



Platform for Action 10 years after India Country Report



Department of Women and Child Development
Ministry of Human Resource Development
Government of India



सत्यमेव जयते

Platform for Action

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Preface

The Fourth World Conference on Women, held in Beijing in 1995 was a landmark event that set the pace for women's empowerment. The Beijing Platform for Action (PFA) pegged on the pillars of human rights and gender equality, was accepted by India without reservation. The ten-year eventful journey since Beijing has been marked with shared learning, partnerships, achievement and advancement for women in different spheres.

At a policy level the Government has initiated gender mainstreaming measures at the Union and State levels to ensure that gender concerns are brought centre stage in all aspects of public expenditure and policy. The Tenth Plan has initiated action in tying up the concept of Women's Component Plan and gender budgeting exercises to develop a gender perspective in planning.

The Government through its Common Minimum Programme has endeavoured to ensure, elimination of gender discrimination, economic empowerment of women through equal rights of ownership of assets such as land, shelter, etc. One of the thrust areas identified by the Prime Minister for development of women is legal equality for women in all enactments.

Among the significant achievements of the decade has been the special focus on education of girls and women. For the first time since Independence, there has been a decline in the absolute number of female illiterates. The reservation of one-third seats in local governments institutions has resulted in over a million women participating actively at the grassroot political processes. India has effectively put in place the largest micro-finance programme in the world. Women in remote villages are coming together to form self-help groups (SHGs) to access credit, start income generation ventures. Federation of SHGs have emerged in the State and Regional levels.

A number of institutions are in place to assist women receive speedier justice such as wider recruitment of women police officers, establishment of women police cells and exclusive women police stations. Many proactive legislations have been made and land mark judgements have been passed by the Courts in favour of women. The declining sex ratio is a cause for concern that is being addressed through a multi-pronged strategy of strengthening legislation and increasing measures to build public opinion through mass media campaigns.

The following chapters touch upon the efforts and progress India has achieved with respect to the critical areas of concern identified by the PFA. It also presents the challenges that the Country is addressing along with the emerging areas of concern.

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Abbreviations

AAY	Antyodaya Anna Yojana
ACA	Additional Central Assistance
ADIP	Aids and Appliances for Disabled Persons
AFSPA	Armed Forces Special Powers Act
AIE	Alternative and Innovative Education
AIIMS	All India Institute of Medical Sciences
AIR	All India Radio
ANM	Auxiliary Nurse and Midwife
ARV	Anti Retroviral
AWW	Anganwadi Workers
BMC	Brihan Mumbai Municipal Corporation
BPL	Below Poverty Line
CAPAM	Commonwealth Association for Public Administration and Management
CECs	Continuing Education Centres
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CEHAT	Centre for Enquiry into Health and Allied Themes
CFAR	Centre for Advocacy and Research
CHETNA	The Centre for Health Education, Training and Nutrition
CRC	Convention on the Rights of the Child
CRSP	Central Rural Sanitation Programme
CSE	Centre for Science and Environment
DANIDA	Danish International Development Agency
DOTS	Directly Observed Treatment Shortcourse
DPEP	District Primary Education Programme
DWCD	Department of Women and Child Development
DWCUA	Development of Women and Children in Urban Areas
EGS	Education Guarantee Scheme
EFA	Education for All
EWR	Elected Women Representatives
FAO	Food and Agricultural Organisation
FDA	Forest Development Agencies
FIR	First Information Report
FRU	First Referral Unit
GBS	Gross Budgetary Support
GDP	Gross Domestic Product
HDR	Human Development Report
HDRC	Human Development Resource Centre
HIV/AIDS	Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome

IAY	Indira Awas Yojana
ICDS	Integrated Child Development Services
ICPD	International Conference on Population and Development
ICT	Information and Communication Technology
ILO	International Labour Organisation
IMGS	Indira Mahila Gramabhivirdhi Samatha
IMR	Infant Mortality Rate
IMY	Indira Mahila Yojana
ITPA	Immoral Traffic (Prevention) Act
JFMC	Joint Forest Management Committee
JNVs	Jawahar Navodaya Vidyalayas
MDG	Millennium Development Goal
MEGS	Maharashtra Employment Guarantee Scheme
MFI	Micro Finance Institutions
MMR	Maternal Mortality Rate
MNGO	Mother NGO
MOHFW	Ministry of Health and Family Welfare
MTP	Medical Termination of Pregnancy
NCW	National Commission for Women
NABARD	National Bank for Agriculture and Rural Development
NACO	National AIDS Control Organisation
NBC	Net Bank Credit
NGO	Non-government Organisation
NHFDC	National Handicapped Fund for Disabled
NHG	Neighbourhood Group
NHHP	National Housing and Habitat Policy
NHRC	National Human Rights Commission
NIPCCD	National Institute of Public Co-operation and Child Development
NLM	National Literacy Mission
NMBS	National Maternity Benefit Scheme
NNM	National Nutrition Mission
NPEGEL	National Programme for Education of Girls at Elementary Level
NPEGEL	National Plan for Education at the Elementary Level
NSDP	National Slum Development Programme
NSS	National Sample Survey
NUNV	National United Nations Volunteers
PDS	Public Distribution System
PESA	Panchayats Extension to Schedule Areas Act
PFA	Platform for Action
PHC	Public Health Centres
PMLA	Parivarik Mahila Lok Adalat
PPTCT	Prevention of Parent to Child Transmission
PRI	Panchayati Raj Institutions
RCH	Reproductive and Child Health
RMK	Rashtriya Mahila Kosh

RNTCP	Revised National Tuberculosis Control Programme
RRC	Regional Resource Centre
RTI	Reproductive Tract Infection
SAPAP	South Asia Poverty Alleviation Programme
SATHI	Support for Advocacy and Training to Health Initiatives
SC/ST	Scheduled Caste / Scheduled Tribe
SCW	State Commission for Women
SEWA	Self Employed Women's Association
SGRY	Sampoorna Grameen Rozgar Yojana
SGSY	Swarnajayanti Gram Swarozgar Yojana
SHG	Self-help Group
SJSRY	Swarna Jayanti Shahari Swa-Rozgar Yojana
SLC	Social Learning Curriculum
SNA	State Nodal Agencies
SNCL	Second National Commission on Labour
SSA	Sarva Shiksha Abhiyan
SSSY	Swarnajayanti Shahari Swarozgar Yojana
STEP	Support to Training and Employment Programme
STI	Sexually Transmitted Infection
TAGSA	Technical Advisory Group for South Asia
TANWA	Tamil Nadu Women in Agriculture
TFR	Total Fertility Rate
TLC	Total Literacy Campaign
TNAHCP	Tamil Nadu Health Care Project
UEE	Universal Elementary Education
UGC	University Grants Commission
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
UNITES	United Nations Information Technology Service
UNTOC	United Nations Convention against Transnational Organised Crime
VAW	Violence Against Women
WCP	Women's Component Plan
WHO	World Health Organisation

Glossary

Adhyapika Manch	Female teachers' forum
Akal Takth	A spiritual and a temporal authority amongst Sikhs
Anganwadi	Early childhood care and education centre for pre-school children
Balika Samridhhi Yojana	A programme for adolescent girls
Balika Shivirs	Girls camp
Hukumnama	Diktat
Jan Shiksha Adhiniyam	People Education Act
Janmabhoomi Programme	A State-sponsored, people-centred participatory development programme in Andhra Pradesh
Kishori Shakti Yojana	A programme for adolescent girls
Lok Adalats	Peoples' court
Lok Jumbish	An educational programme started in Rajasthan in 1992.
Mahila Mandals	Women's group
Mahila Mangal Dals	Women's groups
Mahila Panch	Women's council
Mahila Samakhya	Programme for women's empowerment
Mahila Shiksha Kendra	Women Education Centre
Mohalla	Neighborhood
Nari Adalat	Women's court
Parivarik Mahila Lok Adalat	Women's court
Pradhan Mantri Gramoday Yojana	A scheme of all-round social and economics infrastructure in rural areas.
Pradhan Mantri Swasthya Suraksha Yojana	A Health Insurance Programme
Railway Mahila Mandali	Women's collectives
Rashtriya Mahila Kosh	National Credit Fund for Women
Sahara Sangh	A support group
Sahyogini	Animator
Sanjeevani	A federation of women's organisations in Madhya Pradesh
Sarpanch	Head of village level body (panchayat)
Shalishi	A traditional system of dispute resolution
Stree Adhar Kendra	An NGO
Swadhar	A scheme for holistic rehabilitation of women in difficult circumstances
Tarun Bharat Sangh	An NGO

Map of India

Indicating States and Union Territories

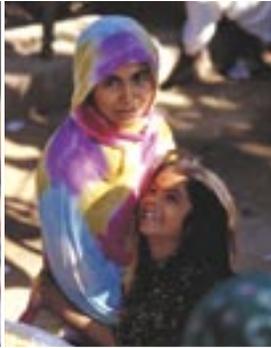


Map not to scale

Selected Gender Development Indicators

Sl. No.	Indicators	Female	Male	Total	Female	Male	Total
Demography and Vital Statistics							
1	Population (in million 1991 & 2001) (Census)	407.1	439.2	846.3	495.7	531.3	1027.0
2	Decennial Growth (1981 & 2001) (Census)	24.93	24.41	24.58	21.79	23.93	21.34
3	Sex Ratio (1991 & 2001) (Census)	927			933		
4	Juvenile Sex Ratio (1991 & 2001) (Census)	945			927		
5	Life Expectancy at Birth (in years in 1991 & 2001) (Census)	58.1	57.1		65.3	62.3	
6	Mean Age at Marriage 1981 & 1991 (Census)	17.9	23.3		19.3	24.0	
Health and Family Welfare							
7	Birth Rate (per 1000 in 1981 & 2002) (SRS)			35.6			25.0
8	Death rate (per 1000 in 1981 & 2002) (SRS)	12.7	12.4	12.5	7.7	8.4	8.1
9	Infant Mortality Rate (per 1000 live births in 1990 & 2002) (SRS)	81	78	80	65	62	64
10	Child Mortality Rate (per 1000 live births under 5 yrs of age in 1985 & 2001) (SRS)	40.4	36.6	38.4	71.6	70.5	71.1
11	Maternal Mortality Rate (per 100000 live births in 1997 & 1998) (SRS)	408			407		
Literacy and Education							
12	Literacy Rate (1991 & 2001) in percentage (Census)	39.29	64.13	52.21	53.67	75.26	64.84
13	Gross Enrolment Ratio (1990-91 & 2002-03)						
	Classes I-V {Ministry of HRD}	85.5	114.0	100.1	93.1	97.5	95.3
	Classes VI-VIII {Ministry of HRD}	47.0	76.6	62.1	56.2	65.3	61.0
14	Dropout rate (1990-91 & 2002-03) in %						
	Classes I-V {Ministry of HRD}	46.0	40.1	42.6	33.7	35.8	34.9
	Classes I-VIII {Ministry of HRD}	65.1	59.1	60.9	52.3	53.4	52.8
Work and Employment							
15	Work Participation Rate (1991 & 2001) in percentage	22.3	51.6	37.4	25.6	57.9	39.2
16	Organised Sector (number in millions in 1981 & 1999) (DGE&T)	2.80 (12.2%)	20.50	22.85	4.83 (17.2%)	23.20	28.11
17	Public Sector (number in millions in 1981 & 1999) (Employment Review)	1.5 (8.7%)	14.0	15.5	2.8 (14.5%)	16.8	19.4
18	Government (number in millions in 1981 & 1997)	1.2 (11%)	9.7	10.9	1.6 (14.6%)	9.1	10.1
Women's Representation in Decision Making							
19	Administration (no. in IAS & IPS in 1997 & 2000)	579 (7.6%)	7347	8036	645 (7.6%)	7860	8460
20	PRIs (no. in figures in 1985 & 2001)	318 (33.5)	630	948	725 (22.6%)	1997	2722
21	Parliament (no. in 1991 & 2004)	77 (9.7%)	712	789	72 (9.2%)	712	784
22	Central Council of Minister (no. in 1985 & 2001)	4 (10%)	36	40	8 (10.8%)	66	74

Source: Office of the Registrar General of India.





*Empowered Women
Empowered Society*

Slogan of the Women's Empowerment Year,
India, 2001

Introduction: Towards Gender Equality and Women's Empowerment

Progress towards gender equality and women's empowerment in India has been built upon strong commitments by the government and unflagging effort by the women's movement. Gender inequality arising out of social norms and cultural traditions has been addressed through a range of direct and indirect measures, and the aim of the National Policy for the Empowerment of Women (2001) has been to bring about social change—changes in attitudes towards women, and women's empowerment. The policy itself reflects the aspirations of women and the women's movement. This document presents an overview of the achievements of the last ten years, with special focus on the period 2000–2005, as well as the remaining gaps and challenges which will guide future actions.

The policy framework within which efforts are being made to ensure gender equality has been spelt out by the National Policy for the Empowerment of Women (2001) and the Tenth Plan. The effort is to bring about gender justice and make de jure equality into de facto equality.

India accepted the Platform for Action without reservation. Additional commitments made by the Government of India in 1995 to promote gender equality included a promise to increase the education budget to 6% of GDP; universalisation of the mother and child care programmes, and the formulation and operationalisation of a National Policy on Women; setting up a Commission for Women's Rights to act as a public defender of Women's Human Rights; and institutionalisation of a national level mechanism to monitor the implementation of the PFA.

The policy framework within which efforts are being made to ensure gender equality has been spelt out by the National Policy for the Empowerment of Women (2001) and the Tenth Plan. The effort is to bring gender justice and make *de jure* equality into *de facto* equality. Several state governments have also formulated a policy for women's empowerment.

A draft Plan of Action for implementing the National Policy is under formulation. National and state councils will oversee its operationalisation. Members of the councils are expected to include officials,

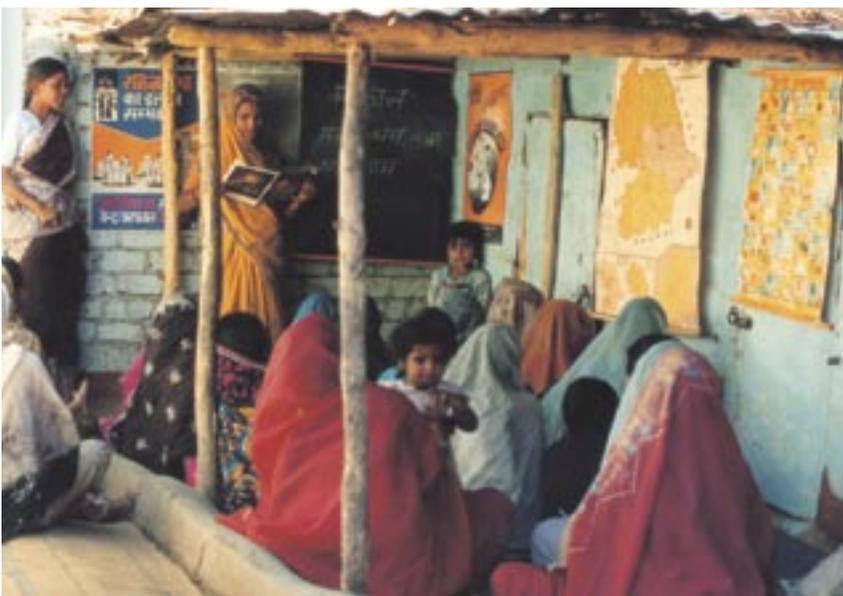
representatives of non-governmental organisations, trade unions, academics, experts, social activists, etc. Progress made will be reviewed twice a year.

The policy aims at:

- The advancement, development and empowerment of women in all spheres of life.
- Introduction of more responsive judicial legal systems that are sensitive to women's needs.
- Ensuring women's equality in power sharing and active participation in decision-making.
- Mainstreaming a gender perspective in the development process.
- Comprehensive economic and social empowerment of women.
- Strengthening and formation of relevant institutional mechanisms.
- Partnership with community-based organisations.
- Implementation of international obligations/commitments and co-operation at the international, regional and sub-regional levels.

India's commitment to gender equality is further evidenced by the fact that it is a signatory to Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), which was ratified on 25-6-1993 (with one reservation and two declaratory statements). The first report was considered by the inter-ministerial committee on CEDAW in 2000. The second and third reports are in process of submission. India is also a signatory to the Convention on the Rights of the Child. The first report to the UN Committee of Experts on the Rights of the Child was submitted in 2000 and the second report in 2004.

The Constitution of India confers equal rights and opportunities on men and women in the political, economic and social spheres. The promotion of gender



equality and the empowerment of women is one of the central concerns of the Tenth Plan (2002–07) which spells out a three-pronged strategy for empowering women:

- **Social empowerment:** create an enabling environment through adopting various policies and programmes for development of women, besides providing them easy and equal access to all the basic minimum services so as to enable them to realise their full potential.
- **Economic empowerment:** ensure provision of training, employment and income generation activities with both forward and backward linkages with the ultimate objective of making all women economically independent and self-reliant.
- **Gender justice:** eliminate all forms of gender discrimination and thus enable women to enjoy not only *de jure* but also *de facto* rights and fundamental freedom on par with men in all spheres, viz, political, economic, social, civil, cultural, etc.

In International discourse, the Millennium Development Goals (MDGs) have set targets and benchmarks to measure progress. Only Goal 3 is being addressed to 'promote gender equality and empower women'. However, gender equality needs to be seen as an essential component of all the other development goals, as a cross-cutting theme rather than a stand-alone objective.

The identification of areas of concern has implications for the mechanisms and institutions through which programme interventions are expected to translate into desirable outcomes. Several innovations in this respect have been introduced in the last few years, such as new methods of gender mainstreaming and gender budgeting. Resources are

Monitorable Targets set by the Tenth Plan

- Reduce gender gaps in literacy and wage rates by at least 50% by 2007
- Reduce maternal mortality rate to 2 per 1000 live births by 2007, and to 1 by 2012
- Reduce infant mortality rate to 45 per 1000 live births by 2007, and to 28 by 2012
- Reduce poverty ratio by 5% by 2007 and by 15% by 2012
- Reduce the decadal rate of population growth between 2001 and 2011 to 16.2%
- Ensure that all children are in school by 2003, and that all children complete 5 years of schooling by 2007
- Increase in literacy rates to 75% within the Plan period
- Ensure that all villages have sustained access to potable drinking water within the plan period
- Provide gainful and high quality employment to the addition to the labour force over the Tenth Plan period.
- Increase forest and tree cover to 25% by 2007, and 33% by 2012
- Clean all major polluted rivers by 2007, and the other river stretches notified by the government by 2012

a critical aspect of policy commitment. The Women's Component Plan which records the funds earmarked for schemes targeted to women and girls and those with a significant women's component is an effective mechanism in the planning process for targeting public expenditure in favour of women. The women's component plan and gender budgeting initiatives have brought out the need to further strengthen women-oriented initiatives in certain sectors.

Important changes have taken place in the legal framework, including amendments in laws related to divorce and maintenance. A task force on women, headed by the Deputy Chairperson of the Planning Commission, was constituted in

Table 1.1

Women's Component Plan: Some Facts and Figures (Rs in millions)

Sl. No.	Name of Ministry/ Department	Ninth Plan (GBS)	Flow to WCP	Percent (GBS to WCP)
A	Women-specific (Nodal Department)			
	Women and Child Development	78104.2	78104.2	100.0
B	Women-related Ministries/Departments			
1	Health	51181.9	25812.5	50.4
2	Family Welfare	151202.0	105412.6	69.7
3	Indian Systems of Medicine & Homeopathy	2663.5	1331.8	50.0
4	Education	203816.4	102124.4	50.1
5	Labour	8991.2	3008.5	33.5
6	Agriculture & Cooperation	91538.2	3499.6	3.8
7	Rural Development	418338.7	174150.0	41.6
8	Urban Employment & Poverty Alleviation	49312.2	4036.0	8.2
9	Social Justice & Empowerment	66081.3	8148.1	13.2
10	Tribal Affairs	*	600.0	*
11	Science & Technology	14973.5	75.0	0.5
12	Information & Broadcasting	6800.5	300.0	4.4
13	Non-Conventional Energy Sources	21221.4	4010.0	18.9
14	Small-Scale & Agro-related Industries	37868.5	8689.3	23.0
15	Youth Affairs & Sports	8260.9	123.3	1.5
	Sub-Total (B)	1132550.2	441321.1	39.0
	Grand Total (A+B)	1210354.4	519425.3	42.9

* Included in the Ministry of Social Justice & Empowerment

The total Gross Budgetary Support (GBS) of all Ministries and Departments for the Ninth Plan was Rs. 2,039,820 million. WCP as a percentage of the total GBS of the GOI for the Ninth Plan works out to 25.5

2000 to review laws and legislations on women. Landmark judgements have been recorded in recent years on cases relating to sexual harassment at workplace, divorce, maintenance rights, and guardianship. The mother is now recognised as the legal guardian of the child. Discrimination between male flight attendants and female air hostesses with respect to age of retirement and other benefits has been removed (2003). The Amendment of Prenatal Diagnostic Techniques (Prevention of Misuse and Regulation) Act (1994) in 2002 is intended to tighten enforcement. In accordance with the Supreme Court

directives, the National Commission on Women has formulated a Code of Conduct for Preventing Sexual Harassment at the Workplace (1997). The Chairperson of the National Commission for Women is an ex-officio member of the National Human Rights Commission, enabling synergy in efforts to protect the legal and constitutional safeguards provided for women.

Among the most significant achievements of the decade has been the reservation of one-third of the seats for women elected as representatives in panchayats



and local bodies through the 73rd and 74th Constitutional Amendments. This has brought about a million women into positions of decision-making and has contributed significantly to the political empowerment of women.

Over the last 10 years, efforts towards gender sensitisation of a traditionally male dominated society have been intensified. Examples include gender sensitisation of the law enforcement agencies, especially the police and the judiciary through periodic training, given both by Government agencies and NGOs. Gender sensitisation forms part of the training given by the National Judicial Academy. Most State level training institutions include a gender sensitisation module for the orientation of officials. Sensitisation of medical officers who are responsible for implementing the Pre-natal Diagnostic Techniques (Prevention of Misuse and Regulation) Act has been undertaken through regional seminars with collaboration of UNFPA, Ministry of Health and Family Welfare and State Governments.

The National Research and Training Centre set up at the country's premier institution, the Lal Bahadur Shastri National Academy of Administration, for the training of administrators seeks to impart training in gender concerns. Gender budget analysis is part of the syllabus. Extensive gender sensitisation of Census enumerators was undertaken in 1991 and again in 2001.

India embarked upon a re-structuring of its economic policy framework in 1991. Globalisation and structural adjustment have had varying sectoral impacts. Women have gained employment in new avenues, for example, in Information Technology. These are mainly urban and educated women. However, an adverse impact on women's livelihood, such as in agriculture, has been reported from different parts of the country.

The Report of the National Commission on Labour (2002) noted that with upgradation of skills, opportunities for employment of women exist in several areas such as health services, food processing and crafts. Key areas of concern include women in

Most State level training institutions include a gender sensitisation module for the orientation of officials. Sensitisation of medical officers who are responsible for implementing the Pre-natal Diagnostic Techniques (Prevention of Misuse and Regulation) Act has also been undertaken.

Government, NGO and civil society partnerships have been crucial in the march towards women's equality so far, and they will play a critical role in facing the new challenges that have emerged. Civil society has played a catalytic role in bringing about change.



small subsistence farming households, women workers in garment and textiles who will face increased competition after the phasing out of the Multi Fibre Agreement in 2005, and women displaced by new technologies in sectors such as construction, which have traditionally absorbed large numbers of women.

Government, NGO and civil society partnerships have been crucial in the march towards women's equality so far, and they will play a critical role in facing the new challenges that have emerged. Civil society has played a catalytic role in bringing about change. It has provided independent assessments and advocacy for new legislation or policy change. NGO interventions at the grassroots level complement efforts at the national policy level. Government has encouraged partnerships in implementation of programmatic interventions. Representation on commissions, committees and policy bodies is another aspect of the sustained

consultative process in place. Partnerships are seen as necessary to bring about attitudinal changes. For example, UNFPA, Central and State Governments, concerned NGOs, religious leaders, corporate sector, have all come together in an advocacy coalition to stop the incidence of selective sex abortion.

The report that follows presents the situation and status of women, and an assessment of emerging challenges in the following critical areas of concern:

- Women and Poverty
- Education and Training of Women
- Women and Health
- Violence against Women
- Women and Economy
- Women in Power and Decision-making
- Institutional Mechanisms for the Advancement of Women
- Human Rights and Women
- Women and Media
- Women and Environment
- The Girl Child.



Review, adopt and maintain macro-economic policies and development strategies that address the needs and efforts of women in poverty.

Revise laws and administrative practices to ensure women's equal rights and access to economic resources.

Provide women with access to savings and credit mechanisms and institutions.

Develop gender-based methodologies and conduct research to address the feminisation of poverty.

Strategic Objectives, A.1 - A.4
Platform for Action

Women and Poverty

Taking cognizance of the fact that women in poverty are especially vulnerable, the Government has initiated programmes in different sectors to address their needs. Government programmes in different sectors including literacy, education, primary health care, safe drinking water and nutritional security, have an impact on reducing poverty. The objective of these programmes is strengthening income generation and economic security of the poor. In this section we review the approach, the achievements and the challenges of programmes directly tackling poverty.

