



Five Year Strategic Plan (2011-2016)



Towards a New Dawn

**Ministry of Women and Child Development
Government of India**

TABLE OF CONTENTS

| | |
|---|----|
| • Abbreviations..... | 05 |
| • Executive Summary..... | 08 |
| • Introduction..... | 17 |
| • Methodology and Timeframe..... | 20 |
| • Section 1: Ministry’s Aspiration: Vision, Mission, Objectives and Functions...26 | |
| • Section 2: Assessment of the Situation..... | 34 |
| ○ 2A: External Factors that Impact Us..... | 34 |
| ○ 2B: Stakeholder Analysis..... | 35 |
| ○ 2C: Strengths and Weaknesses of the Ministry..... | 39 |
| ○ 2D: Learning Agenda..... | 53 |
| • Section 3: Outline of Strategy..... | 54 |
| ○ 3A: Potential Strategies..... | 54 |
| a. National Policy for Children..... | 54 |
| b. National Plan of Action for Children..... | 57 |
| c. Child Development..... | 58 |

| | | |
|----|--|-----|
| d. | Early Childhood Care and Education (ECCE)..... | 71 |
| e. | Child Protection..... | 74 |
| f. | Child Participation..... | 83 |
| g. | Child Budgeting..... | 85 |
| h. | Crèche Scheme..... | 88 |
| i. | Priorities for Women..... | 92 |
| j. | Gender Budgeting..... | 107 |
| k. | Trafficking..... | 108 |
| l. | Nutrition Policy, Advocacy, Coordination and Strategy..... | 111 |
| m. | Media and Communication..... | 131 |
| n. | Advocacy..... | 132 |
| o. | Autonomous Organizations..... | 133 |
| o | 3B: Stakeholder Engagement Plan..... | 144 |
| o | 3C: Building Knowledge and Capabilities..... | 145 |
| a. | Research and Data Collection..... | 145 |
| b. | Training and Capacity Building..... | 151 |

- **3D:** Assigning Weights to Priorities.....153
- **Section 4:** Implementation Plan.....155
- **Section 5:** Linkage between Strategic Plan and RFD.....213
- **Section 6:** Cross Departmental and Cross Functional Issues.....213
 - **6A:** Linkage with Potential Challenges Likely to be Addressed in the 12th Plan.....213
 - **6B:** Identification and Management of Cross Departmental Issues Including Resource Allocation and Capacity Building Issues.....216
 - **6C:** Cross Functional Linkages within Departments/Offices.....221
 - **6D:** Organizational Review and Role of Agencies and Wider Public Service.....221
- **Section 7:** Monitoring and Reviewing Arrangements.....223

ABBREVIATIONS

| | |
|-------|--|
| ANM | Auxiliary Nurse Midwife |
| ASHA | Accredited Social Health Activist |
| AWCs | Anganwadi Centres |
| AWW | Anganwadi Worker |
| AWH | Anganwadi Helper |
| BDO | Block Development Officer |
| CARA | Central Adoption Resource Agency |
| CBGA | Centre for Budget and Governance Accountability |
| CBO | Community Based Organisation |
| CD | Child Development |
| CEDAW | Convention on the Elimination of all forms of Discrimination Against Women |
| CMBS | Conditional Maternity Benefit Scheme |
| CMO | Chief Medical Officer |
| CPCR | Commissions for Protection of Child Rights |
| CPI | Consumer Price Index |
| CSR | Centre for Social Research |
| CSO | Civil Society Organisations |
| CSWB | Central Social Welfare Board |
| CWCs | Child Welfare Committees |
| CW | Child Welfare |
| DCPO | District Child Protection Officer |
| DCPS | District Child Protection Society |
| DHO | District Health Officer |
| DLHS | District Level Household Survey |
| ECCE | Early Childhood Care and Education |
| EFA | Education For All |
| FCI | Food Corporation of India |
| FNB | Food and Nutrition Board |
| FYSP | Five Year Strategic Plan |

| | |
|--------|---|
| HNI | High Networth Individuals |
| ICMR | Indian Council of Medical Research |
| ICT | Information and Communication Technology |
| ICCW | Indian Council for Child Welfare |
| ICDS | Integrated Child Development Scheme |
| ICPS | Integrated Child Protection Scheme |
| IGMSY | Indira Gandhi Matritva Sahyog Yojana |
| IMNCI | Integrated Management of Neonatal and Childhood Illness |
| IMR | Infant Mortality Rate |
| INGO | International Non Government Organisation |
| IPC | Indian Penal Code |
| IYCF | Infant and Young Child Feeding |
| JSY | Janani Suraksha Yojana |
| JJB | Juvenile Justice Board |
| MDGs | Millennium Development Goals |
| MDM | Mid Day Meal |
| MHFW | Ministry of Health and Family Welfare |
| MIS | Management Information System |
| MLTCs | Middle Level Training Centres |
| MMR | Maternal Mortality Rate |
| MTA | Mid Term Appraisal |
| MWCD | Ministry of Women and Child Development |
| NCAER | National Council for Applied Economic Research |
| NCPCR | National Commission for the Protection of Child Rights |
| NCW | National Commission for Women |
| NFHS | National Family Health Survey |
| NGO | Non Government Organisation |
| NIN | National Institute of Nutrition |
| NIPCCD | National Institute for Public Cooperation and Child Development |
| NNMB | National Nutrition Monitoring Board |
| NNP | National Nutrition Policy |
| NPAC | National Plan of Action for Children |
| NPAN | National Plan of Action on Nutrition |

| | |
|--------|---|
| NPC | National Policy for Children |
| NRDWP | National Rural Drinking Water Programme |
| NRHM | National Rural Health Mission |
| PCPNDT | Pre-Conception and Pre-Natal Diagnostic Techniques |
| PHC | Primary Health Centres |
| PI | Plan India |
| PIP | Programme Implementation Plan |
| PMES | Performance Monitoring and Evaluation System |
| PRIs | Panchayati Raj Institutions |
| RCH | Reproductive and Child Health |
| RFD | Results Framework Document |
| RGI | Registrar General of India |
| RGSEAG | Rajiv Gandhi Scheme for Empowerment of Adolescent Girls |
| RMK | Rashtriya Mahila Kosh |
| RTE | Right to Education Act |
| SCPCR | State Commission for Protection of Child Rights |
| SHC | Sub Health Centre |
| SNP | Supplementary Nutrition Programme |
| SRS | Sample Registration System |
| SSA | Sarva Shiksha Abhiyan |
| SWOT | Strengths Weaknesses Opportunities and Threats |
| TFR | Total Fertility Rate |
| TSC | Total Sanitation Campaign |
| UNCRC | United Nations Convention on the Rights of the Child |
| UNICEF | United Nations Children's Fund |
| UT | Union Territory |
| WHO | World Health Organisation |

EXECUTIVE SUMMARY

1.0 The Ministry of Women and Child Development has nodal responsibility to advance the rights and concerns of women and children and promote their survival, protection, development and participation in a holistic manner. The Ministry was constituted with the prime intention of addressing gaps in State action for women and children and for promoting inter-Ministerial and inter-sectoral convergence to create gender equitable and child-centred policies, programmes, schemes and legislation.

1.1 In accordance with the requirements of the Performance Monitoring and Evaluation System (PMES) of the Government of India, the Ministry is responsible for the development of a Ministry-specific Results Framework Document (RFD), which sets out the overall vision for the Ministry. Amongst the activities flowing from the RFD for 2010-11 is the development of an implementable Five-Year Strategic Plan (FYSP) for the period between 2011 and 2016 - a process which will contribute to the development of India's Twelfth Five-year Plan and coincide with the culmination of the Millennium Development Goals (MDGs) target of 2015.

2.0 The preparation of the FYSP has been an exercise in refining the Ministry's vision, mission, objectives and functions for the women and children of India; organising and augmenting the internal capacities of the Ministry – by identifying knowledge gaps and creating a learning agenda; forging strategic partnerships with external stakeholders through periodic consultations; articulating priorities and formulating implementation strategies to achieve short term targets and long term goals; and creating more effective monitoring and evaluation mechanisms.

3.0 The Ministry's vision encapsulates its aspiration for the holistic development of women and children belonging to all ages, castes, religions, language groups, communities, socio-economic status and geographical locations. The Ministry aspires to promote the nurture, care and protection of all children; provide them with a safe and secure environment within which they can creatively develop their potential, enjoy their childhood and adolescence and fearlessly voice their concerns. Ensuring the right of children to life and

survival (particularly focusing on the girl child); enhancing their physical, psychological and cognitive development as well as emotional and social well being; and access to nutrition, education, health care, shelter and justice are core concerns of the Ministry.

3.1 The Ministry aspires to provide women with a safe and protective environment, focussing on the elimination of all forms of discrimination and violence against women such as female foeticide, rape, dowry, sexual harassment, physical & psychological abuse and domestic violence. The Ministry would like to strengthen the legislative backing available to women and facilitate the speedy delivery of justice to them. Through more inclusive programming and convergent action, MWCD would like to enhance women's socio-economic status and increase their rights based awareness and decision-making potential. The Ministry will also continue to advocate and work towards ensuring gender parity in literacy rates and educational attainment; reducing the gender gap in workforce participation; increasing the participation of women in local governance; significantly stepping up the coverage of beneficiaries among women and girls; promoting women's right to inheritance and direct ownership of property and land; and facilitating equal access to and control over assets and resources. In doing so, the Ministry also aims to address societal power dynamics and vested interests as well as bring about transformation in patriarchal and feudal mindsets.

3.2 MWCD aspires to deliver the highest quality of services to both women and children; set rigorous norms and standards for programme delivery; promote full budget utilization of approved schemes on women and children and increase the budget allocation for women within the Ministry's overall budget. The Ministry is committed to strengthening the justice delivery mechanism to comprehensively address sexual abuse, trafficking and violence against women and children. The FYSP aims to align the personnel, processes, systems, programmes and institutions of the Ministry with a view to bridge the gap between aspiration and current reality.

4.0 The social indices relating to women and children depict a dismal picture of their current situation. Much needs to be done to combat the high rates of IMR, MMR, anaemia, malnutrition and undernutrition as well as the high fertility rate in the country as a whole. Furthermore, raising the child sex ratio for age group 0-6 years, reducing the gender gap

in literacy, increasing the overall literacy rate, reducing the school drop-out rate - all of these present a huge challenge for the Government. Crimes against women and children continue to show an upward trend, with rising figures for kidnapping, abduction, rape and buying and selling of girls for prostitution. Trafficking of women and children for exploitation and violence need to be tackled more vigorously. Achieving gender equity through social, economic and political empowerment also requires innovative legislative and policy interventions along with a strong implementation mandate. The Ministry will continue to work towards achieving increased alignment and coordination amongst policies, legislation and programmes of other line Ministries to tackle the above-mentioned challenges.

5.0 The review of the National Policy for Children (1974) and the National Plan of Action for Children (2005) are at the forefront of the Ministry's child-related priorities. The Policy and Plan of Action need to be aligned with the current and projected needs of all children (a child being all individuals below the age of 18 years) in India and with International Conventions such as the UNCRC. The Ministry aims to develop a plan of action with better resource allocation as well as achievable targets, measurable indicators and deadlines, which corresponds with the changes being brought about in the National Policy for Children (NPC). The National Coordination Group would be revived and activated to ensure convergent and timely action to achieve the targets of the NPAC.

5.1 The Eleventh Five Year Plan and its Mid Term Appraisal along with various consultations reflect the debate and the larger consensus on the Integrated Child Development Scheme (ICDS) and its desired impact. The ICDS platform is viewed as a base for providing a continuum of care in a life-cycle approach aimed towards impacting holistic mother and child development. In order to achieve this, there is consensus on the need to restructure and strengthen ICDS both programmatically and structurally, thereby establishing and ensuring standards of quality, grass roots coverage as well as flexibility in operations. The Ministry will facilitate the universalization as well as expansion of the third phase of ICDS. It will also work towards renewing its focus on under-3s; strengthening the ICDS AWC platform; augmenting nutrition & health education; monitoring supplementary nutrition; strengthening ICDS Management Information System (MIS) and

the use of ICT; conducting regular surveys and impact evaluation studies; and promoting the increased participation of women and their communities.

5.2 Within the context of Early Childhood Care and Education (ECCE), preparing a National ECCE Policy Framework along with the implementation plan, establishing a National Child Development Resource Centre, developing a curriculum, activity booklet and PSE Kit as well as quality capacity building and monitoring and evaluation measures will be a priority for MWCD.

5.3 For the next five years, the Ministry will focus on promoting the improved implementation of the JJ Act through allocation of funds under ICPS; enhanced monitoring and evaluation mechanisms and increased coordination with State Governments responsible for the implementation. The Act in its present form is limited in its coverage of offences against children and structures and mechanisms are provided only for child offenders. The JJ Act will be appropriately amended to expand the scope of the offences covered and to create provisions for care and support services for child victims. MWCD will advocate for the long term goal of child-centred jurisprudence with separate structures and procedures for child victims and witnesses. In the interim, it advocates for the development of child-sensitive systems, standards and procedures within the mainstream criminal justice system itself. The 'Protection of Children from Sexual Offences Bill' is a step in this direction.

5.4 Having recently launched the Integrated Child Protection Scheme (ICPS) with the aim to provide care, protection and a safe and secure environment for children in conflict with the law as well as children in need of care and protection, the Ministry will focus on the effective implementation and consolidation of the scheme. Its focus will be to promote quality non-institutional care, professionalized institutional support, the expansion of Childline and the development of a credible database on missing children and those in difficult circumstances. During the next five years, MWCD will also augment its efforts towards training and capacity building, monitoring and evaluation, research, advocacy and coordination related to child protection. The Ministry will also advocate for the setting up of SCPCRs and Children's Courts in all the states of the country.

5.5 The Ministry aims to promote child participation and provide all children with an environment wherein they are aware of their rights and possess the freedom and opportunity to fully and freely express themselves. It aims to create mechanisms to incorporate children's views into mainstream policy-making and programme formulation processes. During the next five years, MWCD will also pilot and institutionalise successful models of child participation in accordance with its obligations under the UNCRC.

5.6 Child budgeting is a tool to examine a government's commitment to child welfare, development and protection programmes for any given fiscal year and to assess if these adequately reflect the rights and needs of children. MWCD will push for coordinated child budgeting efforts to ensure allocation of resources for child related programmes and schemes and to track their utilization.

5.7 The past few decades have shown a rapid increase in nuclear families and breaking up of the joint family system. Thus the children of these women, who were earlier getting support from relatives and friends while their mothers were at work, are now in need of day care services which provide quality care and protection for the children. Although a realistic estimate of the requirement of crèches was not possible, the Rajiv Gandhi National Crèche Scheme for the Children of Working Mothers was launched on 1.1.2006. Over the next five years, the Ministry will revamp the existing Scheme with well laid out procedures and monitoring systems, and enhanced financial and staffing norms. After upgradation and consolidation of the existing crèches, the Scheme will be expanded to uncovered areas through a careful demand assessment in association with the State Governments.

6.0 The National Policy for the Empowerment of Women (NPEW) was formulated with the express goal of addressing discrimination against women, strengthening justice delivery and legal mechanisms, providing better access to health care and other services, equal opportunities for women's participation in decision-making and mainstreaming gender concerns in the development process. The Ministry proposes to prepare a Plan of Action to implement the NPEW. It also proposes a review of existing laws dealing with issues of violence against women with a view to strengthen them. These include laws such as the Protection of Women from Domestic Violence Act 2005 (PWDVA), the Dowry Prohibition

Act (DPA) and the Indecent Representation of Women (Prohibition) Act, 1986 (IRWA). The Ministry will also be focusing on the enactment of new laws including the 'Protection of Women against Sexual Harassment at Workplace Bill, 2010.' The Ministry aims to augment schemes addressing the issue of violence against women. The 'Financial Assistance and Support Services to Victims of Rape' Scheme is founded on the principle of restorative justice and seeks to restore the affected woman to a position of dignity and self-confidence. The Ministry will institute a universalised women's helpline and a one stop crisis centre for women. In order to strengthen the implementation of these policies, legislation and schemes, MWCD will ensure adequate financial and human resources as well as the appropriate institutional and advocacy mechanisms at the State and district levels.

6.1 In order to promote the socio-economic empowerment of women, MWCD proposes to augment its existing schemes such as STEP, Swadhar, Working Women's Hostels Scheme, Priyadarshini and Dhanalakshmi. The National Mission for the Empowerment of Women has a strong component on economic and social interventions for the empowerment of women through a coordinated approach with participating Ministries and State Governments.

6.2 Trafficking of women and children violates the basic tenets of human rights including the right to live with dignity and self-respect. It occurs for various purposes such as labour, organ trade, and for commercial sexual exploitation. Factors like poverty, vulnerability of women and children, little or no access to education and health care, and lack of livelihood options are some of its underlying causes. MWCD has adopted a multi pronged approach to prevent and combat trafficking. Ujjawala, a comprehensive Scheme for Prevention of Trafficking and Rescue, Rehabilitation and Re-Integration of Victims of Trafficking and Commercial Sexual Exploitation is being implemented since 2007. In the next five years, the Ministry will focus on strengthening monitoring and evaluation and addressing the gaps in existing interventions, strengthening prevention efforts, building capacities of implementing agencies for orderly and humane rescue effort and effective law enforcement and reforms. Another priority will be to enable rehabilitation and reintegration of the victims of trafficking in society through quality rehabilitation services and skill building.

7.0 The FYSP acknowledges the complexity and multi-dimensional causes of maternal and child under-nutrition such as poverty, inadequate food consumption, inequitable food distribution, improper maternal infant and child feeding and care practices, inequity and gender imbalances and restricted access to quality health, education and social care services. A number of other factors including economic, environmental, geographical, agricultural, cultural, health and governance issues complement these general factors. In accordance with the National Nutrition Policy (NNP) 1993 and the National Plan of Action on Nutrition (NPAN) 1995, MWCD accords high priority to addressing under-nutrition through multi sectoral interventions by different sectors. The Ministry aims to reduce malnutrition among children (underweight prevalence) in the age group 0–3 years to half its present level and reduce anaemia among women and girls. It will also strengthen the role of the Food and Nutrition Board (FNB).

7.1 SABLA aims to improve the nutritional and health status of adolescent girls and equip them with life skills and provide them with knowledge on family welfare, health and hygiene, information and guidance on existing public services and mainstreaming them into formal schooling. For the next five years, the Ministry will focus on SABLA's implementation in 200 districts to begin with, followed by evaluation and further expansion across the country.

7.2 The Indira Gandhi Matritva Sahyog Yojana aims to improve the health and nutrition status of pregnant, lactating women and infants by the promotion of appropriate practices, care and service utilisation during pregnancy, safe delivery and lactation through conditional cash transfers. For the next five years, the Ministry will focus on IGMSY's implementation in 52 districts to begin with, followed by evaluation and further expansion across the country.

8.0 In the next five years, the Ministry will promote the strategic use of the mass media as a resource to advance its vision for the development of women and children. It will focus on developing mechanisms for scaling up the process of information dissemination on its policies, legislation, schemes and programmes, thereby increasing their accessibility to women and children in the country.

10.0 As a nodal Ministry for women and children, MWCD will strengthen its efforts to promote increased convergence and coordination within different sectors to create a consolidated impact on the lives of women and children. Platforms such as the National Mission for the Empowerment of Women and the National Coordination Group will be used to steer this process. The Ministry will also advocate actively within line Ministries and other fora to secure the rights and benefits for women and children.

11.0 In order to bridge critical information gaps and facilitate policy, legislation and programme formulation processes, the Ministry will commission qualitative & quantitative research and impact evaluation studies and strive to create a credible and up-to-date statistical database on women and children in the country.

12.0 The Ministry aims to institute new capacity building and training modules for programmes and schemes relating to women and children in the next five years. Since capacity building involves much more than training, the Ministry will also emphasize on providing government officers and functionaries with the understanding, skills and access to information & knowledge that would enable them to perform effectively and to promote inter-sectoral coordination between different stakeholders.

13.0 MWCD has six autonomous bodies namely the National Commission for the Protection of Child Rights (NCPCR), the National Institute for Public Cooperation and Child Development (NIPCCD), Central Adoption Resource Agency (CARA), the Central Social Welfare Board (CSWB), the National Commission for Women (NCW) and the Rashtriya Mahila Kosh (RMK). It also has one attached office – the Food and Nutrition Board (FNB). During the next five years, the Ministry aims to review and strengthen the overall functioning of these institutions, augment relevant programmes, discard those which have lost utility and introduce new ones in alignment with the efforts of the Ministry and in accordance with the evolving concerns of women and children.

14.0 The Ministry has formulated a detailed strategic implementation plan. The implementation matrix delineates the broad objectives, corresponding activities, verifiable indicators and timelines for the completion of those activities. It also highlights the

projected outcomes as well as the assumptions and limitations of the whole exercise. The corresponding financial plan for the implementation of activities is not provided for in the FYSP. The financial requirements for the first year of the FYSP will be met according to the annual allocations outlined in the Eleventh Five Year Plan. The resources for subsequent years of the FYSP will be augmented through an alignment of FYSP targets with those of the Twelfth Plan to ensure allocation of resources.

15.0 In order to assess the implementation of the FYSP strategies, the Ministry will monitor and evaluate their progress through the annual RFDs and undertake periodic course corrections as warranted. The Ministry's seven Independent Responsibility Centres (IRCs) will also develop independent RFDs and synchronize these with the annual RFD and the FYSP of the Ministry. The Citizen's/Clients Charter is another review mechanism aimed at improving the Ministry's services for the wider public. The Ministry has also instituted a Grievance Redress Mechanism for ensuring prompt and effective redressal of grievances received. The Ministry's website now contains a link to the Centralised Public Grievance Redress and Monitoring System (CPGRAMS) on its official homepage. The Independent Responsibility Centres of the Ministry have also been linked to CPGRAMS.

INTRODUCTION

The Department of Women and Child Development (set up in 1985 as a part of the Ministry of Human Resource Development) was upgraded into the Ministry of Women and Child Development on 30.01.2006. This Ministry has been set up to function as the nodal agency to advance the rights and concerns of women and children and promote their survival, protection and development in a holistic manner. For discharging its functions, the Ministry would be addressing gaps in State action for women and children and promoting inter-Ministerial and inter-sectoral convergence to create gender equitable and child-centred policies, programmes, schemes and legislation. The Ministry also aims to increase the decision-making potential of women and encourage child participation in matters concerning them.

In accordance with the requirements of the Performance Monitoring and Evaluation System (PMES) of the Government of India, the Ministry is responsible for the development of a Ministry-specific Results Framework Document (RFD), which sets out the overall vision for the Ministry. Importantly, the RFD acts as an accountability framework and a mechanism for the allocation of responsibilities. The RFD, which was initially developed for the last quarter of 2009-10 and followed up for 2010-11, translates the vision of this Ministry into a set of measurable goals, listing priorities, outlining activities, setting up success indicators and establishing measurable targets for the Ministry. Amongst the activities flowing from the RFD for 2010-11 is the development of an implementable Five-Year Strategic Plan (FYSP) for the Ministry, covering the period 2011-2016. The major part of the Ministry's Strategic Plan period will coincide with the country's Twelfth Five-Year Plan period (2012-2017) and is also expected to feed into the process of development of the Twelfth Five-year Plan. The five year term of this plan will coincide with the culmination of the Millennium Development Goals (MDGs) target of 2015. The creation of this plan has, therefore, been of crucial relevance for this Ministry.

This Five-Year Strategic Plan document for 2011-2016 has been formulated with an understanding of the Ministry's specific mandate and nodal role for the development, care and protection of women and children. This mandate primarily includes (a) formulation of plans, policies and programmes for women and children; (b) enactment and amendment

of legislations related to them; and (c) overall guidance and coordination of the efforts of governmental and non-governmental organisations working in the field of women and child development. The Ministry's programmes and schemes play a supplementary and complementary role to the other developmental programmes and processes related to women and children in sectors like health, education, urban and rural development etc.

The formulation of this Five-Year Strategic Plan began with refining the Ministry's vision and mission for women and children in India. The overall objective of the Strategic Plan has been to formulate both short-term as well as long-term goals and objectives for the development of women and children, to identify and set out the Ministry's core priorities and strategies to achieve them and to institute measurable indicators to assess the Ministry's progress in implementing its plans. This process complements the formulation of the RFD, which seeks to address, through a set of measurable indicators, the Ministry's core objectives, action plans and progress made on them on an annual basis.

The exercises conducted for the formulation of this Plan have been explained in the methodology section. It is important to highlight that these exercises have been conducted by the Ministry through internal and external consultations with its bureaus, autonomous bodies, civil society organisations, independent experts, UN agencies as well as other international development partners.

The Ministry believes that before ideating new schemes, programmes and legislations, there is a need to focus on achieving pre-existing goals and objectives. The development of mechanisms for monitoring and evaluation will be necessary to ensure effective implementation and service delivery of existing schemes. For this, it will be important to devise methods to measure both qualitative and quantitative outcomes. The indicators chosen will have to be substantiated with empirical data, which in turn require better quality data collection, research and capacity building. The Ministry is also conscious of the need to take purposeful and decisive steps to bridge the gaps and shortfalls in fulfillment of the Eleventh Plan agenda. The development of the Five-Year Strategic Plan of the Ministry constitutes yet another concrete and measured step towards aligning the people, processes, systems, programmes and institutions towards the fulfillment of the

commitments of the XI Plan and building on them to realize the Ministry's vision and mission for women and children.

The Ministry hopes that the FYSP, coupled with the RFD, will act as a guide to improve its strategic focus on women and children and will be adapted by related Ministries, the Planning Commission and State Governments to suit their needs and concerns through a coordinated programming process. The FYSP is then an exercise in organising and augmenting internal capacities of the Ministry – by identifying knowledge gaps and creating a learning agenda; forging strategic partnerships with external stakeholders; articulating priorities and formulating strategies to achieve short term targets and long term goals; creating more effective monitoring and evaluation mechanisms; and assessing resource implications of the plan. In relation to the latter, a detailed financial plan for the implementation of the activities envisaged is not included in the FYSP. The financial requirements to implement the first year of the FYSP (2011-2012) would be made available from the annual allocation of the Ministry in accordance with the budget for the year 2011-2012 as per the agreed strategies and programmes in the Eleventh Five Year Plan. The Ministry will advocate for integrating this FYSP in the Twelfth Five Year Plan of the country so that the required financial resources for the implementation of the proposed strategies would be available in the subsequent financial years.

Complemented with field-level and regional experiences, greater convergence and effective collaboration with relevant partners, the FYSP has the potential of leading the Ministry towards the achievement of its vision and mission for women and children.

METHODOLOGY AND TIMEFRAME

The Ministry of Women and Child Development initiated the Strategic Planning process by putting together an Action Plan for the development of the FYSP document. This was to ensure that the Strategic Plan for the Ministry is finalised by November 2010, with implementation slated to begin in 2011. As part of the Strategic Planning process, the Ministry has been engaged in a series of exercises designed by the Cabinet Secretariat. These exercises aimed at facilitating the development of the FYSP document as an implementable overall strategic to achieve the short-term and long-term goals of this Ministry, linked to specific measurable milestones.

According to the Cabinet Secretariat guidelines, 'a strategy is an integrated set of choices to reach an objective.' The formulation of a strategy involves making choices based on a 'data-driven' assessment of the current situation. Within this line of thought, the Ministry was required to choose certain paths of action over others based on a situational analysis and, through an in-depth comparison of prospective plans or paths of action. This process was then supposed to steer the resources deployed by the Ministry into the direction of the chosen path. The exercises chosen for this purpose were to be completed by the Ministry based on a series of internal and external consultations with its bureaus, autonomous bodies and external development partners respectively. These exercises were divided into four broad stages/categories:

| Stage | Exercises |
|--------------------------|---|
| 1. Define the Aspiration | a. Define the Core Purpose b. Define the Aspiration |
| 2. Assess the Situation | a. Where do we stand now with respect to different milestones? b. What external factors will impact us? c. Who are our stakeholders? d. What are our strengths and weaknesses? |

| | |
|-------------------------|--|
| | e. What do we need to learn? |
| 3. Develop the Strategy | <ul style="list-style-type: none"> a. What are our priority objectives for next 5 years? b. What are potential strategies to achieve them? c. How will we engage the stakeholders? d. How will we build our knowledge and capabilities? |
| 4. Plan Implementation | <ul style="list-style-type: none"> a. What is the detailed implementation plan? b. What resources will be required? c. How will we track and measure success? d. What will be the reasonable time frame within which each could be done? |

The first stage of the process involved defining the 'core purpose' and 'aspiration' of the Ministry. Beginning in April 2010, internal consultations with five Bureaus, one Attached Office and six Autonomous Organisations were organised to articulate the core purpose of the Ministry, lay out our aspiration for women and children who are the primary stakeholders of the Ministry and the reason for its existence. This process was inherently built to highlight the gap between the current situation of women and children in India and the Ministry's vision and aspiration for their overall well-being, progress and development. The rationale behind highlighting the discrepancy between the Ministry's aspiration and the ground reality was to generate a sense of urgency and need for commitment that propels the Ministry to undertake a rigorous self-assessment exercise and create a futuristic plan document that attempts to address the existing gaps and shortfalls as well as formulates pragmatic measurable goals for the Ministry.

In the second stage, SWOT analysis was carried out by Bureaus and Autonomous Organisations during May 2010 to explore institutional, systemic, personnel and programmatic Strengths, Weaknesses, Opportunities and Threats. Stakeholder analysis was also done for identifying key stakeholders of the Ministry. Different Bureaus undertook an exploratory exercise to examine how stakeholders influence the Ministry's agenda and the ways in which we can engage with them. Officers and staff at various functionary levels participated in the exercises, helping to make a realistic assessment of the existing situation.

On June 29, 2010, a stakeholder consultation was organized to engage and seek the views of civil society as well as national and international development partners (including UN Bodies) and external experts. The overall objective of the external consultation was to deepen the Ministry's understanding on what stakeholders think the Ministry's core purpose and aspiration should be; their expectations from the Ministry and in turn, what the Ministry can expect from them. The consultation, held at Vigyan Bhavan Annexe, New Delhi, contributed immensely in this direction. Apart from key members of the Ministry, Member, Planning Commission and NGO partners, this consultation was also attended by the Honourable Minister of State (Independent Charge) for Women and Child Development, Smt. Krishna Tirath, who directly engaged with the views and concerns of civil society groups and international organisations to secure stakeholder support. Various NGOs have submitted a response note to the Ministry, detailing their key reflections, views and concerns.

During July 2010, an internal consultation was held to discuss the stakeholder analysis, the core learning agenda as well as development of the Ministry's priorities and strategies for the next five years. Since new Bureau heads had joined the Ministry, this meeting was also organized to provide them a briefing and orientation to the strategic planning process.

In the next stage, the Ministry was mandated to outline its potential strategies and priorities for the next five years. This process crucially involved the component on building Ministerial knowledge and capabilities – processes which required consultations with both internal bureaus and external stakeholders. The different bureaus of the Ministry

organized their respective stakeholder consultations between August-November 2010 to incorporate the view points of State Governments, Line Ministries and civil society partners in the planning process. Post consultation follow-ups were also conducted to collate the suggestions and recommendations of the Ministry's partners.

The last stage of 'plan implementation' involved the creation of a detailed 'strategic implementation plan matrix,' – a framework depicting the Ministry's strategies for the next five years as well as the corresponding i) activities, ii) verifiable indicators to track and measure the Ministry's success, iii) projected outcomes, iv) timelines and v) the assumptions involved in the process of plan implementation.

The Five Year Strategic Plan was submitted to the Cabinet Secretariat on December 10, 2010. The document has since been revised in accordance with the Guidelines received from the Cabinet Secretariat for submission within the new deadline of February 10, 2011.

Table 1: Strategic Planning Exercises Conducted by the Ministry

| | Consultation | Activity | Date |
|---|---|--|--|
| 1 | Internal Consultation with Bureaus | <ul style="list-style-type: none"> • Articulated the core purpose • Laid out the aspiration • Identified the gaps | 27.04.2010 |
| 2 | Internal Consultation with Attached Office and Autonomous Organisations | <ul style="list-style-type: none"> • Articulated the core purpose • Laid out the aspiration • Identified the gaps | 12.05.2010 |
| 3 | Internal Consultation with Bureaus | <ul style="list-style-type: none"> • Performed SWOT analysis of institutional, systemic and personnel capabilities | 21.05.2010 25.05.2010 26.05.2010 |
| 4 | Internal Consultation with Autonomous Organisations | <ul style="list-style-type: none"> • Performed SWOT analysis of institutional, systemic and personnel capabilities | 26.05.2010 |

| | | | |
|---|--|--|--------------------------------|
| 5 | Consultation with Bureaus, Autonomous Bodies and Stakeholders | <ul style="list-style-type: none"> • Articulated the core purpose • Laid out the aspiration • Identified the gaps • Identified key stakeholders, their core agenda and basis for working together • Defined the core learning agenda, identified skill and knowledge gaps | 29.06.2010 |
| 6 | Internal Consultation with Bureaus | <ul style="list-style-type: none"> • Analysis of the core learning agenda for the Ministry • Stakeholder analysis • Analysis of external factors • Assessment of Ministry's core priorities | 28.07.2010 |
| 7 | External Stakeholder Consultation for Child Development Bureau | <ul style="list-style-type: none"> • Analysis of Ministry's core priorities • Analysis of Ministry's main strategies for the next five years • Collation of stakeholder recommendations | 16/17.06.2010 07/08.08.2010 |
| 8 | External Stakeholder Consultation for Statistics Bureau | <ul style="list-style-type: none"> • Analysis of Ministry's core priorities • Analysis of Ministry's main strategies for the next five years • Collation of stakeholder recommendations | 21.10.2010 |

| | | | |
|----|--|--|------------|
| 9 | External Stakeholder Consultation for Child Welfare Bureau | <ul style="list-style-type: none"> • Analysis of Ministry's core priorities • Analysis of Ministry's main strategies for the next five years • Collation of stakeholder recommendations | 27.10.2010 |
| 10 | External Stakeholder Consultation for Women's Bureau | <ul style="list-style-type: none"> • Analysis of Ministry's core priorities • Analysis of Ministry's main strategies for the next five years • Collation of stakeholder recommendations | 08.11.2010 |

SECTION 1: ASPIRATION OF THE MINISTRY

VISION, MISSION, OBJECTIVES AND FUNCTIONS

A separate Ministry for women and children was created to focus exclusively on the needs and concerns of women and children, address gaps in state response and mainstream gender and child related concerns across Ministries. This Ministry is the prime mover of inclusive programmes, policies, schemes and legislations for women and children and stands solely for securing the best interest of women and children. Promoting social and economic empowerment of women and ensuring survival, development, care and protection of children drive the Ministry's agenda. Principles of equity, justice and non-discrimination guide the Ministry's actions concerning women and children.

The Ministry's vision encapsulates its aspiration for the holistic development of children belonging to all ages, castes, religions, language groups, communities, socio-economic status and geographical locations. The Ministry aspires to promote their nurture, care and protection, provide them with a safe and secure environment within which they can creatively develop their potential and enjoy their childhood and adolescence. The Ministry strives to make the best interest of the child its primary consideration in all action concerning children.

Aspiring for a more inclusive approach to the development and protection of children, which acknowledges their heterogeneity, the Ministry seeks to address the specific needs and concerns of different categories of children, particularly those most vulnerable, including children living on the street, child labourers, trafficked children, differently abled children, children caught in conflict zones and disaster hit areas, children of women engaged in prostitution and children belonging to Scheduled Castes, Scheduled Tribes and minority groups.

Ensuring the right of children to life and survival (particularly focusing on the girl child), physical, psychological and cognitive development, emotional and social well being and access to nutrition, education, health care, clean environment, shelter and justice are core concerns of the Ministry. Acknowledging family as an important institution providing stability and security to the individual and recognizing that growing up in a family setting

is most conducive for the well being of a child, the Ministry aspires to build a society where all children are born and brought up in a loving family, live a dignified life free from all forms of discrimination, neglect, violence, cruelty, maltreatment, abuse and sexual exploitation and are supported by a strong social safety net.

The Ministry aspires to facilitate access to culture and arts, recreation and play, leisure and rest for children, provide access to learning, information, resources and equal opportunities, make them aware of their rights and empower them to take control of their lives, bodies and behaviours.

The Ministry endeavours to create enabling conditions where children's right to be counted as individuals and freely express their views is recognised, their voices are heard and opinions respected and children, especially girls, are able to actively participate in their own development and in decisions that affect their lives.

