

Draft Final Report of the
Working Group on Youth Affairs
and Adolescents' Development
for formulation of
11th Five Year Plan (2007-2012)

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CONTENTS

Chapter	Section	Page
I	INTRODUCTION 1. Background 2. Evolution of National Youth Policy 3. Reports of Commissions/ Committee on Youth 4. Programme Initiatives over the Five Year Plans	1-3 3-5 5-7 7-10
II	DEVELOPMENT OF ADOLESCENTS 1. Background 2. Reviews of Programmes of Ministry of Youth Affairs and Sports during the 10 th Plan 3. Approach for the 11 th Plan 4. Recommendations for the 11 th Five Year Plan 5. Proposed Programmes for Eleventh Plan 6. Proposed Financial Outlay	11-21 21-24 24-25 25-33 33-42 42-44
III	YOUTH DEVELOPMENT 1. Overview of the Schemes 2. Scheme-wise performance during 10 th Plan 3. Youth Development Perspective and Approach for the Eleventh Five Year Plan 4. Programmes for the Eleventh Five Year Plan 5. Financial outlay for 11 th Five-Year Plan	45-46 46-65 65-70 70-90 90-91
IV	INSTITUTIONAL FRAMEWORK	92-95
V	CONCLUSIONS AND RECOMMENDATIONS	96-107
	ANNEXES (Separate Volume to be annexed)	

CHAPTER - I: INTRODUCTION

“India is a young nation. India is a nation of young people. Our youth are ready to work hard for a bright future. Even today, the youth of our country are in search of a bright future. They seek new opportunities and are in search of new possibilities. They are willing to think in new ways. They have no time for old ideas and ideologies. They want to build a new India. We must build a new India of their dreams. I want every one of our youth to walk shoulder to shoulder, and walk forward with us in building a new India. Every young person must have faith in our future. To know that this country will create opportunities for all for the full expression of their talent and skill.”

PM's Independence Day Speech, 2006

“.....In the next few decades India will probably have the world's largest set of young people. Even as other countries begin to age, India will remain a country of young people. That I believe is potentially our great advantage. All demographers tell me that if the proportion of working population to total population increases, that should be reflected in a sharp increase in the country's savings rate. And if we can find productive job opportunities for our working population, that of course would give us a big opportunity to leapfrog in the race for social and economic development and our growth rates should go up..... As I said these youth can be an asset only if we invest in their capabilities Denied this investment, it will become a social and economic liability.

Prime Minister's remarks
at the launch of the Knowledge Commission
August 2, 2005

1. BACKGROUND

1.1 The population of persons below the age of 35 years in India is about 70 percent of the total population. Within this, the population between the age of 10 - 19 years is approximately 225 million, the largest ever cohort of young people to make a transition to adulthood. It is this population of young people, which constitutes, for India, a potential demographic dividend, and/or a challenge of mega proportions if not properly addressed and harnessed. It is this group also that can boost and sustain the economic growth of India seen in absolute terms, on the one hand, and in comparative terms with the other major economies/countries of the world, on the other. A well nurtured and equipped youth cohort will lead to larger productive work participation and consequent growth in the GDP and the well being of the country, and any gaps on this score would make us vulnerable to indeterminable challenges. In this backdrop, while sectoral initiatives geared to socio-economic development will, of course, be of the utmost importance and primacy, inter-alia, to create opportunities for productive employment, income generation, and a healthy workforce, but it will be equally, important to provide the basic foundation and quality of human resource, in terms of the potential participants in the workforce. The requirements for this will transcend sectoral programmes, and would require a variety of interventions and programmes aimed at addressing the youth in a multi-dimensional manner, as individuals and members of the community and society at different levels. This would pertain, both to aspects related to inculcation of attributes geared to physical, mental and

emotional development, and minimizing the vulnerabilities in terms of risky behavior and influences coming through the media and other channels of information and communication, and the multiple other challenges arising from the rapid socio-economic and cultural transformation that is, taking place in the country. Cognizance will also have to be taken in this context, of the fact that the youth of today could in many ways be seen, as a bridging generation between the old and the new, a generation not entirely or substantially imbued with the euphoria and idealism underlying the struggle for independence, but one more concerned with the practical, current day, realities and world around them.

1.2 The issues mentioned above have only been partially addressed so far and, therefore, youth related programmes and interventions have also been characterized by a degree of adhocism, under financing and absence of synergy and linkages with the larger socio-economic development perspective and strategy as it has evolved over the years.

1.3 The evolution of the Ministry of Youth Affairs and Sports (MoYAS) itself is symptomatic and indicative of the position brought out above. The Department of Sports was set up in the context of hosting of 9th Asian Games in New Delhi in 1982. This was followed by the creation of a Department of Youth Affairs & Sports in the Ministry of Human Resource Development, when the United Nations declared 1985 as the International Year of Youth (IYY) with the banner theme “participation, development and peace”. On 17th May 2000, the department was upgraded as a full-fledged Ministry of Youth Affairs & Sports with a Cabinet Minister in-charge of the Ministry. However, this process could also be seen as recognition of the fact that Youth, as a segment of the population requires focused attention (and that “sports” as an identifiable subject, needed to be seen as an integral element of youth development). Accordingly, the MoYAS is also the nodal Ministry for development and empowerment of youth and adolescents in the country. But, its role and responsibilities, in this context, are still not clearly defined, which also inevitably affects its schemes and programmes in terms of their monitorable deliverables and outcomes, on the one hand, and dovetailing them in an integrated framework with programmes of other Ministries, on the other.

1.4 In the context of the formulation of the Eleventh Five Year Plan, the Planning Commission had initially set up a single Working Group for Youth Affairs and Sports and a separate Working Group in respect of development of Adolescents. Later, in the meeting of the Steering Committee of the Planning Commission, it was decided that there should be a single Working Group for Youth and Adolescents and a separate Working Group for Sports. A copy of the Planning Commission Order No.M-12015/5/2006-Edn. dated 13 October, 2006, constituting the Working Group on Youth Affairs and Adolescents Development is enclosed at Annex-I.

1.5 Following the reconstitution of the Working Groups, the first meeting of the Working Group on Youth Affairs was held on 19th October, 2006, in which it was felt that, since Adolescents Development had been looked upon as a distinct subject from the 10th Plan onwards, the Working Group Report and Recommendations in respect of Adolescents may be developed as a separate Chapter / Section of the Report. It was also noted, in this context, that the age group related definitions of adolescents and youth cut across and overlap each

other and that both would, therefore, have to be seen as a part of the larger youth cohort encompassing young people moving out of childhood to adolescence and into young adulthood. But it was also recognized that there are transitions involved, which would call for different, focused, interventions, approaches and strategies. The Working Group in its first meeting held on 19th October, 2006 constituted two Sub-Groups; i.e. Sub-Group on Adolescents Development; and Sub-Group on Youth Affairs. During the deliberations of the Working Group/Sub-Groups it was also considered necessary and appropriate to co-opt certain other members keeping in view their experience in the field of Adolescence / Youth Development. Lists of the members of the Sub-Groups on Adolescence and Youth are enclosed at Annexures – II & III respectively.

1.6 Both the Sub-Groups had a number of meetings and also set up Sub Committees/Drafting Committees. The draft report of the Working Group based on the report of both the Committees was considered in a final meeting of the Working Group on 18th January 2007. After detailed discussions, the present Report has been finalized for presentation to the Planning Commission.

2. EVOLUTION OF NATIONAL YOUTH POLICY

National Youth Policy, 1988

2.1 Although, the importance of Youth in the generic sense had been recognized from the start of the planning process, action to formulate a comprehensive National Youth Policy was first initiated only in 1985, the International Year of Youth. After wide ranging consultations with all concerned, including voluntary youth organizations, a draft National Youth Policy was prepared. It was further discussed in a Conference of State Ministers in charge of Youth Affairs and Sports held in Bangalore in June 1987, and also in the National Youth Advisory Committee. The first National Youth Policy was finally formulated and laid in both Houses of Parliament on 11th November 1988 (in the Rajya Sabha) and 1st December 1988 (in the Lok Sabha).

2.2 The National Youth Policy, 1988 aimed at creating opportunities for the youth to develop their personality and their functional capabilities, and thus make them economically productive and socially useful. The Policy aimed, inter-alia, at inculcating among the youth, respect for the principles and values enshrined in our Constitution, awareness of our historical and cultural heritage, qualities of discipline, self-reliance, justice, fair play, a scientific temper and promotion of world peace. The Policy called for action for awareness building and mass education, training programmes aimed at personality development and character building, physical fitness, fostering contacts between youth from different parts of the country, and providing encouragement to the youth through awards for outstanding work. The Department of Youth Affairs and Sports in the Ministry of Human Resource Development was designated as the Nodal Agency for implementation, monitoring and evaluation of the Policy.

National Youth Policy, 2003

2.3 The present National Youth Policy, 2003 was approved by the Cabinet and was tabled in Parliament in December 2003. The National Youth Policy, 2003 draws upon the elements of the earlier Policy, and reiterates the commitment of the entire nation to the composite and all-round development of the youth of India and to fulfill their legitimate aspirations. The Policy identifies the following thrust areas: -

- (i) Youth Empowerment: Youth ought to have a greater role to play in decision-making mechanisms affecting them, so that they are active participants, both in the process and product of development.
- (ii) Gender Justice: Discrimination on the basis of sex violates the human rights of the individual concerned and the Policy, therefore, stands for the elimination of gender discrimination in every sphere of life.
- (iii) Inter-Sectoral Approach: An inter-sectoral approach is a pre-requisite for dealing with Youth development issues. It advocates the establishment of a coordinating mechanism among the various Central Government Ministries/ Departments and between the Central and State Governments and the Community Based Organisations/Youth Organisations for facilitating convergence in youth related schemes, for developing comprehensive policy initiatives for youth development, and reviewing ongoing activities/schemes.
- (iv) Information & Research Network: The Policy suggests the establishment of a well organized Information and Research Network on issues of concern to the youth so as to facilitate the formulation of appropriate Youth Development Programmes and Strategies.

2.4 The Policy accords priority to rural and tribal youth, out-of-school youth, adolescents, particularly female adolescents, youth with disabilities and Youth under specially difficult circumstances like victims of trafficking, orphans and street children. The Policy also identifies the following eight key sectors of youth concerns: -

- (i) Education; (ii) Training and Employment; (iii) Health and Family Welfare; (iv) Preservation of Environment, Ecology and Wild Life; (v) Recreation and Sports; (vi) Arts and Culture; (vii) Science and Technology; and (viii) Civics and good Citizenship.

2.5 The Youth Policy, 2003 also contemplates the following steps and mechanisms for effective implementation and monitoring:

- (i) All Ministries/Departments of the Union Government and the State Governments, particularly those concerned with the social sectors, should strive to make identifiable allocations in their budgets for youth development programmes;

- (ii) The setting up of a broad based National Committee is contemplated to review and assess various programmes and schemes focusing on youth, and advise the Government on measures required for proper implementation of the Plan of Action under the National Youth Policy;
- (iii) The Union Ministry of Youth Affairs & Sports will be the Nodal Ministry for matters concerning youth development; and for co-ordinating the related activities and programmes of the Central Government Ministries/Departments, the State Governments and Community and Youth Organizations; and
- (iv) Creation of a National Youth Development Fund through contributions from various sources, including Non-Governmental Organizations, which would be utilized for youth development activities.

3. REPORTS OF COMMISSIONS/ COMMITTEES ON YOUTH

National Youth Commission

3.1 The Government of India, through a Resolution dated 15th March 2002, set up a National Commission for Youth, to recommend measures for the development of youth in the country. The Commission submitted its report on 5th July 2004. The main recommendations of the Commission were:

- (i) Creation of a high level Central Authority, at a level and with a stature akin to the Planning Commission, which can guide and direct Departments concerned with the requirements of youth;
- (ii) Creation of a National Youth Commission by an Act of Parliament;
- (iii) Establishment of an Inter-Departmental Committee on Youth Affairs under the Chairpersonship of the Union Minister for Youth Affairs and Sports to coordinate government programmes;
- (iv) Setting up of State Youth Commissions as statutory bodies by each State Government, and a State level Standing Committee on Youth Affairs;
- (v) Establishment of a Standing Committee on Youth Affairs in Panchayati Raj Institutions for engaging local youth organizations in developing programmes and campaigns as per their local needs, and provision of financial assistance to youth clubs at the village level by Panchayats;
- (vi) Setting up of a National Bank for Youth to provide micro-finance to young men and women for self employment and entrepreneurship;
- (vii) Creation of a National Youth Development Fund to encourage and help State Governments to plan, design and implement youth developmental activities across the country;
- (viii) Setting up of a National Youth Centre to facilitate coordination and provision of technical and financial support to promote youth development activities at the national level and to provide a forum and platform at the national level for the youth to express their views and suggestions on various issues and problems they confront;

- (ix) Setting up of State Youth Centre and District and Block level Youth Development Centres in a phased manner;
- (x) Introduction of Value Education at primary and secondary level;
- (xi) Vocational Training to be made a part of the curriculum from middle school level onwards, and programmes to be developed for alternate skill development and training for out of school students particularly in the rural areas;
- (xii) Formulation of a national strategy for employment and entrepreneurship for the youth and establishment of business incubators in Universities, Colleges, appropriate local bodies and in clusters of villages;
- (xiii) A short term policy (0-3 years), medium term policy 4-7 years) to be evolved for development of youth in the North Eastern region;
- (xiv) Establishment of a National Centre for Research and Action Programmes for Adolescents (NCRAPA) as the research, training and consultancy hub for adolescents related studies and policy formulation; and
- (xv) Special efforts for welfare of young women and setting up of an exclusive Development Bank for women entrepreneurs in the small scale and tiny sector.

Parliamentary Standing Committee

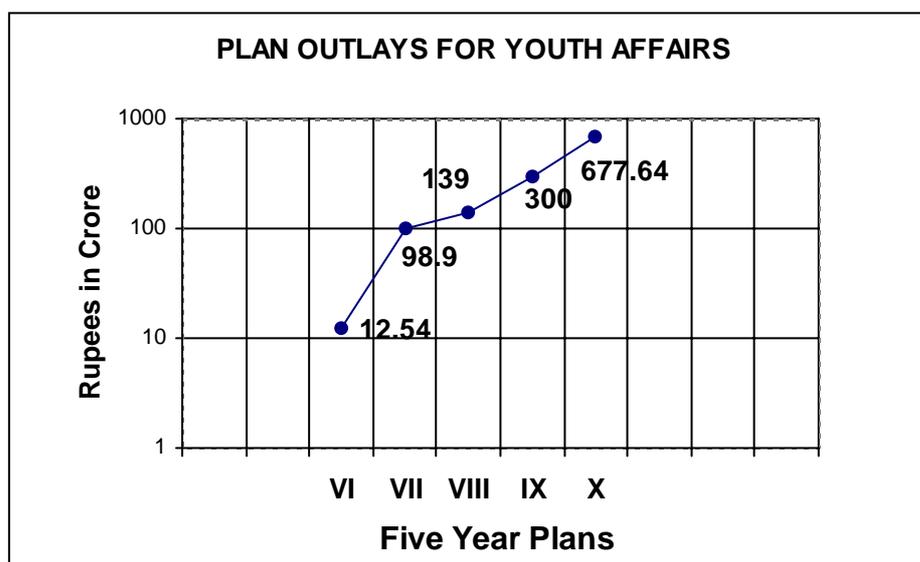
3.2 The Department Related Parliamentary Standing Committee on HRD on Demands for Grants (2006-07) of the Ministry of Youth Affairs & Sports, in its report, and in other reports, has made a number of important recommendations. Some of these are briefly indicated below :-

- (i) Youth Clubs: In order to fulfill their social responsibility, the Youth Clubs and Mahila Mandals should be encouraged to work as watchdog agencies against drug and human trafficking, HIV/AIDS etc. They need to be encouraged to actively participate in activities aimed at awareness generation and promoting national integration.
- (ii) Universalization of NYKS: NYKS should be set up in all the 600 districts in the country (presently, NYKS are there only in 500 districts) and their outreach, in terms of beneficiary coverage, which is also very low, also needs to be expanded in a phased manner.
- (iii) Role of NYKS: While appreciating the idea of utilizing the services of the NYKS by other Ministries / Departments for improving the outreach of their programmes, it has been cautioned that the basic mandate of the NYKS should not get diluted / ignored, and there should be a well-coordinated monitoring mechanism in respect of the participation of NYKS in the schemes run by various other Ministries/Agencies.
- (iv) Strengthening of NSS: There are a large number of universities, colleges, etc. which are not yet covered under the NSS, thereby making the implementation of this scheme lop-sided;

- (v) Gender Budgeting: The percentage of women beneficiaries in some of the states under certain programmes is very small and even nil, and this needs to be enhanced; and
- (vi) Review of Youth Schemes: There is a need for review of the various components of the Youth related schemes to ensure that elements of overlap between different schemes are eliminated, and that a composite scheme, administered by designated authorities, will lead to better results.

3.3 The importance of giving focused attention to Youth has also been recognised in the revised twenty point programme and two items, namely; Rastriya Sadhbhavana Yojana and NSS have been made a part of the specific monitorable targets.

4. PROGRAMME INITIATIVES OVER FIVE-YEAR PLANS



4.1 During the first Five Year Plan limited allocations were made for participation of youth basically with an approach focused on national integration and community service. There were no specific allocations for Youth Affairs upto the 5th Five Year Plan, and the programme and schemes for development of youth were carried out under the allocation for the Ministry of Education and, later, under the Ministry of Human Resources Development. The 6th Five year plan had a specific allocation for 12.56 crore for Youth Development under the institutional scheme of Nehru Yuva Kendras and the National Service Scheme. The plan allocation for Youth Affairs got an eight fold increase to Rs. 98.90 crores during 7th Five Year Plan, which was increased to Rs.300 crores during the 9th Plan and Rs.677.64 crores in the 10th Plan.

4.2 The First Five-Year Plan (1951-56) focused on organising a comprehensive programme of youth camps and labour service for students. The objective of this

programme was to encourage youth participation in constructive national activities. By the end of 1955 about 900 camps had been organized. Through these camps, the participants were involved in the construction of canals and roads, repair of buildings and tanks, slum clearance, sanitation drives, etc., in a spirit of volunteerism and 'shramdan'.

4.3 Among the significant developments during the Second Plan (1956-61) was the organisation of youth groups in rural areas as part of the community development programme. In the sphere of youth activities, grants were given for the construction of stadia, swimming pools, open-air theatres, etc. Steps were also taken for the promotion of the activities of the National Cadet Corps, Auxiliary Cadet Corps, Bharat Scouts and Guides and the National Discipline Scheme. During the Third Plan (1961-66) period all these programmes were continued.

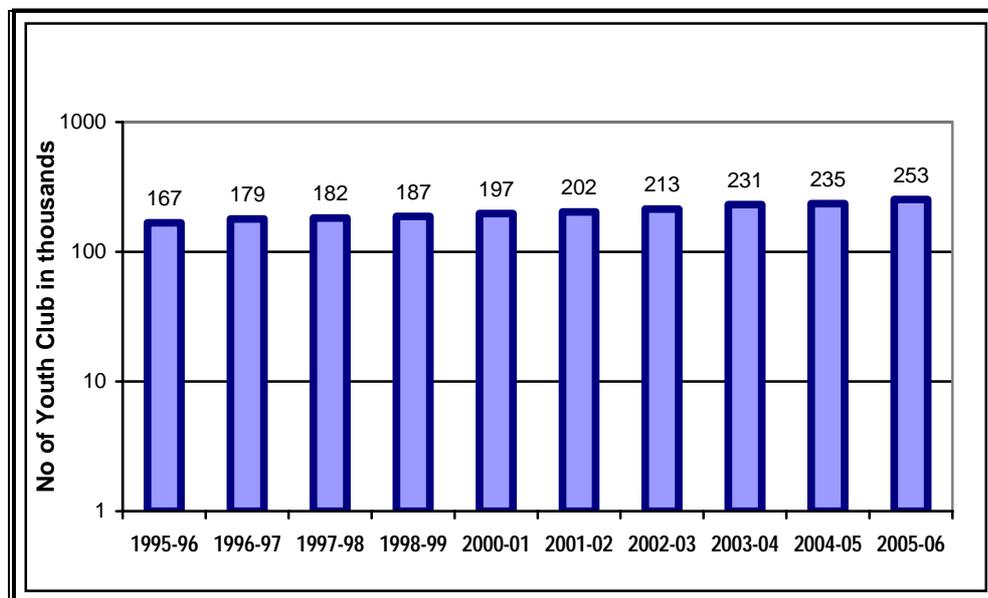
4.4 During the 4th Five Year Plan (1969-74), programmes were developed, both for students and non-students, to meet their needs in respect of personal development, generation of a spirit of idealism among the youth, and channelisation of their energies— intellectual, emotional and physical. Programmes of community / social service were developed at the school stage as an integral part of the curriculum. At the university level, the National Service Corps Programme was implemented, on a selective basis, in the first instance, with a view to involving students in programmes of national / social service, including the conduct of literacy camps. Special attention was paid to the needs of rural youth and training for youth leadership. Provisions were made for setting up and assisting Planning Forums in colleges and universities. Efforts were made to develop, both among student and non-student youth, a wide national outlook by bringing them together from different parts of the country for study, social service and recreation. The Fourth Plan also proposed to set up a Youth Organisations called Nehru Yuva Kendras to advise and assist the Government in the development and implementation of youth development programmes and activities at the field level.

4.5 The Fifth Plan (1974-79) made provision for strengthening of the existing Nehru Yuvak Kendras and for setting up some more Kendras at approved places. The coverage of the National Service Scheme was expanded, and a new National Service Volunteers (NSV) Scheme was launched on a pilot basis.

4.6 During the Sixth Plan (1980-85), institutions like the Nehru Yuva Kendras, and Yuvak Mandals were strengthened and the scope of their operations and activities expanded. The National Service Scheme for the student youth was reviewed with the aim of fostering real participation of students in development programmes.

4.7 The Seventh Plan (1985-90) focused on expansion of the two major programmes, viz., the NSS and NYKs, which had proved useful in mobilizing the youth, both student and non-student, and urban and rural, and in creating awareness among them of nationally accepted objectives. The strength of the NSS was raised from the 6.10 lakh at the end of the Sixth Plan to one million at the end of the Seventh Plan. Activities of the Nehru Yuva Kendras were expanded to cover 398 districts, and an apex body called Nehru Yuva Kendra Sangathan was set up at the national level. Various other youth related Programmes such as Scouting

and Guiding, mountaineering and adventure, the National Service Volunteers scheme, and the Commonwealth Youth Programme and International Youth Exchange Programmes were strengthened. Steps were also initiated to take up National Integration Programmes, particularly in the North-East and the border areas. National Youth Awards were also instituted.



4.8 The Department of Youth Affairs and Sports took major strides during the Eighth Plan (1992-97) period. The number of Nehru Yuva Kendras went up from 398 to 499, and the number of Youth Clubs affiliated to the NYKS rose to 1,64,000. The number Volunteers enrolled under NSS went up to 13 lakhs, covering 158 universities and 7,000 colleges and +2 institutions. A new scheme for the setting up of "Youth Development Centres" for a group of ten villages was introduced during the VIII Plan period. Organization of National Youth Festivals was commenced from 1995. Work on a new National Youth Policy was initiated during 1996-97.

4.9 During the Ninth Plan (1997-2002) a new scheme of National Reconstruction Corps (NRC) was launched with the aim of building up youth leadership at the grassroots level and increasing their involvement in environment protection, spreading literacy and other community based nation-building activities. Involvement of Voluntary Organizations in the field of Youth development was encouraged. Adolescents and Youth with special needs received particular attention, with the aim of facilitating their healthy development.

5. It has been recognized in the National Youth Policy, 2003, that the Policy needs to be dynamic so as to cater to the ever changing scenario in the country, and review after every five years has been suggested. Keeping in view the developments that have taken place in the past few years, the demographic profile of the country and the requirements flowing from it, the experience in the Xth Plan, and the approaches and strategies recommended in this Report for the Eleventh

Five Year Plan, the present Policy will also be reviewed and a fresh Policy formulated.

CHAPTER II: DEVELOPMENT OF ADOLESCENTS

1. BACKGROUND

1.1 Adolescence, a vital stage of growth and development, marks the period of transition from childhood to adulthood. It is characterized by rapid physical changes resulting in sexual, psychosocial and behavioral maturation. Adolescence is also the stage when young people extend their relationships beyond parents and family and are intensely influenced by their peers and the outside world in general. As adolescents mature cognitively, their mental process becomes more analytical. They are now capable of abstract thinking, better articulation and of developing an independent ideology. These are truly the years of creativity, idealism, buoyancy and a spirit of adventure. But these are also the years of experimentation and risk-taking, of giving in to negative peer pressure, of taking uninformed decisions on crucial issues, especially relating to their bodies and their sexuality. How adolescents cope with these challenges is determined largely by their environment. Adolescence is thus a turning point in one's life, a period of increased potential but also one of greater vulnerability.

1.2 Adolescents (10-19 years) in India comprise nearly 22 per cent of the total population of the country (225 million) and their numbers are steadily rising. Adolescents have often been viewed as a group of people with problems, disturbances and rebellion. However, the reality is somewhat different. Adolescents have high aspirations and are bundles of energy. Wherever positive stimulation and a congenial environment has been provided, adolescents have risen to the occasion and done us proud. They yearn 'to right all wrongs', 'fight for justice', and 'do the right thing'. They are keen to be recognized as useful, productive and participating citizens of society. They have tremendous potential and now is the time to provide them with the opportunities.

1.3 Following are some of the needs and concerns of adolescents:

- Developing an identity - many of them are not able to effectively explore their potential and establish a positive image. Girls are groomed for stereotyped gender roles.
- Managing emotions and coping with stress – sex hormones secreted during puberty lead to sexual and emotional changes reflecting feelings of anger, sadness, happiness, fear, shame, guilt, and love. Very often adolescents are unable to understand these changes and feel stressed.
- Redefining relationships with parents, peers and members of the opposite sex - adults do not understand the feelings of adolescents and have high expectations of them.
- Resisting peer group pressure – the influence of friends sometimes leads them to experiment with risky sexual behavior resulting in life long consequences. The pressure to conform introduces many adolescents to drugs.

- Inability to pursue education – many adolescents drop out of school because of poverty. There is inadequate opportunity to continue education and upgrade vocational skills.
- Girls are forced into early marriage having negative consequences in terms of their development and the discontinuation of education. Teenage pregnancy results in risks of hemorrhage, anemia, and low birth weight for the baby, miscarriage and even the death of the mother.
- Lack of skills to face the challenges of life – The education system does not equip them with life skills to cope with difficulties.
- Lack of information on sexual and reproductive health. This leads to unwanted / early pregnancy, STDs/RTIs/HIV. Adolescents want sexuality education but there is resistance from adults in the family and community. Teachers feel inhibited to discuss issues related to sexuality and reproductive health.
- Limited access to reproductive health services especially for unmarried adolescents. Attitude of health service providers towards unmarried adolescents is not positive regarding contraceptives and services.
- Vulnerability to sexual exploitation and gender based violence – crimes are rarely registered and conviction rates are low. There are hardly any support services to deal with the mental trauma of victims of sexual violence. Counseling facilities barely exist.
- The young people in the Indian Society are being influenced to a large extent by a media-driven global youth culture and lifestyle fuelled by liberalization and a rapid growth and expansion of information and communication technologies.
- There is also an urgent need to strengthen power of volunteerism to engage young people in Community Development and Nation Building activities in order to balance career pursuits with community concerns.
- Similarly opportunities for creative use of free time by the young people is another challenging area. Young peoples' need for leisure and recreation should be considered with priority by providing them with a range of constructive outlets both in urban and rural areas.

1.4 For the first time the importance of adolescents as a distinct subgroup was highlighted by the Planning Commission's Working Group on the Development of Adolescents for the 10th Plan in 2001. That Working Group had emphasized the need to view adolescents as a valuable human resource for nation building and as a representative of the nation's unique economic opportunity for the future. There is a need for offering a second chance to all those who have lost the first chance and not been able to seize the opportunities for their development (World Bank, 2007). By constructively harnessing their creative energies the country can mobilize their potential to launch a socio-economic transformation.

1.5 The National Youth Policy 2003, accords priority to following categories of young people namely, adolescents, youth, in-school/out –of-school, rural/urban,

tribal and the disabled and those in difficult circumstances. The Policy highlights repeatedly the challenges faced by both male and female adolescents and the need for appropriate programmes for them. About the female adolescents, the policy states that “Every girl child and young women should have access to education and be made a primary target” of efforts to spread literacy and eliminate all forms of discrimination. Moving a step forward, the National Commission for Youth (NCY) in its Report (July 2004), has strongly advocated for evolving a National Policy on Adolescents to take cognizance of the issues and challenges affecting them.

