protection and Development with special priority for the young child under 3 and the Girl Child.

CHAPTER - XIII

RECOMMENDATIONS FOR THE DEVELOPMENT OF CHILDREN

Keeping in view the proposed approach as detailed in the previous chapter, the Steering Committee suggests the following Strategy and Recommendations for translating the same into action during the Tenth Plan :

Guiding Principles

- **Reaffirm** that children’s rights – economic, social, cultural, civil and political, are inalienable from human rights. These are achievable within the normative and ethical framework provided by the UN Convention on the Rights of the Child, within which interventions for the fulfilment of young child rights to survival, development, protection and participation will be designed, implemented and monitored.
- **Recognise** that the early childhood years – especially the prenatal – first 3 years, are the most crucial and vulnerable period in life for the achievement of full human development potential and cumulative lifelong learning. This is when the foundations for physical, cognitive, emotional and social development are laid.
- **Reiterate** a belief in integrated approach to the “whole child” – a child centered approach which promotes a convergence of actions, in the areas of health, nutrition, early learning and better parenting and which is driven by the best interests of the child.
- **Reinforce** the commitment to family focused and community based interventions, in addition to centre-based interventions. This is critical for changing their behaviours within the family and community, for enhanced survival, growth and development, of young children, adolescent girls and women, across the life cycle.
- **Highlight** the role of both parents in shared parenting and caring responsibilities that enable the family to function as the primary institution for supporting the growth and development of young children. To promote affirmative action to raise the status of girls and women, support improved care of girls and women (including within the family) as well as the enhanced involvement of men and families in childcare.

- **Emphasize** the criticality of decentralised, locally responsive approaches to the care of young children, girls and women, which respect local cultural patterns and diversity.
- **Acknowledge** that efforts need to be made to reach all children – within which special efforts need to be made to reach the most difficult to reach, the most disadvantaged community groups – the most “at risk” groups, contributing to cohesive and inclusive societies.
- **Promote** preventive approaches to malnutrition and disability-intervening as early as possible across the life cycle.
- **Ensure** the best possible start to, life of the young child-for the child’s learning to learn, learning to do, learning to be and learning to live together.
- **Foster** new partnerships of parents, communities, civil societies and governments to meet their obligations to children – especially the very young children.

Programmatic Approach ensuring Child Development: ICDS in Tenth Plan Principles For Action

13.2 Emerging from 25 years of rich experience in the programmatic perspective, the task ahead is not only that of feeding and teaching the young child but of synergistic approach to strengthen the capacity of caregivers and communities for child care and development and to provide nurturing physical and social environment for the young child in the family/community and at the Anganwadi Centres. The ICDS programme has also now reached a stage, where it is essential to harmonize the expansion of the programme and its content enrichment. The spectrum of ICDS services has broadened with interventions related to the empowerment of women and communities and convergence of sectoral services. This emerging profile of ICDS should rededicate itself to promoting early childhood care for survival, development, protection and participation during the Tenth Five Year Plan. Accordingly, the thrust areas under ICDS during Tenth Five Year Plan have been identified as under :

- **Universalisation of ICDS** – By the end of Ninth Five Year Plan, ICDS Projects would cover 5171 Blocks/Major Urban Slums, which means that about 90% of the Blocks would be covered. The priority of the Government during Tenth Five Year Plan should be thus to cover the remaining 481 Blocks during the first two years of the Plan. This would lead to reaching out to all young children/pregnant and nursing women of the deprived sections of the society throughout the country.

- **Addressing the needs of urban poor** – It is estimated that more than 40% of the poor children in the country would be residing in urban areas – mostly slums during the Tenth Five Year Plan. So far, the emphasis of ICDS has been on the development of children in tribal and rural areas. During the Tenth Five Year Plan, special efforts should be made to extend and strengthen the services of ICDS in Urban/Semi-Urban Slums.
- **Tackling malnutrition through ICDS** – The ICDS Scheme has the infrastructure for direct intervention to fight rampant malnutrition among children and women. The Supplementary Nutrition Component under ICDS needs strengthening and rejuvenation and accordingly, one of the priority areas under ICDS during Tenth Five Year Plan should be comprehensively addressing the issue of supplementary nutrition component. Under this component, the issues like, linkages with PDS and Antodaya Anna Yojana, comprehensive review of guidelines, specific allocation of funds of non-transferable nature to the State Governments under BMS/ACA/PMGY, tapping of additional resources for this purpose etc. should be taken up.
- **Conversion of Anganwadi Centres into Anganwadi-cum-Creches** - The Day Care services under ICDS is available only for a limited period i.e. up to 12 noon. Therefore, the working and ailing mothers have not been able to make full use of Day Care facilities at the Anganwadi Centres. There is a strong demand and justification for having extended Day Care facilities at the Anganwadi Centres specially in areas where the women work force is in large number.
- **Setting up of Anganwadi Centres-cum-creches and additional/mini-Anganwadi Centres** - During the natural/man-made disasters like droughts, floods, cyclones, earthquakes, etc. the vital role of Anganwadi Centres for providing immediate relief to the people has been recognized. Accordingly, setting up of temporary Anganwadi Centres would be taken up during the Tenth Five Year Plan. Setting up of additional/mini-Anganwadi Centres should be also continued and emphasized during the Tenth Five Year Plan.
- **Community involvement under ICDS** - The basic philosophy under ICDS is to empower the community so that they ultimately share and take-over the issues of child development as well as adopt the Anganwadi Centre. Efforts should be made to actively involve the Panchayati Raj Institutions and NGOs in managing the ICDS Projects and Anganwadi Centres.
- **Universalisation of Kishori Shakti Yojana (Adolescent Girls' Scheme) as a component of ICDS Scheme** - The Kishori Shakti Yojana aims at empowerment and self-development of adolescent girls. The Yojana is likely to be expanded in 2000 Blocks during the Tenth Five Year Plan. Efforts should be made to universalize the Kishori Shakti Yojana in all ICDS Projects.

- **Fostering innovation under ICDS** - To tackle the area/locality specific bottlenecks and problems under ICDS Scheme, enhanced support for piloting and experimentation with new approaches to care for women and children should be undertaken/permitted during Tenth Five Year Plan. The innovations may also focus on the pre-natal and under 3 age group.
- **Improving the quality in service delivery and management** - The efforts for quality management under ICDS undertaken during the Ninth Five Year Plan would be continued during the Tenth Five Year Plan also. Synergistic approach involving the Education, Health, Family Welfare, Rural and Urban Development Sectors should be strengthened for the best quality in service delivery.
- **Strengthening of basic infrastructural facility** - Various evaluation studies and long experience of the Department indicate that the Services under ICDS Scheme have delivered better quality and results in those Anganwadi Centres which are located in their own premises. It has been also established that the State Governments have not been able to channelise enough funds for construction of Anganwadi Centres through SJRY/State Funds. Efforts should be made to provide resources to the State Governments for construction of Anganwadi Centres during Tenth Five Year Plan.

Universalisation of ICDS :

- Universalisation should be linked with availability of services of all eligible children and not with the coverage of blocks/projects only. State/ District specific strategies would need to be evolved through a participatory process using community based self-surveys, social assessment and mapping.

Growth Monitoring and Promotion :

- New tools for Growth Monitoring and Promotion will have to be developed to improve community assessment of the nutrition status of its children, in order to act to improve the same. Assessment tools will also include development screening - achievement of development milestones and early intervention when developmental delays are detected.
- It is recommended that both monitoring and promotion for children under 2 years of age be done monthly and for children 2-5 years of age, this may be done quarterly. This accords priority to younger children for prevention of malnutrition and early action. It also will help reduce and rationalise the workload of the anganwadi worker.

Strengthening NHED Component :

- The Nutrition and Health Education component under ICDS should be redesigned with a particular emphasis on Mahila Mandals to a more comprehensive parenting

support initiative. This should cover both mothers and fathers and not mothers alone, for improved health, nutrition and psycho-socio development of young children. Mahila Mandals under ICDS should be restructured as parent groups so as to include men/fathers in child care.

Strengthening Pre-School Component :

- In the Tenth Plan, Pre-School Education will need to be given its due recognition as the first step in the education ladder, which should, therefore, in terms of its priority, get appropriate back-up of financial, material and human resources by all concerned sectors.
- The Tenth Plan will need to emphasise strengthening of the early joyful play/learning continuum across the young child's life - ensuring a harmonious transition from the family environment to the primary school. This is the real ICDS/Primary education linkage. This 'operational linkage' will seek to reinforce coordination of timings and location, based on community appraisal and local micro-planning, in the context of district plans in a flexible mode in addition to programmatic linkage.

Training and Capacity Development

- UDISHA is the nation training component of the World Bank assisted Women and Child Development Project. It envisages a key transformation in approaches to the training of Child care functionaries and caregiver education. This is through a holistic approach to the young child, reflected in a new child centered curriculum, that is structured along the life cycle and development continuum of the child. Greater emphasis is placed on addressing the developmental needs of the prenatal and the under 3-year old child. The emphasis is on locally responsive participatory learning and action processes.

Advocacy, Communication and Social Mobilization

- Community participation in ICDS programme, a hitherto ignored area in the State is now progressively being looked at as an essential component of the programme strategy. The Village Contact Drives are seen as the precursors of widespread and sustained community participation as a result of a better understanding and appreciation amongst the communities of the ICDS programme as well as nutrition and health issues. The IEC involves various approaches, builds linkages, strengthens capacities, and enhances capabilities and skills besides building the environment for a state wide people's movement of participation in the ICDS programme. The communication strategy, the strengthened training curricular for job training and refresher training, the PIS for new projects, women's empowerment initiative and monitoring and evaluation components, each reflect the focus on community participation under ICDS.

Decentralisation and linkages with Local Self- Governments, PRIs etc.

- The 73rd and the 74th Constitutional amendments have created vibrant new partnerships – to reach the most disadvantaged and underserved – and the most vulnerable – the young child. In some States, devolution of powers to Panchayati Raj Institutions has also involved transfer of some functions for managing and monitoring ICDS to District Zila Parishads, Block Panchayat Samitis and Gram Panchayats. This constitutes a major opportunity for rooting development programmes, more firmly in the community, with the active participation of women. The Gram Panchayat will help create a supportive environment for childcare, by enlisting better teamwork from frontline workers, (ANMs, AWWs, school teachers) to ensure convergence of services. It will also help promote the participation of communities; to understand the needs of children and women and finding local ways to respond to the same. The department has initiated steps for the constitution of Bal Vikas Mahila Samitis at village, block, and district levels, with representation of women Panchayat members, NGOs and ICDS functionaries.

Improving the status of the Girl Child

- Promote affirmative action on a large scale for women, through community action, involving both men and women, both parents and the family as a unit, to enhance value care and protection of the girl child - especially in early childhood e.g. Baal Mitra Committees for tracking and registering pregnancies, promoting antenatal care, safe delivery and care of the young girl child. Identification and mapping of the areas where foeticide and infanticide are in practice and monitoring and counseling for 'at-risk' pregnancies should be carried out.
- The Balika Samridhhi Yojana and Adolescent Girls' Scheme (Kishori Shakti Yojana) should be further strengthened and a comprehensive scheme under ICDS on girl children may be included.
 - Make a special design for young adolescent girls programmes, attach it to women's groups, self-help groups, NGOs with a livelihood component.
 - Set up villagers' committee to monitor clinics with sex determination facilities; media campaigns on equality of girl child. Also media campaign and contact persons of mother and father to say do not give dowry; give her education, livelihood, and inheritance.
 - Village Anti-Violence Committee should be set up. Mahila Samakhya member, Panchayat women member, friend, neighbour, teacher, NGO member – should be visiting each girl child/mother and should be looking out for signs of verbal/physical abuse.

Reaching Special Child Groups

Child Labour

- There should be a separate policy for providing social security and services of education, health, for the children of families below the poverty line. Existing poverty alleviation programmes and adult employment schemes have to be coordinated and linked up to efforts for the elimination of child labour.

Children under Sexual Exploitation

- The problem is essentially linked to the trafficking issue. There is a further category of children of those women who are already in the flesh trade. Both categories – child prostitutes and children of prostitutes – need special attention in the Tenth Five Year Plan as a priority group. As the child prostitutes are deprived of their childhood (neglected childhood, no education, no proper food, no recreation etc.) and are outcast in the society, their rehabilitation and reintegrated involves great challenges.

Children in Conflict with Law

- In the light of the present situation of the children in conflict with the law, the Group recommends the following provisions for action during the Tenth Plan. Establishment of Children's Homes in all districts without having observation home so far across the country (308) and Establishment of Special Home in those districts without such homes (258).

Children in need of Care and Protection

- Children in need of Care and Protection include children who are denied their rights, especially street children, child labour, sexually exploited children including child victims of flesh-trade, children in drugs remands, children in conflict with the law, children in institutions, children with special needs (physically and mentally disabled children), children affected by HIV/AIDS, children of HIV/AIDS parents, children affected by national and international conflict - political refugees, war victims and internally displaced and children whose families are in crisis, economic, social (including children from broken homes). An in-depth study on national level is required for the knowledge of such children, their specific needs, identification of the geographical areas of high concentration and other related subjects; creation of essential infrastructure - shelter home, children home and after care home for proper implementation of Juvenile Justice Act, 2000.

Policy and Legislation

- Review and harmonize different existing legislations for the child, in the light of the CRC; Set up an inter-sectoral National Task Force on Child Development, which will also review comprehensively the resource allocations for children in different sectors/ Ministries to ensure that children have the first call on resources; all major developmental schemes especially for disadvantaged community groups and women will be reviewed by a sub-group of the National Task Force on Child Development to ensure that they are “child friendly” in concept and practice; Integrate a focus on early childhood care for survival, growth and development in the upcoming National Charter for Children; revisit and update the National Policy for Children in a rights perspective and with emphasis on the very young child. Formulate state specific policies for the young child; Revisit and update State Plans of Action for Children and emphasis on the very young child; children not to be excluded under 6 years of age from the “right to development” and Article 45, if and when legislation for education is proposed; to ensure the fulfilment of the rights of all young children, there is a need to regulate the private sector and strengthen the autonomous sector to improve the access and quality of childcare services; strengthen the protection of the basic rights of women, especially those working in the unorganized sector-including their children’s right to early childhood care; facilitate clear articulation of national/state guidelines for DPEP, to promote early childhood care for survival, growth and development (especially the very young child under 3 years); and accelerate decentralization and foster autonomy of implementation at local levels.

CHAPTER - XIV

FINANCIAL REQUIREMENTS

Allocation of Plan Resources exclusively for the Women and Child Development (WCD) Sector had started, when a separate Department of WCD was constituted under the newly-set up Ministry of Human Resource Development in 1985. The increasing allocations for WCD Sector from Plan to Plan confirm the fact that they have been responding not only to the existing needs but also to the emerging situations, as shown below:

Table - 27

Plan Allocations for WCD Sector in VII to IX Plans

(Rs. in crore)

Plan	Total Public Sector Outlays (Central Sector)	Outlays for the WCD Sector	Percentage of Col.(3) to Col. (2)
(1)	(2)	(3)	(4)
Seventh Plan (1985-90)	99,302.00	799.97	0.8
Eighth Plan (1992-97)	2,54,115.00	2,010.00	0.8
Ninth Plan (1997-2002)	4,89,361.00	7,810.42	1.6
Source: Planning Commission			

14.2 Taking into consideration the required expansion of the Ongoing Programmes and the New Starts of the Tenth Plan, the two Working Groups on 'Empowerment of Women' and 'Development of Children' have recommended a total outlay of Rs.3,0651.11 crore, as per the details given on the next page :

Table - 28

Outlays and Expenditure for Women and Child Development Sector during Ninth Plan (1997-2002) and Proposed Outlay for Tenth Plan (2002-07)

(Rs.in crore)

Item	Ninth Plan (1997-02)		Tenth Plan (2002-07)			
	Outlays	Likely Expenditure	Outlay as recommended by the W.Gs	%age increase over Ninth Plan Outlays (Col.4 to Col.2)	Outlays as suggested by the Steering Committee**	%age increase over Ninth Plan Outlays (Col.6 to Col.2)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Empowerment of Women	847.33 (10.85)	454.1	2293.82 (7.48)	170.7	1059.16* (7.70)	25.0
Development of Children	6927.99 (88.70)	5961.5	28290.07 (92.30)	308.3	12655.00** (91.98)	82.7
Other GIA Programmes	16.63 (0.21)	14.7	30.60 (0.10)	84.0	20.79 (0.15)	25.0
Food & Ntrn. Board	18.47 (0.24)	10.6	36.62 (0.12)	98.3	23.09 (0.17)	25.0
Total	7810.42 (100.00)	6440.9 (82.4)	30651.11 (100.00)	292.4	13758.04 (100.00)	76.2

* Includes the additional commitments for Rashtriya Mahila Kosh (Rs. 150.00 crore) and for the new Start of Women in Difficult Circumstances (Rs. 46.00 crore)

** Includes the additionality of Rs. 3515.00 crore for enhancing the honorarium for Anganwadi Workers and Helpers of ICDS + Rs. 918.00 crore for Universalisation of ICDS.