The Ministry aims to understand and address the root cause of inequities, exclusions and discriminations experienced by women and children. Bringing forth child friendly jurisprudence, enacting progressive legislation, building a child responsive protection system, carrying out impact assessments, actively engaging and consulting with civil society, seeking adequate allocation of human, financial and infrastructural resources and building a trained, sensitized and motivated workforce will remain the focus areas for the Ministry.

Aspiring to deliver the highest quality of services to women and children, the Ministry aims to set rigorous norms and standards for programme delivery, as well as strive to secure purposeful convergence and strong coordination with programmes and schemes of other Ministries and Departments at national, state, district and village levels.

The Ministry aspires to create an enabling environment where women are fully aware of their rights, feel confident of societal support (in families, communities and organizations), have choices and the freedom and capacity to take decisions. For strong legislative backing and inclusive programming, the Ministry would strive to strengthen legal provisions to ensure that women possess direct ownership of property and land, are

accorded the right to inheritance, have access to and control over assets and resources and are empowered to demand what is due to them.

The Ministry aims to work towards a state where women live as equal citizens, with dignity, in a protective environment where they feel safe in their homes, workplaces and public spaces, household responsibilities are shared, their voices are heard and acknowledged, views sought and respected, decisions supported and they are given access to opportunities and avenues to engage creatively with development. Recognising women as a force in their own right, with an independent identity, the Ministry aspires to build a society where self realization becomes a way of life.

The Ministry endeavours to address power dynamics and vested interests, bring about transformation in patriarchal and feudal mindsets and actively engage women in all decisions that affect their lives.

Ensuring gender parity in literacy rates and educational attainment, reducing gender gap in workforce participation, increasing participation of women in local governance and significantly stepping up coverage of beneficiaries among women and girls are areas of high importance for the Ministry and the Ministry would endeavour to take up these issues with the concerned Ministries and Departments.

The Ministry strives to promote gender equity as being not just a constituent of development but also an instrument of this process. It would seek to promote women's agency and their socio-economic and political empowerment by enhancing their capacities to make informed life choices. The Ministry considers the empowerment of women as being a key factor in the development of families, communities and the country and aims at boosting their direct participation in the democratic processes of this nation, thereby enhancing their potential for self-realization and addressing deep-seated historical prejudices. To realize its aspiration for women, the Ministry strives to promote both visibility and inclusiveness of women. Through a more inclusive approach to the development of women, which acknowledges their heterogeneity, the Ministry would seek to address the specific needs and concerns of different categories of women - such as single women, deserted women and women caught in conflict zones and disaster hit

areas. As the nodal Ministry for women, it would also pursue with concerned Ministries, the need for specific programmes to address the concerns of women belonging to Scheduled Castes and Scheduled Tribes and minority women.

With an intent to more proactively address the structural root causes that lead to the exclusion and exploitation of women and children, the Ministry would strive to facilitate mind-set changes and address long-standing social norms and traditions that violate the rights of women and children. Recognising that the involvement of men in these processes is crucial, the Ministry would endeavour to actively promote their participation, along with that of women and children, to collectively build a woman and child sensitive environment that accords them respect and dignity.

As a nodal Ministry for women's empowerment and child development, the Ministry would aim at mainstreaming the above perspectives across line Ministries, state governments and civil society organisations. Strengthening governance would require the Ministry to strengthen its accountability mechanisms as well as the quality and coverage indicators for the assessment of policies, schemes and legislations.

Enhancing women's and children's agency and participation as well as making their voices heard within the family, community and beyond is crucial for promoting their best interest. The Ministry aspires to making service delivery structures more participatory, responsive and gender and child sensitive, thereby enhancing transparency and ensuring public accountability. Within this context, the Ministry endeavours to create synergistic linkages with other progressive and successful experiments and learn from best practices across countries and regions.

The Ministry aspires to promote the rights of women and children and aims to make Government policies, schemes, programmes and legislations more gender and child responsive and sensitive to the needs and concerns of women and children. Aiming to strengthen institutions and delivery mechanisms for gender mainstreaming, effectively promoting gender and child budgeting and introducing gender audit in all Ministries and departments, the Ministry strives for coordinated action through inter-ministerial and inter-sectoral alignment.

The Ministry aims to promote full budget utilization of approved schemes on women and children and increase the budget allocation for women within the Ministry's overall budget.

Strengthening the justice delivery mechanism, building up the legislative framework and administrative measures and promoting their effective enforcement for comprehensively addressing sexual abuse, trafficking and violence against women and children remain core areas of concern for the Ministry.

Aiming to make women equal partners in development, the Ministry is committed to addressing the root cause of the prevailing gender gap and securing for women their rights and entitlements for realizing their full potential in all areas.

The Strategic Plan aims to align the personnel, processes, systems, programmes and institutions of the Ministry with a view to close the gap between aspiration and current reality and base its priorities and strategies for the next five years on its aspiration.

Through its strategic consultations, both internally with its bureaus and autonomous bodies as well as with external stakeholders, the Ministry has sought to enhance and broaden its vision and mission. The Ministry's revised vision and mission statements encapsulate its aspiration for women and children.

Ministry's Vision, Mission, Objectives and Functions:

Vision

Empowered women living with dignity and contributing as equal partners in development in an environment free from violence and discrimination. And, well-nurtured children with full opportunities for growth and development in a safe and protective environment.

Mission - Women

Promoting social and economic empowerment of women through cross-cutting policies and programmes, mainstreaming gender concerns, creating awareness about their rights and facilitating institutional and legislative support for enabling them to realise their human rights and develop to their full potential.

Mission - Children

Ensuring development, care and protection of children through cross-cutting policies and programmes, spreading awareness about their rights and facilitating access to learning, nutrition, institutional and legislative support for enabling them to grow and develop to their full potential.

Objectives for Women and Children:

1. Laying foundation for development of children below 6 years with focus on Supplementary nutrition and preschool, non-formal education and to enhance the awareness and capability of the mothers for nutritional and health needs of the child;
2. Providing a safe and secure environment for overall development of children who are in need of care and protection and children in conflict with law;
3. Empowering adolescent girls (11-18 years) through nutrition, health care and life skill education;

4. Filling the gaps in legislative framework on the protection of children against sexual abuse through the enactment of new legislation and the promotion of child centred jurisprudence;
5. Enabling economic empowerment of marginalized women;
6. Providing relief and rehabilitation to marginalized and vulnerable women who lack family and societal support and independent means of income;
7. Preventing and combating trafficking of women and children;
8. Protecting women from all forms of violence and discrimination;
9. Filling the gaps in legislative framework on discrimination against women through new enactments and amendment of existing laws;
10. Mainstreaming gender concerns in policies, programmes and schemes of Government of India and State Governments through gender budgeting;
11. Promoting the rights based approach in the formulation of policies, programmes, schemes and legislation for women and children;
12. Improving internal efficiency, responsiveness and service delivery;
13. Policy, coordination, advocacy & education relating to nutrition.

Functions of the Ministry of Women and Child Development:

1. Framing and implementing legislation, policies, programmes and schemes for social and economic empowerment of women, protection and development of children;
2. Implementing the Integrated Child Development Services Scheme (ICDS);
3. Building capacities of anganwadi workers and helpers within ICDS;
4. Providing nutrition, life skill education, health education, home based skills etc to adolescent girls through the Rajiv Gandhi Scheme for Empowerment of Adolescent Girls – SABLA;
5. Providing part compensation of wage loss, health care for mother and infants with support for pregnant and lactating women through the Conditional Maternity Benefit Scheme – Indira Gandhi Matritva Sahayog Yojna;
6. Setting up institutional mechanisms and structures through the State Governments and Child Helpline through the Childline Foundation, under the Integrated Child Protection Scheme (ICPS);

7. Implementing the Rajiv Gandhi Crèche Scheme for Children of Working Mothers and revision of the scheme based on the assessment of demand in the current context;
8. Implementing the scheme for welfare of working children in need of care and protection;
9. Setting up shelter/short stay homes for women in distress AND Working Women's Hostels through NGOs and state governments;
10. Improving access of women to micro finance for their economic empowerment through Rashtriya Mahila Kosh;
11. Skill upgradation for providing employment to the asset-less and marginalized women;
12. Advocacy and capacity building of officers of Central and State Government departments for institutionalizing Gender Budgeting processes; development of resource material to facilitate the same;
13. Filling the gaps in legislative framework on discrimination and violence against women;
14. Advocacy and awareness generation about rights of women and children;
15. Coordinating with other Ministries for convergence of policies, legislation, schemes and programmes relating to women and children;
16. Advocacy and awareness generation for prevention of trafficking of women and children and setting up of rehabilitation homes for trafficked victims through NGOs;
17. Providing various support services to women and children through the Central Social Welfare Board and its network of voluntary organizations;
18. Promoting bilateral and multilateral cooperation including with UN organizations for gender equity and protection of rights of children;
19. Fulfilling obligations under international conventions relating to women and children;
20. Planning, research, data collection, training and capacity building, for filling gaps in knowledge and capabilities in addressing the concerns of women and children.

SECTION 2: ASSESSMENT OF THE SITUATION

2A: External Factors that Impact Us:

External factors are those, which could help or hinder us in achieving our objectives. A pre-emptive assessment of these will place us in an advantageous position in dealing with potential problems and, assist us in taking full advantage of those factors, which may be beneficial to our plans. Some of the external factors which pertain to the Ministry are:

Types of External Factors:

| Factors | Examples |
|-------------------------|---|
| Political | Frequent changes in political leadership may lead to a break in policy formulation processes. It may also lead to changes in thinking and perspectives, thereby resulting in continual re-alignment of policies and programmes. |
| Socio-Cultural | Backward social mores, customs, beliefs and traditions, which may impede the process of programme implementation. |
| Procedural/Bureaucratic | Time lags in issuing sanction, release of funds, securing coordination with Line Ministries and other Government Institutions; Frequent transfers of officers or change in portfolios may lead to a break in the momentum of policy and programme initiatives. |

| | |
|-------------|--|
| Environment | <p>Problems in programme implementation or service delivery due to poorly accessible geographical terrain, natural disasters or calamities;</p> <p>A heterogeneous environment may often require region-specific programmatic interventions.</p> |
| Legal | <p>Delay in the ratification of topical International Treaties and Conventions;</p> <p>Gaps in existing laws may impact their effective implementation and the achievement of desired outcomes;</p> <p>The federal structure, where-in subjects have been bifurcated between the Centre and the States, may impact the framing and implementation of legislation due to difference of opinion.</p> |

2B Stakeholder Analysis:

Stakeholders of the Ministry of Women and Child Development:

- 1 State Governments / UT Administrations
- 2 Line Ministries / Departments with converging service delivery
- 3 Attached / Autonomous Bodies
- 4 District and Local Level Administrations/ Panchayati Raj Institutions
- 5 Planning Commission
- 6 Law Enforcement Agencies
- 7 United Nations Bodies

- 8 International NGOs and Aid Agencies
- 9 Service Providers / Implementing Partners / NGOs / Civil Society Organisations

- 10 Community Based Organisations / Community and Religious Leaders
- 11 Academic and Research Institutions
- 12 Independent Experts
- 13 Independent Evaluation Agencies

(i) How Can the Stakeholders Help Us?

NGOs and Civil Society Organisations (CSOs): NGOs and CSOs support the Ministry in a variety of ways ranging from ideating new schemes to their implementation on the ground. They offer recommendations and suggestions on programmes, policies and legislation being formulated by the Ministry. NGOs are also involved in assisting MWCD in the organisation of events, functions as well as training and capacity building workshops. These organisations also table the Alternate CRC India Country Report. This is an important input for the Government to formulate its own response.

INGOS: INGOs offer recommendations and suggestions to the Ministry for ideating new schemes, policies, programmes and legislation. They often fund NGOs which support the Government in the implementation of various schemes. They also offer assistance to the Government in conducting training and capacity building workshops and commissioning studies.

Line Ministries: Line Ministries provide inputs for the formulation of policies, plans of action, programmes and legislation. Effective implementation of some programmes depends on convergence and coordination of action with concerned Ministries.

State Governments: State Governments play a crucial role in the implementation of the schemes and programmes of the Ministry. They assess the feasibility and practical applicability of policies, programmes, schemes and legislation generated at the Central level and articulate region-specific needs and concerns to the Government. They also provide logistical and other support for consultations organised at the State/regional level.

Autonomous Bodies: Autonomous bodies assist the Ministry in the implementation of policies, schemes and legislation. They also conduct training and capacity building workshops and provide assistance to NGOs working with the Government.

(ii) How Can the Stakeholders Block Us?

NGOs and Civil Society Organizations (CSOs): Although NGOs and CSOs present the Government with innovative ideas, these ideas can lack practical applicability and be unrealistic. Their inputs and suggestions can also be excessively critical. The advocates from such organisations often possess a cynical attitude towards the bureaucracy and demand ideal-typical rather than pragmatic solutions from the Government. They do not exhibit an understanding of bureaucratic or Governmental constraints.

Due to the mushrooming of innumerable NGOs in the country, establishing the credibility of the NGOs interacting with the Government often becomes a challenge.

INGOs: At times, INGOs can attempt to excessively influence the Government's mandate in accordance with their own agenda. Since INGOs fund several NGOs assisting the government in service delivery, they can also attempt to influence these NGOs to push forward their own mandate.

Line Ministries: Line Ministries are often very slow in providing responses on crucial issues and there can be conflicts with them over the allocation of responsibilities.

Although line ministries are committed on paper to facilitate convergent action on issues relating to women and children, they often do not regard women and children as a priority target group and do not engage with their issues.

State Governments: There can be time-lags while interacting with State Governments. Lack of coordination within different Departments of the State Government as well as poor communication strategies can often slow down the work of the Ministry. State Governments have other priorities and women and children are not given the deserved focus. At times, they may disagree with the Centre on the issue of allocation of responsibilities. Local level politics and frequent transfer of personnel play an important role in impeding the work of the Government at the regional level.

Autonomous Bodies: Autonomous bodies may have their own priorities and may not provide adequate attention or resources to matters of concern to the Ministry. They can impede the work of the Ministry if they do not follow-up on the Ministry's priorities when called upon to do so.

(iii) What Do We Want from the Stakeholders?

The Ministry's expectations from its stakeholders are in line with the support they can offer. The type of support provided by stakeholders has already been delineated in sub-section (i).

(iv) What Do Stakeholders Want from Us?

NGOs and CSOs: NGOs and CSOs would like to be heard by the Government on various issues and concerns and their concerns be addressed by the latter. They lobby with the Government for the enactment of legislation regarding pressing concerns in this sector and demand greater accountability. These organisations press the Government for timely release of grants and funds. They would like to see better coordination and convergence between the Centre and State Governments on matters of concern. They would like the Government to overcome time-lags in decision-making and implementation. The organisations also expect the Ministry to improve the monitoring and evaluation of schemes, programmes and policies.

INGOs: INGOs would like to increase their participation in the formulation of policies, schemes, programmes and legislation. They would like to offer increased financial, technical and logistical support to the Government and in-turn would like to demand greater acceptance of their own mandate.

Line Ministries: They would like to see increased coordination and convergence on issues of common concern. Line Ministries could demand a quick response or comment on matters of pressing concern.

State Governments: For the implementation of schemes and programmes, State Governments expect clear guidelines from the Ministry. They also demand flexibility in the implementation of schemes to accommodate state specific issues and concerns. Within the context of budget allocation for the implementation of schemes and programmes,

State Governments often cite resource constraint and demand that the Central Government provide the larger share of the funding.

Autonomous Bodies: Autonomous Bodies expect regular and timely availability of funds from the Government. They require support from the Ministry for the implementation of their recommendations and at the same time look for endorsement and approval of their work. Autonomous Bodies also depend on the Ministry for the filling up of vacant posts at certain levels.

2C: Strengths and Weaknesses of the Ministry:

This section provides a situational analysis of the women and children in India. It also analyses the Ministry's strengths and weaknesses in the context of its mandate. The SWOT Analysis helped in fine-tuning the Ministry's implementation strategies for women and children.

Situation Analysis - Women and Children:

The Eleventh Five Year Plan seeks to attain the following monitorable targets by 2011-12:

Women and Children

- Sex ratio for age group 0-6 years to be raised to 935
- Ensuring that at least 33% of direct and indirect beneficiaries of all government schemes are women and girl children
- Ensuring that all children enjoy a safe childhood, without any compulsion to work

Health

- Infant mortality rate (IMR) to be reduced from 57 to 28
- Maternal Mortality Rate (MMR) from 3.01 to 1 per 1000 live births
 - *MDG Target: 1.09 per 1000 live births by 2015*
- Total Fertility Rate to be reduced to 2.1
- Malnutrition among children of age group 0-3 to be reduced to half its present level
- Anaemia among women and girls to be reduced to half its present level

Education

- Reduction in the dropout rates of children at the elementary level from 52.2% in 2003-04 to 20%
- Developing minimum standards of educational attainment in elementary schools, to ensure quality education
- Increasing literacy rate for persons of age 7 years or more to 85%
- Reducing gender gap in literacy to 10 percentage points
 - *MDG Target: Attain 100% gender parity in literacy by 2015*

Better convergence and coordination with the programmes of other Ministries would play a vital role in translating targets into achievements. Unmet targets in areas of malnutrition, child sex ratio, school drop-out rates and maternal mortality indicate that there is still a long distance to cover for bridging the gap between what has been envisioned and current reality.

Indices portraying the current status of women and children have not shown significant improvements. Maternal Mortality Rate declined from 3.01 to 2.54 per 1000 live births (SRS 2001-03 / 2004-06). The slow decline may be attributed to the lack of access to emergency obstetric care and limited availability of quality institutional care, especially for those living in remote and inaccessible areas.

A downward trend is observed in Infant Mortality Rate, from 57 to 53 (SRS 2006 / 2008). With 51% deaths taking place within the first week and 35% in the first month, concerted efforts are needed for promoting neonatal care, encouraging early breast feeding and ensuring safe infant and child feeding practices.

Total Fertility Rate decreased from 2.9 to 2.6 (SRS 2005 / 2008). However, to meet the target of 2.1, stronger measures would be necessary for addressing unmet needs for contraception, reducing child mortality and delaying age at marriage.

Raising the child sex ratio to 935 for age group 0-6 years has been a big challenge. The sex ratio in the 0-4 age group has shown only marginal improvement from 908 (2004-06)

to 915 (2006-08). Strong enforcement of the Pre-Conception and Pre-Natal Diagnostic Techniques (Prohibition of Sex Selection) Act, 2003 by Ministry of Health and Family Welfare would be necessary in the States/UTs where the problem is serious, along with change in mindsets and customary beliefs. The Ministry introduced the Dhanalakshmi scheme in 2009 in 11 districts of seven States on a pilot basis, with a view to address the problem of declining sex ratio. Evaluation of implementation will be undertaken before up-scaling this pilot initiative or replacing it with more viable strategies.

The high drop-out rate of children at elementary level continues to be an area where more efforts are necessary. Overall literacy levels have risen, but the gender gap in literacy continues to be high, despite efforts to increase enrolment and retention of girl children in school. With the enactment of the Right of Children to Free and Compulsory Education Act, this trend may be halted (and begin to reverse) in the coming years. The Act has introduced quality norms and standards for all schools. Keeping children in school would not only improve educational attainment, but also help tackle the problem of child labour. The National Commission for Protection of Child Rights, under the Ministry of Women and Child Development, has been mandated to monitor enforcement of provisions of the Right of Children to Free and Compulsory Education Act, 2009. The Sarva Shiksha Abhiyan of the Ministry of Human Resource Development, with a special focus on girls' education, aiming to target the 'hardest to reach' girls through residential schools, mid-day meals and other incentives, is expected to eliminate gender disparity in primary and secondary education. The National Literacy Mission (Sakshar Bharat) has been recast as the Female Literacy Mission and aims to target 70 million adults in the next five years, out of which 60 million will be women.

High prevalence of anaemia and malnutrition are sources of concern, with 55% of women in the age group 15-49 years anaemic and 48% children under age five years chronically malnourished (NFHS-3, 2005-06). Incidence of underweight (43%), stunting (48%), and wasting (20%) of children under five years remain high. Two schemes, RGSEAG and Indira Gandhi Matritva Sahyog Yojana (Conditional Maternity Benefit Scheme) have been rolled-out to address foetal malnutrition, encourage breastfeeding, impart health and nutrition awareness and ensure better care for pregnant and lactating mothers and

adolescent girls. These schemes will integrate into the efforts being made under the National Rural Health Mission.

By according particular attention and investing incremental resources in the Integrated Child Development Services (ICDS), progress has been made towards ensuring early childhood and maternal survival, providing supplementary nutrition, care, development and pre-school education, strengthening linkages with functionaries of other Government programmes (such as, ANMs and ASHAs) and ensuring seamless referrals for pregnant and lactating mothers through Anganwadi Centres. However, the rate of progress in ensuring survival of mother and child, nutrition security and improving health indicators has not kept pace with the efforts. Further, adequate infrastructure and regular monitoring of service delivery remain areas of pressing concern.

To accelerate reduction in maternal, neonatal and childhood mortality and infant under-nutrition, universalisation of ICDS in convergence with the National Rural Health Mission (NRHM) offers a hope. But to achieve the expected outcomes under ICDS, greater inter-sectoral convergence, stronger inter-ministerial coordination at national, State, district and village levels and community participation are essential. The flagship programmes of the Government, namely, National Rural Health Mission (NRHM), Sarva Shiksha Abhiyan (SSA), Total Sanitation Campaign (TSC) and Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) will need to complement the efforts of the Ministry for ensuring maternal, neonatal and child survival and early childhood care and development.

The 'Juvenile Justice (Care and Protection of Children) Act, 2000' has envisaged a strong juvenile justice system for protection of children in conflict with the law and in need of care and support. However, there are shortfalls in enforcement, instituting child friendly procedures and ensuring minimum standards of care and protection. There is thus a need for strengthening the juvenile justice system, reviewing existing legislative provisions and making suitable amendments for making these child friendly, ensuring implementation of laws in delivering speedy justice to child victims and significantly improving the delivery of care, support and rehabilitation services to children. Efforts would need to be made for building capacities of child protection functionaries at all levels, promoting non-institutional care and at the same time improving the standards of institutional care.

The Integrated Child Protection Scheme was launched in 2009-2010 with a view to improve the well being of children in difficult circumstances and reduce the vulnerability of children to situations and actions that lead to abuse, neglect, exploitation, abandonment and separation. To ensure that no child in difficult circumstance is left behind, implementation of the scheme will need to be strengthened in partnership with State Governments and the voluntary sector. The Childline services will need to be expanded to cover all the districts in the country in a time bound manner with emphasis on building a robust child tracking, data collection and management system.

Crime against children continue to show an upward trend, with rising figures for kidnapping, abduction, rape and buying and selling of girls for prostitution. Trafficking of children for exploitation and violence remains a challenge. While rescue, rehabilitation and reintegration of trafficked girl children will need to be intensified under the Ujjawala scheme, prevention will need to be pursued more vigorously for creating awareness, especially amongst vulnerable communities and groups. The 'Study on Child Abuse' (2007) demonstrated the extent of prevalence of child sexual abuse. Strict measures are required to ensure that abuse of the child for sexual purposes is prevented. This is proposed through a special legislation, which provides for child friendly investigation and deterrent penalties for offenders.

Adolescent girls are one of the vulnerable groups requiring concerted attention. The Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA) has been launched on a pilot basis to provide them health and nutrition education, life skills education, skills development and awareness of rights.

Crime against women increased by 19% from 1,64,765 in 2006 to 1,95,856 in 2008 (NCRB, 2008). 37.2% ever married women have experienced spousal violence (NFHS – 3, 2005-06). Reported incidence of crime include rape and other sexual offences, female foeticide, dowry deaths, domestic violence, trafficking and child marriage.

Female labour force participation rate continues to remain low (14.3% in urban areas, 31% in rural areas, NSSO 2005-06). Most women (97%) are employed in the low paying unorganised sector, with agriculture absorbing 75% of the female workforce.

Women's contribution in many economic activities is not recognised or measured. A wide gap is observed in opportunities, wages and security of female as compared to male workers. Support structures to facilitate employment of women are lacking.

Achieving gender equity in all spheres, through social, economic and political empowerment is imperative to free women from the clutches of patriarchal institutions and feudal mindset that continue to influence their lives and to combat social evils, such as child marriage, dowry, female foeticide and infanticide.

An innovative initiative namely the National Mission for social and economic Empowerment of Women has been launched for ensuring convergence of women-centric programmes being implemented by different Ministries and departments of the Government. The Mission is aimed at achieving coordinated delivery of programmes so that benefits of schemes and programmes of the Central and State Governments reach the intended beneficiaries in full measure so as to empower them to demand services and benefits due to them. Similar Missions are envisaged at the state level. But these Missions have not yet become fully functional.

Recognizing that women can leverage their strength and bargaining power and enhance capacities and skills through joint action, the approach of the Ministry has been to encourage organization of women into Self Help Groups (SHGs) and to channel resources to these groups. About 70 lakh SHGs have been formed, of which 80% are women's groups. Nearly 60 lakh SHGs have opened bank accounts and over 42 lakh SHGs have received micro-credit of approximately ₹27,600 crores. SHGs have been instrumental in socio-economic empowerment by enabling women to work together as a collective agency. However, in recent times, issues have come to fore about high rate of interest being charged by MFIs. The Government has approved a Committee to look into it. This however does not diminish the need for creating and propagating SHGs as an instrument for empowering women. Besides, formation of SHGs under SGSY, the Swayamsiddha

programme for creating sustainable SHGs needs to be constituted. The Priyadarshini scheme has been launched by the Ministry in six districts of Uttar Pradesh and Bihar for strengthening community level institutions and securing livelihood opportunities for poor rural women and adolescent girls. However, despite intensive efforts, steps taken towards economic empowerment of women are yet to bring about tangible change in social indices relating to education, health and violence against women.

The Swadhar scheme is being revamped for improving quality of services to women in difficult circumstances. Guidelines and norms for the Support to Training and Employment Programme for Women have been revised with a view to expand coverage and improve implementation. Both these schemes need to be up-scaled significantly and their implementation streamlined to ensure the widest possible coverage.

The 'Protection of Women from Domestic Violence Act, 2005' provides for a coordinated mechanism for support and services. The Act includes provisions for civil remedies to prevent domestic violence and also protects against such violence by providing immediate and emergency relief to women. The Ministry is working towards introduction of the 'Protection of Women against Sexual Harassment in the Workplace Bill'. The proposed law will protect every woman who enters the workplace (employees, apprentices, clients, students, research scholars) and covers women workers in the organized and unorganized sector. A scheme for financial assistance and support services to victims of rape is also being formulated.

Women's right to ancestral property and asset ownership has been recognized, however, enabling conditions need to be created for fulfillment of this right and ensure that the intent is translated into real benefits for women. One-third reservation in local government bodies has been realized and we are now moving towards one-third reservation for women in Parliament and State Legislatures. A large proportion of Elected Women Representatives (EWR) are from disadvantaged sections of society (SC-26%, ST-13%), who perceive enhancement in self-esteem, confidence and decision making ability. Measures are needed to consolidate the gains made so far in raising women's participation in governance and further strengthen women's voices in decision-making.

The Eleventh Plan had set an ambitious agenda for the Ministry, which has not been fulfilled entirely. Despite concrete steps being taken to attain the targets, progress has been slow and much work remains to be done. Convergence with programmes of other line Ministries and sectoral coordination are vital for bridging the shortfalls in achievements. Programme execution, enforcement of laws, policy formulation, plan implementation and scheme monitoring are some areas that need attention and strengthening. There is need for renewed focus and sustained efforts, for bringing about lasting improvements in the situation of women and children.

Given the enormous task the Ministry is required to perform nodally, the size of the budget for women and children is comparatively small. Budget allocation for women and child development programmes will need to keep pace with the upgraded and continuously expanding programmes and schemes of this Ministry and those of other Ministries and Departments.

Eliminating the multifaceted exclusions and generational injustices experienced by women and children are no longer vague notions. Creating an enabling environment where women and children live a life of dignity free from all forms of violence and discrimination, feel safe, secure and protected, are able to fully exercise their rights, develop to their full potential and freely participate in their own development and in decisions that affect their lives, is an aspiration whose time for fulfilment is now.

SELECTED DEVELOPMENT INDICATORS

| | Indicator | Female | Male | Total | Female | Male | Total |
|--|--|--------|-------|-------|--------|-------|--------|
| Demography and Vital Statistics | | | | | | | |
| 1 | Population (in millions 1991 & 2001) | 407.1 | 439.3 | 846.3 | 496.5 | 532.2 | 1028.7 |
| 2 | Decennial Growth (1981 & 2001) | 23.37 | 24.30 | 23.85 | 21.96 | 21.16 | 21.54 |
| 3 | Sex Ratio (1991 & 2001) | 927 | | | 933 | | |
| 4 | Juvenile Sex Ratio (1991 & 2001) | 945 | | | 927 | | |
| 5 | Life Expectancy at Birth (in years in 1991 & 2001) | 58.1 | 57.1 | | 65.3 | 62.3 | |
| 6 | Mean Age at marriage 1992 & 2007 | 19.5 | | | 20.6 | | |
| Health and Family Welfare | | | | | | | |
| 7 | Birth Rate (per 1000 in 1981 & 1999) (SRS) | | | 35.6 | | | 26.4 |
| 8 | Death rate (per 1000 in 1981 & 1999) (SRS) | 12.7 | 12.4 | 12.5 | 7.2 | 9.2 | 8.2 |
| 9 | Infant Mortality Rate (per 1000 live births in 1990 & 2008) | 81 | 78 | 80 | 55 | 52 | 53 |
| 10 | Under 5 Mortality Rate (per 1000 live births in 1990 & 2008, SRS) | | | 116 | | | 69 |
| 11 | Maternal Mortality Rate (per 1,00,000 live births in 1998 & 2004-06) | 407 | | | 254 | | |

| | | | | | | | |
|-------------------------------|---|------------------|------------------|--------|-----------------|----------------|--------|
| | | | | | | | |
| Literacy and Education | | | | | | | |
| 12 | Literacy Rate (1991 & 2001) in percentage | 39.29 | 64.13 | 52.21 | 54.16 | 75.85 | 65.38 |
| | Literacy Rate in percentage 2004-05 | | | | 57.00 | 77.00 | 67.30 |
| 13 | Gross Enrolment ratio (1991 & 2006-07) | | | | | | |
| | Classes I-V (6-11 years) | 85.50 | 113.90 | 100.10 | 107.84 | 114.42 | 111.24 |
| | Classes VI-VIII (11-14 years) | 47.00 | 76.60 | 62.10 | 69.51 | 77.41 | 71.00 |
| | Classes IX-XII(14-18years) | 10.30 | 33.90 | 19.30 | 36.41 | 44.42 | 40.62 |
| 14 | Dropout rate (1990-91 & 2004-05) (P) in % | | | | | | |
| | Classes I-V | 46.00 | 40.10 | | 25.42 | 31.81 | |
| | Classes I-VIII | 65.13 | 59.12 | | 51.28 | 50.49 | |
| | Classes I-X | 76.96 | 67.50 | | 63.88 | 60.41 | |
| Work and Employment | | | | | | | |
| 15 | Work Force Participation rate – Rural & Urban (1990 – 00 & 2005-06 in percentage) | 29.9 R 13.9 U | 53.1 R 51.8 U | | 31 R 14.3 U | 54.9 R 54 U | |
| 16 | Share of women employment in Organised Sector (number in Millions in 1992 & 2007) | 3.89 (14.4%) | 23.16 | 27.05 | 5.31 (19.5%) | 21.97 | 27.28 |
| 17 | Public sector (number in millions in 1992 & 2007) | 2.47 (12.8%) | 16.74 | 19.21 | 3.02 (16.8) | 14.98 | 18.00 |

| | | | | | | | |
|------------------------|---|-----------------|------|------|------------------|-------|-------|
| | | | | | | | |
| 18 | Central Government (number in millions in 1990 & 2007) | 0.28 (7.51%) | 3.49 | 3.77 | 0.24 (7.53%) | 2.56 | 2.8 |
| Decision Making | | | | | | | |
| 19 | Administration (no in IAS & IPS in 1997 & 2000) | 608 (7.6%) | 7347 | 7955 | 645 (7.6%) | 7860 | 8505 |
| 20 | PRIs (figures in lakh in 2007) | | | | 10.48 (36.5%) | 18.23 | 28.71 |
| 21 | Parliament (no in 1991 & 2009) | 77 (9.7%) | 712 | 789 | 86 (10.89%) | 704 | 790 |
| 22 | Central Council of Minister (no in 1985 & 2009 (as on 14.06.09) | 4 (10%) | 36 | 40 | 7 (8.9%) | 71 | 78 |

**Source: Women and Men in India, 2010, Central Statistical Organisation,
Government of India**

SWOT Analysis:

| Strengths | Weaknesses |
|---|--|
| <ul style="list-style-type: none"> • Exclusive focus and clear mandate for addressing the needs and concerns of women and children • Prime mover of policies, programmes, schemes and legislation for women and children • Existence of National Policy for women and children • Adequate institutional framework and administrative machinery exists for implementing programmes and schemes • Clear norms, standards and guidelines in place for implementation of programmes and schemes • Legislations exist for safeguarding interests and rights of women and children • Existence of democratic structures to encourage participation of women in political decision making • Expanded financial and skilled human resource base exists to carry out functions of the Ministry | <ul style="list-style-type: none"> • Slow progress in achieving socio-economic empowerment of women • Delays in approval of proposals and release of funds to State Governments and NGOs • Gaps in services delivered by implementing organisations • Weak monitoring, evaluation and review of programme implementation • Inadequate tracking mechanism for fund utilisation by NGOs • Weak convergence and coordination with Line Ministries and Departments • Weak enforcement of laws protecting women from violence and discrimination • Minimal participation of women and children in policy making, programme design and scheme formulation • Gaps in information on the situation of women and children • Low visibility of Ministry's policies, programmes, schemes and legislation among general public |

| | |
|--|---|
| <ul style="list-style-type: none"> • Standardised training for all staff available from Department of Personnel and Training (DoPT) • Existence of collaborative relationship with UN bodies, international NGOs and aid agencies • Presence of active and informed civil society groups acting as watchdogs and advocating for rights of women and children • Web based portal containing information on policies, programmes, schemes and legislation for women and children • Six Autonomous Organisations and one Attached Office exist as extended arms for providing specialised support to the Ministry. | <ul style="list-style-type: none"> • Multiple layers of internal reporting contributing to slow movement of files and delays in decision making • Absence of formal mechanism for building institutional memory and knowledge base • Shortage of staff and office space • Lack of induction, orientation and refresher training for staff |
|--|---|

| Opportunities | Threats |
|--|--|
| <ul style="list-style-type: none"> • With adequate institutional framework and administrative machinery, Ministry is well equipped to achieve its goals for women and children • Well articulated vision and mission can contribute to development of inclusive policies, programmes and schemes for women and | <ul style="list-style-type: none"> • Unmet targets of Eleventh Five Year Plan • Shortfalls in implementation of programmes and schemes • Weak enforcement of legislation for protection of women and children |

| | |
|--|---|
| <p>children</p> <ul style="list-style-type: none"> • Conducting needs assessment and situation analysis of the status of women and children would bridge gaps in information • Improving implementation of programmes and schemes for social and economic empowerment of women • Presence of political will for enactment and enforcement of laws protecting rights of women and children • Improved educational opportunities will contribute to greater awareness about gender equality • Facilitating development of mechanisms for improving child participation • Change in people’s mindset towards gender issues and acceptance of women as equal partners in development • Strengthening monitoring and review mechanisms • Mainstreaming women and child related concerns across Ministries | <ul style="list-style-type: none"> • No significant improvement in indices portraying status of women and children • Continuing prevalence of social, economic and political factors impacting situation of women and children • Lack of buy-in among stakeholders on vision and mission of Ministry • Weak convergence and coordination with Line Ministries and State Governments • Loss of institutional memory from staff turnover • Loss of faith among general public in Ministry’s programmes and schemes making an impact on the situation of women and children • Prevalence of feudal mindset and social evils • Poverty, infant and maternal mortality, gender gap in literacy and child malnutrition keep women and children in vulnerable situations |
|--|---|

| | |
|--|--|
| <ul style="list-style-type: none"> • Strengthening convergence and coordination with Line Ministries and State Governments • Strengthening data collection mechanisms and data management systems • Building capacity of functionaries of Ministry and functionaries under programmes and schemes | |
|--|--|

2D: Learning Agenda:

- Strengthen implementation of programmes and schemes of Ministry
- Intensify efforts to mainstream women and child related concerns across Ministries
- Institute mechanisms for improving participation of women and children in development of Ministry's programmes and schemes
- Strengthen enforcement of legislation for women and children
- Improve coordination with Line Ministries and State Governments
- Eliminate delays in release of funds to State Government and NGOs
- Build capacity of functionaries of Ministry
- Train functionaries under Ministry's programmes and schemes
- Ensure funds allocated to NGOs are utilized in accordance with stated objectives
- Improve monitoring and review mechanisms
- Build institutional memory for continuity and sustainability
- Assess status and needs of women and children

SECTION 3: OUTLINE OF STRATEGY

3A - Potential Strategies:

Formulating priorities and strategies is a multidimensional exercise. It involves discussions and consultations on trade-offs between country-specific needs, governmental capacities as well as the allocation of energy and resources. Prioritization often requires an approach that negotiates between the coverage of primary areas of concern as well as providing each of the selected areas with qualitative attention. The Ministry of Women and Child Development has an expansive as well as in-depth vision for women and children. For the FYSP, instead of broadening its mandate extensively, the Ministry aims at completing the unfinished agenda of the Eleventh Five Year Plan as well as reviewing and strengthening existing schemes, programmes, legislation and policies, while at the same time addressing some of the critical gaps in identified areas.