1.5 Profile of Adolescents in India: Due to the increased population momentum, the number of adolescents will continue to grow in the next few years. It is likely to strain resources – financial, physical (such as space in schools) – and lead to greater competition for jobs. The importance of diversity among adolescent groups also needs to be recognized in the context of population pressures and competition for resources and reservations related to opportunities for education and employment. A profile of adolescents in India is presented below. The details are given in Annexure – IV.

- There are 225 million adolescents comprising nearly 22% of the total population.
- Of the total adolescent population, 54% belong to 10-14 age group and nearly 46% are in the 15-19 age group. Female adolescents comprise almost 47% and male adolescents 53% of the total population. The sex ratio among 10-19 years is 882 females per 1000 males, lower than the overall sex ratio of 933. It is 902 for younger adolescents aged 10-14 years and 858 for older adolescents aged 15-19 years.
- More than half (51%) of the illiterate currently married females are married below the legal age of marriage. Amongst currently married adolescent women, the unmet need of contraception is the highest in the age group 15-19 years.
- Gender differentials in mortality rates exist during adolescence. Female mortality rates are higher as compared to males.
- School enrollment figures have improved but gender disparities are persistent at all levels. The dropout rate demonstrates a disturbing trend. The situation of girls and boys of SC/ST communities and minority groups is much worse than the general category.
- Economic compulsions force adolescents to participate in the workforce resulting in a high dropout rate for education.
- Intake of nutrients is less than the recommended daily allowances for adolescents below the age of 18 years both for boys and girls. Adolescent mothers are at a higher risk of miscarriages and maternal mortality.
- Social factors such as illiteracy, economic background, unemployment, and family disharmony increase vulnerability to drug abuse.

- Crimes against girls range from eve teasing to sexual harassment, abduction, rape, prostitution and violence. Most rape victims are in the age group of 14-18 years.
- Extreme poverty, the low status of women, and the complacency of law enforcing agencies has led to an increase in sex work. Expansion of trafficking and the clandestine movement of young girls has also increased across national and international borders.
- Increase in age at marriage, increased mobility and negative peer pressure makes young people vulnerable to indulging in unsafe sexual behavior. Over 35 percent of all reported AIDS cases occur among the age group of 15 - 24 years.

1.6 Policies relating to Adolescents: Adolescents in India, until recently, were not considered as a special target group within social policies. However, they are now being accepted as a distinct group with specific needs, and a number of policy initiatives have already been taken. There has also been paradigm shift in the approach and objectives of social policy from welfare to development, empowerment and rights. The major policies that directly or indirectly impact adolescents are: National Education Policy, 1986 as modified in 1992, National Policy for the Empowerment of Women (2001), National Nutrition Policy (1993), National Charter for Children (2003), National Health Policy (2002), National Population Policy (2000), National AIDS Prevention and Control Policy (2000), National Policy on Child Labour (1987), National Policy for Persons with Disabilities (2006) and National Youth Policy (2003). Extracts from these policies are given in Annexure –V.

1.6.1 An analysis of the policies reveals the following:

- Adolescents in most of the policies are not identified separately but grouped with children and in the case of girls, with women.
- Most of the policies primarily address themselves to specific sectors like education, health, HIV/AIDS, sports etc., even though, in the last ten years the need for an integrated and holistic approach has been recognized in some policies, such as the Youth and Population policies.
- The rights of adolescents in a wider perspective have not been articulated.
- Most of the policies acknowledge the low social and economic status of girls and gender discrimination.

1.6.2 The Working Group recommends that in order to appropriately articulate the concerns of adolescents as a distinct group and to provide directions for operationalising the vision for adolescents' development in the 11th Plan, a separate Policy for Adolescents should be formulated.

1.6.3 Legal Framework: Multiple strategies need to be evolved to grant rights to adolescents, and the social environment needs to be strengthened to create awareness of entitlements and demystify laws by promoting legal literacy.

1.7 Government Programmes and Schemes for Adolescents: Various stakeholders are working for and with adolescents to address their varied needs and concerns. These have been grouped in the following categories for purposes of this report.

- Education
- Personality Development, Life Skills and Empowerment
- Health and Nutrition
- Preparation for Work Participation

1.7.1 The above issues are handled by different Ministries in the Government. Some integrated programmes attempt to address the holistic needs of adolescents in difficult circumstances. The following matrix gives some major programmes/schemes of different Ministries at a glance.

Thrust Area-1: Education		
Ministry/ Programme/ Scheme	Focus	Implementation Mechanism at grassroots
MHRD <ul style="list-style-type: none"> ▪ Sarva Shiksha Abhiyan (SSA) 	<ul style="list-style-type: none"> ▪ Enrollment, Retention and quality improvement for 6-14 age group ▪ Mainstreaming out-of-school children 	<ul style="list-style-type: none"> ▪ Schools in partnership with Village Education Committees, PTAs ▪ Involvement of NGOs
MHRD <ul style="list-style-type: none"> ▪ Education Guarantee Scheme and Alternative and Innovative Education (EGS & AIE) 	<ul style="list-style-type: none"> ▪ Access to education for out-of-school children through strategies such as bridge course, residential camps, remedial coaching etc 	<ul style="list-style-type: none"> ▪ Village level learning centres supported by VECs, NGOs
MHRD <ul style="list-style-type: none"> ▪ National Programme for the Education of Girls at the Elementary Level (NPEGEL) 	<ul style="list-style-type: none"> ▪ Reaching out to “hardest to reach” girls not in schools for upper primary level education ▪ Intense community mobilization ▪ Gender sensitization measures 	<ul style="list-style-type: none"> ▪ Cluster based Model schools in 3164 educationally backward blocks

MHRD ▪ Kasturba Gandhi Swatantra Vidyalaya (KGBV)	▪ Education for girls belonging to SC, ST, Minorities through bridge courses at elementary level	▪ Residential schools in 1500 blocks
MHRD ▪ Continuing Education Scheme	▪ Learning opportunity for neo-literates & out of school adolescents ▪ Equivalency programmes, Vocational skills & Quality of life improvement	▪ Continuing Education Centres in 316 districts at the village level
MHRD ▪ Jan Shikshan Sansthan	▪ Vocational skills and Quality of life for disadvantaged neo-literates/ semi literates, girls & women	▪ 172 JSS at the district level
MHRD National Institute of Open Schooling & Indira Gandhi National Open University (NIOS & IGNOU)	▪ Access to education for school drop outs, disadvantaged adolescents through open learning system ▪ Flexibility in choice of subjects, mode of delivery & examination system	▪ Contact Programmes through Study Centres implemented through NGOS and accredited institutions
MHRD & MOHFW Adolescence Education Programme	▪ Adolescent sexual & reproductive health through curricular and co-curricular strategies ▪ Life skills approach	▪ Secondary & Higher Secondary Schools in partnership with NACO
Thrust Area-2: Personality Development, Life Skills & Empowerment		
Ministry/ Programme Scheme /	Focus	Implementation Mechanism at grassroots
MWCD ▪ Kishori Shakti Yojana (KSY)	▪ Holistic development for empowerment of unmarried adolescent girls ▪ Health & nutrition education, life skills building	▪ Anganwadi Centres at village level in 6118 ICDS projects

<p>MHRD</p> <ul style="list-style-type: none"> ▪ Mahila Samakya 	<ul style="list-style-type: none"> ▪ Education for empowerment of adolescent girls from socially and economically marginalized groups. ▪ Life skills building, leadership development 	<ul style="list-style-type: none"> ▪ 'Kishori Sanghas' in 15,800 villages covering 63 districts in 9 States
<p>MoYAS</p> <ul style="list-style-type: none"> ▪ National Service Scheme (NSS) 	<ul style="list-style-type: none"> ▪ Promotion of volunteerism for self development and nation building 	<ul style="list-style-type: none"> ▪ NSS Volunteers at + 2 school level and colleges through Regular and Camping activities
<p>MoYAS</p> <ul style="list-style-type: none"> ▪ Nehru Yuvak Kendra Sangathan (NYKS) 	<ul style="list-style-type: none"> ▪ Character building & empowerment of out-of-school adolescents and youth ▪ Career guidance & Training ▪ Volunteerism for Nation building 	<ul style="list-style-type: none"> ▪ NYKS Volunteers in Youth Clubs and Teen Clubs (60 districts) at village level.
<p>MoYAS</p> <ul style="list-style-type: none"> ▪ Scheme of Incentives for Promotion of Sports Activities 	<ul style="list-style-type: none"> ▪ Mass participation in sports in rural areas ▪ Recognition and incentives for sports persons 	<ul style="list-style-type: none"> ▪ Sports Authority of India
<p>MoYAS</p> <ul style="list-style-type: none"> ▪ Scheme for Development & Empowerment of Adolescents 	<ul style="list-style-type: none"> ▪ For disadvantaged groups ▪ Environment building; Life skills education; Counseling; Career guidance 	<ul style="list-style-type: none"> ▪ Through NGOs and NYKS
<p>MoYAS</p> <ul style="list-style-type: none"> ▪ Scouting and Guiding 	<p>Promotion of balanced physical and mental development through camps, jamborees etc</p>	<ul style="list-style-type: none"> ▪ Bharat Scouts & Guides in partnership with schools
<p>MoYAS</p> <ul style="list-style-type: none"> ▪ Promotion of National Integration 	<ul style="list-style-type: none"> ▪ National integration camps, youth exchange programmes, youth festivals ▪ Community service 	<ul style="list-style-type: none"> ▪ NSS, NYKS and NGOs
Thrust Area-3: Health & Nutrition		

Ministry/ Programme/ Scheme	Focus	Implementation Mechanism at grassroots
MWCD ▪ Integrated Child Development Services (ICDS)	▪ Package of services for Pregnant women and lactating mothers	▪ Anganwadi Centre at village level
MWCD ▪ Nutrition Programme for Adolescent Girls (NPAG)	▪ Providing food grains to undernourished adolescent girls ▪ Health improvement through referrals	▪ Anganwadi Centre at village level in 51 districts
MOHFW ▪ National Rural Health Mission	▪ Primary health care facilities esp. to poor and vulnerable groups ▪ Immunization and Anemia prevention ▪ Convergence of health with other social sector programmes	▪ Sub Centre, PHC, CHC ▪ ASHA (Accredited Social Health Activist), ANMs, LHVs ▪ Roji Kalyan Samiti
MOHFW ▪ Reproductive & Child Health II (ARSH)	▪ Environment building on Adolescent reproductive and sexual health ▪ Training of health service providers on ARSH ▪ Provision of Adolescent friendly health services – preventive and curative including contraceptives	▪ PHCs in selected districts ▪ Involvement of NGOs, private sector
MOHFW ▪ National AIDS Control Programme (NACP)	▪ HIV/AIDS awareness ▪ Youth friendly services for prevention and treatment ▪ Removal of stigma & discrimination	▪ Multi-sectoral collaboration through government and civil society mechanisms
MHRD & MOHFW • School Health Programme	▪ Health check up involving teachers ▪ Referral services	▪ Education and Health department through schools, PHC

MSJE <ul style="list-style-type: none"> ▪ Prevention of Alcoholism and Substance Abuse 	<ul style="list-style-type: none"> ▪ Drug demand reduction ▪ Counseling, treatment and rehabilitation of drug addicts ▪ Community support ▪ 	<ul style="list-style-type: none"> ▪ NGOs (450) all over the country
Thrust Area-4: Preparation for Work Participation		
Ministry/ Programme/ Scheme	Focus	Implementation Mechanism at grassroots
MOL <ul style="list-style-type: none"> ▪ Special Coaching Scheme 	<ul style="list-style-type: none"> ▪ Improving employability through: Information & coaching ▪ Confidence building ▪ Follow up with potential employers 	<ul style="list-style-type: none"> ▪ 22 Coaching cum Guidance Centres in the country
MOL <ul style="list-style-type: none"> ▪ Craftsman Training Scheme 	<ul style="list-style-type: none"> ▪ Vocational training ▪ Trade tests & award of certificates 	<ul style="list-style-type: none"> ▪ 5114 ITIs and ITCs under the DGE&T ▪ Special training for women
MOL <ul style="list-style-type: none"> ▪ Skill Development Initiative 	<ul style="list-style-type: none"> ▪ Modular employable skills – training, testing, certification ▪ Public private partnership 	<ul style="list-style-type: none"> ▪ Certification by professional bodies / industry association
MWCD <ul style="list-style-type: none"> ▪ Support to Training Scheme (STEP) 	<ul style="list-style-type: none"> ▪ Upgrading skills of girls in traditional occupations ▪ Enhancing self-employment capability 	<ul style="list-style-type: none"> ▪ NGOs
MHRD <ul style="list-style-type: none"> ▪ Vocational Education 	<ul style="list-style-type: none"> ▪ 107 Vocational Educational courses ▪ Collaboration with industries ▪ Rural Community workshop 	<ul style="list-style-type: none"> ▪ Through National Institute of Open Schooling (NIOS)
Thrust Area-5: Adolescents in Difficult Circumstances		
Ministry/ Programme/ Scheme	Focus	Implementation Mechanism at grassroots

MOL <ul style="list-style-type: none"> National Child Labour Project (NCLP) 	<ul style="list-style-type: none"> Non-formal education Skill training Health care & nutrition Stipend 	<ul style="list-style-type: none"> Special school/ Rehabilitation centres in 250 districts; another 100 identified
MWCD <ul style="list-style-type: none"> Swadhar 	<ul style="list-style-type: none"> Reducing vulnerability of destitute/ trafficked girls Food, shelter, medical & legal help 	<ul style="list-style-type: none"> Helpline by NGOs
MWCD <ul style="list-style-type: none"> Short stay homes 	For girls: <ul style="list-style-type: none"> Counseling Medical treatment Vocational training 	<ul style="list-style-type: none"> Central Social Welfare Board through NGOs
MWCD <ul style="list-style-type: none"> Integrated Programme for Street Children 	For street children: <ul style="list-style-type: none"> Shelter Education Recreation Protection against exploitation Health care & nutrition 	<ul style="list-style-type: none"> Through NGOs
MWCD <ul style="list-style-type: none"> Childline Service 	<ul style="list-style-type: none"> 24 hour free service for children in distress Referral to support organizations	<ul style="list-style-type: none"> Through centres under Childline India Foundation (CIF)
MWCD <ul style="list-style-type: none"> Programme for Juvenile Justice 	<ul style="list-style-type: none"> Protection of children in conflict with law Rehabilitation of juvenile delinquents 	<ul style="list-style-type: none"> State Governments/ NGOs
MHRD <ul style="list-style-type: none"> Integrated Education for Disabled Children (IEDC) 	<ul style="list-style-type: none"> Education for disabled Mainstreaming 	<ul style="list-style-type: none"> School system/ NGOs
MSJE <ul style="list-style-type: none"> Assistance to Disabled Persons 	<ul style="list-style-type: none"> Aids and Appliances Psychological rehabilitation 	<ul style="list-style-type: none"> National institutes under MSJE, Zilla Panchayats, DRDAs & NGOs
MSJE <ul style="list-style-type: none"> Treatment and Rehabilitation of Substance Abuses 	<ul style="list-style-type: none"> Counseling & awareness Treatment & Rehabilitation 	<ul style="list-style-type: none"> NGOs

MSJE ▪ Social Defense Service	▪ Pilot projects for children of sex workers/ destitute & drug addicts	▪ NGOs
MHA ▪ Communal Harmony	▪ For victims of communal/ caste/ terrorist violence: ▪ Education & national integration activities	▪ State Govts & NGOs

Key: MHRD – Ministry of Human Resource Development; MoHFW – Ministry of Health & Family welfare; MoYAS – Ministry of Youth Affairs & Sports; MWCD - Ministry of Women & Child Development; MOL - Ministry of Labour; MHA - Ministry of Home Affairs; MSJE – Ministry of Social Justice & Empowerment

1.7.2 The above summary of sectoral schemes brings out the following:

- While there is multiplicity of programmes and schemes for some thrust areas such as the education of girls, certain areas seem to be neglected - mental health and counseling programmes hardly exist, even though this is becoming a critical issue of concern in the changing socio-cultural and economic environment.
- Holistic development and empowerment of adolescents through life skills development programmes are limited in scope and coverage. Personality development programmes leading to the participation of adolescents in nation building and the promotion of values, have not been envisaged.
- Vocational Skills development programmes preparing adolescents for work participation are scanty both in coverage and content. Programmes for career guidance are also required for adolescents to enable them to select courses of study / vocation as per their aptitude and abilities.
- The special needs of adolescents in difficult circumstances are being addressed selectively by some ministries. Holistic programming is needed through inter-sectoral collaboration.

2. REVIEW OF THE PROGRAMMES OF THE MINISTRY OF YOUTH AFFAIRS AND SPORTS DURING THE 10TH PLAN :

2.1 Scheme for Development and Empowerment of Adolescents:

2.1.1 Following the report and recommendations of the Working Group for the 10th Plan the Ministry of Youth Affairs and sports (MoYAS) constituted a committee of experts which suggested schemes for adolescents. A specific scheme titled the 'Scheme of Financial Assistance for the Development and Empowerment of Adolescents' was formulated and approved in April 2004 with an outlay of Rs 47 crores. The key action areas under this Scheme are: Environment building; recognizing special needs of the Adolescents; Building life skills; Counseling; Career guidance; and, Research & Development.

2.1.2 The position regarding allocation of funds and expenditure / proposals sanctioned under the scheme indicated in the table below :

Year	Allocation	Expenditure	Proposals sanctioned
2004-2005	6.80 Crores	6.80 Crores	232 **
2005-2006	6.80 Crores	6.24 Crores	256 **
2006-2007	9.00 Crores	2.25 Crores *	

* Upto December, 2006

** These include projects sanctioned to NYKS which constitute one proposal but includes programme in several centres.

2.1.3 Although the Scheme had been approved only in April, 2004, there has been a very enthusiastic response, particularly from non-Governmental Organizations, and a large number of proposals were received from the year of inception itself. Nevertheless, the total expenditure under the Scheme has been considerably less than the out-lay, which was initially provided. The number of proposals actually sanctioned is also considerably less than the number of proposals received.

2.1.4 Keeping in view the above experience, during 2006-07, the procedure for dealing with applications and proposals from various organizations was changed with a view to enabling closer scrutiny, both in terms of credentials of the applicant organizations and programme content, and with the aim of ensuring that proposals from both these angles would be able to deliver substantive and sustainable outputs. It was decided that the proposals would be submitted to the state governments through the district Magistrates and, the State Governments, through a committee, would scrutinize and prioritize the applications and forward them to MoYAS. In the changed procedure, around 1800 proposals have been received and are under scrutiny. Separately, it was also decided to empanel National level NGOs, with activities cutting across states, as 'Consultative NGOs', who could make their proposals directly to MoYAS. For various reasons, including some issues that have been raised with reference to the guidelines, this process has not reached a logical conclusion. While it is expected that a number of proposals may get approvals in the remaining part of the current financial year, the position brought out above highlights the need for working out effective mechanisms for the identification and involvement of NGOs in the implementation of programmes pertaining to adolescents where the specific experience and reach of such organizations among the target population would be particularly relevant. In the process, the methodology of dealing with proposals from such organizations and monitoring their implementation, etc., would also be required to be carefully considered and worked out.

2.1.5 When the scheme for Financial Assistance for the Development and Empowerment of Adolescents was formulated and approved in April 2004, it was also stipulated that there would be an in-depth evaluation of the scheme in the terminal years of the 10th plan. The sub-group gave considerable attention to this

aspect, and undertook an appraisal of the scheme as a part of its deliberative process. The main conclusions reached by the sub-group were as follows:

- a) The scheme received approval only in April 2004. There has not been enough time for proper operationalisation of the scheme, although it is possible even on the basis of 2 years' experience to make some indicative recommendations.
- b) Despite teething problems and procedural difficulties it had succeeded in stimulating considerable interest in the development and empowerment of adolescents among a large number of NGOs
- c) In addition to NGOs, it had succeeded in engaging other agencies (e.g. NYKS, NSS, BSG) on issues related to adolescents.
- d) In providing grant in aid, ways should be found to give distinct preference to NGOs with a proven track record - the procedures for implementing this scheme will need to be reviewed and streamlined.
- e) The scheme has served a very useful purpose and should be continued during the 11th Five Year Plan. However, financial norms/ patterns should be reexamined. In respect of some items, recommendations have been made in the subsequent chapters of this report.

2.2 UNFPA Assisted Project : Separately the UNFPA has also extended support to the MoYAS in the form of a project which is part of the larger programme funding of UNFPA for the Health Ministry RCH II project. The main aim of this is to enable capacity building for operationalising the Adolescents Development Scheme of MoYAS including the setting up of the an Adolescents Cell in the Ministry. This is a four year project for the period 2004 to 2007. The position of expenditure so far is given in the table below.

Year	Allocation	Expenditure
2005-2006	13.00 Crores	12.46 Crores
2006-2007	2.70 Crores	0.94 Crores

2.2.1 The main activities and key action areas taken up / proposed under the project are : Capacity Building for NSS, NYKS, RGNIYD; Institutional strengthening of the implementing agencies; Perspective building/orientation and training of nodal officers/field functionaries; Formation of Teen Clubs in villages of 60 districts; Developing MIS and database formats for NSS and NYKS; Development of a Facilitators Manual for training of Peer Educators; and Setting up of a National Adolescent Resource Centre at RGNIYD. In addition, the launching of a major initiative titled Youth Unite for Victory over AIDS (YUVA) was also taken up under this Project, in the form of the preparation of a comprehensive Question Bank on the subject of Adolescent Sexual Health and the countrywide organization of quiz

competitions on the subject with the objective of spreading awareness about AIDS and other issues pertaining to Adolescents Sexual Health.

2.2.2 The implementation of this Project has witnessed some initial teething problems. These have been resolved to some extent, and it is expected that the objectives will be substantially achieved in the remaining period of the Project. It will also have to be seen how the coverage of the project can be expanded and to activities dovetailed with the programmes of MoYAS in a sustainable manner.

2.3 Creation of an Adolescent Division in the Ministry of Youth Affairs & Sports: The Working Group on Adolescents had also recommended the setting up of a separate Adolescents Division in the MoYAS. However this was not agreed to by the Ministry of Finance, and an Adolescents' Cell has been created in the Ministry by readjustment and redeployment of staff, and taking some experts from the UNFPA on secondment. A fresh proposal for establishing a full-fledged Division is under formulation in the light of the actual experience in the 10th Plan.

3. APPROACH FOR THE 11TH PLAN

3.1 While developing the approach to Adolescents Development in the Eleventh Plan, it will be necessary to take into account the predicament of adolescents, the difficult circumstances and the pressures in which the adolescents "emerge", and the challenges for adolescent development and empowerment. With very little power or freedom available, all kinds of control on them, lack of access to opportunities for education, nutrition, health, skills etc., a state of mental confusion in the process of growing up, diverse and huge expectations and a variety of allurements, the new vision for adolescents needs to be informed by the current global, national and local scenarios as they play out. As already mentioned, India is now in the midst of a rapid demographic transition turning it into a land of young people. This trend is likely to persist through the next three decades creating a new generation of human capital and hope. Therefore, if the 11th Plan goal of 'strategic initiatives for inclusive development' is to be met, empowering this powerful regenerative force of two hundred and twenty five million adolescents to reach their full potential will have to be recognized as a key area in the 11th Plan. In view of the above, the 11th Plan perspective in respect of Adolescents should be informed by the following key principles.

- i) Recognition of adolescents as individuals with their own rights, aspirations and concerns, thus emphasizing the paradigm shift away from the welfare approach to a rights and empowerment oriented approach.
- ii) Acknowledging adolescents as equal partners (and not mere beneficiaries) in their development and empowerment, and establishing an appropriate framework for their involvement and participation in all aspects of their lives, including programme development, design, implementation and monitoring. This will result in the need to put in place viable and responsive institutions and systems to promote adolescent participation in all aspects and at all levels.
- iii) Recognizing that adolescents are not a homogeneous group – they are subject to and influenced by wide social, economic, geographic and cultural

variations, and will require different strategies to address these. However the most stark diversity is between adolescent girls and boys, especially in rural areas. The approach will be to avoid stereotyping girls and boys and look at girls as much more than just future wives and mothers, as individuals in their own right and equal partners in development and nation building. This flags the importance of a gender just and equity framework.

- iv) In view of the growing numbers of adolescents, recognizing them as valuable assets, expanding opportunities and choices for them and facilitating their access to knowledge, information, skills and services in a friendly and supportive environment, would be necessary, in order to help them reach their full potential.
- v) Recognition of adolescents as instruments of change in the nation's development by not only exercising their rights but also discharging their duties as responsible citizens, where the attempt will have to be not only to empower them for their own development but also to equip them to prevent and contain distortion of culture, criminalization and fundamentalist tendencies. The challenge in the 11th Plan will be to facilitate adolescents becoming a solid force for socio-economic transformation thus giving them a stake in nation building.
- vi) Resource mobilization (financial and human) has to be multi-sourced – from the government, multi-lateral and bi-lateral funding sources, the corporate sector, non-government organizations (NGOs), international NGOs etc.

4 RECOMMENDATIONS FOR THE 11TH FIVE-YEAR PLAN

4.1 Priority Groups for Inclusion: There is no doubt that we need to invest in all adolescents, irrespective of class, caste, region and sex. However, considering the constraints of time, financial and human resources, it must be ensured that the following groups which otherwise may have been neglected, are included and given special attention in the 11th Plan: those infected and affected by HIV/AIDS, victims and survivors of crime and violence, those vulnerable to substance abuse, trafficked adolescents, street adolescents, those in urban slums, juvenile delinquents, adolescents from minority groups and other disadvantaged sections, and mentally and physically challenged adolescents. Even among these, adolescent girls are the more disadvantaged, deprived and vulnerable group and so require special attention.

4.2 Thrust Areas and Recommendations for the 11th Plan: Recommendations for operationalising the vision for the 11th Plan are presented in three parts :

- For consideration of the sectoral Ministries
- For consideration of MoYAS – through revision of the existing scheme
- For consideration of MoYAS – through initiating new schemes

4.3 Recommendations for Sectoral Ministries: Several sectoral Ministries have programmes relevant for adolescents (refer to Section 1.7). All concerned Ministries need to examine their programmes in order to identify gaps and strengthen their programmes. An attempt has been made to do this analysis only

for the following select sectors: Education, Health, Nutrition, HIV/AIDS and Adventure & Sports. Other Ministries, for example the Ministries of Labour and Employment, Social Justice & Empowerment, Rural Development and Small Scale, Agro and Rural Industries, will need to do similar exercises, and identify potential thrust areas relevant for adolescents and establish necessary linkages with other sectors for meeting the diverse needs and concerns of adolescents.

4.3.1 Education

(a) Investment in the education of adolescents has a direct bearing on the development of the country and addressing social concerns like harmony, diversity and gender sensitivity. A nation loses much of its potential talent if it denies educational opportunity to young people of the community. A comprehensive learning system is required for adolescents in school as well as out of school. These considerations call for fundamental reforms, which should take into account the basic aspects and requirements:

(b) Counselling:- Adolescent well-being needs to be promoted through counselling with special emphasis on positive coping skills and on addressing self-harm and substance use. NGOs/CBOs /Educational or health institutions or District Youth Development Centres may be provided grants-in-aid to run Counselling Centres. These Centres will provide mental health counselling to adolescents, in an adolescent friendly, non-judgmental, confidential manner and will remain open to suit the timings of adolescents. Counselling Centres should be located in educational institutions. One teacher needs to be trained as a "Para-counselor". These para-counsellors will be the contact point for counselling, conduct workshops and a reference point to conduct future mental health activities. The para-counsellors/ counselor (one for 200-300 students) will screen adolescents in middle and senior schools for emotional and psychological problems and identify adolescents with school refusal, poor school performance, school failure and school drop outs and refer them to the counselling centre for professional help/mental health counselling. Implementing organisations will be encouraged to identify and build skills of adolescents to serve as "Peer educators/counsellors". The scheme of rural counsellors also deserves to be continued to ensure that this service does not remain confined to urban areas.