Note: The proposed allocation for the Tenth Five Year Plan for the WCD Sector will be Rs. 9074.55 crore, in accordance with the instructions of the P.C. to raise the outlay of the Annual Plan for the last year of the Ninth Plan (2001-02) by 5-1/2 times.

14.3 While the combined outlay of Rs. 30,651.11 crore recommended by the Working Group is almost 4 times more than the Ninth Plan outlay of Rs. 7,810.42 crore, the outlay of

No. PC/SW/1-23(7)/2000.
Government of India
Planning Commission
(SD & WP Division)

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Yojana Bhavan, Sansad Marg,
New Delhi-110001

Date : 30 November, 2000

OFFICE MEMORANDUM

Sub : Tenth Five Year Plan (2002-07) - Setting up of a Steering Committee on the ' Empowerment of Women and Development of Children '.

In the context of the formulation of the **Tenth Five Year Plan (2002-07)**, it has been decided to set up a **Steering Committee on the ' Empowerment of Women and Development of Children ' with the following Composition :**

- | | | |
|----|--|--------------------|
| 1. | Member,
In-charge of WCD
Planning Commission,
<u>New Delhi.</u> | Chairperson |
| 2. | Secretary
Department of Women & Child Development,
Shastri Bhavan
<u>New Delhi.</u> | Member |
| 3. | Secretary,
Department of Health
Nirman Bhavan
<u>New Delhi.</u> | Member |
| 4. | Secretary,
Department of Family Welfare
Nirman Bhavan
<u>New Delhi.</u> | Member |
| 5. | Secretary
Department of Elementary Education & Literacy,
Shastri Bhavan,
<u>New Delhi.</u> | Member |

6. Secretary
Department of Secondary Education
& Higher Education,
Shastri Bhavan
New Delhi. Member
7. Secretary,
Ministry of Labour
Shram-shakti Bhavan
New Delhi. Member
8. Secretary
Ministry of Urban Employment
& Poverty Alleviation,
Nirman Bhavan
New Delhi. Member
9. Secretary,
Ministry of Rural Development
Krishi Bhavan
New Delhi. Member
10. Secretary,
Deptt. of Agriculture & Co-operation
Krishi Bhavan
New Delhi. Member
11. Secretary,
Ministry of Social Justice and Empowerment
Shastri Bhavan
New Delhi. Member
12. Secretary,
Deptt. of Science & Technology
Technology Bhavan,
New Mahrauli Road.
New Delhi. Member
13. Secretary,
Ministry of Information & Broadcasting
Shastri Bhawan,
New Delhi. Member
14. Secretary,
Women & Child Development
Government of Andhra Pradesh
Hyderabad - (500022). Member

15. Secretary,
Women and Child Development
Government of Karnataka,
Secretariat, Multi-Storey Building,
Bangalore -(560001). Member
16. Secretary,
Women and Child Development
Government of Gujarat
Gandhi Nagar -(382010) Member
17. Secretary,
Women and Child Development
Government of Rajasthan
Jaipur -(302001). Member
18. Secretary
Women and Child Development
Government of Uttar Pradesh,
Sachivalaya Bhavan,
Lucknow - (226001). Member
19. Secretary
Women and Child Development
Government of Sikkim
Gangtok - (737101). Member
20. Chairperson,
National Commission for Women
ICCW Building
4, Deen Dayal Upadhaya Marg
New Delhi -(110002) . Member
21. Chairperson,
Central Social Welfare Board
12, Tara Crescent Road
Institutional Area
New Delhi-(110016). Member
22. Director,
National Institute of Public Cooperation
and Child Development.
5, Siri Fort Institutional Area,
New Delhi-(110016). Member
23. Executive Director,
Rashtriya Mahila Kosh
1, Abul Fazal Road
Bengali Market
New Delhi-(110001). Member

24. Chairman
All India Women's Conference
6, Bhagwan Das Road
New Delhi - (110 001). Member
25. Smt. Ela R. Bhatt
SEWA
Opposite Victoria Garden, Bhadra
Ahmedabad – (380001). Member
26. Smt. Mohini Giri
Chairperson, Guild of Service
C – 25, Qutab Institutional Area,
Behind Qutab Hotal,
New Delhi-(110016). Member
27. Smt. Viji Srinivasan
ADITHI,
2/30, State Bank Colony II
Bailey Road,
Patna – (800014). Member
28. President
Mahila Dakshita Samithi
19, Fire Brigade Lane,
Connaught Place,
New Delhi –(110001). Member
29. Smt. Prema Purao
Annapurana Mahila Mandal
Navnit, Block No.4
Rammurti Road, Dadar
Mumbai - (400 028). Member
30. Dr. Kamala Krishnaswamy
Director
National Institute of Nutrition,
Jamia Osmania
Tarnaka
Hyderabad - (500007). Member
31. President
Indian Council for Child Welfare,
4, Deen Dayal Upadhyay Marg
New Delhi-((110002). Member
32. Shri J.N. Kaul
SOS Children's Village of India
Kailash Colony
New Delhi. Member

33. Smt. Mridula Bajaj
Mobile Creches
DIZ Area, Raja Bazar
Sector IV, Near Gol Market
New Delhi. Member
34. Smt. Devaki Jain
Tharang, 10th Cross
RMV Extension
Bangalore. Member
35. Smt. Nirmala Buch
Mahila Chetna Munch
E-4/17, Arera Colony
Bhopal. Member
36. Dr. Sarala Gopalan
138 – Vasant Enclave,
New Delhi – (110057). Member
37. Dr. Susheela Kaushik
Director,
Women’s Studies Centre,
Chhatra Marg, University of Delhi,
New Delhi – (110007). Member
38. Smt. Nirmala Banerjee
Centre for Studies in Social Sciences
10, Lake Terrace
Calcutta. Member
39. Smt. Padma Seth
Legal Consultant
13, Mahadev Road
New Delhi. Member
40. Shri Amod Kanth
Secretary
PRAYAS
Juvenile Aid Centre
F – IX, 4 X Jhangirpuri
Delhi – 110023. Member
41. Representative
The Congregation of the Sisters of the Cross
Chavanad
Tirucharapally
Tamil Nadu Member

42. Adviser
SD & WP Division
Planning Commission
New Delhi.

Member-Secretary

2. The **Terms of References** of the Steering Committee will be as follows:

- i) to **review** the existing approach, strategies and priorities ; the on-going policies and programmes of empowering women and development of children in the Ninth Five Year Plan ; and **suggest**, if necessary, alternative strategies, priorities, policies and programmes to accelerate the empowering process ;
- ii) to **assess** the effectiveness of the implementation of ' **Women's Component Plan** ' and **suggest** specific measures and mechanisms to ensure that the funds / benefits flow to women from other development sectors ;
- iii) to **assess** the impact of the on-going economic reforms and progressive globalisation/ liberalization of economy on the conditions of women and children and **suggest** effective strategies to cope up with the situation;
- iv) to **review** the effectiveness of the existing women & child - specific and women & child-related legislations and their enforcement and suggest corrective measures;
- v) to **review** the effectiveness of the existing Institutional Arrangements for implementation of policies and programmes relating to women and children, both at Central and State levels and **suggest** improvements, if necessary ;
- vi) to **assess** the role of NGOs and the status of devolution of Powers and resources to Panchayati Raj Institutions and Local Self Government Bodies, as per the 73 rd and 74 th Constitutional Amendments and suggest specific measures for their involvement in the planning policies; and
- vii) to **suggest** an approach and necessary strategies, priorities, policies and programmes along with physical and financial targets, in pursuing the commitment of Empowering Women and Development of Children during the Tenth Five Year Plan (2002 - 07).

3. **The Chairman of the Steering Committee, if necessary, may constitute Sub-Group on any specific area / problem and also co-opt additional Members.**

4. **The Steering Committee shall submit its Report positively by 31 May, 2001.**

5. The expenditure on TA/DA in connection with the meetings of the Steering Committee will be borne by the parent Department / Ministry Organization to which the officers belong. Non-official members will be entitled to TA / DA as admissible to Grade-I Officers of the Government of India and this will be paid by the Planning Commission.

Sd/-
(T. R. Meena)
Deputy Secretary (Admn)

To

Chairman and all Members of the Steering Committee

Copy to:-

1. PS to Deputy Chairman
2. PS to Member (KVS)
3. Sr. PPS to Secretary
4. All Heads of Divisions
5. Adviser (PC & Admn.)
6. Adviser (SD&WP)
7. PS to Deputy Secretary (Admn)
8. Administration I Branch / Accounts I Branch
9. Guard File

Sd/-
(T. R. Meena)
Deputy Secretary (Admn)

No.PC/SW/1-23(2)/2000
Government of India
Planning Commission
(SD & WP Division)

....

Yojana Bhavan, Sansad Marg,
New Delhi- 110001

Date : 30 November, 2000

OFFICE MEMORANDUM

Sub : Tenth Five Year Plan (2002-07) – Setting of a Working Group on ' Empowerment of Women'

In the context of the formulation of the Tenth Five Year Plan (2002-07), the Chairman of the Steering Committee on Empowerment of Women and Development of Children has decided to set up a Working Group on ' **Empowerment of Women** '. The Composition of the Working Group will be as follows:

1. Secretary
Department of Women & Child Development,
Shastri Bhavan
New Delhi. **Chairperson**
2. Representative
Department of Health
Nirman Bhavan
New Delhi. Member
3. Representative
Department of Family Welfare
Nirman Bhavan
New Delhi. Member
4. Representative
Department of Elementary Education & Literacy,
Shastri Bhavan,
New Delhi. Member
5. Representative
Department of Secondary Education
& Higher Education,
Shastri Bhavan
New Delhi. Member

6. Representative
Ministry of Labour
Shram-shakti Bhavan
New Delhi. Member
7. Representative
Ministry of Urban Employment & Poverty Alleviation
Nirman Bhavan
New Delhi. Member
8. Representative
Ministry of Rural Development
Krishi Bhavan
New Delhi. Member
9. Representative
Deptt. of Agriculture & Co-operation
Krishi Bhavan
New Delhi. Member
10. Representative
Ministry of Social Justice and Empowerment
Shastri Bhavan
New Delhi. Member
11. Representative
Deptt. of Science & Technology
Technology Bhavan,
New Mahrauli Road.
New Delhi. Member
12. Representative
Ministry of Information & Broadcasting
Shastri Bhawan,
New Delhi. Member
13. Representative
Ministry of Tribal Affairs
Shastri Bhavan
New Delhi. Member
14. Secretary
Department of Women and Child Development
Government of Kerala
Vikas Bhavan
Thiruvananthapuram - (695 001). Member
15. Secretary
Department of Women and Child Development
Government of Himachal Pradesh
Shimla - (171 001). Member

16. Secretary
Department of Women and Child Development
Government of Gujarat
Gandhi Nagar - (382 010). Member
17. Secretary
Department of Women and Child Development
Government of Jammu & Kashmir
Jammu - (190 001). Member
18. Secretary
Department of Women and Child Development
Government of Bihar
New Secretariat
Patna - (800 015). Member
19. Member - Secretary
National Commission for Women
ICCW Building
4, Deen Dayal Upadhaya Marg
New Delhi -(110002) Member
20. Executive Director
Central Social Welfare Board
12, Tara Crescent Road
Institutional Area
New Delhi-(110016). Member
21. Executive Director
Rashtriya Mahila Kosh
1, Abul Fazal Road
Bengali Market
New Delhi. Member
22. Dr. Usha Nayyar
Director (Women's Division)
NCERT
Aurobindo Marg
New Delhi. Member
23. Director
National Crime Records Bureau
East Block 7, R K Puram
New Delhi -(110 066). Member
24. Dr. Banerjee
Director
Centre for Women's Development Studies
25, Bhai Virs Singh Marg
New Delhi. Member

25. Vice-Chancellor
SNDT Women's University
1, Nathibai
Thackersay Road
Mumbai. Member
26. Dr. Vidya Rao
Tata Institute of Social Sciences
P.B. 8313, Zion-Trombay Road, Deonar
Mumbai. Member
27. Prof. B. Vijyalakshmi
Department of Social Work
Arts College
Andhra University
Vishaka Patnam. Member
28. Chairman
All India Women's Conference
6, Bhagwan Das Road
New Delhi-(11000!) Member
29. Shri Subhash Medhapurkar
Director
Social Upliftment Through Rural Action (SUTRA)
Jagjit Nagar via Garkhal
Solan Distt. (H.P.) Member
30. Smt. Radha Rajan
Vigil Public Opinion Forum
12/3, Park Street
Kalakshetra Colony
Besant Nagar
Madras -(600 090). Member
31. Smt. Ruth Manorama
President
National Alliance of Women
8/10, Naina Shetty Palaya
Dannerghatta Main Road
Bangalore - (560 076). Member
32. Smt. Renana Jhabvala
SEWA
Opposite Victoria Garden, Bhadra
Ahmedabad – (380001). Member
33. Smt. Vasudha Dhagamwar
MARG
113-A, Shahapur Jat
New Delhi. Member

34. President
Mahila Dakshita Samithi
19, Fire Brigade Lane,
Connaught Place,
New Delhi –(110001). Member
35. Joint Secretary
Dept. of Women & Child Development
Shastri Bhavan
New Delhi. Convener

2. **The Terms of Reference of the Working Group will be as follows :**

- i) to **review** the existing approach, strategies, priorities; the on-going policies and programmes and their implementation for the welfare, development and empowerment of women, both within the women-specific and women-related Sectors and **suggest** rationalization / minimization of the on-going programmes and effective inter-sectoral convergence ;
 - ii) to **identify** neglected areas and groups; gaps, weaknesses and bottlenecks in the implementation; and take note of the emerging problems / situations related to welfare, protection, development and empowerment of women in the changing scenario and **suggest** necessary interventions ;
 - iii) to **review** the progress of the implementation of Women's Component Plan - a strategy introduced in the Ninth Plan to ensure flow of benefits / funds from other developmental sectors to women and **suggest** necessary measures to improve its effectiveness;
 - iv) to **review** the implementation of the existing women-specific and women-related legislations and mechanisms for their enforcement and **suggest** corrective measures;
 - v) to **review** the functioning of the existing institutional arrangements, both at the Central and State levels for implementation of policies and programmes for empowering women and **suggest** measures to make them more effective;
 - vi) to **review** and **assess** the involvement of Panchayati Raj Institutions / Local Self Government Bodies and NGOs in the implementation of programmes for empowering women, and **suggest** measures for their effective involvement in the planning process; and
 - vii) to **review** the physical and financial achievements in relation to the targets fixed under various programmes for women during the Ninth Plan and **project** programme-wise requirements, both physical and financial for empowering women during the Tenth Five Year Plan (2002 -07) ;
3. The Chairman of the Working Group, if necessary, may constitute Sub-Groups on any specific area / problem and also co-opt additional Members.