The priorities for the next five years have been arrived at by the Ministry during its stakeholder and internal Bureau consultations. These have been fine tuned through a consideration of stakeholder feedback, best practices and by leveraging strength from existing successful programmes. The priority areas for action identified by the Ministry are detailed below:

a. National Policy for Children:

The National Policy for Children (NPC) was adopted by the Government of India in 1974. The guiding principle of this policy is to ensure that "all children enjoy optimum conditions for their balanced growth." Founded on a needs based approach, the focus of this policy is on nutrition, health, education, welfare and protection against neglect, cruelty and exploitation.

Review of NPC:

Although the National Policy for Children (1974) was a forward looking document for its time, the policy needs revision to align it with current and projected needs of all children (a child being all individuals below the age of 18 years) in India and with International Conventions such as the United Nations Convention on the Rights of the Child (UNCRC). Its review also aims to take into account existing and emerging challenges faced by children in a rapidly changing environment, both within the country and globally. It reflects a paradigm shift from a 'needs-based' to a 'rights-based' approach.

The review process reflects the Government of India's commitment to safeguard, inform, include, support and empower children, both in their individual situations and in the development of the country as a whole, through the framework of 'every child matters,' irrespective of religion, caste, sex or place of birth.

The NPC is being revised keeping in mind the following priority areas: (i) Survival and Health; (ii) Childcare and Nutrition; (iii) Development and Education; (iv) Protection; (v) Participation; (vi) Advocacy and Partnerships; (vii) Research, Documentation and Capacity Building; (viii) Resources, Coordination and Monitoring; (ix) Review of Policy.

The review process for NPC is ongoing and involves consultations with all stakeholders at the regional and national level. Some of these will take place during the period of the FYSP. The new policy will be guided by the following principles:

- Child rights are universal, interrelated, interdependent and indivisible.
- The best interest of the child shall be the primary consideration in all actions concerning the child.
- The safety of all children shall be of prime importance and they will be protected from harm, abuse, neglect and exploitation.

- All children have equal rights; no custom, tradition, cultural or religious practice shall prevent children from enjoying these rights.
- The social, psychological, emotional and physical development of the child is to be addressed in totality, within the family, community and larger society.
- A family setting is most conducive to the all round development of children and institutionalisation shall be resorted to only in exceptional circumstances.
- The principles of equity, justice and non-discrimination shall guide all actions concerning the child, whether undertaken by a person, an authority or institution.
- Individuality, dignity, age appropriateness and recognition of the special needs and vulnerability of some, would set direction for any/all programmes and interventions related to children.
- Consultation and participation of all children in an age appropriate manner, in all matters affecting them is essential for their holistic development.
- Taking positive measures for promotion and protection of the rights of all children shall be the primary responsibility of the State; the State shall seek the cooperation of all non - state actors towards this end.

In the next five years, the Ministry aims to oversee the smooth implementation of the new policy. Problems and difficulties being faced by children today may change over time. It will be a priority for the Ministry to track new challenges and devise new approaches to tackle them. The Ministry will create mechanisms for a comprehensive periodic review of the policy.

The revised NPC will be an overarching document for every Ministry/Department that impacts the lives of children and thus, provisions of this policy shall take precedence over all existing policy, legislation, plans of action and programmes. All existing components that are

not in consonance with the intent, principles, objectives and priorities outlined in the review process shall be revised and amended.

b. National Plan of Action for Children

The National Plan of Action for Children (NPAC) (2005) committed itself to ensure all rights to all children up to the age of 18 years. The Government shall ensure all measures and an enabling environment for the survival, growth, development and protection of all children, so that each child can realise his or her inherent potential and grow up to be a healthy and productive citizen. This calls for collective commitment and action by all sectors and levels of government and partnerships with families, communities, voluntary sector, civil society and children themselves.

Guiding Principles of NPAC 2005

- To regard the child as an asset and a person with human rights;
- To address the issues of discrimination emanating from biases of gender, class, caste, race, religion and legal status in order to ensure equality;
- To accord utmost priority to the most disadvantaged, poorest of the poor and the least served child in all policy and programme interventions;
- To recognise the diverse stages and settings of childhood, and address the needs of each, providing all children the entitlements that fulfil their rights and meet their needs in each situation.

The recommendations of the NPAC were targeted for a time period of five years from 2005-2010. The NPAC is now to be framed for the next five years. The aim is to develop a plan of action with better resource allocation as well as achievable targets, measurable indicators and deadlines, which corresponds with the changes being brought about in the National Policy for Children (NPC). The National Coordination Group would be revived and

activated to ensure convergent and timely action to achieve the targets of the NPAC. The Ministry would also create a monitoring mechanism for the documentation of achievements as well as to carry out the necessary mid-course corrections that may be required.

The review process for the NPAC will work on the following measures for the next five years:

- The new NPAC will be drawn up by a specially formed joint drafting team composed of different Ministries, institutions, NGOs and independent experts.
- An interactive mechanism will be set up to review the progress of the NPAC implementation. State Plans of Action for Children (SPACs) will be formulated by all State Governments in tandem with national targets and timelines.
- An annual review meeting of the Central and State governments will be held to review the progress of the NPAC.

c. Child Development

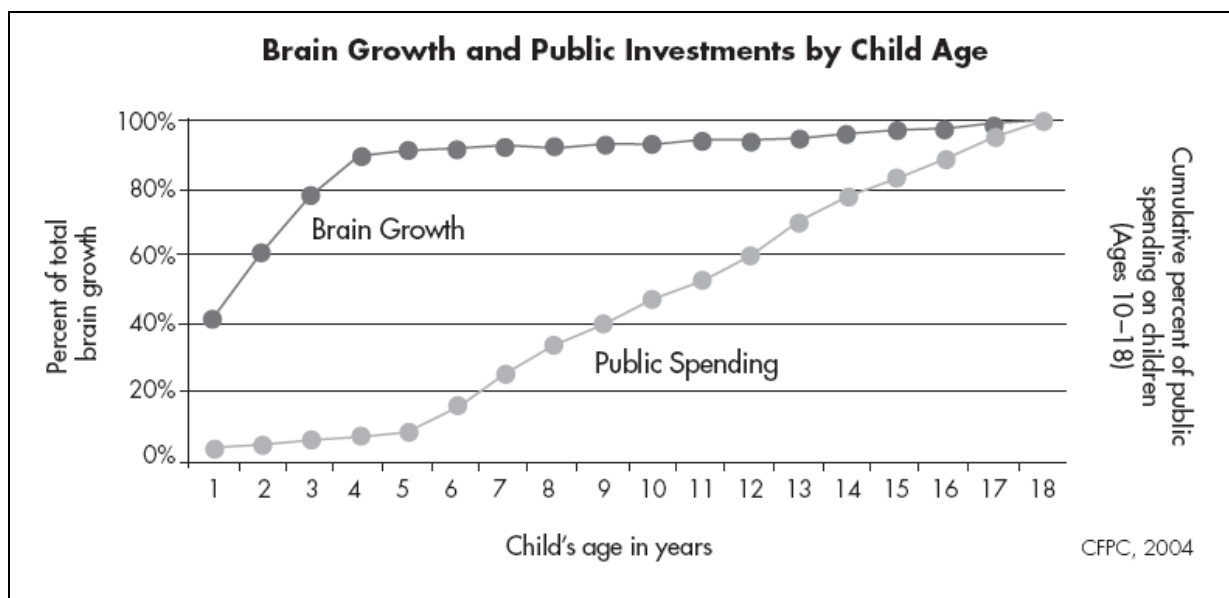
Background

Holistic child development is about overall development of a child. Holistic child development includes all areas of growth including perceptual, physical, mental, linguistic, emotional and social and seeks to ensure that each child is healthy, well nourished and lives in a clean and safe environment. To achieve this, cross-sectoral co-ordination mechanisms, programme innovation, overcoming gaps in knowledge, services and resources and building cost-effective programmes that are culturally appropriate, are essential.

From the moment of conception important developments occur that affect the brain, the physical body, and the chemistry of the child. All these have an impact on that child's

ability to learn, to thrive, to grow and be healthy. The first 8 years of a child's life form the foundation for all later development. The human brain develops more rapidly between birth and age five than during any other subsequent period. Children are born ready to learn. They cultivate 85 percent of their intellect, personality and skills by the time they reach the age five. The first months and years of life set the stage for lifelong development.

To ensure that India's children develop well, adequate investment in Early Child Development is essential. A study by the Child and Family Policy Center (CFPC) shows that although brain growth and general child development is most important during the initial stages of life up to three to five years of age, the amount of public spending for that period is vastly inferior to investment in later years.¹ Public spending is more for the older years and little is invested in the early years children who are not ready for school. There is evidence available that the cost of treatment of undernutrition is 27 times more than the preventive action (Sustainable Coalition 2010).



Adapted from: Planning Policies for Early Childhood Development: Guidelines for Action by Emily Vargas-Barón, Working Group for Early Childhood Development, ADEA, UNICEF, UNESCO (2005)

¹ Young, M. (2002), From Early child Development to Human Development, Washington, D.C.: World Bank.

India: Spending on Child Care and Development

An analysis of the investment made by the Government of India in child development reveals that the spending is little for reaching out to the huge population of children (over 42% of the country's population) in the country. The children's share in the fiscal year 2010-11 (Rs. 51453.84 crore) is only slightly higher than 4.21 per cent in 2009-10, even as the total budget size has risen 8.61 per cent to a record Rs. 11 lakh crore.

Child Development: Some Imperatives

In order to promote the healthy development of all young children there is a need to address significant inequalities in opportunity, beginning in the earliest years of life. It is both a fundamental moral responsibility and a critical investment of nation's social and economic future. To achieve this, the following are imperative:

1. **Providing comprehensive child development services:** Services child care, protection and development should include infant stimulation, parent education and early education in homes and Anganwadi Centres (AWCs), health and nutrition education and care, sanitation, and protection of children against abuse, exploitation and violence. In communities, each service should be seamlessly reinforced and supported by the others. It is necessary to introduce and encourage services outside the AWC i.e. in nursery / pre-primary schools etc., for those who are opting out of ICDS services. However, such services and their providers should be closely monitored on the basis of pre defined standards and guidelines. These pre-schools / nurseries should be provided per child cost on the lines similar to the ICDS for ensuring all six services of ICDS including regular growth monitoring and promotion. Such private / NGO run nursery / pre-primary schools must collaborate with the concerned AWC / PHC / CHC for linkage with the Village Health and Nutrition Days. Strong convergence with all relevant programmes and service providers at the grassroots levels like Anganwadi Workers of ICDS, Auxiliary Nurse Midwife (ANMs) & Accredited Social Health Activists (ASHAs) of National Rural Health Mission (NRHM) among others is essential.
2. **Ensuring Continuum of care:** A continuum of care from the prenatal period to eight years of age, with special emphasis on prenatal to age three due to rapid brain and

general child development that is well co-ordinated and integrated. Equal emphasis needs to be given to the development of both girls and boys, and all forms of gender discrimination should be avoided. In areas where higher rates of ill health, malnutrition and developmental delays are prevalent among girls, special emphasis should be given to ensuring their survival and development.

3. **Ensuring parent and caregiver education and community involvement:** Programmes for providing parent and caregiver education including behavioural skills development and knowledge building are required. They should involve mothers, fathers, caregivers and families as partners in child focused development. Community members should be engaged in the design, planning, implementation, monitoring and evaluation of all relevant policies and programmes leading to a strong community ownership.
4. **Ensuring culturally appropriate programmes:** All communities should be able to access early childhood development services that are made available under the ICDS and other state specific programmes. These services should be locally relevant and sensitive to the local preferences and practices.
5. **Serving special needs children:** Child care and protection services should be customised to meet the needs of orphans, children with disabilities and those affected by HIV/AIDS among others. Children and women in difficult situations should be given priority for receiving prenatal and child development services.

Integrated Child Development Services (ICDS) Scheme

An Overview

Early childhood is a crucial period of life, when the foundations for physical, psychological, social and intellectual development are laid. Recognizing the importance of early childhood in holistic development of the child, ICDS was conceptualized as a unique early childhood development programme. It holistically addresses health, nutrition and the early

development and learning needs of young children and provides supportive assistance to pregnant and lactating mothers.

ICDS Scheme was launched in 1975 on pilot basis with 33 Projects and 4891 Anganwadi Centres (AWCs). It was initially scaled up to 4608 operational projects and 5.45 lakh operational AWCs. The ICDS Scheme has been expanded, thereafter, in three phases in the years 2005-06, 2007-08 and 2008-09, so as to cover all habitations with special focus on SC/ST and minorities, across the country.

Presently, the cumulative total of approved Projects and AWCs, including Mini-AWCs and 'Anganwadi on Demand' is 7076 and 14 lakh respectively. The Scheme, at present is operated in 6575 operational Projects and around 12 lakh AWCs. The services are currently being provided to 893.76 lakh beneficiaries, which include 732.68 lakh children (about 45% of the total children below 6 years) and 161.08 lakh Pregnant & Lactating mothers.

Universalisation and Third Phase of Expansion:

Three decades of implementation of ICDS has contributed significantly to the overall development of children. However, its impact on physical growth and development has been rather slow. Realizing this, the Ministry of Women and Child Development proposed for continued implementation and third phase of expansion of the ICDS Scheme during the 11th Five Year Plan with revision of existing cost norms and new interventions there under. The Government of India (GOI) approved the following proposals:

- (i) Continued implementation of the ICDS scheme in the Eleventh Plan within the total plan allocation of Rs. 44,400.00 crores;
- (ii) Universalization of ICDS Scheme with quality in third phase of expansion bringing the total number of AWCs to 14 lakh. This will include additional 792 Projects, 2,13,859 AWCs and 77,102 Mini-AWCs and a provision of 20,000 AWCs-on-Demand;
- (iii) Revision of population norms for setting up of AWCs and Mini AWCs;

- (iv) Revision in cost norms of SNP for children (6-72 months) to Rs.4/- per beneficiary per day from Rs.2/- . Severely underweight children (6-72 months) to Rs.6/- per beneficiary per day from Rs.2.7/ and for Pregnant women and Nursing mothers to Rs.5/- per beneficiary per day from Rs.2.3/-.
- (v) The honoraria of AWWs have been enhanced by Rs.500 from the last honorarium drawn and that of AWHs and AWWs of Mini AWCs has been enhanced by Rs.250. The revised honoraria (Rs.1500 per month for AWW and Rs.750 for AWH) are effective from 01.04.2008;
- (vi) Provision of two uniforms (@ Rs. 200/- per uniform per annum) and a name tag (Badge @ Rs. 25/- per badge per annum);
- (vii) The cost sharing ratio between Centre and States w.e.f. 01.04.2009 has been revised as:
- 90:10 for all components including Supplementary Nutrition Programme (SNP) for North East;
 - 50:50 for SNP and 90:10 for all other components for all States other than North East.
- (viii) Revision of financial norms in existing interventions and introduction of new interventions.

Implementation Gaps:

Despite clear mandate for implementation of the ICDS, the service in its letter and spirit has been relatively well implemented only in isolated pockets. In most parts of the country where ICDS is being implemented, its potential remains largely untapped. There are concerns on quality of service delivery and although the services are much in demand, the service delivery and coordination have been inadequate. Major gap areas include inadequate and inappropriate training, supply chain issues including pilferage, excessive functional responsibilities, limited community ownership and support.

NFHS III shows that only 26.5 % of children had received Supplementary nutrition and only 12 % regularly received it. A total of 21% of pregnant women and 17 % of lactating mothers received supplementary food. Even where access is good there is no linear or straight forward relationship between performance of ICDS and outcomes in terms of reduction in under-nutrition. The ICDS has been largely criticized for its relative lack of focus on both the 0 to 6 month children and the children in 6 month to 3 year period, both of which are the most vulnerable to slip into under-nutrition. Most ICDS activity occurs at the centre itself, where children above three are brought and by the time the child reaches the centre, a crucial period to control under-nutrition has elapsed. Hence centre based activities adequately backed by an effective outreach would be of contextual relevance to cover the poorest of the poor communities or the most vulnerable children. Apart from human resource constraints, other key programmatic and operational gaps include:

- Inadequate infrastructure and facilities. According to the NCAER draft evaluation report, only 42% AWCs were operating from government owned buildings, 17% from rented premises, 23% from the house of AWW / AWH or panchayat / community buildings and around 17.3% from the primary school premises.
- Constraint to assure quality and number of human resource envisaged to work in the centre.
- Poor focus on under 3s and Early Childhood Education (ECE)
- Low investment on child development. On an average ICDS spends only about Rs.4.87 per beneficiary per day (calculated on the basis of Rs.16000.00 crore spent on 9 crore beneficiaries for 365 days)
- Poor convergence of programmes / services particularly between ICDS and other flagship schemes like NRHM, Mid Day Meals etc.; ICDS is the only flagship programme that is not implemented in Mission Mode.

- Implementation of the programme is largely left to States. There was no cost sharing of SNP prior to 2005-06.
- Emphasis of the programme has been on SNP, however, there are many challenges in the timely delivery of SNP including issues in its management and cost indexation.
- Slow pace of universalization due to limitation of States / UTs such as late sanctions, court cases, recruitment committees etc.
- Concurrent monitoring and supervision is not effectively integrated with the program.
- Poor quality of training and capacity building is a major concern for quality service delivery by the service providers and management level functionaries at all levels.
- Preparation of hot cooked meals on the spot is potentially much better for delivery. But the cooking has to be hygienic which would require a kitchen and other attendant facilities.
- Community participation and ownership would drive the program with efficiency and enthusiasm. In ICDS low level of ownership and participation of the community is evident.

Strategies and Implementation Plan:

ICDS strengthening is a long felt need and has been acknowledged. The Eleventh Five Year Plan 2007-12 has also made various commitments for ICDS universalisation and strengthening. In order to achieve this, the Plan document proposes to implement ICDS in a mission mode similar to other flagship programmes. It further suggests ICDS infrastructure enhancement along with decentralised district planning and outcomes. Programmatically, the XI Plan emphasised the need to increase focus on under 3s, strengthen pre-school education and introduction of maternity benefits among others.

Mid Term Appraisal (MTA) of the Eleventh Plan has also carried out a detailed analysis of the functioning of the ICDS Scheme and has provided some valuable insights, enriching and reinforcing strategic options for strengthening ICDS. MTA has observed that there is a need for a detailed comprehensive appraisal of the ICDS. MTA while considering a revamp of the ICDS has also emphasized the need for ensuring adequate infrastructure and augmenting human resources at the AWC by introducing an additional AWW. MTA recommends greater integration including clear demarcation of responsibility between AWWs, ASHAs and ANMs. It also recommends community participation in hiring of AWWs and AWHs and introduction of performance based incentives. MTA further suggests an increased focus on nutrition counselling and education as well as capacity building among others.

The recent draft NCAER Evaluation of ICDS (May 2010) has highlighted the fact that with the effective coverage, enhanced AWC performance, quality spending and convergence of services, ICDS has the potential of contributing to a reduction in mortality, improved child nutrition status (increased weight for age in children) and a favourable impact on reducing malnourishment. The study also observes that by strengthening the quality of finance management, infrastructure and human resources in ICDS, the quality of supplementary nutrition, pre-school education / nutrition & health education and the overall coverage could be enhanced. It has also noted that the most important pre-condition for success of the ICDS programme is the adequacy of infrastructure of the Anganwadi Centre (AWC) and any evaluation of ICDS must judge its performance in the light of the fact that most AWCs are not well equipped to deliver the designated services to the target groups.

The Eleventh Five Year Plan and its Mid Term Appraisal along with various consultations reflect the debate and the larger consensus that has emerged around ICDS and its desired impact. The ICDS platform is viewed as a base for providing a continuum of care in a life-cycle approach aimed towards impacting mother and child development. In order to achieve this, there is also consensus on the need to restructure and strengthen ICDS both programmatically and structurally, thereby establishing and ensuring standards of quality, coverage as well as flexibility in operations. As in the case of other flagship programmes

of the Government of India, especially as in the NRHM & SSA, a mission mode of operation has been considered to be imperative.

In order to ensure strengthening the ICDS Scheme implementation as well as the nutrition delivery system under ICDS the following strategies are proposed:

1. Setting ICDS in flexible Mode for implementation with quality - ICDS systems quality improvement and enhanced resources: In order to strengthen the system quality and resources under the ICDS, following key actions are essential:

- ICDS restructuring with more decentralization to states and districts considering local requirements with concomitant accountability to deliver early childhood education, supplementary nutrition and health & nutrition education.
- Initiate ICDS State/District Programme Implementation Plans (PIPs) linked to the results framework and agreed child related nutrition and development outcomes.
- Strengthening ICDS infrastructure to provide a continuum of care to adolescent girls, pregnant and lactating mothers and young children (RGSEAG & CMB).
- Convergence with other flagships and making AWCs as the comprehensive village maternal, child & Adolescent Girl care centres.
- Co-location of schools and AWCs wherever feasible
- Regional reviews by the Policy Coordination and Support Unit in the Planning Commission for ICDS strengthening
- Implementation of ICDS in a Mission Mode to put decision making and transfer of funds on a fast track in a clearly defined accountability and outcomes.

2. Focusing on the under-3s: There is a need for promotion of optimal Infant and Young Child Caring and Feeding Practices. The States have been requested to ensure compliance with the Infant Milk Substitutes, Feeding bottles and Infant Foods (Regulation of Production, Supply and Distribution) Amendment Act, 2003. Additionally, the following joint actions on key interventions for newborn and child health and nutrition (under 3s) shall be initiated:

- Launching major joint training initiative (NRHM & ICDS) to strengthen the continuum of care during pregnancy and the first three years.
- Provision of a second Anganwadi worker for visiting and counselling families on better nutrition and ensuring that the children below 2 who do not come to the centre get food supplements. Such a person would be additional to ASHA.
- Strengthen Nutrition Rehabilitation Centres under NRHM, linking them to child health units, and integrating with the Integrated Management of Neonatal and Childhood Illness (IMNCI) initiative (community and facility based) in RCH/NRHM, for the management of severe under-nutrition.
- Finalise the draft Newborn and Child Health policy for implementation.

3. Strengthening ICDS AWC Platform: The ICDS **Anganwadi** platform would need to be strengthened and made into the first village post for women and child development with linkages to most government service delivery systems, such as, health, education, labour, water & sanitation, women development among others. For this, AWCs would need to be strengthened as comprehensive village maternal, child & Adolescent Girl care centres, with necessary infrastructure, hygienic SNP arrangements and a child friendly environment, especially in view of the two recently sanctioned schemes – Rajiv Gandhi Scheme for the Empowerment of Adolescent Girls (RGSEAG) and Indira Gandhi Matritva Sahyog Yojana (IGMSY) – The CMB Scheme.

4. Ensuring convergence: The ICDS Scheme is one of the strategies to combat under-nutrition as it seeks to address the problem in a holistic manner through a package of six services. As three out of six services in the Anganwadi Centre, viz. health check up, referral services and immunization are related to Health, effective convergence with the Ministry of Health and Family Welfare (MHFW) is imperative. Similarly, supply of safe Drinking Water and sanitation facilities in all AWCs is an equally important intervention by the Department of Drinking Water Supply for an alignment with the efforts under the National Rural Health Mission (NRHM).

5. Strengthening the early child care and learning environment: The first few years of a child last a lifetime as they are the foundation for cumulative lifelong learning and human development. Proper quality improvement in ECCE through the

ICDS platform should be the first priority, with joyful early learning initiatives which will increase the demand for ICDS services and participation in the same, by the local communities and other stakeholders such as mothers' groups.

- 6. Strengthening the physical infrastructure:** In order to facilitate better delivery of services under the Scheme, construction of Anganwadi Centre, as a distinct activity, in a phased manner under the ICDS Scheme is extremely essential. The Planning Commission has supported the idea during the Mid-Term Appraisal. There is an urgent need to extend adequate financial support for this critical intervention. A class infrastructure of requisite building (3-4 rooms) with adequate space for children, room for antenatal care checkups and for adolescent girls, hygienic SNP arrangements with a kitchen, store, safe drinking water and child friendly toilets, gas stove utensils and play learning materials and space along with skilled human resources is needed at the village level.
- 7. Normative Approach to SNP:** Indexation of SNP financial norms to Consumer Price Index (CPI) to address inflation should be considered for ICDS too, as is done by SSA for MDM. At the same time, correct figures for attendance at AWCs for SNP would need to be empirically established for greater transparency and accountability as well as for optimal use of resources. Since the attendance figures at Anganwadi centres are currently being inflated to suggest that ICDS has been performing well in the State as well as to help the suppliers of hot cooked meal / morning snack in improving their visibility, normating it at 50 percent of the registered children may be of help. But the States would accept it if they are incentivized to manage SNP with this norm and minimal wastage and use the savings as flexi- funds / untied resources for improvement of infrastructure of the centres and advocate use of locally appropriate feeding choices.
- 8. Strengthening Nutrition & Health Education:** There is urgent need to strengthen the Food and Nutrition Board (FNB) as the Nodal National Technical body for providing technical and collaborative inputs, inter-sectoral coordination, identifying training needs and methodologies, quality assurance of nutrition component of various programmes and coordination of activities related to nutrition education. However NIN (ICMR) can

provide enhanced technical guidance for evidence based policy formulation, conduct technical and operations research, and also provide mentoring support for the capacity development of FNB.

- 9. Nutrition surveillance** in collaboration with NIN (NNMB) would require meaningful integration in policy planning and affirmative action by state/ UT administration in the shape of multi-sectoral approach and quick action response in case of natural disasters / calamities so demanding as per protocols and relief measures.

- 10. Monitoring the nutritional content of Supplementary Nutrition:** At present, there are only four laboratories under the FNB for quality checks across the country. The infrastructure of FNB needs to be strengthened by setting up of more laboratories. Alternatively linkages with 72 public food laboratories under the Ministry of Health & Family Welfare could also be explored.

- 11. Enhancing the participation of women and their communities:** Various community based models have evolved over a period of time, such as, *Dular, Ami bhi Parebo, Keno Parbo Na, Anchal Se Angan Tak*, where the participation of local women has shown positive results. Their involvement has been effective through mother's committees, as positive role models changing behaviours in others through demonstration of optimal feeding behaviours, as local resource groups supporting AWWs in improving family care behaviours and in other innovations related to SNP preparation and community based monitoring. Therefore, efforts should be made to strengthen the capacity of women's groups including SHGs, Mahila Mandals and Mothers' Committees among others.

- 12. Regular surveys on Health and Nutrition:** Database on the nutritional status of the population is required on a regular basis in order to assess the impact of various programmes such as ICDS and Mid Day Meal programme. NFHS can be carried out at a shorter interval of 3 years instead of the current 7 year interval. Registrar General of India (RGI) would be undertaking the Annual Health Surveys (AHS), in high burden states to begin with, to give data at the district level on various indicators. This should cover and collect details on maternal and child nutrition (weight for age).

13. Strengthening of ICDS Management Information System (MIS): The current monitoring system under ICDS is geared towards coverage, and not the outcome indicators. There is need for revamping the existing MIS in ICDS in order to strengthen the monitoring system by rationalizing various records, registers kept at the AWCs and also reporting formats for use at different levels. The focus of this exercise should be on developing the performance monitoring indicators (PMIs) that can be used at different levels of programme implementation.

14. Use of Information, Communication Technology (ICT): In order to strengthen the information base and facilitate sharing and dissemination of information, use of ICT should be promoted under ICDS. The introduction of the common mother and child protection card by NRHM and ICDS, listing the mother's UID number, JSY registration number and child's birth registration number opens up several new possibilities for linking mother-child cohort tracking at family and village levels, to ICT based monitoring of outcomes. Since the reach of internet is limited at this stage, however, mobile telephony has reached in all villages of the country, an effort should be made to link the ICDS with the mobile phones infrastructure also.

d. Early Childhood Care and Education (ECCE)

Introduction:

Early Childhood Care and Education (ECCE) supports children's survival, growth, development and learning - including health, nutrition and hygiene, and cognitive, social, physical and emotional development- from birth to entry into primary school in formal, informal and non- formal settings (Source: Education For All Global Monitoring Report 2007, UNESCO).

Developmentally appropriate early stimulation programmes (for 0-3 year olds) and ECCE programmes (for 3-6 year olds), with integrated nutrition and health components are a critical investment for enhancing elementary education outcomes; laying a strong

foundation for cumulative lifelong learning and human development and also for intergenerational benefit towards ensuring social inclusion and equity.

In India, ICDS is identified as a major programme to achieve the first goal of Education For All (EFA) i.e. universal provision of ECCE. It is the largest public provider of Early Childhood Care and Education. Out of the 16 crore children below six years, 7.61 crore children are attending ICDS anganwadis and 3.8 crore of them are receiving pre-school education. ECCE provisions are also available through other government programmes; NGOs and private service providers.

Gaps and Challenges:

The stated focus on ECCE has not been translated into a field reality. The major factors responsible for the same are as follows:

- Low awareness and clarity regarding Early Childhood Care and Development
- Absence of policy, curriculum and action framework at all levels
- Parental aspirations and commercialization
- Inadequate human resource: professional courses, training and personnel preparation
- Inadequate attention and investment in child development
- Absence of the system of regulation

Way Ahead:

With universalisation of ICDS and mushrooming of ECCE provisions across the country, there has arisen an urgent need for a regulatory and a policy framework so as to ensure a common minimum ground for all ECCE services on offer. There is also an acknowledged need to restructure and strengthen the ICDS and implementing ICDS in a flexible mode, which may interalia mean need based flexible models of comprehensive child development packages of services extended to all ECCE provisions, including anganwadis and those beyond anganwadis as well.

The tasks laid down as under, are envisaged to ensure access with equity to good quality ECCE programmes for all young children.

- **Preparing a National ECCE Policy Framework:** While multiple provisions are there, the coverage is still limited in terms of children's extent of participation and the quality of provisions very uneven, to the extent of being often developmentally inappropriate for children. This is an outcome of inadequate understanding of the concept, philosophy and importance of ECCE among the stakeholders and administrators within a completely unregulated sector which allows for mushrooming of provisions for ECCE all over the country, with variable quality. To address this issue and plan for universalizing access to ECCE with equity and quality, a Policy Framework for ECCE is being developed.
- **Implementation plan:** Once the policy is framed, it would be required to do situation analysis and need assessment; and lay down steps and strategies for implementation of the policy.
- **Establishing National Child Development Resource Centre:** A nodal centre for technical expertise in child development needs to be established to address the existing gaps and become hub for national expertise on child development.
- **Minimum Specifications:** There is an imperative need to lay down basic norms and specifications for ECCE programmes as a reference document for parameters and to ensure quality control.
- **Developing curriculum, Activity Booklet and PSE Kit:** It is proposed to provide a framework as a foundation for preparing a comprehensive, activity based, and age-specific curriculum for the early childhood education, with flexibility to States to suitably adapt the same with respect to their specific needs and contextual relevance. It would be designed to support the teachers/ caregivers to do micro planning at the ground level and meet the learning needs of the children within the contextual local setting.

- **Capacity Building:** It is very necessary that the skills of functionaries in ECE at all levels are continuously upgraded as the present training is grossly inadequate in terms of not only knowledge but also skills. Organization of ECE activities requires a great amount of skills and therefore practical training on ECCE is a must. It is therefore necessary to build up capacity of functionaries at all levels. Different modules of training in ECCE with much emphasis on hands on training will be developed for the purpose.
- **Developing Institutional Mechanism:** Institutional framework for allocating responsibility for different programmes and aspects of the whole framework and inter-agency coordination in planning and administration would be established.
- **Formulating a Quality Monitoring and Evaluation Tool:** On- going formative evaluation needs to be an integral part of the education system. A quality monitoring framework needs to be developed. The assessment data would be used for further strengthening of the programme and designing child- specific activities.

e. Child Protection

Every child is entitled to the right of survival and protection from neglect, violence, abuse and exploitation. India has recognized the right to protection for its children through its constitutional commitments and the laws, policies, and programmes it has put in place over the years. It has also recognized that some children face the worst forms of discrimination and are in especially difficult circumstances, such as the girl child, working children, children on the streets and children in conflict with law, and has made specific programme interventions for them.

However, a close examination by the Ministry of existing child protection schemes revealed shortcomings and gaps in existing child protection institutions, policies programs and their implementation at all levels. The challenges that the Ministry is faced with in

creation of a safety net for children are manifold. On one hand, lack of credible data on children in difficult circumstances affects planning and coordination of services for them, and on the other hand, existing services are inadequate and substandard due to shortage of committed, trained and sensitised personnel at all levels. Furthermore, the services are mainly ameliorative in nature and, thus, there are very few programmes for preventing children from falling into difficult circumstances.

So far, there has been minimal use of non-institutional care options like adoption, foster care and sponsorship, etc. for children without home and family ties and institutional (residential care) has been the preferred option. The involvement of community or local bodies in programmes and services is also unstructured and sporadic.

The Ministry of Women and Child, is committed to creating a solid foundation for a protective environment for children by addressing the gaps identified. The Ministry will strengthen prevention of the child rights violation; create a knowledge base of vulnerable children and services available for them; enhance infrastructure for protection services; increase access to a wider range and better quality of services; increase investment in child protection and raise awareness of child rights and their violation.

During the next five years, the Ministry will review and amend the implementation of existing child-related legislation. It will also consider adopting new legislation to incorporate aspects of child protection which are under-represented or not represented in existing laws. Furthermore, the existing safety net for children will be strengthened through capacity building of child protection personnel; evidence based monitoring and evaluation of child protection services and building of dedicated statutory and service delivery structures for child protection.

Juvenile Justice (Care and Protection of Children) Act, 2000:

The Ministry will focus on promoting improved implementation of the Act through enhanced monitoring and evaluation mechanisms and increased coordination with State Governments responsible for the implementation. The Ministry will institute enhanced

checks and balances and promote greater transparency and accountability on the following aspects:

- The registration of all child care institutions under the JJ Act will be a high priority;
- The Rules establish minimum standards of care for all institutions set up under the Act. The Ministry will continually assess if these standards are being met and maintained;
- Through regular monitoring and evaluation exercises, the CWCs, Juvenile Justice Boards (JJBs) and other voluntary organisations and service providers (such as Children's Homes, Shelter Homes, Observation Homes, Special Homes, Open Shelters) will be regularly assessed for the maintenance of optimum standards in accordance with the Rules.

In order to promote the full realization of the mandate of the Juvenile Justice (Care and Protection of Children) Act, 2000 (amended in 2006), along with the Juvenile Justice (Care and Protection of Children) Rules, 2007, in the next five year period, the Ministry will review the success of these provisions in providing proper care and protection to *all* children (including vulnerable children) by addressing their needs in a holistic manner. Furthermore, the concept of restorative justice would be incorporated into the Act for ensuring holistic reintegration of the child in conflict with law into the society. During the period of the FYSP, broad based consultations will be held to bring about these changes.

The JJ Act in its present form is limited in its coverage of offences against children. The Act will be appropriately amended to expand the scope of the offences covered under it. The Ministry aims to promote the long term goal of child-centred jurisprudence with separate structures and procedures for child victims and witnesses. In the interim, it advocates for the development of child-sensitive systems, standards and procedures within the mainstream criminal justice system itself. The 'Protection of Children from Sexual Offences Bill' is a step in this direction. The institution of in-camera proceedings for children and the training and sensitization of officers and functionaries dealing with children will be important steps in the direction of establishing child-centred structures and

mechanisms. Over the next five years, the Ministry will undertake the formulation of a larger perspective and vision for child protection, that goes beyond the present mandate of the JJ Act and the Sexual Offences Bill, to cover child victims and witnesses and provides a range of services for their care and protection. This would entail allocation of additional financial resources and would require broad based consultations, which the Ministry intends to undertake.