Key themes, in the approach to women and poverty, have been organising for empowerment and ensuring access to resources and earnings. NGO efforts to bring women out of poverty, complement the various schemes of the government. NGOs are engaged both in direct approaches such as organising women workers, giving vocational training, and providing marketing

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Reaping a rich harvest

Rural agricultural households are characteristically dependent on the income of the male members. Women were rarely involved in decision-making regarding the crops to be grown or the agricultural techniques to be adopted. A striking feature of the Tamil Nadu Women in Agriculture (TANWA) project initiated in Tamil Nadu since 1986, is that it is aimed at training women in latest agricultural techniques. It is an innovative scheme which aims at improving the living standards of small and marginal farm households and inducing women in such households to play an active part in agriculture.

Presently, TANWA-II has trained nearly 550,000 farm women (1994–2002) both by direct and indirect methods. The farm women who were very reluctant to join the training in the initial stages have responded very positively as the project advanced. The farm women now demand services from extension functionaries especially through their farm women's groups.

Source: *Successful Governance Initiatives and Best Practices, Experiences from Indian States, 2003, Planning Commission, Government of India & HDRC, UNDP*

assistance for income generation, as well as life skills programmes for health awareness, legal literacy, etc.

Access to credit: Self-help groups

Recognising that women can leverage their strength, increase bargaining power and enhance capacities and skills through joint action, the approach of

the government has been to encourage the organisation of women into self-help groups (SHGs) and to channel resources to these groups. The SHG movement has been supported through schemes of a large number of departments including Women and Child Development, Rural Development, Urban Development, Handlooms and Handicrafts, Sericulture, Agriculture, etc., at the national and state levels. Women SHGs are now implementing a large number of developmental initiatives including watershed development, social forestry and employment oriented initiatives. They have become the main vehicle for providing women with access to savings and credit mechanism and institutions through micro-credit schemes.

Various micro-finance initiatives have gathered momentum in recent years. *Rashtriya Mahila Kosh* (RMK – National Credit Fund for Women), provides credit for livelihood and related activities to poor women. About 507,770 women are beneficiaries of the scheme and Rs. 1220 million have been disbursed up to 31.12.04.



The *Indira Mahila Yojana* was successful in states like Andhra Pradesh, Maharashtra, Karnataka and Tamil Nadu.

A pilot project for linking SHGs with banks was launched by NABARD in 1992. The number of SHGs provided with bank loans has been increasing. As of 31.03.04 Rs. 3904 million has been disbursed to 1.1 million SHGs of which 90% are women's groups. Micro Finance Institutions (MFIs) have increased outreach, and NGOs have promoted SHGs at the village level while also linking them to banks. Some MFIs are organised as co-operatives, such as the Mutually Aided Cooperative Thrift Societies in Andhra Pradesh, and the Self Employed Women's Association Bank in Gujarat. Public sector banks have been requested to earmark 5% of their net bank credit (NBC) for lending to women. As on July 2004, 4.71% NBC has been earmarked. All banks have set up a women cell at the head offices for dealing with cases of credit flow to women. A 14-point Action Plan for strengthening credit delivery to women particularly in tiny and SSI sector has been formulated.

The success of the SHG movement has varied from state to state. Andhra Pradesh alone has about half the SHGs existing in the country. In the last 10 years there has been a massive scaling up of SHG activities.

The success of the programme in Andhra Pradesh owes much to the mobilisation undertaken to promote adult literacy among women and its culmination into a women's movement, as also to the close involvement of NGOs. Apart from enabling access to credit, the groups meet to discuss a range of social issues; and also motivate members to access immunisation services. The outcome and impact of the SHG movement is reflected in the increased levels of awareness, self esteem, and

confidence, and have led to a large number of SHG members being elected to local bodies.

SHGs have used a range of strategies to mobilise women in income generation ventures. For example, Loddipalli village of Kurnool district in Andhra Pradesh has been successful in acquiring a stock of foodgrains. *Indira Mahila Gramabhivirdhi Samatha*, a village organisation comprising of 27 SHGs, has focused on the purchase of land apart from starting micro-enterprises.

State Human Development Report for both the southern states of Karnataka (1999) and Tamil Nadu (2003) had recommended strengthening of women's access to credit. In Karnataka after the publication of the report in 1999, the state government

Various micro-finance initiatives have gathered momentum in the recent years. Rashtriya Mahila Kosh and NABARD provide credits for livelihood and related activities to poor women.

An empowered entrepreneur

Pratima, a scheduled caste woman from Orissa with a family of five, is a member of an SHG supported by SRADHA, an NGO assisted by Rashtriya Mahila Kosh (RMK). Since the day of the formation of the SHG, she has been regularly depositing money and is actively involved in marketing the group's products. She has received training meant for the group members on group entrepreneurship.

With the support from RMK, Pratima was given a loan of Rs. 5,000/- with which she started a small business of vending rice. Presently she earns around Rs. 1,400/- per month. Pratima purchases paddy from the SHG, which is procured in bulk from farmers and she processes rice using a smokeless fuel efficient *Chulha*. As paddy is the main crop of the area, raw paddy is easily available.

Pratima sells the rice in her own village, and nearby villages. With the supplementary earning of Pratima her family is now in a better condition than before. Pratima has achieved a greater economic status in her family. She sends her daughter to school and she has a greater say in the decision-making process of the family. The micro-credit support has helped Pratima live a life of dignity, respect and self-reliance.

Kudumbashree

Kudumbashree, the state Poverty Eradication Mission launched by Government of Kerala in 1998–99, with the support of Government of India and NABARD follows a process to eradicate absolute poverty from the state within a period of 10 years through concerted community action under the leadership of the local self governments by facilitating organisation of the poor combining self-help with demand-led convergence of available services and resources. The Mission has been built upon the success of the Urban-Based Services for the poor in the Alleppey Municipality and the Rural Community-Based Nutrition Programme and Poverty Alleviation project of Malappuram district.

The salient features of *Kudumbashree* include (i) the identification of the poor women through a non-monetary poverty index (see box), (ii) organising the poor women to a 3-tier Community-Based Organisation (Neighbourhood groups, Area Development Society and Community Development Society), (iii) formation of informal bank of rural women, with thrift and credit operations (iv) micro-finance, (v) formation of micro-enterprises, (vi) convergent community action and (vii) establishment of rural marketing network throughout the state.

Status as on 30-09-2004

NHGs	ADS	CDS	Thrift	Credit
144182	14105	1050	Rs. 3934 million	Rs. 7543 million

The estimated number of micro-enterprises is 47000 in rural areas and 15836 in urban areas.

Successful micro-enterprise ventures include *Kerashree* (units producing coconut oil), *Vidyashree* Units (IT@ School), vegetable cultivation, lease land farming and vanilla cultivation units, ethnic delicacies, Remedial Education Centres, direct marketing, courier services, *Vathrashree*/chain hotels etc., *Harithashree* (lease land farming), *Bhavanashree* (micro-housing) solid waste management units and Buds (special school for disabled and differently abled persons).

Kudumbashree has even set up a Repayment Information System for monitoring the credit system involving linkage with banks.

Kudumbashree was awarded Gold Medal by the Commonwealth Association for Public Administration and Management (CAPAM) for its best practices in service to the public in the year 2000.

Identification of risk families

Rural areas

- Kuccha house
- No access to safe drinking water
- No access to sanitary latrine
- Illiterate adult in the family
- Family having not more than one earning member
- Family getting barely two meals a day or less.
- Presence of children below the age of 5 years in the family
- Alcoholic or drug addict in the family
- Scheduled Caste or scheduled Tribe in the family

Urban areas

- No land/less than 5 cents of land
- No house/dilapidated house
- No sanitary latrine
- No access to safe drinking water within 150 metres
- Woman-headed household/widow, divorce or abandoned lady/unwed mother in family
- No regularly employed person in family
- Socially disadvantaged groups (SC/ST)
- Presence of mentally or physically challenged person/chronically ill member in family
- Families without colour TV.

If any, four or more of the risk factors are positive the family is treated as a 'risk family'.

Harithashree (lease-land farming through Kudumbashree units)

Neighbourhood groups of *Kudumbashree* are encouraged to start paddy cultivation. In 2003–04 alone, 1,91,513 families hailing from 15,307 NHGs were benefited as 9092.92 hectares of land was leased out to NHGs for lease land paddy farming.

launched the *Stree Shakthi* programme for the empowerment of rural women through the institution of self-help groups.¹

Land rights of women

In a predominantly agrarian economy, where the majority of women derive their livelihood from agriculture, effective and independent land rights are an important way of empowering women, and reducing their risk of poverty. One of the commitments made in the National Common Minimum Programme for the empowerment of women concerns ensuring women's equal rights in ownership of assets like houses and land. Access to land could be through inheritance, through government transfers, or through the market. The Department of Women and Child Development has requested State Secretaries to consider initiatives that could be taken in their respective states to promote effective land rights for women.

The Government of Tamil Nadu has already taken steps towards increasing women's access to land. The Comprehensive Wasteland Programme, initiated in 2001–02, allows the allotment of land to Federations of SHGs and SHGs with a minimum of one year track record. Preference is given to exclusive women's groups.

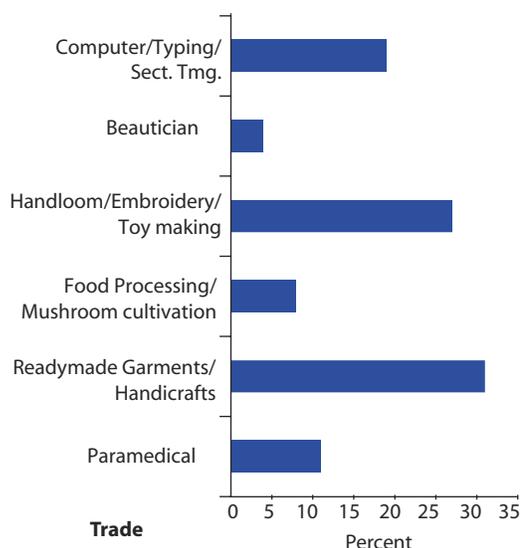
Skill and capacity building

Skill and capacity building interventions are supported through programmes such as:

- STEP (Support to Training and Employment Programme) which aims at providing training to poor and asset-less women in traditional sectors like agriculture, animal husbandry and handicrafts.
- *Swawlamban*, to train women for employment in traditional and non-traditional trades. The new areas in

Fig. 2.1

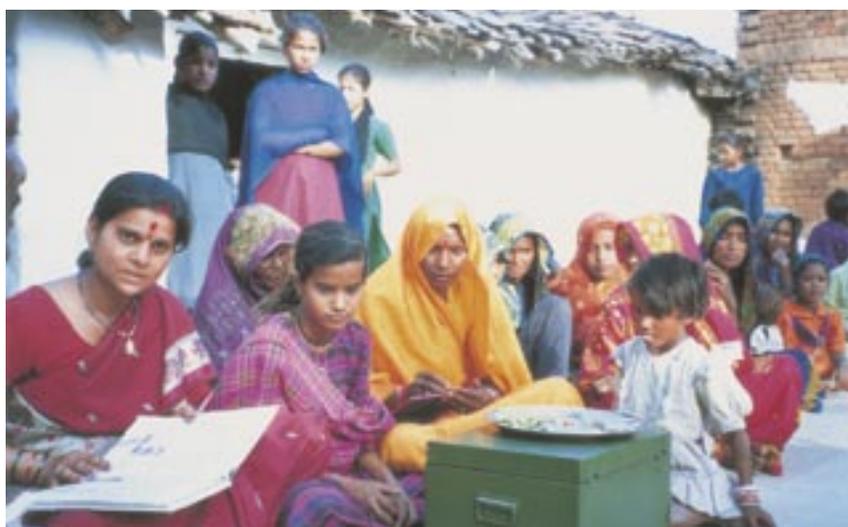
Trade wise Sanctions to Voluntary Organisations under *Swawlamban* Programme during the Year 2003–04



Source : Annual Report 2003-2004, Department of Women and Child Development, Ministry of Human Resource Development, Government of India.

which women seek training are shown in the graph.

- *Swa-Shakti*, a rural women's development and empowerment project. Table 3.2 presents the success this programme has achieved.



¹ Gender Mainstreams In National and State Human Developments Reports, SHDRs.

Table 2.1

Share of Women in Employment Generated under Poverty Alleviation Programmes

Years	Total number of families assisted under self employment programmes (IRDP + TRYSEM) (Million Families)	Percent share of women	Total no. of mandays generated under wage employment programmes (NREP+RLEGP+JRY+EAS) (Million Mandays)	Percent share of women	Women benefited under DWCRA (in million)
1985–86	3.2	11.52	564.0	9.67	0.101
1988–89	4.0	24.53	691.5	20.75	0.098
1989–90	3.6	27.00	864.4	22.04	0.090
1990–91	3.1	32.29	873.8	24.64	0.110
1991–92	2.8	35.20	809.2	24.01	0.208
1992–93	2.3	35.22	782.1	24.69	0.129
1993–94	2.8	35.47	1075.3	22.82	0.269
1994–95	2.5	35.42	1225.7	22.25	0.529
1995–96	2.3	34.16	1239.4	29.67	0.697
1996–97	1.7	31.39	730.1	30.52	0.582
1997–98	1.9	36.63	855.0	28.72	0.460
1998–99	1.6	37.56	649.7	27.69	0.577
1999–00	0.9	44.62	546.9	28.14	--

IRDP : Integrated Rural Development Programme

TRYSEM : Training of Rural Youth for Self Employment

NREP : National Rural Employment Programme (during 1985–89)

RLEGP : Rural Landless Employment Guarantee Programme (during 1985–89)

JRY : Jawahar Rozgar Yojana (since 1989–90)

EAS : Employment Assurance Scheme (since 1993–94)

SGSY : Swarnjayanti Gram Swarozgar Yojana launched since 1st April 1999 in place of earlier self employment programmes

Source : Department of Rural Employment and Poverty Alleviation. 'Report of the working group on Rural Poverty Alleviation Programmes for the Tenth Five Year Plan 2002–2007.

Ref.: India Year Book 2003, Institute of Applied Manpower Research.

Table 2.2

Status of Swa-Shakti Project*

Components of Swa-Shakti Project	2000	2004
Average income of women engaged in income generating activities	Rs 700/-	Rs 1200/-
Percentage of increase in family decision-making power		
i. Sending daughters to school	0.5%	90%
ii. Selection of spouses for their children	0.5%	73%
SHGs which have developed linkages with other programmes and schemes.	17%	37%
Pregnant SHG members, accessing ante-natal care facilities	53%	75%
Access to basic services	37%	76.5%
Access to safe drinking water	25%	50%
Members sending their daughters (6–14 years) to school	63%	88%

Source: Annual Report, 2003–2004, Department of Women and Child Development, Ministry of Human Resource Development, Government of India.

*The data given in the table are based on the 7th Round of Concurrent Monitoring and Evaluation.

- *Swayamsiddha*, the Integrated Women's Empowerment Programme, launched in 2001, aimed at all round empowerment of women by ensuring their direct access to and control over resources through a sustained process of mobilisation and convergence of all the ongoing sectoral programmes.
- *Swarna Jayanti Gram Swarozgar Yojana* (SGSY), launched in April 1999, is a holistic programme covering all aspects of self-employment. The rural poor are organised into self-help groups (SHGs), and access to training, credit, technology, infrastructure and marketing is facilitated. About 40% of the benefits under this programme are earmarked for women. The objective of SGSY is to bring the assisted poor families (*swarozgaris*) above the poverty line in three years by providing them income-generating assets through a mix of bank credit and government subsidy.

Wage employment programmes

Wage employment programmes are seen as an important component of the anti-poverty strategy. The objective is to generate employment and income during lean agricultural seasons, and also at times of flood, droughts and other natural calamities. Some 30% of the employment opportunities created under the wage employment scheme of *Sampoorna Grameen Rozgar Yojana* (SGRY) are reserved for women.

Currently in draft form, the Employment Guarantee Act/Scheme (EGS) seeks to implement the Right to Work by guaranteeing, in rural areas, 100 days of employment for one adult per household per year, doing casual manual labour at the

statutory minimum wage. It is modelled on the Maharashtra Employment Guarantee Scheme which has been in operation for three decades.

Urban programmes

In Tamil Nadu, an employment training component has been incorporated in the activities of the Slum Clearance Board. In Madhya Pradesh, the state government has started a special training and employment programme for the poor, while in West Bengal, the Kolkata metropolitan development authority operates an economic support programme for slum dwellers. These projects contain a skill training component, a large part of which is focused on improving the skills of women in the project area.²

The *Swarna Jayanti Shahari Swa-Rozgar Yojana* (SJSRY) was launched in 1997–98 to benefit the urban poor. Under the USEP component of SJSRY, people below the poverty line in urban areas are assisted to set up self or group employment ventures and women are given special incentives. The Chhattisgarh Government in partnership with UNDP's South Asia Poverty Alleviation Programme (SAPAP) has used this programme to provide soft loans to *beedi* workers for starting an alternative business.³

Other initiatives introduced by the government for alleviating urban poverty, are:

- The National Housing and Habitat Policy (NHHP) was formulated in 1998. This treats housing on par with infrastructure and has introduced a national shelter fund (set up for housing the urban poor) and a risk fund (to cover risks in financing the urban and rural poor). It also recognises

² Urban Poverty Alleviation in India: A General Assessment and a Particular Perspective, Vol. 1, Ramanathan Foundation, 2002.

³ Social Welfare, March 2004

The Indira Awas Yojana stipulates that houses under the scheme are to be allotted in the name of the female member of the beneficiary household. During 2003–04, as against the target of 1.48 million, 1.25 million provisional houses have been either constructed or renovated.

the needs of single and working women with regard to housing.⁴

- The National Slum Development Programme (NSDP) was launched in 1996. Under this programme, Additional Central Assistance (ACA) is being released to the States/UTs for the development of urban slums. The objective of this programme is upgradation of urban slums by providing physical amenities like water supply, storm water drains, community baths and latrines, widening and paving of existing lanes, sewers, street lights, etc. The funds under NSDP can also be used for provision of community infrastructure and social amenities like pre-school education, non-formal education, adult education, maternal and child health, and primary health care including immunisation, etc. The programme also has a component of shelter upgradation or construction of new houses.⁵
- Development of Women and Children in Urban Areas (DWCUA) aims at helping groups of urban poor women in taking up self-employment ventures. The group should consist of at least 10 women. The ceiling subsidy under the scheme is

Rs. 1,25,000 or 50% of the cost of the project. Where the group sets itself up as thrift and credit society in addition to its self employment venture, it will be eligible for an additional grant of Rs. 25,000 as revolving fund at the rate of Rs. 1,000 maximum per member. The fund is meant for purchase of raw materials, marketing, infrastructure support, one time expense on child care activity, expenses up to Rs. 500 on travel cost of group members to banks, payment of insurance premium for self/spouse/child by maintaining savings for different periods by a member and any other expense allowed by the State in group's interest. The revolving fund can be availed by a group only after one year of its formation.

- *Valmiki Ambedkar Awas Yojana* is a centrally sponsored scheme for providing shelter to the urban poor and land title is given in the name of wife and husband jointly, or preferably in the wife's name alone.

Housing and food security

The *Indira Awas Yojana* stipulates that houses under the scheme are to be allotted in the name of the female member of the beneficiary household. During 2003–04, as against the target of 1.48 million, 1.25 million provisional houses have been either constructed or renovated.

Food security for the poorest is attempted through the Targeted Public Distribution System introduced in 1997, the Antyodaya Anna Yojana (AAY), launched in 2000 and some Grain Bank Schemes. Under AAY the poorest among the BPL families covered under the targeted PDS are identified. This scheme has been further expanded in June 2003, with the addition of another 5 million BPL families. Under the scheme during 2002–04 (2002–03 or 2003–04),



⁴ Urban Poverty Alleviation in India: A General Assessment and a Particular Perspective, Vol. 1, Ramanathan Foundation, 2002.

⁵ <http://urbanindia.nic.in/mud-final-site/programs/index.htm>



3.82 million tonnes of food grains have been lifted as against the allocation of 4.56 million tones. The Right to Food Campaign and use of the Right to Information Act by activist groups have been helpful in extending the reach of these programmes to poor and vulnerable women.

Drinking water

It has been shown that even if food availability and access are satisfactory, the biological absorption of food in the body depends on the consumption of clean drinking water as well as on environmental hygiene.⁶ So providing safe drinking water to all is a concern.

The Tenth Plan accords the highest priority to providing “all” habitations with sustainable and stipulated supply

of drinking water. Considerable success has been achieved in meeting drinking water needs of the rural population with more than 94% rural habitations having access to drinking water facilities. Despite respectable coverage in terms of access to drinking water, proper upkeep of water supply schemes has been a problem. To overcome this problem, *Swajaldhara* Scheme was launched in December 2002. Under this scheme, the individual water supply schemes are planned, designed, implemented, operated and maintained by the *panchayats*/communities through the village level committees.

The Central Rural Sanitation Programme (CRSP) was launched in 1986 for construction of sanitary latrines. The programme was restructured in 1999 and

The Tenth Plan accords the highest priority to providing “all” habitations with sustainable and stipulated supply of drinking water. Considerable success has been achieved in meeting drinking water needs of the rural population with more than 94% rural habitations having access to drinking water facilities.

⁶ M.S Swaminathan, ‘Technological Change in Food Production: Implication for Vulnerable Sections, Indian Institute of Public Administration, 2004.

Producing toilets, promoting hygiene

The Anganwadi Centre at Kasaphaliya in East Singhbhum, Jharkhand is abuzz with activity. Cement rings are stacked in a pile, squatting platforms drying in the sun, and nearby women are engrossed in breaking chips, mixing concrete and gravel to manufacture another batch of sanitary latrines.

These are the pioneers of Bharagora, members of the Tara Mahila Mandal, the first women-managed production centre to be set up in East Singhbhum district of Jharkhand under the Integrated Water and Sanitation Project. UNICEF and SIDA supported this project of the Government of Jharkhand. The mahila mandal was set up under the Integrated Child Development Services (ICDS) programme and was engaged in small income generation ventures. Recognising the opportunity for higher returns, ICDS organised for the women to undergo a five-day training on sanitary production. That was the first time these women used a toilet.

They produced their first rings and frames on September 23, 2003 and installed the toilets in their homes first. With the help of the anganwadi worker and adolescent girls groups, they motivated the entire village to install subsidised toilets under the project. In just 20 days they generated a record demand and collected nearly Rs 1,19,000. Since then they have been producing around 50 units each month. Their success story has inspired other self-help groups, not just in the district, but from different parts of the state to undergo the training and start production units.



Source: UNICEF Field Office for Bihar and Jharkhand, Patna

Total Sanitation Campaign was launched. It lays emphasis on information, education and communication (IEC) for demand generation for sanitation facilities; and school sanitation and hygiene education for changing behaviour from a younger age itself.

Using ICT for poverty alleviation

In the last couple of years, several efforts for poverty alleviation through the use of information technology have been initiated. For example, the Food Security Programme of the Government of India supported by UNDP, has focused on evolving appropriate methodologies to meet the information needs of women farmers. These range from information concerning agronomic practices and farming methods, information on how to access and use new technologies, market news and agricultural commodity prices, weather predictions and rainfall patterns, crops for the season and information on meeting and workshops on relevant issues.⁷

Under the theme of community-based pro-poor initiative, a sub-programme has been located in the Gulf of Mannar biosphere reserve in Tamil Nadu, which is one of the richest bio-diversity regions of India. The main thrust of this sub-programme is the support to SHGs at the grassroot level with the aim of integrating livelihood security with conservation and management of the reserve. It plans to empower women groups and assetless families with IT skills and capacity for knowledge creation in area marketing, use of production technologies and early warning systems for plants/animals, health or natural events.⁸

⁷ <http://www.undp.org.in/ictpe.htm>

⁸ <http://sdnp.delhi.nic.in>



Ensure equal access to education

Eradicate illiteracy among women

Improve women's access to vocational training, science and technology, and continuing education

Develop non-discriminatory education and training

Allocate sufficient resources for and monitor the implementation of educational reforms

Promote lifelong education and training for girls and women

Strategic Objectives, B.1 - B.6
Platform for Action

Education and Training of Women

Education is seen as a critical factor in breaking the inter-generational cycle of transmission of poverty. The power of education lies not just in imparting formal literacy, but rather in the acquisition of skills that enable access to multiple literacy — economic, legal, health, political and media, etc. The objective is not gender parity alone, but rather gender equality 'in, within and through' education. Education and training for adult women, while it includes formal literacy, goes beyond this, to encompass the multiple skills of relevance to their daily lives.

The gender gap in literacy has come down from around 25% to 21% between 1991 and 2001. There has been a decline in the absolute number of female illiterates from 200.07 million in 1999 to 189.6 million in 2001.