4. The Working Group shall submit its Report positively by 28 February, 2001.

5. The expenditure on TA/DA in connection with the meetings of the Working Group will be borne by the parent Department / Ministry Organization to which the officers belong. Non-official members will be entitled to TA / DA as admissible to Grade-I Officers of the Government of India and this will be paid by the Planning Commission.

Sd/-
(T. R. Meena)
Deputy Secretary (Admn).

To
Chairman and all Members of the Working Group.

Copy to:-

1. PS to Deputy Chairman
2. PS to Member (KVS)
3. Sr. PPS to Secretary
4. All Heads of Divisions
5. Adviser (PC & Admn.)
6. Adviser (SD&WP)
7. PS to Deputy Secretary (Admn.)
8. Administration I Branch / Accounts I Branch
9. Guard File

Sd/-
(T. R. Meena)
Deputy Secretary (Admn)

No.PC / SW / 1-23(3)/2000
Government of India
Planning Commission
(SD & WP Division)

....

Yojana Bhavan, Sansad Marg,
New Delhi-110001
Date : 30 November, 2000

OFFICE MEMORANDUM

Sub : Tenth Five Year Plan (2002-07)-Setting up of a Working Group on 'Development of Children'

In the context of the formulation of the Tenth Five Year Plan (2002-07), the Chairman of the Steering Committee on Empowerment of Women and Development of Children has decided to set up a Working Group for the ' **Development of Children** '. The Composition of the Working Group is as follows:

- | | | |
|----|--|--------------------|
| 1. | Secretary
Department of Women & Child Development,
Shastri Bhavan
<u>New Delhi.</u> | Chairperson |
| 2. | Representative
Department of Health
Nirman Bhavan
<u>New Delhi.</u> | Member |
| 3. | Representative
Department of Family Welfare
Nirman Bhavan
<u>New Delhi.</u> | Member |
| 4. | Representative
Department of Elementary Education & Literacy,
Shastri Bhavan,
<u>New Delhi.</u> | Member |
| 5. | Representative
Department of Secondary Education
& Higher Education,
Shastri Bhavan
<u>New Delhi.</u> | Member |

6. Representative
Ministry of Labour
Shram-shakti Bhavan
New Delhi. Member
7. Representative
Ministry of Urban Employment & Poverty Alleviation
Nirman Bhavan
New Delhi. Member
8. Representative
Ministry of Rural Development
Krishi Bhavan
New Delhi. Member
9. Representative
Deptt. of Agriculture & Co-operation
Krishi Bhavan
New Delhi. Member
10. Representative
Ministry of Social Justice and Empowerment
Shastri Bhavan
New Delhi. Member
11. Representative
Deptt. of Science & Technology
Technology Bhavan,
New Mahrauli Road.
New Delhi. Member
12. Representative
Ministry of Information & Broadcasting
Shastri Bhawan,
New Delhi. Member
13. Representative
Ministry of Tribal Affairs
Shastri Bhavan
New Delhi. Member
14. Secretary
Department of Women and Child Development
Government of Tamil Nadu
Fort St. George
Chennai -(600 009). Member
15. Secretary
Department of Women and Child Development
Government of Maharashtra, Sachivalaya
Mumbai - (400 032). Member

16. Secretary
Department of Women and Child Development
Government of Haryana
Chandigarh- (160 001). Member
17. Secretary
Department of Women and Child Development
Government of Tripura
Agartala - (799 001). Member
18. Secretary
Department of Women and Child Development
Government of Manipur
S Block, Secretariat
Imphal - (795 001). Member
19. Secretary
Department of Women and Child Development
Government of Orissa
Bhubaneshwar- (751 001). Member
20. Director
National Institute of Public Co-operation
and Child Development
5, Siri Institutional Area, Hauz Khas
New Delhi -(110 016). Member
21. Executive Director
Central Social Welfare Board
12, Tara Crescent Road
Institutional Area
New Delhi-(110016). Member
22. Smt. Vinita Kaul
Department of Elementary & Pre-School Education
National Council for Educational
Research & Training
Sri Aurobindo Marg
New Delhi. Member
23. Director
National Insitute of Educational
Planning & Administration
Sri Aurobindo Marg
New Delhi. Member
24. Prof. D. B. Gupta
National Council of Economic
& Applied Research (NCEAR)
Parasheera Bhavan, Indraprastha Estate
New Delhi -(110 002). Member

25. Dr. Umesh Kapil
Associate Professor
All India Institute of Medical Sciences
New Delhi. Member
26. Representative
National Institute of Nutrition
Jamia Osmania
Tarnaka
Hyderabad-(500 007). Member
27. Dr.(Mrs) Rajammal P. Devadas
Chancellor
Avinashlingam Institute of Home Science
and Higher Education for Women
Coimbatore. Member
28. President
Indian Council for Child Welfare
4, Deendayal Upadhaya Marg
New Delhi - (110 002). Member
29. Smt. Farida Meer
Vice-President
SOS Children's Village (Balgram Association)
Chenniram
Jammu. Member
30. President
Guild of Service
3, Casa Road, Egmore
Chennai. Member
31. Dr. Samir Roy Choudhary
Child-in-Need Institute
Village Daulatpur,(P.O. Amgachi)
24- Parganas
West Bengal. Member
32. Shri Amod K. Kanth
Secretary ,PRAYAS
Juvenile Aid Centre
F - IX, 4 X Jhangir Puri
Delhi - (110 023). Member
33. Dr. Shanti Ghosh
5, Aurobindo Marg
New Delhi-(110 016). Member

34. Smt. Padma Seth
Legal Consultant (Child Rights)
13, Mahadev Road
New Delhi.

Member

35. Joint Secretary
In-charge of Child Development
D / Women & Child Development
Shastri Bhavan,
New Delhi.

Convener

2. **The Terms of Reference of the Working Group will be as follows :**

- i) to **review** the existing approach, strategies, priorities; the on-going policies and programmes and their implementation for the survival, protection, welfare and development of children, both within the child-specific and child-related Sectors and **suggest** rationalization / minimization of the on-going programmes and effective inter-sectoral convergence;
- ii) to **identify** the neglected areas and groups; gaps, weaknesses and bottlenecks in the implementation; and take note of the emerging problems / situations related to survival, protection, welfare and development of children in the changing scenario and **suggest** necessary interventions ;
- iii) to **review** the implementation of the existing child-specific and child-related legislations and mechanism for their enforcement and **suggest** corrective measures;
- iv) to **review** the functioning of the existing Institutional arrangements, both in the Central and State levels for implementation of policies and programmes relating to children and suggest measures to make their more effective;
- v) to **review** and **assess** the involvement of Panchayati Raj Institutions/Local Self Govt. Bodies and NGOs in the implementation of the programmes relating to children and **suggest** measures for their effective involvement in the planning process; and
- vi) to **review** the physical and financial achievements in relation to the targets fixed under various programmes for children during the Ninth Plan and **project** programme-wise requirements, both physical and financial for Survival, Protection, Welfare and Development of Children during the Tenth Five Year Plan (2002 -07) ;

3. The Chairman of the Working Group, if necessary may constitute **Sub-Groups** on any specific area/problem and also co-opt additional **Members**

4. **The Working Group shall submit its Report positively by 28 February, 2001.**

5. The expenditure on TA/DA in connection with the meetings of the Working Group will be borne by the parent Department / Ministry Organization to which the officers belong. Non-official members will be entitled to TA / DA as admissible to Grade-I Officers of the Government of India and this will be paid by the Planning Commission.

Sd/-
(T. R. Meena)
Deputy Secretary (Admn).

To

Chairman and all Members of the Working Group.

Copy to :

1. PS to Deputy Chairman
2. PS to Member (KVS)
3. Sr. PPS to Secretary
4. All Heads of Divisions
5. Adviser (PC & Admn.)
6. Adviser (SD&WP)
7. Administration I Branch / Accounts I Branch
8. Guard File

Sd/-
(T. R. Meena)
Deputy Secretary (Admn)

Sub-Group on the Welfare and Development of Adolescents

No PC/SW/1-23(1)/2001
Government of India
Planning Commission
(SD & WP Division)

.....

Yojana Bhavan, Sansad Marg,
New Delhi - 110 001.
Date 2 November, 2001

OFFICE ORDER

**Sub : Tenth Five Year Plan (2002-07) – Setting up of a Sub - Group on the
'Welfare and Development of Adolescents'.**

In the context of the formulation of the Tenth Five Year Plan (2002 – 07), it has been decided to set up a Sub-Group on the 'Welfare and Development of Adolescents' with the following composition :

- | | | |
|----|--|--------------------|
| 1. | Shri N.C. Saxena
Secretary
Planning Commission
<u>New Delhi</u> | Chairperson |
| 2. | Secretary
Department of Women & Child Development
Shastri Bhavan
<u>New Delhi</u> | Member |
| 3. | Secretary
Department of Elementary Education & Literacy
Shastri Bhavan
<u>New Delhi.</u> | Member |
| 4. | Secretary
Department of Secondary Education &
Higher Education
Shastri Bhavan
<u>New Delhi.</u> | Member |
| 5. | Secretary
Department of Family Welfare
Nirman Bhavan
<u>New Delhi</u> | Member |

6. Secretary
Department of Youth & Sports
Shastri Bhavan
New Delhi. Member
7. Secretary
Department of Education
Government of Andhra Pradesh
Hyderabad Member
8. Shri Anil Bordia
Foundation for Education & Development
72, Devi Path, Kanota Bagh
Jaipur – (302004) Member
9. Dr. Pravin Visaria
Institute of Economic Growth
University Enclave
Delhi – 110007. Member
10. Ms. Vimala Ramachandran
Health Watch Trust
X-C-1, Sah Vikas (CGHS)
68, I.P. Extension
New Delhi – (110092) Member
11. Ms. Nandana Reddy
The Concerned for Working Children
303/2, L.B. Shastri Nagar, Vimanpura Post
Bangalore – (560017) Member
12. Dr. Razia Patel
Indian Institute of Education
128/2, J.P. Naik Marg, Kothrud
Pune – (411029) Member
13. Prof. Denzil Saldanha
Tata Institute of Social Sciences
Sion-Trombay Road, Deonar
Mumbai – (400088) Member
14. Ms. K.K. Lathika
President
Kunnummal Gram Panchayat
P.O. Kakkodi
Calicut Member
15. Dr. Anita Rampal
National Literacy Resource Centre
L.B.S. National Academy of Administration
Mussoorie (Uttaranchal) Member

16. Ms. Sushma Iyengar
Kutch Nav Nirman Abhiyan
47, Vijaynagar (Near Kalpataru)
Bhuj, Kutch (370001) Member
17. Dr. N.H. Antia
Foundation for Research in Community Health
3-4, Trimurty Apartments
85, Anand Park, Aundh
Pune – (411007) Member
18. Dr. Susheela Kaushik
70, Dakshina Puram
New Campus, JNU
New Delhi – (110067) Member
19. Shri U.N.V. Rao (I.P.S.)
Chairman
Urivi Vikram Charitable Trust
2 Floor, Community Facility
Complex, Raghbir Nagar
New Delhi – 110 027 Member
20. Shri Subba Rao
Director
National Youth Project
Department of Youth & Sports
Shastri Bhavan
New Delhi – 110 001 Member
21. Adviser
SD & WP Division
Planning Commission
New Delhi – 110 001 **Member-Secretary**

2. The Terms of Reference of the Sub – Group will be as follows :

- i) to review the existing on-going policies and programmes meant for the welfare and development of Adolescent Girls and Boys, both in the governmental and non-governmental sectors and assess their impact on improving the status of the Target Groups, especially that of the Adolescent Girls;
- ii) to identify the priority areas and groups; existing gaps, weaknesses and bottlenecks in the implementation of on-going programmes; and take note of the emerging problems/situations in the changing socio-economic scenario like juvenile delinquency/vagrancy, drug addiction, prostitution etc., and suggest necessary interventions for the welfare and development of the Target Group with a special focus on the Adolescent Girls.

- iii) to review the functioning of the existing administrative structures and mechanisms both at the Central and State levels and suggest changes, if necessary;
 - iv) to review the physical and financial achievements in relation to the target set under various programmes for the welfare and development of Adolescent Girls and Boys during the Ninth Plan and project programmes-wise requirements, both physical and financial, in the Tenth Five Year Plan (2002-07).
3. The Sub-Group shall submit its Report **positively by 31 March, 2001.**
4. The expenditure on TA/DA of the Government Officials for attending the Meetings of the above said Sub-Group will be borne by the Department / Ministry Organisation to which the Officers belong to. Non-official members will be entitled to TA/DA as admissible to Grade-I Officers of the Government of India and the same will be paid by the Planning Commission.

Sd/-
(T.R. Meena)
Deputy Secretary (Admn.)
Tele. No. 3714078

To

Chairman and all Members of the Steering Committee.

Some Important actions/ Programmes made towards 9th Five Year Plan Strategy are :

S.No.	Ninth Plan Strategy	Progress made/Action
i.	To finalize the draft 'National Policy for Empowerment of Women	<p>Committee on Empowerment of Women was constituted in March, 1997 by Lok Sabha to review the progress of empowering women from time to time. The Committee has, so far, reviewed the progress of the development schemes for rural women.</p> <p>A Task Force on Women and Children was constituted in August, 2000 to review all the related aspects of empowering women, besides drafting a programme for celebrating 2001 as 'Year of Women's Empowerment'. It has been decided to constitute 2 sub-groups of the Task Force to consider the laws concerning women. The first sub-group will look at the laws implemented by DWCD and other amendments concerning violence against women and the second sub-group at the laws relating to Labour.</p> <p>A group of Ministers was set up in July, 2000 to examine / finalize the proposal of the formulation of a National Policy on Empowerment of Women.</p> <p>The Policy document was finally approved by the Cabinet on 20 th March 2001.</p>
ii.	To legislate reservation of not less than 1/3 seats for women in the Lok Sabha and in the State Legislative Assemblies and thus ensure adequate representation of women in decision making.	<p>The Reservation Bill is under consideration of Parliament.</p>
iii.	To adopt an integrated approach towards empowering women through effective convergence of existing services, financial and human resources, and infrastructure in both women-specific and women-related sectors	<p>As a first step in this direction the Integrated Women's Empowerment Programme (IWEP) was approved by the CCEA in February 2001, replacing the IMY. The programme will aim at converging all the women related and women specific programmes of the federal and provincial governments at the Block</p>

Level. The programme shall be implemented in 650 Blocks to begin with. Detailed operational guidelines for the programmes have already been issued. This is the first major initiative for inter- sectoral convergence of programmes and resources at the ground level.

Various other initiatives for intra-sectoral convergence have also been taken by different Ministries /Departments.

A view of the implementation of Women's Component Plan in August, 2000 has brought forth that – i) a few Central Ministries / Departments like Health and Family Welfare, Education, Labour, Agriculture, Rural Development, Urban Affairs and Employment, Small Scale and Agro Industries, Non-conventional Energy Sources, Science and Technology are already channelising the flow of funds / benefits to women; and (ii) States like Karnataka, Kerala, Gujarat and Himachal Pradesh also made initiatives of earmarking funds under Women's Component Plan.

iv. To adopt a special strategy of "Women's Component Plan" to ensure funds / benefits flow to women from other relevant sectors; and

v. To organize women into Self Help Groups and thus mark the beginning of a major process of empowering women.