The Protection of Children from Sexual Offences Bill, 2010:

The Constitution of India permits positive discrimination in favour of children and provides that the State shall direct its policy to ensure that children are not abused. The Convention on the Rights of Children (CRC), ratified by India on 11th December, 1992, requires the States Parties to give primary consideration to the best interest of the child and to protect the child from all forms of sexual exploitation and sexual abuse.

Sexual offences against children are inadequately addressed by extant legislation. A large number of sexual offences are neither specifically provided for nor are they penalized, as a result of which offenders are tried under more lax and non-specific provisions of the Indian Penal Code (IPC). There are no specific provisions or laws for dealing with sexual abuse of male children. Also, the criminal justice delivery system is more geared to dealing with crime against adults.

The proposed Bill regards the best interest and well being of the child as of prime importance at every stage of the judicial process, and incorporates child friendly procedures for reporting, recording, investigating and trial of offences.

The Bill will be steered for necessary approvals for it to be enacted and Rules will be framed during the period of the FYSP.

Integrated Child Protection Scheme (ICPS):

The Ministry has recently launched the Integrated Child Protection Scheme (ICPS), a centrally sponsored scheme, with the aim to provide care, protection and a safe and secure environment for children in conflict with the law as well as children in need of care and protection, including children in difficult circumstances. The objectives of the Scheme are to contribute to the improvement in the well-being of children in difficult circumstances, as well as to reduce children's vulnerability to situations and actions that could lead to abuse, neglect, exploitation, abandonment and separation.

ICPS incorporates the provisions of three erstwhile schemes and also introduces new interventions for child protection. It has been formulated through the merger of schemes such as (i) An Integrated Programme for Street Children, (ii) A programme for Juvenile Justice and (iii) Shishu Greha Scheme along with added components to fill the gaps and strengthen child protection structures. The ICPS is principled on child protection, which is a shared responsibility of government, family, community, professionals, and civil society.

ICPS focuses on reducing child vulnerability through systematic preventive measures to address protection failures at various levels. The services financed under ICPS include emergency outreach services through Childline, open shelters for children in need in urban and semi-urban areas, cradle baby reception centres, family-based non-institutional care through sponsorship, foster care, adoption and after care. In addition, institutional services such as shelter homes, children's homes, observation homes, special homes, and specialised services for children with special needs are also provided under the scheme. Dedicated service delivery structures at centre, state and district levels have been provided for to ensure proper implementation and monitoring.

ICPS is a comprehensive and well thought out scheme, however, gaps and shortcomings often emerge during implementation, which need to be identified, documented and addressed. The Government will continue to promote candid assessments of ground realities to strengthen existing services, eliminate those that are not working and introduce new measures where necessary. A key focus of the Five-Year Strategic Plan will be to review existing protection services and bring them all under this comprehensive

umbrella of ICPS with the objective of eliminating overlaps and strengthening the quality of Government interventions.

ICPS Related Priorities:

- **Promotion of non-institutional care:** It is recognised worldwide that children flourish best in a family environment. Thus, while improving quality of services and standards of care in the institutions (i.e. Homes for children), ICPS will strive to shift the focus from 'institutional care' to 'non-institutional care' for children without family support. Towards this end, the Ministry would develop and promote good practices in adoption, foster care (including kinship care) and sponsorship. Child care institutions would be oriented towards promoting family and community based care as the best option for rehabilitation of children so that their exposure to institutional care is minimised. The Ministry would also engage in advocacy and awareness generation so that increasing numbers of people are willing to either adopt children or take them into foster care.
- **Provision of Quality Institutional Support:** Existing Homes for children will be upgraded so that they meet the minimum standards of care as laid down in the JJ Rules. Based on objective assessment of future needs for institutional care, ICPS will support the creation of new institutional facilities and maintenance of existing facilities for children in difficult circumstances including children with special needs.
- **Strengthening and Expansion of Childline Services:** The Ministry will focus on the extension of the 24-hour emergency helpline Childline – 1098 to all districts/cities. The network will be strengthened further through stronger partnerships and consultations with voluntary organisations and greater investment of resources and capacity building.
- **Development of Database of Children in Difficult Circumstances:** The implementation of ICPS is currently limited, due to non availability of data on children in difficult circumstances like, children on the streets or children working in the unorganised sector. The Ministry would, through the State Governments, strive

to identify such children and develop a credible database to enable planning of appropriate services.

- **Development of Mechanisms for Tracing Missing Children:** No reliable data on the numbers of 'missing' children exist at present. There are regional examples of mechanisms to track and restore missing children, however, these are fragmented and isolated. There is a need for building a system for compiling reliable data on missing children and mapping the areas where these are reported. During the next five years, the Ministry will invest strongly on building a database on missing children and on setting up appropriate mechanisms for tracing them and restoring them to their families. In rural areas, this could be done in collaboration with the Panchayati Raj Institutions. In the metros, this may be a component of mega city policing. Designating a network of NGOs as nodal centres for receiving information on missing children and collaborating on tracking and restoration can be yet another alternative.
- **Convergence and Coordination:** In order to achieve ICPS related targets and objectives, the Ministry aims to provide improved access to and better quality of child protection services through increased convergence at Central, State and District levels. Although Child protection needs dedicated sectoral focus, strengthening protection awareness within other sectors, such as health and education, will be an important goal of this Ministry.
- **Professionalization of Child Protection:** The Ministry aims to professionalize its child protection services by creating cadres of professionally trained social workers to deal with the many situations of child neglect, exploitation and abuse. These services will include provisions such as specialized care, psychological recovery, legal assistance and social reintegration.
- **Strengthening Families and Communities:** ICPS will also focus on strengthening the family's capabilities to care for and protect the child through sponsorship, capacity building, family counselling and the provision of support services. It will also promote the creation of community based networks of support

to enhance the impact of protection services at the local level. A linkage between formal and informal structures for child care and the support of various local level stakeholders including PRIs and District Child Protection Societies will be crucial to create such networks.

- **Strengthening the Preventive Framework for Protection:** Apart from the creation of strong institutional mechanisms for child protection, it is important to strengthen the preventive framework for protection. Through the involvement of families, service providers, media and civil society, the Ministry will initiate sustained awareness building and advocacy drives to develop a protective environment for children.
- **Children with Special Needs:** ICPS provides for care, support and protection to children with special needs, which includes children living with and affected by HIV/AIDS and TB. The Ministry will promote the strengthening of existing institutional care and support mechanisms such as homes as well as non-institutional measures, such as adoption, foster care and sponsorship to fulfill the needs of these children. It will also focus on spreading awareness and sensitivity on these issues.
- **Strengthening Crisis Management Systems:** During the course of the next five years the Ministry will explore the role it can play in coordination with other Ministries/Departments and civil society organisations for protecting the interests of children in situations of crisis. This will include steps towards the establishment and institutionalization of first response as well as coordinated inter-sectoral actions for responding to crisis situations.
- **Provision of Financial and Human Resources:** The Ministry will focus on providing financial resource support to the States/UTs for setting up statutory bodies under the Juvenile Justice (Care and Protection of Children) Act, 2000 (Amended 2006), i.e., Juvenile Justice Boards (JJBs), Child Welfare Committees (CWCs), Special Juvenile Police Units (SJPU) in each district and strengthen their service delivery.

- **Training, Sensitization and Capacity Building:** The provision of training, sensitization and capacity building measures for ICPS functionaries and officials is mandatory for the success of the scheme. ICPS staff at all levels needs to be skilled, sensitive and well-equipped with the knowledge of child rights and standards of care and protection. This will also ensure the accountability of staff engaged in delivery of services to children. The Ministry also believes that the capacities of all those in contact with children should continually be strengthened. This includes Police, judiciary, government and NGO functionaries, school teachers, communities and families. Training and sensitization programmes for school going children to protect themselves from all forms of abuse will be organised. The Ministry will monitor and conduct an impact analysis of the trainings conducted by NIPCCD and its regional centres with the help of professional and academic experts.
- **Monitoring & Evaluation:** Introduction of evidence based monitoring and evaluation will be an important step towards the promotion of transparency, accountability and efficient service delivery. Through the involvement of State Governments and external M&E agencies, the Ministry will facilitate the setting up of child impact monitoring mechanisms and child protection audits - to review all state level and NGO policies and programmes to ensure adequate response to issues of child protection. It will also promote the setting up of child protection cells within every district to monitor and review the situation of children to prevent child abuse and exploitation.
- **Research and Evaluation:** The Ministry will focus on commissioning studies on child protection and identifying new areas of research based on threats and challenges within this area. It will promote child impact monitoring of all national legislation, policies, plans of action, schemes and programmes and push for their harmonization with the UNCRC. The Ministry will also promote the creation of child-friendly versions of all documents on policies, legislation, programmes and schemes related to children; it will develop a credible, web-enabled knowledge bank and database on child protection; and, promote the documentation of best practices.

- **Advocacy and Communications:** The Ministry will focus on developing a comprehensive advocacy and communication strategy for child rights and protection. The creation and dissemination of intensive awareness generation programmes will be a priority for the Ministry.

Institutional Mechanism:

The National Commission for Protection of Child Rights (NCPCR) has been set up as an independent statutory commission to protect, promote and defend child rights in the country. Apart from the mandate and role of NCPCR, the Commissions for the Protection of Child Rights Act, 2005 proposes the establishment of State Commissions for the Protection of Child Rights (SCPCRs). While 28 States have signed the Memorandum of Understanding (MOU) for ICPS, only nine State Commissions for the Protection of Child Rights (SCPCRs) have been set up so far and importantly, the setting up of SCPCRs has not been made mandatory. While the NCPCR is already advocating for the establishment of similar commissions in other states, the Ministry will propose to amend the CPCR Act (2005) to make the setting up of SCPCRs mandatory. The Ministry also realizes the need to accord autonomy, resources and functionaries to the SCPCRs, in order to strengthen these commissions and to enable them to effectively fulfil their role and responsibility. Civil society organizations could act as pressure groups and assist the Ministry in facilitating the setting up of SCPCRs in States which have not yet done so.

MWCD will also advocate for the setting up of Children's Courts within all the States of India, as provided for in the Commissions for Protection of Child Rights Act (2005), for the purpose of providing speedy trial of offences against children or of violation of child rights.

f. Child Participation

Children and women are the primary stakeholders of the Ministry. The Ministry aims to provide children with an environment wherein they are aware of their rights; possess the freedom and opportunity to fully and freely express their views in accordance with their

age and maturity; that their views, especially those of the girl child and of children from minority groups or marginalised communities, are respected by society at large and taken into account while taking decisions that affect them. The Ministry also aims to ensure that the officers and personnel of the Government who work within the area of child welfare, development and protection are adequately sensitized about the needs and concerns of children.

For the next five years, it will be a priority for the Ministry to increase the level of child participation and create mechanisms to facilitate the incorporation of children's views into mainstream policy-making and programme formulation processes. In order to achieve these goals, the Ministry aims to promote within the family, community, schools and institutions, as well as in judicial and administrative proceedings, respect for the views of children, especially those of the most marginalized, including girls. It also aims at enabling the informed participation of children by making information on child rights, laws and policies available and accessible to all children in accordance with their age and maturity. It will solicit support from institutions and organizations working on child rights for awareness generation, training and sensitization.

For the Five Year Strategic Plan, the Ministry prioritizes the piloting and institutionalisation of measures to boost child participation based on successful models such as Bal Panchayats, child reporters and advocates and the use of community radio and the internet.

Organizing Bal Panchayats is considered one of the most effective and unique means of promoting child participation with maximum outreach. Bal Panchayats can create an active and strong network of children who are aware of their rights and are capable of voicing their concerns within the community. Some of the areas within which Bal Panchayats can be active include water and sanitation, children's right to quality education and checking teacher absenteeism in schools, provision of clean toilets within school premises and, monitoring the quality of mid-day meals. Children can also be trained to become child advocates and reporters working on similar issues. Their work can be disseminated to a larger audience through short films, case stories and the use of print and multi-media.

Children's views can also be harnessed through the medium of the internet and the use of community radio. Schools could introduce and encourage the use of a special children's portal to give their inputs on issues concerning them. Children's feedback generated from activities within school clubs and societies can also be harnessed to formulate their collective viewpoints.

The Ministry will partner with organisations working with children to develop mechanisms for child participation that may be effectively institutionalised over the next five years.

g. Child Budgeting

Child budgeting is a tool to examine a government's commitment to child welfare, development and protection programmes for any given fiscal year and to assess if these adequately reflect the rights and needs of children. It is also an instrument which assists in taking stock of a country's development strategy, its commitments and the gaps in achieving them. Such an analysis also allows us to identify the specific areas of child welfare which have been particularly neglected over the years. Child budgeting is an instrument to oversee the utilization of allocated provisions, through fiscal decentralization, participation, transparency and accountability in accordance with commitments such as the MDGs and the UNCRC. Article 4 of the Convention on the Rights of the Child notes the obligation of States to implement rights to the maximum extent of their available resources; this implies an analysis of public budgets, including its effects on children.

Despite India's significant economic progress and impressive growth rates since the 1990s, it is plagued by low infant survival rates, high IMR, acute child malnutrition and under nutrition, poor standards of child health and education (universal primary education has yet not been achieved). Child protection issues such as child labor, child marriage, discrimination against girl children including female foeticide and infanticide, trafficking also need greater attention. Given this wide disparity between India's growth rates and its poor social indicators and public spending on the latter, it is crucial for the Government to direct and distribute resources through State action. Furthermore, Article 4 of the UN

Convention on the Rights of the Child highlights the obligation of States to implement children's rights to the maximum extent of their available resource; this implies an analysis of public budgets, including its effects on children, where necessary.

The Constitution of India delineates the topics or the jurisdiction of both central and state governments. Under the Seventh Schedule, Article 246 of the Constitution, there are 97 topics in the Union list, 66 topics in the state list and 47 topics in the concurrent list. Topics such as education and registration of births/deaths fall in the concurrent list indicating that both the union and the state governments are responsible. To plan for topics in the state and concurrent lists each state also prepares a state Budget. Many programmes for children are also run directly by the state governments. It is therefore important to examine both the Union as well as the state budgets from a child-centred perspective. So far, child budgeting exercises have been conducted by the Ministry as well as organizations such as Haq-Centre for Child Rights, Indian Council for Child Welfare (ICCW) and the Centre for Budget and Governance Accountability (CBGA). Some of these reports highlight that allocations given to child welfare programmes are not enough to cover the child population and address the various problems faced by children in India. The joint report by the Ministry, CBGA and UNICEF in 2008 highlights the importance of state governments for the implementation of schemes and service delivery. Although state governments are dependent on the Centre for resources, state allocations to social sector programmes are generally on the decline.

Apart from the above-mentioned challenge, other areas of concern which make child budget imperative include:

- Weak monitoring systems and limited use of evidence at local levels. There is inadequacy in performance appraisal – field reports are not verified, quality is not measured;
- Poor accountability and high absenteeism - frequent transfers, vacant posts particularly in remote locations, poor performance of service-providers – these contribute to the poor social indicators for children;

- Uncertainty about release of funds;
- Predominance of top-down, issue-specific approaches. These create implementation as well as evaluation challenges;
- Low levels of community involvement in management of services;
- Management and systemic bottlenecks, particularly in disadvantaged states;
- Greater efforts to improve delivery needed in poorer states which have capacity constraints.

Keeping the above-mentioned factors in mind, the Ministry will advocate for the following measures to institutionalize child budgeting procedures:

- Advocating to the Planning Commission and the Ministry of Finance for child-centric formulation of Union and State Budget for the full realisation of children's rights in the country, especially factoring in the needs of the most marginalized children;
- Increasing the overall child-centric expenditures to uphold child rights in the country;
- Financing child-sensitive social protection systems;
- Creating context and region specific norms for public spending in programmes for children;
- Advocating for greater convergence and coordination with state governments on the issue of child budgeting;
- Establishing effective monitoring and evaluation mechanisms and ensuring budget transparency and citizen participation; these will also include a shift in focus from

input controls to the monitoring of outcomes; the development of intermediate and final outcome indicators; and reliable data collection processes.

- Addressing the problem of delays by streamlining the process of disbursement and utilization of funds;
- Advocating for greater convergence and coordination with line Ministries to promote child budgeting within their various schemes and programmes;
- Creating provisions for state-level exercises on Child Budgeting aimed at strengthening the planning process for the Twelfth Plan and beyond;
- Encouraging knowledge-based advocacy and the documentation of best practices.

In conclusion, reducing inequalities is the key priority for children but progress is not taking place fast enough to constitute real change. While the overall resources for the social sectors are increasing, we need better targeting through child budgeting mechanisms to ensure that all child-related needs are adequately resourced. An overhaul of budgeting and management systems is required to ensure that outlays are increased and translate into meaningful outcomes for all children.

h. Rajiv Gandhi National Crèche Scheme for Children of Working Mothers

The Government's sustained initiative on education and employment of women has resulted in increased opportunities for their employment, and more and more women are now in gainful employment, working within or outside their homes. The past few decades have shown a rapid increase in nuclear families and breaking up of the joint family system. Thus the children of these women, who were earlier getting support from relatives and friends while their mothers were at work, are now in need of day care services which provide quality care and protection for the children.

About a seventh of the female population of the country is in the category of main workers. 49.34 lakh women work in the organized sector and can avail day care facilities

for their children which their employers are obliged to provide under various legislations. (Factories Act 1948, Mines Act 1952, Plantation Act, 1951, Inter-State Migrant Workers Act, 1980 and NREGA 2005 make provision of day care mandatory). On the other hand, the need of the children of women working in the un-organised sector, was largely unaddressed.

As per 2001 Census, 36% of the households in India are with joint, supplemented nuclear or broken extended families. Children of working mothers in these households are less likely to require day care services as opposed to those who live in nuclear (52%) or single parent families. In a number of cases, children are left by their mothers in the care of their elder siblings, other relatives or neighbours.

The need for child care services has also been emphasized in the National Policy for Children (1974), the National Policy for Education (1986), the National Policy for Empowerment of Women (2001) and the National Plan of Action for Children (2005).

Although a realistic estimate of the requirement of crèches was not possible, the Rajiv Gandhi National Crèche Scheme for children of working mothers was launched on 1.1.2006, by merging the National Crèche Fund with the Scheme of Assistance to Voluntary Organizations for Crèche for Working and Ailing Women's Children to take care of children of women working in the unorganized sector.

RGNCS for children of working mothers provides day care facilities to children in the age group 0-6 years from families with a monthly income of less than Rs. 12,000. In addition to being a safe space for the children, the crèches provide services like supplementary nutrition, pre-school education, emergency health care etc. The Scheme is implemented through three national level mother organisations, which in turn work through their State branches/offices and identified NGOs. At present, 22599 crèches are functional, whereas the requirement, though still not computed, is much higher.

Recent sample inspections of crèches by the Ministry have revealed that several of the crèches were either non-existent or were not functioning. Even in those crèches that were functioning, gaps in provisioning of services like SNP, appropriate early childhood education, infrastructure etc., were noticed. It was also observed that most of the crèches were running for 4-5 hours as against the stipulated time of 8 hours. Also, several of the children were not of working mothers and there were very few children of

0-3 years age group. Lack of reliable data on working women requiring such services and proper procedures while selecting the location, NGO and crèche worker, inadequacy of infrastructure and low financial grants have been identified as the major reasons for the lacunae.

A review of the Standard Operating Procedure (SOP) followed by the implementing agencies brought out that there is little or no involvement of the District Administrations in the selection of location, management and monitoring of crèches and, thus, the processes in the organisations are largely driven internally. It also emerged that involvement of the State and District level administrations, at various stages, would help strengthen the implementation of the scheme and help reach out the benefits to the intended beneficiaries and the SOP has been modified to bring in a role for them within the framework of the current scheme.

The data on working women requiring crèche services for their children is not available. Whereas efforts are made to set up new crèches in uncovered areas, the reach of these mother organizations being limited, there is a possibility that several locations may remain uncovered, with concomitant underutilization of crèches where these have been set up.

A Committee has been set up by the Ministry to look into the components of the scheme and suggest the norms which require revision, as well as the need to expand its coverage. While doing so, the Committee has examined the current mode of functioning and procedures that would require a change, to improve the quality and fix accountability at all levels. The challenge, however, lies under the scheme in determining the demand and identifying the areas which have a genuine need.

Furthermore, the target group of the crèche scheme is a subset of the target group of Anganwadi Centres set up under the ICDS i.e. children of 0-6 years. With the universalisation of ICDS, AWCs would cover each and every habitation of the country. AWCs provide services which are comparable to that of a day care centre. Further, ICDS provides additional SNP (@ Rs.6 per child per day) for severely malnourished children. Growth monitoring and parental counseling are not covered under RGNCS. Additionally, AWCs have a formal and established system of supervision through the State Governments and have working linkage with the line functionaries of Departments of Health, Water and Sanitation etc. Since there is an overlap in the aims and objectives of

ICDS and RGNCS, the need for a separate day care centre in places where AWCs are well established will need to be examined carefully.

Over the next five years, therefore, the Ministry will revamp the existing Scheme with well laid out procedures and monitoring systems, and enhanced financial and staffing norms. After upgradation and consolidation of the existing crèches, the Scheme will be expanded to uncovered areas after a careful demand assessment in association with the State Governments.

Priorities related to Crèche Scheme:

- Revamping of scheme for improved service delivery and reduction of overlaps with other schemes;
- Consolidation and upgradation of existing crèches;
- Building convergence mechanisms with AWCs, PHCs etc.;
- Assessment of demand and identification of uncovered districts/ tribal areas to ensure balanced regional coverage;
- Extension of services to all women working in the unorganised sector;
- Provision of appropriate physical infrastructure, food and other essentials in all crèches;
- Regular and up-to-date training, sensitization and capacity building programmes for crèche workers;
- Adequate monitoring mechanisms for all crèches;

The Ministry will coordinate with other Ministries such as the Ministry of Urban Development for the creation of a gender equitable and child-friendly urban environment and the planned provision of crèches within urban localities and not just within offices.

i. Priorities for Women

The Indian Constitution guarantees the right to equality. Article 15(1) of the Constitution explicitly states that the State shall not discriminate on the ground of sex, among others. Sub-clause (3) of the Article goes a step further to establish substantive equality, allowing the State to enact “special measures” for women and children. Hence, the concept of affirmative action in recognition of the historical disadvantage faced by women is firmly entrenched in our constitutional scheme.

India has made numerous positive strides towards meeting these Constitutional commitments by creating an enabling environment for gender equity through legislative, policy and programmatic initiatives. The 11th Five Year Plan (2007-12) marked a departure from the approach to gender in the previous planning processes by recognising that women are at the very centre of economic and social growth and advocating an “integrated and inclusive approach to empowerment”. With this shift in focus, the need for a coordinated, implementable and forward looking policy framework was recognised.

However, despite the concerted efforts on the part of the Government to make women’s concerns an integral part of public policy and governance, the status of women in India remains a cause of concern. Women continue to face situations of inequity and discrimination at every stage of their life. The cycle of violence and vulnerability continues throughout her life span which not only affects her Constitutional right to life and liberty but also impairs her ability to develop to her full potential. Violence against women takes many forms, from the egregious sex selective abortions and infanticide to the socially sanctioned practices of early marriage, dowry related harassment and domestic violence. Trafficking and sexual violence, objectification of her person and violation of her dignity in the public sphere are some other forms of violence and discrimination which women face and tackling which poses a challenge. These challenges cannot be viewed in isolation but need to be examined in the light of globalization and current economic growth, which has brought changes such as enhanced participation of women in the workforce and increased in-country migration and displacement. Attendant social issues such as intolerance based on caste, class and community identities and re-assertion by community-based informal

bodies – all of which have a distinctly gendered face have also often increased. Addressing violence against women in various forms remains a major challenge.

In order to address these multi-dimensional concerns, the Ministerial priority would be to consolidate the existing initiatives and interventions relating to women. The existing legislations that address violence and discrimination against women would be strengthened and their implementation made more effective.

Laws such as the Prohibition of Child Marriage Act, Dowry Prohibition Act, and the Protection of Women from Domestic Violence Act provide an empowering environment to address these social evils. With the objective of undertaking a holistic and integrated approach, the Ministry aims to strengthen the institutional mechanisms under these laws on the one hand and to undertake specific measures towards strengthening social support structures on the other. With this in view, it is also proposed to formulate an Integrated Women's Protection Scheme.

Curbing trafficking of women and children for commercial sexual exploitation continues to be a challenge despite the multi-pronged approach adopted by the Government. Feminization of poverty and lack of viable economic opportunities for a large number of women and girls, particularly from marginalised sections of the society, are some of the reasons affecting the efficacy of the interventions. The constantly changing patterns and trends relating to trafficking add to the challenge of devising effective policy response.

Economic and social empowerment of women and girls would form the cornerstone of efforts to address any form of inequality and discrimination faced by women. Towards this end, the Ministry proposes to strengthen and expand schemes that build capacity of women through skill training, provide access to resources and credit and empower them for enhanced participation in decision-making. To address the needs of women in distress, schemes that provide shelter and other support services would also be strengthened. Also on the anvil is the implementation of a 'Women's Helpline' for those in distress.

Providing greater security for women at work and ensuring an enabling environment, including hostel facilities for working women is also a priority of the Ministry. A significant

step has now been taken with the finalization of the proposed Protection of Women against Sexual Harassment at Workplace Bill, 2010. This Bill, which seeks to provide a safe and secure environment, free from sexual harassment, to all women, has been introduced in the Parliament and if passed, would further fortify the framework for legal empowerment of women.

Deep-rooted socio-cultural norms and practices make certain categories of women particularly vulnerable to discrimination and violence. In particular, single women, widows and deserted women are often victims of ostracism, harassment and rights violation by their families, relatives and society on the whole. Since women have higher average life expectancy than men, the challenges faced by such women are expected to get compounded in the coming years. Specific interventions addressing their specific needs may be required so as to enable them to fully participate in the development process.

A major bottleneck faced in formulating effective interventions is the absence of a systematic and coordinated feedback mechanism. Strengthening of existing knowledge base through coordinated data collection mechanisms and promotion of research on issues relating to women will be a priority of the Ministry.

Gender being a cross cutting issue, various Ministries/Departments have been undertaking measures for the empowerment of women. Convergence of these programmes and schemes is essential to ensure that their benefits are effectively accessed by women. With the specific objective of ensuring convergence and better coordination among the schemes/programmes of various Ministries/Departments, the Ministry launched the National Mission for Empowerment of Women. The Mission headed by the Hon'ble Prime Minister at the apex with structures at the central, state and district levels would facilitate in creating an enabling environment for socio-economic empowerment of women. Similar convergence Missions are also envisaged at the level of each State and the Ministry shall encourage States to put necessary structures in place. Further, gender mainstreaming across sectors, through gender budgeting, would be pursued with greater vigour to ensure that gender concerns are incorporated in development frameworks, policies and programmes of the Government, leading to greater resource allocation for addressing the needs of women.

The goal of holistic empowerment of women cannot, however, be achieved without a transformation in the mindsets and societal perceptions relating to women and their roles within the family, the community and the nation. To realise this goal, our approach towards awareness-generation and sensitization of all actors must embrace women's voices and their participation.

During the next five years, the Ministry will focus on addressing the gaps in existing legislations as well as in its programmatic interventions in the light of felt needs of women and work towards strengthening the processes and mechanisms for implementation, building capacities of implementing agencies, partners and its own human resources and promoting explorations into hitherto uncharted areas to provide for unmet needs.

National Policy for Empowerment of Women

The National Policy for Empowerment of Women, 2001 (NPEW) was formulated as the blueprint for the future, with the express goal of addressing women's felt needs and bringing about their advancement, development and empowerment. The NPEW laid down detailed prescriptions to address discrimination against women, strengthen existing institutions which includes the legal system, provide better access to health care and other services, equal opportunities for women's participation in decision-making, and mainstreaming gender concerns in the development process, to name a few.

It specifically highlighted the following:

- The advancement, development and empowerment of women in all spheres of life.
- Introduction of more responsive judicial legal systems that is sensitive to women's needs
- Ensuring women's equality in power sharing and active participation in decision making.
- Mainstreaming a gender perspective in development process.
- Strengthening and formation of relevant institutional mechanism.

- Partnership with community based organizations; and
- Implementation of international obligations, commitments and cooperation at the international, regional and sub-regional level.

The NPEW was envisaged as a comprehensive framework which is progressive and forward looking in nature. During the next five years, the Ministry proposes to undertake the formulation of a plan of action to implement the National Policy and in the process, develop monitorable indicators that aid in the process of its implementation. Towards this, an extensive process of consultation would be undertaken with relevant Ministries/Departments, States/UTs and other stakeholders such as NGOs, lawyers, academicians, domain experts and other civil society actors.

The launch of the National Mission for Empowerment of Women in March 2010 is an important development that will provide the much required fillip to a coordinated assessment of current Government interventions and aligning future programmes so as to translate the NPEW prescriptions into reality.

Legislation on Violence against Women

Women are vulnerable to violence due to the unequal gender roles in the family as well as their economic dependence on other members of the family. Their vulnerability of a woman subjected to violence gets aggravated as violence renders her further incapable of asserting herself in the family or seeking means of economic independence by corroding her confidence and abilities. Hence, an effective legal framework that addresses violence, both in the private and public spheres, is the *sine qua non* of ensuring holistic empowerment of women.

Review of Existing Laws

The Ministry is currently implementing the Protection of Women from Domestic Violence Act, 2005 (PWDVA), the Dowry Prohibition Act, 1961 (DPA) and the Indecent Representation of Women (Prohibition) Act, 1986 (IRWA).

In view of the increasing incidence of violence against women within the home and the need for a civil law to provide relief to women, the Government enacted the Protection of Women from Domestic Violence Act 2005 (PWDVA), which came into force with effect from 26th October, 2006. The PWDVA is a progressive legislation that for the first time defines 'domestic violence' and affirms the right of a woman to lead a violence-free life.

The Act:

- Provides civil remedies in the nature of protection orders, residence orders, maintenance, compensation, and temporary custody orders to women facing domestic violence within the home.
- Recognizes and declares the right of every woman not to be dispossessed from her shared household.
- Establishes a coordinated implementation mechanism to ensure women have access to and enjoy support services such as shelter, medical relief and legal assistance through:
 - Appointment of Protection Officers, who are to act as the link between women and the courts on the one hand, and women and support services on the other.
 - Registration of Service Providers and notification of medical facilities and shelter homes.

The culturally sanctioned practice of dowry and the resulting violence perpetrated on women is one of the single biggest forms of discrimination against women in India. In recognition of the need to address this social evil in a systematic manner, the Dowry Prohibition Act (DPA) was enacted by the Parliament in 1961.

This Act for the first time defined "dowry", an expression that required to be explicitly defined by the law in view of its socio-cultural and layered connotations. The specific objective was to prohibit the practice of dowry by criminalising the "giving and taking of dowry". In addition, a built-in implementation mechanism in the form of Dowry Prohibition Officers was also incorporated in order to ensure effective and efficacious enforcement of this Act. Further amendment to the Act was made in the year 1985, and in accordance

with Section 9, Rules were framed by the Central Government in 1985 in order to add teeth to the law.

The Indecent Representation of Women (Prohibition) Act, 1986 (IRWA) was enacted with the specific objective of prohibiting the indecent representation of women through advertisement, publication, writing, painting figures or in any other manner. The Act:

- (a) Defines "indecent representation of women" to mean the depiction of the figure/form/body/any part thereof, of a woman which is indecent or derogatory to or denigrating women or is likely to injure public morality.
- (b) Prohibits indecent representation of women in any form in any advertisement or publication.
- (c) Also prohibits selling, distribution, circulation of any books, pamphlets, and such other material containing indecent representation of women.
- (d) Prescribes punishment of either description for a term extending to two years and fine extending to two thousand rupees on first conviction for all offences under the Act. The second and subsequent convictions attract a higher punishment.

These comprehensive legislations, notwithstanding, violence against women in various forms, in both public and private spheres, is on the rise. The Government recognises that violence is primarily a social issue and legislative efforts need to be supplemented with extensive advocacy in collaboration with civil society organisations and will be working in the next five years to ensure a change in the social norms and behaviour.

At the same time, to ensure that violence against women, whether occurring in the form of domestic violence, dowry or violation of her dignity in public, are addressed in a more effective manner, proposals for undertaking a comprehensive review of the legislations is under consideration of the Government. The aim is to ensure that the law continues to be responsive to the changing social milieu and women's role within it as well as to strengthen its provisions to address substantive and procedural gaps. This process has

already been initiated with respect to some of the laws, an endeavour which would be continued in the coming years.

Enactment of New Laws

Sexual Harassment at the Workplace:

Sexual harassment at workplace is a violation of women's right to gender equality, life and liberty. It creates an insecure and hostile work environment, which discourages women's participation in work, thereby adversely affecting their economic empowerment and the goal of inclusive growth. Reaffirming that sexual harassment at workplace is a form of discrimination against women and recognizing that this violates the Constitutional Right to Equality, the Supreme Court of India in the case of *Vishaka & Ors. v. State of Rajasthan & Ors.* (1997) provided guidelines to address this issue pending the enactment of a suitable legislation.

With more and more women joining the workforce, both in organised and unorganised sectors, ensuring an enabling working environment through legislation is imperative. Besides, women in educational and medical institutions and women who may enter a workplace in various capacities such as clients and customers are also vulnerable and need protection from sexual harassment at the workplace.

Keeping this in view, the Government proposes to enact the 'Protection of Women against Sexual Harassment at Workplace Bill, 2010' to provide every woman, irrespective of her age or employment status, a safe and secure environment, free from sexual harassment by fixing responsibility on the employer and laying down a redressal mechanism.

With the enactment of the Bill by Parliament, the Ministry would undertake the exercise of framing of Rules so as to implement the law. Equally crucial would be the need to ensure that the law receives widespread publicity and is proactively disseminated by the States/UTs.

Strengthening Implementation of Laws

There are several laws which seek to address the discrimination faced by women. However, the key to achieving the intent and promise of these laws is effective implementation. Lack of adequate financial and human resources, absence of an institutionalised mechanism at the State or district levels, lack of awareness, administrative apathy and barriers to access to justice are some of the factors which prevent effective implementation of empowering legislations. While all legislations require regular monitoring and strengthening of implementation mechanisms, the Ministry has particularly identified the Dowry Prohibition Act, the Prohibition of Child Marriage Act and the Protection of Women from Domestic Violence Act for this purpose.

To encourage the creation of an enabling environment for women, in course of the next five years, it is proposed to focus on the following aspects:

- (a) **Formulation of Integrated Women's Protection Scheme** for developing an institutional mechanism for effective implementation of laws relating to violence against women, being administered by the Ministry. With this exercise, the Ministry proposes to undertake a holistic and integrated approach to service delivery that attempts strengthening of institutional mechanisms for protection against violence.
- (b) **Capacity-building of implementing agencies** through interventions which are undertaken by allied agencies of the Ministry would be continued. At the same time, to upscale structured capacity-building programmes of implementing agencies and to ensure sustainability of such interventions, the focus would be on development of gender-sensitive and practical content for such training programmes. It is hoped that this multi-pronged intervention in the coming years would aid in creation of a more woman friendly and responsive implementation mechanism.
- (c) **Strengthening mechanisms and systems for receiving critical inputs/feedback from implementing agencies** through review of existing data systems and advocating for greater coordination between existing sources. Further,

development of regular and structured monitoring mechanisms on implementation of laws would constitute a continued endeavour.

Schemes for addressing Violence against Women

Financial Assistance and Support Services to Victims of Rape: A Scheme for Restorative Justice

Rape is one of the most violent forms of crimes against women, which not only impacts her bodily integrity but in the long-run, impairs her capacity to develop meaningful personal and social relationships, and affects her life and livelihood. The victim of rape suffers mental and psychological trauma, which must be addressed so that she is able to lead a dignified and meaningful life.

While no amount of financial assistance can adequately compensate for the injury, both physical and emotional, faced by a victim of rape, it is proposed to formulate the 'Financial Assistance and Support Services to Victims of Rape' Scheme to provide a helping hand to enable her to cope with the trauma suffered and to tide over her immediate and long-term needs. It is founded on the principle of restorative justice and seeks to restore the affected woman to a position of dignity and self-confidence. The scheme proposes to cover women and minor girls who are victims of rape.

In furtherance of the goal of ensuring restorative justice, the proposed Scheme provides for:

- Financial assistance to the affected woman; and
- Support services such as shelter, counselling, medical aid, legal assistance, education and vocational training depending upon the needs of the victim.