(c) Recommendations

- With the right to education being the constitutional right of every child up to the age of 14 years, the education of adolescents in the 10 to 14 age group is non-negotiable. In addition, children who are out of school will have to be brought into mainstream education through different learning support mechanisms.
- Using the learning needs of adolescents as the guiding principle;
- Considering that persons belonging to minorities tend to remain excluded from educational opportunity, preparing special schemes for their genuine inclusion;
- Broadening the scope of the goals of education for youth and adolescents to include consolidation of learning or acquisition of life-skills, improved self and

- social awareness, vocational and life-skills reinforcement, preparation for conventional forms of tertiary education;
- Flexible (and more responsive) curriculum provisions, teaching, examining and certification methods that reflect the diversity in learning needs and aspirations;
 - Close linkages between life skills based education and the emerging world of work;
 - Provision of special programmes such as residential education which help adolescents to acquire values enshrined in the constitution;
 - A management approach that ensures full involvement of all stakeholders, including the direct beneficiaries (youth and adolescents, their parents, their teachers, their local communities) in all manner of initiatives concerning the development of education for adolescents;
 - The needs of adolescents who are physically and mentally challenged need to be addressed. Those who have learning deficiency and require learning support will need to be provided additional school based support;
 - There is special need to address out of school adolescents to provide them with a second chance to complete their elementary education. The education will have to be that of 'Quality with Equity' to address the disconnect;
 - Adolescents' own experiences need to find place in the pedagogy and the materials used.
 - Enable adolescents from educationally backward areas to access training to get employment in a fast growing economy;
 - The needs of older girls are required to be addressed through Bridge Courses followed by mainstreaming into schools/alternative innovative education;

4.3.2 Nutrition

(a) The consequences of malnutrition in older adolescent girls and young women are in the form of high maternal mortality, low birth weight and increased risk of infections. Optimizing pre-pregnancy nutritional status of female adolescents has a far-reaching inter-generational impact as well. The National Nutrition Policy (NNP) 1993 recommends a series of actions in different spheres like food production, food distribution, education, health and family welfare, people with special needs and nutritional surveillance. It highlights the need of intensified inclusion of adolescent girls within the ambit of ICDS for future safe motherhood.

(b) Recommendations

- Current efforts for addressing issues of adolescent girls should be stepped up substantially and in an integrated manner. The Kishori Shakti Yojana (KSY) under ICDS and NPAG are being implemented for adolescent girls. It would be advisable to merge these schemes, enrich their content, and expand their coverage.
- To promote the nutritional health status of adolescent girls and combat prevalence of iron deficiency anemia, concerted efforts should be made for

effective convergence with the RCH scheme for providing uninterrupted supply and consumption of IFA tablets.

- Eradication of worm infestations needs to reach each adolescent – rural as well as urban, in the country. The rationale is that the rural populace is very prone to gastro-intestinal tract infections and hookworms, which inhibits iron absorption in the body.
- The cost norms under the ICDS scheme for interventions need to be revised keeping in view the present cost index.
- Nutrition and Health Education (NHE) needs to be promoted both in urban and rural context.

4.3.3 Health

(a) In the National Rural Health Mission (NRHM), a national strategy for Adolescent Reproductive and Sexual Health (ARSH) has been approved as a part of the RCH II. Various states, as a part of their State and District RCH II Plans, have adapted this national strategy which is now to be implemented in the districts in the primary health care setting. Adolescent health largely reflects three aspects – manifestation of early childhood (LBW, under-nutrition), demands of the adolescence phase per se and the behaviour of this phase, and these all get reflected in adult health morbidity and mortality pattern, especially on non-communicable diseases. In addition intergenerational effects of adolescent health are well evidenced by now- '*small mothers result in small babies*'.

(b) Mental Health:- The National Health Policy, 2002 acknowledged the importance of mental illness and has raised its concerns about deficient mental health institutions with respect to physical infrastructure and trained manpower. With respect to adolescents of India facing emotional distress and suffering from what is called sub-syndromal mental illness, leading to significant personal sufferings, addictions and high-risk behaviour associated with them NHP-2002 had little to offer. The mental health need for the adolescent and youth in India have tended to be neglected. Out of every three cases of suicide reported every 15 minutes in India, one is committed by a youth in the age group of 15 to 29. According to the study published in the Lancet the suicide rates among young men and women in southern India are the highest in the world. Some of the reasons include: family conflicts, domestic violence, academic failure, unfulfilled romantic alliances, the wide gap between aspirations and actual capabilities; the disintegration of traditional social support mechanisms as was prevalent in joint families and several others that constitute what are known among mental health professionals as acute stressors' or 'significant life events' or 'crises'. Another important area with respect to adolescents is use of addictive substances. Various surveys undertaken, about the use of addictive substances show that there is a very large prevalence of drug addiction among persons in the 12 to 18 age group. Efforts need to be made to identify high-risk adolescents – specifically those engaged in substance abuse, those with a family history of mental illness, those prone to suicidal tendencies, those who have undergone a recent crisis in life – and provide them with counselling. The development of simple instruments to screen

for symptoms of mental illness (including addiction), coping skills, social support and risk of self-harm need to be taken up and stress training exercises that can be easily used in community settings used.

(c) Recommendations

- Under RCH-II a network of Adolescent friendly RSH services need to be operationalised within the public health system. Services should attend to multiple information needs of adolescents related to early marriage, sexual orientation, delayed sexual debut, safer pregnancy, access to contraceptives; prevention and management of diseases especially STD/HIV and, above all, needs of growth and development (physical and mental). These must be linked with school health services.
- The local level implementation of adolescent girls' component of ICDS and RCH II for anaemia prophylaxis should be strengthened through PRIs, ASHA and Anganwadi workers for providing uninterrupted supply and consumption of IFA tablets. Inclusion of adolescent boys in these programmes needs to be worked at.
- Issues of mental health hold special concern for this age group. Understanding their dynamic needs is thus a challenge for all AFHS centres and professionals. Persistent large-scale awareness campaigns as well as programmes across all segments - emotional and psychological - addressing needs and problems of adolescents leading to early identification and interventions of mental health problems are needed.
- Resource centres need to be established in strategic locations for addressing the training and IEC needs of government and civil society organisations. Orientation programmes for service providers, along with technical information, should also facilitate an understanding of the local factors that influence an adolescent's ability to make choices regarding her/his health needs. Service providers need to be trained to promote positive mental health and enhance emotional competency to help adolescents develop an identity, manage emotions, cope with stress, build healthy relationships, be able to resist peer pressure and avoid high risk behaviour.
- Adolescence is the phase where issues related to sex and sexuality start playing an important role. Mainstreaming sexuality education needs to be taken up urgently for in-school and, more so, for non-mainstreamed adolescents.

4.3.4 HIV/AIDS

(a) Reaching adolescents with information and services that addresses their concerns related to nutrition, physical growth, secondary sexual characteristics, sexual and reproductive health, safe behaviour or avoiding risky behaviour and protection against sexual abuse would go a long way in ensuring the healthy development of adolescents. Since 'healthy development underlies prevention of health problems' it is of vital importance that adolescents should have access to the required information in this regard. Specifically, in the context of HIV, the World

Bank states that every dollar spent on prevention saves 43 dollars in later costs for treatment. The returns on preventing infections among adolescents are enormous. Therefore it is imperative to emphasize that adolescent health needs to be viewed comprehensively.

(b) Comparison of AIDS cases surveillance data between 30th June 2004 and 31st August 2006 has highlighted that the number of individuals with AIDS in 10-14 years and the 15-29 age groups have gone up significantly, and females are increasingly being infected to give the feminised face of the epidemic (NACO, 2004 and 2006).

(c) The proposed NACP III Project Implementation Plan acknowledges adolescent and young people as an important target group for programmes. It seeks inter-ministerial coordination for developing a synergy of actions between line Ministries up-to district level. A cadre of village level link workers (both male and female) – a motivated community level paid youth worker - is proposed in these districts to work in each cluster of villages with around 5000+ population.

(d) Recommendations

- Adolescents lack access to crucial information, education, and services to protect themselves. The creation of Adolescent and Youth Friendly Information & Service Centre (AYFISC) is needed with the aim of reaching adolescents with primary infection prevention and skills related information. Existing schemes of various Ministries, including the MoYAS Scheme of Youth Development Centres, should be tapped, with provision of service linkages with appropriate agencies, NSS units in colleges and schools, university campuses, district centres of Scouts & Guide and Junior Red-cross and Youth Hostels. This will maximize the coverage of adolescents.
- Adolescence is a phase of establishing sexual identity and sexual orientations. A pool of evidence exists that adolescents engage in different and alternative forms of sexual gratification. In this context, the role of homosexuality in the Indian HIV infection scenario also needs emphasis in the sexuality education curriculum.
- The convergence of the VCTC and Primary Health Care is strongly advocated. Having regular counselling services in the Public Health System is found to be helpful and needs to be stressed.
- HIV and migration do not have a linear, cause and effect relationship, but are laterally linked and this is emerging stronger than ever before. HIV is a manifestation of the inequalities and deprivation faced by migrants. Hostile and lonely environments, separation from families, and lack of access to information, services and social support systems can lead to social and sexual practices that make them more susceptible to HIV exposure. This again requires a multifaceted approach by different departments.

4.3.5 Media and Communication

(a) The media and other communication channels are already playing an important role in helping the youth to be aware of information in several fields. There is a need of dedicating one exclusive television channel to the youth of our country. This channel should look into the following areas: -

- Academics – Different courses / curriculum to be dealt to supplement the information on correspondence courses. It should be aired during school hours for the benefit of drop outs.
- Health related issues and physical fitness programmes-Emphasis should be on nutrition and yoga. Topics like sex education, drug abuse and awareness on AIDS can also be included.
- Discussions and interviews on mental health-question-answers sessions with psychiatrist on examination phobia and peer pressures should be included.
- Eminent personalities' interviews to influence the youth.
- Career counseling – suggestions for supplementing the income while studying can be of immense help to students from weaker sections studying through correspondence courses.
- Sports – Tips to be provided on different games. Adventure activities can be highlighted.
- For our heritage and cultural awareness, special programmes should be designed to teach the basics on performing and visual arts keeping in mind the level of understanding of the youth. This will enable them to be young ambassadors of our country when they go on any exchange programme. Ministry of Tourism can provide lot of exclusive information for youth in this channel.
- Keeping in mind the need for value based education, Life skills training programmes with emphasis on character building and Youth empowerment should be available.

4.4 Schemes of the Ministry of Youth Affairs & Sports

4.4.1 Adventure & Sports

(a) The role of sports, physical activity and adventure in promoting healthy life styles, reducing violence, fostering national integration and, generally in promoting development and peace, is now being recognized. Sports provide a forum to learn qualities and skills such as discipline, confidence, decision making ability and leadership, and teaches core principles such as tolerance, cooperation and respect. Sports engender the values of effort and how to manage victory, and defeat. When these positive aspects of sports are emphasized, sports become a powerful vehicle through which development goals can be achieved. Through the opportunities for play and self-expression that sports offer, they can help build valuable life skills, beneficial especially for those young people with few other opportunities in their lives. Sports programmes can also serve as effective tools for social mobilization and supporting health activities such as HIV/AIDS education and immunization campaigns, etc.

(b) Recommendations:

- Promote the idea of “Sports for all”.
- Use the ‘Edutainment’ approach in sports (educate while entertaining).
- Funds available for rural works and employment programmes should be spent , in addition to school buildings, on development of play grounds.
- Sports should also include traditional sports as well as activities of physical fitness.
- Encourage yoga and self-defense especially for adolescent girls.
- Emphasize on wide range of adventure activities which can be described as adventure (involving love for nature, exploration, physical endurance) and an attitude to engage in these activities for the sheer joy of it.
- Involve adolescents in organizing and planning of adventure and sports programmes.
- Recognize organizations and individuals engaged in promoting adventure among adolescents and provide necessary funds to them.
- Involve the corporate sector and PRIs in sports promotion

Financial Assistance for Development and Empowerment of Adolescents

4.4.2 The existing scheme for ‘Financial Assistance for Development and Empowerment of Adolescents’ needs to be continued in the 11th Plan with some modifications and amplifications. The guiding principles of the scheme should be as follows:

- a) The criteria for selection of the implementing or strategic partners should be demonstrated competence to work with adolescents and demonstrated commitment to working towards promoting values of secularism, gender equity, social justice and non violence.
- b) Participation of adolescents in programme planning, implementation, monitoring & evaluation is the key to ensure the success of the interventions.
- c) Community participation and environment building is critical in adolescent events and therefore parents, teachers, education institutions, members of civil society groups and other such ‘gate-keepers’ should be encouraged to engage effectively in the activities under this scheme.
- d) Programmes aimed at life skills education should, preferably, be conducted through residential camps which are more enriching as they allow for adolescents to engage in greater peer interaction and have live-in experiences.
- e) As far as possible effort must be made to ensure a diverse group of adolescents, so that they are exposed to different cultures and perspectives and are therefore more effectively able to deal with difference as well as challenge each other and themselves through the exchange. However separate camps for boys and girls may need to be organized.
- f) As far as possible, a follow-up should be envisaged; this may include the organization of programmes on a long-term basis.

- g) Gender concerns / sensitivity should be cross cutting in all activities.
- h) Each proposal should include impact indicators in regard to personal change in knowledge, attitude and skills and other relevant aspects.
- i) Flexibility within the overall budget is required to ensure the best utilization of resources by different types of organizations having different levels of capacities.

5. PROPOSED PROGRAMMES FOR ELEVENTH PLAN

Based on the strategy and approach articulated in the previous sections, it is proposed that the following programmes should be taken up for implementation in the Eleventh Plan under the Ministry of Youth Affairs and Sports.

5.1 Building Life Skills

5.1.1 'Life skills have been defined by WHO as the abilities for adaptive and positive behavior that enable individuals to deal effectively with the demands and changes of everyday life'. Life skills empower adolescents through information, education and services that enable them to make informed choices in their personal and public life, thus promoting creative and responsible behavior for their personal growth and national development. The three broad areas of life skills defined within this framework are: Thinking skills, Social skills and Negotiation skills. Using a life skills approach essentially involves participatory processes involving adolescents to develop their self awareness, critical and creative thinking, problem solving and decision making, planning and goal setting, interpersonal and communication skills, empathy and team building, resisting peer pressure, coping with emotions and stress. Since life skills are developed through experiential learning translating knowledge into action, they can be enhanced in all situations.

5.1.2 A number of government and non-government organizations as well as international agencies have taken up the work of promoting life skills education. Life skills have, however, often been looked at only from the reproductive health perspective and as a means of addressing specific issues related to adolescent sexuality, HIV/AIDS and drug abuse or problems of adolescents that need to be 'fixed'. Some NGOs have made efforts to broad base their life skills interventions to address issues of identity and social concerns that directly impact adolescents particularly related to caste and communal conflict and addressing violence within self and society. Life skills development must also be seen in the context of preparing adolescents for livelihood. A composite approach to life skills, that embeds within it concerns of health, livelihood and personality and social development offers a holistic framework for adolescent development.

5.1.3 Approach to programming and proposed scheme for Life Skill Education

- A holistic approach to life skills development must be taken for the development of policy and programs. In this process, specific situational analysis of each group of adolescents must also be taken into account in the design of the program and, therefore, there must be room for 'customization'.

Life skills programming should be viewed as a response to adolescent's basic human rights where they are not looked upon as problems but as active participants in development. Programs should develop core values, attitudes, knowledge and skills.

- The current scheme of life skills intervention for adolescents must be continued, strengthened and expanded in a modified form. In this context, it is felt that, programs conducted as part of residential camps are more enriching as they allow for adolescents to engage in greater peer interaction and live- in experiences.
- Life skills education leads to greater assertiveness of adolescents and other behavioral changes that can make further demands of the situations in the home, school and larger society, and adults engaged with adolescents must be open and prepared to respond to these sensitively and effectively.
- Perspective building on using a life skills approach is crucial for internalizing the value that could be added to programmes aimed to cater to the needs of adolescents. Special schemes for facilitator training in life skills education cannot be over emphasized. The components of training must include: Perspective building on life skills approach, Participative methodology, Instruction design and Facilitation skills, and Content development and related applications. Facilitators must also be responsible for engaging adolescents in program planning and implementation and evaluation. NGOs and private resource organizations having expertise in the field must also be engaged to review, adapt and develop new training materials and packages for life skills education to be used in different contexts.

5.1.4 Proposed Activities and Financial Support: A 30-day non-residential camp or a 15 day/7 day residential camp to promote life skills will be undertaken, for about 40 adolescents. Activities will include simulation exercises, role-plays, games, lectures, personal discovery sessions, field visits etc.

- For Residential Camps of one-week duration for school students or 'educated' rural youths for 40 persons – Rs. 50000 grant in aid.
- For Residential camps / programmes, for 15 days, for 40 adolescents – Rs.1 lakh grant-in-aid in rural areas and Rs 1.50 lakhs in urban areas.
- For Non- residential camps / programmes for, 30 days, for 40 adolescents – Rs.1 lakh grant-in-aid in urban areas and Rs 75,000 in rural areas.

It is proposed that the budget should include camp expenses, boarding and lodging; exposure visits; purchase of resource materials; staff costs including one social worker cum counselor and expenses to invite resource people.

5.2 Participation in development

5.2.1 Revised scheme: Residential camps: Implementation of this scheme by NGOs has borne out the expectations envisaged from this component in the Scheme of Financial Assistance for Development and Empowerment of Adolescents (approved in April 04). It has been shown that in the case of school

dropouts and children altogether excluded from formal education, residential camps can not only impart basic education and life skills, they can help in inculcation of values enshrined in the Constitution. Even more important, properly conducted residential camps have the potential of building a new leadership among young people who are committed to social change and building a humane and progressive social order. Evaluation of this programme done with reference to an NGO (Foundation for Education & Development) by Tata Institute of Social Sciences has shown that if the duration of residential camps can be increased from 3 to 4 months, non-literate adolescent persons can acquire basic literacy along with values, skills for improvement of quality of life and basic preparation for livelihood. The TISS evaluation has also emphasize the need for improved training of trainers and adequate follow up. Therefore, while reiterating the calculations done in the existing scheme it is recommended that the pattern be extended to 4 months.

Financial support: At this stage there does not seem any need to alter the items of expenditure mentioned in appendix VI of the Scheme of Financial Assistance for Development and Empowerment of Adolescents. However, due to increase in the costs of almost all the items of expenditure it is recommended that a 10% increase be made in the monthly estimates which would now be approximately Rs. 1.14 Lakhs making it to Rs. 4.56 Lakhs for a 4 months residential camp.

5.2.2 New scheme: Participation and Development

(To be made part of the existing Schemes of Financial Assistance for Development and Empowerment of Adolescents).

There is enough evidence and a substantial body of developmental literature to show that if proper training is provided to adolescent persons along with challenging opportunities for participation in development, they can develop as lever for social and economic development. Through this scheme it is proposed to make an effective start with adolescents' involvement in processes of development as recommended by the Working Group on Adolescents for the 10th Five Year Plan.

Approach:

- a) Adolescent persons pursuing their studies at senior secondary level are covered by NSS, which is intended to be extended to all senior secondary schools during the 11th Five Year Plan.
- b) Realistic estimates show that of the approximately 23 crore persons in adolescent age group (11-19) nearly one-third are persons who dropped out of schooling before completing grade VIII or remained excluded from formal education. Not only is their number enormous, they are persons who will determine the future of the country. If provided proper training and role models, they can evolve as a countervailing force against the trends of violence, fundamentalism and corruption.
- c) Adolescent persons are, of course, beneficiaries of development; but they must also to be viewed as partners. At this age they begin to develop an independent ideology and it is the responsibility of the country's leadership to provide opportunities which would imbue them with a spirit of service, patriotism and hard work.

d) Participation of adolescent persons in civic affairs is essential for creation of a new generation of active citizens who promote social justice and strengthen the core values of non-violence, equality, secularism and democracy. Civic participation can also involve work for making village level delivery of public services more accountable and partnering with those responsible for those services to assist them with their work.

e) Through participation in democratic process and social development adolescents themselves will have an opportunity for holistic development and to prepare themselves for a fruitful and satisfying future.

Programmes and activities:

This part of the Scheme of Financial Assistance for Development and Empowerment of Adolescents will have to be spearheaded by NYKs, NGOs and CBOs with an outstanding record and by networks of adolescent forums and youth organizations who are willing to participate as a part of NYKs or NGOs. All the eligible organizations will evolve their own programmes. Those programmes would include activities such as the following:

a) *Residential training for up to 1 month:* This would generally be a precondition for successful involvement of young people in development activities.

b) *Fellowships:* 2-3 trained adolescent persons living in rural areas to organize groups of young people for community service.

c) *Study Service:* These would include persons working towards grade VIII or grade X examination (through private education or open learning arrangements) and simultaneously taking up field activities to enhance learning, such as work with Panchayati Raj Institutions, helping in mass programmes of literacy, immunization, maternal and child health, etc.

d) *Participation in people's rights campaigns:* These campaigns include those for Right to Information, Right to Education, better implementation of Rural Employment Guarantee Act and National Rural Health Mission, etc.

e) *Cultural and communication activities:* Participation in Nukkad Natak, puppetry, folk arts, community music, etc. to involve larger number of adolescent persons in social work.

f) *Study visits and excursions:* To learn about significant innovative and successful initiatives which could enhance the capacity of adolescent persons for participation in development, it being assumed that upon return these persons will take up projects in their locality.

g) *Environment related projects:* These would include the raising of nurseries, tree plantation campaigns, persuading local community for rain water harvesting, propagation of alternate sources of energy, etc.

Financial support: It will be necessary for the Ministry of Youth Affairs & Sports to set up a group to review the Scheme of Financial Assistance for Development and Empowerment of Adolescents. That group would also delineate the details of financial pattern for implementation of this scheme. Meanwhile, it seems reasonable to work out financial support on the following basis (for a group of 50):

(a) Residential training	1,00,000
(b) Other activities referred to in 5.3.2	1,00,000
(c) Learning materials and administrative cost	40,000
	<hr/>
Total:	2,40,000

On a broad estimate we can plan for 100 groups of 50 adolescents being provided benefit of this scheme.

5.3 Preparation for work participation - Career Guidance

5.3.1 Adolescents have a yearning to learn some thing new and, of course to find a job for their living. It is necessary that they have some orientation to work besides having the usual knowledge-based education. Such an effort prepares them well for taking up suitable vocations at an appropriate age. Though the stage of adolescence should be ideally a period of schooling and early college education, for many adolescents in India, it is often, by force of circumstances, a period of disruption and dislocation in education. Almost 50 percent of adolescents, especially those who drop out from the school system before completing elementary education (VII/VIII grade) and due to failure in the 10th, are emerging as semi literates and 'unemployables'. These youngsters are unwilling and untrained for any productive work.

5.3.2 According to the International Labor Organization's (Report on Youth Unemployment, (2006) one out of three young people (aged 15 to 24), world over, is either seeking, but unable to find, work, has given up the job search entirely, or is working, but living on less than US \$ 2 a day. While the youth population grew by 13.2 per cent between 1995 and 2005, employment among them grew by only 3.8 per cent. The report emphasized that 'idle youth is a costly group' and that youth employment strategies are a key contribution to meet the Millennium Goals. Keeping this and other relevant factors in view, the approach could be as follows:

- Multi-pronged strategies and efforts are required for preparing adolescents to work without diminishing the inputs of their usual education.
- The guidelines for the special / rehabilitation centres, under the Scheme of National Child Labour Projects (NCLP) of the Ministry of Labour, meant for those rescued from Child labor, needs to be reviewed and enlarged to make them accessible to school drop-outs of all categories.
- More centers like Jan Sikshan Santhans (JSS) of HRD Ministry and the Modular Employable Skills Training of DGE&T of the Ministry of Labour need to be started.
- Career Guidance and Counseling services need to be dovetailed into the functioning of various work centers so that adolescents get needed clarifications as they progress. Information on career options for selection of subjects according to one's interest and abilities, is needed. Career melas can be organized and parents sensitized about the emerging career options.

- Preference needs to be given to students coming from the vocational stream in the higher professional courses.
- Scope and access to distance learning courses needs to be expanded.

5.3.3 Elaboration of Career Guidance Schemes:- Objectives of the scheme on Career Guidance may be stated as follows:

- a) to provide career information to both in-school and out of school adolescents and youth to help them find work and become economically productive and socially responsible citizens;
- b) to help in reducing the mismatch between the demand and supply of human resources ;
- c) to meet the lower and middle level human resource needs of growing sectors of the economy, both organized and unorganized, by providing information and linkages;
- d) to diversify sizable segments of the students at the senior secondary stage towards vocational education or the world of work, including self-employment, and thus, providing an alternative to many who would otherwise be forced to pursue a line of higher education in which they have no interest or purpose, or otherwise remain unemployable.

5.3.4 Activities:

a) Organizing Career Melas: Each Career Mela could be for 2 to 3 days duration and by holding parallel sessions, adolescents can be exposed to as many as 30 to 40 different careers options. Detailed guidelines for the organization and conduct of such Melas, in terms of the nature of sessions and speakers/counselors, etc. would need to be worked out. Parents may also be encouraged to attend. The choice of careers to be discussed in these Career Melas may vary depending on the profile of adolescents to be addressed. Melas need to be organized in various appropriate educational institutions.

b) Career Guidance Centers: Universities, Colleges, Employment Bureaus, NGOs may also receive grants to establish and run Career-Guidance Centers where adolescents could come and get needed inputs. In these Centers, aptitude assessment could also be organized to help make career decisions. Such information could also be made available through Youth Development Centres under the existing MoYAS Scheme, and career guidance could form part of their activity programme.

c) Career Literature generation and dissemination: Pamphlets, CDs, websites and other modes of communication can be used to apprise adolescents about different career options and where and how one could take up particular careers. Any IEC must be in the local language and presented in an adolescent friendly way.

5.3.5 Implementing Organizations: NSS, NYKS, educational institutions, Employment Bureaus, and appropriate NGOs and CBOs would be eligible to receive funding from MoYAS to implement this scheme. In so far as Career

Guidance Centres are concerned, they should generally be located in an appropriate institution, and have linkages with other ongoing schemes, wherever possible. Further, the Employment Exchanges under the Ministry of Labour should be substantially re-oriented to function as Career Guidance Centres. So far as generation of career literature is concerned, this could be done in a centralized manner as a specific activity by MOYAS for which it could appropriately utilize the services of organizations which have the experience and capability to do this job.

5.3.6 Financial Support:

- Rs. 25,000 for each 2-3 day Career Mela as grant-in-aid
- Rs. 3 lakhs for the 1st year and Rs.1.5 lakhs for subsequent years for Career Guidance Centres as grant-in-aid
- Career literature generation and dissemination – depending on the materials, scope, outreach etc. Upto Rs. 20 lakhs a year for MoYAS

5.4 Research

5.4.1 Data on adolescents in India is scanty and scattered. There are many gray areas, specially on adolescent sexuality and sexual health needs of unmarried adolescents, that need to be understood for effective programming. Past experience shows that new schemes and programmes for young people are often implemented without the much needed database, knowledge and research support. On the other hand, research on young people has remained a low priority in academic institutions as there is hardly any university teaching adolescence and youth as subjects of study. In this background, it is necessary that steps are urgently taken to:

(a) Build database on Adolescents in India

- Collect and collate data gathered by different organizations, and research and academic institutions, and make it readily and widely available;
- Use technology for creating database wherein data can be pooled without delay;
- Facilitate more social science and operations research to understand the situation and needs of different groups of adolescents (married and unmarried, girls and boys, older and younger age *groups*); *and*
- Prepare a compendium of information on research studies by different sources.
- A website on adolescents may be hosted by MoYAS as the nodal Ministry.

(b) Identify priority areas of research

- Several areas of research are relevant to adolescent programming for addressing their holistic needs. These relate to understanding adolescents and their concerns; relationships with peer groups; family and community;

impact of urbanization and globalization; and the socio-political environment in the country.

- Some suggestive areas of research are – understanding adolescents, research for gaining better understanding the education situation with reference to specific areas and groups, studies on sexual and reproductive health needs of early and unmarried adolescents, gender issues, etc.

(c) Build Research capacities

- Identify research institutions that have the capacity for conducting good quality research of relevance and support institutional mechanisms for research. Strengthen the research capacities of Rajiv Gandhi National Institute of Youth Development.
- Encourage research on adolescent issues by awarding research scholarships/ fellowships.

(d) Involve young people in research

- Peer leaders who are well informed and knowledgeable can yield valuable data. Understanding the needs and concerns of adolescents through the young people themselves enables programme managers to develop realistic programmes with ownership of the participants.

(e) Document and disseminate research experiences

- Role of documentation needs to be perceived beyond record keeping, and should be seen in the context of further expansion and replication of successful initiatives.
- Documenting lessons learned and disseminating findings among various programme implementing agencies, partners, stakeholders and persons who would benefit from the experiences.

5.4.2 Scheme for Research

(a) Activities:- The existing component relating to the research in the existing scheme for Adolescents is proposed to be reconstructed with the aim of creation of a body of knowledge on young people, to assess the needs of the diverse groups of adolescents and also to assess the impact of programmes, through both action and theoretical research. New areas of study/research can be identified by a appropriate centralised body by constituting a Research Advisory Committee in the MoYAS or RGNIYD which should also play the role of coordination of research activities and may also be suitably strengthen for this purpose.