Adult literacy programmes

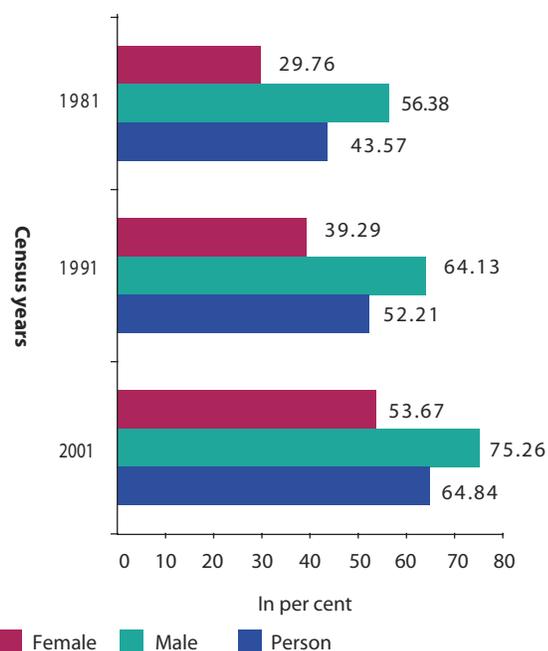
The main strategy that has been followed since 1988 to spread adult literacy has been the Total Literacy Campaign (TLC) of the National Literacy Mission (NLM), using volunteers in time-bound decentralised programmes. Post Literacy Campaigns and Continuing Education Programmes have also been part of the NLM's effort to sustain adult literacy. The NLM was revamped in 1999. The goal that has been set is to attain a sustainable threshold of 75% literacy by 2007 by imparting functional literacy to non-literates in the 15–35 age group. At the core of the programme is a pedagogical approach known as 'Improved Pace and Content of Learning' which essentially maintains that given the short-lived motivation of adult learners, literacy classes need to be short in duration with intensive teaching and high quality inputs. These campaigns are area-specific, time-bound, participative, cost-effective and outcome-oriented. Apart from imparting functional literacy, TLC also disseminates a 'basket'

of other socially relevant messages, such as enrolment and retention of children in schools, immunisation, propagation of small family norms, women's equality and empowerment, peace and communal harmony, etc. The impact of these efforts is reflected in the data. The female literacy rate increased from 39.3% in 1991 to 53.7% in 2001, while the male literacy rate increased from 64% to 75% over the same period. The gender gap in literacy has thus come down from around 25% to 21% between 1991 and 2001. There has been a decline in the absolute number of female illiterates from 200.07 million in 1999 to 189.6 million in 2001.

To overcome the challenge of residual illiteracy an accelerated female literacy programme has been started and is currently operational in eight districts of Uttar Pradesh targeting about 2.5 million women, in 13 districts of Bihar with a coverage of 2 million women, in five districts of Jharkhand with a coverage of 0.5 million and nine districts of Orissa with a coverage of 1 million women.

Fig. 3.1

Literacy Rates by Sex (1981–2001)



Source: Census of India

The Continuing Education Scheme provides a learning continuous to the efforts of the TLC by setting up Continuing Education Centres (CECs). These provide area-specific, need-based opportunities for basic literacy, upgradation of literacy skills, pursuit of alternative educational programmes, vocational skills and also promote social and occupational development.

The Mahila Samakhyas Programme (Education for Women's Empowerment) started in 1989 focuses on socially and economically disadvantaged and marginalised groups of women. 'Education' is understood as the process of learning to question, critically analyse issues and problems and seek solutions. The programme sees education as central to the effort of empowering women to achieve equality. To move towards this objective, the programme emphasises

the process of learning, and seeks to bring about a change in women's perceptions about themselves and the perception of society in regard to women's roles. It is now operational in over 12000 villages in 59 districts across nine states.

The programme received the UNESCO Noma Literacy Prize in 2001, for: (a) raising women's civic awareness, understanding and questioning of their environment in order to improve their economic, social, political and civic conditions; (b) linking literacy — reading the words to reading the world; (c) empowering women to transform their lives through changing deep-rooted cultural practices and negative traditions, and to create a learning environment for themselves and their children; and (d) addressing a wide range of issues such as equal minimum wages, improving civil amenities, accessing resources, ensuring educational opportunities, particularly for girls, participating actively in the political sphere, and questioning and addressing social issues such as violence against women and children.

Education for all

The 86th Constitutional Amendment Act, 2002 makes free and compulsory education a justiciable fundamental right for all children in the 6–14 year age group. The Government of India is committed to realising the goal of elementary education for all and bridging of gender and social gaps by 2010. The *Sarva Shiksha Abhiyan* (SSA – Education for All), launched in 2001–02, is the national umbrella programme that is spearheading the universalisation of elementary education through a community-owned approach, with a specific focus on the provision of quality education. SSA has relied on the Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) which are specially designed to provide access to school-less habitations.

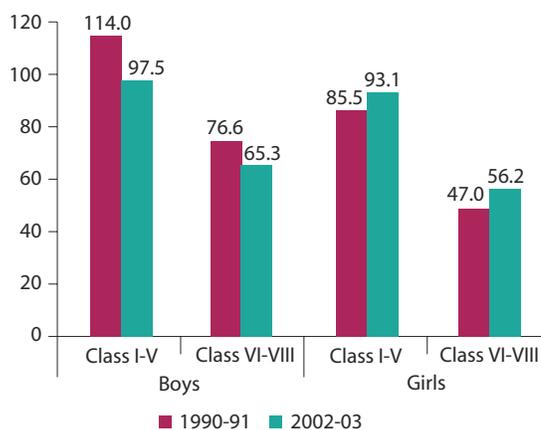


The scheme provides flexible strategies for out-of-school children through bridge courses, residential camps, drop-in-centres, summer camps, remedial coaching, etc. to bring these children to school. The gross enrolment ratio for girls in primary education has increased from 64.1% in 1980–81 to 93.1% in 2002–03. It is still less than that for boys. Enrolment for boys was 97.3% in 2002–03. The gap between the

The 86th Constitutional Amendment Act, 2002 makes free and compulsory education a justiciable fundamental right for all children in the 6–14 year age group.

Fig. 3.2

Gross Enrolment Ratio 1990–91 and 2002–03



Source: Selected Educational Statistics, MHRD, Government of India

A synergetic public-private partnership has been built up during the Tenth Plan to achieve the objectives of Universalisation of Elementary Education.

gross enrolment rates of boys and girls has declined steadily over the years.

SSA seeks to reduce the gender and social gap through context specific innovative interventions. The National Programme for Education of Girls at Elementary Level (NPEGEL), a component of SSA, provides region specific strategies to enable girls to come to school, provide remedial teaching through bridge courses and residential camps. It targets the most educationally backward blocks in the country where the female literacy rate is below the national average and the gender gap is above the national average.

The District Primary Education Programme (DPEP) started in 1994 had a holistic approach to reducing gender and social disparities and universal access, retention and achievement. Enrolment of girls has shown significant upward trend in DPEP districts as compared to non-DPEP districts.

A synergetic public-private partnership has been built up during the Tenth Plan to achieve the objectives of Universalisation of Elementary Education. There has been significant mobilisation of women's groups,

grassroots level women's associations and mothers' groups to secure regular attendance and continuation in schools.

Lok Jumbish, a programme started in Rajasthan in 1992, gives priority to the education of girls, and to involving women at all levels of educational management. *Adhyapika Manch* (female teachers' forum) was a unique strategy adopted by *Lok Jumbish* in which it focused on the role of women teachers in education for social change. In its third phase, 1999–2004, special emphasis has been given to *Sahaj Shiksha Centres* established for children belonging to school-less small habitations, girls engaged in domestic chores and dropout children in the age group, 9 years and above. *Balika Shikshan Shivirs* (girls' camp) have been opened for those adolescent girls who have missed the opportunity of going to school because of family compulsions, early marriage or lack of school facilities. *Muktangans* or open space schools have been opened where children in the 5–14 years age group can come according to their own convenience and learn at their own speed.

The Madhya Pradesh Education Guarantee Scheme, started in 1997, received international recognition with the award of the Commonwealth Gold Medal for best International Innovation 1998, given by the Commonwealth Association of Public Administration and Management. Under EGS, the Government gives a guarantee to provide a primary schooling facility to children in a habitation where there is no such facility within a kilometre, within a period of 90 days of receiving a demand for such a facility by the local community. The EGS has thus created a three way partnership to ensure the right to primary education: between the community, the local government (panchayat), and the state government. A primary schooling facility has been set up in every habitation



of the State. This scheme has been able, through decentralised provisioning and management of primary schooling, to expand outreach and better target disadvantaged children. The key principles of the programme are decentralisation, community ownership and partnership, and it is girls from disadvantaged groups that have especially benefited. Moreover, the achievement levels of EGS school children have been found to be on par with those of regular government primary schools.

The Madhya Pradesh *Jan Shiksha Adhiniyam, 2000* (People Education Act) was formulated for strengthening community management of education, on the principles of state-community partnership and for making the public education system accountable to the community for the quality of education it delivered.

School curricula and teaching-learning materials have been revised to make them gender sensitive. Social learning curriculum (SLC) started as part of a small educational project for girls and later adapted for about 150 government schools in Uttar Pradesh, has been an attempt to include overt teaching lessons with broad objectives of developing appreciation for equity, respect for diversity and democracy, capability to question, argue and negotiate in the context of real life experiences and social situations. Initially aimed at girls and later all the children in the 9+ age group, the SLC is based on the belief that schooling is an influential form of socialisation where children from an early age are capable of learning complex values, processes, relations and positions, if taught and transacted through appropriate methods and tools. Two initiatives *Udaan* and *Janshala* need a special mention. The *Udaan* experience reflects upon the content and the process of developing the SLC, training the teachers, the challenges faced and the impact on

State-level Initiatives to Achieve UEE

- Bihar Education Project (BEP)
- Lok Jumbish in Rajasthan
- School teaching programmes started by Eklavya in MP
- PROPE—action based project for rural communities in Maharashtra
- Madhya Pradesh Education Guarantee Scheme
- UP Basic Education Project
- Girl Child Education Project (USAID)
- NGO Forum for Street and Working Children in Delhi
- Andhra Pradesh Education Project (APEP)
- District Primary Education Programme
- Tribal girls passing by class V are given bi-cycles for commuting to school if they join class VI in M.P

girls. *Janshala* is a school improvement programme operational in all formal primary schools of 138 blocks in India.

The *Shiksha Karmi* project aims at universalisation and qualitative improvement of primary education in remote, and socio-economically backward villages of Rajasthan with primary attention being given to girls. With teacher absenteeism having been identified as a major problem area, this project substitutes teachers in single teacher schools with a team of education local residents called Shiksha Karmis, 10% of whom are women.

The National Policy of Education, 1986 is a major landmark in the evolution of the status of women in India. The policy addresses not only the issue of equality of educational opportunity for women but commands the entire educational system to work for women's equality and empowerment. The policy gives overriding priority to the removal of women's illiteracy

The National Policy of Education, 1986 gives overriding priority to removal of women's illiteracy and obstacles inhibiting their access to and retention in elementary education.

Special schemes for promoting girls' education

- In the first three Five Year Plans, girls' education was given special component with earmarked allocations. This was later discontinued.
- In the Eight Five Year Plan, a central scheme of non-formal education for out of school children in the 6–14 years age group was launched.
- Free education for girls up to higher secondary stage in all States and up to graduation and university level in several States.
- Free textbooks to SC/ST girls and free uniform to SC/ST children.

and obstacles inhibiting their access to and retention in elementary education. The policy of non-discrimination will be pursued vigorously to eliminate sex stereotyping in vocational and professional courses and to promote women's participation in non-traditional occupations, as well as in existing and emergent technologies.

There are several programmes of Early Childhood Care and Education which include the ICDS, creches, Balwadis, ECE centres, pre-primary schools run by the state and the private sector and many experimental and innovative projects like Child-to-Child programmes, Child Media Lab, Mobile creches and Vikas Kendras. Making education a fundamental right for the 6–14 age group has led to inadequate attention being given to the 0–6 years, as well as the 14–18 age groups, in educational programmes. There is a need to improve quality of Early Childhood Care and Education for the 0–6 age group. Likewise, special effort needs to go into educational planning for young adolescent girls.

Schooling has been made completely free for girls in most states upto the higher secondary stage. The participation of

girls in secondary education has been increasing steadily from 13.3% in 1950–51 to 39.9% in 2001–02. Various Centrally Sponsored Schemes have been formulated to strengthen school education and a large number of girls have benefited from these schemes. Jawahar Navodaya Vidyalayas (JNVs) have been setup in rural areas as pace setting schools for talented rural children and also to ensure greater participation of girls from SC/ST communities and from households below the poverty line.

One third of seats in JNVs is reserved for girls. In the higher education sector, the University Grants Commission (UGC) has been implementing various schemes for promoting women's education in Universities and Colleges like schemes of grants to women's universities for technical courses, scheme for construction of women's hostels, setting up of Women's Study Centres in 34 universities, etc. Participation of women students in polytechnics was one of the thrust areas under World Bank assisted Technical Education Project. The scheme of community polytechnic aims at bringing in communities and encouraging rural development through Science and Technology apprenticeship and through skill oriented non-formal training focused on women, minorities, SCs/STs/OBCs and other disadvantaged sections of the society. Currently, 43% of the total beneficiaries are women. The Indira Gandhi National Open University identified 148 districts with low female literacy and have provided those districts with IT infrastructure so as to establish connectivity in these regions with other parts of the country for free flow of information.

Life skills development

Several programmes exist for the skill training of women, both governmental and non-governmental. An innovative pilot project linking the existing training institutions with the needs of illiterate

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women in informal employment, and encouraging women to acquire non-traditional skills, has been started in two cities with support from the ILO.

New initiatives for legal literacy and general awareness have been started. The National Commission on Women (NCW) initiated a country wide Legal Awareness Programme for women in 1996 to impart practical knowledge on basic legal rights and remedies provided under various laws and to prepare them for real life challenges. The course curriculum has been revised in 2003–04 to include educational schemes, health programmes and economic development schemes of government.

Nutrition and health education of women has been intensified through innovative measures undertaken by the Food and Nutrition Board since 2000. The Community Based Rehabilitation Programme for disabled persons extends home-based support to families of disabled children. Self-help centres prepare children for integration into primary schools, providing pre-vocational training for those children who cannot be integrated into regular schools and acting as a resource centre for providing educational support to children integrated into regular schools. The programme is also involved in providing resource support for NGOs and Government Education Department for developing training curriculum.

A unique residential training facility for school-dropouts has been developed in Banda District of Uttar Pradesh. This was started with the support of the *Nirantar* Centre for Women and Education. A team of educationists interacted with the *Sahayogini* (animator for a cluster of 10 villages) of *Mahila Samakhyas* to establish the *Mahila Shikshan Kendra*. Understanding the needs of the pupils, developing locally

relevant curriculum, ensuring acquisition of learning competencies comparable to the formal system, building activities and programmes to enhance the self-esteem and self-confidence and enabling teachers to acquire and develop their own capabilities were an integral part of the strategy.

Focus on disadvantaged groups

Special measures have been introduced to improve literacy levels of women belonging to Scheduled Caste (SC) and Scheduled Tribes (ST). The Special Educational Development Programme for SC girls in low literacy districts (1996–97) seeks to establish residential schools to encourage first generation learners. A primary school can be opened within 1 km of an SC/ST habitation of 200 population, while the norm for general population is 300 population. Students from these communities are entitled to free textbooks, uniforms, stationery, school bags, etc. Other incentives include reservation of seats in institutions of higher education, remedial and special coaching, and scholarships.

The Special Educational Development Programme for SC girls in low literacy districts (1996–97) seeks to establish residential schools to encourage first generation learners.



Table 3.1

Expenditure on different sectors of Education in India

(in million)

Year	Elementary/ Secondary		Secondary/ Higher		Adult Education		University & Higher Education		Total	
	Expendi- ture	% to GDP	Expendi- ture	% to GDP	Expendi- ture	% to GDP	Expendi- ture	% to GDP	Expendi- ture	% to GDP
2000–01	39274.6	2.06	26057.5	1.37	226.1	0.01	16928.2	0.89	82486.4	4.33
2001–02	40019.4	1.91	25163.5	1.20	359.6	0.02	14323.3	0.619	79865.7	3.82
2002–03	43043.4	1.93	28301.3	1.26	415.8	0.02	17099.9	0.76	89220.4	3.97

Source: Ministry of Human Resource Development, Department of Secondary and Higher Education

The *Kasturba Gandhi Balika Vidyalaya* Scheme has been launched by Government of India for setting up 750 residential schools at the elementary level for SCs, STs, OBCs and minorities in difficult and hard-to-reach areas with the aim of providing quality education to girls. The schools are proposed to be set up in 2656 identified educationally backward blocks in 298 districts by the end of 2007 where female literacy is below the national average and

gender gap in literacy is more than the national average.

Resources

Resources allocated to education were 3.49% of the GDP in 1997–98 and 3.82% in 2001–02, 3.97% of GDP in 2002–03, with the highest being 4.25% in 1999–2000, although the commitment to increase resources to 6% of GDP was accepted in 1995. Elementary education received the highest priority with more than half (1.76%) of the investment in 2002–03 being at this level. Resources allocated to education are expected to increase in proportion to the requirements of universalisation. To ensure that the programme is not checked by shortage of resources, the present government has imposed a 2% educational cess on Union Taxes. The cess amount estimated for the year 2004–05 is Rs. 49,100 million (0.16% of GDP). The private sector in education is growing, and while this helps in expanding the schooling infrastructure it is also associated with the emerging inequities—those who are better off, urban and male going to private schools and those who are poorer, rural and predominantly female going to government schools.





Increase women's access throughout their life cycle to appropriate, affordable and quality health care, information and related services

Strengthen preventive programmes that promote women's health

Undertake gender-sensitive initiatives that address sexually transmitted diseases, HIV/AIDS, and sexual and reproductive health issues

Promote research and dissemination of information on women's health

Increase resources and monitor follow-up for women's health

Strategic Objectives, C.1 - C.5
Platform for Action

Women and Health

The approach to women's health has evolved over the 90s from a target-oriented approach into a more holistic, integrated life-cycle and needs-based approach. The challenge is to ensure that women's health throughout the life cycle, from birth to old age, is a public health priority; and that it is viewed in a holistic manner that encompasses decline in the incidence of diseases; improvement in access to, and the quality of services; and empowers women to make informed choices.

Improvement in the health status of women is sought to be achieved through access and utilisation of health, family welfare and nutrition services with special focus on the underprivileged segment. The Government of India is engaged in considering ways and means of fostering active community involvement in

The Common Minimum Programme of the present government commits to increase on public health expenditure to 2–3% of GDP. The government proposes to launch a National Rural Healthcare Mission throughout the country to improve healthcare delivery over the next five years.

the population and reproductive health programme. Bringing down the incidence of maternal mortality is a priority. The progress is evident from the data, which shows fall in maternal mortality rate (MMR) from 437 in 1993 to 407 in 1998. The total fertility rate (TFR) stood at 3.2 in 1998 and the objective is to bring this down to 2.1 by 2010. Infant mortality rate (IMR) for girls was 70.8 in 1999 and 69.8 for boys. Latest data suggests that the IMR in 2002 stood at 65 for girls and 62 for boys. The crude birth rate fell from 29.5 to 25.0 and the crude death rate from 9.8 to 8.1 between 1991 and 2002 respectively.

Maternal mortality, despite the fall in the MMR, remains high. In Uttar Pradesh and Rajasthan, it is 707 and 670 respectively. Other states in which MMR is above the national average of 407 are Madhya Pradesh, Bihar and Assam. Causes of maternal death include haemorrhage, sepsis, obstructed/prolonged labour, unsafe abortion, anaemia, etc. Factors responsible include poor health care facilities, lack of access to health care units, poor nutrition, early marriage, frequent and closely spaced pregnancies.

Access of the poor to integrated health services is limited, especially in rural

areas, despite the fact that the poor face a disproportionate disease burden. The resurgence of communicable diseases is a challenge. The Common Minimum Programme of the present government commits to increase public health expenditure to 2–3% of GDP. The government proposes to launch a National Rural Healthcare Mission throughout the country to improve healthcare delivery over the next five years. Key measures include a national scheme for health insurance for poor families, special attention to poorer sections, food and nutrition security, focused population stabilisation programme in high fertility districts, replication of success of the southern states, and availability of life saving drugs at reasonable prices.

Policy framework

The National Health Policy 2001 promises increased access to women for basic health care and commits highest priority to funding programmes relating to women's health. The National Population Policy 2000 addresses issues of ensuring universal access to health care options and stabilising population. It recognises links between socio-economic development and health.

The policy provides a framework for advancing goals and prioritising strategies during the next decade, to meet the reproductive and child health needs of the people of India and to achieve net replacement levels of total fertility rate by 2010. The immediate objective of the policy is to address the unmet needs of contraception, health infrastructure, health personnel and to provide integrated service delivery for basic reproductive and child health care. The hallmark of India's National Population Policy is its emphasis on improving the quality of reproductive health care by working more closely with community based organisations and women's groups.



A national level resource committee has been constituted to guide the states in formulating their population policies. Some state governments have already formulated their state policies with specific strategies, goals and programmes. These states are Andhra Pradesh (1997), Rajasthan (1999), Madhya Pradesh (2000), Uttar Pradesh (2000), and Gujarat (2002). At a Colloquium on Population Policy–Development and Human Rights, organised by UNFPA with the NHRC and the Department of Family Welfare in January 2003, it was agreed that a rights-based approach would inform the formulation of population policy.

On December 5, 2002, the Parliament approved the bill to amend the Medical Termination of Pregnancy Act (MTP), 1971. This law is meant to strengthen the right to terminate an unintended pregnancy. The main objective of the recent amendment to MTP is to reduce the rate of unsafe abortions by making legal abortions widely accessible. Lack of access to MTP services at the primary health care level has been cited as an important reason for the high rate of unsafe and illegal abortions. One of the main provisions of this amendment is therefore, to decentralise the authority for approval and registration of MTP centres from state to district level and to provide specific punishments for conducting illegal abortions. This is an important first step to reduce the toll of unsafe abortions.

Partnerships with NGOs

The Mother NGO (MNGO) programme of the Department of Family Welfare has been recognised by the Planning Commission as a model scheme for adoption by other Ministries/Departments of the Government of India for funding NGOs. Four Regional Resource Centres (RRC) for capacity building of NGOs have been set up.¹ It is proposed to increase the number of RRCs to 10.

¹ <http://www.unfpa.org.in/highlights.asp>

In the slum communities of the city of Hyderabad in Andhra Pradesh a remarkable partnership is taking place between the women of the slums, NGOs and government health workers. These three partners have come together to work towards improving the health and well-being of women and children in some of the poorest neighbourhoods of the city. This partnership is occurring under the Government of India's family welfare urban slum project (in Bangalore, Kolkata, Delhi and Hyderabad, also known as India's Population Project VIII (IPP VIII)).

Source: <http://lnweb18.worldbank.org/sar/sa.nsf/0/cba7c6dab?>

To fill the gap in information available on public health care services, especially those provided by hospitals, Centre for Enquiry into Health and Allied Themes (CEHAT) has brought out a directory of public health facilities that would provide comprehensive and portable information on public hospitals in Mumbai. This was done in active collaboration with the public health department of the Brihan-Mumbai Municipal Corporation and the Directorate of Medical Education. The directory contains both general and specific information, including information on various services provided by the hospitals and maternity homes.

The focus of work of the Support for Advocacy and Training to Health Initiatives (SATHI) cells in Mumbai is primary health care; supporting initiatives with a specific rights-based approach. SATHI cells aim at fostering a broad-based health movement by offering training and advocacy related inputs to various organisations taking up health initiatives. Activities include continued collaboration with four people's organisations in Dahanu, Ajra, Badwani and Sendhwa—for strengthening the ongoing Community Health Worker (Arogya Sathi) programmes and local advocacy on primary health care issues.

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The *Arogya Sathi* Project (1998–2001) is an initiative in primary health care developing health programmes and health advocacy with people's organisations. The aim was to reduce medical deprivation and exploitation, support people's organisation in their advocacy efforts to make public and private health care systems accountable.

Aarogyacha Margavar (Violence and Women's Health, 1998–2002), a women centred health project led to the establishment of community-based health care, through trained women community health workers. It included an outreach programme for preventive and promotive care, health education, a referral clinic in the community and networking with public health systems. The research component through qualitative group discussions and a household survey helped understand the extent and patterns of domestic violence, women's perceptions about its nature, causes, coping mechanisms, help seeking behaviour and community response to domestic violence.

Dilaasa, a crises centre for treatment and counseling of women victims of public hospitals has been set up in collaboration

with the Brihan Mumbai Municipal Corporation (BMC). CEHAT provides the training inputs to BMC staff and presently runs the centre, which provides counseling and allied services to survivors of violence. CEHAT will run the centre for three years after which the BMC would take responsibility for it through the core team trained at the hospital. Through *Dilaasa* and CEHAT other public hospitals are also being exposed and oriented to incorporate this concern in their hospital.

The Ministry of Health and Family Welfare (MOHFW), initiated a project to train and disseminate health information among women's groups. This effort was initiated on a pilot basis in 15 states, aiming to address the information needs of 2500 women's groups covering 40000 rural women. The Centre For Health Education, Training and Nutrition (CHETNA) took a leadership role to collate and strengthen each topic by incorporating its two-decade long experience in the field of women's health. The manual was further critiqued by experts and field level NGOs. The state level manual became a rich reference material, based on which, CHETNA developed training modules to be used by the district and village level trainers. These modules cover 23 topics related to women's comprehensive health along with training design and description of the training methods.