To organize women into Self-Help Groups (SHGs) and equip them with the services of awareness generation and income generation through training, employment, credit and marketing linkages to small women entrepreneurs etc., programmes, like Indira Mahila Yojana (IMY) now recast as Integrated Women's Empowerment project (IWEP) and Rural Women's Employment and Development (RWDEP) have been launched. Of the total Ninth Plan target of 50000 more than 37000 groups were set up benefiting about 8 lakh women.

vi. Accord high priority to reproductive child health-care;

Very high priority is given to this problem through RCH and ICDS schemes

vii. Universalize the on-going supplementary feeding programmes viz. Special Nutrition and Mid-Day Meals;

This shall be universalized by the end of Ninth Five Year Plan

viii	Ensure easy and equal access to education for women and girls through the commitments of the Special Action Plan of 1998;	The Sarva Siksha Abhiyan has further committed to provide useful and quality elementary education to all children in the 6 –14 age group by 2010.
ix	Initiate steps to eliminate gender bias in all educational programmes;	Many text books and other reading materials have been screened to eliminate gender bias
x	Institute plans for free education for girls upto college level, including professional courses;	Many State Governments have made the education free for girls at all levels
Xi	Equip women with necessary skills in modern upcoming trades which could keep them gainfully engaged besides making them economically independent and self-reliant; and	A number of programmes are being run for this purpose
Xii	Increase access to credit through setting up of a Development Bank for Women Entrepreneurs in small and tiny sectors.	The corpus of Rashtriya Mahila Kosh is being enhanced for this purpose

Sl. No.	Name of the Scheme	FINANCIAL PERFORMANCE (Rs. in crores)												PHYSICAL PERFORMANCE							
		Ninth Plan		Annual Plans										Units	Ninth Plan (1997-2002)		Annual Plans				
		1997-2002		1997-98		1998-99		1999-2000		2000-01		2001-02			Targets	Likely Ach.	Achievements				
		Outlays	Likely Exp.	BE	Actuals	BE	Actuals	BE	Actuals	BE	Actuals	BE	Likely Exp.				(1997-98)	(1998-99)	(1999-2000)	(2000-01)	(2001-02)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)
11	Mahila Samridhi Yojana(MSY)	63.15	43.51	40.00	0.15	40.00	17.45	2.04	1.96	15.00	15.95	8.00	8.00			NON QUANTIFIABLE					
12	Women Empowerment Project	1.27	0.78	0.00	0.27	1.09	0.00	0.50	0.50	1.43	0.00	0.01	0.01			NON QUANTIFIABLE					
13	Condensed Courses of Education and Vocational Training for Women	45.60	19.54	9.00	5.60	9.00	8.79	9.00	1.65	1.50	1.50	2.00	2.00	No. of Courses	4020	3753	1049	306	591	1557	250
14	Socio-Economic Programme	26.42	4.67	15.99	2.67	9.00	0.00	5.00	0.00	1.00	1.00	1.00	1.00	No. of units	2004	50	0	0	0	0	50
15	Awareness Generation Project for Rural and Poor Women	15.63	10.92	2.25	0.38	2.25	2.14	4.00	2.60	1.80	1.80	4.00	4.00	No. of Camps	13110	12166	1714	2235	795	3422	4000
16	GIA to Voluntary Organisation through CSWB and strengthen of its Field Organisations	70.03	53.36	7.01	8.03	14.00	14.00	14.00	2.33	14.00	14.00	15.00	15.00			NON QUANTIFIABLE					
17	Distance Education	3.60	2.81	0.00	0.00	0.01	0.90	1.02	0.00	1.41	1.41	0.50	0.50			NON QUANTIFIABLE					
18	National Resource Centre for Women(NRCW)	3.02	2.00	2.00	0.00	2.00	0.00	0.01	0.00	1.00	0.00	2.00	2.00			NON QUANTIFIABLE					
19	Women's Empowerment Year 2001	--	11.96	--	--	--	--	--	--	0.00	0.96	11.00	11.00			NON QUANTIFIABLE					
20	Schemes for Women in difficult circumstances	--	6.00	--	--	--	--	--	--	--	--	6.00	6.00			NON QUANTIFIABLE					
	Total - b	579.39	396.50	124.15	58.65	142.10	90.60	92.36	51.77	90.87	84.69	110.79	110.79								
c.	Grant-in-Aid and Other Schemes																				
1.	GIA to Research Publication & Monitoring	2.95	3.30	0.25	0.24	0.50	0.50	0.70	0.50	0.50	0.56	1.50	1.50	No. of new Studies	80	92	12	27	12	16	25
2.	Organisation awareness to Voluntary Organisation	1.00	0.05	0.20	0.04	0.20	0.00	0.20	0.00	0.20	0.00	0.01	0.01	No. of Vol. Organ.	320	23	23	0	0	0	
3.	Organisational Awareness in the field of women and child development	1.00	0.89	0.20	0.00	0.20	0.20	0.20	0.19	0.20	0.25	0.25	0.25			NON QUANTIFIABLE					
4.	Information and Mass Media	9.75	8.97	1.25	1.10	1.25	1.17	2.00	1.32	2.00	1.88	3.50	3.50	No. of Radio prog. No. of Video film Duplication of films	78 62 30	52 40 10	13 2 0	13 2 0	Info not supplied by Sec.	18 20	
5.	NEMA	1.43	0.00	0.00	0.00	0.00	0.00	0.30	0.00	0.01	0.00	Scheme dropped				NON QUANTIFIABLE					
6.	Information Technology	0.50	1.48	0.00	0.00	0.00	0.00	0.50	0.50	0.50	0.48	0.50	0.50			NON QUANTIFIABLE					
	Total - c	16.63	14.69	1.90	1.38	2.15	1.87	3.90	2.51	3.41	3.17	5.76	5.76								
	Total - I (a+b+c)	990.22	586.60	184.49	71.99	199.05	144.52	167.18	87.10	136.10	114.50	168.49	168.49								
II	CENTRALLY SPONSORED SCHEMES																				
1	Integrated Child Development Services(ICDS)	4980.00	4530.16	479.40	608.58	603.14	795.84	855.76	880.15	935.00	1047.59	1198.00	1198.00	No. of Projects	5652	5652	4200	4370	4665	5010	5652
2	World Bank Assisted ICDS Projects	1163.79	883.68	214.50	153.27	331.95	139.65	231.00	230.75	180.00	140.01	220.00	220.00								
3	Indira Mahila Yojana(IMY)	165.00	21.60	0.00	0.00	10.00	0.00	10.00	0.00	18.00	2.10	19.50	19.50	No. of Blocks	650	650	200	200	238	650	650
4	Rural Women's Development and Empowerment Project	102.94	36.00	19.30	0.00	19.30	8.00	12.81	5.00	15.00	8.00	15.00	15.00	No. of Districts No. of SHGs	34 12140	34 14750	0 0	12 0	0 750	34 12000	0 2000
5	Balika Samridhi Yojana	390.00	188.63	0.00	60.00	60.00	42.66	40.00	39.97	27.00	21.00	25.00	25.00	No. of Ben. (In lakhs)	53	38.53	12	8.53	8	5	5
	Total - II	6801.73	5660.07	713.20	821.85	1024.39	986.15	1149.57	1155.87	1175.00	1218.70	1477.50	1477.50								
	Total - I + II	7791.95	6246.67	897.69	893.84	1223.44	1130.67	1316.75	1242.97	1311.10	1333.20	1645.99	1645.99								

Sl. No.	Name of the Scheme	FINANCIAL PERFORMANCE (Rs. in crores)												PHYSICAL PERFORMANCE							
		Ninth Plan		Annual Plans										Units	Ninth Plan (1997-2002)		Annual Plans				
		1997-2002		1997-98		1998-99		1999-2000		2000-01		2001-02			Targets	Likely Ach.	Achievements				
		Outlays	Likely Exp.	BE	Actuals	BE	Actuals	BE	Actuals	BE	Actuals	BE	Likely Exp.				(1997-98)	(1998-99)	(1999-2000)	(2000-01)	(2001-02)
(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)		
III	FOOD AND NUTRITION BOARD																				
	Central Sector Scheme																				
1.	Fortification of Milk with Vitamin A	0.76	0.23	0.05	0.02	0.05	0.05	0.10	0.04	0.00	0.02	0.10	0.10	No. of New Daires	16	5	2				3
2.	Research & Development	0.29	0.07	0.10	0.04	0.10	0.03	0.05	0.00	----- Scheme merged -----					----- NON QUANTIFIABLE -----						
3.	Capital Expenditure	0.32	0.60	0.00	0.00	0.00	0.00	0.20	0.20	0.00	0.00	0.40	0.40		----- NON QUANTIFIABLE -----						
4.	Production of Nutrition Food	0.16	0.16	0.16	0.00	0.16	0.16	0.00	----- Scheme dropped -----					----- NON QUANTIFIABLE -----							
5.	Nutrition Education	12.51	9.00	1.60	0.83	1.80	0.87	1.80	1.52	2.90	2.78	3.00	3.00	No. of Dem. Prog.		50579	12940		12273	13986	11380
6.	Implementation of National Nutrition Policy	4.43	0.73	0.40	0.03	0.40	0.06	1.10	0.07	0.00	0.07	0.50	0.50	No of TV/Radio Prog.		95	16	0	39	40	
	Total - III	18.47	10.79	2.31	0.92	2.51	1.17	3.25	1.83	2.90	2.87	4.00	4.00								
IV	Lumpsum Provision for Schemes for the benefit of NE Region & Sikkim	0.00	0.01	0.00	0.00	0.00	0.00	Incl. in the schemes		146.00	Incl. in the schemes	0.01	0.01								
	Grand Total (I-II+III-IV)	7810.42	6257.47	900.00	894.76	1225.95	1131.84	1320.00	1244.80	1460.00	1336.07	1650.00	1650.00								

27 Beneficiary Oriented Schemes for Women Monitored identified by WCD

(i) Ministry of Rural Development

1. Swarnjayanti Gram Swarozgar Yojana (SGSY)

The scheme of Swarnjayanti Gram Swarozgar Yojana (SGSY) came into force with effect from 1.4.1999. Under this programme, the erstwhile programmes viz. Integrated Rural Development Programme(IRDP), Training of Rural Youth for Self Employment (TRYSEM), Development of Women and Children in Rural Areas (DWCRA), Supply of Improved Toolkits to Rural Artisans(SITRA), Ganga Kalyan Yojana(GKY) and Millions Well Scheme(MWS) were integrated. This is a holistic programme covering all aspects of self-employment such as organisation of the poor into self-help groups, training, credit, technology and infrastructure. SGSY has a provision of covering 40% women beneficiaries as Swarnrojgaris. The scheme mainly aims to bring the assisted poor families (Swarozgaris) above the poverty line in three years by providing them income generating assets through a mix of bank credit and government subsidy. This programme is implemented through DRDA and with the active involvement of Panchayati Raj institutions, banks, and the line departments and the NGOs.

(ii) Ministry of Human Resource Development

a. Department of Education

2. Non-Formal Education Centers Exclusively for Girls

This scheme was launched during 1983-84 for children in the age group of 6-14 years. The main aim of the scheme is to develop programmes of non formal education to meet the educational needs of children who are not able to attend formal schools.

(iii) Ministry of Health and Family Welfare

(Department of Family Welfare)

Reproductive & Child Health Programme (RCH)

The RCH Programme is an integrated approach aims at improving the health status of young women and children, which has been going on in the country. The RCH programme incorporate the components relating to child survival and safe motherhood and include two additional components, one relating to sexually transmitted diseases (STD) and other relating to reproductive tract infection (RTI). The RCH programme is a composite programme incorporating the inputs of the Government of India as well as funding support from external donor agencies. The main objectives of the scheme are:

- integrate all interventions of fertility regulation, maternal and child health with reproductive health of both men and women;
- provide services which will be client centred, demand driven, high quality and based on the needs of the community
- upgrade the level of facilities for providing various interventions and quality of care.
- improving the outreach of services primarily for the vulnerable groups of population who have till now been effectively left out of the planning process.

The scheme of RCH has following programmes:

Universal Immunisation against tetanus for mothers, Measles, DPT, Polio and BCG for children

Prophylaxis against Nutritional Anemia under which Iron Folic Acid Tablets are provided to women and children.

Training of Dais caters to the needs of trained Birth Attendants pregnant and nursing mothers and for safe delivery of the babies

(iv) Ministry of Social Justice and Empowerment

6. Schemes for Hostels for Scheduled Caste/Scheduled Tribe Girls

Both the schemes are in operation since 1961. Details of these schemes are as under:

a. Hostels for SC Girls

To provide hostel facilities to Scheduled Caste Girls studying in middle school, higher secondary school, colleges and Universities, construction of Hostels is one of the means to enable and encourage girl students belonging to SC community to strive towards attainment of quality education. Such hostels are immensely beneficial to students of SC communities hailing from rural and remote areas as such students can avail of best of the educational facilities available mainly in urban areas. The scheme ensures adequate enrolment of Scheduled Caste girls in educational institutions, particularly, at the school stage.

b. Hostel for Scheduled Tribe Girls

This programme also plans to ensure adequate enrolment of Tribal girls in the educational institutions. The scheme ensures adequate enrolment of Scheduled Tribes girls in educational institutions, particularly, at the school stage.

v) Ministry of Labour

7. Women's Vocational Training Programme

Launched in 1977, three Institutes namely, National Vocational Training Institute (NVTI) for Women at NOIDA; and Regional Vocational Training Institutes (RVTIs) for Women at Mumbai and Bangalore have been set up for offering skill training facilities to women so as to enable them find employment in industry as semi-skilled / skilled labourers; or instructors in vocational institutes; or engage in income generating activities / self-employment. Women candidates pass in matriculation or 10th class examination of 10+2 system (class XIIth pass in selected cases) or equivalent are eligible for admission to the basic skill programme.

8. Diversification/Expansion of Vocational Training Programme RVTI, Trivandrum (1983)

Vocational training facilities have been established under this scheme by setting up of an Regional Vocational Training Institute (RVTI) at Trivandrum. In this Institute, 5 units of basic level courses and 3 units of advanced level courses are being conducted to impart vocational training to girls/women. Women candidates passed matriculation or 10th class of 10+2 system or equivalent are eligible for basic training scheme.

9. Establishment of RVTI at Hissar (Haryana) (1986-87)

A regional Vocational Training Institute was set up at Hissar and the institute is running courses of Secretarial Practice and Electronics.

10. Establishment of Placement Cells at NVTI/RVTIs.

The scheme envisages setting up of Placement Cells in the existing institutions in order to perform functions which will assist in placing trained women in the jobs/self-employment and to take follow-up activities for evaluation of occupational abilities of the ex-trainees. Women trainees who successfully undertake training in any of the regular training courses at NVTI/RVTI.

11. a) Establishment of Additional Regional Vocational Training Institutes (RVTIs) for Women at Calcutta, Tura and Munnar

The scheme envisaged expanding vocational training activities by setting up of three Regional Vocational Training Institutes (RVTIs) at Calcutta, Tura and Munnar to establish training facilities for basic skill and advanced and post advanced skills. While The RVTIs at Calcutta and Tura have been established, RVTI at Munnar (Kerala) is to be set up. Women candidates passed matriculation or 10 th class of 10+2 system (class XIIth pass in selected cases) or equivalent are eligible for basic skill programme.

Under this scheme grant-in-aid is extended for taking up action oriented projects for the benefit of child and women labour.

b)Setting up of new Regional Vocational Training Institutes :

The scheme aims at expanding vocational training facilities for basic, advanced & post advanced skill by setting up of 4 new Regional Vocational Training Institutes for Women with Work Bank assistance at Indore, Vadodara, Jaipur and Allahabad.

12. a) Strengthening of NVTI/RVTIs(Mumbai and Bangalore)

The scheme envisages strengthening the training activities of the NVTI/RVTIs by extending facilities for training in non-conventional courses under women's Vocational Training Programme in the existing institutes at national Vocational Training Institute (NVTI) at Mumbai and Bangalore.

b) Strengthening of NVTI/RVTIs

The scheme envisages strengthening the training activities of the NVTI/RVTIs by extending facilities for training in non-conventional courses under women's Vocational Training Programme in the existing institutes at National Vocational Training Institute (NVTI), Noida and Regional Vocational Training Institutes at Mumbai, Bangalore, Trivandrum, Hissar, Calcutta & Tura and also strengthening of method & development wing at NVTI.