(b) Report and Documentation:- A “State of Young People in India” Report should be brought out every two years to highlight the challenges the adolescents face and indicating coordinated responses. The other purpose of this document will

be policy advocacy aimed at planners, policy makers, decision-networks and people's representatives. It would also inform the country and the world about the status of young people and their role in the larger society. Appropriate budget provision should be made in the plan accordingly. The task being highly specialized it would require co-opting necessary expertise by the appropriate agencies.

(c) Financial Support:- It is recommended that during the 11th Plan Rs. 2 crores per annum should be allocated for research, innovation and documentation.

5.5. New Scheme for the 11th Plan - Regional Resource Centers for Adolescents' Development

5.5.1 Rationale: A review of the 10th Plan experience has clearly brought out that a major barrier to achieving the goals in respect of the development of adolescents is the lack of skills and capability to deal with adolescent issues in view of their complexity, and a host of other aspects like their heterogeneity, absence of adequate data, gaps in research, etc. Building capacity in leadership, strategic management, programme management, technical matters, advocacy, inter-sectoral collaboration, partnership building with civil society organizations and organized groups of adolescents is, therefore, a very important requirement, which will have to be addressed in the 11th Plan. The need for capacity building will further increase due to the proposed expansion of adolescents' programmes, and new initiatives, including greater participation of adolescents in various schemes.

5.5.2 In order to meet the above requirements it is proposed that five Regional Resource Centres (RRC) one each in the North, South, East, West and North East of the country be set up. Each RRC would have about 3-4 states and some may have UTs attached to them.

(a) Activities: The objective of the RRCs will be to build capacity of government officials, functionaries of the Youth network and NGOs/CBOs to address adolescent issues comprehensively, and also to serve as a credible centres of knowledge, information and experience. The Resource Centres will become support institutions to facilitate effective implementation of programmes by various implementing agencies and partners. They are envisaged to bring different sectors together to address adolescent concerns comprehensively by improving - technical and managerial capacity and effectiveness. The important objectives of the RRCs would also be to encourage meaningful involvement of adolescents in policies and programmes affecting them. It is proposed that there would be a Task Force to provide the overall strategic direction of the RRC Scheme. RGNIYD will coordinate the working of the scheme, and also function as the apex institution in this regard.

(b) Structure: Each Centre should, so far as possible, be autonomous in its working with its own management structure, action plan and deliverables best suited to the needs of the region. The RRCs could be located in identified expert

training and other such organisations and institutions, and the expertise of civil society organisations and experts having experience relating to adolescents, and other professional bodies, could be co-opted in the management and running of the Centres.

(c) Budget: The allocation of financial resources should be based on the regional priorities and action plans. Each RRC should be allocated adequate funding, which should be used for capacity building and to support local initiatives that will provide scalable and replicable lessons. It is estimated that each RRC would need around Rs.40 lakh per annum. This includes costs related to infrastructure (one time), personnel, resource materials, trainings, advocacy, networking, creating a data base etc.

6. PROPOSED FINANCIAL OUTLAY

6.1 Principles of Financial Provisioning

- Funds for adolescent programmes should come from multiple sources – Indian and external funding agencies, including UN agencies; local bodies; community contribution; corporate sector and resources of the nodal ministries/department.
- Ministries/Departments in the Central and State Governments should make specific provision for programmes and schemes that focus on adolescents.
- Advocacy with Indian and external funding agencies, corporate houses, charitable trusts, NGOs, multilateral and bilateral agencies will help to generate interest among them to provide financial support for programmes for adolescents.
- Local bodies can help to make necessary financial provisions for adolescent development initiatives. Community contribution can be forthcoming if projects taken up by adolescents begin to yield good results.
- Adolescents should be enabled to form their own organizations and develop need-based projects for which training and support should be extended by NGOs, local bodies and other appropriate agencies (e.g. NYK). Mechanisms for prompt funding of these small size projects should be developed.

6.2 A rough estimation of funds required from the Government for the 11th Plan is as below:

(RS. in crores)

No.	Components of the Scheme	Approx. Unit Cost	No of units per year	Per year Requirement	11 th Plan estt..
(1)	(2)	(3)	(4)	(5)	(6)
1	Life Skills Education	a) 15 day residential for 40 persons program	1000	12.50	62.50
		b) (avg) 87500 for 30 day non-residential program for 40 adolescents.	1000	8.75	43.75
		c) 50000 for 1 week residential training for 40 persons.	750	3.75	18.75
2	Participation in Development	a) 4,56,000 for 50 persons for 4 months	175	7.98	39.90
	a) Residential Camps b) Promoting leadership for social change	b) Average 2,40,000 for 50 persons	100	2.40	12.00
3	Career Guidance	a) 25,000 per mela	2000	5.00	25.00
	a) Career Melas b) Career Guidance Centers	b) 3,00,000 per center	500	15.00	75.00
	c) Career literature	c) 20,00,000 per year	NA	0.38	1.90
4	Research and Innovation	2.00 crores per year	NA	2.00	10.00
5	Regional Resource Centers	40 lakhs per center per year.	2 in 1 st yr.	0.80	0.80
			5 in rest 4 yrs.	2.00	8.00
6	Management and support for participatory process		NA	2.00	10.00
7	Evaluations	25 lakhs per year	NA	0.25	1.25
8	UNFPA Component		NA	7.00	7.00
	TOTAL				315.85

6.2 The year-wise requirement of budgetary allocation is given below.

**Financial Projection for XI Five-Year Plan
under the scheme of Adolescent's Development**

Year	Financial Targets (Rs. In crores)
2007-08	22.00
2008-09	60.00
2009-10	65.00
2010-11	82.00
2011-12	86.85
Total	315.85

CHAPTER - III: YOUTH DEVELOPMENT

1. OVERVIEW OF SCHEMES

1.1 The major thrust of the Tenth Five Year Plan was on involving the youth in the process of planning and development and making them a focal point of the development strategy, by providing proper educational and training opportunities, access to information on employment opportunities including entrepreneurial guidance and financial credit, and programmes for developing qualities of leadership, tolerance, open mindedness, and patriotism, etc., among the youth. It also called upon the Ministry of Youth Affairs and Sports to play a pro-active and catalytic role in exploring and identifying employment opportunities for the youth in coordination with other Ministries and Departments.

1.2 The Tenth Five Year Plan envisaged major expansion of the NYKS and NSS. The NYKS was proposed to be expanded to cover all the districts in the country together with expanding the network of Youth Clubs to cover at least 50 per cent of the six lakh villages. Together with this, at least one Youth Development Centre (YDC) was proposed to be set up in each of the country's 5,000 blocks. These were conceived as centres of information for the youth to be developed eventually into Information Technology (IT) Centres. To begin with, 500 Rural Information Technology Youth Development Centres were proposed to be set up during the Tenth Plan period. It was contemplated that all categories of youth, including rural youth, should get an opportunity to participate in at least one of the youth related schemes like the National Cadet Corps, the National Service Scheme, the Scouts and Guides movement, the National Reconstruction Corps (dates replaced by Rashtriya Sadbhavana Yojana), etc. The coverage of the NSS network was to be expanded to cover all degree colleges and +2 schools, while the National Reconstruction Corps was to extend its reach to 500 districts by the end of the Tenth Plan period. The Rajiv Gandhi National Institute for Youth Development was proposed to be developed into an apex national centre for information, documentation, research and training in respect of youth related issues.

1.3 The following schemes and programmes were implemented by the Ministry during the 10th Plan.

- i) Nehru Yuva Kendra Sangathan (NYKS)
- ii) National Service Scheme (NSS)
- iii) Financial Assistance to Rural Youth and Sports Clubs including evaluation
- iv) National Service Volunteer Scheme
- v) Rashtriya Sadbhavana Yojana
- vi) Financial Assistance for Promotion of Youth Activities & Training
- vii) Financial Assistance for Promotion of National Integration
- viii) Financial Assistance for Promotion of Adventure
- ix) Rajiv Gandhi National Institute of Youth Development (RGNIYD)

- x) Youth Hostels
- xi) Scouting and Guiding
- xii) Commonwealth Youth Programme and exchange of youth delegations
- xiii) Establishment of National and State Youth Centres
- xiv) New scheme relating to HIV/AIDS

1.4. The first two schemes i.e., NYKS and NSS are the flagship programmes of the Ministry, encompassing a major part of its activities in institutional, functional and financial terms, and along with the next three schemes, and the RGNIYD, constitute the core of the youth network under it. Under the next four schemes listed above, financial assistance is provided to NGOs and other organizations and institutions, for activities related to vocational training, development of adolescents, national integration and adventure. The scheme of Youth Hostels is the only infrastructure scheme of the Ministry, aimed at promoting youth travel and hostelling. Under the scheme of Scouting and Guiding, grant-in-aid is provided to Bharat Scouts and Guides for conducting training camps and holding of jamborees etc. throughout the country. The last two schemes could not be operationalized during the Plan period for various reasons, although the schematic framework of the scheme pertaining to HIV/AIDS has been formulated, and it is proposed to be commenced in the Eleventh Plan.

1.5. It can be seen from the above brief overview that the youth development schemes taken up for implementation in the 10th Plan, can be broadly categorized into two groups, viz., youth based organizations and youth development activities, although some components of these also relate to the building up of an organisational network and delivery mechanisms in the form of Youth Clubs, Youth Development Centres and Youth Leaders/Volunteers, etc. However, the role of the Youth Clubs in the execution of field activities has, so far, been limited and, in the rural areas the NYKS has become the main direct implementing agency.

2. SCHEME-WISE PERFORMANCE DURING 10TH PLAN

2.1 Nehru Yuva Kendra Sangathan (NYKS)

2.1.1 The Nehru Yuva Kendra Sangathan (NYKS) is an autonomous body under the administrative control of the Ministry of Youth Affairs and Sports. It is the largest youth based organization in the country, having under its fold more than 8 million rural youth, through a network of about 2.50 lakh village based youth Clubs, Sports Clubs/Mahila Mandals. The administration and management of the NYKS vests with a Board of Governors under the Chairpersonship of the Union Minister for Youth Affairs and Sports. The Director General, who is appointed by the Government of India, is the Chief Executive Officer of the Sangathan with headquarters in New Delhi. The organizational network of NYKS includes 18 Zonal Offices, 47 Regional Offices and 500 District Level Offices, which are called Nehru Yuva Kendras. (NYKs)

2.1.2 The objective of the NYKS is to bring about social transformation in the rural areas by promoting and developing among the youth awareness and commitment to the concepts and values of unity amidst diversity, national integration, discipline,

self-help, community service, secularism, democracy, a scientific temper, preserving our cultural heritage, promoting functional literacy, and providing avenues to the youth to strive towards excellence in all spheres of activity. These objectives are sought to be attained through a variety of activities and youth development programmes conducted by the Nehru Yuva Kendras. The programmes and activities of NYKS can be categorized in three groups:

a) **Regular Programmes:** These programmes are planned centrally by the NYKS and allocated evenly amongst all districts, and include programmes for Youth Club Development, Training for Self Employment / Vocational Training, Awareness Generation, Cultural Programmes, Work Camps, Seminars & Workshops, National Integration, Celebration of National & International Days/Weeks, Sports Promotion and Adventure Promotion, District Youth Conventions, etc. These activities are conducted by the District level Nehru Yuva Kendras generally through identified Youth Clubs, and are funded through block grants provided to them by MoYAS. A statement bringing out the salient features of these programmes is annexed at Annexure-I.

b) **Schemes of the Ministry of Youth Affairs & Sports:** The NYKS is also the sole implementing agency for a number of schemes of the MoYAS, viz., National Service Volunteers Scheme, Rashtriya Sadbhavana Yojana, Financial Assistance to Youth Clubs, Youth Development Centres, Rural Information Technology Youth Development Centres, and Awards to Outstanding Youth Clubs at District, State and National level.

c) **Programmes of other Ministries and Agencies :** Specific schemes pertaining to Health, Education, Environment, Poverty alleviation, etc., are also undertaken by NYKS, from time to time, as one of the implementing agencies on behalf of the concerned Ministries/ Departments, including MoYAS. In this role, the NYKS is practically seen as any other NGO. The locations and coverage of such projects are primarily decided by the funding agency, and do not have an even spread. Such schemes, while adding to the overall workload of the skeletal field structure of NYKS, also leads to a situation in which the overall impact, as a NYKS activity, is limited, which is an aspect which will need to be kept in view in the Eleventh Plan.

2.1.3 The NYKS is provided with full funding support of the Government of India on meet-the-deficit basis. The financial targets and achievement during the 10th Five Year Plan period are as below.

Financial Targets and Achievements of NYKS in 10th Plan

Rupees in crore

Year	Budget Estimate	Expenditure
2002-03	28.38	30.47
2003-04	31.18	29.04
2004-05	28.97	28.20
2005-06	34.00	37.04
2006-07	45.00	45.00 (R.E)

Total	167.53	169.75 (101.32%)
Plan outlay	191.49	169.75 (88.64%)

Physical Targets and Achievements of NYKS in 10th Plan

Year	Vocational Training		Youth Leadership Training Prog.		Total No. of beneficiaries involve in the Regular Programmes	
	No. of Programme Organized	Beneficiaries	No. of Programme Organized	Beneficiaries	No. of Programme Organized	Beneficiaries
2002-03	2952	82712	1517	49809	32575	3482640
2003-04	2987	97741	2034	54535	25383	2440548
2004-05	3302	93281	1449	46518	22202	2214431
2005-06	4929	142207	1336	50832	26029	2963107
G.Total	14170	415941	6336	201694	106189	11100726

2.1.4 Review of the implementation of the Scheme of NYKS, and the Programmes undertaken by it, brings out some important aspects which will need to be considered in the context of the Eleventh Five Year Plan. As mentioned earlier, the NYKS is not only one of the major Youth Organizations under the MoYAS, particularly with reference to the rural areas, but also a major purveyor or actual schemes and programmes, in terms of designing and implementing them. With particular reference to its Regular Programmes, and its role as the sole implementing agency of some of the schemes of MoYAS, the following points/issues emerged during the deliberations of the Working Group.

- A very large number of activities being conducted by the District Nehru Yuva Kendras (NYKs) had been conceived in terms of a process by which youth at the grass-roots level would become enthused and activated, and get organized into grassroots youth organizations, but over a period of time they have come to be seen as events/activities/programmes of the NYKS, per se.
- In this process, a logical linkage between such activities and the establishment and development of Youth Clubs and other grass-roots youth organizations, and the progression of such organizations towards taking up activities at their own level and initiative, has not fully materialized, although a large number of youth clubs, sports clubs, mahila mandals, etc. have been established over the years.
- This conceptual and schematic hiatus would need to be bridged, which points towards the need to develop the grass-roots youth organizations into major activity centres, with the NYKS playing the role of guide, facilitator,

coordinator and an implementing organization/agency for programmes needing wider mobilization and organization at higher levels.

- There is need for integration in the programmes for the development of youth organizations and the programmes for the development of youth leadership and volunteers in the above mentioned conceptual and institutional framework. To an extent, this was sought to be done by merging a number of individual schemes, as brought out later, into a single scheme of Financial Assistance to Rural Youth and Sports Clubs, including Evaluation. But, in practical terms, this appears to have been more an exercise for reducing the number of schemes in numerical terms, rather than being rooted in a strategic conceptual framework.
- Notwithstanding the above conceptualization of the role of NYKS, it will be necessary to strengthen it in terms of filling up vacancies at various levels and expansion of its activities, in an appropriate manner, to cover all districts in the country and, simultaneously, rationalizing its organizational set-up with reference to the key role that it is expected to play in the area of youth development.
- While looking at the organizational aspects, an important aspect will also pertain to coordination and synergy with the plans and activities of the State Governments.

2.2 National Service Scheme (NSS)

2.2.1 The National Service Scheme (NSS) was launched in 1969 as a Centrally Sponsored Scheme, and is one of the most successful schemes of the Ministry, aimed at personality and character development of the students in schools and colleges. The motto of the NSS “Not me but You” seeks to imbibe a spirit of volunteerism and community service in the young minds of students. More than 2.69 crore students have so far embraced these values through the NSS. The present strength of student volunteers under the NSS is 26.6 lakhs, in 198 Universities, 9117 Colleges, 1196 Technical Institutions, 7542 (+2) Schools and 41 (+2) Senior Secondary Boards / Councils and Directorates of Vocational Education all over the country.

2.2.2 Organizational Structure: The Scheme is implemented through the State Governments and the operations are at the College/University level. The basic unit of NSS consists of 50 or 100 volunteers and is headed by a Programme Officer at faculty/institution level. The volunteers of the unit work under the guidance of Programme Officers. At the University level, the Programme Officers of affiliated colleges of the concerned University work under the guidance of Programme Coordinators. At the State level, all the Universities in the State work under the guidance of a State Liaison Officer. The State Liaison Cell at the State headquarters is responsible for ensuring timely release of grants under its jurisdiction and timely submission of accounts thereof. The State level Liaison Cell is fully funded by the Central Government. The staff strength of the State Liaison Cell is dependent upon the number of volunteers allotted to the State. There are 15 NSS Regional Centres in the country. These Regional Centres maintain liaison with

the State Governments, Universities, +2 Councils, Training and Orientation Centres and Training Orientation and Research Centre, for effective implementation of NSS Programme and provide on-the-spot guidance to the State Liaison Cell, Coordinators and Programme Officers. A Programme Adviser's Cell is functioning at New Delhi as the nodal office for administration, collection of information regarding NSS and monitoring of performance and training of NSS functionaries, besides implementation of special programmes assigned either by the Ministry or other agencies.

2.2.3 Programmes: Five focal points have been identified for NSS work viz., (i) National Integration and Social Harmony, (ii) Literacy, (iii) Gender Justice, (iv) Village Adoption and (v) Life Skills Education. The NSS has two types of programmes, viz., (a) Regular activities and (b) Special Camping programmes. Under the "Regular Activities", students are expected to work as volunteers for a continuous period of two years, rendering community service for a minimum of 120 hours per annum. Under "Special Camping Programme" a camp of 10 days' duration is conducted every year in adopted areas on a specific theme. The theme for the Special Camping Programme for the years 2006-2007 to 2008-2009 is "Healthy Youth for Healthy India". In addition to the regular and special programmes, NSS also conducts programmes in collaboration with other Ministries/ Departments and Organizations in different areas such as Disaster Management, HIV/AIDS, etc.

2.2.4 Funding Pattern: This is presently the only Centrally Sponsored Programme of the Ministry. The Union and State Governments jointly fund this programme in a ratio of 7:5 in all States, except North East Region, including Sikkim, and hilly areas, where the ratio is 3:1. In J&K and all the Union Territories, Kendriya Vidyalayas and Navodaya Vidyalayas, the programme is entirely funded by Government of India. The funding to the State Government for regular activities is Rs.160/- per volunteer per annum for normal areas and Rs.200/- per volunteer per annum for North Eastern States including Sikkim, Himachal Pradesh and other hilly states as notified by the Planning Commission from time to time. For special camping programme, the funding is at the rate of Rs.300/- per volunteer for normal areas and Rs.400/- per volunteer for North Eastern States including Sikkim, Himachal Pradesh and other hilly areas.

2.2.5 The financial and physical achievements under the NSS Scheme in the X Five year Plan (2002-2007) have given in below Table:

Financial Targets and Achievements of NSS in 10th Plan

Rupees in crore

Year	Budget Estimate	Achievement
2002-03	26.00	22.81
2003-04	22.19	19.04
2004-05	28.00	29.74
2005-06	20.45	33.47
2006-07	25.90	31.50 (R.E)

Total	122.54	136.56(111.44%)
Plan outlay	172.00	136.56 (79.40%)

Physical Targets and Achievements of NSS in 10th Plan

Year	Item	Targets	Achievement
2002-03	Enrolment of Volunteers	18,77,345	19,18,738
	Special Camps Organized	9,654	12,529
	Adoption of Villages	11,101	15,024
2003-04	Enrolment of Volunteers	20,81,633	20,30,261
	Special Camps Organized	9,500	12,695
	Adoption of Villages	9,500	16,643
2004-05	Enrolment of Volunteers	22,16,620	22,28,343
	Special Camps Organized	10,000	12,042
	Adoption of Villages	10,000	16,317
2005-06	Enrolment of Volunteers	24,47,124	24,04,862
	Special Camps Organized	10,500	17,069
	Adoption of Villages	10,500	20,126
2006-07	Enrolment of Volunteers	26,59,896	
	Special Camps Organized	11,000	
	Adoption of Villages	11,000	

2.2.6 The NSS made impressive gains during its formative years. But, over the years, it has not kept pace with the expansion of the University, College and +2 School network. It is estimated that 93 Universities, 1196 Technical Institutes, a large number of Colleges and +2 schools are not covered by the NSS. Among the institutions which have the NSS also, the coverage is very low. This situation could be attributed mainly to constraints of availability of funds, but it also has also been observed that, while there is a great demand for the NSS in aided / semi-aided colleges, particularly in smaller towns, there are few takers for NSS from the 'prestigious' or 'elite' colleges. Also, the presence of NSS has been found to be lopsided in terms of its presence and coverage in different states. The experience of funding has also been uneven, and there have delays in release/utilization of funds at the state level. The funding norms for the regular activities and special camping programme have not undergone change over the last several years, which has also led to constraints in the activities of NSS. There is also need to evolve new activities for the NSS Volunteers in the contemporary environment. The NSS Manual has not been revised to take into account the emerging needs and requirements. On the other hand, various Committees, etc., have recommended that NSS should be extended to class IX in schools. The Ministry of Human Resource Development has written at the apex level, to all the State Governments to introduce NSS at IX Class level but, in the above background, the practical

feasibility of this would need in-depth examination. The post of Programme Advisor at the level of the Central Government has not been filled up for many years and has been operated on an ex-officio basis in the Ministry. Weaknesses have also been observed in the posting of State Liaison Officers, at the State level.

2.3 Financial assistance to Rural Youth & Sports Clubs including Evaluation

2.3.1 This is an umbrella scheme formed by the merger of three earlier schemes and adding a new component during 10th Plan. The scheme in his present form has the following components.

- i) Financial assistance to Youth Clubs
- ii) Financial assistance to Rural Sports Programme
- iii) Awards to Outstanding Youth Clubs
- iv) Financial assistance for Youth Development Centres (YDC)
- v) Financial assistance for Rural Information Technology Youth Development Centre (RITYDC)

2.3.2. The first two schemes seek to provide assistance to the newly set up Youth Clubs and Sports Clubs at grass roots level (one per village) to enable them to start their activities and get established. Under the schemes one time financial assistance is provided to rural youth and sports clubs through Nehru Yuva Kendra Sangathan. The details of grants are as follows:

- i) Rs. 10,000/- for the Youth Club, in Normal areas
Rs. 15,000/- for the Youth Club, in Tribal areas
- ii) Rs. 30,000/- for the Sports Club, in Normal areas and
Rs. 45,000/- in Tribal areas

2.3.3 The objective of the scheme of awards to outstanding youth clubs is to encourage more youth clubs to come forward towards nation building. The amount of award money is Rs. 5000/- at the District level and Rs. 20,000/- at the State level. At the National level three awards of 100,000/- Rs. 50,000/- and Rs. 25,000/- respectively are given to the Youth Clubs. The award money is expected to be used in community Development Projects / Programmes.

2.3.4 Under the scheme of Youth Development Centre one time financial assistance of Rs. 30,000/- is provided in the nature of catalyst to motivate the Youth Club members to undertake the job of building their centre. The primary objective of the YDC is to work as an intermediate tier between the youth clubs and District Nehru Yuva Kendras. At present this is being done by identifying a successful Youth Club in each Block for being developed as YDC.

2.3.5 The scheme of RITYDC aims at creating a IT centre in each District for benefiting the Youth Club members. An amount of Rs. 1,20,000/- is provided for purchase of computer, telephone line and a standby generator for providing internet facility to youth club members.

2.3.6 The budget provision and achievements under the Scheme of Rural Youth & Sports Clubs and Evaluation are given in the table below.

Financial Targets and Achievements of the scheme of Financial Assistance to Rural Youth & Sports Clubs and Evaluation in 10th Plan

Rupees in crore

Years	B.E	Achievement
2002-03	2.60	2.49
2003-04	2.60	2.00
2004-05	3.15	4.87
2005-06	8.10	4.64
2006-07	6.00	5.40
Total	22.45	19.40
Plan total	17.60	

2.3.7 As would be seen, there are 3 basic components of the Scheme which include formation of new Youth Clubs, creation of Youth Development Centres (YDCs) and Rural Information Technology Youth Development Centres (RITYDCs). While the targets for formation of youth clubs during the 10th Plan have been fulfilled by NYKS, short falls have been observed in the formation of YDCs and RITYDCs. As far as Youth Clubs are concerned, while NYKS have demonstrated their capabilities in the formation of new youth clubs, there is need to benchmark them in terms of their performance and activities. A exercise towards this end has been commenced with a view to grading the Youth Clubs in categories 'A', 'B' and 'C' based on objective criteria pertaining to the level of their activities, infrastructure, membership, status in terms of registration, number of meetings being held, preparation/implementation of action plans, etc. Based on this exercise, it is estimated that about 25000 Clubs (around 11%) would fall under Category 'A', around 50000 Clubs (around 20%) would be in Category 'B' i.e., they are active but dependent on programmes founded by the Government and other agencies, and the rest fall in Category 'C'. In this background, and as indicated earlier, a major thrust in the Eleventh Plan would have to be on up-gradation and consolidation of the existing Youth Clubs with the aim of making them active and self-sustaining to the maximum extent possible. The formation of YDC has encountered difficulties due to scheme requirements of registration of youth clubs, own building, etc. Similarly, the RITYDCs which serve as focal centre of information and resource centre for rural youth has not taken off meaningfully due to absence of various synergies that are necessary at the block and the district level.

2.4 National Service Volunteer Scheme

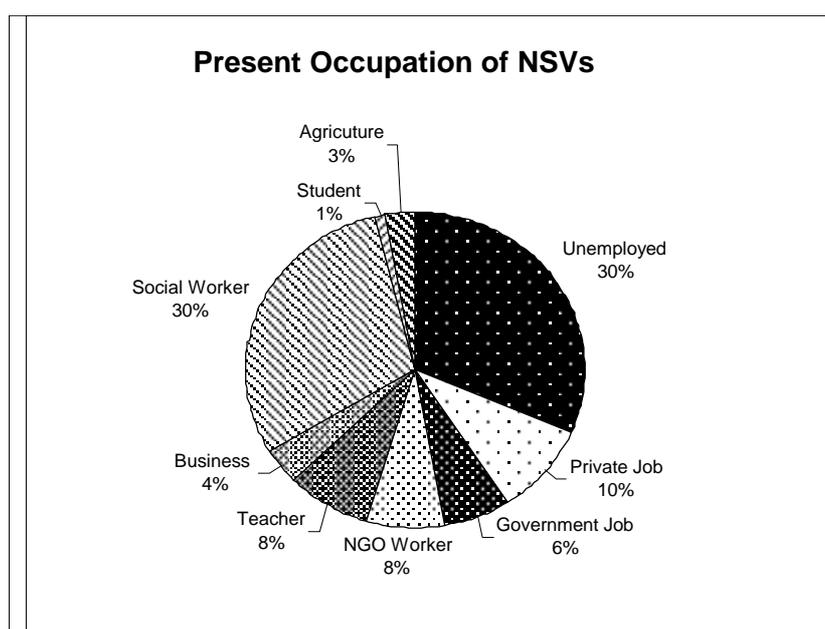
2.4.1 The National Service Volunteer (NSV) Scheme was launched in 1969. This is a Youth leadership development scheme aimed at providing opportunities to students, who have completed their first degree, to involve themselves on a voluntary basis in nation building activities for a specific period on full time basis. There is a requirement of completion of the first-degree course, which can be

relaxed in certain cases for the students belonging to Scheduled Castes/Scheduled Tribes and women. The National Service Volunteer is a youth social worker who is willing to commit his/her energy and time to the service of the community and the country. National Service Volunteers have been working in the field of education, agriculture, information technology, rural development and health. The National Service Volunteer Scheme provides an opportunity for first work experience after education and is aimed to inculcate leadership qualities in them. During their deployment, the Volunteers are paid Rs.1000/- per month by way of honorarium, the Financial Targets and Achievements under the Scheme during 10th Plan are indicated in the table below:

Achievements of National Service Volunteer Scheme in 10th Plan

Year	Financial (Rs. in Cr.)		Physical (No. of NSVs)	
	Target	Achievement	Target	Achievement
2002-03	6.00	5.85	4600	4600
2003-04	6.00	4.85	5200	5200
2004-2005	6.00	3.48	5300	4828
2005-06	6.00	5.90	5300	5300
2006-07	10.00	--	5300	--
Total	34.00			
Plan outlay	34.00			

2.4.2 The National Service Volunteer Scheme is one of the oldest and most successful schemes of the Ministry in providing a platform for the youth to take up a leadership role in the spheres of the social and community service at the grass roots level. A number of NSVs have been successful in social and public life. A study by NYKS shows that at least 30% of the NSVs continue to carryout social work even after completion of their tenure. The career path of the Ex-NSVs is depicted in the pie chart below.