The proposed Scheme also envisages the setting up of Criminal Injuries Relief and Rehabilitation Boards at the District, State and Central levels for consideration of claims and ensuring effective coordination between all stakeholders.

The Ministry is currently pursuing necessary approvals for launching the proposed Scheme. Once launched, the focus would be on advocating for speedy establishment of the Criminal Injuries Relief and Rehabilitation Boards at the relevant levels, particularly by the States/UTs. The priority of the Ministry is to encourage the States/UTs to take up proactive implementation and the effort would be geared to encouraging them to take ownership of the Scheme in the 12th Plan period.

One Stop Crisis Centre for Women:

In order to deal with a situation of violence, women require support at various levels that address their multiple needs. Recognising this, the Ministry would examine the possibility of developing a pilot of 'One Stop Crisis Centre' for women which would serve as an integrated facility where the various needs of victims of violence, such as medical aid, legal assistance, assistance in filing a police case, counseling and emotional support, temporary shelter for herself and her children and basic necessities for the period of stay can be met, at a single place. Since the public health system in India caters to a large number of women and is very often, their first point of contact, linking hospitals and health care centres with law enforcement and support services would aid in early detection and prevention of further violence against women. Existing models of hospital-based crisis intervention programmes may provide a good blueprint in this endeavour.

Women's Right to Land and Property

The right to access, own, control or inherit property and land constitutes a basic human right, the denial of which negates the guarantee of gender equality enshrined in the Constitution. In the Indian context, however, the legal framework and customs that regulate the issue of ownership, control and access to land and property differ from community to community and from region to region. A consequence of this is the lack of adequate data on the issue.

It is proposed to undertake a situational analysis on the issue of women's right to land and property with a view to develop better understanding of current social and legal framework relating to these issues, during the course of the next five years. In this

process, the Ministry also proposes to consult various stakeholders. It would be the Ministry's endeavour to develop a body of knowledge on the issues which would enable it to be in a better position to formulate interventions in the future.

Social and Economic Empowerment of Women

STEP Scheme:

The Ministry has been administering the Support to Training and Employment Programme for Women (STEP) as a Central Sector Scheme since 1986-87, to ensure sustainable employment and income generation for marginalized and assetless rural and urban women across the country. The key strategies taken up for achieving the goal of livelihood opportunities for these women, specially those in SC/ST households and families below the poverty line include training for skill upgradation, facilitating organisation of women into viable cooperative groups, strengthening backward and forward linkages and providing access to credit. The scheme also provides for enabling support services in the form of health check-ups, legal and health literacy, elementary education, gender sensitization and mobile crèches. The unique feature of STEP is its integrated package of inputs aiming at holistic development of poor women. The ultimate endeavour of each project is to develop the group to thrive on a self-sustaining basis in the market place with minimal governmental support and intervention even after the project period is over. The ten traditional sectors identified for project funding under STEP comprise of agriculture, animal husbandry, dairying, fisheries, handlooms, handicrafts, khadi and village industries, sericulture, waste land development and social forestry. The scope and coverage of the scheme is to be broadened with introduction of locally appropriate sectors to be identified and incorporated in consultation with State Governments.

Priorities for STEP Scheme:

- Mobilization of potential women beneficiaries
- Providing training for skill up gradation

- Enabling groups of women to take up employment-cum-income generation programs
- Providing support services to the women beneficiaries

Priyadarshini:

Through the strengthening of community based institutions and improving sustainable livelihood opportunities, the Ministry aims to ensure holistic empowerment of rural women and adolescent girls in six selected districts of two states, i.e. Uttar Pradesh and Bihar.

Working Women's Hostel Scheme:

With the progressive change in the socio-economic fabric of the country more and more women are leaving their homes in search of employment in big cities as well as urban and rural industrial clusters. One of the main difficulties faced by such women is lack of safe and conveniently located accommodation. The Government of India being concerned about the difficulties faced by such working women, introduced a scheme in 1972-73 of grant-in-aid for construction of new/ expansion of existing buildings for providing hostel facilities to working women in cities, smaller towns and also in rural areas where employment opportunities for women exist. Based on an evaluation of the existing scheme and suggestions received from the Standing Committee of the Parliament on Empowerment of Women, the scheme has been revised to promote availability of safe and conveniently located accommodation for working women who need to live apart from their families due to professional commitments. The objective of the scheme is to promote availability of safe and conveniently located accommodation for working women, with day care facility for their children, wherever possible, in urban, semi urban, or even rural areas where employment opportunities for women exist.

Beneficiaries:

- (i) Working women, who may be single, widowed, divorced, separated, married but whose husband or immediate family does not reside in the same city/area.

- (ii) Women who are under training for job provided the total training period does not exceed one year.
- (iii) Girls up to the age of 18 years and boys up to the age of 5 years, accompanying working mothers.

The scheme will assist projects for construction of new hostel buildings, expansion of existing hostel buildings and hostel buildings in rented premises. The working women's hostel projects being assisted under this scheme shall be made available to all working women without any distinction with respect to caste, religion, marital status etc., subject to norms prescribed under the scheme. While the projects assisted under this scheme are meant for working women, women under training for job may also be accommodated in such hostels subject to the condition that taken together, such trainees should not occupy more than 30% of the total capacity of the hostel and they may be accommodated in the hostels only when adequate numbers of working women are not available. Children of working women, up to the age of 18 years for girls and up to the age of 5 years for boys may be accommodated in such hostel with their mothers.

Dhanalakshmi:

The Dhanalakshmi scheme aimed at addressing the declining sex ratio and improving the value of the girl child in the eyes of the family is in operation as a pilot in eleven blocks across seven states. The scheme will be reviewed. The number of conditionalities specified in the scheme will be examined with a view to simplifying them so as to make the scheme easier to administer. The Ministry will evaluate the implementation of the Scheme with a view to recommending its continuation in the 12th Five Year Plan with increased geographical coverage.

Swadhar Greh (Merger of Swadhar and Short Stay Home Schemes):

Swadhar – A Scheme for Women in Difficult Circumstances was launched by the Department of Women and Child Development in 2001-02. Under the Scheme, temporary accommodation, maintenance and rehabilitative services are provided to women and girls rendered homeless due to family discord, crime, violence, mental stress, social ostracism

or are being forced into prostitution and are in moral danger. Another scheme with the similar objectives/target group namely Short Stay Home (SSH) is also being implemented by Central Social Welfare Board. Women Helplines are also being run by some organisations separately or with Swadhar Home.

To assess the performance of both the schemes - Swadhar and Short Stay Home, an evaluation study was conducted by Centre for Market Research and Social Development, New Delhi in the year 2007. The evaluation report, while commenting positively on the effectiveness and positive impact of the schemes, observed that the profile of inmates, admission procedure, components of the scheme (counselling, vocational training, rehabilitation) and follow up procedure are almost similar in respect of both the schemes. The evaluation study recommended merger of both the schemes for better functioning and outcomes with lesser administrative burden.

On the basis of report of evaluation study as well as recommendations of Department Related Parliamentary Standing Committee, the two existing schemes i.e. Swadhar and Short Stay Home are proposed to be merged into a new scheme 'Swadhar Greh' with revised financial norms in order to reach out to those women who are victims of unfortunate circumstances and are in need of institutional support for rehabilitation so that they could lead their life with dignity. The envisaged coverage of the proposed scheme is all 641 districts of the country.

Women's Helpline:

Recognising that women in distress and difficult circumstances require immediate access to assistance and may not have recourse to or information about the availability of such support services, it is proposed to work towards the creation of a universalised women's helpline.

Although women's helplines have been set up under the 'Swadhar' scheme in collaboration with several NGOs, and several private organisations and NGOs working on women's issues have also undertaken initiatives to provide such an information and referral service to women facing violence within the home as well as outside, these attempts have been

sporadic and city-centric due to the limitations of outreach and resources. There is therefore, a need for standardization of services, documentation systems, trained staff and monitoring and evaluation of such an intervention in a systematic manner.

The Committee on Empowerment of Women, in its review of the 'Swadhar' scheme in 2004-05 suggested that because the women's helplines constitute an important component of the Swadhar scheme, this intervention needs to be upscaled and standardised with a provision for documentation, advocacy and capacity-building in a systematic manner.

In the next five years, it would be the Ministry's priority to develop a comprehensive proposal for creation of a Women's helpline across the country.

National Mission for Empowerment of Women

Socio-economic empowerment of women in mission mode is to be achieved through better inter-sectoral convergence of schemes and programmes. The National Mission for Empowerment of Women aims at achieving holistic empowerment of women, focusing on their educational, social, economic and political empowerment. Convergence between policies and programmes of different Ministries and the state governments, gender mainstreaming, effective implementation of laws and active participation of Panchayati Raj Institutions (PRIs) are important for realisation of the Mission's objectives.

A Mission Directorate has been set up in the Ministry and the National Resource Centre for Women is being set up. These will serve as the Secretariat and provide technical support to the National Mission Authority chaired by the Prime Minister. The National Mission will be operationalised fully during the period of the FYSP.

j. Gender Budgeting

Women constitute more than 48% of India's population and represent the fundamental building blocks of society. However, the aspirations of this critical segment of the population has for long been inadequately reflected in the policy discourse. The 9th Five

Year Plan, for the first time, recognised this gap and provided for the Women's Component Plan. The 11th Plan further advanced this endeavour by emphasising on "Gender Budgeting and Gender Outcome Assessment with emphasis on Gender Audits of public expenditure, programmes and policies at national and state levels."

Gender budgeting, thus, is the continuous process of engaging with policies across sectors to ensure that gender gaps are addressed and a gender perspective is maintained at all stages, including formulation, implementation, monitoring and review of programmes and schemes.

The Ministry has played a pioneering role in mainstreaming the idea and practice of Gender-responsive budgeting in the Government. Several important initiatives have been taken in the past few years, with active support of civil society and Government stakeholders.

In the next five years, the aim is to strengthen the existing efforts at mainstreaming gender concerns by:

- Providing greater emphasis on and advocating for setting up of gender budgeting structures/mechanisms in all Ministries/Departments of the Government;
- Strengthening internal and external capacities and building expertise to undertake gender mainstreaming of policies/schemes/ programmes; and
- Initiating the exercise of gender auditing of existing programmes, which would then feed into addressing gaps and strengthening service delivery mechanisms.

k. Trafficking

Trafficking of human beings, especially women and children violates basic tenets of human rights including the right to live with dignity and self-respect. Trafficking occurs for various purposes such as labour, organ trade, and for commercial sexual exploitation. Factors like poverty, vulnerability of women and children, little or no access to education

and health care, and lack of livelihood options are some of the underlying causes of trafficking.

The number of trafficked persons is difficult to determine due to the secrecy and clandestine nature of the crime. While majority of trafficked victims are from India, cross-border trafficking also takes place, especially from Nepal and Bangladesh.

The Constitution of India under Article 23 prohibits trafficking in human beings and *begar*. India has ratified the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW); and the SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution. India has also signed the UN Convention against Transnational Organized Crime and its Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children supplementing the Convention.

The Ministry of Women and Child Development is concerned with trafficking for commercial sexual exploitation and has adopted a multi pronged approach to prevent and combat such trafficking of women and children. The priority of the Ministry in the next five years would be to focus on addressing the gaps in existing interventions, strengthening prevention efforts, building capacities of implementing agencies for orderly and humane rescue effort and effective law enforcement and reforms. Another priority will be to enable rehabilitation and reintegration of the victims of trafficking in society through quality rehabilitation services and skill building and upgradation training.

Building Knowledge and Research Base

Improving the knowledge and research base on trafficking remains a key priority. Recognizing that data on trafficking is limited due to the clandestine nature of the crime, there is a pressing need to develop and refine methodology on information gathering and to ensure that the knowledge gained can be institutionalized for future anti-trafficking efforts by the Ministry.

Law Enforcement and Law Reform

The, “Immoral Traffic (Prevention) Act, 1956” is the principal Act which lays down provisions for prevention of trafficking, rehabilitation of trafficked victims and prescribes stringent punishment for the perpetrators of the crime. In addition, the Indian Penal Code also provides punishment for crimes related to trafficking.

The priorities of the Ministry will be to strengthen police efforts to combat trafficking by systematic building of their capacities to enable them to target investigations proactively rather than reactively, in collaboration with the Ministry of Home Affairs. Efforts will be made to collate all relevant information related to trafficking for analysis and effective enforcement. Moreover, law reforms aiming at a victim centric approach by removing provisions that revictimise the trafficked victims and enhancing punishment for traffickers will be undertaken.

Policy Interventions

The Ministry has formulated a National Plan of Action to Combat Trafficking and Commercial Sexual Exploitation of Women and Children in 1998, with the objective to mainstream and to reintegrate the women and child victims of commercial sexual exploitation in society. The Ministry has issued guidelines to the States for the implementation of National Plan of Action (NPA).

It is proposed to review the NPA 1998 with a view to incorporate the changing nature and trends in trafficking, to formulate a more holistic policy, which will address all forms of trafficking and enable an integrated approach to tackle the problem. An Integrated National Plan of Action to Prevent and Combat Human Trafficking with Special Focus on Children and Women will be formulated in collaboration with all concerned Ministries/ organizations.

Keeping the focus on prevention of trafficking, efforts will be made to involve Panchayati Raj Institutions, SHG groups, youth groups to prevent source area trafficking through awareness generation and strengthening vigilant efforts to combat trafficking. For this,

linkages with relevant Ministries and Commissions like the Ministry of Rural Development, Ministry of Youth Affairs and the National and State Commissions for Women will be established.

For coordinated and orderly rescue of trafficked victims of commercial sexual exploitation, there is a felt need for collaborative efforts between the police and voluntary organizations. To facilitate proper rescue, clear guidelines with cross disciplinary roles and responsibilities must be developed. A guideline facilitating development of a plan for preparedness, indicating the authorities and organizations responsible for providing service to the victims will be prepared.

Ujjawala:

Ujjawala, a comprehensive Scheme for Prevention of Trafficking and Rescue, Rehabilitation and Re-Integration of Victims of Trafficking and Commercial Sexual Exploitation is being implemented since 2007. The Scheme is being primarily implemented by NGOs recommended by the State Governments. The efforts of the Ministry will be to improve the outreach and efficacy of the Scheme through close monitoring and review. Building capacities of those implementing the Scheme so as to provide quality service for rehabilitation will also be a focus area.

I. Nutrition Policy, Advocacy, Coordination and Strategy

Status of Malnutrition in India:

"Undernutrition is both a consequence of poverty as well as a cause of perpetuating poverty, eroding human capital through irreversible and intergenerational effects on cognitive and physical development."

Under-nutrition is a complex and multi-dimensional issue, affected mainly by a number of generic factors including poverty, inadequate food consumption due to access and availability issues, inequitable food distribution, improper maternal infant and child feeding and care practices, inequity and gender imbalances, poor sanitary and environmental

conditions; and restricted access to quality health, education and social care services. A number of other factors including economic, environmental, geographical, agricultural, cultural, health and governance issues complement these general factors in causing under-nutrition of children. At different stages of childhood there are commonly identified factors that contribute to the under-nutrition. Hence intervention focussed to those specific factors has to be designed to prevent and overcome under-nutrition.

The intergenerational cycle, manifests as low birth weight and is compounded further by gender discrimination and exclusion. Under-nutrition in adolescents, pregnant women, infants and young children leads to growth failure, increased rates of morbidity, increased risks to survival, impaired cognitive development, reduced learning capacity, poor school performance in children, sub-optimal productivity in adults, and reduced economic growth for nations. It is critical to detect and prevent under-nutrition, as early as possible, across the life cycle, to avert irreversible cumulative growth and development deficits that compromise maternal and child health and survival, achievement of optimal learning outcomes in primary education and gender equality. The national plan of action on nutrition will be centred around the following critical facts related to malnutrition:

- Every fifth child in the world lives in India
- 22% babies are born with low birth weight
- 42.5% of children 0-5 years are underweight
- 53 out of 1000 live births do not complete their first year of life
- 79% children (6-35 months) are anemic
- Declining female/ male ratio in children Under-6 yrs – from 945 to 927 /1000
- 35.6 % women with low BMI

Nutrition Challenges: Some Facts

- Maternal and Child Under-nutrition is the underlying cause of more than one third of the mortality of children under five years (LANCET 2008)
- One fifth of maternal mortality can be averted by addressing maternal stunting and iron deficiency anemia - (LANCET 2008).

- One fifth of neonatal mortality can be prevented by ensuring the universal practice of early initiation of exclusive breastfeeding (around 22% of neonatal mortality can be averted by this).
- One fifth of child mortality (under 5 years) in India can be prevented by ensuring universal exclusive breastfeeding for the first six months and appropriate complementary feeding practices after 6 months (along with continued breastfeeding till 2 years and beyond).
- Over one fourth of all child deaths would be reduced in the short term, by available nutrition interventions, implemented at scale.

The impact of malnutrition on health and survival has emerged from many studies and reviews on programs and policies. Predictive studies show that more than one third of deaths amongst children under five years have maternal and child undernutrition as an underlying factor. The Registrar General of India (RGI) has been bringing out data on child mortality on an annual basis and causes of mortality on a 3 years average basis. The under 5 mortality as per NFHS-3 (2005-06) was 74 per thousand, which came down to 69 per thousand in 2008 as per the Sample Registration System Report of 2008. Therefore, there is a decline in under 5 mortality and the rate of annual decline varies between 1 to 1.5.

The problem of malnutrition is multi-dimensional and inter-generational in nature and the nutritional status of the population is outcome of complex and inter-related set of factors which cannot be addressed by a single sector / intervention alone. Further, the problem of malnutrition being multifaceted in nature needs well coordinated efforts from different sectors such as agriculture including horticulture, food, health, rural development, biotechnology, water & sanitation, education, information and broadcasting, among others. Both, the National Nutrition Policy and National Plan of Action on Nutrition, have highlighted specific roles and responsibilities of different government Ministries/Departments of the Government of India and State Governments for addressing the challenge of undernutrition in the country. These need to be reiterated and updated. Further, the plan of actions requires to be implemented in conceptual settings in the states and districts.

The Policy Framework and Key Interventions:

The National Nutrition Policy (NNP) 1993 identified key areas of action in various areas like agriculture, food production, food supply, education, information, health care, social justice, tribal welfare, urban development, rural development, labour, women and child development, people with special needs and monitoring and surveillance. The core strategy envisaged under NNP is to tackle the problem of nutrition through direct nutrition interventions for vulnerable groups as well as through various development policy instruments which will improve access and create conditions for improved nutrition.

The National Plan of Action on Nutrition (NPAN) 1995 laid down the framework for systematic collaboration among national government ministries / departments, State Governments, NGOs, the private sector and the international community. Specific implementation arrangements suggested by NPAN includes National Nutrition Council headed by the Prime Minister, Special working groups in concerned Ministries/Departments, constituting similar bodies like Coordination Committees, Nutrition Council etc. at the state and district levels by the State Governments, among others.

The interventions to address nutrition challenges in India mainly stem from the National Nutrition Policy and the National Plan of Action on Nutrition and policies of related sectors such as health, food and agriculture. The Government of India has over the past few years, expanded the coverage under a number of programmes, which have the potential to improve the current nutrition security situation of the country. These programmes include the National Rural Health Mission (NRHM), Integrated Child Development Services (ICDS) Scheme, Mid Day Meal Scheme, National Food Security Mission, Horticulture Mission, Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Jawaharlal Nehru National Urban Renewal Mission and the National Rural Drinking Water Programme. The table below discusses the existing government schemes/ interventions listed by life cycle focus area.

| Table-1: EXISTING GOVERNMENT INTERVENTIONS (LISTED BY LIFE CYCLE FOCUS AREA) | |
|---|--|
| BENEFICIARIES | SCHEMES |
| Pregnant and Lactating Mothers | ICDS, RCH- II, NRHM, JSY, Indira Gandhi Matritva Sahyog Yojana (IGMSY) – The CMB Scheme |
| Children 0 – 3 years | ICDS, RCH- II, NRHM, Rajiv Gandhi National Creche Scheme |
| Children 3 – 6 years | ICDS, RCH- II, NRHM, Rajiv Gandhi National Creche Scheme, Total Sanitation Campaign (TSC), National Rural Drinking Water Programme (NRDWP) |
| School going children 6 – 14 years | Mid Day Meals, Sarva Shiksha Abhiyan |
| Adolescent Girls 11 – 18 years | Rajiv Gandhi Scheme for the Empowerment of Adolescent Girls (RGSEAG), <i>Kishori Shakti Yojana</i> , , Total Sanitation Campaign (TSC), National Rural Drinking Water Programme (NRDWP) |
| Adults | MGNREGS, Skill Development Mission, Women Welfare and Support, Programme, Adult Literacy Programme, TPDS, AAY, Old and Infirm Persons Annapurna, Rashtriya Krishi Vikas Yojana, Food Security Mission, Safe Drinking Water and Sanitation Programmes, National Horticulture Mission, National Iodine Deficiency Disorders Control Programme (NIDDCP), Nutrition Education and Extension, Bharat Nirman, Rashtriya Swasthya Bima Yojana |
| <i>Adapted from Overcoming the Curse of Malnutrition in India: A Leadership Agenda for Action, First Edition: September 2008, The Coalition for Sustainable Nutrition Security in India</i> | |

Schemes like, National Rural Health Mission (2005 – 06), National Horticulture Mission (2005 – 06), Mahatma Gandhi National Rural Employment Guarantee Scheme (2005 – 06), Janani Suraksha Yojana (2006 – 07), Total Sanitation Campaign, Mid Day Meal (2008 – 09), Integrated Child Development Services (ICDS) Scheme (2008 – 09) and National Rural Livelihood Mission (2010 – 11) have been expanded / universalized in the recent past, and hence better results could be awaited in the years to come. All these schemes address one or the other aspect of nutrition. While the ICDS scheme continues to cater to the

supplementary nutritional needs of children below six years and pregnant and lactating mothers, and the Mid- day Meal scheme takes care of the school going children (6- 14 years), the recently introduced Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (RGSEAG), namely, SABLA would provide a package of services including health and nutrition to adolescent girls in the age group of 11- 14 years for out of school girls and 15- 18 years for all girls for nutrition in 200 districts as a pilot. Additionally, a new scheme, the Indira Gandhi Matritva Sahyog Yojana (IGMSY) – The CMB Scheme would provide a better enabling environment for improved health and nutrition to pregnant and lactating mothers and support for providing early & exclusive breastfeeding for the first six months of life on pilot basis in 52 districts initially.

In order to address the India's nutrition challenges every State Government and UT Administration has a crucial role to play. The National Nutrition Policy 1993 and the National Plan of Action on Nutrition 1995 specify clear institutional structure from national to grassroots level. Although some States/UTs have taken a few initiatives in this regard, the implementation of provisions and structures laid down in the National Policy and Plan of Action have largely not been put in place or made effective.

Most of these programmes are being implemented by the State Governments / UT Administrations. It is important for the State Government and UT Administrations to understand the importance of these initiatives and take necessary actions for not only putting these mechanisms in place but also making them proactive. Every State Government and UT Administrations must make an effort to put in place a mechanism for inter-sectoral planning and coordination at State level. In particular, the following steps need to be urgently taken by every State Government and UT Administration for preparing themselves for meeting the nutritional challenges in their respective States & UTs:

- Setting up an apex State level Nutrition Council to be chaired by the Chief Minister;
- Setting up an Inter-Departmental Coordinating Committee headed by the Chief Secretary;
- Setting up Special working groups in departments of Agriculture, Rural Development, Health, Education, Food and Women & Child Development;

- Constituting District Co-ordination Committees and District Nutrition Councils at the district levels;
- Developing State Plan of Action on Nutrition;
- Developing District Plan of Action especially for high burden districts;
- Developing district level diet and nutrition profiles with a view to enable area specific programme and nutrition education interventions.

Priorities, process indicators and need for convergent action:

The Eleventh Five Year Plan positions the development of children at its centre and recognizes nutrition as critical for ensuring child survival and development. It accords high priority to addressing maternal and child undernutrition through multi sectoral interventions by different sectors. The objectives of the Strategy to Address India's Nutrition Challenges, as defined in the Eleventh Plan Monitorable Targets, are as follows:

- Reduce malnutrition among children (underweight prevalence) in the age group 0–3 years to half its present level, by the end of the Eleventh Plan.
- Reduce anemia among women and girls by 50% by the end of the Eleventh Plan.

The process indicators for achieving the above objectives would be:

| Sl. No | Process Indicators | Current Status as per the last surveys |
|---------------|---|--|
| 1. | Initiation of breastfeeding within one hour of birth | 40.2 % (DLHS*-3, 2007-08) 24.5% (NFHS**-3, 2005-06) |
| 2. | Exclusive breastfeeding of children under 6 months | 46.4 % (DLHS-3 2007-08 & NFHS**-3, 2005-06) |
| 3. | Introduction of complementary feeding upon completion of 6 months, along with continued breastfeeding for 2 years | In the age group of 6-9 months 23.9 % (DLHS-3 2007-08) 56.7 % (NFHS-3 2005-06) |
| 4. | Appropriate Infant and Young Child Feeding | 20.7% (NFHS 3, 2005-06) |

| | (IYCF) practices among children 6-23 months | |
|-----|---|---|
| 5. | Supplementary Nutrition through Anganwadi Centres (AWCs) | Not at all to: 81.4% children < 12 months 74.9% children 12-23 months (NFHS 3, 2005-06) |
| 6. | Access to care for the severely malnourished | Minimal for nutritional therapy |
| 7. | Iron supplements to children | 4.7% in the age group 6-59 months given during last 7 days (NFHS 3, 2005-06) |
| 8. | Consumption of 100 IFA tablets by mothers & adolescent girls | 46.8 % (DLHS-3, 2007-08) 23.1 % (NFHS 3, 2005-06) |
| 9. | Households with adequately iodised salt | 47.5% children 6-59 months living in households using adequately iodized salt (NFHS 3, 2005-06) |
| 10. | Vitamin A supplementation every 6 months for children 9 - 59 months | 55.0 % received during last 6 months (DLHS-3, 2007-08) |
| 11. | Full immunisation of children (BCG, Measles and three doses of DPT and Polio) | For children 12 – 23 months 54.1 % (DLHS-3, 2007-08) 43.5% (NFHS 3, 2005-06) |
| 12. | Treatment of acute respiratory infection from health care facility/ provider | 70.7 % for children < 6 months 76.9 % for children 6-11 months 69 % for children 12- 23 months (NFHS 3, 2005-06) |
| 13. | Oral rehydration therapy or increased fluids for diarrhoea treatment | 17.8 % for children < 6 months 34.8 % for children 6-11 months 52.3 % for children 12- 23 months (NFHS 3, 2005-06) |
| 14. | Deworming of children every 6 months | 11.9 % for children 6-59 months during last six months (NFHS 3, 2005-06) |

| | | |
|---|-------------------------|---|
| 15. | Safe disposal of stools | 11.9 % for children < 6 months 13.1 % for children 6-11 months 15.9 % for children 12- 23 months (NFHS 3, 2005-06) |
| * DLHS- District Level Household Survey ** NFHS- National Family Health Survey | | |

The nutritional status of the population is the outcome of complex and inter-related set of factors and cannot be improved by the efforts of single sector or action alone. The National Plan of Action on Nutrition 1995 lays down a systematic framework for collaboration among national government agencies, State Governments, NGOs, the private sector and the international community. It is a multi-sectoral framework for implementation of the national nutrition goals to be reached by 2000 AD. The multi-sectoral plan states the objectives and tasks of 14 different sectors namely, Agriculture, Food, Civil Supplies & Public Distribution, Education, Forestry, Maternal & Child Health, Food Processing Industries, Health, Information & Broadcasting, Labour, Rural Development, Urban Development, Welfare, Women & Child Development.

Strategies and Implementation Plan:

In order to address the nutrition challenge in India, there is a need for a comprehensive approach that addresses the different sectors and dimensions of the nutrition challenge. There are two complementary approaches to reducing undernutrition – direct nutrition-specific interventions and multi-sectoral approach. Multi-sectoral approach can help reduce undernutrition in following ways:

- (i) **Accelerating action on detriments of undernutrition** including inadequate income, agricultural production, gender equality & girls education, improved water supply, quality of governance & institution and issues related to peace & security.
- (ii) **Integrating nutrition by including specific pro-nutrition actions in programmes** in other sectors for example incorporating nutrition intervention into agriculture, rural livelihoods programme and school & medical curriculums. Encourage

more emphasis on nutrition objectives in related sectors and hold the sectors accountable for nutrition results by including an indicator of undernutrition to judge overall progress in these sectors.

(iii) Increasing policy coherence through government – wide attention to unintended negative consequences of policies in other sectors that affect nutrition. Better and timely analysis and inclusion of nutritional consequences in all government systems / mechanisms for policy coordination is required.

Direct targeted interventions complement the long-term sustainable multi-sectoral approach. However, waiting for the underlying determinants to improve through the application of long term strategies may not be correct.

The National Nutrition Policy (NNP) 1993 and the National Plan of Action (NPAN) 1995 also envisages direct and indirect interventions. A quick review of the direct and indirect interventions suggested by the NNP highlights the fact that most of those have largely been addressed through specific schemes / programmes. Better convergence and effective implementation at all levels is the need of hour.

The table below discusses the direct and indirect interventions suggested by the NNP with specific programmes / schemes / institutions / regulatory authority that has been put in place by the government. These direct and indirect interventions are:

Direct Interventions:

- Nutrition interventions for specially vulnerable group: Children < 6 yrs, AGs & and P &L
- Fortification of essential food items with appropriate nutrients
- Popularisation of low cost nutritious foods prepared from indigenous and locally available raw materials
- Control of micronutrient deficiencies among vulnerable groups

Indirect Intervention:

- Food security for improved availability of food grains
- Improvement of dietary patterns through production and demonstration
- Policies for improved income transfers, purchasing power, entitlement package & reducing vulnerabilities of urban & rural poor
- Strengthening of health and family welfare programme
- Imparting basic health and nutrition knowledge
- Prevention of food adulteration
- Education and literacy: Improvement in status of women & ensuring equal remuneration for women
- Minimum wage administration to ensure its strict enforcement and timely revision by linking it with price rise through a suitable nutrition formula
- Research into various aspects of nutrition
- Monitoring of nutrition programme
- Improvement in nutrition surveillance
- Community participation & communication for generating awareness

The following key sectoral action points have crystallized as recommendations for addressing India's nutrition challenges:

- (i) Create / strengthen a National body in mission mode for coordination and convergence by:
 - a) Setting up a National Nutrition Mission body under the PM's Council for Addressing India's Nutrition Challenges including creation of a Policy Coordination & Support Unit in Planning Commission (as suggested in point xii) with MWCD as nodal (as per current business allocation);
 - b) Revamping the existing National Nutrition Mission (Gazette Notification of 30.07.2003);
 - c) Creating a new Department of Nutrition within the Ministry of Women & Child Development.

The proposed arrangement would initiate a multi-sectoral National Child Malnutrition Prevention and Reduction Programme/ Mission with State Nutrition Action Plans, especially in high burden blocks, districts and States, with result based accountability from development sectors and States/ UTs as well as adequate resources to support such action.

- (ii) Build up a responsive national Food Security System encompassing the full spectrum from production to processing, distribution and food safety with expanded social safety nets and an expanded food basket. Ensure provision of safe drinking water and environmental sanitation.
- (iii) Promote enabling arrangements of food and nutrition security for 0-6 months infants (with a provision of same SNP norms for 0-6 months infant) by enhancing budgetary support for promoting early and exclusive breastfeeding for the first six months of life.
- (iv) Restructure and strengthen ICDS in mission mode with state/district specific plans-scaling up innovative/ flexible models including enhanced early child development and learning outcomes. While doing so systems strengthening with intensive monitoring and Nutrition education may be undertaken. Additionally it would include:
 - a) For focus on under 2 children, introduce a nutrition counselor-cum-additional AWW. Provide supportive and promotive supervisory (sector) block, district and State levels technical personnel.
 - b) Introduce skilled nutrition counselling and care as a service in village and health facilities, backed by District / State / National Resource Centres for Nutrition supported by mentoring network with committed Resources through Food and Nutrition Board in MWCD. Existing institutions of Home Sciences, Horticulture, and Nutrition division of Medical colleges may be used
 - c) Enhance the resource allocation for supplementary nutritional support and SNP financial norms consistent with normative nutrition standards and price indexation.

- d) Strengthen AWCs as village WCD centres with adequate infrastructure and facilities, as the first village health, nutrition and early learning post and consolidate with convergent actions and support with adequate financial investment.
 - e) Incentivize better performing AWCs and grassroots functionaries for improved service delivery through training, monitoring, convergence and community participation and oversight (mother's group, NGOs, social audit).
- (v) Progressively expand programmes for empowerment of Adolescent Girls (AGs) and bring conditional cash transfer to focus on pregnant and lactating mothers and AGs.
- (vi) Strengthen the nutrition and RCH components of NRHM including:
- a) Ensure three key health services of ICDS at AWCs under the NRHM including more inclusive and accessible health services;
 - b) Extend NRHM Village Health and Sanitation Committees, to prioritize nutrition along with mandated health services;
 - c) Ensure Fixed Day monthly Village Health and Nutrition Days are held in all AWCs, with fixed time sub centre MCHN clinic sessions, progressively beginning with all high burden districts;
 - d) Ensure facility and community-based attention to severely undernourished children.
- (vii) Launch a national nutrition communication and education campaign through intensive mass media, ICT measures and voluntary action.
- (viii) Appropriately integrate nutrition education in school education curriculum framework at national levels and linked to Mid Day Meal as well as in Sakshar Barat and medical & nursing education curriculums.
- (ix) Operationalise a nationwide Nutrition Surveillance System (mapping with assessment, analysis and action processes, at all levels) rooted in community based growth monitoring. Existing ICDS reporting system to be strengthened, quality improved and data used for action, capacity of functionaries strengthened, data verification

and quality ensuring through VHND, leveraging of data for MGNREGA and proposed National Food Security Act beneficiaries. Convergence of nutrition and health sectors through Annual DLHS survey and its expansion to all districts. Use of ICT and GIS for collection, collation, analysis and interpretation for planning.

- (x) Enhance resources for constructing child friendly toilets and for providing hand pumps in all AWCs and schools, Sub-centres and PHCs and universal access to safe drinking water and environmental sanitation measures.
- (xi) Enhance community participation and ownership with increased devolution of responsibility for "Malnutrition Free" panchayats and incentivise the same.
- (xii) Create a Policy Coordination and Support Unit in the Planning Commission to ensure better convergence, accountability and actions on all above.

Strengthening of Food and Nutrition Board:

The present Food & Nutrition Board provides integrated technical and field level infrastructure to the Ministry of Women and Child Development which has the nodal responsibility for coordinating the implementation of the National Nutrition Policy. The infrastructure comprises of a technical wing at the Centre, 4 regional offices, set up of the Ministry has 43 community Food & Nutrition Extension Units (CFNEUS) located in 29 States/UTs along with four quality control laboratories. Present role of FNB (as per notification dated 17th March 2008) is to oversee implementation of various nutrition oriented sectoral interventions , advise Government, issue policy guidelines on critical nutrition issues and promote, coordinate and undertake nutrition relating activities.

The FNB restructuring will be done at the national, regional, state and district level. With headquarter at the apex; the six regional offices (North, south, East, West, Central and north-east) will link with the FNB Headquarter with the State Units. Further each State will have one FNB by relocating the current 43 Units. The FNB headquarter will constitute of the following working areas:

1. Policy, Co-ordination, Convergence & Action - With the objective of multi-sectoral convergence the FNB would support in policy making and co-ordinate at all levels. It would assist Planning Commission and Prime Minister's National Nutrition Council with the technical inputs. Technical guidance will be provided to the States for setting up of State Nutrition Councils and State Nutrition Action Plans. It would also ensure that nutrition is made an explicit objective and part of policies/ strategies of different sectors- agriculture, horticulture, public distribution, health & family welfare, education and programs. Initiation of link-ups between Governments, Universities, Research Organizations, Food Industry, NGOs etc.
2. Information, Education & Communication (IEC) and Regulation
 - Information Communication Technology, Behavior Change Communication.
Frame a comprehensive communication strategy for nutrition and link with other programs for prevention and control of malnutrition at all levels. Co-ordinate with States for their strategies for Nutrition communication and provide prototypes of standardized nutrition messages.
 - Nutrition Resource Platform- Since food and nutrition security requires coordinated efforts from 14 sectors as identified in the National Plan of Action on Nutrition, it is therefore necessary to have a common platform of access to the resources and data from all sectors. NRP will be set up by MWCD with FNB as the focal point. NRP would collect, compile and disseminate nutrition issues and will provide comprehensive information on all aspects of nutrition.
 - Infant and young child feeding & voluntary action group (VAG) on health and nutrition education. FNB will address infant and young child nutrition issues by integrating IYCF into ICDS, NRHM and training & capacity building of functionaries. It would undertake review and addition of nutrition components of IYCF & maternal nutrition in course curricula, training modules for the field functionaries of all the line departments and integrate appropriate course curricula and syllabi in the regular curriculum of educational institutions. Initiate Voluntary Action Group through linkages with institutional partners like NFI, IFPRI, ICAR, NIN, PFI, NIHF, BPNI, and Pediatric Association of India along with Home Science and Medical Colleges and Departments of Food and Nutrition.