13. Strengthening of Women Cell at DGE&T Headquarters/ Creation of Directorate at New Delhi

The scheme envisages strengthening of the existing Women's Cell in DGE&T headquarters and monitoring the progress of implementation of plan schemes relating to women training. Further the scheme aims to strengthen the system of implementation of monitoring of the training schemes and to create additional posts as required.

14. Grant-in-aid to the State Government

(i) Establishment of new ITIs for Women and Strengthening of new women's ITIs/Wings

The scheme aims to expand the Women's Vocational Training Programme both quantitatively and qualitatively, to meet the growing skilled and semi-skilled man power requirement for Industry/Service sector/domestic income generating industries and self employment. The scheme targets to expand the skill training facilities for women and to make the women employable in the industry as semi-skilled worker

15. Vocational Rehabilitation of Women with Disabilities :

The scheme aims to coordinate with various Government and non-government organisations to promote speedy rehabilitation of the disabled women by providing training, job and self-employment services. Vocational Rehabilitation Centres for Handicapped, under the Government of India, Ministry of Labour are at 17 places. VRC at Vadodara is exclusively for women and the other Centres assist both men and women with disabilities.

Department of Women and Child Development

16. Hostels for Working Women

Under the scheme of construction/expansion of hostel building for working women with a Day Care Centre financial assistance is given to voluntary organisations, local bodies and cooperative institutions engaged in the field of women's/social welfare/women's education. The objective of the Scheme is to provide cheap and safe hostel accommodation to employed working living out of their homes. The target beneficiaries are single working women, widows, and divorcee, separated and working women whose husbands are out of town. Women getting training for employment and girl students studying in post- school professional courses are also eligible to stay in the hostel.

17. Setting up of Employment-cum-Income Generation-cum-Production Units (NORAD)

The programme launched in 1982-83 with assistance from NORAD (Norwegian Agency for Development Cooperation). The programme promotes training of women in mostly non-traditional trades and seeks to ensure their employment towards improving the lives of poor women. Under this programme, financial assistance is given to Women's Development Corporations, public sector/autonomous bodies and Social Organisations to organise training programmes.

18. Condensed Courses of Education for Adult Women

With the objective of providing basic education and skills to needy women to benefit widows, destitute, deserted and women belonging to economically backward classes, the scheme was launched by the Central Social Welfare Board during the year 1958.

Under the scheme, grant is given to conduct courses of two year duration for passing primary/middle/ matric level examinations and one year course for matric failed candidates (women) of 15+ age group.

19. Socio-economic Programme

The Socio-Economic Programme endeavours to provide employment opportunities on full/ part time basis to women who are destitute, widows, deserted or with physical disabilities to supplement their family income. The scheme has two types of components for assistance under this programme as follows:

- **Agro-based Units**

Assists voluntary organisations for setting up agro-based units like dairy, poultry and piggery etc..

- **Production Units**

Setting up of production units which can provide part time jobs to women, particularly of marginalised sections.

20. Awareness Generation Projects for Rural & Poor Women

This programme aims to identify the needs of rural and poor women and generate awareness among them about their rights and handling of social issues. Since 1993-94, special emphasis has been given under this scheme to encourage participation of women in Panchayati Raj institutions and learn their role in the National Integration & Communal Harmony.

21. Short Stay Homes

This scheme was launched in 1969 to provide temporary shelter to women and girls who are under physical and moral danger; are without any means of subsistence; facing exploitation and/or litigation on account of marital disputes; victims of mental maladjustment, emotional disturbances and social ostracism etc.

22. Mahila Samridhi Yojana (MSY)

The scheme has been merged with the recast IMY known as Integrated Women's Empowerment Programme (IWEP).

23. Support to Training and Employment Programme for Women (STEP)

This scheme was launched in 1987 to train poor and assetless women with new skills and techniques in the traditional sectors, such as, agriculture, animal husbandry, dairying, fisheries, handlooms, handicrafts, khadi and village industries etc. towards enhancing their productivity and income levels. Women beneficiaries are organised into viable and cohesive groups or co-operatives. A comprehensive package of services is provided to help women become economically empowered.

Since the inception of the programme, about 4,91,795 women have been covered under 95 projects launched in the States of Andhra Pradesh, Bihar, Gujrat, Haryana, Himachal Pradesh, Kerala, Karnataka, Orissa, Madhya Pradesh, Maharashtra, Manipur, Nagaland, Tamil Nadu, Tripura, Uttar Pradesh and West Bengal.

24. Rashtriya Mahila Kosh (RMK)

The Rashtriya Mahila Kosh (RMK) was set up as a Registered Society under the Societies Registration Act, 1860, sponsored by the Department of Women & Child Development on 30 th March, 1993. The main objective of RMK is to facilitate credit support or micro-finance to poor women, as an instrument of socio-economic change and development. RMK mainly channelises its support through Non-Governmental Organisations, Women Development Corporations, Women Cooperative Societies, Indira Mahila Block Samities under the Indira Mahila Yojana and suitable State Government agencies.

Since its creation in 1993, RMK has established itself as the premier micro-credit agency of the country and its success can be gauged by the geographical spread of its credit delivery system and its partnership with about 800 NGO in the country.

25. Crèche/Day Care Centers for Children of Working and Ailing Mothers

This programme has been in operation since 1975. The scheme provides day care services, including nutrition, to children in the age group of 0-5 years. The facilities are extended to the children of working women belonging to economically backward sections working as casual, agricultural and construction labour in remote, rural and urban slums. Children of sick women also get the benefit of this programme.

26. Integrated Child Development Services (ICDS) Scheme

Launched in 1975, the Integrated Child Development Services (ICDS) scheme, country's largest programme, aims to improve the nutritional and health status of pre-school children, pregnant women and nursing mothers through providing a package of services including Supplementary Nutrition, Pre-school education, Immunization, Health Check-up, Referral Services and Nutrition & Health Education. In addition, the Scheme envisages effective convergence of inter-sectoral services in the anganwadi centres.

The ICDS Scheme has now come to be regarded as the most viable vehicle for achieving the goals set for in the National Plan of Action for Children. These, inter-alia, include reduction of Infant Mortality Rate (IMR) to less than 60 per thousand, reduction in Child Mortality Rate (CMR) to less than 10 per thousand, reduction in Maternal Mortality Rate by at least 50 percent, reduction in severe and moderate malnutrition among children under 5 by at least 50% and universal enrolment and retention in primary schools.

The Scheme targets the most vulnerable groups of population including children upto 6 years of age belonging to poorest of the poor families and those living in disadvantaged areas including backward rural areas, tribal areas and urban slums. In addition to children below six years of age, ICDS also takes care of the essential needs of pregnant women and nursing mothers residing in socially and economically backward villages and urban slums. The identification of beneficiaries is done through surveying the community and identifying the families living below the poverty line.

(vi) Ministry of Science & Technology

Department of Science and Technology

27. Science and Technology for Women

Recognizing that Science and Technology have an important role to play in balanced development and it can contribute to a higher standard of living with improved opportunities for health care, education and employment, a scheme of Science and Technology for Women was started in Sixth Five Year Plan(1981). The main objectives of the scheme are to promote research, development and adaptation of technology to improve the life, working conditions and opportunities for gainful employment of women, especially in rural areas, and to increase the contribution of women to science and technology and development.

B. Schemes of Department of Women and Child Development

1. Education Work for Prevention of Atrocities on Women

The programme of Assistance to Voluntary Organisations for Education Work for Prevention of Atrocities on Women which was started in 1982, extends financial assistance to research and academic institutions like Universities, Colleges, Women's study centres and

institutions of higher learning etc. and Voluntary Organisations conducting legal literacy camps and para-legal workers training and for various items of education work, propoganda, publicity and research work such as production of publicity materials, research studies on particular aspects of violence/atrocities on women, award for best films, short stories, poems and other creative efforts etc.

2. Women Empowerment Project (WEP)

Women Empowerment Project (WEP) has been launched in September, 1998 for training for women empowerment in Maharashtra with the financial assistance of UNFPA. This project is undergoing with a total cost of Rs.2.20 crore for a period of two years. This project is fully funded by external aid.

3. General Grants-in Aid to Voluntary Organisations through C.S.W.B and for Strengthening its field organisations.

This multifaceted programme provides for financial assistance to Voluntary Organisations for rendering welfare services to women, children, aged and infirm, handicapped and other special groups through various programmes such as Mahila Mandal, W.E.P.(CD), W.W. Hostel, Border Area Project, Demonstration Project (Balwadi), Voluntary Action Bureau/FCC, Innovative Schemes etc. In addition, expenditure on activities like Field Counselling & Inspections, Evaluation & Statistics/Data Bank and Admn. Expenditure of Central and State boards are also covered.

4. Balika Samridhhi Yojana (BSY)

The Balika Samridhhi Yojana (BSY) is a scheme to raise the status of the girl child and to bring about a positive change in the society's attitude towards her. The first component of the BSY was launched on 2 October, 1997. Under this, the mother of a girl child born on or after 15 August, 1997 in a family living below the poverty line was given a grant of Rs. 500/-. The benefits and means of delivery have been redesigned in the current financial year. The post-delivery grant of Rs.500/- per girl child (up to two girls born in a family living below the poverty line) will now be deposited in an interest-bearing account in a bank or post office in the name of the girl child. In the same account will be deposited annual scholarships ranging from Rs.300/- for Class I to Rs.1000/- for Class X when the girl starts going to school. The matured value of the deposits (along with interest) will be payable to the girl child on her attaining the age of 18 years and having remained unmarried till then.

The scheme was implemented in 1997-98 and 1998-99 as a Central Sector Scheme and grants were released to district-level implementing agencies such as DRDAs and DUDAs. The scheme has been converted into a Centrally Sponsored Scheme with effect from the current financial year (1999-2000). Grants for implementation of the scheme revised as above are being released to the State Governments/ Union Territory Administrations.

5. Distance Education Programme and Functionaries Working in the field of Women's Development and Empowerment

The Department has launched a project called "Empowering Women's Self Help Groups - A Certificate Programme for Development Practitioners" through Indira Gandhi National Open University (IGNOU). The main objective of the Project is to introduce a certificate course through 268 study centers of IGNOU and creation of awareness among rural women about various programmes being run by the Central Government as well as the State Government so that they could get benefit from these welfare programmes.

IGNOU has designed the basis software, including the training module, and has started enrolling participants to the Course. The programme will be initially in English and Hindi languages. There would be 7 training cycles in English and 5 cycles in Hindi during the next 5 years. ISRO is providing satellite linkage for at least 80 hours per year for this programme and is arranging some of the Hardware-related support. The Department of Women & Child Development is to provide the required funds for the programme and also extend its existing expertise in this area to IGNOU. The nominees of this Department will be inducted in the programme without any fee. The programme will be open to employees of various Government bodies, NGOs and Students. The project also covers the installation of 150 units of receiving terminals with TV facilities and 250 new telephone connections at the identified centres.

6. Indira Mahila Yojana (IMY)- now recast as Integrated Women's Empowerment Project (IWEP)

The Indira Mahila Yojana (IMY) is a programme launched by the Government of India in August 1995 as a central sector project for the holistic empowerment of women. The vision of IMY is to develop empowered women who will:

- ♣ Demand their rights from family, community and government;
- ♣ Have increased access to and control over material, social and political resources;
- ♣ Have enhanced awareness and improved skills; and
- ♣ Be able to raise issues of common concern through mobilisation and networking.

It is premised on recognition of the fact that empowerment is a multifaceted process. It seeks to achieve this by the following objectives:

- To generate awareness among women by disseminating information and knowledge, so as to bring about an attitudinal change;
- To help women achieve economic strength through micro-level income generating activities; and
- To establish convergence of various services such as literacy, health, non-formal education, rural development, water supply, entrepreneurship etc.

The IMY is based on the idea of the strength of the Self-Help Group. The development of Indira Mahila Kendras (IMKs) at the Anganwadi level and also recognising other groups under the adult literacy programmes, health programme and integrating them with or associating them with the IMKs at the Anganwadi level would provide the grassroots level organisations for women for various interaction. It has been proved by several experiments in different parts of the country that women's groups become a very strong medium for accessing various information and also for bringing about attitudinal changes on various matters. The groups become a very strong mechanism for empowering women with information, knowledge and resources.

It is proposed to expand Indira Mahila Yojana (IMY) to 650 blocks during the Ninth Five Year Plan and to also merge MSY with recast IMY. A joint evaluation of IMY scheme was conducted during 1997-98. Based on the study, the IMY is being re-cast and expanded to 650 blocks during Ninth Plan.

7. National Resource Centre for Women (NRCW)

Based upon the recommendations made in the National Perspective Plan for Women 1988-2000 A.D. and the report of the National Commission on Self Employed Women and

Women in Informal Sector, the Department has been considering the proposal of setting up of a National Resource Centre for Women as an autonomous body. The objectives of the Centre will be to :

9. orient and sensitize elected representatives, policy planners, administrators, members of the judiciary, police, bankers etc. towards gender issues;
10. facilitate leadership training for grass root level workers, newly elected panchayat leaders, members, of NGOs etc;
11. create an information base and disseminate information in the fields of women's development and also facilitate generation of data on contemporary issues of women in development;
12. facilitate and coordinate the monitoring and evaluation of existing Government programmes relating to women development;
13. undertake and coordinate policy and programme related research on women's development;
 - i) provide networking facilities to institutions and individuals actively engaged in the field of women's development;
14. Strengthen institutional capacity of Department of Women and Child Development in relation to planning and implementation processes, which are gender sensitive and participatory;
15. assimilate the gender perspective in policies, planning, implementation and monitoring in selected sectors;
16. undertake advocacy and provide policy support on women's issues; and
17. take up all or any other activity for the holistic development of women.

18. National Commission for Women (NCW)

The National Commission for a Women (NCW), set up in 1992, has initiated multifarious activities during the year in accordance with the functions laid down in the National Commission for Women Act, 1990. The major objectives of NCW are (i) to investigate, examine and review all matters relating to the safeguards provided for women under the Constitution (ii) review of the implementation of both women-specific and women related legislations and suggest amendments wherever needed and (iii) to function as an agency to keep surveillance and facilitate redressal of grievances of women.

The Constitution is reviewing the constitutional provisions and the Acts which has direct bearing on women and discriminate women. Expert committees have been set up to examine and review the provisions of various legislative measures affecting women.

The main function of the Commission, according to the NCW Act , is to safeguard the rights of women in the country. The Commission noted with great concern that the women were increasingly being denied their rights, as evinced by the rising trend of crimes against women, reported by the National Crimes Records Bureau. According to the report of the Bureau for year 1996, there was an increase of 5.9 per cent over 1995 in the number of crimes reported against women. Highest rise was reported in the percentage of "sexual harassment" i.e. 17.7 percent. Next in order was "torture" i.e. 13.2 percent, followed by dowry deaths 8.3 percent.

With a view to combating the rising wave of crimes against women, the NCW has initiated a multipronged strategy consisting of :

- Generation of legal awareness among women (and masses in general), thus equipping them with the knowledge of their legal rights ;
- Assisting women in redressal of their grievances through a Complaints, Pre-litigation and Counselling Cell, set up in the Commission ;
- Facilitating speedy delivery of justice to women by organizing Parivarik Mahila Lok Adalats in different parts of the country ;
- Review of the existing provisions of the Constitution and other laws affecting women and recommending amendments thereto, suggesting remedial legislative measures to plug any lacunae and make up for inadequacies or shortcomings in such legislations.

9. Rural Women's Development and Empowerment Project - Swa-shakti

The Rural Women's Development and Empowerment Project - SWA-Shakti has been sanctioned on 16.10.1998 as a Centrally-sponsored project for a period of 5 years and an estimated outlay of Rs.186.21 crore. In addition, an amount of Rs.5 crore is being provided, over the project period but outside the project outlay, for facilitating setting up, in the project states, of Revolving Funds for giving interest-bearing loans to beneficiary groups primarily during their initial formative stage.