2.4.3 The study also shows that 33% of the NSVs are Intermediate, 55 % are Graduates, 7% Postgraduates and 5% possess professional and other degrees. In their present role, the NSVs, together with the Nehru Yuva Sathees (NYSs) under Rashtriya Sadbhavana Yojana, are the backbone of the NYKS, which operates through a skeletal staff of 3 persons in a district Kendra and carry much of the organizational work of the NYKS.

2.5 Rashtriya Sadbhavana Yojana

2.5.1 The Rashtriya Sadbhavana Yojna was launched during 2005 in lieu of the erstwhile National Re-construction Corps Scheme. The latter Scheme covered 120 districts and there was a provision for appointment of certain number of volunteers in each district on a monthly honorarium of Rs.1000/-. Apart from the limited coverage of the scheme, other issues had also been raised about the manner of appointment of the volunteers and their functions, etc. Under the new Scheme of the Rashtriya Sadbhavana Yojana, the objective is to have one volunteer, under the title of Nehru Yuva Saathi (NYS), in each Block with the responsibility of mobilizing the Youth Clubs to participate in programmes for youth and communally development, and to help in the implementation of the various activities and programmes of the District Kendras. The NYS under the Scheme is selected from the Youth Club which, according to certain criteria, is adjudged as best Club in the Block.

2.5.2 The budgetary allocation and achievements under the scheme during the 10th Plan are given below.

Achievements of Rashtriya Sadbhavana Yojanna in 10th Plan

Years	Financial (Rs. In Cr.)		Physical (No. of Sathi)	
	B.E.	Achievement	Targets	Achievement
2002-03*	-	-	-	-
2003-04*	-	-	-	-
2004-05*	-	-	-	-
2005-06	10.00	5.90	5911	5911
2006-07	7.00	-	5911	-
Total	17.00		11822	

2.5.3 The performance under the Scheme has been uneven in different states. The main reason for this is attributed to the requirement that the Youth Clubs, for this purpose, should have been duly registered for 3 years. In practice, there have difficulties regarding registration in a number of States such as, UP, Bihar, etc. as a result of which it has not been possible to meet the targets in these areas. These issues will have to be addressed during the XIth Five Year Plan.

2.6 Financial Assistance for promotion of Youth Activities and Training

2.6.1 Under this Scheme, financial assistance is provided to the State Governments/Union Territory Administrations, recognized educational institutions, Polytechnics and Universities, Regional Centres of National Service Scheme and colleges having NSS Units, Nehru Yuva Kendras, Bharat Scouts and Guides, Panchayati Raj Institutions and Non-Governmental / Voluntary Organizations (NGOs), for conducting activities in the spheres of vocational training, entrepreneurship development, and organization of exhibitions to project and recognize the activities and contributions made by the youth in various fields, and to expose them to various facets of national life.

2.6.2 The physical and financial targets and achievements during the X plan period are as follows:-

Achievements of the scheme of financial assistance for promotion of Youth Activities and Training in 10th Plan

(Rupees in crore)

Year	Financial (Rs. in crore)		Achievements (No. of youth)
	Target	Achievements	
2002-2003	8.00	6.81	17,386
2003-2004	8.00	6.88	24,210
2004-2005	10.00	9.74	38,479
2005-2006	10.00	5.60	23,006
2006-2007	7.00	--	-

2.6.3 A review of the Scheme, inter alia, brings out that a very large number of proposals are stereo-typed and are based on an agency approach, where the concerned NGO / organisation arranges for participants / beneficiaries, resource persons, equipment for training, honorarium, and stipend for the period of the training, as an agent, with little evidence of backward and forward linkages. Also the required emphasis on the inherent capabilities and strength of the organisation as vocational training provider and any sort of benchmarking in terms of course content appears to be missing. The outcomes of the Scheme in terms of actual employments or self-employment, of persons trained under the Scheme, are not easily discernible. Some procedural changes have been made in respect of the Scheme during 2006-07, (Reference Para 2.1.4 of Chapter II) But these would not be enough, and there is need to substantially restructure the scheme in order to make it more meaningful in terms of its content, impact and outcomes.

2.7 Financial Assistance for Promotion of National Integration

2.7.1 The Scheme of Promotion of National Integration, was launched as a Central Scheme in the early Eighties. The objective of the Scheme is to provide the youth from different parts of the country, and from diverse cultural backgrounds, opportunities to interact with each other, know each others' customs and lifestyles, to work together in community service projects and, in the process, make them aware of the underlying unity amidst diversity in the country and promote the spirit of national integration among the youth. An important component of the scheme is the organization of national integration camps. The underlying logic is that living

together in camps, the youth would develop better understanding of different perceptions, belief, faiths, and life styles which, in turn, would strengthen a secular and eclectic outlook among them. Activities and Programmes, which foster communal harmony and national unity, are also part of this Scheme. The Scheme is implemented by State Governments, Universities, recognised institutions, Colleges, NYKS, NSS, AIU and NGOs. Apart from National Integration Camps other important programmes under this scheme include: -

- a.) National Youth Festival – Every year the National Youth Festival is held in a host state from 12th to 16th January starting with the birthday of Swami Vivekananda. The Ministry gives Rs.1.00 crore for organizing the festival and the host State meets the balance expenditure. Almost 3000-4000 youth from the entire country participate in the programme. So far 11 Youth Festivals have been held at Bhopal (1995), Kolkata (1996), Ahmedabad (1997), Chennai (1998), Lucknow (1999), Gandhinagar (2000), Hissar (2002), Thiruvananthapuram (2003), Jamshedpur (2004), Hyderabad (2005), Patna (2006) and Pune (2007).
- b.) National Youth Awards – National Youth Awards are given to around 25 individuals (within the age of 13-35 years) and one voluntary organization. The award is conferred on youth, who have demonstrably excelled in youth work in different fields of development activities and in social and community service. The award carries a medal, a scroll and Rs. 20,000/- in cash, while the Voluntary Youth Organization receives Rs. 1, 00,000/- as cash award besides a trophy and a scroll.
- c.) Inter-State-Youth Exchange Programme – This is a programme under which youth from one state visit other areas of the country, with a provision for ‘home stay’, which provides a very healthy system for interaction among youth from different parts of the country and promoting a spirit of national integration.

2.7.2 The outlay for the Scheme in the 10th Plan is Rs.23.0 crores. The Table below indicates the physical targets the achievements during X Plan.

Achievements of the scheme of Promotion of National Integration in 10th Plan

Year	Financial (in Rs. crore)		Physical (No. of Prog.)	
	Target	Achievement	Target	Achievement
2002-03	3.40	5.78	150	295
2003-04	4.50	4.32	200	222
2004-05	4.95	6.72	250	295
2005-06	4.95	5.82	250	197
2006-07	9.00	6.0	450	000
Total	26.8	28.64	1300	1009
Plan Total	23.00			

2.7.3 This is one of the most popular schemes of the Ministry, and is also a need of the hour in the current social milieu in the country. It will therefore need to be further expanded during the Eleventh Plan period.

2.8 Financial Assistance for Promotion of Adventure

2.8.1 The Scheme aims at fostering the spirit of risk-taking, endurance, cooperative teamwork and encouraging quick and effective reflexes in challenging situations among the youth. It includes an exhaustive list of adventure activities, such as trekking, hiking, camping, rock climbing, mountaineering, skiing, cycling, rafting, kayaking & canoeing, water skiing, power boating, long distance swimming, wind surfing, long distance sailing, diving including scuba diving, gliding, hang gliding, ballooning, parachuting, parasailing/paragliding, micro light flying, power gliding and safaris, etc., for which financial assistance is provided to the State Governments/ Union Territory Administrations, NYKS, Educational Institutions, Voluntary Organizations, Public Trusts, individuals and groups of individuals. The Scheme as revised in 2004, has the following components :

- Adventure activities of basic/intermediate level within India;
- Adventure activities of Advanced level within India;
- Adventure training and/or Awareness Camps at suitable places;
- Seminars, Workshops, Film/Slide Shows, Exhibitions, Festivals along with some demonstrative activities by experts on adventure;
- Assistance to recognized Institutions for Promotion Adventure; and
- Tenzing Norgay National Adventure Awards.

2.8.2 National Adventure Awards: Under this component of the Scheme, National Adventure Awards, now renamed as Tenzing Norgay National Adventure Awards, are being given as the highest national recognition for outstanding achievements in the field of adventure. Ordinarily, one award each is given for adventure activities on land, sea and air based adventure activities. A lifetime achievement award is also conferred every year. These awards are at par with the Arjuna Awards for excellence in the field of sports. The award comprises a bronze statuette, a scroll and a cash award of Rs.3,00,000/-.

2.8.3 A separate budget head made for 'Establishment and Development of Mountaineering Institutes' has since been merged with the budget head for promotion of adventure as a zero-based budgeting exercise. The financial and physical achievements under the Scheme during the Tenth Plan are indicated in the table below:-

Achievements of the scheme of Promotion of Adventure in 10th Plan

Year	Financial (Rs. in crores)		Physical (No. of Prog.)	
	Targets	Achievement	Target	Achievement
2002-03	2.25	2.13	75	137
2003-04	2.25	2.06	120	255
2004-05	2.70	2.85	110	212
2005-06	2.70	2.58	110	222
2006-07	2.70	2.00	200	-
Total	12.60	11.62	615	826

Plan outlay	17.50			
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2.9 Rajiv Gandhi National Institute of Youth Development

2.9.1 The Rajiv Gandhi National Institute of Youth Development (RGNIYD), an autonomous body under the Ministry, was set up in March 1993 with a mandate to undertake advanced study and applied research in the field of youth related activities. The Institute is functioning in a sprawling complex of 42 acres at Sriperumbudur, about 40 kms from Chennai, Tamil Nadu, and is fully funded by the Govt. of India. As the apex organization at the national level, the Institute is a forum to carry out the following functions:

- To design, develop and conduct appropriate training and orientation programmes;
- To conduct research evaluation and programme development of youth based projects;
- To help in the up gradation of professional skills of the youth functionaries of the Central and State Governments/ Union Territories, Universities, NGO's etc., working in the field of youth development;
- To bring out publications and to undertake documentation and dissemination of information; and
- To take up extension projects /services on experimental basis.

2.9.2 The Institute was functioning with a skeleton staff and only one division till November 2004. With the creation of 4 more Divisions and supporting staff, the Institute now has five Divisions. With effect from the year 2006-07 three more Divisions/ Cells have been added and present the following 5 divisions and 3 Cells are functioning in the Institute:

- i) Panchayati Raj Institutions and Youth Affairs (PRIYA)
- ii) Social Harmony and National Unity (SHANU)
- iii) Training Orientation and Extension (TOE)
- iv) Research Evaluation and Documentation (READ)
- v) International Centre for Excellence in Youth Development (ICEYD)
- vi) Cell on Gender Development (GD)
- vii) Cell on Adolescent Health and Development (AHD).
- viii) Cell on HIV/AIDS

In keeping with its mandate to function as a Centre of Advanced Study in the field of youth development, the RGNIYD has also applied to the UGC to accord it the status of a Deemed National Youth University. Approval from UGC is awaited.

2.9.3 The total outlay for RGNIYD during the X Plan was Rs.16.00 crores. The year-wise performance during the 10th Five Year Plan is indicated in the following Table :

Financial Targets and Achievements of RGNIYD in 10th Plan
Rupees in crore

Year	Budget Estimate	Achievements	No. of Trainings conducted
2002-2003	2.00	2.00	13
2003-2004	2.00	1.67	30
2004-2005	2.00	1.80	23
2005-2006	4.00	4.00	20
2006-2007	4.00	4.00	31 (proposed)
Total	14.00	13.47	117
Plan outlay	16.00	13.47	

2.9.4 A review of the scheme shows that, although initiatives were taken during the later half of the Plan period, to put in place the requisite wherewithal to enable the Institute to discharge the responsibilities expected of it in terms of its mandate, a lot remains to be done, and this will require due attention in the Eleventh Plan.

2.10 Youth Hostels

2.10.1 Youth Hostels are intended to provide low cost, budget accommodation and facilities to travelling student groups and youth groups on excursions or study tours. The scheme aims to encourage youth travel to know more about the diversity of India's culture and peoples. Keeping these objectives in view, Youth Hostels are generally established in locations of historical, cultural and tourist interest and significance.

2.10.2 The Government of India is extending support to the Youth Hostel Movement since 1966 and the scheme was formulated as per guidelines prescribed in the manual of the International Youth Hostel Federation. The scheme was initially, implemented by the Ministry of Tourism, and later transferred to the Ministry of Human Resource Development and then to the Ministry of Youth Affairs & Sports. The Central Policy Committee headed by the Union Minister, Youth Affairs & Sports, is the authority to lay down broad guidelines and policy for the Youth Hostels set up under the scheme.

2.10.3 The establishment of Youth Hostels has been conceived as a joint venture between the Central and the State Governments. While the Central Government bears the cost of construction, the State Governments provide fully developed land free of cost, with water, electricity and approach road. After construction, the Hostels are handed over to the State Governments for management. The Youth Hostels are looked after by a Warden and an Assistant Warden, usually, a husband-wife team, who are paid an honorarium of Rs. 5000/- for both and conveyance allowance of Rs. 500/- per month. A special allowance of Rs. 500/- per month is also paid to the team of Warden/Assistant Warden working in the Youth Hostels located in North-Eastern region of the country.

2.10.4 The total outlay approved for construction of Youth Hostels during the Xth Five Year Plan was Rs. 16.00 crore. The year-wise financial and physical achievements during the Xth Five Year Plan are indicated in the following Table :-

Achievements of Youth Hostels in 10th Plan

Rupees in crore

Year	Budget Estimate	Achievements	Total No.
2002-2003	2.00	1.44	65
2003-2004	2.60	0.19	65
2004-2005	3.00	0.42	65
2005-2006	5.00	4.78	72
2006-2007	5.00		72
Total	17.6		72
Plan outlay	16.00		

2.10.5 During the Xth Five Year Plan period, 7 Youth Hostels were completed at Warangal (Andhra Pradesh); Lucknow (UP); Gangtok (Sikkim); Sirsa and Yamuna Nagar (Haryana); Ajmer and Udaipur (Rajasthan). Hostels at Rewari, Sogalu. Khajuraho, Thoubal, Churachandpur, Ooty and Badrinath are expected to be completed by end of this Plan. As on date 72 Youth Hostels have been constructed, 18 hostels are under construction and 32 have been approved in-principle.

2.10.6 Review of the scheme has brought out areas of concern relating to selection of site, construction, and actual functioning of the Hostels. It has been observed that many times sites are selected without due consideration of all relevant aspects, as a result of which, the hostels are not optimally utilised after construction. . The sites are often selected far away from the city center, which makes them difficult to reach by ordinary travelling youth. The construction also takes an unduly long time due to cumbersome procedures. There have also been instances of the buildings being used by other organization for other purpose. Further, only a handful of the government owned youth hostels have got affiliation to the International Youth Hostel Association as they fail to meet the prescribed standards on accommodation, reception, hygiene, security, etc., All these issues will need to be addressed in the Eleventh Plan.

2.11 Scouting and Guiding

2.11.1 The Scheme of Scouting and Guiding, a Central Scheme, was launched in the early 1980s, to promote the Scouts and Guides movement in the country. This is an international movement aimed at building character, confidence, idealism and spirit of patriotism and service among young boys and girls. In the process, Scouting and Guiding also seeks to promote balanced physical and mental development among young people.

2.11.2 Under the scheme, financial assistance is provided for various activities such as organization of training camps, skill development programmes, and holding

of jamborees, etc., to Bharat Scouts and Guides. These activities, inter alia, include programmes related to adult literacy, environment conservation, community service, health awareness and promotion of hygiene and sanitation

2.11.3 The Bharat Scouts and Guides is the largest voluntary, non political, educational, movement in the country open to all without distinction of origin, race or creed, in accordance with the purposes, principles and methods conceived by the founder, Lord Baden Powell, in 1907. The Bharat Scouts and Guides organization has a network of branches covering all the States of India. Besides the territorial States (i.e. the states of the Indian union and the Union Territories) there are functional units, like the Kendriya Vidyalaya Sangathan, Navodaya Vidyalaya Samiti and the Indian Railways.

2.11.4 The scheme had a total outlay of Rs. 5.25 crore during the 10th Plan. The year-wise physical and financial achievements are indicated in the following table :

Achievements of Scouting & Guiding in 10th Plan

Year	Financial (Rs. in crore)		Physical (No. of Prog.)	
	Target	Achievement	Target	Achievement
2002-03	1.05	1.01	230	193
2003-04	1.05	0.93	200	103
2004-05	1.35	1.00	150	171
2005-06	1.35	1.35	150	181
2006-07	1.22		150	--
Total	6.02		880	
Plan outlay				

2.12 International Cooperation (Commonwealth Youth Programme & Exchange of Youth Delegations)

2.12.1 The Ministry of Youth Affairs and Sports collaborates with other countries and international agencies/ organizations on various youth issues. The Ministry is the national focal point for the United Nations Volunteer (UNV) Scheme. Under this Scheme, experts and specialists, as also grass root level workers, are sent abroad through UNDP for serving as UN Volunteer in foreign countries. The Ministry also works with the Commonwealth Youth Programme Asia Centre, Chandigarh in organizing a number of events concerning youth in commonwealth countries in the Asia-Pacific Region. Exchange of youth delegations with the friendly countries is also taken up on reciprocal basis for promoting exchange of ideas, values and culture amongst the youth of different countries and also to develop better relations. Under this programme, delegations of young persons and officials of the Ministries, NYKS & NSS are exchanged with foreign countries for participation in various programmes, meetings, seminars, conferences etc. related to youth development. At present, the Ministry of Youth Affairs & Sports, Government of India has protocols on youth affairs with the Governments of the Republic of Belarus, Bulgaria, Mauritius, Korea and Saudi Arabia. During 2006, 100-member youth

delegations were exchanged between India and China as a part of the programmes to mark the year 2006 as 'India China Friendship Year'.

2.13 Establishment of National & State Youth Centres

2.13.1 A broad outline regarding the components of the National & State Youth Centres was prepared by the Ministry. However during consultations with the Planning Commission it was advised to take up the National Youth Centres under the existing scheme of NYKS and the State Youth Centre through State Plan Schemes. In the event, the scheme could not be operationalized during the 10th Plan.

2.14 New Scheme relating to HIV/AIDS

2.14.1 During 2006-07 an outlay of Rs. 10 crore was provided for a new scheme relating to HIV/AIDS. The detail guidelines of the scheme were approved by the Standing Finance Committee (SFC) during December 2006 and a token provision of Rs. 42 lakhs has been provided in the revised estimate of 2006-07. The scheme is proposed to be fully operationalized during 11th Plan.

2.15 Evaluation of Youth Welfare Schemes

2.15.1 The Ministry had an evaluation of the following Youth Schemes conducted through the National Productivity Council (NPC), New Delhi:

- Scheme of Financial Assistance to Voluntary Organizations working in the field of Youth.
- Scheme for Training of Youth.
- Special Scheme of Promotion of Youth Activities among the Youth of Backward Tribes.

2.15.2 The NPC has submitted its study report, which contains two sections. The first section deals with the recommendations in respect of the Systems & Procedures for processing the applications for grant-in-aid; the second section deals with the recommendations related to the field survey of NGOs and trainees. The recommendations made by the NPC are as under:

(a) Systems and Procedures :

- Receipt of applications: Master database to contain the organization/NGO details and second database to capture the application details to be related to the Master through NGO name.
- Preparation of agenda note: The basic requirements of the agenda note and financial approval format to be included in the application.

- Receipt of approval from finance: The record on fund availability needs to be maintained by the processing division. The additional documents mentioned in the sanction letter may be included in the application form itself.
 - Receipt of report from applicant: The reporting format needs to be given along with the application form/sanction letter for filling by the project coordinator.
 - Every NGO should be allotted a unique identification code number.
 - A copy of the sanction letter should be sent to the recommending authority.
- (b) Recommendations based on the Field Survey:
- Mechanism should be evolved to make the NGOs more responsible and accountable in respect of the effectiveness of the training.
 - Every NGO should be strictly instructed to furnish complete information about complete permanent postal address, telephone number, fax number, e-mail etc.
 - Follow-up exercises by the NGO, after the completion of training, regarding the employment and economic status of the trainees should be made mandatory. The report of the follow-up exercise should be timely submitted to the Ministry.
 - Greater transparency on the part of NGOs needs to be established.
 - NGOs should be encouraged to form consortiums, which will take care of placement services for the trained persons.
 - Ministry should make a survey in various regions about the kinds of jobs available and programmes to be taken up should relate to these areas.
 - Apart from the traditional trades, like cutting & tailoring, mat weaving, electrician, fitter, motor driving etc., NGOs should explore new areas of vocational training and skill development in the informal sector and upcoming service sector.
 - NYKS Centres should provide counselling and guidance to the youth regarding various types of training and skill development programmes and placement assistance, wherever possible.
 - A quality assurance system like ISO 9000, should be evolved for NGOs to measure and ensure the quality as well as the effectiveness of the programmes conducted by them.
 - NGOs should be encouraged to specialize and develop competence in certain areas, and training should be given those areas.
 - All the trainees should be given a certificate after the completion of training.

- An annual rating system for the NGOs may be developed to facilitate objectively the programme implementation process.

2.15.3 It may be mentioned that the National Productivity Council was assigned evaluation of above schemes in the year 2001-2002. Since then, the aforesaid schemes were reviewed and merged as per the zero-based budgeting exercises. After merger, the composite scheme viz. Scheme of Financial Assistance for Promotion of Youth Activities and Training mentioned earlier, is being implemented from the year 2002-03.

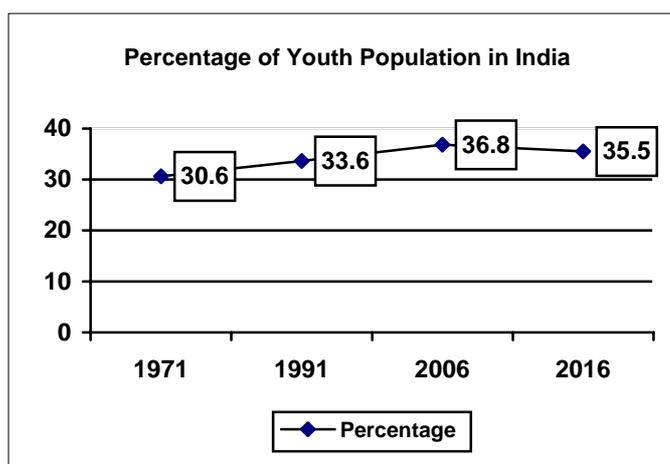
2.16 However, a number of steps have also been taken by the Ministry during the last few years, to streamline the implementation of this and other schemes being implemented through NGOs (ref : para 2.1.4 in Chapter-II). The State Governments have also been given greater role in the screening and implementation of the proposals. However, further, in depth, consideration will be required to bring in substantive improvements in terms of the quality of proposals, capabilities of the implementing agencies, development of downstream linkages, and monitoring and follow-up. Some suggestions have been made in this regard in other parts of the report. The Rajiv Gandhi National Institute of Youth Development, Sriperumbudur (Tamil Nadu) has, in the meanwhile, initiated another evaluation study of a few NGOs, assisted during 2005-06 under various youth schemes of this Ministry.

3. YOUTH DEVELOPMENT PRESPECTIVE AND APPROACH FOR THE ELEVENTH FIVE-YEAR PLAN

3.1 Scenario of young people in India

3.1.1 The World Development Report – 2007 titled ‘Development and the Next Generation’ has highlighted that the number of people in the ages of 12 – 24 years world-wide is around 1.5 billion, of which 1.3 billion are in the developing countries, the most ever in history. This number will rise, but not by much more, because it is fast approaching a plateau as fertility rates decline, producing a “bulge” in the World’s population structure. The effect of this, by way of falling dependency rates, could last for up to 40 years depending upon the rate of fertility decline in different countries. This ‘Youth Bulge’, in the light of its impact on work participation and dependency ratios, has been called a window of opportunity in terms of growth and development of various countries, an opportunity which would need to be seized before the window closes. It has also been brought out in the Report that, of those that entered the window early, some have taken full advantage and some have not, and it has been highlighted, in this context that, according to a study, “more than 40% of the higher growth in East-Asia over Latin America in 1965-90 (could be attributed) to the faster growth of its working – age population and better policies for trading and human development. If countries fail to invest in human capital – which is most profitable for the young – they cannot hope to reap this demographic dividend”. At the same time it has been mentioned, as has also been emphasized in the statement of Hon’ble Prime Minister excerpted earlier, that if we fail to invest in the development of the human capital, there could be enormous risks-fiscal, economic and social.

3.1.2 The population of India in the age-group of 15 – 35 was 355 million as per the 2001 Census, which would translate into approximately 390 million people as per the current definition of youth in the National Youth Policy, 2003 (13-35 years). Further, Adolescents (10-19 years), for the first time in the country, have been recognized as a distinct sub-group and, in fact, this would be a vital segment within the youth cohort



in terms of the basic foundation on which the development of our young people as workers, parents, citizens and community leaders would crucially depend. With the inclusion of adolescents, the total youth population in the country would be around 435 million; and it would be around 700 million if we were to include children who would, in the years to come, grow into adolescents and young adults. The significance of these statistics, and the needs and imperatives arising from them, can be missed or ignored only at the risk of grave peril. Further, it needs to be recognized that 69% of the youth live in rural areas, and this number is estimated to cross 500 million by end of the 11th Five Year Plan. This poses its own challenges with reference to inclusive growth and the need to bridge divides.

3.1.3 The ability to harness this huge potential would, of course, depend to a very great extent on the overall development and economic policies and programmes, and the extent of productive employment potential and opportunities that they can throw up. In the last two decades, India has experienced dramatic transformation and is today one of the fastest growing economies in the world. A variety of policies and reforms have been put in place with the aim of maintaining, and further stepping up, the rate and momentum of growth and economic expansion. The structure of the economy has also changed considerably, with pronounced growth in the services sector, including the incredible success of the IT sector, all of which, inter-alia, has also thrown up special requirements and challenges in terms of the nature of human resources and skills required, and the patterns of work. At the same time, it is recognized that a very large proportion of employment would have to come through small enterprises and the unorganized sector, with a large part of it in the rural areas. In this background, it is hoped that sufficient opportunities will become available through the growth process to productively absorb the growing work force at different levels, on the one hand, but, on the other, it will also be necessary that the potential participants in the work force are adequately equipped, so that the targeted growth rates are not only achieved but also maintained in a sustainable manner.

3.1.4 All this points inescapably to the need for focused attention to youth in a multi-sectoral, multi-dimensional, integrated and comprehensive manner. As brought out earlier, youth has been accorded attention right from the beginning of

the planning process, but the approach appears to have been incremental in nature, and characterized by initiatives to set up different organizations/institutions at different times, and introduction of a plethora schemes, often overlapping, from time to time, rather than an approach anchored in a comprehensive strategy. This need was articulated in the Tenth Plan and the Youth Policy for 2003 but, as the review of the Programmes would show, we have remained very far from providing such a comprehensive strategy and the kind of investment in the youth that is called for and, perhaps, because the resources allocated are, at best, minimal, even miniscule, the required focus on strategizing and outcomes has also not materialized.

3.1.5 The population and demographic trends outlined earlier, and various types of social upheavals, behavioural trends and phenomena like Naxalism, etc., which are visible today in different parts of the country, make it imperative that the situation is urgently addressed and remedied, and make a compulsive case for taking bold new steps, within the big vision articulated by the Hon'ble Prime Minister in his 2006 Independence Day Address to the Nation. As mentioned elsewhere in this report, various sectoral initiatives, in spite of their primacy in terms of the overall socio-economic policy, will not be enough, and sizeable investment will also have to be made on the youth, per se, through measures and schemes that the sectoral initiatives, cannot by themselves take care of.

3.2 Issues and concerns of the Youth

3.2.1. Broadly, the issues of concern in respect of the youth could be seen in three categories – Personality Development, Employment and Employability and Empowerment. Some of the areas of concern and issues requiring attention, particularly in the areas of Education, Health, Physical Education, Fitness and Sports, Personality Development and provision of Life Skills, etc., have been brought out earlier in the section of this Report dealing with Adolescents and are, therefore, not being repeated here. It has also been brought out, while examining these, that a sizeable expansion and some re-orientation and focus, in terms of coverage and content, will be required in the various sectoral programmes that are already there, to address a number of these concerns and issues.