- Regulation and proper implementation of IMS Act & Codex, watch on advertisements with growth & development claims, food ethics.
3. Food Technology and Supplementary Nutrition Program (SNP) Research & SNP monitoring under ICDS. Research on SNP for low cost complementary foods prepared from locally available food, co-ordination with State regarding SNP recipes, collaborate with technical institutes(like NIN, DFRL) for R&D of economical nutritious food supplements, fortification, standardization etc.
 4. Administration Unit for co-ordinating all matters relating to administration and finance to facilitate effective implementation of the vision and objectives of the FNB.
 5. Nutrition Surveillance & Data Management and convergence with HMIS for AWC services & health data for women and children. Monitor nutritional status using ICDS data in co-ordination with NNMB. It would facilitate the incorporation of nutritional status data in DLHS. In collaboration with the Ministry of Health and Family Welfare and ICDS for monitoring of maternal, child health and nutritional status data using MCPC. All of these will help in identify areas with high malnutrition levels and suggest corrective measures and Annual Nutrition Reviews.

Under the overall supervision of the FNB headquarter the State FNB Units will be responsible for carrying forward the mandate of FNB Headquarter at the state level. The State Units will also provide technical support to the State Governments and the District Units established in 200 high burden districts of States that have more than 40% of malnourished population. The role of the District Units would be assessment, training & capacity building of the program functionaries and field level monitoring.

These five broad areas & programs of FNB would be implemented through partnerships with concerned departments of the State Government, National Institutions, NGOs & likeminded institutions. Voluntary Action Groups at the State and District levels will support the State and District FNB Units in the nutrition relating activities at the corresponding levels as well as block, village and Anganwadi level. Here the Nutrition

Counsellor as envisaged under ICDS will be provided with technical guidance and support for effective advocacy of core nutrition messages.

In view of the above objectives and tasks assigned to FNB in this matter it is imperative to focus on these areas of strategy:

1. Reinvigorating and streamlining the institutional mechanisms as envisaged in NNP, NPAN and other directions of PM Council and advisory Committee

FNB would assist MWCD, Planning Commission and Prime Minister's National Nutrition Council with the technical inputs and support in policy making and co-ordinate for appropriate action. Advisors hired will provide expertise in the concerned areas to the various ministries and State Governments for facilitating multi-sectoral convergence at National, State and District levels. The State offices and District units will follow the same mechanism and provide support upto the field level.

2. Strengthening the institutional matters of FNB structure

Establishing the additional regional offices in the central and north-eastern region and district units would require investment of resources. The manpower has to increase for expansion of the FNB structure and for undertaking initiatives for translating the policies and plans into action. In order to accomplish the FNB roles effectively the organisational structure needs to be strengthened.

3. Co-ordination on nutrition related matters with States

The FNB will support and provide technical guidance to States for the State Plans of Action and State Nutrition Council. It will provide state specific nutrition education messages, recipes for SNP and cater to similar nutrition concerns. FNB will assist the States ensuring implementation of policies and state nutrition programs.

4. Role clarity of FNB

Collaborate with institutions for leveraging multiple efforts in various areas of nutrition and defining roles vis-à-vis NIN, NNMB, NFI, FSSAI, ICAR, NIHFV and similar organisations. These collaborations would work in the field of research and development of for supplementary nutrition, technical contributions for NRP, nutrition surveys and analysis of data, capacity building of functionaries, convergence with HMIS for services under ICDS & monitoring of nutritional status

of women and children through MCPC cards and undertake National Nutrition Surveillance & Annual Nutrition Reviews.

5. Leadership role in voluntary action, media campaign, assuring quality of SNP and other technical support to Ministry and states

FNB will initiate Voluntary Action Group and public action at each level. These would enable the effective program implementation through community participation upto the grassroots level and also propel the nutrition education media campaigns and community outreach. The VAG concept would specially be advantageous at the district and block level where the linkages and support of local action groups and NGOs with FNB units would intensify the efforts for successful program execution. Assessing the quality and regularity of SNP and providing guidance on nutrition and health education is important for strengthening of ICDS.

However, the above FNB functions would make a visible impact only if the FNB is strengthened with much needed resources and manpower. The organisational framework needs to be strong to function as a technical support at all levels for impacting nutrition. FNB strengthening had also been proposed in the 11th five Year Plan in order to have a comprehensive communication programme, policy formulation, technical inputs, inter-sectoral coordination, identifying training needs and methodologies, a nutrition resource centre for all nutrition related information and training, quality assurance of nutrition component of various programmes and coordination of activities related to nutrition education. In view of the XI five year Plan commitments for improving nutrition of the population and achieving National Nutrition Goals versus the current status of high level of undernutrition and micronutrient malnutrition, it is recommended that the proposed FNB activities to be taken up in mission mode.

Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA)

The Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA) was launched in November 2010. The objectives of the Scheme are to address nutritional problems and improving the health status of adolescent girls in the age group of 11-18 years, equipping them with knowledge on family welfare, health and hygiene, providing information and guidance on existing public services and mainstream out of school girls into formal or non-formal education.

The major activities that would take place in the next five years from 2011 till 2016 would mainly be implementation in 200 districts to begin with, followed by evaluation and further expansion across the country.

The deliverables envisaged for the Scheme, in line with major activities to be performed between 2011 till 2016, are to ensure that nutrition and non-nutrition components of the Scheme are delivered to adolescent girls, utilisation of funds takes place as per norms and evaluation of pilot is conducted. The results of the evaluation would lead to expansion of the Scheme from 200 districts to the entire country during the XII Plan.

The number of beneficiaries covered under nutrition and other components of the scheme and increased enrolment of out of school girls are some of the expected outputs from implementation of the scheme. The ultimate aim is to see empowered adolescent girls with enhanced self esteem, improved nutritional health and the capacity to make informed choices. All this will, in turn, help to provide a better equipped and confident women work force. The scheme would be evaluated in the 200 districts through concurrent evaluation, based on which expansion across the country would be planned.

The constraints that may impede implementation of the scheme are:

1. Implementation of the scheme and utilisation of funds by States / UTs may not be along expected lines.
2. Lack of competent functionaries.
3. Lack of effective convergence with other line departments at implementation levels.
4. Right resource persons may not be selected.

Indira Gandhi Matritva Sahyog Yojana (IGMSY)

Indira Gandhi Matritva Sahyog Yojana (IGMSY) has been approved by the Government of India in October 2010. The objectives of the Scheme are to improve the health and nutrition status of pregnant, lactating women and infants by the promotion of appropriate practices, care and service utilisation during pregnancy, safe delivery and lactation; encouragement of women to follow (optimal) Infant and Young Child Feeding (IYCF) practices including early and exclusive breast feeding for the first six months; and by contributing to better enabling environment by providing cash incentives for improved health and nutrition to pregnant and lactating mothers. There would be a cash transfer of Rs. 4000/- in three instalments from the end of the 2nd trimester until the child turns 6 months old.

The baseline survey would be completed within 2010-11 and the implementation of the Scheme would start. 2011 – 12 would be the first full year of implementation when the pilot would be tested in the 52 selected districts.

The major activities that would take place in the next five years from 2011 till 2016 would mainly be implementation in 52 districts to begin with, followed by evaluation and expansion across the country. Monitoring and Steering Committees would be set up in States / UTs. Evaluation of implementation in the 52 pilot districts would be done so that the mechanism is tested and established based on outcomes achieved and necessary modifications for cash transfer mechanisms and conditionalities may be carried out.

The deliverables envisaged for the Scheme would be the number of women benefitted, timely disbursement of cash tranches to beneficiaries, utilisation of funds by States / UTs, evaluation conducted and thereafter, expansion across all districts based upon evaluation.

The projected outcomes for the Scheme, in line with the deliverables between 2011 till 2016 would be improved health and nutrition status of pregnant and lactating women and their children using cash transfers and the effectiveness of the Scheme in supporting the

women by providing part compensation of wage loss so that they can take a break from work to rest themselves.

The constraints that may impede the implementation of the Scheme may be as under:

1. Lack of health services required for fulfilling of conditions;
2. Inefficient cash transfer mechanism which may lead to delays in cash disbursement;
3. Inadequate convergence with health department.

m. Media and Communication

The Ministry plans and implements a number of policies, programmes, schemes and legislation aimed at promoting the survival, protection, development and participation of women and children of the country. The Ministry's schemes and programmes have specific objectives to address the vulnerability factors in various priority target groups of women and children. However it has been found that the coverage of potential beneficiaries under the different schemes is not as much as would be desirable. Further, the awareness of the masses and the communities in the country about the sensitivity of issues concerning women and children is low. Several gaps and shortfalls within this context need to be addressed:

1. Information on the schemes needs to be adequately disseminated among the potential beneficiary groups so that the benefits of all the Schemes may be optimally utilised;
2. Status of women and children in the society need to be uplifted through proper awareness generation;
3. Issues concerning women and children need to be highlighted

In the next five years, the Ministry will promote the strategic use of all forms of the mass media as a resource to advance social and public policy initiatives. It will focus on developing mechanisms for scaling up the process of information dissemination on its

schemes and programmes and providing information, education and communication. This would lead to increasing the accessibility of intended benefits to women and children in the country.

In seeking to inform and motivate, the Ministry will work at becoming an effective communicator. Ministry will promote widespread dissemination of information on all policies, programmes, schemes and legislation of the Ministry to the prospective beneficiaries through all available channels of mass media.

n. Advocacy

Other than the formulation and implementation of policies, schemes, programmes, legislation, the Ministry of Women and Child Development also has a strong advocacy mandate and is committed to promoting the rights of women and children in accordance with the principles enshrined in the Constitution of India and in International Law, Treaties and Conventions such as the Millennium Declaration, the UNCRC and CEDAW.

The Ministry's advocacy strategy will be geared towards promoting the above-mentioned international norms within mainstream policy making, legislative and programmatic processes and steer resource allocation decisions in favor of the development of women and children. Over the next five years, the Ministry will undertake a diverse set of activities to advocate for the rights of women and children:

- Ensure that all the representatives and functionaries of the Ministry are informed advocates for the rights of women and children;
- Network with line Ministries, State Governments, judiciary, law enforcement agencies, civil society groups and international development partners;
- Promote lobbying and campaigning initiatives for gender and child-centred concerns;
- Create reports and commission and publish research.

o. Autonomous Organisations

National Commission for Protection of Child Rights (NCPCR):

The National Commission for Protection of Child Rights (NCPCR) was set up in March 2007 under the Commissions for Protection of Child Rights Act, 2005. The Commission's mandate is to ensure better protection of the rights of the child through the monitoring of constitutional and legal rights of children, review of safeguards, review of existing laws, looking into violations of the constitutional and legal rights of children, and monitoring programmes relating to the survival, protection, participation and development of children. The Commission also has to ensure that all National laws, policies, programmes, and administrative mechanisms are informed by a 'rights-based' emphasis and are in consonance with the child-rights perspective as enshrined in the Constitution of India and the UN Convention on the Rights of the Child.

The functions of the Commission include: (a) inquiring and investigating into complaints of violations and deprivations of child rights; (b) inspecting any juvenile homes or any other place of residence or institution meant for children; (c) examining and reviewing the safeguards provided under law for the protection of child rights; (d) examining factors inhibiting the enjoyment of rights of children affected by terrorism, torture, disaster and domestic violence and recommend appropriate measures; (e) looking into the matters relating to children in distress, marginalized and disadvantaged children without family and the children of prisoners; (f) studying treaties and other international instruments relating to children, including the UNCRC; (g) spreading child rights literacy and promote awareness of the safeguards available for the protection of these rights; (h) undertaking periodic review of existing laws, policies, programmes and other activities on child rights and implementation of treaties and other international instruments in the best interest of children; (i) promoting children's participation in matters affecting them and (j) compiling and analyzing data on children.

Since inception, the Commission has dealt with many complaints/ representations of violation/deprivation of child rights. It has issued guidelines and made recommendations on corporal punishment. It has recommended the total abolition of child labour, urged

expansion of prohibited category of child labour and proposed amendments to the Child Labour (Prohibition and Regulation) Act, 1986. It has also reviewed the functioning of Juvenile homes and made recommendations and guidelines for key reforms in the Juvenile Justice System in the country. The Commission has also been assigned a major role in monitoring 'the child's right to education' under Section 31 of the 'Right of Children to Free and Compulsory Education Act, 2009.'

In the next five years, the Ministry will advocate for the following in the context of NCPCR

–

- Provide the NCPCR with adequate resources and functionaries to act as a 'watch dog' organization working to protect the rights of children;
- Support the NCPCR in promoting decentralized functioning mechanisms and facilitate better convergence and coordination between NCPCR and SCPCRs;
- Seek and enlist NGO involvement to act as pressure groups for the setting up of SCPCRs in all states and continue advocacy;
- Encourage the NCPCR to commission studies and take follow-up actions on the stakeholder (especially civil society) recommendations received during the consultative processes of the Five Year Strategic Plan.

In keeping with its mandate, the Ministerial priorities for the five year plan and the suggestions of civil society partners, NCPCR may undertake the following activities while implementing its own child-related strategies in the next five years:

- The development of a child-rights curriculum for school going children.
- The development of child-friendly versions of all legislation relating to children. The child-friendly publication of the Goa Children's Act formulated by the NGO Child Rights in Goa is a relevant example.

- The provision of implementable suggestions to streamline and harmonize all National legislation in consonance with the JJ Act and the harmonization of the Child Labour Act with the RTE.
- The monitoring of the implementation of the JJ Act to provide care and protection to all children upto 18 years of age including child labour.
- The provision of suggestions to enable meaningful extension of the RTE to street children.
- The formulation of a larger perspective and vision for child protection, that goes beyond the mandate of the JJ Act to cover child victims and witnesses.
- The facilitation of research through the commissioning of studies and impact evaluations as well as the creation of a reliable database on the situation of children in the country.
- The exploration of alternative disciplining methods for children at home and in schools through qualitative and quantitative research methodologies.
- The creation of public awareness on child rights through enhanced programming, communication and advocacy strategies.
- The investigation of the manner in which children are portrayed in mainstream media – a matter of growing concern.
- The facilitation of campaigns against corporal punishment.
- The provision of professional training modules/manuals for ICPS functionaries as well as probation officers.
- The promotion of child participation through innovative strategies.

National Institute of Public Cooperation and Child Development (NIPCCD):

National Institute of Public Cooperation and Child Development (NIPCCD), is an autonomous organization under the Ministry of Women and Child Development. The objectives of the Institute are to develop and promote voluntary action, research, training and documentation in the overall domain of women and child development. NIPCCD takes a comprehensive view of child development and promotes programmes in pursuance of the National Policy for Children and evolves a framework and perspective for organizing children's programmes through governmental and voluntary efforts. In order to cater to the region specific requirements of the country, the institute over a period of time has established four regional centres at Guwahati (1978), Bengaluru (1980), Lucknow (1982) and Indore (2001).

The institute promotes voluntary action in social development focusing on need based programs for children. Thematic focus is given on child development and awareness generation on women's empowerment and gender issues, especially women's political, social and economic rights. The current thrust areas of the institute relating to child development are maternal and child health, nutrition, early childhood education, positive mental health in children and child care support services. The institute conducts research and evaluation studies; organises training programmes, seminars, workshops and conferences; and provides documentation and information services in priority areas in public cooperation and child development. The Institute functions as an apex body for training of functionaries of the Integrated Child Development Services (ICDS) Programme. The Institute as a nodal resource agency has also been entrusted with the responsibility of training and capacity building of functionaries at the national and regional level, under the Integrated Child Protection Scheme (ICPS).

Training and capacity building are the core activities of the Institute. The training programmes can be broadly classified into four categories namely, (i) training programmes for capacity building of functionaries of voluntary organizations on issues relating to women and child development; (ii) training on child protection and the Juvenile Justice (Care and Protection) Act; (iii) training of ICDS functionaries and; (iv) training for

representatives from SAARC countries on child rights and prevention of trafficking of women and children and (v) trainings on upcoming areas as entrusted by the Ministry.

Important initiatives of NIPCCD apart from training include (i) prevention of malnutrition and micronutrient deficiencies; (ii) training and capacity building measures to promote infant and young child feeding practices; (iii) provision of Child Guidance Centre and Adolescent Guidance Service Centre as well as programmes and courses to spearhead action in the area of child and adolescent mental health; (iv) consultations and sensitization programmes to promote child protection and juvenile justice; (v) promotion of voluntary action; (vi) gender mainstreaming; (vii) awareness and sensitization programmes on the prevention of gender based violence; (viii) courses, sensitization programmes and workshops on the prevention of trafficking of women and children; (ix) workshops on WHO Child Growth Standards in ICDS.

For the period 2011–2016, NIPCCD will focus its attention on the following key areas:

- Organising consultation meet at head quarters and regional centres to improve interactions between government and voluntary organisations.
- Supporting voluntary organisations implementing government schemes to evolve an efficient grant management system through direct interface with government organisations
- Functioning as the apex institution for training functionaries of Integrated Child Development Services (ICDS).
- Undertake training of master trainers, Trainers of AWTC, MLTs, NGOs and ICDS functionaries in newly launched SABLA scheme of the Ministry.
- Acting as the nodal agency to undertake all trainings and capacity building measures under Indira Gandhi Matritva Yojana (IGMSY). NIPCCD is preparing guidelines, curriculum and job aids for personnel at various level.

- Spearheading the training and capacity building programs of all relevant personnel and stakeholders involving in MLTCS and AWTCs for ensuring effective implementation of the IGMSY under the guidance of the Ministry.
- Developing intra and inter sectoral functional linkages to ensure functional efficiency of ICDS Scheme.
- Participatory planning process to make the training programs of ICDS more comprehensive and need based through structure, design and curriculum revision.
- NIPCCD envisions to organise itself into a comprehensive child development and nutritional resource centre and nodal and resource centre for early childhood education and empowerment.
- Scaling up the organisational base by establishing five more centres to ensure effective functioning.
- Partnership building with organisations and institutions of excellence in functional areas at national and international levels to upscale performance efficiency and coverage.

For the next five years, with guidance and support of the Ministry, NIPCCD will strengthen and augment the above-mentioned initiatives.

Central Social Welfare Board:

Central Social Welfare Board (CSWB) was set up in 1953 with the object of promoting social welfare activities and implementing welfare programmes for women, children and the physically challenged through voluntary organizations. The Board was given the dual responsibility of taking welfare services to the disadvantaged sections of society, especially women and children, and also developing a nationwide infrastructure of voluntary agencies through which these services could be made available. It is a fully funded autonomous organisation of the Ministry.

CSWB implements various schemes providing assistance to the needy, destitute and disadvantaged women and children. CSWB's financial assistance to various voluntary organisations is provided on the recommendations from the State Boards. There has been a shift in emphasis from welfare to development and now to empowerment.

The various programmes implemented by CSWB include: (i) the General Grants in Aid Programme which provides assistance to working women's hostels, family counselling centres etc.; (ii) the Rajiv Gandhi National Crèche Scheme; (iii) awareness generation programmes for women and the community at large to promote gender equity and sensitize the public about the specific needs and concerns of women; (iv) Condensed Courses for the Education of Women (CCEW); (v) Short Stay Homes for Women and Girls to provide temporary accommodation, maintenance and rehabilitative services to women and girls suddenly rendered homeless due to family discord or crime; (vi) an Innovative programme to promote projects for the welfare of children of prostitutes, rag pickers and leprosy patients.

CSWB plays a monitoring role to oversee the performance of field officers posted in the 33 State Boards in implementing the Board's programmes and promoting voluntarism in the districts allotted to them. The field staff of CSWB in the cadres of Project Officer, Asstt. Project Officer and Welfare Officer are attached to the various State Social Welfare Boards to supervise and monitor the implementation of various programmes. They also play a crucial role in identifying the voluntary organisations and providing guidance to them to develop their activities and programmes.

Central Board, because of its infrastructure, network and experience is eminently qualified to serve as a nodal agency for coordinating schemes and projects of social development. Various cadres of CSWB are undergoing training to enhance their knowledge of new office procedures (TALLY, MS-Office, Computer Operations) and public dealing skills. Orientation sessions and training programmes for office bearers and functionaries of voluntary organizations on financial management, documentation and programme implementation are also being organized. CSWB may explore additional sources of funding, such as mobilization of resources from corporate bodies, international funding agencies and High Networth Individuals (HNIs). CSWB will also be encouraged to develop IT-enabled

monitoring infrastructure, such as interactive web-portals for the coordination of schemes and projects with NGOs. The Ministry will review the overall functioning of CSWB, augment relevant programmes, discard those which have lost utility and introduce new ones in accordance with the current needs and concerns of women and children.

Central Adoption Resource Agency (CARA):

Central Adoption Resource Agency (CARA) is an autonomous body under the Ministry of Women and Child Development. CARA is the central authority in the country to deal with adoption matters as per the Hague Convention on the Protection of Children and Cooperation in Respect of Inter-Country Adoption ratified by the Government of India in 2003. It is fully funded by the Government of India. Its mandate is to find a loving and caring family for every orphan/destitute/surrendered child in the country.

In-country adoption of Indian children is governed by In-Country Guidelines - 2004 while inter-country adoption procedures are governed by a set of Inter-Country guidelines. These guidelines are a follow up of various directions given by the Supreme Court of India in L.K. Pandey vs. Union of India (WP No. 1171 of 1982 and other cases). These guidelines are amended and updated from time-to-time keeping in mind the welfare of children. While CARA is engaged in clearing inter-country adoption of Indian children, one of its major tasks is to promote in-country adoption. In fact, CARA ensures that no Indian child is given for inter-country adoption without him/her having been considered by Indian families residing in India.

The functions of CARA include:

- To act as a clearing house of information with regard to abandoned/destitute/neglected/orphan children available for inter-country adoptions.
- To coordinate with the State Governments for promoting in-country adoption and monitoring of RIPAs and ACAs.

- To recognise/renew the Indian Placement Agencies and Foreign Adoption Agencies as accredited bodies for adoption.
- To regulate, monitor and inspect the working of recognized social/child welfare agencies recognised for inter-country adoptions.
- To formulate and implement guidelines for inter-country adoptions.
- To formulate guidelines towards common policies, procedures and practices for in-country adoptions.
- To issue No-Objection Certificate in each case of inter-country adoption.

Over the next five years, the Ministry aims to strengthen and augment CARA to full its mandate and enable it to meet its obligations towards the implementation of the Hague Convention on the Protection of Children and Cooperation in Respect of Inter-Country Adoption ratified by the Government of India, 2003.

National Commission for Women (NCW):

The National Commission for Women (NCW) was set up in 1992 as a statutory apex national level body under the National Commission for Women Act, 1990. NCW reviews the provisions relating to the safeguards for women under the Constitution as well as in other laws. It takes up petitions from women for redressal of their grievances, and does promotional research for the advancement of women.

The functions/activities of the Commission include:

- To investigate and examine all matters relating to the safeguards provided for women under the Constitution and other laws;
- To call for special studies or investigations into specific problems or situations arising out of discrimination and atrocities against women;

- Undertake promotional and educational research so as to suggest ways of ensuring due representation of women in all spheres and identify factors responsible for impeding their advancement;
- Participate and advise on the planning process of socio-economic development of women;
- Evaluate the progress of the development of women under the Union and the states;
- Inspect or cause to be inspected a jail, remand home, women's institution or any other place of custody where women are kept as prisoners or otherwise and take up with the concerned authorities for remedial action, if found necessary.

NCW organizes meetings/seminars/conferences on various issues relating to women and it also gives financial assistance to the eligible NGOs and State Commissions for Women to conduct various programmes, including the '*Parivarik Mahila Adalats*,' wherein a number of family and civil disputes involving women are resolved. The Commission is actively contributing to increase awareness generation on subjects and issues relating to women.

Rashtriya Mahila Kosh (RMK):

The Rashtriya Mahila Kosh (RMK), an apex micro-finance organisation exclusively for women, was set up in 1993 for the purpose of providing micro loans to poor women through government and non-government organisations, women's federations and cooperative banks. RMK extends loans through a client friendly and hassle free loaning mechanism for livelihood activities, housing, micro enterprises and family needs in both rural and urban areas. RMK has also taken a number of promotional measures to popularize the concept of women's empowerment through micro financing, thrift and credit formation and stabilization of SHGs and enterprise development for women.

RMK extends micro credit to the poor and underprivileged women through a collateral-free, quasi formal delivery mechanism where NGOs, women's cooperatives and

federations act as intermediaries. The Kosh works as a single window organisation. Apart from giving micro credit, it also helps in the capacity building of SHGs/women members and partner organisations through training in financial management, enterprise development, skills and modern management practices, as well as exposure visits and assistance in marketing. In addition, the partner organisations that take loan from RMK are instructed to impart literacy, legal education and health awareness to women beneficiaries to bring about their holistic empowerment. RMK views micro-finance as development finance.

Various Loan Schemes of RMK include:

- i) Loan Promotion Scheme
- ii) Main Loan Scheme
- iii) Revolving Fund Scheme
- iv) Refinance Scheme
- v) Repeat Loan
- vi) Franchisee Scheme
- vii) Gold Credit Pass Book Scheme
- viii) Housing Loan Scheme
- ix) Family Loan Scheme
- x) Working Capital Term Loans

The micro-finance programme of the RMK for the socio-economic upliftment of poor women through the SHGs is most successful one in the country, where the recovery rate at the apex level is over 91%. Therefore, a large number of voluntary organisations, government autonomous bodies and cooperative societies are coming forward for financial intermediation.

The initial corpus of RMK was Rs. 31 crore. In view of RMK's proposed organisational expansion for making credit easily available on a larger scale to the poor women in the country during the Eleventh Five Year Plan, the Finance Minister in the budget speech for 2009-10 announced that the corpus of RMK will be enhanced to Rs. 500 crore in the coming years. The principal corpus of RMK stands at Rs. 100 crore as on date.

The Governing Board of RMK has approved that RMK should be restructured from Society into Non-Deposit Taking Non-Banking-Finance-Company (ND-NBFC) to enable it to play its mandated role of women's empowerment through micro-finance and to extend capacity building and other support to women SHGs as a single window facility. The process of restructuring RMK has already begun since the approval of the Governing Board in March 2010. In this regard, Ernst and Young (E&Y) has been engaged by RMK to submit a Detailed Project Report outlining the roadmap and implementation plan. In the next five years, the Ministry will support this process of restructuring and expansion to strengthen and augment RMK's role and capacity.

3B - Stakeholder Engagement Plan

Women and Children: Women and children are the primary stakeholders of the Ministry of Women and Child Development. In order to expand its reach, the Ministry aims to enhance its direct engagement with women and children, take cognisance of their views and encourage their active participation on matters that concern them at the national, regional and local level.

INGOs/NGOs and VOs: MWCD conducts and facilitates regular consultations with INGOs, NGOs and VOs to ideate policies, discuss and enhance implementation strategies, facilitate training and capacity building and conduct monitoring and evaluation.

State Governments: State Governments are crucial stakeholders of the Ministry, responsible for providing inputs and implementing policies, plans of action, schemes and legislation. The Ministry already engages with State Governments on a periodic basis to discuss various schemes and their implementation challenges. The Ministry will also encourage concurrent monitoring and evaluation of schemes by the State Governments at the regional and local level.

Line Ministries: The MWCD consults line ministries for policy inputs and the formulation of schemes, programmes and legislation. Inter-Ministerial consultation is also required for the formulation of responses on various issues/concerns/matters as in the Country Reports for various International Conventions to which India is a signatory. The Ministry

aims to enhance its coordination efforts through increased interactions with line ministries for better convergence in delivery of services.

3C - Building Knowledge and Capabilities

a. Research and Data Collection:

There is a dearth of credible data in a number of areas concerning women and children. Given such a situation, it is difficult to draw an accurate picture of the multi dimensional vulnerabilities experienced by women and children. The number of missing children, street children, trafficked women and children, children in labour, children in situations of conflict and violence against women and children are some areas where reliable data is not available. The lack of accurate data slows down the efforts of the Ministry in addressing the full range of needs and concerns of women and children.

The Ministry would strive to improve the availability of exhaustive data as well as facilitate building up a comprehensive database on women and children. This is expected to improve the Ministry's understanding of the needs and concerns of women and children, contribute to the design of need based programmes and formulation of relevant schemes that better target intended beneficiaries.

The Planning, Research, Evaluation and Monitoring (PREM) Division of the Ministry of Women and Child Development caters to the statistical needs of MWCD and is involved in the various activities requiring statistical inputs by the different Bureaus/Divisions. It is also closely associated with statistical activities of other social sector Ministries and organizations having a bearing on matters relating to women and children. The Bureau has a Research Scheme since 1986-87 under which it provides financial support to eligible academic institutions/research organisations and NGOs for research and evaluation on subjects relating to women and children.

One of the core priorities of this Ministry for the next five years will be to commission qualitative and quantitative research and impact evaluation studies and establish reliable data collection processes. The following is a list of suggested areas of research compiled

after the completion of consultative processes with relevant stakeholders of the Ministry, including civil society groups. Some of these research and data collection initiatives may be promoted by the Ministry in the next five years:

1. Assessment of the quality of different services delivered to pregnant women and children below the age of two years under the ICDS programme.
2. Impact of ICDS on learning achievements of children.
3. ECCE related studies.
4. Documentation of the best practices of Government and non-Government organizations on survival, protection, development and participation for children.
5. Quality and methodology of ECE in Private Sector PSE and NGO Sector.
6. Documentation of media initiatives in learning.
7. Children in difficult circumstances especially children of Devadasis, trafficked children, children in conflict zones and Adivasi children.
8. Institutional Services for children under Child Protection Measures.
9. Child labour in view of existing data gaps.
10. Impact of civil strife on children in naxal affected areas.
11. "Safe City for Children"- A study of Delhi or any other metropolitan city.
12. Use of community radio to promote child participation.
13. Reasons for children coming into conflict with law and their rehabilitation.

14. Use of children in crime.
15. Reasons for children running away from home and what happens thereafter.
16. Rehabilitation and restoration of a juvenile in conflict with law.
17. Street children and rag pickers.
18. A study on Residential Facilities for the girl-child.
19. Increase in trafficking of the girl child: causes, types of intervention and rehabilitation which could be undertaken and implementation through NGOs, including sensitization of police and functionaries.
20. Budget analysis of flagship schemes could be taken forward and done more systematically for key interventions for children across sectors to ensure that outlays are translating into outcomes through appropriate outputs and processes.
21. The development of guidelines to assess key sectoral policies from the perspective of the best interests of the child. There needs to be evidence based indicators to help identify potential negative impacts of sectoral policies on children.
22. Documentation of the best practices of Government and non-Government organizations in promoting the survival, protection, development and participation of children.
23. Tracking vulnerabilities of children based on rapid economic growth and social change such as migration and the use of new technologies like the internet.
24. Impact of personal laws on access to rights for children.

25. Changing social norms that adversely impact child rights such as child marriage and violence (including corporal punishment).
26. Family participation in child protection procedures.
27. Assessment of Crèche facilities.
28. Dynamics behind sex ratio.
29. Reasons for declining sex ratio among the most affluent sections of society.
30. Effectiveness of government measures/central and State interventions, taken to combat sex selective abortion.
31. Impact of sex selective abortion on changing cultural and social mores in States such as Haryana and Punjab, over the past 3-5 years.
32. Updation of information in the Study of Girls and Women in Prostitution in India conducted in 2002-2004.
33. IEC used for various segments of society to prevent female foeticide.
34. Study of successful interventions to identify strategies for changing traditional mindsets and practices regarding gender disparity and discrimination against the girl child.
35. The process of establishing a unified policy for responsible tourism for the protection of women and children from exploitation in North-eastern States.
36. Trafficking of women and children to the metro cities of India and abroad from the North East Region.

37. Impact of militancy on women and children and the preparation of an action plan for their rehabilitation.
38. Concurrent evaluations of new schemes of the Ministry such as the innovative cash benefit schemes like the Indira Gandhi Matritva Sahyog Yojana (IGMSY) and Dhanalakshmi.
39. Women and migration - with a special focus on domestic workers, including their work conditions and terms of engagement.
40. The socio-economic impact of the migration of women from remote areas to the metros.
41. Women with disabilities - with a special focus on adolescent girls.
42. Women, work and the unorganized sector.
43. Impact evaluation of all social security programmes under implementation.
44. Assessment of the condition of Working Women's Hostels all over the country.
45. Violence against women and children.
46. Domestic Violence- A study of ongoing projects in Maharashtra and Haryana for documenting best practices.
47. A pilot project studying the impact of the Domestic Violence Act in Delhi.
48. Women and Ageing.
49. Traditional practices and languages which underscore and re-emphasise secondary status for women

50. Marginal women farmers' empowerment in relation to food security.
51. Dalit women's resource rights.
52. Muslim women and their empowerment avenues.
53. Gender resource gaps in Delhi. Study the implementation of MGNREGS to understand the status of employment of women under the programme, pattern of utilization of increased income by women and impact of the programme in improving the status of women in securing their rights and entitlements.
54. The effectiveness of basic services - education, health, nutrition and work - in enabling the women belonging to Dalit communities to meet their rights and entitlements.
55. Gender Budgeting- An Audit of ongoing efforts in the government.
56. Surrogate motherhood - Ethical or Commercial.
57. Witch-hunting in Jharkhand and Chhattisgarh.
58. Research on gender mainstreaming and gender budgeting processes.
59. Study on convergence of schemes for women and children.
60. Smaller projects related to Ministry's requirement to have its policies for women and children assessed in terms of their impact.

b. Training and Capacity Building:

Capacity refers to the ability of organisations and the people who work in them to perform their functions, set and achieve objectives, and solve the problems that confront them. Capacity building includes a significant element of training to develop skills. It also involves improving and strengthening the institutional and legal framework within which an organisation operates, its structure, or its internal procedures and processes.

The Ministry aims to institute new capacity building and training modules for programmes and schemes relating to women and children in the next five years. Since capacity building involves much more than training, the Ministry will also emphasize on providing government officers and functionaries with the understanding, skills and access to information & knowledge that would enable them to perform effectively and to promote inter-sectoral coordination between different stakeholders.

In order to achieve its objectives, the Ministry would like to collaborate with prominent academic institutions/consultancies/organizations with substantial experience in delivering workshops and seminars on a wide range of subjects including public sector reform, programme formulation and implementation processes, public expenditure management as well as longer-term strengthening of essential skills.

The Ministry also intends to improve pre-existing training and capacity building components at the Central and State-levels. The National Institute for Public Cooperation and Child Development (NIPCCD) is an autonomous body affiliated to the Ministry. So far, NIPCCD has conducted a wide range of trainings for ICDS functionaries, members of voluntary organizations (VOs) and NGOs. In the next five years, the Ministry would like to strengthen and augment NIPCCD's capacities to deliver effective training modules. For the capacity building of MWCD's functionaries the Ministry plans to prepare an induction pack and structure orientation sessions which could be held every six months with assistance from autonomous bodies like NIPCCD. This is in line with the guidelines provided by the Department of Personnel and Training (DoPT). These training sessions could include modules which introduce the Vision and Mission as well as the core objectives and

functions of the Ministry. They could also acquaint the newly inducted functionaries with International Conventions such as the UNCRC and CEDAW.

Any approach to capacity building should begin with a proper analysis of the causes of any observed weakness of performance, from which the design of an appropriate response should follow. Accordingly, the Ministry will formulate its training and capacity building mandate based on the following steps:

- Identification of the broad areas where training and capacity building modules are required through a structured Capacity building needs assessment;
- Collaboration with and utilization of existing training set-ups;
- Identification of appropriate resource persons, universities and professional institutes for training and capacity building;
- Conducting an initial exercise to objectively assess the present training and capacity development approaches.

The formulation of this Five Year Strategic Plan (FYSP) and the corresponding annual Results Framework Document (RFD) has been initiated by the Performance Monitoring and Evaluation System (PMES) of the Cabinet Secretariat, Government of India. As part of a paradigm shift in governance thinking and in line with the spirit of the Strategic Plan preparation, the Ministry would seek support and training in the following areas:

- Evaluations and impact assessments;
- Developing an M&E framework;
- Design and implementation of public sector performance management frameworks and systems;
- Training in aspects of public policy;
- Better management of public expenditure;
- Improving service delivery;
- Governance reforms of public institutions.