Health programmes

The Reproductive and Child Health (RCH) Programme (first phase 1997–2003, second phase starting 2003) has been designed to meet women's needs across their life span. The general objectives of the project include empowering women and children through providing high quality care to them, empowering the community as a whole to demand better health services, and improving substantially the performance of the health care delivery system. The RCH

The Reproductive and Child Health (RCH) Programme (first phase 1997–2003, second phase starting 2003) has been designed to meet women's needs across their life span.

Project, Phase I, as built upon the success of the Universal Immunisation Programme and Child Survival and Safe Motherhood Programme (CSSM). In addition, it covers all aspects of women's health across their reproductive cycle, from puberty to menopause. It gives due importance to male participation in the programme.

The Family Welfare Programme has adopted a Community Needs Assessment Approach since 1997, through a decentralised participatory planning strategy. The preparation of AAP at districts and state levels based on the assessed needs of the people for family welfare services is one of the most vital activities under this approach.

The National Maternity Benefit Scheme (NMBS) provides for 100% central assistance to the states/UTs for extending financial benefit of Rs. 500 per pregnancy for first two live births to women who belong to households below poverty line

and have attained nineteen years of age and above.²

Health infrastructure

An extensive health care delivery system has been created in the country by the government, voluntary and private sectors. However, paradoxically few hospitals are located in areas with high morbidity. The Tenth Five Year Plan (2002–2007) proposes an appropriate reorganisation and restructuring of existing healthcare infrastructure at the primary, secondary and tertiary levels, to reduce such imbalances. Another initiative is the appropriate delegation of powers to *Panchayati* Raj Institutions (PRI) to ensure local accountability of public health care providers. Through the National Disease Control Programmes, an effort is made to provide additional support for essential primary health care and emergency life saving services.

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² National Social Assistance Programme (NSAP) Guidelines, Ministry for Rural Development, Department of Rural Development, GOI. Available at <http://rural.nic.in/gnsap.htm>

Less than 20% of healthcare needs are currently met by the public sector. It has been recognised that there is a need to involve private sector providers in ensuring health services for all. However, forming such partnerships raises issues of accreditation, social franchising, quality control and improved regulation.

The *Pradhan Mantri Swasthya Suraksha Yojana* has been designed with the objective of reducing the gaps that remain in the availability of tertiary care hospitals/ medical colleges by providing special/ super speciality services across various states. Under the scheme, institutions on the model of AIIMS, are proposed to be set up in the six backward states of Bihar, Chhattisgarh, Madhya Pradesh, Orissa, Rajasthan and Uttaranchal.

Health system reforms

Health is a state subject. Faced with sub-optimal functioning and resource limitations, almost all state governments have introduced health system reforms. Several states have obtained external assistance to augment their own resources for initiation of health sector reforms. Almost all States have attempted introduction of user charges for diagnostics and therapeutic procedures from people above the poverty line. The funds, thus, generated could be used to improve the quality of care in the institution. Some ongoing health system reforms to improve health care services include:

- Strengthening/appropriately relocating sub-centres/PHCs e.g. Tamil Nadu, Gujarat.
- Merger, restructuring, relocating of hospitals/dispensaries in rural areas and integrating them with existing infrastructure – e.g. Himachal Pradesh.
- Restructuring existing block level PHC, Taluk, Sub-divisional hospitals e.g. Himachal Pradesh.
- Utilising funds from BMS, ACA for PMGY and EAP to fill critical gaps in manpower and facilities – all States.
- District level walk-in-interviews for appointment of doctors of required qualifications for filling the manpower gaps in PHC – e.g. Madhya Pradesh and Gujarat with limited success.
- Use of mobile health clinics – Orissa (for Tribal areas), Delhi (for urban slums).
- Handing over of PHCs to NGOs – Karnataka, Orissa. While Karnataka reported success, in Orissa as the NGOs did not have the resources and ability to run the institution, these were handed back to the Government after some time.
- Training MBBS doctors in specialisation for 3–6 months (Obstetrics, Anaesthesia, Radiology) in a teaching institution and posting them to fill the gap in specialists in FRUs e.g. Tamil Nadu and West Bengal.

Table 4.1

Health Indicators: A Comparison

Health Indicators	Past Performance	Latest Findings
Crude Birth Rate (Per thousand population)	40.8 (1951)	25.0 (2002)
Crude Death Rate (Per thousand population)	25.1 (1951)	8.1 (2002)
IMR (per thousand live births)	146 (1951–61)	64 (2002)
MMR (per 100000 live births)	437 (1992–93)	407 (1998)
TFR (per woman)	6.0 (1951)	3.2 (1999)
Couple Protection Rate	10.4 (1970–71)	52.0 (2000)
Life Expectancy at Birth	(1951)	(1996–2001)
Male	37.1	63.87
Female	36.1	66.91
Immunisation Status (% Coverage)	(1985–86)	(2003–2004)
TT (for pregnant women)	40	82.9
<i>For Infants:</i>		
BCG	29	102.5
Measles	44	91.8
DPT	41	96.6
Polio	36	97.0

Source : Annual Report 2003–04, Ministry of Health and Family Welfare, GOI (Table 1, pp. 123)

- Improving logistics of supply of drugs and consumables.

One of the major initiatives of the Ninth Plan was the Secondary Health System Strengthening project funded by the World Bank in seven states (Andhra Pradesh, Karnataka, Punjab, West Bengal, Maharashtra, Orissa and Uttar Pradesh). The focus in this project is on strengthening FRUs/CHCs and district hospitals to improve availability of emergency care services to patients near their residence and reduce overcrowding at district and tertiary care hospitals. The States have reported progress in construction works, procurement of equipment, increased availability of ambulances and drugs improvement in quality of services following skill upgradation training in clinical management, changes in attitudes and behaviour of healthcare providers; reduction in mismatches in health personnel/ infrastructure; improvement in hospital waste management, and disease surveillance and response system.

Health insurance

Public sector general insurance companies have been encouraged to design community based Universal Health Insurance Schemes. Upto March 2004, 417,000 families involving 1.16 million persons have been covered under the scheme. Some state governments have taken initiatives to formulate health insurance for families below the poverty line. Kerala has proposed a health insurance scheme administered through the Kudumbashree groups. Madhya Pradesh and Himachal Pradesh are in the process of launching community health insurance schemes.

Nutrition

Nutrition and health of women are a high priority. A number of policies, namely the National Nutrition Policy (GOI, 1993) under DWCD, the National Population Policy

(2000), the National Health Policy (2001) and National Plan of Action of Nutrition (1995) gave higher priority to the nutrition and health of women.

Special emphasis was placed on the following:

- on nutrition and health education of women.
- improving nutritional status of adolescent girls.
- ensuring better coverage of expectant women in order to reduce the incidence of low birth weight in newborns.
- controlling micro-nutrient deficiencies related to vitamin A.
- iron and folic acid and iodine through intensified programmes.
- Implementing global strategy on infant and young child feeding giving due emphasis to women's health.

A multi-cultural strategy was advocated by the Nutrition Policy identifying a series of actions for various concerned sectors of the government. Direct nutrition interventions for vulnerable groups, as well as, indirect policy instruments for creating conditions for improved nutrition were recommended. To ensure policy outreach, all the district collectors in the country were addressed by the Secretary, DWCD on nutrition policy.

A pilot project was launched in 2002 in 51 backward districts in the country under which undernourished adolescent girls, pregnant and lactating women are provided 6 kg of wheat/rice per month per beneficiary free of cost.

The states have taken various initiatives for promoting nutrition of people. The Government of Meghalaya has taken an active interest in the implementation of nutrition policy instruments. The Government of Tamil Nadu launched a special drive in early 2002 to make Tamil Nadu malnutrition free.

Public sector general insurance companies have been encouraged to design community based Universal Health Insurance Schemes. Upto March 2004, 417 thousand families involving 1.16 million persons have been covered under the scheme.

In order to address the widespread problem of malnutrition particularly among women and children, a National Nutrition Mission under the chairpersonship of the Prime Minister was set up in July 2003 involving a two-tier supervisory structure.

The Government of Madhya Pradesh also undertook a malnutrition eradication drive, the special features of which were nutrition monitoring of pre-school children, *annaprashan abhiyan* through the *anganwadis* and the creation of nutritional awareness by intensifying the IEC activities. The Madhya Pradesh Government has also organised a state level consultation on infant and young child feeding to focus on eradication of child malnutrition. The Government of Haryana has utilised *mahila mandals* and *sanjeevanies* in creating nutrition and health awareness amongst the people. The field units of Food and Nutrition Board (FNB) at Chandigarh and Delhi have provided training on nutrition to *sanjeevanies* and *mahila mandals* on the request of the state government. The Government of Andhra Pradesh has adopted nutritious recipes provided by the field unit of FNB at Hyderabad in its *janmabhoomi* programme.

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of malnutrition particularly among women and children, a National Nutrition Mission under the chairpersonship of the Prime Minister was set up in July 2003 involving a two-tier supervisory structure. The basic objective of the mission is to address the problem of malnutrition in a holistic manner and accelerate reduction in various forms of malnutrition (including undernutrition anaemia, vitamin A deficiency, iodine deficiency disorders and chronic energy deficiency), especially among women and children. The mission is also responsible for policy direction and effective coordination of nutrition programmes being implemented by the Government. An Executive Committee has been set up to aid and advise the NNM.

National Guidelines on Infant and Young Child Feeding were released during the World Breast Feeding Week in August 2004. This provides government and civil society with an opportunity as well as a practical instrument for protecting, promoting, and

Special Measures for women with disability

Barrier and Rights-based Society for Persons with Disabilities specifically sets targets for women with disabilities, which are being actively pursued in India.

The following are some instances of gender sensitivity in the sector.

- Women head two major organisations in the disabled sector – Chief Commissioner for Persons with Disabilities and National Trust
- Good proportion of all employees in the National Institutes providing rehabilitative services in the sector are women
- National Commission for Women has set up a special working group to look into the problems of disabled women and suggest measures
- Women are very well represented in various

committees functioning on various issues relating to disability

- Women are members of the National Commission for Persons with Disability recently set up to suggest policy measures for the welfare of disabled persons and for review of institutions in the sector
- Schemes like ADIP (Aids and Appliances for disabled persons), Voluntary action and loan schemes under National Handicapped Fund for Disabled (NHFDC) do give due priority for disabled women.
- Under the SGSY programme, 3% of the total *swarozgaris* are disabled. Indira Awaas Yojana reserves 3% of the funds for the disabled from households below the poverty line in rural areas.

NACO – Giving pregnant women choice to give birth to an HIV free baby

About 1 million women live with HIV in India and another 3 million are care-givers to people living with HIV.

It is now feasible with the timely administration of chemical prophylaxis to interrupt the transmission of HIV from an HIV+ pregnant woman to her unborn child. During 2002–2003, NACO supported two pilot studies in 11 centres of excellence, and succeeded in bringing about reductions in the rates of transmission of HIV from parent to child, from thirty percent to ten percent.

In all high prevalence districts across India, the prevention of parent to child transmission is being integrated and mainstreamed with services for reproductive and child health (RCH).

NACO supports a package of primary prevention, family planning, voluntary and confidential

counseling testing, infant feeding counseling, and ARV prophylaxis. Over 247 centres for prevention of parent to child transmission (PPTCT), have started providing and counseling and testing services.

In a global competition, NACO won an award of \$100 million from the global fund on AIDS, TB and Malaria, to expand and upscale this initiative to 444 public and private institutions and include HIV positive women, their partners and infants.

Quality PPTCT services are in place to cover a population of 291 million through medical colleges and districts hospitals in six high prevalence states. By 2008, we estimate that 70,000 infections of HIV among infants would have been averted. More than seven million pregnant women and their families will receive counseling by 2008 for HIV prevention, and will be provided with services for testing.

Source: National AIDS Control Organisation

supporting safe and adequate feeding of infants and young children.

Immunisation

The Universal Immunisation Programme which was taken up in 1980 as a National Technology Mission, became a part of the CSSM programme in 1992 and the RCH programme in 1997. Under the programme, infants are immunised against tuberculosis, diphtheria, pertussis, poliomyelitis, measles and tetanus. As a result of the programme, the reported cases of vaccine preventable diseases declined post independence but have remained largely stagnant in the 1990s.

Due to increased focus on campaign mode programmes in health family welfare, routine immunisation received a set back. States have been requested to formulate district specific strategies for improving routine immunisation. Under

the Pulse Polio Programme, which was initiated in 1995–96, all children below five years are to be administered two doses of OPV in low transmission seasons every year until polio is eliminated. As a result, there was a substantial reduction in polio cases till 2001 but in 2002, there was a sudden increase in number of cases, seven times the previous years cases. To bring this down more rounds are being organised in high burden zones so that polio is eradicated by 2005.

Men's participation in planned parenthood

Men play an important role in determining education and employment status, age at marriage, family formulation pattern, access to and utilisation of health and family welfare services for women and children. Their active cooperation is essential for the prevention and control of STI/RTI. Vasectomy was the most widely

Gender dimensions of TB

The Revised National Tuberculosis Control Programme (RNTCP), based on the DOTS strategy, which began as a pilot in 1993, today covers more than three-fourth of India's population. Recognizing the need to address gender issues in TB epidemiology and utilisation of services, a number of studies were commissioned by RNTCP in the recent past. The programme data and the studies highlight:



- Women have been accessing and utilizing the TB services. Under the programme, TB Cases put on treatment in first three quarters of 2004 are: Total cases 798,635, Males 514,217, Females 284,417.
- Women patients show better adherence to treatment as compared to men and treatment outcome is also good in women. Cure Rates in the first three quarters of 2004 have been: National Average 85%, Males 84%, and Females 88%.
- The involvement of NGOs, private practitioners, women SHGs, Anganwadi Workers, Mahila Mandals, ANMs has helped not only in case detection but also in addressing issues of gender equity in access. They are also actively involved in administering DOTS.

Source: Central TB Division, MHFW, GOI

used terminal method of contraception in the 1960s and the 1970s but since then there has been a steep decline in its use. To promote their participation, No Scalpel Vasectomy (NSV) Project was launched in 1998 and as a result male sterilisations have increased from 1.8% in 1997 to 2.46% in 2002. Around 300 NSV training sessions have been held and 1156 doctors trained.

HIV/AIDS

HIV/AIDS has emerged as a formidable challenge to public health over the last decade. HIV prevalence in India among adults is estimated at 0.9% (or 4.58 million

persons) in 2002; 25% of reported cases are women. The spread of HIV infection is not uniform across states. Six states have been categorised as high prevalence states. Key factors fuelling spread of HIV infection have been identified as labour migration from economically backward pockets to more developed regions, low literacy levels, particularly among marginalised and vulnerable sections of society, gender disparity, prevalence of reproductive tract infections and sexually transmitted diseases among both men and women. The following measures have been adopted to deal with HIV/AIDS:

- The National AIDS Control Organisation was set up in 1992.
- Phase II of the National AIDS Control programme launched in 1999 has a specific focus on strengthening the capacity of the Central/State governments to respond to HIV/AIDS on a long term basis.
- The National AIDS Control and Prevention Policy 2002 makes special mention about the protection of rights of HIV positive women in making decisions regarding pregnancy and childbirth.
- There has been a change in approach from seeing transmission mechanism as mother-to-child to seeing it as parent-to-child. The Government commits itself to providing prophylaxis for prevention of parent to child transmission and the requisite counseling to all infected mothers. This facility will be voluntary, on the basis of informed consent.
- Safe blood transfusion is assured at district level.
- As per agreed guidelines of WHO and GOI, by 2005, 3 million persons with HIV will be covered by anti retroviral (ARV) drugs. From April 1, 2004, free ARV drugs are being made available to mothers living with HIV.
- The Family Health Awareness Campaign is an effort to address the management of STIs and HIV/AIDS by generating

awareness among the vulnerable groups, residents of rural and urban slums and vulnerable women.

The DWCD has been addressing the gender dimensions of HIV/AIDS. They have actively participated in high level round tables on Gender and HIV/AIDS organised by UNIFEM and NACO for the Ministry of Social Justice and Empowerment, Department of Elementary Education and Literacy and Ministry of Road Transport and Highways. The Department has been responsive to issues of positive women and their concerns.

In a unique partnership, Indian Railways, a large public sector undertaking, in collaboration with UNIFEM has initiated a pilot project in Vijayawada division in Andhra Pradesh to impart gender friendly HIV counselling and support services to railway employees and their families. Project interventions are through the railway schools, hospital, training institutions, railway workers' unions and railway mahila samities. The project is working towards transforming gender relations and catalysing supportive roles of men within the family, community and work place.

Tuberculosis

Tuberculosis is a leading killer of women. It kills women more than all other causes of maternal mortality. In many parts of the country, women do not have adequate access to diagnosis and treatment of TB due to stigma and limitations on mobility. To increase access, under the Revised National TB Control Programme (RNTCP), microscopy centres for every 100,000 population in general areas and 50,000

in difficult tribal and hilly areas are being established. Treatment facilities have been decentralised by way of establishing Directly Observed Treatment Short Course (DOTS) centres nearest to the patients' residence and pro and anti-TB drugs are provided free of cost. Efforts are being made to involve more women SHGs in the programme. Emphasis is being given to IEC activities for removing stigma attached to TB patients.

Women and disability

Roughly 2% of the country's population is disabled. According to the survey conducted by the National Survey Organisation in 58th round (July-December 2002) there were 18.5 million disabled persons in the country. Of those 7.6 million were women, 5.8 million in rural areas and 1.8 million in urban areas. Distribution of disabled women by type of disability indicates that 46% disabled women suffered from locomotor disability, 17% from hearing disability, 13% blindness, 10% with speech disability, 5% each with mental illness and low vision, and 4% with mental retardation.

Policies of Government of India for welfare of disabled persons are gender sensitive. There has been recognition of the special difficulties faced by disabled women.

Resources

Public expenditure on health as a percentage of the GDP has declined from 5.3% in 1997 to 5.1% in 2001. The ratio of government to total expenditure on health has remained constant at around 18%. The increasing importance of private provision, skewed as it tends to be away from the health needs of the poor, poses important questions of regulation and direction.

Policies of Government of India for welfare of disabled persons are gender sensitive. There has been recognition of the special difficulties faced by disabled women.



Take integrated measures to prevent and eliminate violence against women.

Study the causes and consequences of violence against women and the effectiveness of preventive measures.

Eliminate trafficking in women and assist victims due to prostitution and trafficking.

Strategic Objectives, D.1 - D.4
Platform for Action

Violence against Women

Gender-based violence is not easy to track down owing its conspicuous invisibility. The National Crimes Record Bureau of 2002 reports an increase in the number of cases of crime against women. However their proportion to total number of cases of crime has marginally declined from 2.74% in 2000 to 2.67% in 2002.

Gender sensitisation

Sensitisation of the police force is essential to counter violence against women (VAW). The Annual Conference of highest State level police officials includes a session on violence against women. All-women police stations have been set up in as many as 14 states to facilitate the reporting of crime against women.¹ Voluntary Action Bureaus and Family Counselling Centres in police stations seek to provide rehabilitative services. In Tamil Nadu, to encourage women to approach police stations without fear and

¹ <http://www.tn.gov.in/policynotes/pol2004-05-3.htm>

instill a feeling of confidence in them, the appointment of one woman sub-inspector and two women police constables, in each of the existing police stations in the state, is being made mandatory, and a massive recruitment drive is currently under way. The judiciary and organisation such as British Council and UNIFEM have supported programmes for gender sensitisation. Gender sensitisation has been incorporated into regular programmes of the National Judicial Academy.

Interventions

To effectively deal with the problem of violence against women, and to bridge the gap between public and the private sphere, there have been numerous governmental and non-governmental interventions. The government is working in two steps. In the first step, it is working towards the strengthening of the existing legislation through review and amendments, wherever required, and developing institutional mechanisms i.e. National and State Commissions for Women, women police cells in police stations and 'all women' police stations, etc. Its other course of action centres around running projects that provide support to vulnerable women, rehabilitation of victims of violence through schemes like *Swadhar*, and setting up of helplines for women in distress. Family Courts have been set up in some states to adjudicate cases relating to maintenance, custody and divorce. The *Parivarik Mahila Lok Adalat* (PMLA) evolved by the NCW is an alternative justice delivery system which is part of the *Lok Adalats* (People's Courts) for providing speedy justice to women. NCW has been organising PMLAs since 1995 in association with NGOs to complement the judicial system.

An important initiative is the development of a community-based strategy of neighbourhood committees to create zero violence zones.² This new approach to control violence concentrates on activating *Mohalla Committees* (neighbourhood groups) to tackle domestic violence. A significant experiment on similar lines is the Z scheme, a scheme that attempts to integrate enforcement machinery with people's effort. One of the key features of this scheme is the way it is encouraging different actors to participate in the programme. For instance the United Nation's Global Fund for Women and the *Stree Adhar Kendra* in a project, which started in 1998, have worked together to highlight and combat violence in Pune and Maharashtra.³ Two counseling centers have been set up in Pune and Mumbai which seek to strengthen the interaction of social workers with rural women.

The emergence of community level responses to VAW initiated and sustained by grassroots collectives is especially heartening. For example, *Nari Adalat* and *Mahila Panch* have emerged out of the collectives formed under the *Mahila Samakhya* programme in select districts of Uttar Pradesh and Gujarat. They function outside the formal legal system and use community pressure and informal social control and mechanisms to punish perpetrators of violence and restore women's rights within the family. Cases of domestic violence, rape, child sexual abuse, and harassment are handled. Some other examples of such collectives are *Sahara Sangh*, the support groups in Tehri-Garhwal district of Uttaranchal and *Shalishi*, which is the traditional system of dispute resolution prevalent particularly in West Bengal. Additional examples of organised

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² People's Court: A Study on Legal Status of Women in Maharashtra, SAK and NCW, 2002

³ November 20, Indian Express 1998

Project Prahari: An initiative in community policing

In village after village in Assam, a unique community policing initiative is changing the face of society and encouraging community participation for sustainable development.

From a small beginning in a remote backward village in militancy affected Kokrajahar district of Assam, Project Prahari, an acronym for 'people for progress' is now a state level initiative. The aim of the project is to infuse a sense of empowerment in the people to



resolve conflict situations affecting their daily lives by means of community participation, decision-making and mobilising local resources to achieve sustainable development.

Thrust areas range from income generation ventures for women and youth, infrastructure development, education, health and hygiene and adaptation of technology to local needs. Community management groups with representation of all groups and majority participation of women are constituted in each village. This group draws up an action plan tuned to the needs of the community. The police act as change agents facilitating networking and tie-ups with developmental agencies.

The success of the project is evident in each of the 48 villages where it has been implemented. The village communities have built roads, bridges, irrigation canals, repaired dilapidated schools and started income generation ventures. Crime in the area has decreased, dacoits have been rehabilitated and unemployed youth have channelised their energies into making better lives for themselves and their communities.

Source: www.assampolice.com/prahari/index.html

advocacy efforts include community policing initiatives such as *Mahila Suraksha Samiti* and Women State Committee in Gujarat which operate at the district and the state level, to promote prevention, pressurise state bodies and mobilise public awareness programmes.⁴

The Department of Women and Child Development in 2001–02 launched *Swadhar*, a scheme for holistic rehabilitation of women in difficult circumstances. The target group includes destitute women, widows deserted by their families, women released from prison, trafficked girls or

women rescued from brothels, victims of sexual crimes, etc.⁵

Law and legal decisions

In December 2002, the Union Cabinet paved the way for a new legislation that seeks to protect women from domestic violence. Presently the Domestic Violence Bill is under scrutiny by the government. The law will enable women to negotiate non-abusive matrimonial or other domestic relationships and will provide a civil remedy to women who are victims of violence of any kind occurring in the family.

⁴ Review of Women Studies, Economic and Political Weekly, April 26, 2003, pp 1658-1673.

⁵ <http://www.wcd.nic.in/chap2.htm>

Recent years have been witness to some landmark interpretations and directives related to sexual harassment at work place, maintenance rights of women, divorce, guardianship and benefits of work. For instance, in a landmark case of rape of a minor (*Gurmit Singh Vs State of Punjab*, 1996), the Supreme Court held that the failure of the investigating officer to conduct the investigation properly and arrest of the accused could not be the grounds for discrediting the victim. The court pointed out that in case of sexual offences, concerns of the victim and of the family about questions of honour could delay the registration of the formal complaint. It further stated that the trial court should not be a silent spectator during the cross examination of the witness; it must ensure that the cross-examinations do not become means of humiliation and harassment for the victim.

Sexual harassment of women

The Supreme Court in the *Vishakha Vs State of Rajasthan* case in August 1997 considered provisions in CEDAW to address sexual harassment at the workplace. It laid down guidelines on sexual harassment at the workplace by holding that actual molestation or even physical contact is not required for it to be construed as sexual harassment, if the background of the entire case establishes the genuineness of the complaint. The significance of the Supreme Court ruling was that CEDAW, though not directly part of domestic law, could be used by the Indian courts to shape national laws.