3.2.2. Having said that, an important issue would also pertain to whom we consider to be our 'Youth'. This is a difficult question, because there is an inevitable overlap (resulting from the transitions in human development) between "Children" and "Adolescents", between the latter and "Young adults", and between "Young adults" whose focus is on getting higher education/skills, employment, marriage, etc., and the "mature youth", who could be looking at civic engagement in its broadest sense. At the lower end of the spectrum, compulsive arguments (and otherwise) have been made to state the case that "Adolescents" should be distinguished from Youth and, with reference to the upper end, to the effect that we should realign the definition of youth with general international definitions – the upper age limit is 24 years according to the UN, and 29 years as per the Commonwealth norms. Obviously, this has to be considered in the context of our own assessment about the status of progression across the transitions with reference to the majority of our youth, in view of the differentials in the levels of attainment and development

among the diverse segments of our society. Though there was no unanimity on the subject, the broad Sense of the House appeared to be that "Youth" should be defined to cover the age group 10-29 years, with the age group 10-18 years being squarely recognized as "Adolescents". A view would need to be taken on this. It is felt that this would also help in defining the focus of policy and programme interventions, and setting out a path for various groups within the Youth Cohort in terms the directions for which they need to be prepared and equipped, particularly with reference to the singularly important area of preparation for work participation on which the entire premise of the "demographic dividend" is based.

3.2.3 Seen in the above background, the major issues of concern for purposes of this section of the Report would be :

- **Employment:** The most critical issue pertains to employment and employability. While the former pertains to the opportunities for employment that the development process can throw up and is, therefore, concerned with broader growth and development related policies and various related sectoral programmes and initiatives, the latter is an area which requires special attention as a matter of equipping our youth with the requisite wherewithal. The World Development Report, referred to earlier, states that "Investment Climate surveys show that more than a fifth of all firms in developing countries as diverse as Algeria, Bangladesh, Brazil, China, Estonia and Zambia rate inadequate skills and education of workers as a major or severe obstacle to their operations". This gap pertains both to the relevant technical skills but also to behavioral skills.

- At another level, as mentioned earlier, there is a need to equip the youth with abilities for self employment and entrepreneurship in the unorganized sector and in village level enterprises. Inter alia, this would also help in reducing migration of rural youth to the urban centres, where they serve as unskilled labour, are exploited and become vulnerable to a variety of risks as brought out in the Chapter on Adolescents. During its deliberations, the Working Group also took note of recent State initiatives for distributing unemployment 'doles', which could have the unwelcome potential of turning youth into beggars rather than productive citizens of the country. It was also emphasized, in this context, that it is of vital importance to generate among the youth respect for the value of work and dignity of labour.

- In this background, apart from the required expansion of, and greater synergy between, various sectoral schemes and programmes, it needs to be seen what role the Ministry of Youth Affairs can play in terms of devising strategies and programmes in the vital area of preparation for work participation. Inter alia, this could be done through programmes for improvements in basic and life skills for livelihood, including what has been referred to as "second chance education", and systematic provision of information and guidance to the youth in respect of the potentials of the economy and the current and emerging career opportunities and options, and helping to prepare them for the same. The interventions that may be devised would also need to take cognizance of the different age profiles within the youth cohort, and provide the required and relevant focus in different programmes and schemes.

- The other major concern relates to the issue of Empowerment. This would encompass various elements pertaining to participation and civic engagement, etc. This would call for devising/strengthening institutional structures, networking and synergies, capacity building, leadership development and access to information. Programme initiatives would need to be devised and/or reoriented to meet these objectives.
- Apart from the above issues, the broader aspect of mobilization of youth in campaigns, etc., against social evils, activities related to national integration and social harmony, and fostering a spirit of community service would continue to require focused attention and programmes at various levels. Such programmes would generally cut across the different age segments of the youth.

3.3 Approach for the 11th Plan

3.3.1. In the above stated background, the approach in the 11th Plan would be to put in place a holistic and comprehensive strategy and to enable the fullest development and realization of the potential of the youth in the country as the single most important segment of the population in the context of future socio-economic development and growth. A crucial determinant underlying the approach and the suggested strategy and programmes is the current demographic scenario in the country, and the need to reap the demographic dividend before the window of opportunity closes. This would make it necessary to look at issues concerning the youth with a much greater sense of urgency than has been the case in the past, and to allocate commensurate resources towards this end. This would have two elements- review of the existing sectoral programmes and schemes, and bringing into them the required specific focus and re-orientation as required, and their expansion to cover the whole country and diverse groups; and, developing and implementing specific programmes and interventions, over and above the sectoral schemes, to empower and enable the youth to become effective and productive participants in the social, economic and political development of the country.

3.3.2. Over the years, and during the 10th Plan, a variety of programmes had been devised to address a number of the youth concerns and requirements articulated earlier in the Report. Based on the review and experience of the 10th Plan, some of these schemes would need to be expanded/strengthened, while others would need to be substantially rationalized/re-oriented, and the gaps, which still remain, would have to be addressed through new initiatives. In the Chapter on Adolescents, who comprise a very substantial segment of the youth, several new initiatives have been proposed. A number of them are focused specifically on adolescents in terms of their needs as persons making a transition from childhood into adulthood and, therefore, a group, which could also be seen as a foundation stock, while others would cut across into the broader area of youth development. Suggestions and recommendations have also been made with reference to the specific elements which need to be brought into various sectoral programmes, including their expansion, which will need to be followed up and monitored in the context of a comprehensive and co-ordinated strategy for youth development in the 11th Plan.

3.3.3 Convergence in approach and synergy in action would be the key element during 11th Plan. Although most activities are funded under their respective schemes and programmes there is a need to converge the activities in the field so as to maximise the benefits for the target group. For example a national integration camp could also have activities related to adventure or vocational training or vice versa. In fact most of the training camps could have a component on universally accepted values and an integrated approach. In this way the trainee of particular camp could benefit holistically.

4. PROGRAMMES FOR THE ELEVENTH FIVE YEAR PLAN

4.1 Nehru Yuva Kendra Sangathan (NYKS)

4.1.1 The Nehru Yuva Kendra Sangathan (NYKS) will continue to remain at the spearhead of the youth development related initiatives of the Ministry during the 11th Plan, and will also be suitably strengthened to enable it to discharge its mandate effectively. However, it is proposed to bring in a paradigm shift in the manner of its functioning and implementation of the various schemes being executed through the NYKS. The thrust of the NYKS in the 11th Five Year Plan will be on a consolidating, expanding and energizing the youth club movement with a view to actively engaging the rural youth in various social, economic and community activities through their own organizations, with the NYKS and NYKS directly focusing on identified core activities.

4.1.2 In so far as the youth clubs are concerned, although there would be an effort to increase their numbers from the present level of around 2.5 lakh, but it is proposed not to keep any specific targets in this regard and adopt a flexible approach, whereunder Clubs which have not been registered so far, but are active, could be progressively converted into duly registered institutions. The principle focus would be on further encouraging the Clubs which are already active and grouped in categories 'A' and 'B' as mentioned earlier in the report, and to take conscious steps to get the much larger number of clubs in category 'C' to move up the ladder and become active and self-sustaining/self-reliant. The approach would be to develop an a la carte menu of activities which can be taken up by the Youth Clubs themselves at the village and cluster level, and to lend a helping hand through specifically designed activities to the clubs which are not yet found to be active in their areas. In addition, efforts would be made by NYKS for networking of the Youth Clubs at the Cluster, Block and District levels in an appropriate manner.

4.1.3 It is proposed to provide direct funding by NYKS to the Youth Clubs presently graded in category 'A' and numbering around 20-25000 at @ of Rs.10000/- per year on reimbursement basis for activities based on an annual work plan, which will be monitored by the NYKS. Similarly, category 'B' Clubs, numbering around 50,000, would be funded at @ Rs.5000/- per year. No direct funding is envisaged for the category 'C' Clubs and, as mentioned earlier, the NYKS will work in a focused manner, with the assistance of the National Service Volunteers and the Nehru Yuva Saathis, to activate them at the village level through different types of

programmes and activities. Keeping in view the proposed strategy, it is expected that around 50000 new Clubs may be added during the 11th Five Year Plan.

4.1.4 The core activities to be undertaken by the NYKS/NYKs are briefly elaborated in the subsequent paragraphs.

(a) National Integration will remain a major focus area for NYKS and activities would to be undertaken at the national, state and district levels. These would include the following –

- i) Inter-State Youth Exchange Programmes, mainly in the form of youth exchanges with reference to Jammu & Kashmir and the North Eastern States would be continued. In addition, Mega National Integration Camps (NICs)/programmes will also be organized and, wherever necessary and feasible, these could centre around specific events/occasions, such as the 150th Anniversary of the First War of Independence, 1857, etc.
- ii) The State level Camps would be mainly left to the State Governments for which assistance would be provided under the Scheme of National Integration and, in which, the NYKS would provide the requisite support and assistance by way of mobilization of the youth from the districts and sub-districts levels in coordination with the concerned State Government authorities.
- iii) At the district level and below, a flexible strategy is proposed, where under, camps could be organized at the Block/District levels in districts where there are a large number of active youth clubs, and at a regional/inter-kendra level for a number of districts who do not have a large number of active youth clubs.
- iv) For the above activities, NYKS would be provided an earmarked quantum of funds under the Scheme of National Integration. Parallely, State Governments and other organizations and institutions, including NGOs would continue to be provided assistance for specific proposals under the scheme.

(b) Another major area of focussed activity by NYKS/NYKs, which would continue in the 11th Plan, relates to the Youth Leadership and Personality Development (YLPD) training Programmes. Past experience has shown, that many of the trained youth leaders, in the later stages of life, have successfully assumed leadership responsibilities in democratic institutions from the village Panchayat to the Parliament level, apart from engaging themselves in various types of social and community development initiatives through the NGO/CBO route and as individuals. The YLPD training programme will focus on topics pertaining to the needs and situation of the rural community, modules on personality development, leadership & motivation, effective communications, life skills, team building, and value based education, developing linkages with Panchayati Raj Institutions and institutional networking and cadre building. Apart from capacity building of the rural youth, the YLPD training programme will also bring the present youth leaders of the district

together and share their experiences and exchange ideas with the next generation leaders. This will also enable them to organize youth groups through various activities, and preparing the rural youth to take up a pro-active role in the field of social leadership, and participate effectively in the development and grassroots governance processes. During the 11th Five Year Plan, it is proposed to organize Youth Leadership Training Programmes for one lakh rural youth every year.

(c) The NYKS will continue to be actively involved in furthering and carrying forward the unique initiative of the Panchayat Yuva Shakti Abhiyan launched jointly by the Ministry of Youth Affairs & Sports and the Ministry of Panchayati Raj during the terminal year of the 10th Plan. This programme has been conceived with a view to developing synergy between the Gram Panchayats and the Youth Clubs for addressing a variety of social and development issues at the village level, in a manner that it would be eventually run and owned by the Panchayati Raj Institutions (PRIs) which themselves have a large degree of youth representation, and by the Youth Clubs, at the grassroots levels.

(d) Another new initiative conceived during the 10th Plan pertains to the Panchayat Yuva Khel Abhiyan (PYKA), an important underlying aim of which is to actively involve the youth in the rural areas in organized games and sports activities, seen as a major ingredient of youth development. While the new scheme being proposed in this regard would be anchored on the Sports side in the Ministry because of its linkages with issues pertaining to Talent Search and Nurturing, Rural Sports competitions and tournaments, and higher level professional training and grooming, etc., the NYKS, through the Youth Clubs would be actively involved in organization of competition and non-competition sports activities at the village level, spotting of talent etc., for which appropriate capacity building will also be required in collaboration with the States Sports Departments and the Sports Authority of India. Detailed modalities and guidelines would be prepared for this purpose by the NYKS for implementation at the district level.

(e) Although a large part of the activities being undertaken by the NYKS presently by way of organization of 'Work Camps' as a part of their Regular Programmes, are expected, under the changed strategy, to be undertaken by the Youth Clubs themselves in collaboration with the Gram Panchayats, a focussed initiative would be taken by the NYKS/NYKs for organizing such camps in the mode of 'Shramdan Shivirs' and volunteerism, and focused on specific themes. A major area to be taken up through such Camps/Shramdan Shivirs would be Sanitation and Cleanliness at the village level. The NYKS would coordinate with the concerned Ministries who already have programmes in respect of this activity with a view to creating a major impact in this sphere during the 11th Five Year Plan.

(f) Another major area of focus of the NYKS/NYKs will pertain to vocational training. Presently, the NYKS has been undertaking vocational training programmes as one of the various implementing agencies under the Scheme of Financial Assistance for Promotion of Youth Activities and Training. The activities to be undertaken in this regard will be re-oriented taking into account the emerging needs as has been brought out elsewhere in this report. The focus of the NYKS would be on building awareness about the facilities and mechanism which exist under

different schemes for providing vocational skills and training, linking the rural youth with institutions engaged in the provision of such training and related guidance and counseling, and promoting a culture of self-employment among the rural youth, including the organization, in coordination with other connected institutions and agencies, of programmes directly related to building skills and competencies among the rural youth, particularly those who may have dropped out of the school system or are unable to enter the systems of higher level professional and vocational skills aimed at the expanding job markets.

(g) In order to enable NYKS to perform the above functions in a meaningful manner, with the required impact, the fullest involvement of the National Service Volunteers under the NSVs scheme and the Nehru Yuva Saathis under the Rashtriya Sadhbavana Yojana, would be required, and would need a major capacity building initiative for the latter as well as for the functionaries of the NYKS. In addition, the vacant field level positions under the NYKS will have to be filled in a time bound manner, and the presence of NYKs extended to all 623 districts in the country from the present level of around 500 districts. As far as the latter is concerned, it is proposed to adopt a phased approach, linked to the number and level of activity of youth clubs in each district. Since a number of districts have actually been established by sub-division of earlier existing districts, under the phased approach, the jurisdiction of the existing Kendras could be seen in terms of the original districts as they existed before the creation of the new ones.

4.1.5 The financial projection for the 11th Five-Year Plan will be as follows:

**Financial Projection for the XI Five Year Plan
under the scheme of Nehru Yuva Kendra Sangathan**

Year	Financial target (Rs. in crores)
2007-08	130.00
2008-09	165.00
2009-10	175.00
2010-11	205.00
2011-12	215.00
Total	890.00

4.2 National Service Scheme (NSS)

4.2.1 The Centrally sponsored National Service Scheme (NSS) is proposed to be further strengthened in the 11th Five Year Plan in terms of its coverage, and made more effective through qualitative improvements in the programme activities. The NSS volunteers' strength, currently at 2.6 million will be substantially increased in a phased manner to 5.08 million by the end of the 11th Five Year Plan. First priority will be accorded to extend NSS to uncovered Universities, Colleges, Technical Institutes and + 2 Schools under Higher secondary Councils/Boards, followed by setting up more units in the existing NSS institutions, wherever required.

NSS - Monitorable Targets

- Number of NSS Volunteer to be increased to 50.88 lakh
- Cover all recognised Universities, Colleges, Technical Institutions, +2 Schools
- Encourage Women Volunteers to NSS
- Awards and Incentives to NSS volunteer
- Change in funding pattern i.e., 75:25 for normal states and 90:10 for NE and Hill States
- Enhance programme unit cost from Rs. 160/- to Rs. 300/-

However, the feasibility of extending NSS to class IX will be examined separately in a larger context relating to the universal coverage of educational institutions either through the NCC or NSS. In the process of increasing the number of volunteers, emphasis will be given to the States and Regions where this is low. Enrolment of women volunteers will be encouraged through a targeted special drive in the 11th Five Year Plan period.

4.2.2 While the thrust of the NSS activities will continue to be on character and personality development of students through community service in a variety of areas of social concern and importance, an expert group will be constituted to study the programme in depth and suggest further qualitative improvements.

4.2.3 There is an urgent need to enhance the programme funding from the existing level of Rs. 160/per volunteer to at least Rs.300/- per volunteer. In addition there is also a need to include a diet component into the programme costing. At the implementation level, due flexibility will be introduced within the broad framework of the programme activities with the aim of enabling partnerships and developing programme synergies with other community based organizations at the local level.

4.2.4 An appropriate system of incentives and awards will be developed for NSS volunteers to make it more attractive among students. A hierarchy of proficiency levels in community service will be evolved so that the volunteers engaging in higher durations/level of community service can get due recognition. Student volunteers who are awarded Indira Gandhi NSS awards also need to be recognised as national awardees similar to those in the other fields like sports etc., as also for purposes of admissions to the institutions of higher learning. The latter issue will be pursued with University Grants Commission. The possibility of developing placement linkages of NSS volunteers with the corporate sector will also be explored in the context of the corporate social responsibility framework.

4.2.5 There is also an urgent need to review the existing funding pattern under NSS. The programme is suffering adversely due to non-release of matching grant

by the State Governments. A number of State Governments have expressed their inability to meet their share in the present sharing ratio of 7: 5. It is, therefore, recommended that the ratio of sharing of funds between the Government of India and the States under programme funding for NSS should be at par with the other student programme of NCC .i.e, 75:25 for normal States and 90:10 in the case of North Eastern and hilly States.

4.2.6 The expansion of NSS will also require suitable strengthening and restructuring of the NSS organizational structure. The requirement of a full time Programme Adviser for NSS has been long felt and this position needs to be filled up expeditiously on a full time basis. There is also a need to strengthen the coordination mechanism between the regional centres of NSS, State Government and Universities. This will include capacity building both at the Government of India level and at the State level.

4.2.7 The financial projections for the 11th Five-Year Plan will be as follows:

**Financial Projection for the XI Five Year Plan
under the scheme of National Service Scheme**

Year	Financial target (Rs. in crores)
2007-08	129.74
2008-09	156.00
2009-10	172.00
2010-11	189.00
2011-12	203.26
Total	850.00

4.3 Financial Assistance to Rural Youth and Sports Club

4.3.1 The scheme of financial assistance to rural youth and sports clubs will be subsumed under the scheme of Nehru Yuva Kendra Sangathan. In addition to providing financial assistance to new clubs provision will be made for upgrading youth clubs from C to B category and from B to A category. The component of Youth Club Awards will continue under the scheme of promotion of National Integration during 11th Plan. The component relating to YDCs and RITYDCs will be implemented as a separate new scheme during 11th Plan.

4.4 National Service Volunteer Scheme

4.4.1 The success and potential of this Scheme has been briefly brought out earlier in Section 2 of this Chapter. As its very name suggests, the Scheme aims at providing opportunities to educated young people to involve themselves, on a voluntary basis, in nation building activities for a specific period on a whole time basis. The scheme envisaged that the National Service Volunteers (NSV) could be deployed at various levels, but, in practice, their deployment has been confined to

the Nehru Yuva Kendra Sangathan (NYKS). During discussions in the Working Group, the desirability of deploying NSVs in other organisations, such as the NSS, the All India Association of Universities (AIU) and also with large NGOs having substantial youth and community development activities and programmes, was also discussed at length, and it was felt that this would also open up wider opportunities and channels for the NSVs to engage in full time work (and employment). The consensus was that steps in this direction should be taken.

4.4.2 In the above stated background, it was felt that, in the first instance, the number of NSVs may be determined on the basis of the number of Blocks in each district and they may be deployed with NYKS at the district/ block level, and the number may be scaled up suitably by the end of the Eleventh Plan. During the course of the build up, the methodology of deployment in other organisations, and the operational aspects pertaining to their functioning, responsibilities and future progression would also be worked out.

4.4.3 At the district level, the NSV should be looked at as a major resource and future community leaders and extension arm of the NYKS in the discharge of their responsibilities as brought out earlier, including activities pertaining to creation, activation and networking of Youth Clubs, and the operationlisation of the Youth Development Centres at the Block and district levels. With reference to the latter, one NSV each could be deployed at the Block level and two could be deployed at the district level. This would imply a target of 7200 NSVs in the first year of the Plan, to be scaled up to 8000 by the terminal year with reference to a more broad based deployment pattern.

4.4.4 Keeping in view the nature of responsibilities sought to be given to, and the manner of involvement of, the NSVs, which has an opportunity cost and implies foregoing substantive gainful employment for some time, it was unanimously felt that the level of honorarium should be enhanced from Rs.1000/- per month to Rs.2500/- per month.

Financial Projection for the XI Five Year Plan under the scheme of National Service Volunteer

Year	Financial target (Rs. in crores)
2007-08	18.50
2008-09	20.00
2009-10	20.00
2010-11	20.00
2011-12	20.00
Total	98.50

4.5 Rashtriya Sadbhavna Yojna

4.5.1 The Rashtriya Sadbhavna Yojna is another important link in the various Schemes for development of youth leadership and a cadre of youth committed to community service and development. The Scheme was launched in 2005, but there have been difficulties in achieving the physical targets, as brought out earlier in para 2.5.3. As a result, in many areas the objective of having NSYs has not been achieved. In the 11th Plan, it is proposed to utilize the services of the NSYs under the Scheme, primarily for formation and activation of Youth Clubs and performing related functions, and also assist in running the management of the Youth Development Centres at the Block level. Keeping this in view, it is also proposed to review the methodology of selection of appointment of the NSYs through an appropriate Block level Committee. Accordingly, the number of NSYs would be around 6000, on the basis of one NSY per block all over the country. As in the case of the NSVs, it is also proposed to enhance the honorarium for the NSVs from the present level of Rs.1000/- per month to Rs.1500/- per month.

**Financial Projection for XI Five Year Plan
under the scheme of Rashtriya Sadbhavna Yojana**

Year	Financial Targets (Rs. In crores)
2007-08	11.50
2008-09	15.00
2009-10	15.00
2010-11	15.00
2011-12	15.00
Total	71.50

4.6 District Youth Development Centres and Block Youth Development Centres

4.6.1 As mentioned elsewhere in the Report, it is proposed that a substantial focus of the activities being undertaken by the NYKS will be on, and through, the Youth Clubs at the grass-roots level, and also that, inter alia, the NYKS would take action for networking of these grass roots institutions at the Block and District Levels.

4.6.2 In the above back-ground, it is proposed in the 11th Plan to reorient the existing Schemes of Youth Development Centres (YDCs) and Rural Information Technology Youth Development Centres (RITYDCs), which were so far being implemented as components of the Scheme pertaining to Financial Assistance to Rural Youth and Sports Clubs, including Evaluation. Under this Scheme, the YDCs were basically conceived in the form of designation of an existing active Youth Club as a YDC with provision of additional equipments and basic infrastructure. There is no direct nexus of the Scheme with a Block level institution, per se. As far as RITYDCs are concerned, although it was conceived that this would be a separate centre to be established at the district level, with hired accommodation and I.T.

related infrastructure, there is no institutionalized linkage with either the YDCs or the Youth Clubs, and this Scheme has not made a significant headway.

4.6.3 These Schemes would need to be reoriented, keeping in view the wider perspective and vision of networking of the grass-root Youth Organizations up to higher levels. Accordingly, it is proposed that Youth Development Centres would be established in a modified conceptual framework, as a District Youth Development Centre (DYDC) at each District Headquarters and a Block Youth Development Centres (BYDC) at each Block headquarters. Viewed in this manner, it would also be necessary to establish hierarchical linkages with the Youth Clubs at the grassroots level and lateral linkages with other institutions, primarily the State Government, at the Block and District Level.

4.6.4 Conceived as above, the BYDC and the DYDC would need to have some basic and essential infrastructure at the Block and District levels, which will include minimal necessary requirements by way of functional accommodation and equipments, possibly including facilities related to an information / documentation centre, and a management structure geared to minimal staffing requirements and active involvement of the Youth Leaders and Youth Clubs. In order to run the DYDCs two NSVs will be specifically positioned on a full time basis, and similar arrangement will be worked out for BYDCs for their day-to-day running and operations.

4.6.5 The scheme will be implemented primarily through States, who would be required to provide the land and building, free of cost, for the Block Youth Centres. In case of the District Youth Centre, the State would be required to provide a developed site with approach, boundary, electricity and water points, while the cost of construction would be borne by the government of India. The management of these centres would be carried out through designated management committees on a self sustaining basis.

**Financial Projection for XI Five Year Plan
under the scheme of District Youth Development Centres
and Block Youth Development Centres**

Year	Financial Targets (Rs. In crores)
2007-08	11.50
2008-09	48.50
2009-10	60.00
2010-11	60.00
2011-12	60.00
Total	240.00

4.7 Financial Assistance for Youth Activities and Training :

4.7.1 Although the title of the Scheme does not specifically indicate this, basically it involves programmes for Vocational Training, Entrepreneurship Development, and holding of exhibitions, etc., which would enable the youth to display their wears. Although the Scheme has been very popular in terms of receipt of proposals from various organizations, particularly NGOs, a number of weaknesses have been observed as brought out earlier. Keeping this in view, the Scheme is proposed to be re-oriented in the Eleventh Plan, to make it more focussed in terms of the emerging needs and requirements, as also with reference to the capabilities of implementing organizations, programme content and methodology of training. An important element in the Scheme will be to see how linkages and synergy can be developed with the existing schemes of the Ministries of Rural Development, Labour/Directorate General of Employment (DGET), KVIC, etc.

4.7.2 The NYKS will continue to be one of the major implementing organizations under the Scheme. The approach and methodology proposed to be followed by NYKS in the implementation of this Scheme has been brought out earlier in para 4.1.5 (f). In addition, assistance will be given to other organizations and institutions, keeping in view their capabilities and experience, the programme content, the backward and forward linkages proposed to be built into the specific training programmes, and the arrangements proposed for monitoring future progress of the trainees in terms of actual employment. Detailed guidelines will be worked out for this purpose.

4.7.3 It is further proposed (reference para 4.10.1) that vocational training will also be incorporated as an important activity in the mandate of the Rajiv Gandhi National Institute of Development (RGNIYD) which, inter alia, will include the development of modules for different types of vocational training, keeping in view the emerging market requirements, and frame works for implementation, wherever feasible, in a public - private – partnership mode. The various modules / programmes for vocational training, apart from the relevant technical skills, would include some basic elements of management, book keeping and various types of soft skills.

4.7.4 Discussions have also been held in the Ministry with the Indira Gandhi National Open University (IGNOU) for carrying out a survey of educated – unemployed youth at the post College/University level, with the aim of identifying the skill gaps, which would help to develop training modules which can be replicated on a large scale through the normal educational network also. The above survey is proposed to be undertaken through NSS, as one of the NSS activities during the year 2006-07.

4.7.5 The financial projection for the 11th Five-Year Plan will be as follows:

Financial Projection for the XI Five Year Plan

under the scheme of Financial Assistance for Promotion of Youth Activities and Training

Year	Financial target (Rs. in crores)
2007-08	10.00
2008-09	15.00
2009-10	17.00
2010-11	18.00
2011-12	20.00
Total	80.00

4.8 Promotion of National Integration

4.8.1 As already indicated, this is one of the very important and popular Schemes of the Ministry and will continue during the XIth Plan. However, the NYKS will be given a larger, and more focussed role, as described in para 4.1.4 (a). in the implementation of this Scheme. In addition to the NYKS, assistance will also be given to the State Governments/UTs for organizing state level national integration camps/ programmes and to NGOs for specific proposals. An effort will also be made to integrate certain activities under the scheme pertaining to the promotion of Adventure with activities of National Integration.

4.8.2 In the programmes pertaining to state level youth exchanges, effort would be made to make these a 2-way process, with a view to making it a 'meaningful exchange'. At present, this programme is being implemented mainly in the form of organizing visits of youth from the North Eastern States and Jammu & Kashmir to other parts of the country only. Action in this regard will be taken in consultation and coordination with the Ministry of Home Affairs (MHA) and the Department for the Development of North Eastern Region (DONER).

4.8.3 The financial projection for the 11th Five-Year Plan will be as follows:

Financial Projection for the XI Five Year Plan under the scheme of Promotion of National Integration

Year	Financial target (Rs. in crores)
2007-08	27.00
2008-09	30.00
2009-10	32.00
2010-11	33.00
2011-12	33.00
Total	155.00

4.9 Promotion of Adventure

4.9.1 As already mentioned earlier, adventure activities play a very important role in the development of important attributes and values related to personality development and character building among the youth, such as, physical fitness and endurance, capacity to face challenges and cope with adversity, team spirit and mutual co-operation, discipline, leadership, etc. Adventure also provides a positive and creative outlet for the the abundant energy, enthusiasm and imagination of young people. Over a period of time, Adventure has acquired multifarious dimensions and manifestations related to leisure and recreation, tourism and sports, involving a variety of activities like trekking, mountaineering, rock climbing, camping, mountain biking, water and snow skiing, river rafting, fishing, paragliding, hang gliding, sky diving, sailing, parasailing, snorkelling, scuba diving, bungee jumping, desert and jungle safaris, animal and bird watching, etc. All these activities hold a huge potential for development in India, which is one the very few countries to have almost all the ecological and geo-climatic zones known around the world, from high mountain ranges and snow capped peaks, fast flowing mountain rivers, dense jungles and wildlife reserves, to pristine sea beaches and vast tracts of desert terrain. Broad basing of adventure activities will also open up vast opportunities for wage and self-employment and avenues for income generation for the rural youth if they are suitably trained, guided and organised. Further, such youth will also constitute a valuable pool of trained manpower in case of any disaster/ emergency.