Training and Capacity Building at the Local Level:

With the growing global interest in the role of local governments and communities in policy planning, implementation and resource allocation, it is now considered crucial to involve local levels of government as well as communities in decisions about service delivery and development.

In order to create greater convergence between Central, State and Local government bodies and to facilitate decentralized planning and enhanced service delivery mechanisms, the Ministry will initiate seminars and workshops at the district and local levels to orient and train functionaries at those levels.

3D - Priorities of the Ministry of Women and Child Development

| Serial No. | Priorities | Weights |
|-------------------|--|----------------|
| 1. | Securing the rights and entitlements of all children through the review of the National Policy for Children, the National Plan of Action for Children, mechanisms for child participation and better targeting of resources through child budgeting. | 12 |
| 2. | Development of children with focus on 0-6 years and adolescent girls through interventions on nutrition, pre-school and non-formal education and capacity building of mothers. | 30 |
| 3. | Providing a safe and secure environment for care and protection of children. | 23 |
| 4. | Socio-economic empowerment of women and strengthening the legislative framework to address discrimination and violence against women. | 18 |

| | | |
|----|--|---|
| 5. | Securing inter-sectoral convergence of schemes and programmes for socio-economic empowerment of women in mission mode through the National Mission for the empowerment of women. | 7 |
| 6. | Mainstreaming gender concerns in policies, programmes and schemes of the Government of India and State Governments through gender budgeting. | 5 |
| 7. | Adopting a multi-pronged approach to combat trafficking of women and children for commercial sexual exploitation. | 5 |

SECTION 4: IMPLEMENTATION PLAN

Having identified the priorities for the next five years, the Ministry has detailed an implementation plan based on strategies identified during stakeholder consultations and internal processes. This is presented in the form of a matrix stating the objective, activities that will be taken up to achieve the objective, verifiable indicators for performance of the activities, timelines and projected outcomes. The factors that can hinder the process have also been anticipated.

Strategic Implementation Plan Matrix 2011-2016: National Policy for Children (NPC)

| S. No. | Name of Scheme/ Programme/ Legislation/ Policy/ Plan of Action | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes / Timelines | Assumptions /Limitations |
|---------------|---|--|--|--|--------------------------------------|------------------------------|---|
| 1. | National Policy for Children (NPC) | Review and revision of the National Policy for Children (1974) to align the Policy with current and projected needs of all children in India and with International Conventions such as the UNCRC. | <p>1.Setting up of a drafting committee;</p> <p>2.Drafting a Working Paper for the Policy;</p> <p>3.National and Regional Level Consultations</p> <p>4. Finalisation of the revised NPC and processing for requisite approvals</p> | <p>Order constituting the committee List of committee members</p> <p>No. of drafting committee meetings held</p> <p>Approval note on draft from the competent authority</p> <p>No. of national and regional consultations List of participants</p> <p>Approval note on final version of NPC from the competent authority</p> | Revised National Policy for Children | Two years | <p>Lack of consensus within line Ministries and the Drafting Committee;</p> <p>Non attendance of Drafting Committee Members</p> <p>Delay in requisite approvals</p> |

Strategic Implementation Plan Matrix 2011-2016: National Plan of Action for Children (NPAC)

| S. No. | Name of Scheme/ Program/ Legislation/ Policy/ Plan of Action | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes / Timelines | Assumptions/ Limitations |
|--------|--|---|--|---|--|---|--|
| 1. | The National Plan of Action for Children (NPAC) | <p>Review of NPAC 2005 to produce a plan of action with better resource allocation as well as monitorable targets, indicators and deadlines, which corresponds with the changes being brought about in the National Policy for Children (NPC).</p> <p>Create a monitoring mechanism for the documentation of achievements and mid-course corrections.</p> | <p>Review and document progress on NPAC 2005 to highlight the achievements and gaps through consultative process</p> <p>Workshops/Stakeholder consultations for preparing NPAC for the next five years;</p> <p>State Plans of Action for Children (SPACs) will be formulated by all State Governments in tandem with national targets and timelines;</p> <p>An annual review meeting of the Central and State governments will be held to review the progress of the NPAC and SPACs.</p> | <ol style="list-style-type: none"> 1. No. of consultative meetings Consultation reports 2. No. of workshops / consultations Consultation reports 3. No. of Workshops /Stakeholder consultations held Consultation reports 4. List of participants in central and state review meetings Review meeting reports | <p>Review of NPAC with recommendations for revision ready</p> <p>Draft NPAC for next 5 years integrating recommendations on rights of children ready.</p> <p>State plans of action drafted integrating recommendation from state stakeholders.</p> <p>A competent review system put in place Periodic progress reports on NPAC implementation is available</p> | <ol style="list-style-type: none"> 1. One year 2. Two Years 3. Five years 4. Two to five years - Annually | <p>Lack of a reliable statistical database for impact evaluation and monitoring exercise;</p> <p>Poor convergence and coordination on the issue with line Ministries and State Governments</p> <p>Slow progress of State Governments</p> |

Strategic Implementation Plan Matrix 2011-2016: Integrated Child Development Services (ICDS) Scheme

| Sl. No. | Name of Scheme/ Program / Legislation / Policy/ Plan of Action | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes/ Timelines | Assumptions / Limitations |
|----------------|---|--|--|--|---|---|---|
| 1. | Integrated Child Development Scheme (ICDS) | Addressing health, nutrition and the early development and learning needs of young children as also building capacities of pregnant and lactating mothers. | <p>1.ICDS universalization with quality;</p> <p>2.Setting ICDS in flexible Mode for implementation with quality - ICDS systems quality improvement and enhanced resources;</p> | <p>1.1 Sanctioned AWCs in all States / UTs operational;</p> <p>1.2 14 lakh AWCs operational covering all the habitations;</p> <p>2.1 Restructured ICDS introduced and functioning in 28 States and all districts with relevant performance indicators;</p> <p>2.2 State/District PIPs linked to the results framework & child related nutrition & development outcomes;</p> <p>2.3 Infrastructure to provide a continuum of care to AGs, P & L mothers & young</p> | <p>1.1.1 ICDS universalization as per prescribed norms both in terms of area and population groups in 28 States and 7 Union Territories;</p> <p>2.1.1 Third party impact assessment reflects improvement in system quality and resources under the ICDS;</p> <p>2.2.1 District PIP for every district & State PIP for every State in place; used for monitoring child related development & nutrition outcomes;</p> <p>2.3.1 AWC as the first village outpost for health, nutrition &</p> | <p>Dec. 2011</p> <p>Dec. 2012</p> <p>12th Plan</p> | <p>1.Slow progress of universalization due to limitation of States / UTs such as late sanction, court cases, recruitment committee, etc.</p> <p>2.Lack of / or inadequacy of financial and human resources. Success of some activities dependent on the performance of other Ministries.</p> <p>3.Adequate resources, both financial & human, are</p> |

| | | | | | | | |
|--|--|--|--|---|--|--|---|
| | | | | <p>children as per minimum standards laid down;</p> <p>2.4 ICDS in a Mission Mode with decision making and transfer of funds on a fast track in a clearly defined accountability and outcomes framework.</p> <p>3.1 Key strategies undertaken to promote optimal IYCF Practices;</p> <p>3.2 Draft Newborn and Child Health policy</p> | <p>early learning set up & functional in all habitations in strong convergence with other flagships;</p> <p>2.3.2 Additional AWW (nutrition counsellor), supervisory & management staff at various levels in place;</p> <p>2.3.3 Co-location of schools and AWCs wherever feasible;</p> <p>2.4.1 ICDS Mission at Central, State, District & Block levels set up & functional</p> <p>2.4.2 State & District Child Development Societies set up & functional</p> <p>2.4.3 Empowered Committee set up at Central, State & District levels for supervising ICDS Mission</p> <p>3.1.1 States ensure compliance with the IMS Act 2003</p> <p>3.1.2 Increase in enrolment of under 3s at AWC</p> <p>3.1.3 Percentage increase in exclusive breast</p> | <p>To begin with 200 high burden districts Continuous process until 2016</p> | <p>provided for the development & roll out of District & State PIPs</p> <p>4.All clearances & approval regarding both financial and human resource requirement for restructuring ICDS will be in place on time.</p> <p>5.Empowered Committees at all levels will meet to discharge its functions.</p> <p>6.Efforts to forge convergence & collaboration between various Ministries will be successful.</p> <p>7.Unstable local governance set</p> |
|--|--|--|--|---|--|--|---|

| | | | | | | | |
|--|--|--|--|---|--|----------------------------|---|
| | | | | <p>finalized & implemented;</p> <p>3.3 Grassroots functionaries trained through joint training initiative (NRHM & ICDS) to strengthen the continuum of care during pregnancy and first 3 years;</p> <p>3.4 A second AWW appointed in each of the 14 lakh AWCs for counselling families on better nutrition and food supplements to children below 2 not attending AWC;</p> <p>3.5 NRCs under NRHM linked to child health units & integration with the IMNCI initiative (community and facility based) in RCH / NRHM, for the management of severe undernutrition;</p> <p>3.6 Joint actions on key interventions for</p> | <p>3.1.4 feeding Percentage decrease in undernutrition and related indicators</p> <p>3.1.5 ICDS impact assessment reflect improved convergence amongst relevant service providers</p> <p>4.1.1 Percentage increase in enrolment</p> <p>4.1.2 Local community involved in supervision, monitoring & increasing the demand of the ICDS</p> | <p>2014</p> <p>2011-14</p> | <p>up reduce participation of communities especially elected representatives</p> <p>8.Nutrition becomes and remains a priority for the state, local government and other flagship programmes.</p> <p>9.NRHM is able to provide quality services across the country at least in regard to the 3 health related components of ICDS.</p> <p>10.Adequate resources are made available for the implementation of ECCE Policy Framework States / UTs support implementation</p> |
|--|--|--|--|---|--|----------------------------|---|

| | | | | | | | |
|--|--|--|--|--|--|-----------------------|----------------------------|
| | | | <p>4.Strengthening the early child care and learning environment</p> <p>4.1 Quality improvement in ECCE through the ICDS platform with joyful early learning initiatives as evident through increased demand for ICDS services;</p> | <p>newborn and child health and nutrition (under 3s).</p> <p>4.1.3PSE Kits available & being used in all AWCs</p> <p>4.1.4Impact assessment reflects cognitive development of targeted children</p> | <p>Services as evident through impact assessment</p> | | n of ECCE Policy Framework |
| | | 5.Ensuring convergence at the grassroots level | <p>4.2 Preparation & notification of ECCE Framework & Policy;</p> <p>4.3 Participation of the local communities and other stakeholders such as mothers' groups.</p> <p>5.1 Convergence with the MHFW / NRHM to ensure quality health services as</p> | <p>5.1.1Institutional convergence with NRHM particularly at district, block & village levels functional</p> <p>5.1.2Percentage increase in complete immunization in the country</p> <p>5.1.3Institutional convergence with TSC at state, district, block & village level functional</p> <p>5.1.4ICDS facilities become integral part of all NRHM & TSC PIPs</p> <p>5.1.5Training and IEC</p> | | 12 th Plan | |
| | | | | | | 2011 onwards | |

| | | | | | | | |
|--|--|--|--|---|---|--------------------------------|--|
| | | | | <p>well as strengthen the nutrition & RCH components of NRHM;</p> | <p>activities under TSC, NRDWP, NRHM and ICDS are linked and coordinated at the district level by District Water and Sanitation Mission</p> <p>5.1.6 Number of AWCs with provision of toilets and drinking water supply through District Water and Sanitation Mission</p> <p>5.1.7 Training of Village Water and Sanitation Committee (VWSC) members on health and nutrition issues and their linkages with safe drinking water and sanitation.</p> | <p>Ongoing & continued</p> | |
| | | | | | | <p>Ongoing & continued</p> | |

| | | | | | | | |
|--|--|--|-----------------------------------|---|---|---|--|
| | | | | <p>5.2 Nutrition as a mandate of VHS Committees & VHND;</p> <p>5.3 Fixed day monthly VHND at AWCs, with fixed time sub centre MCHN clinic sessions;</p> <p>5.4 Facility and community-based attention to severely undernourished;</p> <p>5.5 Three key health services (Health check up, immunization & referral) of ICDS delivered by NRHM at AWCs;</p> <p>5.6 Number of AWCs reporting infrastructure enhancement due to convergence with DDWS / NRDWP / TSC to ensure supply of safe drinking water and sanitation facilities in all AWCs</p> <p>6.1 ICDS / AWC platform established</p> | <p>6.1.1AWCs in all habitations (14 lakh) have necessary hygienic SNP arrangements and child friendly environment (also refer section 2.3.1) as laid down</p> <p>6.1.2Physical infrastructure of AWCs strengthened with a class infrastructure of requisite building (3-4 rooms) with facilities and skilled human resources as</p> | <p>12th Plan</p> <p>Already introduced Will continue through 12th Plan</p> <p>2011-2012</p> <p>12th Plan</p> | |
| | | | 6.Strengthening ICDS AWC Platform | | | | |

| | | | | | | | |
|--|--|--|--|---|---|--|--|
| | | | 7.Strengthening Nutrition & Health Education | <p>as the first village post for health nutrition & early learning with infrastructure and resources (both financial & human)</p> <p>7.1 FNB revamped as the Nodal National Technical body for providing technical and collaborative inputs, inter-sectoral coordination, identifying training needs and methodologies, quality assurance of nutrition component of various programmes and coordination of activities related to nutrition education;</p> <p>7.2 NIN (ICMR)</p> | <p>laid down</p> <p>7.1.1 FNB as the nodal National Technical body</p> <p>7.1.2 Good practices reflecting improved nutrition education</p> <p>7.1.3 Impact assessment reflecting quality delivery of SNP services</p> <p>8.1.1 Number of States with minimal wastage of SNP and those using the</p> | | |
|--|--|--|--|---|---|--|--|

| | | | | | | | |
|--|--|--|--|---|---|--|--|
| | | | <p>8. Improving delivery of Supplementary Nutrition with normative approach to SNP</p> | <p>collaboration with FNB in technical guidance for evidence based policy formulation, conduct technical & operations research and mentoring support for the capacity development of FNB.</p> <p>8.1 Indexation of SNP financial norms in ICDS to address inflation, in line with SSA for MDM; 8.2 Attendance at AWCs for SNP empirically established; 8.3 Increase in the laboratories of FNB; 8.4 Linkages between FNB and 72 public food laboratories under the MHFW established; 8.5 Regular reporting of the monitoring of nutritional content of Supplementary Nutrition;</p> <p>9.1 Capacity building needs assessment of management & supervision level staff as well as service provider</p> | <p>savings as flexi- funds / untied resources improvement of infrastructure of the centres and use of locally appropriate feeding choices incentivised 8.1.2 Increased number of beneficiaries reporting improved quality of SNP 8.1.3 Improvement in nutrition related indicators</p> <p>9.1.1 Vertical integration of training of all functionaries / staff to strengthen field based joint action and teamwork to achieve desired results and laid down objectives 9.1.2 A national training resource centre established at central & state levels</p> | | |
|--|--|--|--|---|---|--|--|

| | | | | | | |
|--|--|--|---|--|--|--|
| | | | <p>at district and block level;</p> <p>9.2 Regular capacity building of all AWWs & AWHs completed as per the calendar;</p> <p>9.3 Vertical integration of training to the CDPOs, supervisors and AWWs;</p> <p>9.4 A training resource centre at national and state levels to coordinate training & capacity building;</p> | <p>10.1.1 Annual Health Surveys (AHS) & DLHS covering all districts with data on various indicators concerning child development & nutrition along with details on weight for age for children</p> <p>11.1.1 Realtime growth monitoring data available and utilized for informed policy decisions</p> <p>12.1.2 Performance monitoring indicators (PMIs) used at different levels of programme implementation developed and used</p> | | |
| | | <p>10.Regular surveys on Health and Nutrition</p> | <p>10.1 Database on nutritional status of the population on a regular basis to assess the impact of various programmes such as ICDS and Mid Day Meal programme;</p> | | | |
| | | <p>11.Ensuring monitoring of young child growth and development through WHO Child Growth Standards</p> | <p>11.1 Provision of adequate weighing machines and sensitization of field functionaries along with regular feedback;</p> <p>11.1.2 Adequate weighing machines in each AWC;</p> <p>11.1.3 Field</p> | | | |

| | | | | | | | |
|--|--|--|--|---|--|--|--|
| | | | <p>12.Strengthening of ICDS Management Information System (MIS)</p> <p>13.Use of Information, Communication Technology (ICT)</p> | <p>functionaries sensitized on monitoring of young child growth & development through WHO Child Growth Standards.</p> <p>12.1 Revamp existing MIS in ICDS to strengthen the monitoring system; 12.2 Monitoring tools including records & registers kept at the AWCs and reporting formats for use at different levels rationalized;</p> <p>13.1 information base, sharing and dissemination of information reported; 13.2 Using common mother and child protection card by NRHM and ICDS for linking mother-child cohort tracking at family and village levels through ICT based monitoring of outcomes. 13.3 Linking of ICDS with the mobile phones infrastructure</p> | <p>13.1.1 Information base strengthened and information shared and disseminated using ICT 13.2.1 Mother-child cohort tracking at family and village levels through ICT based monitoring of outcomes.</p> <p>13.3.1 All AWWs provided a mobile phone with features for reporting & monitoring</p> | | |
|--|--|--|--|---|--|--|--|

Strategic Implementation Plan Matrix 2011-2016: Early Childhood Care and Education (ECCE)

| S. No. | Objective | Activities | Deliverables | Projected Outcomes | Timelines | Assumptions/ Limitations |
|---------------|------------------------------------|--|---|---|-------------------------------------|---|
| 1. | To develop National Policy on ECCE | 1. Write Approach paper 2. Frame Policy and its notification | 1.1 Approach Paper 1.2 National and regional consultations 2.1 ECCE Policy 2.2 Advocacy Manual | 1. Quality improvement in ECCE 2. Holistic development of children envisaged | Ongoing, will continue in 2011-2012 | 1. Related legislation 2. National commitment |
| 2. | Implementation Plan | 1. Develop strategies 2. Align political support 3. Align financial support | 1.1 Situational analysis 1.2 Need assessment details 1.3 Identified content areas 2.1 Communicating need analysis to policy makers at national and international levels 3.1 Proposals | 1. Informed decision making 2. Revamped ECCE provisions 3. Positive impact on enrolment, attendance and retention | 2011-2012 | 1. Coverage in budget 2. States/UTs support implementation |
| 3. | National Child Development Centre | 1. Information repository 2. Research Consortium 3. Technical Advice | 1.1 Web portal 1.2 Collation of state resources 1.3 Resource collection from NGOs and private sector 2.1 Action research 2.2 Research reports 2.3 Analysis to feedback into system 3.1 Technical core group 3.2 Mechanism for technical advice | 1. A nodal information and technical centre on ECCE 2. Easy availability of technical expertise | 2012-2016 | 1. Availability of financial and human resources |
| 4. | To develop minimum specifications | 1. Consultation for development of minimum and desirable standards for ECCE 2. Draft specifications | Essential and desirable standards for 1.1 Physical Infrastructure 1.2 Equipment and material 1.3 ECCE programme 1.4 Staff | 1. Availability of standard provisions 2. Increased enrolment | 2011 | 1. Clearance and approval 2. Fund allocation |
| 5. | To develop | 1. Regional workshops to | 1.1 National Curriculum | 1. Joyful learning | 2012 | 1. Programme in line with |

| | | | | | | |
|----|--|--|--|--|-----------|--|
| | national curriculum | prepare a draft curriculum 2. Pretesting of the Draft Curriculum 3. Preparation of Activity Book based on the curriculum | 2.1 Activity Book 2.2 PSE Kit | 2. Availability of developmentally appropriate methods, programme and TLM 3. Increased demand for appropriate practices | | needs 2. Degree of acceptance by professionals and service providers |
| 6. | To develop capacity of ECCE professionals | 1. Development of training modules for different levels and cadres of ECCE professionals 2. Development of training and capacity building calendar for Trainers 3. Organization of ToTs for State level trainers | Training modules for 1.1 Grass root workers 1.2 Supervisors 1.3 Trainers and 1.4 Special capsules on special children, early identification, administration and management 2.1 Training calendar(annual Plan) | 1. Defined roles and responsibilities, who; where; what; how 2. Trained professionals available for delivery of services | 2013-2015 | 1. Timely availability of professionals 2. Degree of acceptance |
| 7. | To establish institutional mechanism | 1. Identify institutions at national, regional, state and block level 2. Prepare strategy to be adopted 3. Allocation of roles and responsibilities | 1.1 Mapping of all existing organisations 1.2 Identify gaps 1.3 Proposal for filling gaps 2.1 Mechanism, mission, vision and goals of organisations 3.1 Lay down roles and structure organisations in accordance to same | 1. Inter-agency co-ordination in implementation and planning | 2013-2015 | 1. Flow of resources 2. Process of decision making 3. Discontinuities in systems |
| 8. | To establish quality monitoring and evaluation framework | 1. Development of monitoring framework 2. Development of monitoring tools 3. Research and field testing of the tool including a National level workshop of experts to discuss the same | 1. Quality framework 2.1 Facility monitoring tool 2.2 Programme Monitoring tool 2.3 Child Assessment Tool | 1. Trained supervisory and managerial staff available at all levels 2. Clearly defined accountability and outcome framework | 2014-2016 | 1. Allocation of resources |

Strategic Implementation Plan Matrix 2011-2016: The Protection of Children from Sexual Offences Bill, 2010

| S. No. | Name of Scheme/ Program/ Legislation/ Policy/ Plan of Action | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes / Timelines | Assumptions /Limitations |
|---------------|---|---|---|--|--|----------------------------------|---|
| 1. | The Protection of Children from Sexual Offences Bill, 2010. | To protect children against offences of sexual assault, sexual harassment and pornography and provide for establishment of Special Courts for trial of such offences. | 1.Consultations with Stakeholders and processing for requisite approvals; 2.Introduction in Parliament; 3.Approval of Parliament; 4.Approval of President; 5.Issue of Notification by the Ministry of Law and Justice; 6.Framing of Rules under the Act. | 1.Approval of Cabinet. 2.Passage of Bill in Parliament. 3. President's Approval Obtained; 4.Gazette Notification of the Bill Issued. 5.Rules framed. | Putting in place a special legislation and functioning Special Courts for prevention, through deterrence, and reduction in sexual offences against children. | 1 to 5: One year 6: Two years | Referral to Parliamentary Committee may delay the process; Lack of consensus amongst stakeholders; Poor convergence and coordination on the issue with line Ministries. |

Strategic Implementation Plan Matrix 2011-2016: Amendment of the Juvenile Justice (Care and Protection of Children) Act, 2000

| S. No. | Name of Scheme/ Program/ Legislation/ Policy/ Plan of Action | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes/ Timelines | Assumptions /Limitations |
|---------------|---|--|---|---|---|-----------------------------|---|
| 1. | Amendment of Juvenile Justice Act, 2000 | To expand the list of and better address, offences against children covered by the Act, provide for further improved child jurisprudence, remove identified gaps | 1.Consultations with Stakeholders; 2. Approval of Cabinet; 3.Approval of Parliament; 4.Approval of President; 5.Issue of Notification by the Ministry of Law and Justice. | 1.Compilation and Consideration of Recommendations; 2. Amendment Bill Introduced in Parliament as approved by the Cabinet; 3. Bill Approved by Lok Sabha and Rajya Sabha; 4. President’s Approval Obtained; 5. Gazette Notification of the Bill Issued. | A comprehensive legislation to provide for a safe and protective environment for all children, against all offences | Within 3 Years | Referral to Parliamentary Committee may delay the process; Lack of consensus amongst stakeholders; Poor convergence and coordination on the issue with line Ministries. |

Strategic Implementation Plan Matrix 2011-2016: Integrated Child Protection Scheme (ICPS)

| S. No. | Name of Scheme/ Program/ Legislation/ Policy/ Plan of Action | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes/ Timelines | Assumptions/ Limitations |
|---------------|---|--|--|--|--|-----------------------------|---|
| 1. | Integrated Child Protection Scheme (ICPS) | Safe and secure environment for all children in need of care and protection. | <ol style="list-style-type: none"> 1. Signing MOUs with all State Govts. and UTs; 2. Providing financial assistance to States and UTs for setting up Statutory bodies like JJBs, CWCs and service delivery structures; 3. Providing technical support to States/ UTs for effective implementation; 4. Promoting adoption, foster care and sponsorship and aftercare; 5. Creating new institutional facilities and maintaining and monitoring existing ones; | <ol style="list-style-type: none"> 1.No. of MOUs signed; 2. Funds sanctioned 3. No. of Consultations/ workshops held; Implementation manual, Handbooks, IEC material issued; 4. Guidelines developed ; No. of children benefiting for adoption, foster care and sponsorship; 5. No. of facilities upgraded/ created; Reviewing standards of care; No. of children | <ol style="list-style-type: none"> 1. CWCs and JJBs set up in all districts 2. All Child Care Institutions registered under the JJ Act; upgraded to prescribed standards of care 3. Shift of focus from institutional to non-institutional care i.e adoption, fostercare and sponsorship 4. Live database of children in need of care & protection as well as vulnerable children 5. System for tracing missing | Two to three years | <ol style="list-style-type: none"> 1. Limited availability of trained personnel; 2. Inadequate understanding of child protection issues; 3. Inefficient cash transfer mechanisms; 4. Lack of reliable data on children and available resources; 5. Lack of linkages with other line departments in the States. |

| | | | | | | | |
|--|--|--|---|---|---|--|--|
| | | | <p>6. Creating a credible and reliable database on children and a website for missing children;</p> <p>7. Extending Childline to all districts/cities;</p> <p>8. Instituting training and capacity building measures for ICPS functionaries and other stakeholders;</p> <p>9. Introducing evidence based monitoring and evaluation systems.</p> | <p>rehabilitated;</p> <p>6. Functional Child Tracking System in place;</p> <p>7. Childline services available in all districts;</p> <p>8. No. of trainings done;</p> <p>9. Development of monitoring indicators; Evaluation conducted</p> | <p>children in place</p> <p>6. Outreach services available for all children in distress</p> <p>7. Children reintegrated and mainstreamed</p> <p>8. Trained cadre of personnel for handling children and their issues in place</p> <p>9. Enhanced involvement of community in child protection</p> | | |
|--|--|--|---|---|---|--|--|

Strategic Implementation Plan Matrix 2011-2016 – Child Participation

| S. No. | Name of Scheme/ Program/ Legislation/ Policy/ Plan of Action | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes/ Timelines | Assumptions /Limitations |
|--------|--|--|---|---|--|----------------------|--|
| 1. | Child Participation | <p>To provide all children with an environment wherein they are aware of their rights; possess the freedom and opportunity to fully and freely express their views in accordance with their age and maturity;</p> <p>To increase the level of child participation and create mechanisms to facilitate the incorporation of children's views into mainstream policy-making and programme formulation processes;</p> <p>Piloting and institutionalisation of measures to boost</p> | <ol style="list-style-type: none"> 1. Conducting stakeholder consultations on child participation; 2. Conducting direct consultations with children to promote child rights through initiatives such as <i>Bal Panchayats</i>, child reporting and advocacy, community radio for children etc. 3. Coordination & convergence with NCPDR, | <ol style="list-style-type: none"> 1. Number of stakeholder and children's consultations held; compilation and consideration of stakeholder responses; 2. Promotion of child participation through NGOs; Provision of financial and other support to NGOs and other partners of the Ministry; 3. Augmentation of Ministerial initiatives related to children's awards. | Mechanisms set up for increasing level of child participation in programme formulation processes | 1 – 2 Years | <ol style="list-style-type: none"> 1.Lack of consensus and convergence; 2.Social opposition within communities; 3.Paucity of funds. |

| | | | | | | | |
|--|--|--|--|--|--|--|--|
| | | child participation and child rights in accordance with the UNCRC. | line Ministries, State Governments and civil society organisations to promote child participation. | | | | |
|--|--|--|--|--|--|--|--|

Strategic Implementation Plan Matrix 2011-2016: Child Budgeting

| S. No. | Name of Scheme/ Programme/ Legislation/ Policy/ Plan of Action | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes / Timelines | Assumptions / Limitations |
|--------|--|---|--|--|---|-----------------------|---|
| 1. | Child Budgeting | Promotion of child budgeting to ensure government's commitment to child welfare, development and protection through tracking of allocations and utilisation of funds. | <p>1.Promote convergence and coordination with Planning Commission, line Ministries and State Governments on child budgeting;</p> <p>2.Advocacy for child-centric formulation of Union and state Budgets through consultations and research evaluations.</p> | <p>1.Reflection of child centric budgeting in Statement 22 of the Outcome Budget of MWCD and relevant Ministries;</p> <p>2.Documentation of progress in Annual Report of MWCD.</p> | Successful targeted steering of resources to child welfare, development and protection measures to ensure meaningful outcomes for all children. | Every year | <p>1.Lack of cooperation and consensus amongst line Ministries and State Governments;</p> <p>2.Paucity of funds;</p> <p>3.Inefficient M&E exercises due to staff shortages;</p> <p>4. Inefficient utilization of funds.</p> |

Strategic Implementation Plan Matrix 2011-2016: Rajiv Gandhi National Crèche Scheme for the Children of Working Mothers

| S. No. | Name of Scheme/ Program/ Legislation/ Policy/ Plan of Action | Objectives | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes / Timelines | Assumptions/ Limitations |
|--------|--|---|---|--|--|-----------------------|--|
| 1. | Rajiv Gandhi National Crèche Scheme for the Children of Working Mothers. | <p>To provide day care services for children (6 months – 6 yrs) of working parents and thereby contribute to improved nutrition and health status of children;</p> <p>To promote physical, cognitive, social and emotional development of children by educating parents/ caregivers about better childcare.</p> | <p>1. Approval of revised scheme;</p> <p>2. Developing an MOU;</p> <p>3. Signing of MOU with implementing agencies/States;</p> <p>4. Preparing an implementation Manual;</p> <p>5. Handholding implementing agencies/States during process of implementation.</p> | <p>Approved Scheme;</p> <p>No. of MOUs signed;</p> <p>Funds sanctioned</p> <p>No. of Consultations/ workshops held with States and other stakeholders;</p> <p>Implementation manual, Handbooks, IEC material issued;</p> <p>SOPs for functional crèches; Guidelines developed for effective Childcare;</p> <p>No. of trainings done;</p> | <p>Upgraded quality of services provided by the crèches</p> <p>Availability of adequate crèches where required</p> | 3 to 4 years | <p>1. Limited availability of trained personnel;</p> <p>2. Demand assessment difficult - Lack of reliable data, overlap with ICDS</p> <p>3. Inefficient cash transfer mechanisms;</p> <p>4. Lack of linkages with line departments in States</p> |

| | | | | | | | |
|--|--|--|--------------|---|--|--|--|
| | | | 6.Evaluation | Development of monitoring indicators Mid-term evaluation conducted | | | |
|--|--|--|--------------|---|--|--|--|

Strategic Implementation Plan Matrix 2011-2016: Women's Bureau

| S. No. | Name of Scheme/ Program/ Legislation/ Policy/ Plan of Action | Objective | Activities 2011-2016 | Projected Outcomes | Verifiable Indicators/ Deliverables | Processes/ Timelines | Assumptions/Limitations |
|---------------|---|--|---|--|---|--|--|
| 1. | NPEW (National Policy for Empowerment of Women) | Holistic advancement, development and empowerment of women | <p>Activity1.Regional Consultations – 4 (North, West, South and East & North-east)</p> <p>Activity2.Consultation with Ministries/Dept – 1</p> <p>Activity3.Development of monitorable indicators</p> | <p>Inputs from all Consultations would feed into the review</p> <p>Technical expertise of identified expert would assist in undertaking review</p> | <p>1. Regional & Ministerial Consultations</p> <p>2. Consultations held</p> <p>3. Report of Consultations submitted</p> <p>4. Monitorable indicators prepared</p> | <p>Two years</p> <p>6 months after all consultations</p> | <p>Consultations:</p> <ol style="list-style-type: none"> 1. Quality inputs are received from the participants which can feed into the review 2. Human and financial resource constraints 3. Any unanticipated issue that may lead to delays 4. National Mission could be used as a forum for obtaining inputs from Ministries and Departments. |
| 2. | Review of existing laws on Violence against Women | Addressing gaps in existing laws and strengthening their provisions. | <p>Activity 1:</p> | Legislative measures reviewed | <p>Activity 1: (a) Cabinet Note</p> | 6 months | <p>Activity 1:</p> |

| | | | | | | | |
|---|---|--|--|---|---|---|---|
| | <p>Representation (Prohibition) Act 1961</p> | | <p>(a) Submission of proposal to the Cabinet</p> <p>(b) Completing necessary procedures for introducing Bill before the Parliament</p> | | <p>submitted</p> <p>(b) Procedures for introducing Amendment Bill completed</p> <p>(c) Bill is introduced</p> | <p>6 months</p> <p>(a) and (b): 2 years</p> <p>9 months</p> <p>6 months</p> <p>3 months</p> <p>6 months</p> <p>3 months</p> | <p>Cabinet approval obtained</p> <p>After introduction, the Bill may be referred to Parliamentary Standing Committee which may take time.</p> |
| <p>2. Review of Protection of Women from Domestic Violence Act</p> | | | <p>Activity 2:</p> <p>(a) 4 Regional Consultations with all stakeholders</p> <p>(b) 2 National Consultations with implementing agencies</p> <p>(c) Developing a proposal for amendment in partnership with some agency with expertise</p> <p>(d) Circulation of Draft cabinet note</p> <p>(e) Submission of proposal to</p> | <p>Activity 2:</p> <p>Cross sectional views and perspectives on review of the law</p> <p>Decision on need for amendment or otherwise firmed up</p> <p>In case amendment required proposal circulated</p> | <p>Activity 2:</p> <p>Consultation held</p> <p>Proposal developed</p> <p>Draft cabinet note circulated</p> <p>Proposal submitted</p> | | |

| | | | | | | | |
|----|--|-----------------------------------|--|---|---|---|--|
| | <p>3. Review of Immoral Traffic (Prevention) Act, 1956</p> <p>4. Dowry Prohibition Act, 1961</p> | | <p>Cabinet</p> <p>Activity 3: (a) Hold consultation with experts</p> <p>(b) Finalising amendment proposals</p> <p>(c) Circulation of Draft cabinet note</p> <p>(d) Submission of proposal to Cabinet</p> <p>Activity 4: Completion of the process of review of Dowry Prohibition Act 1961, which is underway</p> | <p>Activity 3: Cross sectional views and perspectives on review of the law developed.</p> <p>Law reviewed and amendment process set in motion</p> <p>Law reviewed</p> | <p>Activity 3: Consultation held & recommendations documented.</p> <p>Amendment proposal finalized</p> <p>Draft Cabinet Note circulated</p> <p>Proposal submitted</p> <p>Activity 4: Procedures for review of the law completed</p> | <p>6 months</p> <p>6 months</p> <p>6 months</p> <p>3 months</p> <p>1 year</p> | <p>Activity 3: Sharp divergence in recommendations by expert group.</p> <p>Review does not establish a need for amendment Necessary approvals for introducing the Bill in the Parliament are received in time</p> <p>Activity 4: Review does not establish a need for amendment</p> |
| 3. | Enactment of New laws | Creation of a legal framework for | Activity 1: Preparation of Rules | Act comes into force | Activity 1: Rules under the Act | Within 6 months | Activity 1: The SHW Bill is |

| | | | | | | | |
|----|---|---|--|--|--|---|--|
| | relating to women - Sexual Harassment at Workplace Bill | ensuring safe and secure environment for women, free from sexual harassment | under the Act Activity 2: Notification of the Protection of Women against Sexual Harassment at Workplace Act Activity 3: Coordinating with States/UTs to ensure wide dissemination of the Act | Women, employers and other stakeholders are aware about the law and how to implement it | prepared The Act & Rules notified (a) Communication to States/UTs for wide dissemination | from date of passing the Bill by Parliament Within 1 month of notification | passed by the Parliament and receives Presidential assent The States/ UTs are proactive in ensuring wide dissemination and publicity about the SHW Act |
| 4. | Review of Implementation of laws | The benefits under the law are available to every woman | Activity 1: Annual meeting to review implementation of women related laws with State Govt/UT representatives, representatives of police, State Legal Services Authorities and NGOs/lawyers/activists Activity 2: One Regional meeting every year (covering 4 regions) with same stakeholders as | The gaps in existing systems/mechanism for implementation are addressed and implementation of identified laws strengthened | (a) National and regional meetings organized (b) Inputs from the meetings collated and submitted as Report (c) Best practice and experiences shared and documented | Activity 1: In June/October every year Activity 2: 1 meeting every year | The invited stakeholders attend the meetings and provide quality inputs There are best practices available which are then shared by the participants There are no human and budgetary resource constraints in organizing such meetings |