The overall objective of the project is to strengthen the processes, and create an environment, for empowerment of women. Its specific objectives are:

- i) Establishment of between 7400 and 12000 self-reliant women's self-help-groups (SHGs) having 15-20 members each, which will improve the quality of their lives, through greater access to, and control over, resources.
- ii) Sensitizing and strengthening the institutional capacity of support agencies to pro-actively address women's needs.
- iii) Developing linkages between SHGs and lending institutions to ensure women's continued access to credit facilities for income generation activities.
- iv) Enhancing women's access to resources for better quality of life, including those for drudgery reduction and time-saving devices;
- v) Increased control of women, particularly poor women, over income and spending, through their involvement in income generation activities which will indirectly help in poverty alleviation.

The project covers parts of 6 states viz. Bihar, Gujarat, Haryana, Karnataka, M.P. and U.P. The implementing agencies are the Women Development Corporation of the concerned states in Bihar, Haryana and Karnataka, Gujarat Women's Economic Development Corporation in Gujarat, Mahila Arthik Vikas Nigam in Madhya Pradesh and Mahila Kalyan Nigam in Uttar Pradesh, who actively associate NGOs in the implementation tasks. The Government of India in the form of grants-in-aid provides funds needed by the implementing agencies.

A substantial part of the outlay for the project will become available as soft-term loan/credit to the Government of India from IFAD and World Bank. The entire credit needs of the beneficiaries will be met from institutional sources. Funds needed for setting up of the Revolving Funds in project states will be provided by the Govt.of India itself.

ANNEXURE - VIII

Sex Ratio of Total Population and Child Population in the Age Group 0-6 : 1991 and 2001

State/UT Code	India/States Union Territories*	Sex ratio (females per 1,000 males)					
		Total Population		Child population in the Population aged 7 age group 0 -6 and above			
		1991	2001	1991	2001	1991	2001
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
	INDIA	927	933	945	927	923	935
1.	Jammu & Kashmir	N.A.	900	N.A.	937	N.A.	894
2.	Himachal Pradesh	976	970	951	897	980	981
3.	Punjab	882	874	875	793	883	886
4.	Chandigarh*	790	773	899	845	772	763
5.	Uttaranchal	936	964	948	906	933	976
6.	Haryana	865	861	879	820	862	869
7.	Delhi*	827	821	915	865	810	813
8.	Rajasthan	910	922	916	909	908	925
9.	Uttar Pradesh	876	898	927	916	863	895
10.	Bihar	907	921	953	938	895	916
11.	Sikkim	878	875	965	986	860	858
12.	Arunachal Pradesh	859	901	982	961	829	888
13.	Nagaland	886	909	993	975	865	899
14.	Manipur	958	978	974	961	955	981
15.	Mizoram	921	938	969	971	911	932
16.	Tripura	945	950	967	975	940	947
17.	Meghalaya	955	975	986	975	947	974
18.	Assam	923	932	975	964	910	926
19.	West Bengal	917	934	967	963	907	929
20.	Jharkhand	922	941	979	966	908	936
21.	Orissa	971	972	967	950	972	976
22.	Chatisgarh	985	990	984	975	986	992
23.	Madhya Pradesh	912	920	941	929	905	918
24.	Gujarat	934	921	928	878	936	927
25.	Daman & Diu*	969	709	958	925	971	682
26.	Dadra & Nagar Haveli*	952	811	1013	973	937	779
27.	Maharashtra	934	922	946	917	931	923
28.	Andhra Pradesh	972	978	975	964	972	980
29.	Karnataka	960	964	960	949	960	966
30.	Goa	967	960	964	933	967	964
31.	Lakshadweep *	943	947	941	974	943	943
32.	Kerala	1036	1058	958	963	1049	1071
33.	Tamil Nadu	974	986	948	939	978	992
34.	Pondicherry*	979	1001	963	958	982	1007
35.	Andaman & Nicobar Islands*	818	846	973	965	790	830

Note :

1. While working out sex ratio of child population for 1991 Census in the age group 0-6 and population aged 7 and above for India, the population in the age group 0-6 and population aged 7 and above of areas of Gujarat and Himachal Pradesh affected by natural calamities have been excluded. The details of affected areas are given in Note numbers 2 and 3 below.
2. To make the data comparable with Census of India, 2001 the proportion of child population for 1991 Census in the age group 0-6 and population aged 7 and above shown against Himachal Pradesh for 1991 excludes population in the age group 0-6 and population aged 7 and above of Kinnaur district where population enumeration of Census of India, 2001, could not be conducted due to natural calamity.
3. To make the data comparable with Census of India, 2001, the proportion of child population for 1991 Census in the age group 0-6 and population aged 7 and above shown against Gujarat excludes and population data of entire Kachchh district, Morvi, Maililya-Miyana and Wankaner talukas of Rajkot District and Jodiya taluka of Jamnagar district of Gujarat State where population enumeration of Census of India, 2001, could not be conducted due to natural calamity.

Source : Census of India 2001, "Provisional Population Totals"

ANNEXURE - IX

Ranking of States and Union Territories by Literacy Rate and Sex : 2001

Rank	Person	Male		Females		
		India/State/Union Territories *	Literacy rate	India/State/Union territories *	Literacy rate	India/State/Union territories *
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1.	Kerala	90.92	Kerala	94.20	Kerala	87.86
2.	Mizoram	88.49	Lakshadweep*	93.15	Mizoram	86.13
3.	Lakshadweep*	87.52	Mizoram	90.69	Lakshadweep*	81.56
4.	Goa	82.32	Pondicherry*	88.89	Chandigarh*	76.65
5.	Delhi*	81.82	Goa	88.88	Goa	75.51
6.	Chandigarh*	81.76	Daman & Diu*	88.40	A&N Islands*	75.29
7.	Pondicherry*	81.49	Delhi*	87.37	Delhi*	75.00
8.	A & N Islands*	81.18	Maharashtra	86.27	Pondicherry*	74.13
9.	Daman & Diu*	81.09	A&N Islands*	86.07	Daman & Diu*	70.37
10.	Maharashtra	77.27	Himachal Pradesh	86.02	Himachal Pradesh	68.08
11.	Himachal Pradesh ²	77.13	Chandigarh*	85.65	Maharashtra	67.51
12.	Tripura	73.66	Uttaranchal	84.01	Tripura	65.41
13.	Tamil Nadu	73.47	Tamil Nadu	82.33	Tamil Nadu	64.55
14.	Uttaranchal	72.28	Tripura	81.47	Punjab	63.55
15.	Gujarat ³	69.97	Gujarat	80.50	Nagaland	61.92
16.	Punjab	69.95	Haryana	79.25	Sikkim	61.46
17.	Sikkim	69.68	Manipur	77.87	Meghalaya	60.41
18.	West Bengal	69.22	Chhatisgarh	77.86	Uttaranchal	60.26
19.	Manipur	68.87	West Bengal	77.58	West Bengal	60.22
20.	Haryana	68.59	Madhya Pradesh	76.80	Manipur	59.70
21.	Nagaland	67.11	Sikkim	76.73	Gujarat	58.60
22.	Karnataka	67.04	Rajasthan	76.46	Karnataka	57.45
	INDIA 1	65.38	Karnataka	76.29	Haryana	56.31
23.	Chhatisgarh	65.18	Orissa	75.95	Assam	56.03
24.	Assam	64.28	INDIA	75.85	INDIA	54.16
25.	Madhya Pradesh	64.11	Punjab	75.63	Chhatisgarh	52.40
26.	Orissa	63.61	Dadar & Nagar Haveli	73.32	Andhra Pradesh	51.17
27.	Meghalaya	63.31	Assam	71.93	Orissa	50.97
28.	Andhra Pradesh	61.11	Nagaland	71.77	Madhya Pradesh	50.28
29.	Rajasthan	61.03	Andhra Pradesh	70.85	Rajasthan	44.34
30.	Dadar & Nagar Haveli*	60.03	Uttar Pradesh	70.23	Arunachal Pradesh	44.24
31.	Uttar Pradesh	57.36	Jharkhand	67.94	Dadar & Nagar Haveli	42.99
32.	Arunachal Pradesh	54.74	Meghalaya	66.14	Uttar Pradesh	42.98
33.	Jammu & Kashmir	54.46	Jammu & Kashmir	65.75	Jammu & Kashmir	41.82
34.	Jharkhand	54.13	Arunachal Pradesh	64.07	Jharkhand	39.38
35.	Bihar	47.53	Bihar	60.32	Bihar	33.57

Note :

- The Literacy rates for India have been worked out by excluding entire Kachchh district, Morvi, Maliya-Miyana and Wankaner talukas of Rajkot district, Jodiya taluka of Jamnagar district of Gujarat State and entire Kinnaur district of Himachal Pradesh where population enumeration of Census of India, 2001, could not be conducted due to natural calamities.
- The Literacy rates for Himachal Pradesh have been worked out by excluding entire Kinnaur district as population enumeration of Census of India, 2001 could not be conducted there due to natural calamity.
- The rates for Gujarat have been worked out by excluding entire Kachchh district, Morvi, Maliya-Miyana and Wankaner talukas of Rajkot district, Jodiya taluka of Jamnagar district of Gujarat State where population enumeration of Census of India, 2001, could not be conducted due to natural calamity.

Source : Census of India, 2001, "Provisional Population Totals".

PLAN OUTLAYS AND EXPENDITURE - DEPARTMENT OF WOMEN AND CHILD DEVELOPMENT - MINISTRIES OF HUMAN RESOURCE DEVELOPMENT

(Rs. in crore)

S.No.	Name of the Scheme	Ninth Plan 1997-2002 Outlays	A N N U A L P L A N S											Likely Exp. during 1997-2001 (col.6+9+12+14)	Balance for A.P. 2001-02 (Col. 3-15)	ANNUAL PLAN	
			1997-98			1998-99			1999-2000			2000-2001				2001-2002	
			BE	RE	Actuals	BE	RE	Actuals	BE	RE	Actuals	Outlays	R.E.			Proposed	Recommended
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)
A.	<u>WOMEN AND CHILD SPECIFIC DEPARTMENT</u>																
	<u>Department of Women and Child Development.</u>																
I.	<u>CENTRAL SECTOR SCHEME</u>																
A.	Welfare & Development of Children																
1.	Creches / Day Care Centres for children of working Ailing Mothers	36.05	7.50	7.15	6.05	7.50	7.50	7.50	5.00	3.85	3.85	4.50	5.00	22.40	13.65	23.05	7.00
2.	National Crech Funds for Child Care Schemes	0.03	0.94	0.01	0.00	1.00	0.00	0.00	0.01	0.01	0.00	0.01	0.01	0.01	0.02	20.00	1.00
3.	Balsevika Training Programme	0.64	0.45	0.45	0.44	0.20	0.20	0.11	0.00	0.00	0.00	0.00	0.00			scheme	dropped
4.	Training of ICDS Functionaries	329.29	40.00	20.00	4.29	40.00	40.00	40.00	60.00	35.00	25.54	35.00	35.00	104.83	224.46	60.00	35.00
5.	National Institute of Public Co-operation & Child Development (NIPCCD)	15.29	3.00	2.07	1.19	2.60	2.60	2.60	3.50	3.42	3.42	1.50	3.79	11.00	4.29	2.45	2.45
6.	Early Childhood Education	1.40	0.50	0.50	0.00	0.50	0.50	0.40	0.40	0.40	0.00	0.30	0.30	0.70	0.70	0.30	0.30
7.	Balwadi Nutrition Programme (BNP)	6.50	6.05	2.05	0.00	3.00	3.00	1.44	2.00	1.00	0.00	0.50	1.00	2.44	4.06	0.50	0.50
	Total - A	389.20	58.44	32.23	11.97	54.80	53.80	52.05	70.91	43.68	32.81	41.81	45.10	141.38	247.18	106.30	46.25
B.	Welfare & Development of Women																
1.	Hostel for working Women	51.25	7.75	7.75	7.50	7.75	7.75	7.73	7.75	7.75	7.08	7.02	7.02	29.33	21.92	7.02	7.02
2.	Setting up of Employment & Income Generation Training cum Production Centres for Women (NORAD)	88.98	18.00	17.00	13.98	18.00	18.00	17.48	15.00	13.00	12.64	13.00	15.00	59.10	29.88	15.00	13.00
3.	Support to Training cum Employment Programme(STEP)	88.32	16.00	16.00	14.93	16.00	16.00	16.07	15.00	15.00	13.46	13.00	15.00	59.46	28.86	15.00	13.00
4.	Short Stay Homes (SSH)	55.64	2.75	2.60	2.47	10.00	4.00	3.00	13.52	8.51	6.75	12.00	6.73	18.95	36.69	6.75	6.75
5.	Education Work for Prevention of Atrocities Against Women	1.50	0.30	0.30	0.30	0.30	0.30	0.30	0.30	0.30	0.30	0.20	0.20	1.10	0.40	0.30	0.20
6.	Programme Monitoring & Evaluation unit	1.20	0.15	0.15	0.02	0.15		0.00	0.20		0.00	0.50	--			Funds merged	with Res.Prog.
7.	National Commission for Women	16.25	2.00	2.50	2.50	2.50	2.75	2.75	3.50	3.25	3.25	3.50	4.54	13.04	3.21	5.52	3.50
8.	National Credit Fund for Women (RMK)	46.00	0.89	0.01	0.00	10.00	1.00	0.00	0.01	0.01	0.00	3.00	75.00	75.00	-29.00	150.00	0.00
9.	Common Wealth Meeting Strengthening of WD Bureau	1.50	0.00	0.00	0.00	0.00	0.00	0.00	1.50	0.50	0.50	1.50	1.50	2.00	-0.50	Scheme	discontinued
10.	Creation of Office of the Commissioner for Rights of Women	0.03	0.01	0.01	0.00	0.01	0.00	0.00	0.01	0.01	0.00	0.01	0.01	0.01	0.02	Scheme	Discontinued
11.	Mahila Samridhi Yojana(MSY)	63.15	40.00	38.50	0.15	40.00	20.00	17.32	2.04	2.04	1.82	15.00	23.13	42.42	20.73	Merge	with IMY

(Rs. in crore)