4.9.2 As mentioned in Section 2 of the Chapter, the existing Scheme provides for the promotion of an exhaustive list of Land, Water and Air based adventure activities, at basic, intermediate and advanced levels, training and awareness building, and organisation of Seminars and Workshops, etc., for which assistance is provided to State Governments/UT Administrations, NYKS, Educational Institutions, NGOs, individuals, groups of individuals, etc., in addition, to the provision of Assistance to recognised Institutions engaged in the promotion of Adventure, and the Tenzing Norgay Adventure Awards. Thus, the scheme provides a comprehensive menu of activities and components. The crucial issue relates to 'broadbasing', particularly with reference to rural youth, which will need to be addressed in a focussed manner. It is proposed to hold detailed discussions with various stakeholders in this regard.

4.9.3 In the meanwhile, the existing scheme for promotion of adventure will be continued, with modifications in the light of the emerging scenario as briefly mentioned above, and the related needs. The Scheme will have the following broad components:

- (i) Adventure activities of elementary/basic/intermediate level within India through State Governments/UT Administrations and NYKS.
- (ii) Adventure activities of advanced level within India and abroad through IMF, Aero Club of India and National Institute of Water Sports and other recognized Institutes/institutions.
- (iii) Organizing Expeditions (Land, Water, Air based) and special exploratory and scientific expeditions within India and abroad.

- (iv) Organisation of Seminars, workshops, films/slide shows, exhibitions, festivals along with demonstrative activities by experts on adventure.
- (v) Assistance to recognized Training Institutes.
- (vi) Assistance for creation of infrastructure, procurement of equipments for adventure activities and for development and maintenance of Camp Sites.
- (vii) Sponsoring Studies, Research and publication on adventure including adventure journalism.
- (viii) Wider publicity to Tenzing Norgay National Adventure Award.

4.9.4 In order to meet the growing requirements of trained manpower, there is also a need to review the overall existing training capacity, and strengthen training institutes like HMI, JIMWS, NIM, WHMI etc. to facilitate "Training of the Trainers". State Governments will be encouraged to set up Adventure Training Institutes in collaboration with National Institutes. Participation of private sector will be encouraged, especially in respect of adventure tourism and eco-tourism, which will help in the creation of employment opportunities in the rural areas.

4.9.5 The financial projection for the 11th Five-Year Plan will be as follows:

**Financial Projection for the XI Five Year Plan
under the scheme of Promotion of Adventure**

Year	Financial target (Rs. in crores)
2007-08	5.00
2008-09	10.00
2009-10	10.00
2010-11	10.00
2011-12	10.00
Total	45.00

4.10 Rajiv Gandhi National Institute of Youth Development

4.10.1 As brought out in the previous chapters/sections, some major areas requiring focussed attention, with reference to the development of adolescents and youth, relate to research, documentation, innovation, and training and capacity building among various stakeholders. In this context, the Rajiv Gandhi National Institute of Youth Development (RGNIYD) will be developed as the apex institution in the country for development of adolescents and youth. Efforts will also be made to upgrade the institute and give it the status of a deemed 'National Youth University'. Action will also be taken to establish linkages with other national, state and regional level institutions, including IGNOU, to develop a network of institutions for carrying out the above mentioned activities. This will include partnerships and collaboration with non-government organisations engaged in activities and programmes pertaining to adolescents and youth, which would, inter alia, help to enrich youth programmes through sharing of experiences and documenting

innovative initiatives and ideas. The Institute will provide special focus on youth leaders from Panchayati Raj institutions and issues relating to youth and local governance. The locational advantage of the Institute being situated in the vicinity of a hub of automotive and electronic industries on the Chennai-Bangalore National Highway, is also proposed to be utilized for developing training programmes for imparting vocational and soft skills, in a public-private-partnership framework, in collaboration with industries in the area, and also develop models which can be replicated elsewhere in the country.

4.10.2. At another level, RGNIYD will be developed into an International Centre of Excellence on youth development. In this context, the collaboration of RGNIYD with the Commonwealth Youth Programme Asia Centre, Chandigarh, will be strengthened to enable a higher level of international participation, with focus on interaction with youth organisations from the Commonwealth Countries in respect of youth and local government, based on the mandate accorded in the Commonwealth Youth Ministers Meeting (CYMM) in Nassau, Bahamas in 2006. Efforts will also be made to develop functional linkages with similar agencies in other countries of the region to bring international experiences and success stories to our country in the area of youth empowerment and development.

4.10.3 The RGNIYD will extend the scope of its activities and undertake new programme initiatives in pursuance of the mandate as brought out above. In the process, the Institute will become a major resource agency and think tank for formulation of youth policies and programmes, for the States as well as the Central Government. In this role it will also undertake and co-ordinate action research projects to generate, collate and analyze data and information on various aspects of the young people and highlight youth related contemporary issues that need to be addressed.

4.10.4. The RGNIYD is located in a very well appointed campus, which has the the potential for developing the infrastructure required for an apex national institution as described above. Steps will be taken during the Eleventh Plan to strengthen the physical infrastructure of RGNIYD and equip it with the necessary faculty, staff and equipment support. Wherever possible, efforts will be made, in this context, to tap funds from multilateral and bilateral sources and agencies also.

4.10.5 The financial projection for the 11th Five-Year Plan will be as follows:

**Financial Projection for the 11th Five-Year Plan under the scheme of
Rajiv Gandhi National Institute of Youth Development**

Year	Financial target (Rs. in crores)
2007-08	8.00
2008-09	10.00
2009-10	11.00
2010-11	12.00

2011-12	12.00
Total	53.00

4.11 Youth Hostels

4.11.1 Youth Hostelling can be described as a 'movement' in the context of promoting and developing Youth Travel and interaction at the national and international levels, and has a lot of potential for development in India, particularly in the context of progressively improving standards of living and enhanced personal mobility of the youth in the country. Youth Hostels provide decent dormitory type budget accommodation, and are described as 'Home away from Home'. Most of the adolescent youth experience personal freedom from their parents /guardians for the first time, when they go out on group excursions or on out bound study trips, etc. There is a natural tendency for young people to seek and explore new experiences and freedoms during such night-outs, and there are chances of getting into bad habits like smoking, use of alcohol, drugs, etc. Youth Hostels ensure strict discipline and hence are preferred by educational institutions/ parents as the best option for overnight stay during such excursions. The nominal tariff for stay and food is another attraction. Unfortunately, the present state of Youth Hostels in the country is not satisfactory, and the youth hostel network and system is abysmally ill equipped to cater to the huge potential demand for the youth budget travel.

4.11.2 While it would be ideal to have one Youth Hostel in each district of the country, this will have to be done in a phased manner, and it is proposed to have 200 Youth Hostels in the country by the end of 11th Five Year Plan. A 40 bedded Youth Hostel is expected to generate at least 10,000 bed nights (40X 250days/year) per year. The present bed capacity of 78 Youth Hostels is around 0.4 million bed nights per year. By improving the standards and functioning of the existing hostels it is expected to achieve 60 - 65% occupancy. With this level of occupancy, 200 hostels could provide around 2 million bed nights by the end of the XIth Plan. To reach this level, in addition to creation of new hostels, there would also be need for up-gration of existing Youth Hostels, wherever required.

Youth Hostels - Monitorable Targets

- Number of Youth Hostels in the country to be increased to 200
- 2 million bed-nights per year
- *Setting up of National Youth Hostel Authority (NYHA) as Apex Body*
- Accreditation of all Youth Hostels from International Youth Hostel Federation (IYHF)
- Adoption of IYHF Standards for all Youth Hostels

4.11.3. However, this would call for a substantial overhaul of the present system, including, the manner of identification of projects and selection of locations and sites, methodology to ensure time-bound completion of projects, and the system of management once the construction is completed. The management aspect would, in turn, relate to the day-to-day operations and running of individual hostels, and higher level management capabilities in terms of ensuring the quality of services,

and adherence to regulations and guidelines, including the five international standards of welcome, hygiene, security, privacy and comfort in accommodation, which are mandatory for accreditation to the International Youth Hostel Federation (IYHF). All this would require the involvement of a highly professional body for exercising supervision and regulation of the vast network of Youth Hostels, suitable arrangements for which will be made in consultation with the Youth Hostel Association of India. While setting up of Youth Hostels, including infrastructure development, has to remain in the Government sector, the maintenance and operations can be done in a self sustaining manner in the public private partnership/franchising mode, for which also, models will need to be developed.

4.11.4. An effort will also be made during the Eleventh Plan to bring synergy between the Scheme of Youth Hostels and other youth development schemes such as the Schemes of District Youth Centres, National Integration, Promotion of Adventure, and various programmes of the NYKS.

4.11.5 The financial projection for the 11th Five-Year Plan will be as follows:

**Financial Projection for the 11th Five-Year Plan
under the scheme of Youth Hostels**

Year	Financial target (Rs. in crores)
2007-08	6.00
2008-09	34.00
2009-10	45.00
2010-11	55.00
2011-12	60.00
Total	200.00

4.12 Scouting and Guiding

4.12.1 India is a founder member of the Asia-Pacific Region of the World Organisation of Scouts Movement (WOSM) and the World Association of Girls Guides and Scouts (WAGG&S) having a membership of 210 countries. In terms of volunteer strength, India ranks third in the world after USA and Indonesia. The Centenary of the World Scouts and Guide movement is being celebrated in 2007, for which a number of special events are being proposed during 2007-08. The world wide Centenary celebration theme is "Gift for Peace", which has significant importance for India in view of the fact that the Father of the Nation, Mahatma Gandhi was the champion of this motto. Appropriate events will be organised to commemorate this occasion in a befitting manner.

4.12.2 The scheme of Scouting and Guiding will be continued with renewed focus to develop the character of young boys and girls and inculcate in them a spirit of patriotism, social service and communal harmony. During the XIth Five Year Plan the focus will be to take the scouting and guiding movement to rural India. A road

map will be prepared through a stakeholders' consultative process to broad base the movement and mainstream it as a part of a larger India Youth Network (IYN). The strength of volunteers is also proposed to grow from the current level of 3.5 million to 5.0 million by the end of Eleventh Five Year Plan.

4.12.3 The financial projection for the 11th Five-Year Plan will be as follows:

**Financial Projection for the 11th Five-Year Plan
under the scheme of Scouting and Guiding**

Year	Financial target (Rs. in crores)
2007-08	3.00
2008-09	3.50
2009-10	4.10
2010-11	4.70
2011-12	5.20
Total	20.50

4.13 International Cooperation

4.13.1 India has a number of international obligations as a member of the United Nations, Commonwealth and other international groupings, and under various multilateral agreements, which have 'Youth' as one of the thematic areas of action and co-operation. Action will be continued for the effective discharge of such obligations and efforts will be made to promote youth participation from India in various relevant Youth Programme & exchange of youth delegates)

4.13.2 The existing arrangements and activities under the Commonwealth Youth Programme (CYP) will be strengthened and enhanced, keeping in view the resolutions adopted in the sixth Commonwealth Youth Ministers Meeting (CYMM) in Nassau, Bahamas from 24-26 May 2006. A resolution adopted, at the initiation of India, recognized that the CYP Asia Centre, Chandigarh, in association with other sister organizations in the region, would be a focal centre for cooperation and learning in the field of youth and local government under the programme area of Governance Development and Youth Networks (GDYN). The Rajiv Gandhi National Institute of Youth Development (RGNIYD), Sriperumbudur will collaborate with CYP Asia Centre, Chandigarh to share and disseminate India's long and rich experience in the field of democratic decentralization and local-self governance among other Commonwealth countries in Asia. This institutional partnership will provide a platform for Commonwealth Asian countries to come together for discussion and share views and experiences in their respective counties in the area of local self-governance and participatory development, facilitate studies in respect of existing laws, policies and programmes concerning local self-governance, and document best practices in different counties with regard to involvement of young people in development and governance at the grassroots level. The Ministry of Youth Affairs

and Sports, being the national focal point for the United Nations Volunteer (UNV) Scheme, will also promote expertise and specialisation among grass roots level workers, to serve as UN Volunteers in different countries and bring laurels to the country.

4.13.3 On the bilateral front, efforts will be stepped up in the area of exchange of youth delegations with friendly countries, as an effective instrument for promoting mutual understanding of values and cultures amongst the youth of different countries and develop better relations. The mega youth exchange programme with China, commenced as a part of the activities during the India-China Friendship Year, 2006, will be continued as an annual feature during the next five years as per the joint declaration of the Prime Minister of India and the President of the Republic of China in November 2006. Efforts will also be made to expand the bilateral agreements/ protocols with other friendly countries for the exchange of youth delegations on reciprocal basis. The composition of these youth delegations will be broad based to make them representative, comprising distinguished youth who have excelled in various fields and disciplines. Due representation will be given to women participants in such delegations.

4.13.4 The financial projection for the 11th Five-Year Plan will be as follows:

**Financial Projection for the 11th Five-Year Plan
under the scheme of International Cooperation**

Year	Financial target (Rs. in crores)
2007-08	5.00
2008-09	6.00
2009-10	6.00
2010-11	6.50
2011-12	6.50
Total	30.00

4.14 Youth Unite for Victory on AIDS (YUVA)

4.14.1 In keeping with the line of action recommended by the National Council on AIDS chaired by the Prime Minister, and in consultation with the National AIDS Control Organization (NACO), the Ministry of Youth Affairs and Sports have drawn up a Scheme to support the cause of controlling the spread of HIV/AIDS in India as a part of its youth development related activities. The commitment of the Ministry is to equip young people with preventive education and life skills for promoting healthy and safe behaviour and practices. Young people are the key determinants in the future course of the spread or containment of the HIV/AIDS in the country.. The behaviour patterns they adopt now, and those that they maintain throughout

their lives, will substantially determine the direction of the epidemic in the decades to come.

4.14.2 As mentioned earlier, launch of this new Scheme was proposed in the last year of the 10th Plan itself. However, it took some time to work out and formulate the details. The Scheme, titled “Youth Unite for Victory over AIDS”, has now been finalised and approved in December 2006, with the objective of reaching out to the adolescents and youth in all parts of the country, with the aim of ensuring that by 2010 all young people have access to the requisite information, skills and knowledge of HIV prevention services/facilities, in a conducive, safe and supportive environment.

4.14.3 The scheme is proposed to be implemented through the India Youth Network (ref: para 9 Chapter-IV). The RGNIYD will provide the technical resource support for smooth implementation of this scheme. The scheme will be operationalised fully during the Eleventh Five Year Plan. Under the scheme grants-in-aid will be provided for any activities, which are in conformity with the scheme objectives under the following broad key areas:

- a.) Strengthening data and evidence base on Youth and HIV/AIDS
- b.) Policy and Programme mainstreaming
- c.) Institutional Capacity building
- d.) Technical Capacity Building on HIV/AIDS & Life Skills
- e.) Social Mobilisation.
- f.) Advocacy and BCC
- g.) Monitoring & Evaluation

4.14.4 The financial projection for the 11th Five-Year Plan will be as follows:

**Financial Projection for the 11th Five-Year Plan
under the scheme of Youth Unite for Victory on AIDS**

Year	Financial target (Rs. in crores)
2007-08	10.00
2008-09	10.00
2009-10	10.00
2010-11	10.00
2011-12	10.00
Total	50.00

4.15 Establishment of National and State Youth Centre

4.15.1 The scheme of National and State Youth Centre will be operationalised in the 11th Five-Year Plan. The objectives of the National Youth Centre are :

- a) The National Youth Centre will provide opportunities to the young people for keeping abreast of youth activities going on in other parts of the world.

- b) It will act as a coordinating hub for multi sectoral, multi dimensional and multi disciplinary youth activities within the country and also around the globe. It will provide opportunities for moral, physical and cultural development of the youth in the country.
- c) The NYC will promote and inculcate the spirit of nationalism amongst the youth of the county by organizing various national integration programmes / activities.
- d) It will help in building a sense of responsibility, better understanding promotion of good will and awareness amongst the youth of the country.
- e) It will act as an institution of excellence for various youth activities and will function as a hub of information on youth development programmes and youth development activities.
- f) It will act as a coordinating institution between the Government of India, State Government, Nehru Yuva Kendra Sangathan, National Service Scheme, Scouting and Guiding institutions, the National Cadet Corps and those involved in the promotion of adventure amongst the youth, Youth Chamber of Commerce, National Sports federations of various disciplines and non governmental organisations involved in the youth development sector.

4.15.2 The organisational Structure of the National Youth Centre will be as follows;

- a) The National Youth Centre will be located in New Delhi.
- b) The NYC will be an autonomous body registered under the Societies Registration Act with founding members as decided by the Ministry of Youth Affairs & Sports. The registered body will have a Memorandum of Association and Rules and Regulations as approved by the Ministry of Youth Affairs & Sports. The management of the NYC will vest in a body as will be provided in the MOA.
- c) For managing the day to day activities the NYC, an Executive Head as provided in the MOA and Rules and Regulations will be appointed by the Government of India from time to time.
- d) The detailed administration structure of the NYC will be decided by the Government of India prior to finalization of the Memorandum of Association. However, the main objective will be to ensure that the NYC becomes truly a representative body of the youth of the country.

**Financial Projection for the 11th Five-Year Plan
under the Establishment of National and State Youth Centre**

Year	Financial target (Rs. in crores)
2007-08	0.01
2008-09	5.49
2009-10	1.50

2010-11	1.50
2011-12	1.50
Total	10.00

4.16 Monitoring and Evaluation

4.16.1 At any time monitoring and evaluation (M&E) has to be seen as a necessary component of schemes and programmes, and this is even more important where most of the schemes predominantly comprise soft elements, as distinguished from schemes of infrastructure, etc., with clearly definable physical and other quantifiable targets and deliverables. Keeping in view of the proposed expansion of the various programmes in the Eleventh Five Year Plan, the need for a robust monitoring and evaluation system will need much greater attention and focussed action than has been the case so far. M & E should be an integral component of programme development and delivery, to determine the extent to which the programme has been effectively implemented at various levels keeping in view the cost, quality and outcome. The findings of the evaluation process should inform strategic planning, identifying required interventions, programme designing, and allocation of resources. All interventions/ programmes must, therefore include evaluation related components.

4.16.2 A systems approach will be followed with six components i.e. planning, monitoring / information, programme management review, quality assessment, evaluation and validation, both internal and external. This will be supplemented by a log-frame approach based on i) goal, output, outcome ii) objectively verifiable indicators and iii) means of verification. It is recommended that a management information system be set up in MYAS and all concerned officials / programme personnel trained on the subject.

4.16.3 A three-pronged strategy will be adopted for the monitoring and evaluation purposes. At first level the Implementing Agency will carry out their own monitoring through a well-defined M&E set up from within their organisation. At the next level programme activities will be monitored and evaluated by an independent agencies selected purposively by the sanctioning authority. Apart from monitoring the activities under schemes the schemes and programme itself will be evaluated by the Ministry at mid-term and at end-term.

4.16.4 Monitoring and Evaluation will be an integrated component of all schemes in the Eleventh Five Year Plan. A specific line of budget component will be incorporated in each scheme up to 5 % of the programme cost for carrying out simultaneous monitoring and evaluation of the programme activities by the sanctioning authority through independent organisations of repute.

5. FINANCIAL OUTLAY FOR 11TH FIVE-YEAR PLAN

5.1 Based on the proposals and projections outlined in the foregoing paragraphs, the total Plan Outlay for the 11th Five-Year Plan is proposed at Rs.

2793.50 crores. The scheme-wise and year-wise proposed outlay are given in a tabular statement below.

SI No.	Name of the Scheme	11 th Plan Outlay	2007-08	2008-09	2009-10	2010-11	2011-12
1	Nehru Yuva Kendra Sangathan	890.00	130.00	165.00	175.00	205.00	215.00
2	National Service Scheme (CSS)	850.00	129.74	156.00	172.00	189.00	203.26
3	National Service Volunteer Scheme	98.50	18.50	20.00	20.00	20.00	20.00
4	Rashtriya Sadhbhavana Yojana	71.50	11.50	15.00	15.00	15.00	15.00
5	District and Block Youth Development Centre	240.00	11.50	48.50	60.00	60.00	60.00
6	Promotion of Youth Activity and Training	80.00	10.00	15.00	17.00	18.00	20.00
7	Promotion of National Integration	155.00	27.00	30.00	32.00	33.00	33.00
8	Promotion of Adventure	45.00	5.00	10.00	10.00	10.00	10.00
9	Rajiv Gandhi National Institute of Youth Development	53.00	8.00	10.00	11.00	12.00	12.00
10	Youth Hostels	200.00	6.00	34.00	45.00	55.00	60.00
11	Scouting and Guiding	20.50	3.00	3.50	4.10	4.70	5.20
12	International Cooperation	30.00	5.00	6.00	6.00	6.50	6.50
13	Youth Unite for Victory on AIDS	50.00	10.00	10.00	10.00	10.00	10.00
14	Establishment of National and State Youth Centre	10.00	0.01	5.49	1.50	1.50	1.50
15	Financial Assistance to Rural Youth and Sports Club Including Evaluation	0.00	0.00	0.00	0.00	0.00	0.00
	Grant Total	2793.50	375.25	528.49	578.60	639.70	671.46

CHAPTER - IV: INSTITUTIONAL FRAMEWORK

1. As brought out in the foregoing Chapters of the Report, the strategy for the development of Adolescents and Youth will have to be based on a multi-sectoral and multi-dimensional approach. Further, keeping in view the extremely heterogeneous profile of adolescents and youth in the country, and the very diverse circumstances and situations in which different categories of the youth cohort are placed, not only would there be need for the adoption of flexible approaches and interventions, but, in addition to the Central Government and the State Governments, a variety of other institutions and organizations will also have to be co-opted and involved as stake-holders in the process of youth development. These would include Panchayati Raj Institutions (PRIs), Local Bodies, Youth Organizations, Non-Governmental Organizations (NGOs)/Community Based Organizations (CBOs), and other bodies with expertise in areas concerned with the development of adolescents and youth. All this would have implications with reference to the institutional framework for the formulation of strategies, policies and programmes, and coordination, review and monitoring, on the one hand and, the manner of involvement of diverse stakeholders in the formulation and implementation of specific programmes, on the other.

2. So far as a structured institutional framework is concerned, the key stakeholders will be the Central Government through the Ministry of Youth Affairs & Sports and a number of other Ministries concerned with the relevant sectoral policies and programmes, the youth organizations created by, and under the Ministry of Youth Affairs & Sports, the State Governments, and the institutions of local governance, all of whom would be directly involved, in one way or another, with the formulation of policies and programmes, allocation of resources and administrative mechanisms and accountability for implementation of programmes. Together with the above agencies, the expertise and resources of other organizations and agencies, including the private sector, civil society organizations, and other expert institutions will also have to be drawn upon and co-opted in an appropriate manner.

3. A crucial element in all this would be to define and clearly spell out the role of the Ministry of Youth Affairs & Sports, as the nodal Ministry, and the related mechanisms through which the role can be best performed.

4. The Working Group felt that the role and responsibilities of the MoYAS have grown manifold since the Department of Youth Affairs and Sports was first created in 1985. A suggestion was, in fact, made that two separate Departments of Youth Affairs and Adolescents, and Sports, should be created in the Ministry under one Minister and one Secretary. The important point that emerges is that there is an urgent need to strengthen the Ministry and, in this context, the recommendation made by the Working Group for the 10th Plan for creation of a separate full-fledged Adolescents Division in the Ministry was reiterated, and the need for strengthening at various levels stressed.

5. As regards the role of MoYAS, this has to be seen both in the context of an apex Ministry at the national level concerned with the development of a comprehensive national Adolescents and Youth development strategy, and from the angle of inter-Ministerial Coordination at the Central Government level. The responsibilities of the Ministry in this context would broadly include :

- As the Nodal Ministry, provide policy and programme coordination at the national level for all development interventions that have a bearing on young people.
- Coordination and Synergizing the efforts of various line Ministries to avoid multiplicity of schemes and duplication of efforts
- Advocacy for environment building in terms of a holistic perspective of adolescent and youth issues and concerns at the national and state level.
- Supplement and support programmes of various Ministries and the State Governments through its large network of youth volunteers and organizations.
- Partnership and networking with other Ministries for inputs for strengthening its own programmes.
- Strengthen training, research and documentation systems to help build knowledge and database on young people and initiate innovative programmes.
- Develop HR capacity and infrastructure at various levels.
- Develop an effective mechanism, at the level of the Ministry for monitoring and evaluation

6. Keeping in view the above, the following recommendations are being made about the institutional mechanisms that should be established:

- (i) There should be a National Council on Young People (NCYP), under the chairpersonship of the Union Minister, MoYAS, with representatives from relevant Ministries, and the related key organizations under them, the State Governments, representatives of civil society/organizations, experts and young people. This apex body will set policy guidelines and prepare the National Agenda and Framework on issues relating to Youth and Adolescents. The Council will promote integration of young people's perspectives into the Government policy and programming processes. It will also provide a platform for participation of youth in planning and implementation of adolescent and youth programmes of the Government. The recommendations of the National Youth Commission will be deliberated in the proposed NCYP and their views will also be taken before implementation of the recommendations.
- (ii) In order to coordinate the activities of the Central Ministries/Departments an inter-Ministerial Steering Committee (NSC) is proposed to be set up under the Chairmanship of the Minister for Youth Affairs & Sports, to review and oversee the implementation of the schemes and programmes on Youth and

Adolescents in an integrated framework. The Committee will monitor, review and assess various programmes and schemes focusing on Adolescents and Youth and facilitate convergence in planning and programme implementation at various levels. It will be an Empowered Committee with authority to take decisions on the allotted subjects. The Committee will constitute sub-committees, if necessary, to deal with matters concerning few Ministries/ Departments on bilateral basis.

- (iii) With a view to providing inputs for the above Inter-Ministerial Committee, an official Group, Chaired by the Secretary, MoYAS, with representatives of relevant Ministries and institutions under them, like NCERT, NIEPA, NYKS, NIHF, NIPCCID, RGNID, NSS etc. should also be set up.

7 The major youth organization under the Ministry of Youth Affairs & Sports is the Nehru Yuva Kendra Sangathan (NYKS). As brought out elsewhere in the report this will need to be strengthened and expanded to enable it to discharge the critical functions assigned to it in the context of youth awakening and development, particularly in the rural areas. In turn this would need to be seen in the context of a broader vision and perspective in which the youth organizations themselves can be established as vibrant and, to the extent possible, self-sustaining organizations, with a federated structure upto the national level. This could, eventually also impinge upon the manner in which the NYKS is presently organized and structured.

8. The other major youth organization under the MoYAS comprises the vast number of programme units under the National Service Scheme (NSS), and it could be said that adolescent youths within the Secondary and post-Secondary educational system are being covered largely through this. As brought out in the report this will need to be expanded to cover all Universities, colleges and +2 Secondary schools, in the first instance. There is a strong need to strengthen the Programme Advisor Cell in the Government of India and positioning of a Programme Advisor on a full time basis. Further at the State and University level the structure of NSS has to be suitably expanded and greater coordination will be necessary between the Central, State and University level set up of NSS. The TORC would require additional support. The NSS will also have its own Program Advisory Committee at the national Level. The Program Advisor Cell can function as a Directorate of NSS with appropriate autonomy.

9. Apart from the NYKS and NSS, there exists in the country a large network of other youth based organizations, who have not, so far been looked at in an integral manner with reference to the strategy and programmes for the development of adolescents and youth. These include the National Cadet Corps (NCC), Sports Authority of India (SAI), Bharat Scouts & Guides (BS&G), Youth Red Cross (YRC), Association of Indian Universities (AIU) and the Youth Hostels Association of India (YHAI). It is proposed that all these Youth organizations should be knit together into an India Youth Network and action will be taken after consultations with them. These organizations have a combined membership of over 20 million youth. In view of their reach and network potential every effort needs to be made to fully utilize these organisation in the implementation of the major schemes and programmes concerning youth and adolescents in the country. The Program of Action (POA)

already planned by the partners of this network as a part of YUVA will be supported during the 11th Plan.