The Supreme Court of India has passed an order in April 2004 according to which the Complaints Committee as envisaged by the Supreme Court in *Vishakha* judgement will be deemed to be an inquiry authority for the purposes of Central Civil Services (Conduct) Rules, 1964 and the report of the Complaints Committee shall be deemed to

be an inquiry report. Taking into account the Supreme Court's judgement in the *Vishakha* case, the Government of India is actively considering enactment of a law for prevention and redressal of sexual harassment of women at the work place. Rape laws are under scrutiny following the report of the Justice Malimath committee (2003).

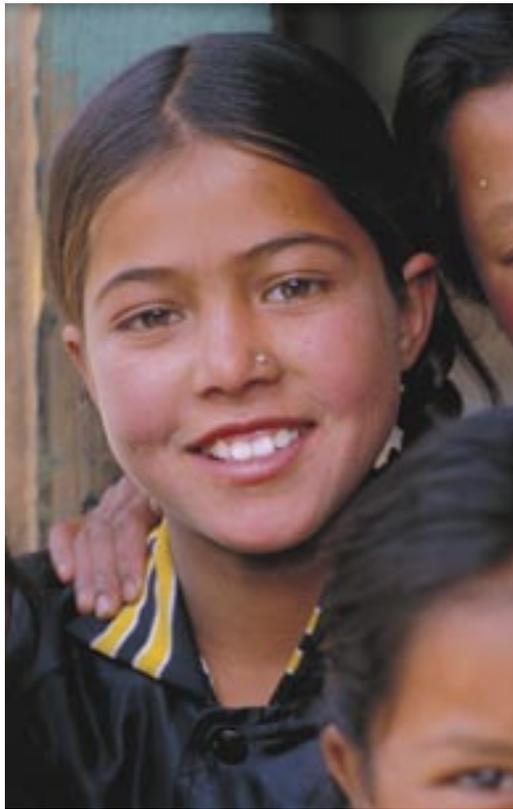
Progressive legislation in the context of personal laws has endeavoured to make Indian family law more gender just. Positive developments include the passing of the:

- Indian Divorce (Amendment) Act, 2001: amended to remove gender inequality and to do away with procedural delays in obtaining divorce;
- Marriage Laws (Amendment) Act 2001: enabling the applicants to apply for maintenance and education of minor children to be disposed of within 60 days from the date of service of the notice to the respondent;

Recent years have been witness to some landmark interpretations and directives related to sexual harassment at work place, maintenance rights of women, divorce, guardianship and benefits of work.

Consultations on Domestic Violence Bill draft

UNIFEM has supported Lawyers Collective Rights Initiative (LCWRI) in facilitating two national consultations in Delhi and Mumbai to provide a platform for lawyers and activists from across the country to provide inputs to the Draft Domestic Violence Bill drafted by the Lawyers Collective. At the end of the day long consultation, a delegation of representatives from women's groups and State Women's Commissions called on the Minister for Human Resource Development, Mr Arjun Singh regarding the urgent need to enact a law on domestic violence. The redrafted bill drawing on suggestions and feedback of the various partners was submitted to the Ministry of Human Resource Development for consideration and inclusion. The Department of Women and Child has accepted the suggestions made by the LCWRI and the proposed bill is now with the Law Ministry awaiting introduction in Parliament.



- Marriage Laws (Amendment) Act 2003: aggrieved wife may file petition in the district court within local limits of whose jurisdiction she may be residing;
- Indian Succession (Amendment) Act, 2001: enables a Christian widow to get a share in the husband's property even in the absence of a will.

The Hindu Succession Act is also being amended to grant coparcenary rights to women.

Legal awareness

The National Commission for Women had initiated in 1996, a country-wide legal awareness programme to impart practical knowledge about basic legal rights and remedies provided under various laws. During the year 2003–04, the Commission modified the programme to make it more

participative, and provide an opportunity to the participants to come together to form SHGs to avail the advantages of development schemes and to enable them to fight for their legal rights as a group. The Commission inspects jails, remand homes, women institutions and other places of custody where women are kept as prisoners. The Commission has regularly visited the various jails and have suggested that women jailors should be appointed in women jails instead of male jailors. Other suggestions made are that ambulance facility should be provided. The commission also points out that women courts should be established for expediting existing cases for women who are in jails, without establishment of any crimes against them. It has also recommended that State Commissions for Women (SCW) be asked to hold *Parivarik Mahila Lok Adalat* with the cooperation of local legal aid cell, district judge, district court, NGOs and the National Commission for Women.⁶

Trafficking

The Government of India in 2000 has signed the UN Convention against Transnational Organised Crime (UNTOC), which includes the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children.

In 1998 the Department of Women and Child Development drew up a Plan of Action and constituted a Central Advisory Committee to combat trafficking, rescue and rehabilitate victims of trafficking and commercial sexual exploitation and activate legal and law enforcement systems to strengthen the implementation of the ITPA (Immoral Trafficking Prevention Act). State Advisory Committees on Trafficking have been set up and guidelines issued

The Indian Succession (Amendment) Act 2001 enables a Christian widow to get a share in the husband's property even in the absence of a will. The Hindu Succession Act is also being amended to grant coparcenary rights to women.

⁶ www.nationalcommissionforwomen.org.

Table 5.1

Special Measures against Trafficking taken by State Governments

State Governments	Special Measures
Andhra Pradesh	Establishment of a State policy for trafficking of women and children, Creation of a Relief Fund for providing relief to trafficked persons; Special rehabilitation measures for <i>Devadasi</i> .
Bihar	Establishment of a State Action Plan for the welfare and rehabilitation of trafficked women and child.
Goa	Enactment of Goa Children's Act, 2003
Gujarat	Recognition of homes run by NGOs as protection homes under the ITPA.
Haryana	Creation of Juvenile Justice Fund, Juvenile Welfare Board and Juvenile Courts.
Karnataka	Launching of <i>Devadasis</i> rehabilitation scheme
Madhya Pradesh	Launching of <i>Jabali</i> Scheme to focus on welfare and development of trafficked women and children.
Maharashtra	Running of 50 family counseling centres by Maharashtra State Social Welfare Advisory Board; Creation of a Monitoring Committee under the chairmanship of a retired judge to monitor working of children's homes; Arrangements for economic empowerment and rehabilitation of devadasis.
Tamil Nadu	Creation of Anti Vice Squad exclusively to deal with trafficking; Creation of District Advisory Committees and Village level Watchdog Committees; Creation of Social Defence Welfare Fund for rehabilitation of women and children; Comprehensive mapping of trafficking in terms of source, transit and destination points; Exposure of women police officials to basic counseling courses; Creation of a crisis intervention centre to prevent child abuse.
West Bengal	Establishment of homes for HIV infected persons.

Source: 'Trafficking of Women and Children in India', 2004, Govt of India, Ministry of Human Resource Development, Department of Women and Child Development.

for effective implementation of the Plan of Action. The existing legal framework for tackling trafficking, including the Immoral Trafficking (Prevention) Act, is presently being reviewed. Community awareness and community involvement being essential for prevention of trafficking, the involvement of Panchayati Raj Institutions in anti-trafficking work has produced good results in some states. The Government is spearheading active advocacy against trafficking in partnership with NGOs, and has formulated a detailed media campaign using TV, radio and print.

The Government has formulated a model grant-in-aid scheme for assistance to

NGOs to combat trafficking in source areas, traditional areas and disturbed areas through prevention, rescue and rehabilitation. Emphasis is placed on awareness generation, networking amongst stakeholders, counseling, non-formal education and vocational training for prevention of trafficking.

NHRC, in association with the Department of Women and Child Development, UNIFEM and the Institute for Social Sciences (ISS) completed a survey in 2004, on trafficking, which throws light on the causal and behavioral aspects of all agents in trafficking.



The study also took steps in the following regard:

- Sensitisation of officials, creation of public awareness and generation of accountability.
- Facilitation of individual or group activities on prevention, protection and prosecution.
- Setting up a national network of government officials (nodal officers) in all states and linking them with the NGOs and INGOs across the country.
- More than 34 training programmes involving more than 2000 police officials, seven training programmes of judicial officers and 41 training sessions for NGOs and civil society have been facilitated.

The Goa Children Act–2003 is an example of progressive state legislation to protect children in tourist resorts.⁷ According to this Act all hotels and other establishments which provide boarding or lodging or any similar facility shall ensure that children are safe and not at risk of child abuse within their premises including all adjoining beaches, parks, etc, if they have access from such establishments.

The USAID/India Anti Trafficking Initiative is being implemented in collaboration with UNIFEM. The activity provides grant support to the policy planning process within the government agencies to implement the National Plan of Action, Capacity Building for NGOs (especially in legal skills), rehabilitation of children of sex workers through education, and piloting of community based action to combat trafficking.⁸ *Jan Jagran Sansthan* working in the red light district of Asthwan Block, Nalanda District in Bihar, undertakes activities including: a) a Non-Formal Education centre in the red light area for about 30 children, who will be later mainstreamed into regular schools; b) an adult education centre for the sex workers; c) weekly doctor's visits to the center for health check ups and basic health related information; d) formation of SHG for sex workers; e) a state-level networking meeting on trafficking in order to plan future actions. *STHREE* is working in the Anantapur and Cuddapah districts of Andhra Pradesh, known to be an area supplying women for the sex industry where an awareness programme capacity building for the women's group and skill training for the women is being undertaken.⁹ *STOP*, Delhi has been providing support for the rescue and repatriation of women and children who have been trafficked and sold to brothels in Delhi.¹⁰ The West Bengal Human Rights Commission inaugurated a two-day National Consultation on Trafficking and Sexual Exploitation of Children in Kolkata in 2001, at which the Kolkata Declaration—a commitment to stop trafficking and sexual abuse of children was adopted by all the 104 NGOs from 17 states present in the meeting.¹¹

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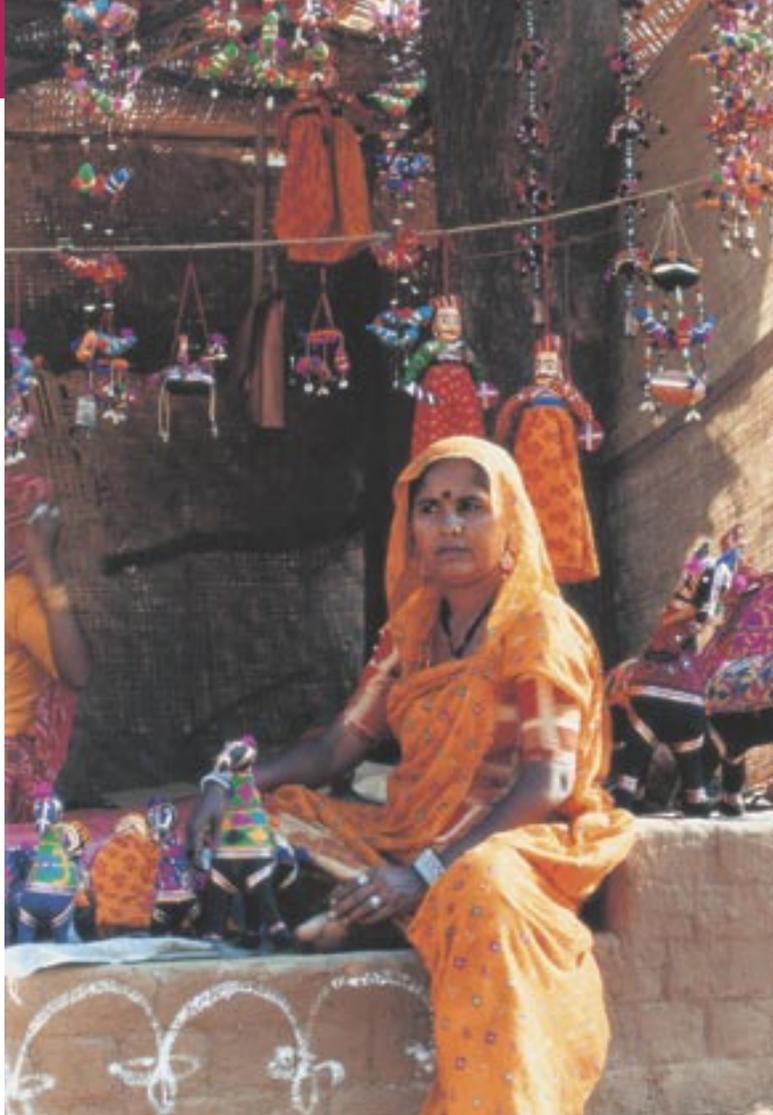
⁷ An Executive Summary, Trafficking in Women And Children In India, 2002–2003, UNIFEM, NHRC, ISS, 2004.

⁸ www.usaid.gov/in/UsaidIndia/Act_anti-trafficking.htm

⁹ www.unifemantitrafficking.org/main.html

¹⁰ The Kolkata Declaration: National Consultation on Trafficking and Sexual Exploitation of Children, 28th –29th July, 2001

¹¹ www.unifemantitrafficking.org/main.html.



Promote women's economic rights and independence, including access to employment and appropriate working conditions and control over economic resources

Facilitate women's equal access to resources, employment, markets and trade.

Provide business services, training and access to markets, information and technology, particularly to low income women

Strengthen women's economic capacity and commercial networks

Eliminate occupational segregation and all forms of discrimination

Promote harmonisation of work and family responsibilities for women and men

Strategic Objectives, F.1 - F.6
Platform for Action

Women and Economy

India embarked upon a restructuring of the economic policy framework in 1991. There has been a commitment to reforms that would encourage stronger participation in world markets and a greater role of foreign investment. This process has resulted in numerous benefits, but has also meant greater burdens for some sections of the economy. Positive impacts include innovation, higher productivity and reduction in prices of commodities; impacts have also included business closures or restructuring. The impact of globalisation on women has been a consequence both of the manner of their participation in the economy, as well as of pre-existing social norms and networks that have influenced the manner in which production is organised.

Statistics show that 93% of all workers in India are in informal employment; the percentage is even higher for women, at 96%. Nearly 99% of agricultural workers are in informal employment. In the non-agricultural sector, 86% of women and 83% of men

The emergence of global value chains linking units in different countries has been associated, in some sectors, with increased outsourcing to home based women workers, a trend that is explained partly by pre-existing social norms and networks, and partly by economic factors.

are in informal employment.¹ Informality of employment is thus a key characteristic of the workforce in India.

Several studies suggest that there has been an increase in sub-contracting, casualisation and outsourcing—trends that have increased the incidence of informality in work and the corresponding precariousness of the terms of employment. The emergence of global value chains linking units in different countries has been associated, in some sectors, with increased outsourcing to home based women workers, a trend that is explained partly by pre-existing social norms and networks, and partly by economic factors.

While women remain largely concentrated in agriculture, there has been some increase in the employment in export oriented manufacturing units. According to Census data the work participation rate of women has been increasing. According to 2001 Census, it is 25.6% as compared to 22.3% for the year 1991. The work participation rate of women was 15.9% in 1991, and 14.68 % in 2001 (for main workers). The corresponding figures for marginal workers were 6.3% and 10.9 %. This is in contrast to that for males, as data suggests that most men are in relatively stable employment (with 45 % recorded as main workers and 6% as marginal in the 2001 Census). While the increased incidence of casual work has affected both male and female workers, it is far more striking for females. Another important feature of women's work is that 45% of the non-agricultural female workforce is home based.²

It is well accepted that there is considerable under enumeration of women's work,

whatever be the source. This is both because of the self perception of women that they are non-workers, even where their contribution to home based and household economic activity is very substantial, and the biases in the minds of enumerators who fail to probe adequately in posing the question on whether women are working.

The Census authorities are aware of this problem and have made several efforts to sensitise both respondents and enumerators. The jump in the female (WPR) Work Participation rate in Punjab from 2.8 in 1991 to 11.92 in 2001 is largely seen as a result of improved measurement. The influence of perception on measurement can be very significant.

A pilot Time Use Survey conducted in 1998–99 by the Central Statistical Organisation categorised all activities undertaken into System of National Accounting (SNA), extended SNA and non

Table 6.1

Percentage of Time Spent on Unpaid SNA Activities

States	Male	Female	Total
Haryana	35.38	85.99	51.58
Madhya Pradesh	44.25	52.4	46.67
Gujarat	24.21	44.67	29.7
Orissa	41.77	69.44	49.9
Tamil Nadu	24.39	32.45	26.89
Meghalaya	67.12	76.39	70.64
Combined States	33.15	50.52	38.29

Source : CSO, 2000; Rustogi, P. 2003

¹ ILO Women and Men in the Informal Economy: A Statistical Picture, Geneva: International Labour Office, 2002

² Jeemol Unni and Uma Rani, 'Impact of Recent Policies on Home Based Work in India', Human Development Resource Center, UNDP, New Delhi, 2004

SNA. SNA activities are those relating to the System of National Accounting and include primary production, secondary activities like construction and manufacturing, and trade, business and services. Extended SNA includes household maintenance, care of children, sick and elderly. Activities related to learning, social and cultural activities, personal care and maintenance are categorised as non SNA.

Results showed that SNA activities are largely undertaken by men. However SNA activities include both paid and unpaid work, and of the time spent by women in SNA activities, 51% was found to be devoted to unpaid work that remains largely unrecognised. In extended SNA activities, the share of women's time is much greater. Men are more involved in paid work, women in unpaid and care activities.³ Wage gaps between male and female labour persist and are greater in urban than rural India. One estimate for 1999–2000 showed that the ratio of female to male wage rates in agriculture was 0.70 and in non-agriculture 0.63.⁴

Access to land and credit

Department of Agriculture and Cooperation is making pilot efforts to improve women's access to land by providing community

wasteland, fallow land, surplus land for 'collective action' to women SHGs on long term lease basis and to promote joint *pattas* (titles) in Uttar Pradesh, Andhra Pradesh and Orissa. DWCD has drawn attention of other State Governments to initiate similar schemes that ensure self-sustenance and empowerment of women. The Government has adopted land reforms and ceiling laws on agricultural lands. The surplus lands that is vested with the Government has been redistributed to the landless. While granting land to the landless, the Government has been issuing joint *pattas* (titles) in the name of both husband and wife, thereby making women joint-owners of the land. Some States like Tamil Nadu are implementing schemes such as the Comprehensive Wasteland Programme, where wastelands are leased to self-help groups with priority being given to women SHGs. The scheme is linked with the Agriculture Department of the State Government which gives loans for tubewells.

Impact of globalisation

Integration of markets and the increased movement of goods, services, capital and labour often linked to the process of globalisation has profound impact on daily lives, particularly in the case of women.

Trade liberalisation has opened up market access opportunities for goods and services, where there is high involvement of women.

Table 6.2

Percentage of Weekly Average Time Spent on SNA, Extended SNA and non-SNA Activities by Sex and Place of Residence (combined states)

Activities	Rural			Urban		
	Male	Female	Total	Male	Female	Total
SNA	25.18	13.41	19.48	24.44	5.45	5.45
Extended SNA	2.23	20.21	10.95	2.05	21.69	21.69
Non-SNA	72.61	66.37	69.58	73.49	72.88	72.88
Total	100	100	100	100	100	100

Source : CSO, 2000; Rustogi, P. 2003

³ Central Statistical Organisation, 'Report of The Time Use Survey, 2000, Government of India, New Delhi

⁴ Shiela Bhalla, A. K. Karan, T. Shobha, Rural Casual Labourers, Wages and Poverty 1983 to 1999–2000, Indian Institute of Public Administration, 2004



Trade liberalisation has opened up market access opportunities for goods and services, where there is high involvement of women. Free trade, although, considered to have wide ranging welfare gains for the liberalising countries, has in the short term, been found to significant adjustment costs as well. The adjustment costs vary from sector to sector and industry to industry. However, what is unmistakable is its impact on women. Where industries are competing to match production cost and delivery price of their competitors, female workforce often becomes the immediate target.

In the agricultural sector, the gender aspects of agricultural production are complex. Majority of women are engaged in subsistence agriculture and are responsible for food security in the household. Besides, the farms are owned largely by men, and despite the increasing numbers of women paid workers, education and training opportunities for women are low. Apart from gender disparities in economic power-sharing, unequal distribution of unremunerated work between women and men, lack of technological and financial support for women's entrepreneurship, unequal access to, and control over capital,

and resources, particularly land and credit continue to constrain empowerment of women in agriculture in many developing countries.

The WTO July 2004 package, which forms the initial modalities for negotiations under the Doha Work Programme, however provides that the support given by developing countries for subsistence and resource-poor farmers will be exempt from reduction commitments for agricultural domestic support. This decision has come with the initiative of developing countries like India.

In the manufacturing sector, India's export strength is in the traditional sector of textiles and clothing. The Multifiber Agreement (MFA), which allocated quotas in various export markets, is being phased out. This will lead to increased competition both domestically and internationally from low cost export countries. Government is taking steps to adopt flanking domestic policies to ensure that adequate safety nets are provided to the most disadvantaged, women and children. Further efforts are on for improving infrastructure and enterprise and market development skills of women workers and entrepreneurs so as to increase productivity performance of various industries.

Liberalisation of service sectors, especially under Mode 4 of the GATS, is of immense significance to developing countries like India. At present, the emphasis is only on liberalisation of professional services and not in the category of low-skilled workers. Given India's strength in the healthcare and tourism sectors, liberalisation of movement of natural persons for rendering such services could be beneficial to workers in India. Government has made specific requests to other WTO member countries to extend improved market access and facilities for less burdensome registration and other qualification requirements for

Government is taking steps to adopt flanking domestic policies to ensure that adequate safety nets are provided to the most disadvantaged, women and children.

paramedicals, midwives and nurses as a means of making globalisation work in sectors where India has comparative advantage.

Limited statistics indicate that women in some Asian and Latin American countries already occupy more than 20 per cent of professional jobs in business promotion outsourcing (BPO) sectors. In India, where BPO and software services are major exports, women have been targeted by government initiatives promoting the growth of the IT workforce, which encourage female enrolment in IT education. Supported by gender-sensitive human resource development policies and training strategies, women in India are being trained to provide basic services such as data processing. They are also encouraged, and being given the opportunity, to develop their IT skills in order to go beyond back-office work and become website designers, network managers or IT service consultants. The idea is to make them suitable for enhanced work opportunities, on equal terms with men. It is worth mentioning here that certain software companies offer crèche facilities to working women.

The National Commission for Women undertook a series of public hearings, starting in 2001 and continuing since then, to understand the impact of globalisation on women. On the basis of these hearings, recommendations are being formulated by the NCW.

Policy and programme interventions

Positive measures for workers in informal employment, which are expected to especially help women workers, include:

- The recently introduced 'Unorganised Sector Workers Social Security Scheme' being implemented by the Employees Provident Fund Organisation, with the active support of Workers' Facilitation Centres, Employees State Insurance Corporation, other insurance companies, PRIs, SHGs and other civil society organisations. Initially this scheme is being implemented for 2.5 million workers in 50 districts of the country for two years on a pilot basis. It covers workers drawing a salary/wage of less than Rs. 6500/- per month. The scheme provides the triple benefit of pension, personal accident insurance and medical insurance.

In India, where BPO and software services are major exports, women have been targeted by government initiatives promoting the growth of the IT workforce, which encourage female enrolment in IT education.



Universal Health Insurance Scheme launched by Government in July 2003 for people of low income groups provides for reimbursement of hospital expenses upto Rs. 30,000/- per family/ individual.

- Universal Health Insurance Scheme launched by Government in July 2003 for people of low income groups provides for reimbursement of hospital expenses upto Rs. 30,000/- per family/individual. The scheme also provides for the loss of livelihood at the rate of Rs. 50 per day upto a maximum of 15 days in case the earning member falls sick. Government also provides a subsidy of Rs. 100 for families below the poverty line.
- The National Social Assistance Programme (1995) aims at ensuring a minimum national standard of social assistance over and above the assistance provided by States from their own resources.
- National Agriculture Policy 2000 has specific provisions for structural, functional and institutional measures to empower women, build their capabilities and increase their access to inputs.
- Department of Agriculture has constituted an Expert Committee of Women in Agriculture to analyse policies and strategies and suggest ways to make agriculture policy gender friendly.
- Institutional mechanisms to assist women workers to get their due include the Minimum Wages Act and the Equal Remuneration Act, monitored by a special cell of the Ministry of Labour. Coordination and monitoring of vocational training institutes of women is done by the women's cell within the Directorate of Employment and Training.



Take measures to ensure women's equal access to and full participation in power structures and decision-making

Increase women's capacity to participate in decision-making and leadership

Strategic objective G.1-G.2
Platform for Action

Women in Power and Decision Making

Legislative enactments have dramatically increased women's access to decision making structures over the last decade. The 73rd and 74th Constitutional Amendments passed in 1993 provide for reservation of 33% of elected seats for women at different levels of local governance in both rural and urban local bodies. Also there would be one-third reservation for women to posts of chairperson of these bodies. One-third of the seats are further reserved for women belonging to the SC/ST community. The *Panchayats (Extension to Schedule Areas) Act 1996 (PESA)* made this amendment applicable to Schedule V areas. This has dramatically increased women's participation in local bodies. For every five-year tenure of local governments, about one million women get elected to panchayats and local bodies. In some states, the number of elected women exceeds the reserved one-third quota.