S.No.	Name of the Scheme	Ninth Plan 1997-2002 Outlays	A N N U A L P L A N S											Likely Exp. during 1997-2001 (col.6+9+12+14) (15)	Balance for A.P. 2001-02 (Col. 3-15) (16)	ANNUAL PLAN	
			1997-98			1998-99			1999-2000			2000-2001				2001-2002	
			BE	RE	Actuals	BE	RE	Actuals	BE	RE	Actuals	Outlays	R.E.			Proposed	Recommended
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)
12	Integrated Empowerment Project	1.27	0.00	0.27	0.27	1.09	0.50	0.00	0.50	0.50	0.50	1.43	0.15	0.92	0.35	0.50	0.50
13	Condensed Courses of Education and Vocational Training for Women	45.60	9.00	9.00	5.60	9.00	9.00	8.79	9.00	1.65	1.65	1.50	7.87	23.91	21.69	8.00	1.50
14	Socio-Economic Programme	26.42	15.99	10.00	2.67	9.00	2.00	0.00	5.00	0.01	0.00	1.00	1.00	3.67	22.75	5.00	1.00
15	Awareness Generation Project for Rural and Poor Women	15.63	2.25	2.10	0.38	2.25	2.25	2.14	4.00	3.00	2.60	1.80	3.20	8.32	7.31	4.00	1.80
16	GIA to Voluntary Organisation through CSWB and strengthen of its Field Organisations	70.03	7.01	7.01	8.03	14.00	14.00	14.00	14.00	12.25	2.33	14.00	20.66	45.02	25.01	19.25	15.00
	Total - B	572.77	122.10	113.20	58.80	140.05	97.55	89.58	91.33	67.78	52.88	88.46	181.01	382.27	190.50	236.34	63.27
	C. Grant-in-Aid and Other Schemes																
1.	GIA to Research Publication & Monitoring	2.95	0.25	0.25	0.24	0.50	0.50	0.50	0.70	0.50	0.50	0.50	0.80	2.04	0.91	1.10	0.50
2.	Organisation awareness to Voluntary Organisation	1.00	0.20	0.20	0.04	0.20	0.20	0.00	0.20	0.20	0.00	0.20	0.20	0.24	0.76	0.20	0.20
3.	Organisational Awareness in the field of women and child development	1.00	0.20	0.20	0.00	0.20	0.20	0.20	0.20	0.20	0.19	0.20	0.20	0.59	0.41	0.40	0.20
4.	Information and Mass Media	9.75	1.25	1.20	1.10	1.25	1.25	1.17	2.00	2.00	2.00	2.00	3.00	7.27	2.48	3.00	2.00
	Total - C	14.70	1.90	1.85	1.38	2.15	2.15	1.87	3.10	2.90	2.69	2.90	4.20	10.14	4.56	4.70	2.90
	Total - I (A + B + C)	976.67	182.44	147.28	72.15	197.00	153.50	143.50	165.34	114.36	88.38	133.17	230.31	534.34	442.33	347.34	112.42
	II. CENTRALLY SPONSORED SCHEMES																
1.	Integrated Child Development Services(ICDS)	4980.00	479.40	600.00	608.35	603.14	768.41	795.84	855.76	855.76	881.46	935.00	#####	3485.98	1494.02	1307.85	1100.00
2.	Indira Mahila Yojana(IMY)	165.00	0.00	0.00	0.00	0.00	0.01	0.00	10.00	0.02	0.00	18.00	3.50	3.50	161.50	33.15	10.00
3.	World Bank Assisted ICDS Projects	1163.79	214.50	214.50	153.27	229.59	140.00	139.65	231.00	231.00	230.75	180.00	180.00	703.67	460.12	280.00	200.00
4.	Rural Women's Development and Empowerment Project	102.94	0.00	1.00	0.00	0.00	8.00	8.00	12.81	5.00	5.00	15.00	8.00	21.00	81.94	20.00	15.00
5.	National Resource Centre for Women(NRCW)	3.02	2.00	1.50	0.00	2.00	1.00	0.00	0.01	0.01	0.00	1.00	1.00	1.00	2.02	4.00	1.00
6.	Balika Samridhi Yojana	390.00	0.00	60.00	60.00	60.00	60.00	42.66	40.00	40.00	40.00	27.00	27.00	169.66	220.34	50.00	30.00
	Total - II	6804.75	695.90	877.00	821.62	894.73	977.42	986.15	#####	#####	1157.21	1176.00	#####	4384.81	2419.94	1695.00	1356.00
	Total (I + II)	7781.42	878.34	1024.28	893.77	1091.73	1130.92	1129.65	#####	#####	1245.59	1309.17	#####	4919.15	2862.27	2042.34	1468.42

NATIONAL POLICY FOR THE EMPOWERMENT OF WOMEN 2001

INTRODUCTION

The principle of gender equality is enshrined in the Indian Constitution in its Preamble, Fundamental Rights, Fundamental Duties and Directive Principles. The Constitution not only grants equality to women, but also empowers the State to adopt measures of positive discrimination in favour of women.

1.2 Within the framework of a democratic polity, our laws, development policies, Plans and programmes have aimed at women's advancement in different spheres. From the Fifth Five Year Plan (1974 – 78) onwards, there has been a marked shift in the approach to women's issues from welfare to development. In recent years, the empowerment of women has been recognized as the central issue in determining the status of women. The National Commission for Women was set up by an Act of Parliament in 1990 to safeguard the rights and legal entitlements of women. The 73rd and 74th Amendments (1993) to the Constitution of India have provided for reservation of seats in the local bodies of Panchayats and Municipalities for women, laying a strong foundation for their participation in decision making at the local levels.

1.3 India has also ratified various international conventions and human rights instruments committing to secure equal rights of women. Key among them is the ratification of the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW) in 1993.

1.4 The Mexico Plan of Action (1975), the Nairobi Forward Looking Strategies (1985), the Beijing Declaration as well as the Platform for Action (1995) and the Outcome Document adopted by the UNGA Session on Gender Equality and Development & Peace for the 21 st century, titled "Further actions and initiatives to implement the Beijing Declaration and the Platform for Action" have been unreservedly endorsed by India for appropriate follow up.

1.5 The Policy also takes note of the commitments of the Ninth Five Year Plan and the other Sectoral Policies relating to empowerment of Women.

1.6 The women's movement and a wide-spread network of non-Government Organisations which have strong grassroots presence and deep insight into women's concerns have contributed in inspiring initiatives for the empowerment of women.

1.7 However, there still exists a wide gap between the goals enunciated in the Constitution, legislation, policies, plans, programmes and related mechanisms on the one hand and the situational reality of the status of women in India, on the other. This has been analyzed extensively in the Report of the Committee on the Status of Women in India, "Towards Equality", 1974 and highlighted in the National Perspective Plan for Women, 1988-2000, the Shramshakti Report, 1988 and the "Platform for Action, Five Years After – An assessment".

1.8 Gender disparity manifests itself in various forms , the most obvious being the trend of continuously declining female ratio in the population in the last few decades. Social stereotyping and violence at the domestic and societal levels are some of the other manifestations. Discrimination against girl children, adolescent girls and women persists in parts of the country.

1.9 The underlying causes of gender inequality are related to social and economic structure, which is based on informal and formal norms, and practices.

1.10 Consequently, the access of women particularly those belonging to weaker sections including Scheduled Castes/Scheduled Tribes/Other backward Classes and minorities, majority of whom are in the rural areas and in the informal, unorganized sector – to education, health and productive resources, among others, is inadequate. Therefore, they remain largely marginalized, poor and socially excluded.

Goal and Objectives

1.11 The goal of this Policy is to bring about the advancement, development and empowerment of women. The Policy will be widely disseminated so as to encourage active participation of all stakeholders for achieving its goals. Specifically, the objectives of this Policy include :

- i) Creating an environment through positive economic and social policies for full development of women to enable them to realize their full potential;
- ii) The de-jure and de-facto enjoyment of all human rights and fundamental freedom by women on equal basis with men in all spheres- political, economic, social, cultural and civil;
- iii) Equal access to participation and decision making of women in social, political and economic life of the nation;
- iv) Equal access to women to health care, quality education at all levels, career and vocational guidance, employment, equal remuneration, occupational health and safety, social security and public office etc.;
- v) Strengthening legal systems aimed at elimination of all forms of discrimination against women;
- vi) Changing societal attitudes and community practices by active participation and involvement of both men and women;
- vii) Mainstreaming a gender perspective in the development process;
- viii) Elimination of discrimination and all forms of violence against women and the girl child; and
- viii) Building and strengthening partnerships with civil society, particularly women's organisations.

Policy Prescriptions

Judicial Legal Systems

2.1 Legal-judicial system will be made more responsive and gender sensitive to women's needs, especially in cases of domestic violence and personal assault. New laws will be enacted and existing laws reviewed to ensure that justice is quick and the punishment meted out to the culprits is commensurate with the severity of the offence.

2.2 At the initiative of and with the full participation of all stakeholders including community and religious leaders, the Policy would aim to encourage changes in personal laws such as those related to marriage, divorce, maintenance and guardianship so as to eliminate discrimination against women.

2.3 The evolution of property rights in a patriarchal system has contributed to the subordinate status of women. The Policy would aim to encourage changes in laws relating to ownership of property and inheritance by evolving consensus in order to make them gender just.

Decision Making

3.1 Women's equality in power sharing and active participation in decision making, including decision making in political process at all levels will be ensured for the achievement of the goals of empowerment. All measures will be taken to guarantee women equal access to and full participation in decision making bodies at every level, including the legislative, executive, judicial, corporate, statutory bodies, as also the advisory Commissions, Committees, Boards, Trusts etc. Affirmative action such as reservations/quotas, including in higher legislative bodies, will be considered whenever necessary on a time bound basis. Women – friendly personnel policies will also be drawn up to encourage women to participate effectively in the developmental process.

Mainstreaming a Gender Perspective in the Development Process

4.1 Policies, programmes, and systems will be established to ensure mainstreaming of women's perspectives in all developmental processes, as catalysts, participants and recipients. Wherever there are gaps in policies and programmes, women specific interventions would be undertaken to bridge these. Coordinating and monitoring mechanisms will also be devised to assess from time to time the progress of such mainstreaming mechanisms. Women's issues and concerns as a result will specially be addressed and reflected in all concerned laws, Sectoral policies, plans and programmes of action.

Economic Empowerment of Women

Poverty Eradication

5.1 Since women comprise the majority of the population below the poverty line and are very often in situations of extreme poverty, given the harsh realities of intra-household and social discrimination, macro economic policies and poverty eradication programmes will specifically address the needs and problems of such women. There will be improved implementation of programmes which are already women oriented with special targets for women. Steps will be taken for mobilization of poor women and convergence of services, by offering them a range of economic and social options, along with necessary support measures to enhance their capabilities.

Micro Credit

5.2 In order to enhance women's access to credit for consumption and production, the establishment of new, and strengthening of existing micro-credit mechanisms and micro-finance institution will be undertaken so that the outreach of credit is enhanced. Other supportive measures would be taken to ensure adequate flow of credit through extant financial institutions and banks, so that all women below poverty line have easy access to credit.

Women and Economy

5.3 Women's perspectives will be included in designing and implementing macro-economic and social policies by institutionalizing their participation in such processes. Their contribution to socio-economic development as producers and workers will be recognized in the formal and informal sectors (including home based workers) and appropriate policies relating to employment and to her working conditions will be drawn up. Such measures could include :

- a) Reinterpretation and redefinition of conventional concepts of work wherever necessary e.g. in the Census records, to reflect women's contribution as producers and workers.
- b) Preparation of satellite and national accounts.
- c) Development of appropriate methodologies for undertaking (i) and (ii) above.

Globalization

5.4 Globalization has presented new challenges for the realization of the goal of women's equality, the gender impact of which has not been systematically evaluated fully. However, from the micro-level studies that were commissioned by the Department of Women and Child Development, it is evident that there is a need for re-framing policies for access to employment and quality of employment. Benefits of the growing global economy have been unevenly distributed leading to wider economic disparities, the feminization of poverty, increased gender inequality through often deteriorating working conditions and unsafe working environment especially in the informal economy and rural areas. Strategies will be designed to enhance the capacity of women and empower them to meet the negative social and economic impacts, which may flow from the globalization process.

Women and Agriculture

5.5 In view of the critical role of women in the agriculture and allied sectors, as producers, concentrated efforts will be made to ensure that benefits of training, extension and various programmes will reach them in proportion to their numbers. The programmes for training women in soil conservation, social forestry, dairy development and other occupations allied to agriculture like horticulture, livestock including small animal husbandry, poultry, fisheries etc. will be expanded to benefit women workers in the agriculture sector.

Women and Industry

5.6 The important role played by women in electronics, information technology and food processing and agro industry and textiles has been crucial to the development of these sectors. They would be given comprehensive support in terms of labour legislation, social security and other support services to participate in various industrial sectors.

5.6 Women at present cannot work in night shift in factories even if they wish to. Suitable measures will be taken to enable women to work in night shift in factories. This will be accompanied with support services for security, transportation etc.

Support Services

5.8 The provision of support services for women, like child care facilities, including crèches at work places and educational institutions, homes for the aged and the disabled will be expanded and improved to create an enabling environment and to ensure their full cooperation in social, political and economic life. Women-friendly personnel policies will also be drawn up to encourage women to participate effectively in the development process.

Social Empowerment of Women

Education

6.1 Equal access to education for women and girls will be ensured. Special measures will be taken to eliminate discrimination, universalize education, eradicate illiteracy, create a gender-sensitive educational system, increase enrolment and retention rates of girls and improve the quality of education to facilitate life-long learning as well as development of vocational / technical skills by women. Reducing the gender gap in secondary and higher education would be a focus area. Sectoral time targets in existing policies will be achieved, with a special focus on girls and women, particularly those belonging to weaker sections including the Scheduled Castes/Scheduled Tribes/Other Backward Classes/Minorities. Gender sensitive curricula would be developed at all levels of educational system in order to address sex stereotyping as one of the causes of gender discrimination.

Health

6.2 A holistic approach to women's health which includes both nutrition and health services will be adopted and special attention will be given to the needs of women and the girl at all stages of the life cycle. The reduction of infant mortality and maternal mortality, which are sensitive indicators of human development, is a priority concern. This policy reiterates the national demographic goals for infant Mortality Rate (IMR), Maternal Mortality Rate (MMR) that are set out in the National Population Policy 2000. Women should have access to comprehensive, affordable and quality health care. Measures will be adopted that take into account the reproductive rights of women to enable them to exercise informed choices, their vulnerability to sexual and health problems together with endemic, infectious and communicable diseases such as malaria, TB and water borne diseases as well as hypertension and cardio-pulmonary diseases. The social, developmental and health consequences of HIV/AIDS and other sexually transmitted diseases will be tackled from a gender perspective.

6.3 To effectively meet problems of infant and maternal mortality, and early marriage, the availability of good and accurate data at micro level on deaths, birth and marriages is required. Strict implementation of registration of births and deaths would be ensured and registration of marriages would be made compulsory.

6.4 In accordance with the commitment of the National Population Policy (2000) to population stabilization, this Policy recognizes the critical need of men and women to have access to safe, effective and affordable methods of family planning of their choice and the need to suitably address the issues of early marriage and spacing of children. Interventions such as spread of education, compulsory registration of marriage and special programmes like Balika Samridhi Yjana should impact on delaying the age of marriage so that by 2010 child marriages are eliminated.

6.5 Women's traditional knowledge about health care and nutrition will be recognized through proper documentation and its use will be encouraged. The use of Indian and alternative systems of medicine will be enhanced within the framework of overall health infrastructure available for women.

Nutrition

6.6 In view of the high risk of malnutrition and disease that women face at all the three critical stages viz, infancy and childhood, adolescent and reproductive phase, focused attention would be paid to meeting the nutritional needs of women at all stages of the life cycle. This is also important in view of the critical link between the health of adolescent girls, pregnant and lactating women with the health of infant and young children. Special efforts will be made to tackle the problem of macro and micro nutrient deficiencies especially amongst pregnant and lactating women as it leads to various diseases and disabilities.

6.7 Intra-household discrimination in nutritional matters vis-à-vis girls and women will be sought to be ended through appropriate strategies. Widespread use of nutrition education would be made to address the issues of intra – household imbalances in nutrition and the special needs of pregnant and lactating women. Women's participation will also be ensured in the planning, superintendence and delivery of the system.

Drinking Water and Sanitation

6.8 Special attention will be given to the needs of women in the provision of safe drinking water, sewage disposal, toilet facilities and sanitation within accessible reach of households, especially in rural area and urban slums. Women's participation will be ensured in the planning, delivery and maintenance of such services.

Housing and Shelter

6.9 Women's perspectives will be included in housing policies, planning of housing colonies and provision of shelter both in rural and urban areas. Special attention will be given for providing adequate and safe housing and accommodation for women including single women, heads of households, working women, students, apprentices and trainees.

Environment

6.10 Women will be involved and their perspectives reflected in the policies and programmes for environment, conservation and restoration. Considering the impact of environmental factors on their livelihoods, women's participation will be ensured in the conservation of the environment and control of environmental degradation. The vast majority of rural women still depend on the locally available non-commercial sources of energy such as animal dung, crop waste and fuel wood. In order to ensure the efficient use of these energy resources in an environmental friendly manner, the Policy will aim at promoting the programmes of non-conventional energy resources. Women will be involved in spreading the use of solar energy, biogas, smokeless chulahs and other rural application so as to have a visible impact of these measures in influencing eco system and in changing the life styles of rural women.