10. Local Government/Panchayati Raj Institutions (PRIs) are located at a level of governance, which most directly affects young men and women in a variety of ways. Institutionalizing youth involvement in local government settings, for example through the establishment of Standing Committees on Youth Affairs in PRIs and local bodies will serve as a means to elicit participation of young people in development and democracy at the grass roots level and concerted steps will need to be taken in this direction.

11 The civil society is the largest space / arena outside the government. Therefore it is essential that the capacity and potential of this sector is fully utilized by engaging them in various types of activities relating to the young people. The NGOs, if selected appropriately, have the potential to reach the unreachable sections of the society and bring in innovative approaches to address the very and diverse and complex issues which concern the young people. The Ministry will seek NGO participation particularly on issues that require strong outreach and innovative approaches. The Ministry has initiated some measures recently to review the policies, procedures, guidelines for involving voluntary organizations in different programmes / schemes of the Ministry. Simplified procedures / guidelines will be developed for involvement of the voluntary sector at the central and state level. Selected NGOs, which are doing laudable work in specialized domains pertaining to the youth sector, will be assigned the status of "consultative NGOs" for direct involvement in planning and implementation of programmes under the schemes of the Ministry.

12. It is also suggested that institutional arrangements as suggested in paragraph 6 in respect of the Central Government, should also be established at the State level. For greater coordination between State Government and NYKS it is proposed to set up a coordination committee under the Chairpersonship of the State Secretary in charge of Youth Affairs for appraisal and review of all the programmes of NYKS in the State. During the year 2006-07 the application for grants in aid to NGOs have been received through the concerned State Governments. It is proposed to formalise this arrangements, whereby the States will have greater role in selection and implementation of youth programmes by NGOs. Further the new proposed scheme of district and block youth development centre will be fully implemented through State Governments. It is also proposed to convene a annual conference of State Youth Ministers and Secretaries to review the progress of adolescents and youth related activities in the States.

13. To address the special vulnerabilities and problems of youth and adolescents in North Eastern States and Jammu & Kashmir it is proposed that dedicated cells may be set up in the Ministry of Home Affairs (Department of J&K Affairs) and Department for Development of North Eastern Region. Inter alia, these Cells would devise special programmes which would be implemented through State Governments and Youth based organizations like NCC, NSS, NYKS, Scouts & Guides, and Youth Red Cross and appropriate NGOs, in these areas.

CHAPTER-V: CONCLUSIONS AND RECOMMENDATIONS

1. INTRODUCTION

1.1 The Hon'ble Prime Minister of India during his address to the nation on the Independence Day i.e., 15th August 2006, has set the vision for youth in the country. In his address he said, "India is a young nation. India is a nation of young people. Our youth are ready to work hard for a bright future. Even today, the youth of our country are in search of a bright future. They seek new opportunities and are in search of new possibilities. They are willing to think in new ways. They have no time for old ideas and ideologies. They want to build a new India. We must build a new India of their dreams. I want every one of our youth to walk shoulder to shoulder, and walk forward with us in building a new India. Every young person must have faith in our future. To know that this country will create opportunities for all for the full expression of their talent and skill."

1.2 India is on the threshold of an unique demographic dividend, which can be turned into a demographic window of opportunity. The population between the age of 10 - 19 years approximately 230 million is the largest ever cohort of young people to make a transition to adulthood. It is this population of young people, which constitutes, for India, a potential demographic dividend, and/or a challenge of mega proportions if not properly addressed and harnessed.

1.3 The requirements for this will transcend sectoral programmes, and would require a variety of interventions and programmes aimed at addressing the youth in a multi-dimensional manner, as individuals and members of the community and society at different levels. This would pertain, both to aspects related to inculcation of attributes geared to physical, mental and emotional development, and minimizing the vulnerabilities in terms of risky behavior and influences coming through the media and other channels of information and communication, and the multiple other challenges arising from the rapid socio-economic and cultural transformation that is, taking place in the country.

1.4 The Ministry of Youth Affairs has been designated as the nodal Ministry for development and empowerment of youth and adolescents in the country. In the context of the formulation of the Eleventh Five Year Plan, the Planning Commission had constituted a Working Group on Youth Affairs and Adolescents Development for the formulation of 11th Five-Year Plan vide its order No.M-12015/5/2006-Edn. dated 13 October, 2006.

Evolution of National Youth Policy

1.5 The first National Youth Policy was finally formulated in 1988. The National Youth Policy, 1988 aimed at creating opportunities for the youth to develop their personality and their functional capabilities, and thus make them economically productive and socially useful. The Policy aimed, inter-alia, at inculcating among the youth, respect for the principles and values enshrined in our Constitution,

awareness of our historical and cultural heritage, qualities of discipline, self-reliance, justice, fair play, scientific temper and promotion of world peace. The Policy called for action for awareness building and mass education, training programmes, personality development and character building, physical fitness, fostering contacts between youth from different parts of the country, and providing encouragement to the youth through awards for outstanding work.

1.6 The present National Youth Policy, 2003 draws upon the elements of the earlier Policy, and reiterates the commitment of the entire nation to the composite and all-round development of the youth of India and to fulfill their legitimate aspirations. The Policy identifies four thrust areas namely; Youth Empowerment, Gender Justice and Information & Research Network. The Policy accords priority to rural and tribal youth, out-of-school youth, adolescents, particularly female adolescents, youth with disabilities and Youth under specially difficult circumstances like victims of trafficking, orphans and street children. The Policy also identifies eight key sectors of youth concerns; (i) Education; (ii) Training and Employment; (iii) Health and Family Welfare; (iv) Preservation of Environment, Ecology and Wild Life; (v) Recreation and Sports; (vi) Arts and Culture; (vii) Science and Technology; and (viii) Civics and good Citizenship.

Reports of Commissions/ Committees on Youth

1.7 The Government of India set up a National Commission for Youth on 15th March 2002, which gave a number of recommendations and measures for the development of youth in the country. Similarly the Department Related Parliamentary Standing Committee on HRD in its report, on the Demands for Grants (2006-07) of the Ministry of Youth Affairs & Sports has also made a number of important recommendations. All these have been taken into consideration while formulating the proposals for the 11th Five-Year Plan.

Programme Initiatives over Five-Year Plans

1.8 There were no specific allocations for Youth Affairs upto the 5th Five Year Plan, and the programme and schemes for development of youth were carried out under the allocation for the Ministry of Education and later on under the Ministry of Human Resources Development. The 6th Five year plan had a specific allocation for 12.56 crore for Youth Development under the institutional scheme of Nehru Yuva Kendras and the National Service Scheme. The plan allocation for Youth Affairs got an eight-fold increase to Rs. 98.90 crores during 7th Five Year Plan, which was increased to Rs.300 crores during the 9th Plan and Rs.677.64 crores in the 10th Plan.

2. DEVELOPMENT OF ADOLESCENTS

2.1 Investment in adolescents, comprising 22 percent of the total population, is critical to reap the demographic dividends for national development. India is now in the midst of a rapid demographic transition turning it into a land of young people.

Empowering the powerful regenerative force of two hundred thirty million adolescents is important.

2.2 Adolescents are a diverse and heterogeneous group having specific needs and concerns. Vulnerability of adolescents affecting their education, health and preparedness for work participation needs to be addressed in a holistic manner. Gender discrimination is a cause of concern.

2.3 Creating opportunities for adolescents and building their capacities for education and employment is important. Several Government programmes and schemes for adolescents are being implemented in the areas of education; personality development, life skills and empowerment; health and nutrition; and preparation for work participation. However, review of these programmes shows that there is limited scope and coverage of life skills development programme for holistic development; multiplicity of programmes and schemes for some of the thrust areas such as education of girls while neglect of certain areas such as mental health and counseling; inadequate coverage and content of vocational skills development programmes and career guidance; and inadequate attention to the special needs of adolescents in difficult circumstances. Inter-sectoral collaboration among various ministries in the government is necessary for holistic development of adolescents. MoYAS will have to play a key role for synergizing efforts of various Ministries.

2.4 During the 10th Five Year Plan, 'Scheme for Development and Empowerment of Adolescents' was formulated by the Ministry of Youth Affairs & Sports. The key action areas under the scheme include: environment building for recognizing the needs of adolescents; building life skills; counseling; career guidance; research & development. Although the expenditure under the Scheme, approved in April 2004, was less than the outlay, there has been an enthusiastic response from non-government organizations. An Adolescent Cell was set up in the Ministry of Youth Affairs & Sports for assistance in operationalising the Scheme.

2.5 Key principles guiding the 11th Plan for strategic initiatives for adolescent development include recognition of adolescents as individuals with rights, aspirations and concerns; equal partners in their own development (not mere beneficiaries); heterogeneous groups; valuable assets and instruments of social change. Gender just and inclusive development approach needs to be considered.

Recommendations for the 11th Plan Five Year Plan:

2.6 A separate policy for Adolescents is needed for articulating the concerns of adolescents as a distinct group and to provide directions for operationalizing the vision for adolescents' development in the country.

2.7 Thrust areas for operationalising the vision for the 11th Plan have been considered for selected sectoral Ministries and for MoYAS, as the nodal ministry designated by the Government for adolescents.

2.8 Several sectoral Ministries have programmes relevant for adolescents. All concerned Ministries need to examine their programmes in order to identify gaps for strengthening their programmes. Recommendations have been suggested for selected areas – Education, Nutrition, Health, HIV/AIDS, Adventure & Sports etc. It is recommended that potential thrust areas relevant for adolescents are identified and linkages are established with other sectors for meeting the diverse needs and concerns of adolescents.

2.9 The existing scheme for 'Financial Assistance for Development and Empowerment of Adolescents' by MYAS needs to be continued in the 11th Plan with some modifications.

2.10 Ministry of Youth Affairs & Sports should take up programmes that will supplement the efforts of other Ministries for holistic adolescent development. These are related to: i) building life skills; ii) residential camps for promoting participation of adolescents in development; iii) career guidance preparing them for work participation; and iv) research. A State of Young People in India Report should be brought out every two years.

2.11 For building the capacity of adolescents through institutional support, five Regional Resource Centres are proposed to be set up as a new scheme in 11th Plan through MoYAS.

2.12 Priority groups for inclusion are those infected and affected with HIV/AIDS, victims and survivors of crime and violence; those vulnerable to substance abuse, trafficked adolescents, street adolescents and those in urban slums, juvenile delinquents, adolescents from minority groups and other disadvantaged sections, mentally and physically challenged. Among these, adolescent girls are more disadvantaged, deprived and vulnerable requiring special attention..

2.13 A separate Adolescent Division should be set up in the Ministry of Youth Affairs & Sports.

2.14 Funds for adolescent programme should come from multiple sources. Adolescents should be enabled to form their own organizations and develop need-based projects for which training and support should be extended by NGOs, local bodies, and other appropriate agencies. An estimated amount of Rs. 288.72 crores is recommended for MoYAS in the 11th Plan.

3. YOUTH DEVELOPMENT

Review of the Schemes and Programmes during 10th Plan

3.1 The two schemes i.e., NYKS and NSS are the flagship programmes of the Ministry, encompassing a major part of its activities in institutional, functional and financial terms, and along with the three schemes relating to financial assistance to Youth Clubs, NSVs and RSY and the RGNIYD, constitute the core of the youth network under it. In addition to these schemes, financial assistance under the respective schemes are provided to NGOs and other organizations and institutions, for activities related to vocational training, development of adolescents, national integration and adventure. The scheme of Youth Hostels is the only infrastructure scheme of the Ministry, aimed at promoting youth travel and hostelling. Under the

scheme of Scouting and Guiding, grant-in-aid is provided to Bharat Scouts and Guides for conducting training camps and holding of jamborees etc. throughout the country. Two schemes namely, National and State Youth Centre and Youth Unite for Victory on AIDS could not be operationalised during the 10th Plan period for various reasons, although the schematic framework of the scheme pertaining to HIV/AIDS has been formulated, and it is proposed to be commenced in the 11th Plan.

3.2 The overall financial achievement during 10th Plan was around 95% of the revised estimate. The physical achievement under the schemes and programmes were between 60-85%. The scheme-wise performance has been detailed in the section-2 of the chapter-III.

Youth Development Perspective and Approach for 11th Plan

3.3 The World Development Report – 2007 titled ‘Development and the Next Generation’ has highlighted that the number of people in the ages of 12 – 24 years world-wide is around 1.5 billion, of which 1.3 billion are in the developing countries, the most ever in history. This ‘Youth Bulge’, in the light of its impact on work participation and dependency ratios, has been called a window of opportunity in terms of growth and development of various countries, an opportunity which would need to be seized before the window closes.

3.4 The population of India in the age group of 15 – 35 was 355 million as per the 2001 Census, which would translate into approximately 390 million people as per the current definition of youth in the National Youth Policy, 2003 (13-35 years). With the inclusion of adolescents, the total youth population in the country would be around 435 million; and it would be around 700 million if we were to include children who would, in the years to come, grow into adolescents and young adults. Further, it needs to be recognized that 69% of the youth live in rural areas, and this number is estimated to cross 500 million by end of the 11th Five Year Plan. This poses its own challenges with reference to inclusive growth and the need to bridge divides.

Issues and concerns of the Youth

3.5 Broadly, the issues of concern in respect of the youth could be seen in three categories – Personality Development, Employment and Employability and Empowerment. Some of the areas of concern and issues requiring attention, in the areas of Education, Health, Physical Education, Fitness and Sports, Personality Development and provision of Life Skills, etc.

3.6 A view would need to be taken on the age group for defining youth. It is felt that this would also help in defining the focus of policy and programme interventions, and setting out a path for various groups within the Youth Cohort in terms the directions for which they need to be prepared and equipped, particularly with reference to the singularly important area of preparation for work participation on which the entire premise of the “demographic dividend” is based.

Approach for the 11th Plan

3.7 Convergence in approach and synergy in action would be the key element during 11th Plan. Although most activities are funded under their respective schemes and programmes there is a need to converge the activities in the field so as to maximize the benefits for the target group.

Programmes for the Eleventh Five Year Plan

Nehru Yuva Kendra Sangathan

3.8 The thrust of the NYKS in the 11th Five Year Plan will be on a consolidating, expanding and energizing the youth club movement with a view to actively engaging the rural youth in various social, economic and community activities through their own organizations, with the NYKS and NYKs directly focusing on identified core activities.

3.9 The core activities to be undertaken by the NYKS/NYKs are briefly elaborated in the subsequent paragraphs.

- a.) National Integration will remain a major focus area for NYKS and activities would to be undertaken at the national, state and district levels.
- b.) The Youth Leadership and Personality Development (YLPD) training programme will focus on topics pertaining to the needs and situation of the rural community, modules on personality development, leadership & motivation, effective communications, life skills, team building, and value based education, developing linkages with Panchayati Raj Institutions and institutional networking and cadre building.
- c.) The NYKS will continue to be actively involved in furthering and carrying forward the unique initiative of the Panchayat Yuva Shakti Abhiyan launched jointly by the Ministry of Youth Affairs & Sports and the Ministry of Panchayati Raj during the terminal year of the 10th Plan.
- d.) Another new initiative conceived during the 10th Plan pertains to the Panchayat Yuva Khel Abhiyan (PYKA), an important underlying aim of which is to actively involve the youth in the rural areas in organized games and sports activities, seen as a major ingredient of youth development.
- e.) 'Work Camps' will be a major part of the Regular Programmes, to be undertaken by the Youth Clubs themselves in collaboration with the Gram Panchayats, a focused initiative would be taken by the NYKS for organizing such camps in the mode of 'Shramdan Shivirs' and volunteerism, and focused on specific themes.
- f.) The focus of the NYKS would be on linking the rural youth with institutions engaged in the provision of vocational training and related guidance and counseling, and promoting a culture of self-employment among the rural youth, including skill up gradation and competencies among the rural youth,

particularly those who may have dropped out of the school system or are unable to enter the systems of higher level professional and vocational skills aimed at the expanding job markets.

- g.) In order to enable NYKS to perform the above functions in a meaningful manner, the fullest involvement of the National Service Volunteers and the Nehru Yuva Saathis would be required. A major capacity building initiative for the functionaries of the NYKS would be initiated. In addition, the vacant field level positions under the NYKS will have to be filled in a time bound manner, and the presence of NYKs extended to all 623 districts in the country from the present level of around 500 districts. As far as the latter is concerned, it is proposed to adopt a phased approach, linked to the number and level of activity of youth clubs in each district.

National Service Scheme

3.10 The thrust of the NSS activities will continue to be on the character and personality development of students through community service. The following shall be the thrust area for NSS in the 11th Plan: -

- a.) The NSS volunteers' strength, currently at 2.6 million will be substantially increased in a phased manner to 5.08 million by the end of the 11th Five Year Plan. First priority will be accorded to extend NSS to uncovered Universities, Colleges, Technical Institutes and + 2 Schools under Higher secondary Councils/Boards, followed by setting up more units in the existing NSS institutions, wherever required.
- b.) An expert group will be constituted to study the programme in depth and suggest further qualitative improvements in programme portfolio of NSS.
- c.) The programme funding will be enhanced from the existing level of Rs. 160/per volunteer to at least Rs.300/- per volunteer. In addition there is also a need to include a diet component into the programme costing.
- d.) An appropriate system of incentives and awards will be developed for NSS volunteers to make it more attractive among students. A hierarchy of proficiency levels in community service will be evolved so that the volunteers engaging in higher durations/level of community service can get due recognition.
- e.) It is recommended that the ratio of sharing of funds between the Government of India and the States under programme funding for NSS should be at par with the other student programme of NCC .i.e, 75:25 for normal States and 90:10 in the case of North Eastern and hilly States.
- f.) The expansion of NSS will also require suitable strengthening and restructuring of the NSS organizational structure. The requirement of a full time Programme Adviser for NSS has been long felt and this position needs to be filled up expeditiously on a full time basis. There is also a need to strengthen the coordination mechanism between the regional centres of NSS,

State Government and Universities. This will include capacity building both at the Government of India level and at the State level.

National Service Volunteer Scheme

3.11 The Working Group recommends deployment of NSVs in other organisations, such as the NSS, the All India Association of Universities (AIU) and also with large NGOs having substantial youth and community development activities and programmes to open up wider opportunities and channels for the NSVs to engage in full time work (and employment).

3.12 It is proposed to deploy one NSV at the Block level and two at the district level. This would imply a target of 7200 NSVs in the first year of the Plan, to be scaled up to 8000 by the terminal year with reference to a more broad based deployment pattern.

3.13 Keeping in view the nature of responsibilities sought to be give to and the manner of involvement of, the NSVs, it was unanimously felt that the level of honorarium should be enhanced from Rs.1000/- per month to Rs.2500/- per month.

Rashtriya Sadbhavna Yojna

3.14 The number of Nehru Yuva Sathee(NYS) would be around 6000, on the basis of one NSY per block all over the country. As in the case of the NSVs, it is also proposed to enhance the honorarium for the NSVs from the present level of Rs.1000/- per month to Rs.1500/- per month.

District Youth Development Centres and Block Youth Development Centres

3.15 It is proposed that Youth Development Centres would be established in a modified conceptual framework, as a District Youth Development Centre (DYDC) at each District Headquarters and a Block Youth Development Centres (BYDC) at each Block headquarters.

3.16 The scheme will be implemented primarily through States, who would be required to provide the land and building, free of cost, for the Block Youth Centres. In case of the District Youth Centre, the State would be required to provide a developed site with approach, boundary, electricity and water points, while the cost of construction would be borne by the government of India. The management of these centres would be carried out through designated management committees on a self-sustained basis.

Financial Assistance for Youth Activities and Training

3.17 The Scheme is proposed to be re-oriented in the Eleventh Plan, to make it more focused in terms of the emerging needs and requirements, as also with reference to the capabilities of implementing organizations, programme content and methodology of training.

3.18 The NYKS will continue to be one of the major implementing organizations under the Scheme. It is further proposed that vocational training will also be

incorporated as an important activity in the mandate of the Rajiv Gandhi National Institute of Development (RGNIYD) which, inter alia, will include the development of modules for different types of vocational training, keeping in view the emerging market requirements, and frame works for implementation, wherever feasible, in a public - private – partnership mode.

Promotion of National Integration

3.19 The scheme of promotion of National Integration will continue during the 11th Plan. However, the NYKS will be given a larger, and more focussed role, in the implementation of this Scheme. In addition to the NYKS, assistance will also be given to the State Governments/UTs for organizing state level national integration camps/ programmes and to NGOs for specific proposals. An effort will also be made to integrate certain activities under the scheme pertaining to the promotion of Adventure with activities of National Integration.

Promotion of Adventure

3.20 the existing scheme for promotion of adventure will be continued, with modifications in the light of the emerging scenario. The crucial issue relates to 'broad basing', particularly with reference to rural youth, will be addressed in a focused manner.

3.21 Participation of private sector will be encouraged, especially in respect of adventure tourism and eco-tourism, which will help in the creation of employment opportunities in the rural areas.

Rajiv Gandhi National Institute of Youth Development

3.22 The Rajiv Gandhi National Institute of Youth Development will be developed as the apex institution in the country for development of adolescents and youth. Efforts will also be made to upgrade the institute and give it the status of a deemed 'National Youth University'.

3.23 The RGNIYD will be developed into an International Centre of Excellence on youth development. In this context, the collaboration of RGNIYD with the Commonwealth Youth Programme Asia Centre, Chandigarh, will be strengthened.

3.24 Steps will be taken during the Eleventh Plan to strengthen the physical infrastructure of RGNIYD and equip it with the necessary faculty, staff and equipment support. Wherever possible, efforts will be made, in this context, to tap funds from multilateral and bilateral sources and agencies also.

Youth Hostels

3.25 Number of Youth Hostels in the country to be increased to 200 with capacity of 2 million bed-nights per year.

3.26 Effort will be made to set up of National Youth Hostel Authority (NYHA) as apex body along with accreditation of all Youth Hostels from International Youth Hostel Federation (IYHF) by adoption of IYHF Standards for all Youth Hostels.

Scouting and Guiding

3.27 During the 11th Five Year Plan the focus will be to take the scouting and guiding movement to rural India. A road map will be prepared through a stakeholders' consultative process to broad base the movement and mainstream it as a part of a larger India Youth Network. The strength of volunteers is also proposed to grow from the current level of 3.5 million to 5.0 million by the end of Eleventh Five Year Plan.

International Cooperation

3.28 The existing arrangements and activities under the Commonwealth Youth Programme (CYP) will be strengthened and enhanced. The United Nations Volunteer (UNV) Scheme will be promoted to provide expertise and specialisation among grass roots level workers, to serve as UN Volunteers in different countries and bring laurels to the country. The mega youth exchange programme with China, commenced as a part of the activities during the India-China Friendship Year, 2006, will be continued as an annual feature during the next five years as per the joint declaration of the Prime Minister of India and the President of the Republic of China in November 2006.

Youth Unite for Victory on AIDS

3.29 The scheme will be operationalised fully during the Eleventh Five Year Plan. The scheme is proposed to be implemented through the India Youth Network. The RGNID will provide the technical resource support for smooth implementation of this scheme.

Monitoring and Evaluation

3.30 Monitoring and Evaluation will be an integrated component of all schemes in the Eleventh Five Year Plan. A specific line of budget component will be incorporated in each scheme up to 5 % of the programme cost for carrying out simultaneous monitoring and evaluation of the programme activities by the sanctioning authority through independent organisations of repute.

4. INSTITUTIONAL FRAMEWORK

4.1 The Working Group recommends that two separate Departments of Youth Affairs and Adolescents, and Sports, should be created in the Ministry under one Minister and one Secretary.

4.2 The Working Group reiterates the 10th Plan recommendation for creation of a separate full-fledged Adolescents Division in the Ministry, and the need for strengthening at various levels.

4.3 There should be a National Council on Young People (NCYP), under the chairpersonship of the Union Minister, MoYAS, with representatives from relevant Ministries, and the related key organizations under them, the State Governments, representatives of civil society/organizations, experts and young people.

4.4 In order to coordinate the activities of the Central Ministries/Departments an inter-Ministerial National Steering Committee (NSC) is proposed to be set up under the Chairmanship of the Minister for Youth Affairs & Sports, to review and oversee the implementation of the schemes and programmes on Youth and Adolescents in an integrated framework.

4.5 An official Group, Chaired by the Secretary, MoYAS, with representatives of relevant Ministries and institutions under them, like NCERT, NIEPA, NYKS, NIHF, NIPCCID, RGNIYD, NSS etc. should be set up to provide inputs for the above Inter-Ministerial Committee,

4.6 It is proposed that all the Youth organizations i.e., National Cadet Corps (NCC), Sports Authority of India (SAI), Bharat Scouts & Guides (BS&G), Youth Red Cross (YRC), Association of Indian Universities (AIU) and the Youth Hostels Association of India (YHAI) along with the NYKS and NSS should be knit together into an India Youth Network (IYN) and action be taken after consultations with them.

4.7 The report suggests for establishment of Standing Committees on Youth Affairs in PRIs and local bodies to serve as a means to elicit participation of young people in development and democracy at the grass roots level.

4.8 The Ministry will seek NGO participation particularly on issues that require strong outreach and innovative approaches. Simplified procedures / guidelines will be developed for involvement of the voluntary sector at the central and state level. Selected NGOs, which are doing laudable work in specialized domains pertaining to the youth sector, will be assigned the status of "consultative NGOs" for direct involvement in planning and implementation of programmes under the schemes of the Ministry.

4.9 It is proposed that dedicated cells may be set up in the Ministry of Home Affairs (Department of J&K Affairs) and Department for Development of North Eastern Region to address the special vulnerabilities and problems of youth and adolescents in North Eastern States and Jammu & Kashmir.

4.10 It is suggested that institutional arrangements as suggested in paragraph 4.3, 4.4 and 4.5 in respect of the Central Government, should also be established at the State level.

5. FINANCIAL OUTLAY FOR 11TH FIVE-YEAR PLAN

5.1 Based on the elaborations and projections in the foregoing paragraphs, the total Plan Outlay for the 11th Five-Year Plan is proposed at Rs. 3082.22 crores. The scheme-wise and year-wise proposed outlays are given in a tabular statement below.

Sl No.	Name of the Scheme	11 th Plan Outlay	2007-08	2008-09	2009-10	2010-11	2011-12
1	National Service Scheme (CSS)	850.00	129.74	156.00	172.00	189.00	203.26
2	Nehru Yuva Kendra Sangathan	890.00	130.00	165.00	175.00	205.00	215.00
3	Rajiv Gandhi National Institute of Youth Development	53.00	8.00	10.00	11.00	12.00	12.00
4	Promotion of Youth Activity and Training	80.00	10.00	15.00	17.00	18.00	20.00
5	Promotion of National Integration	155.00	27.00	30.00	32.00	33.00	33.00
6	National Service Volunteer Scheme	98.50	18.50	20.00	20.00	20.00	20.00
7	Rashtriya Sadhbhavana Yojana	71.50	11.50	15.00	15.00	15.00	15.00
8	Promotion of Adventure	45.00	5.00	10.00	10.00	10.00	10.00
9	Youth Hostels	200.00	6.00	34.00	45.00	55.00	60.00
10	Scouting and Guiding	20.50	3.00	3.50	4.10	4.70	5.20
11	International Cooperation	30.00	5.00	6.00	6.00	6.50	6.50
12	Youth Unite for Victory on AIDS	50.00	10.00	10.00	10.00	10.00	10.00
13	Establishment of National and State Youth Centre	10.00	0.01	5.49	1.50	1.50	1.50
14	Financial Assistance to Rural Youth and Sports Club Including Evaluation	0.00	0.00	0.00	0.00	0.00	0.00
15	District and Block Youth Development Centre	240.00	11.50	48.50	60.00	60.00	60.00
16	Development of Adolescents	315.85	22.00	60.00	65.00	82.00	86.85
	Grant Total	3109.35	397.25	588.49	643.60	721.70	758.31

March,2007

ANNEXURE

to

**Report of the
Working Group on Youth Affairs and
Adolescents' Development**

**For the formulation of 11th Five Year Plan
(2007-2012)**

ANNEXES

(TO BE ENCLOSED)

Chapter	Annex No.	Content	Page No.
Chapter-I	Annex-I	Copy of the Planning Commission Order No.M-12015/5/2006-Edn. dated 13 th October, 2006, constituting the Working Group on Youth Affairs and Adolescents Development	1-6
	Annex-II	List of the members of the Sub-Committee on Youth Affairs	7-12
	Annex-III	List of the members of the Drafting Committee on Youth Affairs	13
Chapter-II	Annex-IV	Profile of Adolescents in India	14
	Annex-V	Extracts from Policies relating to Adolescents	14-28
Chapter-III	Annex-VI	Regular Programmes of Nehru Yuva Kendra Sangathan	29-34