In Karnataka, which was the first state to guarantee participation of women in local governance through reservation, the actual representation of women has gone up to 45%, in Kerala upto 36.4% and West Bengal upto 35.4%. In Uttar Pradesh, 54% of the Zilla Parishad presidents are women. In Tamil Nadu, 36% of chairpersons of gram panchayats are women.

The Constitution provides for rotation of seats reserved for women but does not prescribe the number of terms for which seats may be served for rotation. Seats are reserved for one term, two terms or more depending upon the provisions made by the State Legislature in the State law. The option to reserve seats for more than one terms is open, but it is for the State Legislature to decide the number of terms for which seats will remain reserved. Tamil Nadu has taken a positive step by freezing the reserved seats for women for two terms.

Local government institutions have not been given full financial and political powers to function independently but 29 subjects ranging from agriculture to poverty eradication have been devolved to these institutions. In theory, the presidents of the gram panchayats, block panchayats and district panchayats are responsible for prioritising the developmental needs of the villagers and allocating the grants

Women in Orissa have found a novel way to discipline a wayward husband. If a man comes home after consuming alcohol, he gets a good thrashing with broomsticks from his wife. And if he does not learn his lesson even then, he is taken to the village community and tied up to a pole or a tree. This unique way of punishing men who consumed alcohol and unleash violence on family members is the brainchild of a woman *sarpanch*.

Source: Nirmala Buch, *The 73rd Constitution Amendment and the Experience of Women in New Panchayati Raj Institutions*. ISI, 2001.

accordingly. In practice, the level of responsiveness and manner of functioning of the panchayats varies considerably across states. As far as women's participation is concerned however, the legislative enactments have ensured that they are represented in all states.

Many of the elected women entering the public arena for the first time lack confidence, feel isolated, and have no previous political experience. They need to develop their innate leadership skills. Studies conducted in different parts of the country show that 95% of the elected women representatives (EWRs) are first-timers in politics and join politics because that is what their male family/village members want. As first timers without previous exposure to politics, many of the elected women lack the capacity to function properly in the panchayats and municipalities, and consequently are not taken seriously by their colleagues. Sustained training and networking efforts are being undertaken both by government and non government agencies to ensure that women's capacity to participate improves. With just a few years of experience, women have emerged as articulate, motivated leaders all over the country. Gender budgeting involving grassroot elected women representatives is being used for advocacy in several places.

Increased networking and formation of confederations of elected women representatives has helped to strengthen women's leadership. This approach has been especially successful in southern and western India. The formation of these networks promotes solidarity among the elected women representatives, otherwise divided by caste, religion and geographical boundaries. Thus, formation of these networks is the first step in the direction of empowering women. Their position as panchayat members adds to their ability to intervene and negotiate with the

Table 7.1

Percentage of Women Representatives in PRIs

States/UTs	1997			2002		
	GP	TP	ZP	GP	TP	ZP
Andhra Pradesh	33.84	37.01	33.21	33.00	33.65	33.24
Arunachal Pradesh	Arunachal Pradesh Panchayati Raj Act (not yet Passed)					
Assam	18.01	26.09		33.45	34.73	30.00
Bihar	Post 73rd Amendment Elections not held in the state, not available.					
Chhattisgarh				33.74	34.33	34.67
Goa	36.53			31.76		34.00
Gujarat	17.29	33.43	33.38	33.35	33.48	33.54
Haryana	30.74	35.31	80.53	33.59	34.65	34.71
Himachal Pradesh	32.93	33.59	33.33	36.78	33.90	34.66
Jharkhand	Current figures not available					
Jammu & Kashmir	State proposes adopting 73rd Amendment					
Karnataka	43.79	40.21	36.45	44.86	42.24	38.09
Kerala	Current figures not available			36.21	38.40	34.20
Madhya Pradesh	32.93	34.84	2.99	33.82	33.44	33.79
Maharashtra	33.33	33.31	33.31	33.33	36.06	33.73
Manipur	35.67		36.07	35.48		36.07
Meghalaya						
Mizoram	Traditional Councils perform duties of local government.					
Nagaland						
Orissa	33.35	33.35	33.26	35.88	35.14	34.66
Punjab	35.69	Elections due		35.69	32.78	31.90
Rajasthan	29.73	31.67	3.21	34.52	36.29	36.11
Sikkim	37.34		30.43	36.88		31.52
Tamil Nadu	25.07	35.31	3.40	26.86	26.94	26.37
Tripura	33.55	34.18	34.29	33.33	35.81	34.15
Uttar Pradesh	15.08	23.11	23.60			
Uttaranchal						
West Bengal	36.33	35.18	33.94	22.46	22.42	21.58
Andaman & Nicobar Islands	34.33		33.33	34.39	37.31	33.33
Chandigarh	Current figures not available			33.95	40.00	30.00
Dadra & Nagar Haveli	34.07		25.00	36.29		33.33
Daman & Diu	39.68		33.33	26.98		40.00
Delhi	NCT government Propose conduct of panchayat elections					
Lakshadweep	37.97		36.36	37.97		36.36
Pondicherry	Not Available. Post 73rd amendment elections not held in the state					
India	6.40	8.86	3.38	3.66	2.70	2.99

Source: Annual Report 2000-01, Ministry of Rural Development, Govt. of India.



community. The presence of EWRs in the dispute resolution process lends support and confidence to other women. The networks have also been able to promote capacity building.

Several non-governmental organisations are engaged with training, capacity building and networking of EWRs. In ten years,

several thousand EWRs have participated in the programmes organised in the national capital as well as in state capitals. Similarly, the Hunger Project has, since 2001, focused its work on supporting and enabling EWRs with the belief that women's leadership at grassroot is essential to end hunger, poverty and injustice in India. Leadership training and building alliances are key interventions.

EWRs in some states are working in close collaboration with women's collectives and addressing issues of women's well being. Examples have been cited of women's groups in Karnataka that have played a catalytic role in bringing the issue of domestic violence into the larger forum of the panchayat for resolution, and in one case initiating counseling services for victims of abuse in collaboration with an NGO. Karnataka also boasts of the first Panchayat to computerise its administration and other aspects of governance, a unique achievement since this was an independent initiative funded by the village development committee.

Table 7.2

Women Contestants in Lok Sabha Elections 1952–1996

Year	Contestants per seat	Share among Contestants (%)	Success ratio (%)
1952	0.10	2.7	43.1
1957	0.14	4.4	38.6
1962	0.14	3.4	50.0
1967	0.13	2.8	47.0
1971	0.17	3.1	25.6
1977	0.13	2.9	27.1
1980	0.26	3.1	19.7
1984	0.29	2.9	27.7
1989	0.37	3.1	14.3
1991	0.60	3.7	12.0
1996	0.90	3.4	7.9

Source : CSDS Data Unit

Interestingly, the Gram Sabha without women is not a legal entity, therefore, the traditional community forum which excluded women cannot exercise legal authority unless women also participate. In Madhya Pradesh, the law envisages that at least one-third of members present in Gram Sabha must be women, to constitute the necessary quorum. Reservations have also meant that social biases have to give way to more inclusive forums, both in respect of gender and caste. Even in very traditional communities where previously women could not participate like those of the village assemblies, they are welcome now and are, in fact, encouraged to participate in many places.

Participation in decision making as EWR has impacted on other aspects of capability

Table 7.3

Women's Representation in Parliament

Year	Seats	Lok Sabha	Percentage	Seats	Rajya Sabha	Percentage
1952	499	22	4.4	219	16	7.3
1957	500	27	5.4	237	18	7.5
1962	503	34	6.8	238	18	7.6
1967	523	31	5.9	240	20	8.3
1971	521	22	4.2	243	17	7.0
1977	544	19	3.4	244	25	10.2
1980	544	28	7.9	244	24	9.8
1984	544	44	8.1	244	28	11.4
1989	517	27	5.3	245	24	9.7
1991	544	39	7.2	245	38	15.5
1996	543	39	7.2	223	20	9.0
1998	543	43	7.9	245	15	6.1
1999	543	49	9.0	245	19	7.8
2004	539	44	8.2	245	28	11.4

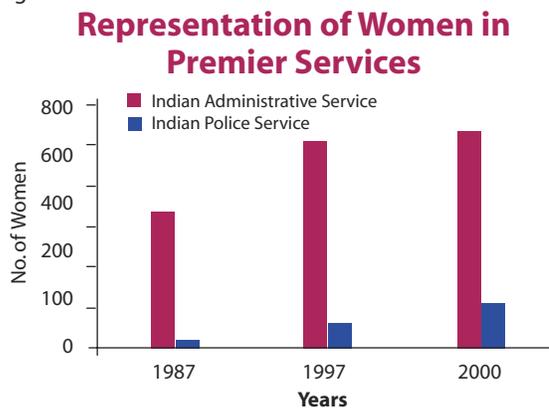
Source : CSDS Data Unit

development. In a study of some hundred EWRs from four districts in Haryana, it was noted that the majority were illiterate when elected to office. After two years in office, women have sought to acquire literary skills and are committed to the education of their daughters.

Supportive interventions are needed to ensure that the 73rd amendment does not lose its potential transformative edge when implemented within the reality of a feudal, patriarchal, and highly fragmented society. Thus, Maharashtra has provided for Mahila Gram Sabhas that preceded Gram Sabhas. This provides space for women's issues and concerns. Tamil Nadu has legislated two terms for its elected women representatives, keeping in mind that women need more time to be trained and then be able to make use of the training. In Karnataka, there is official recognition that a major step, needed to facilitate women's participation in political processes, is the provision of child care facilities.

While the sphere of local governance has seen significant improvement, the numbers of women in official positions remains relatively low. The representation of women in the decision making level through the Indian Administrative Service and the Indian Police Service which stood at 5.4% in 1987 increased to 7.6% in 2000. Of all employees in central, state and local governments, 17.47% were women in 2001. An example of

Fig. 7.1



Source: Department of Personnel and Training, Government of India, India Year Book 2003. IAMR

Table 7.4

Women's in Top Decision-making committees of Political Parties

Party	Committee	No. of Women	Total members	% of women
CPI(M)	Politburo	0	15	0
	Central Committee	5	70	7
CPI	Secretariat	0	9	0
	National Executive	3	31	10
	National Council	6–7	125	5
JD	Political Affairs Committee	0	15	0
	Parliamentary Board	0	15	0
	National Executive	11	75	15
UF	Steering Committee	0	15–17	0
BJP	Parliamentary Board	1	9	11
	Election Committee	2	17	12
Congress	Working Committee	2	19	11

Source : Manushi (96), September–October 1996, p.27

new role models and opportunities comes from Tamil Nadu, which has the distinction of commissioning the first all unit of Women Police Commandos in the country. These women commandos were trained on par with men in horse riding, rowing, sand running, parasailing, long distance running, winch sailing, swimming, driving, weapon handling and shooting practice of all automatic weapons, besides yoga, meditation and unarmed combat training. An exclusive 'Women Police Battalion' with a strength of 1078 Women Police personnel of all ranks has also been constituted in Tamil Nadu.

There is one woman judge in the Supreme Court out of 24 judges and 25 women judges in the High courts across the country out of a total of 250 judges as on 13.1.2005.

The challenge to ensure that *de jure* participation is also *de facto* participation continues, and this primarily calls for a range of supportive interventions. There is need to encourage and provide new opportunities and new role models in decision-making structures.



Strategic Objectives

Create or strengthen national machineries and other governmental bodies for women's advancement

Integrate gender perspectives in legislation, public policies, programmes and projects

Generate and disseminate gender-disaggregated data and information for planning and evaluation.

Strategic Objectives, H.1 - H.3
Platform for Action

Institutional Mechanisms for the Advancement of Women

Institutional mechanisms for the advancement of women include institutions of different types—government, non-government, central and state government, local government—which support the cause of women's advancement. Institutional mechanisms for integrating gender perspectives in policy and planning include such innovative features as 'gender budgeting'.

The term National Machinery refers more narrowly to bodies designated by the state to promote the status of women. In India, such government bodies are themselves composed of a set of structures and systems. For the bureaucratic structure, the DWCD can be seen as being at the centre.

State Human Development Reports (HDRs) have emerged as a powerful tool for advocacy for gender justice since their inception in 1995. Gender mainstreaming of the HDRs has been done both in the form of specific chapters on gender as also highlighting gender concerns in the sectoral analysis of education, health, livelihoods and governance.

- The **Department of Women and Child Development** set up in 1985 as a part of the Ministry of Human Resources Development is the nodal department in the Government of India to look after advancement of women and children
- The **National Commission for Women** was established by an Act of Parliament in 1992 to safeguard the rights and interests of women. It acts as a statutory ombudsperson for women. The annual report of NCW containing recommendations is placed in Parliament by the Government of India with a detailed compliance report.
- The **National Institute of Public Cooperation and Child Development** assists the Department in the areas of training and research. Objectives of the Institute include the development and promotion of voluntary action in social development. It has developed innovative gender training/sensitisation modules.
- **Rashtriya Mahila Kosh** (National Credit Fund for Women), established in 1993, has as its main objective facilitation of credit support or micro finance to poor women, as an instrument of socio-economic change and development.
- **Central Social Welfare Board** is an umbrella organisation networking the activities of State Social Welfare Boards and voluntary organisations. It implements a number of schemes including Family Counseling Centres, Short Stay Homes, Rape Crisis Intervention Centres, crèches for children of working mothers, etc.
- **State Departments of Women and Child Development, State Commissions for Women and State Social Welfare Boards** form part of the institutional system. In most of the states. Women's Development Corporations (WDCs) have been set up in most of the states to help the government implement the programme.
- Gender focal points (**Women's Cells**) have been formed in the ministries in the development sector, including Education, Rural Development, Labour, Agriculture.
- The **Panchayati Raj Institution** and **urban local self-government** bodies provide a framework for women's empowerment in political participation and decision making all over the country
- A **Parliamentary Committee on Empowerment of Women** was constituted by the *Lok Sabha* (Lower House of the Parliament) in 1997, and reconstituted in 2004, to review the effectiveness of measures taken by the central government for the empowerment of women. This has 30 members, from the *Lok Sabha* and from the *Rajya Sabha* (Upper House of the Parliament).
- The **Planning Commission** carries out periodical reviews of programmes and policies impacting on women.
- Commissions and Committees are set up from time to time to focus on specific areas. A focal point on the human rights of women has been set up in the NHRC.
- A number of institutions are in place to help women get speedier justice like wider recruitment of women police officers, establishment of women police cells in police stations and exclusive women police stations. Also Rape Crisis intervention Centres have been set up in police stations in some big cities. Helplines for women in distress have been set up. The States are being requested to set up Family Courts and earmark one Fast Track Court, if there is more than one in a district, to deal exclusively with cases of sexual abuse and cruelty in marriage relating to women.

Partnerships

The agencies listed above draw in persons from the voluntary sector, and the women's

movement. Such partnerships have been essential to the formulation and implementation of approaches to gender equality. The country wide network of more than 12,000 voluntary organisations has played a very significant role in the empowerment of women and development of children as they share the major burden of implementing governmental policies and programmes. NGOs have demonstrated viable alternatives in the areas of women's literacy, support services, micro-credit for poor women, employment and income generation, gender sensitisation, organising women into SHGs, fight against atrocities, etc. The various programmes and schemes of the Department are based on the concept of SHG that have been set up with the co-operation of organisations at the grassroot level.

Different departments of the government also work in partnership with bilateral, multilateral and UN agencies on women-specific and women related projects. Examples include the gender budgeting and gender statistics initiatives, in which UNIFEM played an important role, or the State Human Development reports initiated with the assistance of UNDP.

Stree Shakti Puraskars

Instituted in 1999, these national awards are in the name of five eminent women personalities. The awards are given in recognition of services of an exceptional nature in the areas of education, health, agriculture, rural industry, protection of forest and environment, awareness generation and consciousness on women's issues through art and media. Each award carries a cash prize of Rs. 100,000 and a citation.

Gender mainstreaming

Gender mainstreaming emerged in the early 80s as a concern of the women's movement to move women's issues from the periphery

to the centre of development decision making. Gender mainstreaming has been a major approach to ensuring gender justice especially through creating an enabling environment for making women equal partners and beneficiaries of all socio-economic activities and development in the country. The Eighth Plan (1992-97) spoke of the need to ensure a definite flow of funds from the general development sectors to women. The Ninth Plan introduced the Women's Component Plan to ensure that 30% of funds/ benefits under various welfare and developmental schemes were to be earmarked for women.

A review of the progress of the WCP has shown mixed results. The Union Budget of 2001-02 and 2002-03 have been analysed from a gender perspective. Schemes have been categorised into 'pro-women' (with a significant women component) and 'women specific' (targeted to women and girls). During the Ninth Plan period, the Ministries/ Departments of Family Welfare, Health, Education and Indian Systems of Medicine contributed to women 50-70% of their gross budgetary support. Labour and Rural Development contributed between 30-50% of their gross budgetary support.

The Tenth Plan reaffirms the major strategy of mainstreaming gender perspectives in all sectoral policies, programmes and plans of action. Women specific interventions will be undertaken to bridge existing gaps.

State Human Development Reports (HDRs) have emerged as a powerful tool for advocacy for gender justice since their inception in 1995. Gender mainstreaming of the HDRs has been done both in the form of specific chapters on gender as also highlighting gender concerns in the sectoral analysis of education, health, livelihoods and governance. The ownership of the State HDRs rests with

Communitisation—a novel concept

The villages in Nagaland are partnering the state in progress and are working to achieve the Vision 2020. The principle that is guiding this partnership is 'communitisation', a term coined by the state government and defined as 'that which is made a property of the community'. Communitisation recognises the community as the backbone of public welfare programmes.

The innovation has been very successfully implemented in the health and education sectors. All primary health care institutions have been transferred to village communities. The responsibilities of the state and the community have been clearly defined. Each village community has set up its village health committee (VHC) to manage, coordinate and monitor the functioning of health services.

Communitisation has imparted a strong sense of ownership, encouraged participation and fostered ingenuity of the people. Simple but innovative measures such as collecting Rs 10 per household in the village, fixing days for village cleanliness drives, donating community-built houses for sub-centres, private practitioners volunteering their services on fixed weekly days have been reported.

In the education sector too, the communitisation initiative has created the policy framework for bringing about substantial improvement in the quality. The President of India, Dr APJ Abdul Kalam visited the state and was very appreciative of the measure. He said that initiative would bring greater accountability, sense of responsibility and belongingness among the people. He went on to say, "Once the whole state is brought under communitisation, it would be a model for the whole country to follow."

Source: Nagaland Human Development Report, 2004

Gender budgeting includes carrying out an impact analysis of government programmes and its budgetary allocations on the overall socio-economic status of women in the country.

the State Governments and the exercise is supported by the Planning Commission, Government of India and through the Human Development Resource Centre (HDRC), UNDP. The process of State HDR preparation is underway in 27 Indian States. Seven States have already prepared their State HDRs and eight State HDRs are being finalised.

In the state of Karnataka, after the publication of the report in 1999, the

State government launched a massive programme (*Sthree Shakthi*) for the empowerment of rural women through the institution of self-help groups. The objective of this programme is to enhance the financial stability of rural women, thereby creating an environment for social change, through the promotion of thrift and credit.

Gender budgeting

Gender responsive budgeting or gender analysis of budgets is a very useful tool being used in India to promote gender mainstreaming. Gender budgeting refers to presentation of budgetary data in a manner such that the gender sensitivities of budgetary allocations are clearly highlighted. Gender budgeting includes carrying out an impact analysis of government programmes and its budgetary allocations on the overall socio-economic status of women in the country. The Tenth Plan states that 'The Tenth Plan will continue the process of dissecting the Government budget to establish its gender differentiated impact and to translate gender commitments into budgetary commitments...'. 'The Tenth Plan will initiate immediate action in tying up these two effective concepts of Women's Component Plan and Gender Budgeting to play a complementary role to each other, and thus ensure both preventive and post facto action in enabling women to receive their rightful share..'

At a national level, a task force was set up in 2000-01 to examine this issue. On its recommendation, a sub-group was set up to suggest a framework for introduction of gender budgeting in the Government. The sub-group has recommended that Gender Budgeting Units be set up in identified Departments, as well as an Interdepartmental Steering Committee to identify issues for gender budgeting that cut across departments, budgetary

allocations related to domestic violence, micro-finance, homelessness, etc.

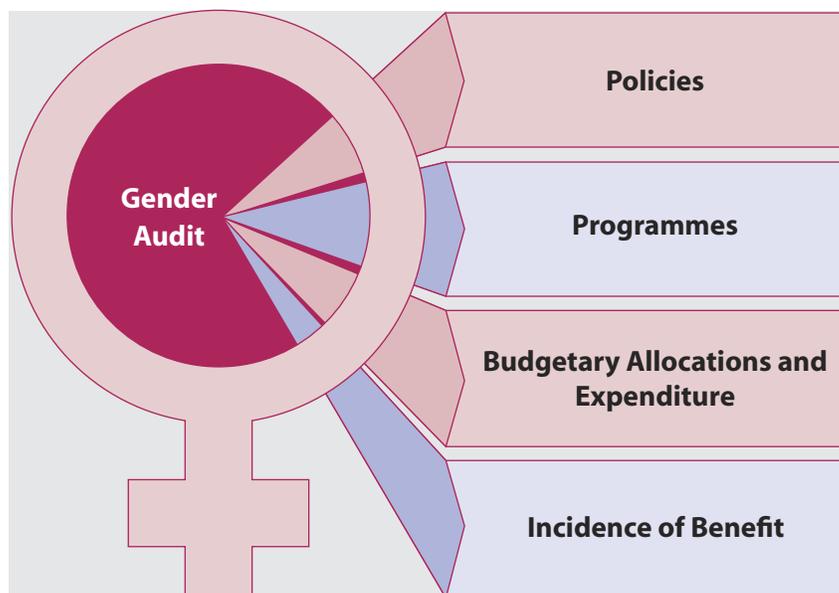
While initial gender budgeting efforts were limited to education, health, nutrition, access to resources and public services, etc, the Department of Women and Child has recently (2004) prepared checklists to assist all departments in gender budget exercises and in using these to develop a gender perspective in planning. These check lists are not only for the conventional social sector Ministries and Departments but also seek to involve so called gender neutral Departments like Transport, power, Home, etc.

Through a consensus approach the Department has also advocated broad framework within the ambit of which the gender budgeting initiatives could be undertaken by all stake-holders including Government Departments (Centre and States), voluntary organizations, researchers, international bodies like UNIFEM, UNDP, etc. The intention is to synergise the activities taking place in realm of gender budgeting and help collage the information base on the subject. A dedicated website is also being developed on gender budgeting.

In order to seek convergence of important sectors looking after social development, consultation has been held with Ministries of Rural Development, Agriculture, Agro and Rural Industries and Food and Public Distribution. The effort will be to synergise the activities and interventions of these Departments towards more meaningful developmental initiatives.

Plan and non-plan expenditure of the central government for social services such as education, health, family welfare, water supply, housing, social welfare, nutrition and rural development has more than doubled from Rs.1163 million in 1995-96 to Rs.3548 million in 2003-04. The

Widened Scope of Gender Audit



total plan expenditure for social sector rose from 26.5% in 2000-01 to 30.2 % in 2003-04. As a ratio of total expenditure, the combined plan and non-plan expenditure of the centre in the social sector rose from 10.2 % in 1995-96 to 11 % in 2003-04. (RE). Expressed as a ratio of GDP at current market prices, expenditure on social services increased from 1.5 % in 1995-96 to 1.9 % in 2003-04. The total expenditure of both centre and states on the social sector was 19.8 % of total expenditure.

DWCD took the lead in partnership with UNIFEM to initiative gender mainstreaming in macro fiscal policy frameworks by initiating a two-year process of gender budgeting within the Government of India. In partnership with the National Institute of Public Finance and Policy (NIPFP), Ministry of Finance, the Department supported a study on "Gender Budgeting in India". The study analysed the existing degree of gender inequality in economic policy issues and identified policy alternatives to build in a gender sensitive national and state level budgeting processes. For the first time,

Expressed as a ratio of GDP at current market prices, expenditure on social services increased from 1.5 % in 1995-96 to 1.9 % in 2003-04. The total expenditure of both centre and states on the social sector was 19.8 % of total expenditure.

In the area of Gender Statistics, important steps have been taken to improve the data base on women, to institutionalise systems of data collection, and to use this data in planning and advocacy for gender justice.

gender as a category, was included in the National Economic Survey in 2001-02 and 2002-03.

DWCD has commissioned gender budgeting studies in several State Governments, in association with NIPCCD (National Institute of Public Co-operation and Child Development). Since a major part of social sector expenditures is through the State Governments, assessments at the State level are crucial. With the devolution of powers to Panchayat Raj institutions, capacity for gender budgeting at this level also needs to be built up.