Science and Technology

6.11 Programmes will be strengthened to bring about a greater involvement of women in science and technology. These will include measures to motivate girls to take up science and technology for higher education and also ensure that development projects with scientific and technical inputs involve women fully. Efforts to develop a scientific temper and awareness will also be stepped up. Special measures would be taken for their training in areas where they have special skills like communication and information technology. Efforts to develop appropriate technologies suited to women's needs as well as to reduce their drudgery will be given a special focus too.

Women in Difficult Circumstances

6.12 In recognition of the diversity of women's situations and in acknowledgement of the needs of specially disadvantaged groups, measures and programmes will be undertaken to provide them with special assistance. These groups include women in extreme poverty, destitute women, women in conflict situations, women affected by natural calamities, women in less developed regions, the disabled widows, elderly women, single women in difficult circumstances, women heading households, those displaced from employment, migrants, women who are victims of marital violence, deserted women and prostitutes etc.

Violence against Women

7.1 All forms of violence against women, physical and mental, whether at domestic or societal levels, including those arising from customs, traditions or accepted practices shall be dealt with effectively with a view to eliminate its incidence. Institutions and mechanisms / schemes for assistance will be created and strengthened for prevention of such violence, including sexual harassment at work place and customs like dowry; for the rehabilitation of the victims of violence and for taking effective action against the perpetrators of such violence. A special emphasis will also be laid on programmes and measures to deal with trafficking in women and girls.

Rights of the Girl Child

8.1 All forms of discrimination against the girl child and violation of her rights shall be eliminated by undertaking strong measures both preventive and punitive within and outside the family. These would relate specifically to strict enforcement of laws against prenatal sex selection and the practices of female foeticide, female infanticide, child marriage, child abuse and child prostitution etc. Removal of discrimination in the treatment of the girl child within the family and outside and projection of a positive image of the girl child will be actively fostered. There will be special emphasis on the needs of the girl child and earmarking of substantial investments in the areas relating to food and nutrition, health and education, and in vocational education. In implementing programmes for eliminating child labour, there will be a special focus on girl children.

Mass Media

9.1 Media will be used to portray images consistent with human dignity of girls and women. The Policy will specifically strive to remove demeaning, degrading and negative conventional stereotypical images of women and violence against women. Private sector partners and media networks will be involved at all levels to ensure equal access for women particularly in the area of information and communication technologies. The media would be encouraged to develop codes of conduct, professional guidelines and other self regulatory mechanisms to remove gender stereotypes and promote balanced portrayals of women and men.

Operational Strategies

Action Plans

10.1 All Central and State Ministries will draw up time bound Action Plans for translating the Policy into a set of concrete actions, through a participatory process of consultation with Centre/State Departments of Women and Child Development and National/State Commissions for Women. The Plans will specifically including the following :-

- i) Measurable goals to be achieved by 2010.
- ii) Identification and commitment of resources.
- iii) Responsibilities for implementation of action points.
- iv) Structures and mechanism to ensure efficient monitoring, review and gender impact assessment of action points and policies.
- v) Introduction of a gender perspective in the budgeting process.

10.2 In order to support better planning and programme formulation and adequate allocation of resources. Gender Development Indices (GDI) will be developed by networking with specialized agencies. These could be analyzed and studied in depth. Gender auditing and development of evaluation mechanisms will also be undertaken along side.

10.3 Collection of gender disaggregated data by all primary data collecting agencies of the Central and State Governments as well as Research and Academic Institutions in the Public and Private Sectors will be undertaken. Data and information gaps in vital areas reflecting the status of women will be sought to be filled in by these immediately. All Ministries/Corporations/Banks and financial institutions etc. will be advised to collect, collate, disseminate and maintain/publish data related to programmes and benefits on a gender disaggregated basis. This will help in meaningful planning and evaluation of policies.

Institutional Mechanisms

11.1 Institutional mechanisms, to promote the advancement of women, which exist at the Central and State levels, will be strengthened. These will be through interventions as may be appropriate and will relate to, among others, provision of adequate resources, training and advocacy skills to effectively influence macro-policies, legislation, programmes etc. to achieve the empowerment of women.

11.2 National and State Councils will be formed to oversee the operationalisation of the Policy on a regular basis. The National Council will be headed by the Prime Minister and the State Councils by the Chief Ministers and will be broad in composition having representatives from the concerned Departments/Ministries, National and State Commissions for Women, Social Welfare Boards, representatives of Non-Government Organizations, Women's Organisations, Corporate Sector, Trade Unions, financing institutions, academics, experts and social activists etc. These bodies will review the progress made in implementing the Policy twice a year. The National Development Council will also be informed of the progress of the programme undertaken under the policy from time to time for advice and comments.

11.3 National and State Resource Centres on women will be established with mandates for collection and dissemination of information, undertaking research work, conducting surveys, implementing training and awareness generation programmes, etc. These Centres will link up with Women's Studies Centres and other research and academic institutions through suitable information networking systems.

11.4 While institutions at the district level will be strengthened, at the grassroots, women will be helped by Government through its programmes to organize and strengthen into Self-Help Groups (SHGs) at the Anganwadi/Village/Town level. The women's groups will be helped to institutionalize themselves into registered societies and to federate at the Panchayat/Municipal level. These societies will bring about synergistic implementation of all the social and economic development programmes by drawing resources made available through Government and Non-Government channels, including banks and financial institutions and by establishing a close interface with the Panchayats/Municipalities.

Resource Management

12.1 Availability of adequate financial, human and market resources to implement the Policy will be managed by concerned Departments, financial credit institutions and banks, private sector, civil society and other connected institutions. This process will include :

- a) Assessment of benefits flowing to women and resource allocation to the programmes relating to them through an exercise of gender budgeting. Appropriate changes in policies will be made to optimize benefits to women under these schemes;
- b) Adequate resource allocation to develop and promote the policy outlined earlier based on (a) above by concerned Departments.
- c) Developing synergy between personnel of Health, Rural Development, Education and Women & Child Development Department at field level and other village level functionaries'
- d) Meeting credit needs by banks and financial credit institutions through suitable policy initiatives and development of new institutions in coordination with the Department of Women & Child Development.

12.2 The strategy of Women's Component Plan adopted in the Ninth Plan of ensuring that not less than 30% of benefits/funds flow to women from all Ministries and Departments will be implemented effectively so that the needs and interests of women and girls are addressed by all concerned sectors. The Department of Women and Child Development being the nodal Ministry will monitor and review the progress of the implementation of the Component Plan from time to time, in terms of both quality and quantity in collaboration with the Planning Commission.

12.3 Efforts will be made to channelise private sector investments too, to support programmes and projects for advancement of women.

Legislation

13.1 The existing legislative structure will be reviewed and additional legislative measures taken by identified departments to implement the Policy. This will also involve a review of all existing laws including personal, customary and tribal laws, subordinate legislation, related rules as well as executive and administrative regulations to eliminate all gender discriminatory references. The process will be planned over a time period 2000-2003. The specific measures required would be evolved through a consultation process involving civil society, National Commission for Women and Department of Women and Child Development. In appropriate cases the consultation process would be widened to include other stakeholders too.

13.2 Effective implementation of legislation would be promoted by involving civil society and community. Appropriate changes in legislation will be undertaken, if necessary.

13.3 In addition, following other specific measures will be taken to implement the legislation effectively :-

- a) Strict enforcement of all relevant legal provisions and speedy redressal of grievances will be ensured, with a special focus on violence and gender related atrocities.
- b) Measures to prevent and punish sexual harassment at the place of work, protection for women workers in the organized/unorganized sector and strict enforcement of relevant laws such as Equal Remuneration Act and Minimum Wages Act will be undertaken;
- c) Crimes against women, their incidence, prevention, investigation, detection and prosecution will be regularly reviewed at all Crime Review fora and Conferences at the Central, State and District levels. Recognized, local, voluntary organizations will be authorized to lodge complaints and facilitate registration, investigations and legal proceedings related to violence and atrocities against girls and women;
- d) Women's Cells in Police Stations, Women Police Stations, family Courts, Mahila Courts, Counselling Centres, Legal Aid Centres and Nyaya Panchayats will be strengthened and expanded to eliminate violence and atrocities against women;
- e) Widespread dissemination of information on all aspects of legal rights, human rights and other entitlements of women, through specially designed legal literacy programmes and rights information programmes will be done.

Gender Sensitization

14.1 Training of personnel of executive, legislative and judicial wings of the State, with a special focus on policy and programmes framers, implementation and development agencies, law enforcement machinery and the judiciary, as well as non-governmental organizations will be undertaken. Other measures will include :

- a) Promoting societal awareness to gender issues and women's human rights;
- b) Review of curriculum and educational materials to include gender education and human rights issues;
- c) Removal of all references derogatory to the dignity of women from all public documents and legal instruments;
- d) Use of different forms of mass media to communicate social messages relating to women's equality and empowerment.

Panchayati Raj Institutions

15.1 The 73rd and 74th Amendments (1993) to the Indian Constitution have served as a breakthrough towards ensuring equal access and increased participation in political power structure for women. The PRIs will play a central role in the process of enhancing women's participation in public life. The PRIs and the local self Governments will be actively involved in the implementation and execution of the National Policy for Women at the grassroots level.

Partnership with the voluntary sector organizations

16.1 The involvement of voluntary organizations, associations, federations, trade unions, non-governmental organizations, women's organizations, as well as institutions dealing with education, training and research will be ensured in the formulation, implementation, monitoring and review of all policies and programmes affecting women. Towards this end, they will be provided with appropriate support related to resources and capacity building and facilitated to participate actively in the process of the empowerment of women.

International Cooperation

17.1 The Policy will aim at implementation of international obligations/commitments in all sectors on empowerment of women such as the Convention on All Forms of Discrimination Against Women (CEDAW), Convention on the Rights of the Child (CRC), International Conference on Population and Development (ICDD+5) and other such instruments. International, regional and sub-regional cooperation towards the empowerment of women will continue to be encouraged through sharing of experiences, exchange of ideas and technology, networking with institutions and organisations and through bilateral and multi-lateral partnerships.

Salient Features of the UN Convention on the Rights of the Child (1990)

- ARTICLE 1: A child means every human being below the age of 18 years.
- ARTICLE 2: State shall respect and ensure the rights set forth in the present Convention to each child within their jurisdiction and without discrimination of any kind.
- ARTICLE 3: The best interests of the child shall be of primary consideration. State shall take all appropriate legislative and administrative measures to ensure the protection and care of the child.
- ARTICLE 4: State shall undertake all appropriate legislative, administrative, and other measures for the implementation of the rights recognised in the CRC.
- ARTICLE 5 : State shall respect the responsibilities, rights and duties of parents.
- ARTICLE 6: State shall recognise that every child has the inherent right to life. State shall ensure survival and development of the child.
- ARTICLE 7: The child shall be registered immediately after birth and shall have the right from birth to a name, nationality and as far as possible right to know and be cared for by his or her parents.
- ARTICLE 8: Right to preserve his or her identity, nationality, name and family relations.
- ARTICLE 9: A child shall not be separated from his parents.
- ARTICLE 10: Re-unification of a child and his parents, if separated.
- ARTICLE 11: State to take measures to combat the illicit transfer and non return of children abroad.
- ARTICLE 12&13: Right to freedom of expression, subject to certain restrictions.
- ARTICLE 14: Right to freedom of thought, conscience and religion.
- ARTICLE 15: Right to freedom of association and to freedom of peaceful assembly.
- ARTICLE 16: No child shall be subjected to arbitrary or unlawful interference.
- ARTICLE 17: Child should have access to information and material from a diversity of national and international sources.
- ARTICLE 18: Both parents shall have common responsibilities for the upbringing and development of the child.
- ARTICLE 19: State Parties shall: Protect the child from all forms of physical and mental violence, injury or abuse, neglect, maltreatment or exploitation.
- ARTICLE 20: Give special protection and assistance to a child deprived of family environment.

- ARTICLE 21: Ensure the best interest of child in respect of adoption.
- ARTICLE 22: Ensure protection and humanitarian treatment of refugee children.
- ARTICLE 23: Right of a mentally or physically disable child to enjoy a full and decent life, to special care and special needs.
- ARTICLES 24&25: Right of the child to the enjoyment of the highest attainable standard of health and to facilities for the treatment of illness and rehabilitation of health. Right to care, protection or treatment of his physical or mental health.
- ARTICLE 26: Right to benefit from social security.
- ARTICLE 27: Right to a standard of living.
- ARTICLES 28&29: Right to education viz., compulsory and free primary education for all and opportunity to access higher education, and vocational information aimed at developing the child's personality, talents and abilities.**
- ARTICLE 30: State shall not deny the rights of the child belonging to minorities to enjoy his culture, profess and practice his own religion or use his language.
- ARTILCE 31: Right to rest and leisure, play, recreational activities and to participate freely in cultural life and arts.
- ARTICLE 32: Right to be protected from economic exploitation and from performing hazardous work.
- ARTICLE 33: State to take all appropriate measures to protect children from illicit use of narcotic drugs and psychotropic substances.
- ARTICLE 34: Right to protection from all forms of sexual exploitation and sexual abuse.
- ARTICLE 35: State to take measures to prevent the abduction of, the sale or traffic in children.
- ARTICLE 36: Right to protection against all other forms of exploitation prejudicial to any aspects of the child's welfare.
- ARTICLE 37: No child should be subjected to torture, inhuman or degrading treatment or deprived of his liberty.
- ARTICLE 38: State shall ensure that persons who have not attained the age of 15 years do not take a direct part in hostilities, and ensure protection and care of children who are affected by armed conflict.
- ARTICLE 39: State to take appropriate measures to promote physical and psychological recovery of a child victim of exploitation, abuse, torture or armed conflicts.
- ARTICLE 40: Children in conflict with the law should be treated with due regard to their human rights and fundamental freedoms with the objective of promoting the child's reintegration as a constructive member of society.

Rs. 13,758.04 crore suggested by the Steering Committee is less than 2 times. **The proposed increase in the outlay for the Tenth Plan include - i) expansion of the On-going Schemes viz. National Creche Fund; ICDS; ICDS Training; enhancement of honorarium to Anganwadi Workes and Helpers; consequential expenditure due to Universalisation of ICDS; Hostels for Working Women, STEP, NORAD, Rashtriya Mahila Kosh, Integrated Women's Empowerment Programme; and ii) for the New Starts viz. National Children's Commission, Women in Difficult Circumstances and Action Plan for the implementation of the National Policy.**

14.4 As could be noticed from the allocation for Development of Children from Item of 2 Col. 2 of the Table above, the Department has given an over-riding priority to the programmes of child development, instead of having a balanced distribution of resources between 'Empowerment of Women' and 'Development of Children'. As the priorities of the Department stand today, programmes for children alone take away 88.70% of the total resources, while the rest of the 11.30% resources get distributed amongst the Women's Development, Food and Nutrition Board and Other Grant-in-Aid Programmes. This was already pointed in the Mid-Term Appraisal of Ninth Five Year Plan. But, it appears from the figures above (Item 2 of Col. 4) that the Department did not make any efforts even to maintain the level of the Ninth Plan outlay for empowering women. In fact, this is the most appropriate time for the Department to make some earnest efforts in rectifying the present imbalance in the internal resource allocation between the Empowerment of Women and Development of Children. **However, the only possible way for the Department to reduce the burden of the Centre in respect of Development of Children is to consider the suggestion of the Planning Commission and to initiate action to transfer the programme of ICDS to the State Sector, in a phased way, as the commitment of Universalisation is expected to be completed by the end of the Ninth Plan.** To start with i.e. right from the Tenth Plan itself, it would be better to consider the transfer of 1037 projects which was the level achieved by the end of the Sixth Five Year Plan (1984-85). In fact, ICDS has already over-stayed at the Centre for more than 5 Plan periods starting from the Fifth Plan onwards, while the original decision at the time of launching ICDS refers to only for 2 or 3 Plan periods.