In the area of Gender Statistics, important steps have been taken to improve the data base on women, to institutionalise systems of data collection, and to use this data in planning and advocacy for gender justice. These are as follows:

- The Ministry of Statistics and Programme Implementation has started a regular publication, 'Women and Men in India' since 1995. A National Plan of Action identifying data gaps has been formulated. For some indicators requiring detailed probing the Plan of Action recommends that NGOs take the lead. A National Data Dissemination Policy has been formulated. A pilot Time Use Survey was conducted in six states, Haryana, Madhya Pradesh, Gujarat, Tamil Nadu, Orissa and Meghalaya, in 1998-99. The report was brought out in 2000 and results have been widely disseminated.
- Gender sensitisation of enumerators and respondents was undertaken for the population census in 1991 and in 2001, in partnership with UNIFEM. In order to capture women's work better, a few probing questions were added in the Individual Slip administered as part of the Census process to elicit better

information on women's work, paid or unpaid. This has increased the reporting of women's work, with overall work participation rate of women being 19.7 in 1981, 22.3 in 1991 and 25.7 in 2001.

- Special effort was made to obtain information on women in unorganised sector activities in the Economic Census conducted in 1998.
- The National Sample Survey (NSS) Employment – Unemployment round of 1999-2000 included a module on the Informal Sector, which has yielded important and new data on the size and characteristics of home based workers. Out of a total of 29.2 million home based non-agricultural workers (20.9% of the non-agricultural workforce), 12.6 million were women. This represents 45% of the women non-agricultural workforce.
- National Family Health Surveys (1992-93 and 1998-99) have further strengthened the database for implementation of the RCH approach as adopted after the ICPD.
- All programme statistics are expected to provide gender based data/information.
- To enable preparation of a Gender Development Index, 18 indicators have been identified, after extensive consultations, for collection of data at district level.

Gender sensitisation

DWCD initiated a series of meetings with the representatives of line Ministries and concerned organisations for scaling up gender sensitisation and development of standard parameters for training in the areas of 'Gender and Police', 'Gender and Administration', and 'Gender and Judiciary'. NIPCCD in collaboration with Delhi Police organised a series of nine courses for training of field level police officers like constables and sub-inspectors.



Promote and protect the human rights of women, through the full implementation of all human rights instruments, especially the Convention on the Elimination of All Forms of Discrimination against Women

Ensure equality and non-discrimination under the law and in practice

Achieve legal literacy

Strategic Objectives, I.1 - I.3
Platform for Action

Human Rights and Women

The Indian Constitution prohibits discrimination between men and women and enables the State to allow affirmative discrimination in favour of women as a fundamental right. India has ratified CEDAW in 1993 and Convention on the Rights of the Child (CRC) in 1992. The State has created independent national institutions for the protection and promotion of human rights for all citizens, especially women, religious minorities and caste based communities such as:

- National Human Rights Commission, 1994
- National Commission for Minorities, 1992
- National Commission for Scheduled Castes and Scheduled Tribes, 1990

Activities initiated by the Focal Point on the Human Rights of Women including Matters Related to Trafficking were as follows:

- Preparation of a manual for the Judiciary: *Trafficking in Women and Children*. Keeping in view their state of victimisation and

The Rights of Older Women have been recognised.

At the national level, the Government of India formulated the National Policy on Older Persons in 1999 with special focus on women.

vulnerability, the manual is expected to help the judiciary in speedier justice for the victims and to take more stringent action against traffickers. The Commission is also developing a training module on trafficking issues for incorporation in training programmes for administrators, police personnel and other functionaries including district magistrates.

- Action research on trafficking in women and children: This has been instrumental in the creation of a network of Nodal Officers throughout the country, (two in each state, one from the Police Department, dealing with investigation, detection, prosecution and prevention of trafficking; and the other from the welfare agencies dealing with rescue, rehabilitation, reintegration and economic/ social empowerment of the victims and prospective victims).

The research projects commissioned by the NHRC include 'Complaints made by women at police stations in Bangalore', 'Domestic Violence against Women in India: Nature, Causes and the Responses of the Criminal Justice System' and 'Feminisation of Poverty and Impact of Globalisation: A study of Women Construction Labourers in Delhi, Uttar Pradesh and Haryana'. The National Human Rights Commission, in collaboration with an NGO has set up highly successful Vigilance Cells at three check posts along the Indo-Nepal open-border to detect and check trafficking. The NHRC is negotiating a project with the Human Rights Commission of Nepal to check cross-border trafficking.

The *Swadhar* scheme was launched by the Department in 2001–02 to benefit women in difficult circumstances, like trafficked women, destitute widows, women prisoners released from jail, women survivors of natural disasters, trafficked women/girls, victims of sexual crimes, women victims of terrorist violence, mentally disordered

women etc. As part of its commitment to fight trafficking, the Department plans to introduce a new scheme to give financial assistance for rescue of trafficked women. The new scheme proposes to assist voluntary agencies working in the sector. The Department is also in the process of finalising amendment of the ITPA Act to stop the further victimisation of rescued/ trafficked girls and to make the law more stringent for the traffickers.

Ageing

The Rights of Older Women have been recognised. Implementation of the Madrid Plan of Action on Ageing necessitates linkages from the Central Government to the Panchayat level associations. At the national level, the Government of India formulated the National Policy on Older Persons in 1999 with special focus on women. It laid emphasis on areas, such as:

- extending support for financial security;
- health care;
- shelter;
- welfare and other needs of older persons;
- provide protection against abuse and exploitation;
- making available opportunities for development of their potential;
- seek their participation; and
- provide services.

A National Council for Older Persons has been set up under the chairmanship of the Minister for Social Justice and Empowerment.

Launched in the year 2000, the project NICE – an initiative of the National Institute of Social Defence for Care for the Elderly – provides technical training on the care of the elderly through three-month and six-month courses (free of charge). Trainers are drawn from different fields to explain various facets of ageing including psychology of the aged, nutrition

needs, related illness like dementia and Alzheimer's and legal remedies available. Project NICE also puts together a gender disaggregated database on the social and economic status of older persons.

The Supreme Court of India has ruled that delay by rape victims in filing complaints against the accused cannot be used as a defense to escape conviction. A division bench of the Supreme Court ruled in September 2004 that lower courts could not "disregard" the prosecution case because a First Information Report (FIR) had been filed late.

The Delhi High Court has upheld the principle of equal pay for equal work in a case filed by women workers at a government-run cooperative store. The case had been filed 20 years ago. Though the appellate authority, emphasising the different designations given to men and women staff, had earlier passed a judgement in favour of the management, justifying the higher pay scales for men staff, the order was quashed by the high court that claimed the appellate authority's approach was flawed. The judge also referred to the *Convention on the Elimination of All Forms of Discrimination Against Women* (CEDAW), to which India is a signatory and specifically mentioned *Article 11* that deals with the elimination of discrimination in the field of employment.

The Supreme Court of India through its activist role has infused dynamism into the constitutional and legal provisions and has issued directives to the State from time to time to further safeguard and strengthen the rights of women. Through a series of Public Interest Litigation (PIL), any person/ persons who in the event of violation of rights and is unable to approach the Court

(by reason of poverty, disability, social or economic advantage) can maintain an application for an appropriate direction, order or writ. This has further contributed to the cause of gender justice. Certain landmark judgements of the Supreme Court on matters such as the need for a Uniform Civil Code for all women irrespective of religion, the need for equal property rights for women, particularly in the case of inheritance, pronouncements on child prostitution, need for in-camera trial of rape victims etc. are evidence of an activist role of the Court.

Sexual harassment of women

The National Commission for Women prepared a Code of Conduct for the work place and circulated the same to all ministries, educational institutions, public and private sector undertakings and various NGOs for information and implementation. The University Grants Commission has formulated a code of conduct for students and staff of Universities. The Central Board of Secondary Education (CBSE) has taken action to ensure that all affiliated schools and educational institutions abide by these guidelines.¹ All Ministries have set up Complaints Committees to look into such matters.

Monitoring implementation of Supreme Court guidelines

In a case of sexual harassment of a woman at the workplace, the inquiry conducted by the Complaints Committee should be deemed as inquiry conducted in a departmental inquiry under the disciplinary proceedings, drawn up against the delinquent official. The Department of Personnel and Training has informed all Ministries/ Departments of Government of India that the findings of the Complaints Committee regarding sexual harassment of the complainant/victim will be binding

The Supreme Court of India through its activist role has infused dynamism into the constitutional and legal provisions and has issued directives to the State from time to time to further safeguard and strengthen the rights of women.

¹ <http://nhrc.nic.in/HRIssue.htm#>

on the Disciplinary Authority to initiate disciplinary proceedings against the government servant(s) concerned under the provisions of CCS (CCA) rules, 1965. The report of the Complaints Committee should be treated as the preliminary report against the accused government servant. The CCS (Conduct) Rules have been amended, by including a rule (Rule 3C) regarding prohibition of sexual harassment of working women.

Maternity benefits

Maternity Benefit Act, 1961 granted maternity leave with full pay for 135 days to women who have completed 80 days work and prohibits discharge or dismissal of a woman during the leave period. This Act extends to factories, mines and plantations and has also been extended to shops and

establishments where 10 or more persons are employed. Paternity leave for 15 days has been introduced in 1998 for central government employees.

Miscellaneous

In order to sensitise senior representatives of the hotel and tourism industry on various issues relating to sex tourism and trafficking, the National Human Rights Commission in collaboration with UNIFEM and the Women's Institute for Social Education, Mumbai has organised sensitisation programmes on prevention of sex tourism and trafficking.

DWCD supported a package of measures for rehabilitation of widows and children affected by riots, trauma-counselling centres and training centres for affected women.



Increase the participation and access of women to expression and decision-making in and through the media and new technologies of communication

Promote and balanced and non-stereotyped portrayal of women in the media

Strategic Objectives, J.1 - J.2
Platform for Action

Women and Media

Media plays a critical role in changing gender stereotypes, as well as, providing, information. The approach to media strategy in India has been, to use it as an instrument of change on the one hand and on the other, to control its possible misuse. Media is encouraged to develop a code of conduct, professional guidelines, other self-regulatory mechanisms to remove gender stereotypes, and promote balanced portrayals of women and men.

Information and Mass Media has remained a very critical component in the functioning of the Department of Women and Child Development. The Media Unit takes up sustained multimedia campaigns through electronic, print and folk media for creating awareness about issues pertaining to women and children. Mobilisation of public opinion on issues pertaining to the girl child, development of women, women's nutrition, equal status for women and social evils like child marriage, dowry,

Over the year, there has been an increase of women in managing media. Progress has been made in gender sensitisation of the media in depiction of sensitive issues.

gender discrimination, sexual abuse of the girl child and exploitation of women and children have been the focus of all media activities. The department's weekly sponsored programme, "Akash Hamara Hai" aims to generate awareness about social issues concerning women and children and it is broadcast regularly by 31 commercial broadcasting stations of Vividh Bharathi and 15 NER stations of All India Radio (AIR) throughout India. The broadcast takes place both in Hindi and regional languages.

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Policy initiatives by the Ministry of Information and Broadcasting include:

- Implementation of specific enactments and laws to ensure better projection of women on television and films.
- Promulgation of the Code for Commercial Advertising on All India Radio and Doordarshan.

- The Cable TV Network (Regulation) Act.
- Promulgation of a code of conduct by the Indian Newspaper Society.
- Review of all programmes before their telecast by Doordarshan to ensure that they are in accordance with the broadcast code that prohibits violence and vulgarity.
- About 50% representation of women is ensured in the Film Censor Board.

The Indian Information Technology Act has declared online pornography a punishable offence.

The Parliamentary Committee has issued a stricture against the depiction of domestic violence by the media.

The Directorate of Field Publicity spreads messages on removal of social evils like dowry, child marriage and rights of women. A workshop was organised in September 2003 to sensitise the field workers in the states of Punjab, Himachal Pradesh, Haryana and Chandigarh about female foeticide.

Publicity support for social initiatives

- The national network of Doordarshan provides 4.3% of the programming time to social education
- The Pulse Polio Programme of Ministry of Health & Family Welfare and Nutrition campaign of DWCD received wide coverage on Doordarshan.
- The Gyan Darshan Channel of University Grants Commission and the Indira Gandhi National Open University have run a series of programmes on issues like status of women, health and nutrition, education, social justice.
- Publicity Programmes of the Directorate of Advertising and Visual Publicity on subjects like health and family welfare, women and child development.

Radio

All India Radio remains the most effective channel of communication in rural areas. The Directorate of Audio Visual Policy under the Ministry for Information and Broadcasting has produced programmes for All India Radio on welfare schemes, women and child development, health and family welfare etc. The directorate of field publicity has contributed to campaigns in respect of child rights.

In 1995, Women's Feature Service assisted All India Radio (AIR) in reporting on the Fourth World Conference on women. In 2000 and 2001 programmes on adolescent reproductive health, women's reproductive health, and male responsibility for contraception, made for the Population

Council, were broadcast on AIR.¹ In January, 2003, the Central Government had announced that around 1,000 community radio stations would be set up all over the country.² AIR stations broadcast more than 9,000 programmes on family welfare every month from all stations and in all languages, dialects and formats. The importance of the girl-child, pulse polio immunisation, rights of children and the care of pregnant women and children are some of the issues that are given prominence. AIDS is another high priority issue dealt with. Each year *Akashwani* Annual Award is given to the best programme on family welfare.

Print media

According to the Indian Readership survey, the reach of the print media has been expanding, and stood at 24% in 1996 in rural areas and 58% in 1998 in urban areas. Press Council of India censured the Hindustan Times and the Times of India, two most popular national dailies in India, for publishing obscene photographs and expressed its strong displeasure at such unethical and illegal publications.³

Television

Prior to the 1990s, television was State-controlled in India. Currently, there are 40 channels on the air.⁴ The Pulse Polio immunisation programme of the Health Ministry and the Nutrition Campaigns organised by the Department of the Women and Child are examples of government initiatives, which involved the media significantly. Doordarshan is making conscious efforts at organising panel discussions, chat shows, etc, that discuss women's roles within and outside the household, impart legal literacy and other relevant information.

Gender sensitisation and training

In 1997, India hosted a conference organised by the Inter-Parliamentary Union on partnership between men and women and politics. A round table with the media on the images of women politicians in the media formed part of this conference. Some state governments have utilised video films on nutrition for the education of functionaries through satellite programmes and in training courses. These have also been used for training for SHGs under the Swa-Shakti scheme. An impressive effort in the use of communication technology for generating gender awareness has been the initiative of the Indira Gandhi National Open University in offering a certificate course on women's empowerment through the distance education mode including the teleconferencing modality.

Women journalists

The National Commission of Women in collaboration with the Press Institute of India had undertaken a project on the status of women journalists in the print media, to examine the problems confronting women journalists in the media, to gauge the extent of direct and indirect discrimination in the workplace, and identify the contemporary issues that need to be addressed. The report was released on July 2004.⁵ Major concerns that emerged from the study were job insecurity, because journalists were employed like daily wage labour, signing a muster at the end of the month to get a pittance of Rs 1500 to Rs 3000 as wages; contract system of employment; neglect of maternity and child care provisions and sexual harassment.

Doordarshan is making conscious efforts at organising panel discussions, chat shows etc that discuss women's roles within and outside the household, impart legal literacy and other relevant information.

¹ <http://www.meadev.nic.in/media/air.htm>.

² Deccan Herald, 22 August 2003

³ Towards Equality, The Unfinished Agenda-Status of Women in India-2001, NCW, Government of India.

⁴ <http://www.emediaplan.com/television/tv.asp>

⁵ Status of Women Journalists in India, National Commission of Women, 2004



Networks of women journalists that have emerged post-Beijing include Women's Feature Service, Media Advocacy Group, Madhyam Communications, and Abhivyakti. In New Delhi, the Center for Advocacy and Research (CFAR) monitors print, radio, and television; conducts surveys

on emerging trends, and works to create awareness by media about crucial issues. CFAR's main focus has been television, as the last ten years have seen a phenomenal growth in the medium.⁶

Women's Feature Service is the only global women's news feature syndicate. It has writers from 40 countries and clients all over the world. On April 2001, it launched its own website. As part of the NGO community, it collaborates with other organisations and is currently headquartered in New Delhi, staffed by an all women team.

A Media Watch Group has been set up that can recommend specific cases that the NCW could take up with the government and the Press Council of India. The long-term objective is to sensitise the media.⁷ Women journalists have formed associations in several places, including Bihar, Nagpur, Jaipur, Pune, Mumbai as well as Delhi, Kolkata, Chennai, and Bangalore.⁸

⁶ <http://www.meadev.nic.in/media/air.htm>.

⁷ Anuradha Mathur, 'Women and Media-Where Do We Stand?' Social Welfare /April 2004.

⁸ Status of Women Journalists in India, National Commission of Women, 2004.



Involve women actively in environmental decision-making at all levels

Integrate gender concerns and perspectives in policies and programmes for sustainable development

Strengthen or establish mechanisms at the national, regional and international levels to assess the impact of development and environmental policies on women

Strategic Objectives, K.1 - K.3
Platform for Action

Women and Environment

Women and environment has been a global concern since the 1990s, and sustainability the underlying yardstick to assess the translation of policy concerns to the grassroot level. Achieving sustainability at a local level requires a balancing of the imperatives of livelihood with those of ecological preservation. In rural India, over 96% of households use bio-fuels, 39% of fuel wood is collected from forests, 62% of households collect water from lakes, handpumps or wells, and 90% lack toilet facilities. Women have traditionally been responsible for subsistence and survival tasks which include collecting water, fuel wood and fodder. Time and energy spent on household maintenance has direct implications for other activities. Women's livelihood and health are both directly affected by the quality of rural environment and by the technology in use.

The nodal agency for activities relating to environment is the Ministry of Environment and Forests. Gender sensitive resource management is encouraged through several schemes. Reservations have been made for women to ensure their involvement.

Programme initiatives

Several programmes have been initiated over the decade of the 90s including programmes for the removal of waste, land development, fuel and fodder production, minor forest produce and aerial seeding. The major environmental problems sought to be addressed relate to air and water pollution, degradation of common property resources, threats to biodiversity, solid waste disposal and sanitation. The Tenth Five-Year Plan emphasises the sustainable use of resources. The emphasis placed by the plan on governance has encouraged administrative measures like reservations in all sectors. The plan lays a particular emphasis on water supply and increase in forest and tree cover.

The nodal agency for activities relating to environment is the Ministry of Environment and Forests. Gender sensitive resource management is encouraged through several schemes. Reservations have been made for women to ensure their involvement. The implementation strategy seeks to ensure that programme benefits reach women, and to institutionalise and deepen their participation in the decision making process at grass roots level.

Some important initiatives include:

- Women's participation has been built into the Joint Forest Management (JFM) Committees which are grassroot level institutions for conservation, protection and management of degraded forests. At least 50% of the members of the JFM general body are required to be women, and at least 33% of the membership in the JFM Executive Committee/ Management Committee is to be filled by women.
- In order to improve general cleanliness and also protect the dignity of women of poorer sections, construction of toilet complexes is being emphasised under

the National River Conservation plan. Construction of more than 3600 toilets in the states has been taken up.

- Gender issues relating to forestry are given special focus in the training of Indian Forest Service officers.
- Women's participation is encouraged in community resource management and watershed programmes.
- Rural women living below the poverty line are provided with financial assistance to raise nurseries in forest lands
- The Ministry of Non-Conventional Energy Sources is implementing several programmes to benefit women by reducing drudgery and providing better and convenient systems for cooking and lighting.
- Environmental education programmes supported by the Department of Education play an important role in creating awareness and seeking local specific solutions to environmental problems.
- New initiatives to improve urban environment, especially water and sanitation, emphasise partnerships between private, community and government agencies.

Community based initiatives

There has been a long history of community participation in resource management in India, and practices such as preserving sacred groves around temples have been ways of ensuring forest cover. The Jamatia Tribals of Killa village in south Tripura, collectively own forests called Asha Van or forests of hope and have rules that govern extraction of resources. Women take an active part in protecting the forests. Similarly the *Khasis* in Meghalaya and *Maities* of Manipur maintain and preserve forests as abodes of their ancestors and as forest gods. Many such practices and traditions have fallen into disuse with industrial development. However, it is increasingly recognised that

effective resource regeneration needs to be community-led. Community initiatives involving women in a central role have been supported by the government, NGOs, and several international organisations, including the World Bank, GTZ, in different parts of the country.¹

Water

Water in recent years has assumed an increasing importance. According to studies done by the Indian Market Research Bureau, households that collect drinking water from exposed sources like ponds, lakes, canals, etc visited dug wells about 12 times a day, public hand pumps and taps nine times, exposed sources like lakes six times. The distances travelled ranged from 100 to 1000 metres. Women, who are the primary collectors of water, spend approximately two and a half hours a day on average for this purpose. Diminishing availability on the one hand and the belief that better management of water is needed, have stimulated efforts at community based initiatives for the management of water supply, both drinking water and irrigation.

A decade-long water campaign was launched by the Self Employed Women's Association (SEWA) in 1995 in nine districts of Gujarat. Watershed Committees have been set up, with the majority of members being women. These have been successful in regenerating wasteland, community pasture land and private land, as well as planting trees and increasing grass cover for better water retention. Successful rainwater harvesting has been done in several villages in Rajasthan through

In Kasaragod district in Kerala, women's SHG's set up under the Kudumbashree Programme are actively involved in the implementation and management of drinking water supply schemes. In Maharashtra, Water Users Associations are reported as having been successful in gaining co-operation of the community for water management. Similar initiatives have been started in Tamil Nadu, Andhra Pradesh, Rajasthan, Madhya Pradesh and Orissa.² Pani Panchayats (Water Councils) have been formed in many states. At one meeting of a Pani Panchayat in Rajasthan, women recounted how control over water management has helped them improve their lives.

the efforts of a local NGO, *Tarun Bharat Sangh*.³

Forests

The Uttaranchal *Van Panchayat* rules were revised in 2001, and women are represented on these committees. Many women's groups (*Mahila Mangal Dals*) have been organised in Uttaranchal apart from *Van Panchayats*, to protect and use civil forests outside the *Van Panchayat* based on consensus decision-making.⁴

The Ministry of Environment and Forests constituted a task force in June 2003. The task force comprised of ten members from various fields. Both the Minister for the Environment and the Minister for Health are represented on this, and it aims to bring together health and environmental experts and address the health impacts of environmental change. The task force has decided that it will address women and children as a priority, and seek to ensure

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¹ R. K. Khanna and Meenakshi Walia, 'Role Of Women In Water Sector,' Environmental Impact Assessment Directorate, Central Water Commission, New Delhi.

² New Goals and New Initiatives, Press Information Bureau, Government of India, available at: www.pib.nic.in/archive/ppioct-2001.

³ Community Based Natural Resource Management In The Villages of Alwar District Of Rajasthan, UNDP News, November 13, July 2003.

⁴ Neema Pathak and Seema Bhatt, 'Forest Management, the Hindu, *Survey of Environment*, 2003.



that they are educated on environmental health risks, such as those resulting from the kitchen smoke to which women are always exposed.

Given the Tenth Plan objective of achieving 25 per cent tree/forest cover as one of the monitorable targets for the Plan, an ambitious afforestation programme has been launched through the National Afforestation and Eco-development Board. All existing afforestation schemes have

been converged under this programme and are being implemented through decentralised forest development agencies (FDA) set up at the forest division level. The FDAs are a confederation of the Joint Forest Management Committee (JFMC) at the village level, and thus provide an organic link between the forest department and communities.

A National Bio-diversity Strategy and Action Plan and the National Plan for Bio-diversity point to organic farming as the way towards ecological and livelihood security of millions of small farmers in the country.⁵ Zaheerabad, in Medak district of Andhra Pradesh, has an organic network called Zaheerabad Consumer Action Group that buys specially from small organic farmers. In the same place, dalit women from 50 villages have organised themselves as alternative PDS groups ensuring local production, local storage and local distribution. These women *sanghams*, by growing food organically and distributing them locally, have ensured food nutrition, livelihood and ecological security for their communities.

⁵ <http://envfor.nic.in>



Eliminate all forms of discrimination against the girl-child

Eliminate negative cultural attitudes and practices against girls

Promote and protect the rights of the girl-child and increase awareness of her needs and potential

Eliminate discrimination against girls in education, skills development and training

Eliminate discrimination against girls in health and nutrition

Eliminate the economic exploitation of child labour and protect young girls at work

Eliminate violence against the girl-child

Promote the girl-child's awareness of and participation in social, economic and political life

Strengthen the role of the family in improving the status of the girl-child

Strategic Objectives, L.1 - L.9
Platform for Action

The Girl Child

The care and focus given to a child as a girl and as an adolescent with focus on her health and nutrition, education and economic potential determines her empowerment as a woman. A healthy, literate and empowered adolescent girl will be able to contribute positively to the society.

The Constitution of India has laid special emphasis on the well-being and protection of the children. It not only grants equality and prohibits any kind of discrimination but also protects children against exploitation and abuse. It also empowers the State to adopt measures of positive discrimination in favour of children.

India ratified the UN Convention on the Rights of the Child in 1992 and formulated the National Plan of Action for Children in the same year. The period 1991–2000 was also observed as



The girl child in the age group 0–18 years comprise nearly one fourth of the country's total population and 45% of the country's female population.

the SAARC Decade of the Girl Child. The commitments at the international and national levels have translated into a specific focus on the development of the girl child and adolescent girls, especially on their survival, health, education and protection. The Tenth Five-Year Plan (2002–07), views the development of children not merely as the most desirable investment for the country's future, but also aims to ensure that every child can achieve his/her full potential.

The girl child in the age group 0–18 years comprise nearly one fourth of the country's total population and 45% of the country's female population.

Declining sex ratio

The sex ratio in India has been unfavourable to girls. The overall sex ratio was 927 in 1991 which improved to 933 in 2001. But for the 0–6 age group, it has fallen from 945 in 1991 to 927 in 2001. Life expectancy at birth has improved, both for males and females at all levels (63 for females and 61.3 for males in 2001). IMR has come down to 63 in 2002 (65 for females & 62 for males) & child mortality rate of 71.1 (2001) (71.6 – 70.5) However, at each age group, there are comparatively less number of girls than boys.

Legal action to stop female foeticide dates back to the Pre-Natal Diagnostic Technique (Regulation and Prevention of Misuse Act, 1994) which had been enacted in an attempt to reduce the imbalance in sex ratio. Keeping in view the emerging technologies, it has been further amended. The Pre-conception and Pre-natal Diagnostic Techniques (Prohibition of Sex Selection) Act (2003) has broadened the existing ban on sex determination to prompt the use of preconception and pre-implementation gene diagnosis and other technologies for sex selection. Use of ultrasound machines has been brought within the purview of this Act. Other new provisions include maintenance of written records of procedures carried out (not previously required) by doctors, and the vesting in state, district and sub district level authorities of powers equivalent to civil courts to ensure compliance with the law and to follow up reports on violation and misconduct.

Other relevant legislative enactments include amendment to the Medical Termination of Pregnancy Act 1971, (amended in 2002) which includes specific punishments for conduct of illegal abortions by unqualified persons and at places not approved by the concerned

Campaign for the girl child's right to life

The Central Social Welfare Board and State Boards launched a year-long awareness drive on Human Rights Day, Dec 10, 2003 against female foeticide and celebrated this day as Manvi Sanrakshan Diwas (Protection of Women Day). The objective of the drive was to make people aware of the seriousness of the problem and to generate consciousness against sex selection through workshops, seminars, rallies, print and audiovisual campaigns. Key target groups identified were women's groups, SHGs, youth groups, medical practitioners, resident welfare associations in urban areas, and panchayats in rural areas.

authority. Moreover, the authority has been decentralised to District Health Officers.

Mass communication media are widely being used for disseminating messages condemning female foeticide. Government of India launched the 'Save the Girl Child Campaign' with a view to lessen son preference by highlighting achievements of young girls. Ms. Aruna Kesavan has been appointed as 'Brand Ambassador' for the campaign for the year 2005. Ms. Sanya Mirza was the Ambassador for the year 2004.

Responding to the declining sex ratio as a social problem, the *Akal Takth* - the highest seat of spiritual and temporal authority amongst Sikhs—issued a *hukumnama* (diktat) on April 6, 2001, prohibiting pre-natal sex determination to stop the practice of female foeticide.

The state of Goa has introduced a landmark legislation for the protection of children, particularly to ensure elimination of all forms of discrimination against the girl child and to prevent pre-natal sex selection and female foeticide and female infanticide and foeticide. The Goa Children Act (2003) seeks to protect the rights of the child, and gives special attention to the needs of the girl child and the elimination of all gender biases. It bans child prostitution and all forms of trafficking of girl child and sexual abuse.¹

Strict enforcement of the act and monitoring by non-governmental organisations has resulted in the cancellation of the licenses of several local doctors and registrations of some ultrasound clinics.²

¹ <http://goagovt.nic.in/documents/goachildact2003.pdf>

² Press Release, 29 January, 2003; Press Information Bureau, GOI. Available at www.pib.nic/archive/ireleng/1yr2003/rjan2003/29012003/r290120035.htm

Table 12.1

Child Sex Ratio over the decade 1991–2001

Rank 2001	States	Child Sex Ratio		Difference
		2001	1991	2001–1991
1	Punjab	793	875	-82
2	Haryana	820	879	-59
3	Gujarat	879	928	-49
4	Himachal Pradesh	897	951	-54
5	Rajasthan	909	916	-7
6	Uttar Pradesh	915	928	-13
7	Maharashtra	917	946	-29
	INDIA	927	945	-18
8	Goa	933	964	-31
9	Madhya Pradesh	933	952	-19
10	Bihar	938	959	-21
11	Tamil Nadu	939	948	-9
12	Karnataka	949	960	-11
13	Orissa	950	967	-17
14	Manipur	961	974	-13
15	Arunachal Pradesh	961	982	-21
16	Kerala	963	958	5
17	West Bengal	963	967	-4
18	Andhra Pradesh	964	975	-11
19	Assam	964	975	-11
20	Mizoram	971	969	2
21	Tripura	975	967	8
22	Nagaland	975	993	-18
23	Meghalaya	975	986	-11
24	Sikkim	986	965	21

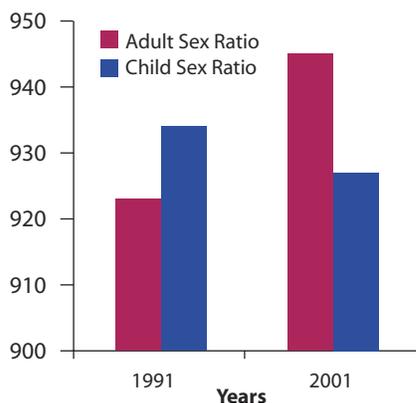
Source: Calculated from Census of India, 2001, Rustagi 2003.

The *Janani Suraksha* Scheme (revamped National Maternity Benefit Scheme) is a package of services geared at reducing maternal mortality, neo-natal mortality, female foeticide and gender disparity. It also aims at improving registration of births and deaths amongst most disadvantaged strata of population, by increasing access to institutional delivery.

Innovative approaches to encouraging and ensuring equality in access to education for girls include residential bridge courses which provide accelerated learning opportunities to enable out of school children to make a lateral entry at higher classes.

Fig. 12.1

Sex ratio over the decade – India



Under the scheme, pregnant women will get Rs. 500/- after delivery of a male child and Rs. 1000/- after delivery of a female child.

A National Commitment Campaign was launched on the occasion of World Population Day on 11th July 2003 focussing on two key elements – Safe Motherhood and Adolescence. It included a signature campaign by students, politicians, sports persons and film stars in favour of the slogan, ‘*Beti ho ya beta, rakhein parivar chota,*’ whether *boy or girl, keep family small*’.

In addition to legal action and awareness campaigns, *Balika Samriddhi Yojana* was launched in 1997 to help in raising the overall status of the girl child and bring about a positive change in family and community attitudes. A cash grant of Rs. 500 is made to the mother of a girl (up to 2 per mother) and a further amount is invested in a financial instrument for education of the girl child and to make her economically independent. This will be paid to the girl when she attains the age of 18 years and remains unmarried till then.

The benefits and means of delivery were redesigned in 1999–2000. In addition, the girl

child is entitled to receive a scholarship for each class of study successfully completed by her. The continuance of the scheme has been approved, and the Department proposes to make the scheme more attractive and easy to operate by decreasing the number of transactions and increasing the initial deposit.

Health and malnutrition

Key concerns include the stagnation of the infant mortality rate at a high level; new born deaths accounting for 62% of all infant deaths; 30% of Indian babies being born underweight; 46% of all children under 3 years being stunted; 75% of young children being anaemic. A large number of adolescents are undernourished, the incidence being more among girls (45%) than boys (20%).

Adolescent girls are highly susceptible to anaemia which is responsible for miscarriage, stillbirths, premature births, low birth weight babies and maternal mortality during child birth. Girls need 10% more iron than boys for biological reasons. Studies undertaken to develop National Strategy for Reducing Childhood Malnutrition under the Regional Technical Assistance programme of Asian Development Bank identified female illiteracy, age at marriage of girls and age at the first child birth as the critical determinants of malnutrition and low birth weight in newborns which directly and indirectly influence infant and maternal mortality rates.

UNICEF is supporting the Government in its objectives to reduce and prevent malnutrition, and to improve the development of children under three years old, especially those in marginalised groups. The Government’s Integrated Child Development Services (ICDS) programme, the world’s largest early childcare and development programme, reaches 34 million children aged 0–6 years and 7 million pregnant and nursing mothers.

The Cabinet has approved for ratification and signing the Optional Protocol on the sale of children, child prostitution and child pornography.

Iron and folic acid supplementation of adolescent girls is being undertaken in the World Bank Assisted ICDS projects and also under the Reproductive and Child Health Programme of Department of Family Welfare on a pilot scale. Micro-nutrient supplements are provided to adolescent girls through ICDS in 4 States in collaboration with the Micro-nutrient Initiative.

However, the focus of the programme is on the pre-school years 3–6, and there is need to bring children aged 0–3 under the ICDS umbrella in a better way.

Interventions include training of *Anganwadi* (childcare) workers, improved communication strategies, improved monitoring and reporting systems, provision of essential supplies, and development of community-based early childcare interventions. The *Pradhan Mantri Gramodaya Yojana*, started in 2000–01, has nutrition as one of its components which caters to children in the age group of 6–36 months so as to prevent the onset of under-nutrition in that age group.³

As part of the ICDS programme, the *Kishori Shakti Yojana*, an intervention for adolescent girls (11–18 years) was launched in 2000–01. The scheme is currently being implemented in 2000 blocks across the country. This intervention seeks to address the needs of adolescents for self development, nutrition and health status, literacy and numerical skills, vocational skills etc.

³ http://www.unicef.org/india/nutrition_281.htm

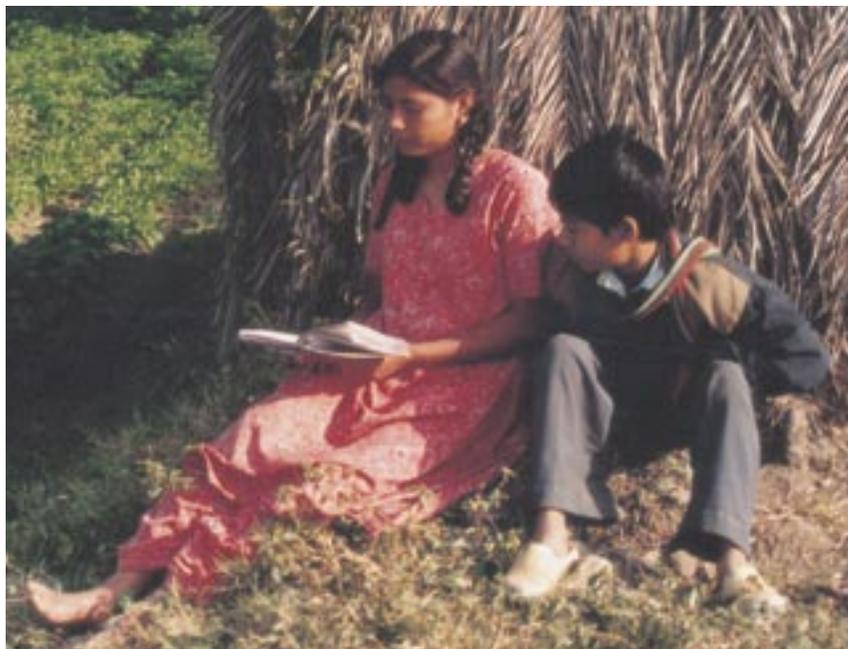
The Planning Commission launched a pilot project, a nutrition programme for adolescent girls, in 2002–03. Designed to provide free foodgrains to undernourished adolescent girls and pregnant and lactating women, this pilot has been launched in 51 identified nutritionally backward districts throughout the country.

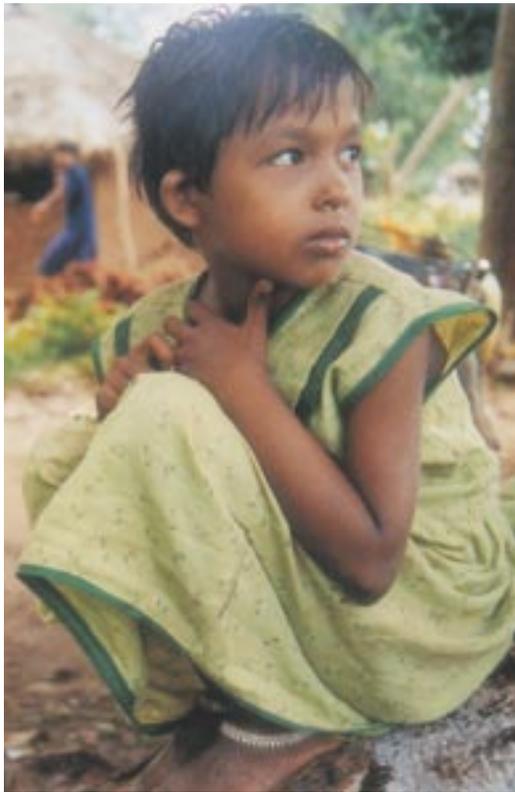
Immunisation of the girl child is given special attention under the RCH programme of the Ministry of Health and Family Welfare.

Education and schooling

Under the DPEP and the *Sarva Shiksha Abhiyan* specific strategies have been designed to enhance girls access, enrolment and schooling. The recently launched National Plan for Education at the Elementary Level (NPEGL), an integral part of the SSA, provides a dynamic framework for accelerating progress in girls education to meet the EFA goals. UNICEF India has prioritised girl education in its current country programme (2003–07).

Innovative approaches to encouraging and ensuring equality in access to education for girls include residential bridge courses





Sexual abuse and trafficking

Young girls are especially vulnerable to sexual abuse and trafficking. The Supreme Court of India has issued fresh guidelines for the trial of child abuse cases, aimed at protecting victims from being harassed during trial. Expressing concern over increasing incidence of crimes against children, the court suggested the enactment of stricter legislation to punish child-sex offenders. In-camera trials, previously permitted only in rape cases, are now available in cases of child abuse and violence.

The revamped Juvenile Justice Act, 2000 assures that the child in need of care and protection as per the Act is defined to cover those found vulnerable and likely to be inducted into drug abuse or trafficking. Section 23 provides for punishment to a person having actual charge of or control over a child and who assaults, abandons or willfully neglects the child or causes or procures him to be assaulted, abandoned, exposed or neglected in a manner likely to cause unnecessary mental or physical suffering. In addition Section 24 provides for punishment for employment or use of a child for begging. Section 25 provides for penalty for giving intoxicating liquor or narcotic drug or psychotropic substance to a child.

which provide accelerated learning opportunities to enable out of school children to make a lateral entry at higher classes. One of the pioneers of this is the MV Foundation in Andhra Pradesh, which has worked closely with the state government, and demonstrated the effectiveness of its approach in mainstreaming child labour into regular schools.

The Second National Commission on Labour (SNCL) 2002 has recommended a new legislation that would both abolish all forms of child labour and ensure universal, free and compulsory primary education.

The Cabinet has approved for ratification and signing the Optional Protocol on the sale of children, child prostitution and child pornography.



Challenges

The preceding chapters provided the context and highlighted the achievements under several critical areas of concern. This chapter presents the challenges that have to be met in attempting to reach gender equality and to empower women in the social, political and economic spheres. It also contains a brief description of some new areas that require attention to achieve, in spirit and substance, the concerns and agenda of the Beijing Platform for Action.

Women and poverty

- An estimated 260–300 million people remain below the poverty line, more than half of them being women and girls. The implementation and monitoring of gender equality and rights based policies and programmes with a view to reducing the feminisation of poverty, needs to be a priority.

- Eradicating poverty requires improvement on many fronts – not just improving access to income generating opportunities. The challenge is to combat hunger and malnutrition, provide avenues for employment, ensure adequate wages for work, reduce drudgery and provide sustained access to drinking water and sanitation.
- The impact of macro economic policy on the incidence of poverty needs to be carefully assessed.
- Of the total estimated HIV/AIDS cases in the country, 25 per cent are reported to be women. Efforts to address the gender dimensions of HIV/AIDS using a multi-sectoral approach and building capacity of individuals, institutions and networks need to be intensified
- Mental health continues to be a neglected area, and health care delivery system remains ill equipped to tackle these problems, specifically in the rural areas. Another area that has received insufficient attention is occupational health. Increased attention needs to be paid to these areas.

Education and training of women

- To enable girls and women to achieve not just equal access to schools but also throughout schooling, sustained effort is needed to address stereotypical socialisation patterns.
- Increased investment in interventions like bridge courses and residential camps for girls should be supported to allow girls to enter, or to re-enter, regular schools.
- The quality and relevance of the school system needs strengthening, especially in light of the growing gap between the government and the private educational systems.
- Increased opportunities for adolescent girls for further study or vocational training need to be created.

Women and health

- Serious gender gaps remain in health outcomes such as mortality and morbidity rates. High fertility rates and low mean age at marriage has a debilitating impact on health of girls and women. Diseases like anaemia, stemming from nutritional deficiency persist.
- Health outcomes depend on many factors, including sanitation, clean drinking water, food security, etc. Convergent action is, therefore, urgently needed.

Violence against women

- Support services for victims of gender-based violence need to be strengthened.
- Though laws and legislations are in place there is a need to strengthen enforcement and create better awareness to address issues of gender-based violence.

Women and economy

- Increased efforts are needed to ensure sensitivity of the macro policy framework to micro impacts, calling both for employment generation and also for putting in place systems for re-training and enabling mobility of workers, within a sector as well as between sectors. Processes that will engender global trade agreements and treaties need to be supported, as they can greatly influence the impact of globalisation and trade liberalisation on women.
- Special attention needs to be given to women in agriculture. Continued support needs to be given to efforts to promote policies and institutions that provide women, especially rural women, employment, ownership and access to economic resources, and social security.
- The fact that the majority of women are in informal employment, and likely to



remain so, has to be considered while formulating policies.

Women in power and decision making

- India has primarily relied upon the method of reservation to ensure women's presence in decision-making bodies. This has increased *de jure*, but not necessarily *de facto*, participation. There is need to encourage women's participation in other kinds of groups and associations which contribute to an atmosphere of leadership by women, as well as supporting training and networking for elected women.
- The factors that limit women's effective participation, apart from their own inexperience need to be identified and addressed.
- *Mahila Sabhas* (or equivalent women's groups) should be encouraged to articulate and facilitate the raising of women's concerns and priorities in meetings of Gram Sabhas and Ward Sabhas.

- The provision of Women's Component Plan may be provided in the budgets of local self-governance institutions like PRIs and urban local bodies and more subjects be transferred to them.

Institutional mechanisms for the advancement of women

- There is a need to strengthen the capacity of line ministries/ departments/ committees and shift their focus from project implementation towards formulation of gender sensitive policy, advocacy and monitoring with emphasis on the more disadvantaged women
- Gender mainstreaming and gender budgeting have been introduced with great success at the national level in various ministries and departments. With the devolution of power to the Panchayati Raj institutions, the need for gender budgeting at the grassroots level needs to be recognised.
- The Government has taken up important steps to engender data collection. There is a need to strengthen and institutionalise systems of gender

statistics and to use this data in planning and advocacy for gender justice.

Human rights of women

- With women entering the workforce in increasing numbers, there is a need to put in place mechanisms for effectively combating the incidence of sexual harassment at the workplace.

Women and media

- Create mechanisms to increase women's access to media and communication technology, and support the training of media personnel to eliminate gender bias in reporting.
- Support processes to engender ICT in all initiatives of PFA and CEDAW implementation.
- Engender the depiction of women in media. Gender to be included in curricula of art, drama and journalism schools.
- Regulatory mechanisms for the media to be put in place and implemented

Women and environment

- The urban environment and its gender-differentiated impact on well-being is a neglected area in planning and programmes. The urban dimension has to be strengthened.

- The close link between development policies and environmental impact needs to be factored into macro policy decision making, and an ecological perspective ensured in planning for development in environmentally sensitive areas.
- More resources need to be directed into women-sensitive environmental programmes.

The girl child

- Measures that will help in changing social norms and perceptions that affect the well being of the girl child need to be strengthened.
- In the area of education, early childhood care and education needs to be integrated with the schooling system, so that the needs of children between 3–6 years are addressed.
- The well being of young girls is closely dependent on the availability of childcare so that older daughters can be released from the burdens of sibling care. Measures to ensure fuel, drinking water and sanitation will likewise impact on both time available to young girls for study and recreation, and their general well being.



Emerging Areas of Concern

Globalisation and livelihood

With the onset of trade liberalisation, women in India today are linked to the global economy to a very significant extent, as producers, entrepreneurs, service providers, consumers and citizens. There is a need to identify capacity constraints and entry barriers that prevent women from securing gains from trade. Government is seized of the fact that trade related awareness and capacity building of the women stakeholders need to be prioritised. This will include training women on specific market and trade information, that will improve their responsiveness vis-à-vis their sectors and help them to pursue their livelihood options in an increasingly globalised environment.

The industry also needs to be sensitised—certain gender sensitive industries may seek to secure wider market access by means of gender labelling. Liberalised access of ‘gender sensitive products’ (GSP) to developed country markets can lead

Changing pattern of lifestyle illness

India has made rapid strides in the health sector since Independence. With increased coverage and better access to health facilities, life expectancies in India have risen over the past decades. As per the Census 2001, the life expectancy for women was 65.3. As the life span increases, the incidence of chronic diseases is set to overtake infectious diseases. As many studies have pointed out, there are signs that India is entering the epidemiological transition with a change in disease patterns from infectious to chronic, degenerative and non-communicable diseases. This is attributed to improved nutrition, immunisation, and improved access to primary health care. In urban areas, more women are succumbing to newer lifestyle-related illnesses like diabetes, hypertension, cardiovascular and cancer.

The stimulation of growth in rural areas, both on farm and off farm, and investment of more resources in agriculture will help to check migration of the 'push' variety and will particularly benefit women.

to growth in exports and consequently increase women's employment. Moreover, there is a need to look into incentives and schemes for promotion of FDI, growth of GSP industries and liberalisation of import tariffs on products that are of consumptive importance to women. Policy responses need to be framed to overcome the restrictions and challenges that both women in services sector and women service providers face, while at the same time enabling them to explore trade gains that may accrue in hitherto unexplored sectors.

Special features of the elderly in India

- 80% of the elderly are in the rural areas
- Feminisation of the elderly population (51% by 2016)
- Increase in the number of the older old (persons above 80 years)
- 30 % of the elderly are below the poverty line

The adjustment costs of trade reform represent the adverse and visible aspects of globalisation, especially on women. Domestic policy responses have to be firmed up, drawing up from the success stories and best practices. The functioning of the credit markets also needs to be improved to ensure that the displaced workforce gets financial support to endure periods of low or zero income.

Women and ageing

Demographic ageing is a global phenomenon. With a comparatively young population, India is still poised to become home to the second largest number of older persons in the world.

The asymmetry in the population pyramid with males outnumbering females as a whole and females outnumbering males at the upper end of the age spectrum is a peculiar feature of the Indian population. There is lack of desegregated data to assess the number of services availed of by aged women and their impact. The Government has committed itself to providing social security for the aged woman. The discrimination and subordination that the old women suffer, the glaring difference in education and literacy, income differentials between men and women, higher morbidity of older women as compared with men and differential access of older persons to health care are being looked into by Government for state intervention.

Migration and urbanisation

The movement and mobility of people generally has increased in the last decade. While the rights of people to free movement need to be respected, issues of health, sanitation and water supply have emerged as critical constraints in expansion of urban areas and in particular in providing reasonable living conditions to all residents. The stimulation of growth

in rural areas, both on farm and off farm, and investment of more resources in agriculture will help to check migration of the 'push' variety and will particularly benefit women. An estimated 30–40 per cent of the population of most Indian cities live in slums, with women being the worst sufferers of the conditions of slums. Very little attention has been given to the health and environmental impact upon women in urban areas, and this needs to be remedied.

A related issue is the fact that women in urban areas are often confined to the house and participate in the economy as home based workers. To improve their conditions, more visibility is needed on the nature of the work and production system and the implications these might have for appropriate interventions.

Gender database and indicators

The Government's emphasis is on bringing gender concerns centre-stage in all aspects of public expenditure and policy through the instrument of gender budgeting. This implies the need to continue efforts to build up the available databases and also to supplement it with qualitative analysis.

Recent statistical work that has contributed in a very critical way to deepening our understanding of gender relations include the findings concerning the declining sex



ratio and the need to focus attention on how to counter the regressive tendencies that this data indicates. Similarly in relation to work, the information now available on the numbers and proportion of women in home based work helps to draw attention to this category of workers and the manner in which the production system has developed in India. At the same time, numbers alone can be misleading, and this is particularly true in the case of representation of women in Panchayats, where numbers would overstate the actual autonomy and influence that these women are able to exercise.

the \mathbb{R}^n -valued function \mathbf{f} is a solution of the system (1) if and only if \mathbf{f} is a solution of the system (2).

Let us assume that \mathbf{f} is a solution of the system (2). Then, for any $t \in \mathbb{R}$, we have

$$\mathbf{f}(t) = \mathbf{f}(0) + \int_0^t \mathbf{f}'(s) ds = \mathbf{f}(0) + \int_0^t \mathbf{A}(s) \mathbf{f}(s) ds.$$

Since \mathbf{f} is a solution of the system (2), we have $\mathbf{f}(0) = \mathbf{0}$. Therefore, we have

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