| | | | | | | | |
|----|--|--|--|--|--|--|---|
| | | | above | | | | |
| 5. | Strengthening data collection mechanisms in respect of PWDVA | Implementation of the PWDVA is strengthened and the data flow aids in undertaking future policy measures | Activity 1: Assessment of existing data sets from various sources (NCRB, States etc.) | Better data flow to the Central level as well as gaps in existing data sets/mechanisms addressed | Activity 1: Meetings and/or communication with NCRB/States/ other agencies Gaps in existing systems and better coordination in the future identified | 6 months for initiating process (ongoing as part of annual review of implementation) | Relevant stakeholders also demonstrate willingness to collaborate on assessment Inputs are received from them on how to address gaps and ensure data flow |
| 6. | Implementation of Schemes relating to women – Rape Scheme | Victims of rape have access to relief and support services to help them address the trauma faced as well as restore their sense of dignity | Activity 1: Implementation of Financial Assistance and Support Services to Victims of Rape Scheme Activity 2: Review of Rape Victims' Scheme before 12 th Plan period Activity 3: Continuation of Rape Victims' Scheme during 12 th Plan period, based on review | Targeted beneficiaries can effectively access and get reliefs under the Scheme | Activity 1: Scheme implemented Activity 2: Review completed and Report submitted to Ministry Activity 3: Decision taken for continuation of Scheme and for cost sharing with States No. of States who committed funds, put in place | On going End of financial year 2011-12 Beginning of financial year 2012-13 On going | Necessary approvals for launching the Scheme, including tying up of finances are received Structures under the Scheme are established at national, state and district levels – states must set up state & district level structures Review of Scheme is feasible within 1 year of implementation Inclusion of Scheme in 12 th Plan and financial provision made |

| | | | | | | | |
|-----|--|---|--|---|---|---|--|
| | | | | | structures, submitted periodic reports | | States/UTs agree to commit funds |
| 9. | Formulation of Integrated Women's Protection Scheme (IWPS) | Improvement in implementation of women related laws through appropriate institutional mechanism | <p>Activity 1: Completion of "proof of concept" study</p> <p>Activity 2: Consultation with States/UTs to identify appropriate institutional mechanisms</p> <p>Activity 3: Finalisation of the Scheme</p> <p>Activity 4: Seeking necessary approvals for rolling out IWPS</p> | <p>Responsive implementation mechanism in place</p> <p>Mechanism for monitoring and evaluation strengthened</p> | <p>1. Proof of concept study completed and feasibility determined.</p> <p>2. States/UTs consulted</p> <p>3. Scheme finalized</p> <p>4. Necessary approvals obtained</p> | <p>3 months</p> <p>1 year</p> <p>6 months</p> | <p>Findings of study indicate that Scheme may not be feasible</p> <p>Inclusion of Scheme in the 12th Plan</p> <p>Delays in receiving necessary approvals from competent authorities</p> |
| 10. | Prevention of Trafficking and Rescue of Victims of Trafficking | To prevent trafficking of women & children for commercial sexual exploitation | <p>Activity 1:</p> <p>(a) Evolve a strategy for involving PRIs, SHGs and other community groups</p> <p>(b) Exploring linkages with existing</p> | <p>Community becomes involved in prevention of trafficking</p> <p>Rescue is better coordinated</p> | <p>Programmes identified for linkage and linkage established</p> <p>Guidelines reviewed and fine-tuned</p> | <p>1 year</p> | <p>Interest of community groups not forthcoming</p> <p>Response of Ministries concerned</p> |

| | | | | | | | |
|-----|--|---|--|--|---|--------------------------|--|
| | | Rescue of victims | programmes like NREGA, ICPS. Activity 2: Review of existing guidelines on rescue | | | 9 months | |
| 11. | Mapping of trafficking routes, trends, extent and nature and vulnerability factors | To understand trafficking trends, nature etc to enable better interventions | Activity 1: Urge States to undertake mapping in their States Activity 2: Regional / National studies to be undertaken | Changing trends, nature and extent of trafficking studied and analyzed Ministry gains better understanding of its future responses, approach and allocation of resources on trafficking | Number of states who undertake mapping Regional/ National Study conducted and report submitted | 3 mths 1-2 yrs | <ol style="list-style-type: none"> 1. Budgetary constraints 2. Difficulty in getting data 3. State response 4. Finding agencies with capacities to undertake regional and national studies |
| 12. | Implementation of Schemes relating to women – Ujjawala Scheme | Rehabilitation and re-integration of trafficked victims into society | Activity 1: Developing monitorable indicators for implementation of Ujjawala Activity2: Training of NGO partners on components of the | Better understanding of the Scheme by NGOs Identification of gaps by Government Effective implementation of the Scheme | Indicators developed. Trainings completed | 6 months On going | <p>Inadequate response of NGOs</p> <p>Lack of resources for training</p> |

| | | | | | | | |
|-----|--|---|--|--|---|--|---|
| | | | <p>Scheme</p> <p>Activity 3: Evaluation of Scheme at the end of eleventh plan.</p> <p>Activity 4: Review of Ujjawala Scheme components</p> | | <p>Evaluation done</p> <p>Review of Scheme completed</p> | <p>Last quarter of 2011-12</p> <p>6 months</p> | |
| 13. | Strengthening of capacity-building/training of agencies enforcing women related laws | Creation of a woman friendly, responsive implementation mechanism | <p>Activity 1: Undertaking gender sensitization/training programmes for agencies implementing women specific laws through NIPCCD</p> <p>Activity 2: Identification of other agencies in collaboration with whom trainings can be undertaken</p> <p>Activity 3: Developing modules, wherever required, in collaboration with relevant agencies & experts, which can be used in future programmes ensuring sustainability</p> | Law enforcement and implementing agencies sensitized and future capacity-building programmes are sustainable | <p>No. and type of trainings organized by NIPCCD.</p> <p>Need for modules assessed and developed, where required</p> <p>Modules disseminated</p> <p>No. of institutes which are using modules</p> | Ongoing | <p>Participation of agencies enforcing laws in training programmes</p> <p>Human and financial resource constraints</p> <p>Response of identified agencies</p> |

| | | | | | | | |
|-----|--------------------------------------|--|--|---|---|--|---|
| 14. | Universalisation of Women's Helpline | Women have access to a centralized helpline | <p>Activity 1: Formulation of a plan for developing uniform women's helplines/helpline number in collaboration with NCW</p> <p>Activity 2: Test checking its feasibility – piloting in identified districts</p> <p>Activity 3: Universalisation of women's helpline</p> | A universalised helpline for women set up | <p>Activity 1: Plan for helpline formulated</p> <p>Activity 2: Plan piloted</p> <p>Activity 3: Helpline universalised</p> | <p>1 year</p> <p>1 year</p> <p>By 2016</p> | <p>Budgetary constraints Pilot shows that universalisation not feasible</p> <p>State and stakeholder response</p> |
| 15. | Gender budgeting | All programmes/schemes/policies of the Government are engendered | <p>Activity 1: Review of GB Statement: (a) Consultation with experts and Ministry of Finance (b) Preparation of revised format (c) Adoption of revised format by Ministries/Departments</p> <p>Activity 2: GB Cells: (a) Urging Ministries/Depart</p> | <p>Better reflection of allocations for women in the Union Budget</p> <p>Activity 2 & 3: GB Cells begin to undertake gender analysis</p> | <p>Activity 1: Revised format developed</p> <p>No. of Min/Depts using the revised format</p> <p>Activity 2: No. of Min/Depts where GB Cells set up/</p> | <p>9 months</p> <p>2 years</p> | |

| | | | | | | | |
|--|--|--|--|---|---|-------------------------------|--|
| | | | <p>ment to set up GB Cells</p> <p>(b) Making existing Cells functional (meetings, follow ups)</p> <p>(c) Regular follow up</p> <p>(d) To use the forum of National Mission</p> <p>Activity 3: Initiating gender auditing:</p> <p>(a) Preparing a module to assist in gender analysis/auditing</p> <p>(b) Building in-house capacity to undertake such analysis</p> <p>(c) Building capacity of GBCs through trainings to undertake gender analysis/auditing</p> <p>Activity 4</p> <p>Urging Ministry/ Department to collect sex disaggregated data under various Schemes</p> | <p>More effective training programmes</p> <p>Activity 4</p> <p>Better understanding of impact of various schemes/programmes on women</p> | <p>operationalised</p> <p>Activity 3: Module developed for gender analysis</p> <p>In-house capacity developed</p> <p>No. of training programmes conducted</p> <p>Activity 4</p> <p>Communication and follow up with all Ministry/Department</p> | <p>3 years</p> <p>Ongoing</p> | |
|--|--|--|--|---|---|-------------------------------|--|

| | | | | | | | |
|-----|--|---|--|---|---|---|--|
| | | | Programmes. To use platform of National Mission for this purpose. | | | | |
| 16. | Research | | <p>Activity 1: Study on understanding issues of women's economic empowerment with specific focus on patterns of work</p> <p>Situation analyses on single women Use of DV Act by women its</p> <p>Activity 2: Study on Cross border trafficking</p> | <p>Better understanding of issues related to economic empowerment and trafficking</p> <p>Availability of disaggregated data on the above issues</p> | <p>Studies completed and submitted to the Ministry</p> | <p>1st year</p> <p>2nd year</p> | <p>Difficulty in obtaining data and information, particularly in respect of trafficking</p> |
| 17. | Implementation of Schemes relating to girl child - Dhanalakshmi Scheme | To enhance the Status/Value of the Girl Child | <p>Activity 1: Review of Dhanalakshmi Scheme, with concerned State governments.</p> <p>Activity 2: Assess the various CCT (Conditional</p> | <p>Better understanding of the Scheme at the Central and State levels</p> | <p>Review of the Scheme done</p> <p>Analysis of the Conditionalities, and their effectiveness</p> | <p>One Year</p> <p>One year</p> | <p>Inadequate response of state governments.</p> <p>Lack of resources for better understanding and implementation of the scheme.</p> <p>Appropriate tracking</p> |

| | | | | | | | |
|--|--|--|---|--|---|---|--|
| | | | <p>Cash Transfer) Schemes being implemented by other State governments.</p> <p>Activity 3: Evaluation of Scheme at the end of Eleventh Plan.</p> <p>-----</p> <p>Activity 4: Revision of the scheme based on Evaluation and exploring the possibility of universalisation.</p> <p>-----</p> <p>-</p> <p>Activity 5: Training of partners on components and conditionalities of the Scheme</p> <p>-----</p> <p>Activity 6: Annual Review of the Scheme</p> | <p>Review and Evaluation of the Scheme.</p> <p>-----</p> <p>Decision about the scheme for the Twelfth Plan.</p> <p>-----</p> <p>Improved implementation of the scheme</p> <p>-----</p> <p>Effective implementation of the Scheme</p> | <p>Scheme revised if review so suggests</p> <p>-----</p> <p>Number of trainings conducted</p> <p>-----</p> <p>Minutes of Review meeting</p> | <p>-----</p> <p>Two years</p> <p>-----</p> <p>Continuous process</p> <p>-----</p> <p>Once every year maybe in October</p> | <p>of beneficiaries to assess the impact of the scheme.</p> <p>-----</p> <p>Review does not establish the need for a revised the scheme.</p> |
|--|--|--|---|--|---|---|--|

| | | | | | | | |
|-----|--|---|---|---|---|--|--|
| 18. | Girl Child related issues - Child Marriage | Government's aim is to eliminate child marriage | <p>Activity 1: Development of a National/Vision against Child Marriage and devise a strategy for the same.</p> <p>Activity 2: Regular interaction with State Governments, for strict implementation of Prevention of Child Marriage Act (PCMA).</p> <p>Activity 3: Sensitization and training of the implementing authorities</p> <p>Activity 4: Develop a strong and long-term</p> | <p>Effective and targeted orientation towards implementation of the Act.</p> <p>-----</p> <p>Better data regarding the number of child marriages actually happening, including mapping of the districts with large number of cases. and identifying specific dates/events when these happen in different parts of the country</p> <p>Training and Orientation of Child Marriage Prohibition Officers</p> <p>-----</p> <p>Development of a training module.</p> <p>State governments to conduct Trainings</p> <p>-----</p> <p>Public opinion mobilization against Child Marriage</p> | <p>Formats for collection of data /information on child marriages, including profiling of socio-economic status of families which tend to favour child marriage developed in collaboration with state governments</p> <p>-----</p> <p>Training module developed</p> <p>-----</p> <p>Messages disseminated through various</p> | <p>Two years</p> <p>-----</p> <p>Format development : 6 months</p> <p>Regular interaction with States: yearly process</p> <p>-----</p> <p>Training module to be developed 6 months after first interaction with States under Activity 2</p> <p>-----</p> <p>Communication Strategy to be</p> | <p>Difficulties of implementation</p> <p>Lack of resources</p> <p>Lack of cooperation amongst the stakeholders in providing data</p> <p>-----</p> <p>Funds manpower states cooperation of State Government</p> |
|-----|--|---|---|---|---|--|--|

| | | | | | | | |
|-----|-----------------|----------------------------|--|--|--|---|--|
| | | | <p>communication strategy, for prevention of child marriages</p> <p>Activity 5: Coordinate with other Departments including Education, labour and Employment (Vocational training) etc for empowering the girls. Also use SABLA , platform for imparting knowledge against child marriages</p> | | <p>media/modes</p> <p>NFHS and SRS results on marriages before legal age.</p> | <p>developed in the first year of 12th FYP</p> <p>Dissemination would be an ongoing regular process thereafter</p> | |
| 19. | Child Sex Ratio | To improve child sex ratio | <p>Consultation Brainstorming for developing a strategy of advocacy for importance of the child sex ratio.</p> | | <p>Consultation workshops held.</p> <p>-----</p> <p>Advocacy strategy developed</p> <p>Strategy Disseminated</p> | <p>One year</p> <p>-----</p> <p>6 months after completion of consultations/brainstorming</p> | |

Strategic Implementation Plan Matrix 2011-2016: STEP Scheme

| S. No. | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes/ Timelines | Assumptions/ Limitations |
|---------------|---|--|--|--|-------------------------------|---|
| 1. | Economic Empowerment of marginalized women through training for skill up gradation. | Developing state wise data base of women eligible for consideration under the scheme (Eligible Women Groups) | The number of states for which data has been compiled | The data base of potential beneficiaries will be readily available for consideration under the scheme. | 1-2 years | Processes getting delayed at state level. |
| | | Identifying and enlisting of potential employment opportunities in each states which could employ the women for their livelihood | Finalizing and revision of the state wise list of locally appropriate sectors with the potential of employability for eligible women | The scope and coverage of scheme will be broadened with the introduction of more number of sectors | 1-2 years | Processes getting delayed due to non-receipt of inputs from states |
| | | Selecting credible and capable implementing agencies for providing vocational capacity building and program implementation | Number of projects approved/sanctioned to be implemented through these agencies | A number of credible organisations will come forward to avail benefit of the scheme. | 2-3 years | Difficulty in getting the project recommended through State Level Empowered Committee (SLEC). |
| | | Release of funds to the implementing agencies in respect new projects. | Timely sanction of funds to the eligible agencies. | Coverage of adequate number of beneficiaries | 1 st years onwards | Delay in getting the required reports/documents from the agencies. |

| | | | | | | |
|--|--|---|---|--|------------------------------|---|
| | | Release of funds to the implementing agencies in respect of ongoing projects. | Timely sanction of funds to the eligible agencies. | Coverage of adequate number of beneficiaries | 2-3 years onwards | Delay in getting the required reports/documents from the states and also delay in timely getting the Evaluation Report. |
| | | Facilitating backward and forward linkages with different resource support and welfare agencies at national and state levels which could support the eligible women | The number of potential agencies/institutions with whom MOUs signed for providing required linkages | It will facilitate the more focussed training and also the fulfilment of credit requirement of the beneficiaries | 3-4 years | Lack of willingness among resource agencies to associate in the program |
| | | Developing competent M&E system for STEP program and undertaking regular monitoring | Regular monitoring and evaluations by states as per schematic norms. | The impact of programme will be more forthcoming and achieve the desired objectives. | 1 st year onwards | Limited manpower for M&E activity |
| | | Concurrent and End line Evaluation of the projects through independent agency to ascertain impact of the programme on status of women beneficiaries | Number of project where evaluation studies undertaken | It will ascertain the impact of programme on the increase in income of the marginalized beneficiaries | 3-4 years | The long time being taken by agencies to undertake the assignment and submit the report. |

| | | | | | | |
|--|--|---|--|---|-----------|--------------------------------------|
| | | Identification of successful project and sharing of experience under the programme. | The number of successful projects identified experience shared under the scheme. | The impact of programme will be more visible with help of these projects and sharing of experience. | 4-5 years | Limited manpower for such activities |
|--|--|---|--|---|-----------|--------------------------------------|

Strategic Implementation Plan Matrix 2011-2016 – Swadhar

| S. No. | Name of Scheme/ Program/ Legislation/ Policy/ Plan of Action | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes / Timelines | Assumptions/ Limitations |
|---------------|---|--|--|--|--|--|--|
| 1. | Swadhar Greh | To provide immediate shelter, food, counselling/medical treatment etc. to women who are in difficult circumstance like widows, destitute and deserted women etc. including those trafficked and rescued from brothels. | Transition of existing Swadhar and Short Stay Homes in to Swadhar Greh | Number of Swadhar/Short Stay Homes converted into Swadhar Greh | Transition of all suitable swadhar/ short stay homes in to Swadhar Greh keeping in view the need of the area | 1-3 Years | Inspection of the existing homes by the Inspecting Team and Reports thereof regarding transition |
| | | | Proposals call for Swadhar Greh under revised norms | No. of proposals recommended by SLEC | Proposal may be recommended for setting up of Swadhar Greh | 12 months ongoing at regular intervals | Limited number of feasible and viable proposals |
| | | | Release of funds to the implementing agencies for ongoing cases as well as new cases | Release order by the MWCD for 1 st instalment for the new Swadhar Greh and release of funds for ongoing cases | Setting up of new Swadhar Greh in uncovered districts | 12 months ongoing | Receipt of recommendations with inspection reports and other requisite documents from the State Governments/ implementing agencies |

| | | | | | | | |
|--|--|--|--------------------------------|--|---|-------------------|--|
| | | | Monitoring of the Swadhar Greh | Regular monitoring continuously by the District Administration | Smooth functioning, identifying groups and suggesting steps that would lead to the better functioning of Swadhar Greh | 12 months ongoing | Lack of competence in some of the States |
| | | | Evaluation of the Scheme | Monitor the impact of the scheme on the identified beneficiaries | Identifying the gaps, if any, in the implementation of the scheme and suggest remedies thereof | 5 Years | |

Strategic Implementation Plan Matrix 2011-2016 – Working Women’s Hostels (WWH)

| S. No. | Name of Scheme/ Program/ Legislation/ Policy/ Plan of Action | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes/ Timelines | Assumptions/ Limitations |
|---------------|---|---|--|---|---|--|--|
| 1. | Scheme of Working Women Hostel | To promote availability of safe and conveniently located accommodation for working women with day care facility | State wise Needs assessment for working women hostel | Needs assessment report | Comprehensive document with number and provisions of WWH in each state | 1 Year | Inadequate response of State Govt. |
| | | | Proactive role of State Govt. to make public land available to implementing organisations for the construction of working women hostel building and enact law for the allotment of public land | Availability of public land for the hostel | More needy working women will be benefitted from the construction of new hostels on public land | 2 Years | Adequate public land may not be available in suitable location. State Govt. willingness will be an essential factor the allotment of land. |
| | | | Obtain adequate number of proposals with the recommendation of state Government | No. of proposal recommended by SLEC | Project proposals may be forwarded for technical approval | 1 year with ongoing at regular intervals | Availability of few viable proposals due to lack of ability to prepare project document by the aspiring organisations |
| | | | Expedite the process of technical appraisal of the projects with CPWD assistance | Technical appraisal report List of proposals recommended for funding | Proposals may be recommended for funding | 1 year ongoing at regular intervals | Time delay in the process |

| | | | | | | | |
|--|--|--|---|--|---|----------------|--|
| | | | Release of funds to implementing agencies. 2 nd and subsequent installments | Progress of construction | Timely completion of hostel projects | 1 year ongoing | Satisfactory progress of construction and timely claim for release of fund by the organisation and other procedural delay in the State Govt. |
| | | | Devise the system of online monitoring of the projects | Monitoring indicators Monitoring reports | Subsequent instalment may be released | 1 year ongoing | Lack of competence in some states in online system management |
| | | | Program review by external agency on functioning of the revised scheme and projects which are abnormally behind the schedule or not completed | TOR for evaluation Signed contract with agency Evaluation report | Modifications in the revised scheme if necessary will be done | 2-3 years | Issues in procurement process |

Strategic Implementation Plan Matrix 2011-2016 – National Mission for the Empowerment of Women

| S. No. | Name of Scheme/ Program/ Legislation/ Policy/ Plan of Action | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes/ Timelines | Assumptions/Limitations |
|--------|--|---|--|--|--|---|---|
| 1. | The National Mission for empowerment of women(NME W) | <p>Create an environment through positive economic and social policies for the development of women;</p> <p>Enable women to realize their human rights and fundamental freedoms;</p> <p>Promote the participation of women in decision making processes;</p> <p>Promote women's access to health care, quality education, career and vocational guidance;</p> | <p>Activities of the Mission Directorate:</p> <ol style="list-style-type: none"> 1. Setting up a national resource centre and state resource centres for women; 2. Follow up on the decisions of the National Mission Authority, Central Monitoring Committee, Inter ministerial Coordination Committee; 3. Conduct consultations with State Governments on the issue of convergence; 4. Follow up with State Governments to hold State Mission authority meetings at regular intervals; | <ol style="list-style-type: none"> 1. To ensure all posts earmarked for NRCW and SRCW are filled; 2. Compile proceedings of meetings; 3. Feedback of participating Ministries; 4. Follow Up and get feedback from State Governments; 5. Development and maintenance of a complete database of women | <p>Convergence of various schemes implemented for women resulting in gender equity and access to resources;</p> <p>Eliminate all form of discrimination against women.</p> <p>Functioning NRC and SRCs;</p> <p>Regular flow of inputs from the NMA; CMC etc.;</p> <p>Coordinated functioning of the Mission at all levels of</p> | <ol style="list-style-type: none"> 1. In the 1st year itself 2. Every year 3. Every year 4. Every year 5. Every year 6. Every year | <p>Low Priority at State Level for setting up of SRCs;</p> <p>Lack of coordination and convergence.</p> |

| | | | | | | | |
|--|--|---|---|--|-------------|--|--|
| | | Eliminate all forms of violence against women and the girl child. | <ul style="list-style-type: none"> 5. Provide inputs to various ministries regarding the effective monitoring of schemes and to make appropriate changes; 6. Promote the merger of schemes with similar objectives. | <ul style="list-style-type: none"> beneficiaries; 6. Consultations held with State Governments; 7. Inputs provided to Ministries; 8. Number of schemes merged. | governance. | | |
|--|--|---|---|--|-------------|--|--|

Strategic Implementation Plan Matrix 2011-2016: Nutrition Policy, Advocacy, Coordination and Strategy

| S. No. | Name of Scheme/ Program / Legislation / Policy/ Plan of Action | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes/ Timelines | Assumptions/ Limitations |
|--------|---|--|--|---|--|-----------------------|--|
| 1. | Implementation and Coordination of National Nutrition Policy (NNP) and National Plan of Action on Nutrition (NPAN) | <p>Reduce malnutrition among children (underweight prevalence) in the age group 0–3 years to half its present level;</p> <p>Reduce anaemia among women and girls by 50%.</p> | 1. Institutional arrangements backed by resources for addressing undernutrition; | <p>1.1 National Nutrition Mission set up under PM Council for addressing nutrition challenges;</p> <p>1.2 Creation of a Policy Coordination & Support Unit in Planning Commission with MWCD as nodal Ministry;</p> <p>1.3 Creating a new Department of Nutrition within MWCD;</p> <p>1.4 State level Nutrition Council chaired by the Chief Minister set up in all States and UTs;</p> <p>1.5 State level Inter-Departmental Coordinating Committee headed by the Chief Secretary set up in all States and UTs;</p> <p>1.6 District Co-ordination Committees and District</p> | <p>1.1.1 Institutional and programmatic convergence at State, District, Block and Village levels (details at Annex-I).</p> <p>1.1.2 State and District plans reflect multi sectoral accountability and monitoring of nutrition outcomes.</p> | 12 th Plan | <p>1. Some of the institutional arrangement proposed are overlapping & not exclusively dependent on each other;</p> <p>2. Lack of / or inadequacy of financial and human resources;</p> <p>3. The success of some activities are dependent on the performance of other Ministries;</p> <p>1. It is assumed all clearances regarding both financial and</p> |

| | | | | | | | |
|--|--|--|--|--|---|---|--|
| | | | | Nutrition Councils set up in all districts. | | | human resource requirement for restructuring old programmes and starting new ones will be given; |
| | | | 2. Launch a multi-sectoral Programme to Address the Maternal and Child Malnutrition. | <p>2.1 Child Malnutrition Prevention and Reduction Programme set up and operational in 200 high burden districts.</p> <p>2.2 Committed financial allocation for the programme at district, state and national levels.</p> <p>2.3 Timely creation and filling of posts needed for the proper functioning of the programme / mission at district, state and national levels.</p> <p>2.4 District, State and national plans indicate results framework as per desired nutrition outcomes.</p> | 2.1.1 All States' and UTs prepare State Nutrition Action Plans at least in 200 high burden districts and in high burden States. | 2011-2013 at least in high burden districts | 2. It is assumed that committees at all levels and the Council will meet regularly to review the progress; |
| | | | 3. Enhance community participation and ownership. | <p>3.1 Panchayats support implementation of multi sectoral nutrition plans at the village and Panchayat levels.</p> <p>3.2 Village Health, Nutrition and Sanitation Committee with participation of mothers</p> | 3.1.1 Panchayat led models with devolution of powers (Funds, functions, functionaries) to PRIs are established in all nutrition related | 2011-2016 | 3. It is assumed that efforts to forge collaboration between various Ministries will be successful; 4. Unstable local |

| | | | | | | | |
|--|--|--|---|---|---|-----------------------|--|
| | | | | <p>formed in every village.</p> <p>3.3 Number of Panchayats declared "Malnutrition Free".</p> <p>3.4 Number of Panchayats receiving incentives for being declared "Malnutrition Free".</p> <p>3.5 Mother and Child Protection Card used by mothers and volunteers as a counselling and tracking tool.</p> | <p>programmes.</p> <p>3.1.2 Active participation of women and mothers to support positive nutrition outcomes.</p> <p>3.1.3 Cluster of Panchayats being "Malnutrition Free".</p> | | <p>governance set up reduce participation of communities especially elected representatives;</p> |
| | | | <p>4. Build up a responsive national Food Security System encompassing the full spectrum from production to processing, distribution and food safety with expanded social safety nets and an expanded food basket</p> | <p>4.1 Enactment of the National Food Security Act / enablement.</p> <p>4.2 Food supplementation programmes reach (a) all pregnant women and lactating mothers; (b) all children over 6 months - below 5 years; (c) all school children; and (d) all adolescent girls through ICDS and MDM</p> <p>4.3 Special working groups in ministries & state departments of Agriculture, Rural Development, Drinking Water Supply & Sanitation, Health, Education, Food & Public Distribution, Information & Broadcasting and Women & Child</p> | <p>4.1.1 Food supplementation programmes reach all intended target groups.</p> <p>4.1.2 Strategic and annual plans of different sectors reflect activities and performance indicators on nutrition.</p> | 12 th Plan | <p>5. It is assumed that nutrition becomes and remains a priority for the state and local government;</p> <p>6. Departments that are relevant to nutrition but are not directly responsible will sustainably accord priority to nutrition and build nutrition as a performance</p> |

| | | | | | | | |
|--|--|--|---|--|---|-----------------------|---|
| | | | | Development set up. | | | indicator for themselves; |
| | | | 5. Food and nutrition security for 0-6 months infants. | 5.1 Budgetary support for promoting early and exclusive breastfeeding. 5.2 Increased coverage of cash transfer programmes such as IGMSY and JSY that contribute to food and nutrition security for 0-6 month infants. | 5.1.1 Percentage increase in early and exclusive breastfeeding during the first six months. | 2011-2015 | 7. It is assumed that IGMSY and RGSEAG will be expanded to cover the entire country; |
| | | | 6. Expanded programme for empowerment of Adolescent Girls (AGs) | 6.1 RGSEAG is piloted and tested in target districts and further expanded. 6.2 AWCs function as comprehensive Village, Maternal, Child & Adolescent Girl Care Centre with necessary infrastructure, hygienic SNP arrangements and child friendly environment. | 6.1.1 All adolescent girls in the country are covered through RGSEAG and other initiatives. 6.1.2 AWCs as the first village level outpost for health, nutrition & early learning | 12 th Plan | 8. It is assumed that NRHM will be able to provide quality services across the country at least in regard to the 3 health related components of ICDS; |
| | | | 7. Strengthen the nutrition and RCH components of NRHM including facility and community-based attention | 7.1 Three key health services of ICDS at AWCs under the NRHM are delivered in a timely manner. 7.2 NRHM PIPs include specific interventions for ensuring universal | 7.1.1 Percentage increase in complete immunisation in AWCs. 7.1.2 Reduction in cases of moderate & | 12 th Plan | 9. It is assumed that Government of India will consistently continue with the |

| | | | | | | | |
|--|--|--|---|--|--|-----------------------------|---|
| | | | <p>to severely undernourished children.</p> | <p>delivery of 3 health related services at AWCs</p> <p>7.3 Joint health and ICDS reviews at different levels on fixed days of the month, using the existing NRHM and ICDS institutional mechanisms.</p> <p>7.4 Village Health and Sanitation Committees prioritize nutrition along with mandated health services</p> <p>7.5 Fixed Day monthly Village Health and Nutrition Days are held in all AWCs, with fixed time sub centre MCHN clinic sessions at least in all high burden districts.</p> <p>7.6 Number of moderate & severely undernourished children are identified and referred appropriately.</p> <p>7.7 Working Group on Surveillance for Health and Nutrition constituted in NRHM.</p> | <p>severely undernourished children and anaemic P&L mothers.</p> | | <p>current line of thinking on nutrition and accord priority to nutrition during 2011 - 2016.</p> |
| | | | <p>8. Operationalise a nationwide Nutrition Surveillance System (mapping with assessment,</p> | <p>8.1 Expanded National Nutrition Monitoring Bureau covers all states especially high burden states/districts; AHS covers all nutrition</p> | <p>8.1.1 Nutrition Surveillance System providing information for planning & action, at least in the high</p> | <p>12th Plan</p> | |

| | | | | | | | |
|--|--|--|--|--|---|-----------------------------|--|
| | | | <p>analysis and action processes, at all levels)</p> <p>9. Launch National Nutrition Communication and Education campaign.</p> | <p>outcomes throughout the country.</p> <p>8.2 Mapping of undernourished endemic zones of the country in terms of identifying districts and term them as 'high risk and vulnerable districts'.</p> <p>8.3 Data of existing ICDS / NRHM reports is utilised for quality improvement at various levels as reflected in impact assessment.</p> <p>9.1 Development, implementation and monitoring of a national nutrition communication and education strategy.</p> <p>9.2 Training of human resource at appropriate levels to undertake implementation of the strategy.</p> <p>9.3 Percentage increase in financial allocation for IEC in ICDS and other ICDS related initiatives.</p> <p>9.4 Integrate nutrition education in school education curriculum framework at national levels and linked to Mid Day Meal as well as in Sakshar Bharat and</p> | <p>burden and vulnerable districts.</p> <p>9.1.1 Percentage increase in access to drinking water and sanitation facilities in the country.</p> <p>9.1.2 Performance indicators of various Ministries include nutrition related indicators.</p> <p>9.1.3 Nation-wide campaign against malnutrition addressing issues of women, care of P&L mothers and children under two, breastfeeding and the importance of</p> | <p>12th Plan</p> | |
|--|--|--|--|--|---|-----------------------------|--|

| | | | | | | | |
|--|--|--|---|--|---|-----------------------------|--|
| | | | | <p>medical & nursing education curriculums.</p> | <p>balanced nutrition, health, hygiene & sanitation.</p> | | |
| | | | <p>10. Create a Policy Coordination and Support Unit in the Planning Commission.</p> | <p>10.1 Policy Coordination and Support Unit set up in the Planning Commission with dedicated human resource.</p> <p>10.2 Regular Consultations with different Ministries on nutrition related strategies and actions.</p> | <p>10.1.1 Improved collaboration between Ministries to achieve nutrition outcomes.</p> <p>10.1.2 PMs Council is supported by the unit & National Nutrition Mission / Department of Nutrition in MWCD.</p> | <p>12th Plan</p> | |
| | | | <p>11. Launch multi-stakeholder Nutrition Resource Platform at the national level</p> | <p>11.1 Nutrition Resource Platform is constituted and functioning.</p> <p>11.2 Nutrition Resource Platform prepares inventory of nutrition related resources.</p> | <p>11.1.1 Nutrition Resource Platform established & utilized for information exchange.</p> | <p>2011-2012</p> | |

Strategic Implementation Plan Matrix 2011-2016: Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (RGSEAG) - SABLA

| S. No. | Name of Scheme/ Program/ Legislation/ Policy/ Plan of Action | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes/ Timelines | Assumptions/Limitations |
|---------------|--|--|--|--|---|---|--|
| 1. | Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (RGSEAG): 'SABLA.' | All round development of AGs taking care of their nutritional, health, life skill and awareness requirements primarily for out of school adolescent girls (11-18 years). | <ol style="list-style-type: none"> 1. Issue of Implementation Guidelines; 2. Setting up Monitoring & Supervision Committee; 3. Release of funds to State Govts. /UTs; 4. Evaluation of 200 pilot districts | <ol style="list-style-type: none"> 1. Guidelines issued; 2. No. of meetings of Monitoring & Supervision Committee held; 3. Fund utilised; 4. Evaluation conducted. | <p>Effective implementation of the Scheme by the States / UTs;</p> <p>Providing solutions to implementation challenges and suggesting necessary modifications;</p> <p>Nutrition and non – nutrition services provided;</p> <p>Expansion across all districts based upon evaluation.</p> | <ol style="list-style-type: none"> 1. One year 4. Two – three years | <ol style="list-style-type: none"> 1. Non utilization of funds by States/ UTs; 2. Lack of competent functionaries; 3. Lack of effective convergence with other line departments at implementation levels; 4. Slow pace of implementation |

Strategic Implementation Plan Matrix 2011-2016: Indira Gandhi Matritva Sahyog Yojana (IGMSY)

| S. No. | Name of Scheme/ Program/ Legislation/ Policy/ Plan of Action | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes/ Timelines | Assumptions/Limitations |
|---------------|---|---|--|---|--|---|--|
| 1. | Indira Gandhi Matritva Sahyog Yojana (IGMSY) | To improve the health and nutrition status of pregnant, lactating women and infants by: (i) Promoting appropriate practices, care and service utilisation during pregnancy, safe delivery and lactation; (ii) Encouraging the women to follow (optimal) IYCF practices including early and exclusive breast feeding for the first six months; (iii) Contributing to better enabling environment by providing cash incentives for improved health and nutrition to P & L mothers. | 1. Issue of Implementation Guidelines; 2. Setting up Steering Committee; 3. Release of funds to State Govts. /UTs; 4. Evaluation of 52 pilot districts for endorsement / necessary modifications for cash transfer mechanisms and conditionalities. | 1. Guidelines issued 2. No. of meetings of Steering Committee held; 3. Fund utilised; 4. Evaluation conducted. | Effective implementation of the Scheme by the States / UTs; Providing solutions to implementation challenges and suggesting necessary modifications; Timely disbursement of cash tranches to beneficiaries; Plan of expansion across all districts based upon evaluation. | 1. One year 2. Two – three years | 10. Lack of health services required for fulfilling of conditions. 11. Inefficient cash transfer mechanisms. 12. Effective convergence with health department. |

Strategic Implementation Plan 2011-2016: Media & Communication

| S. No. | Name of Scheme/ Program/ Legislation/ Policy/ Plan of Action | Objective | Activities 2011-2016 | Verifiable Indicators/ Deliverables | Projected Outcomes | Processes/ Timelines | Assumptions/ Limitations |
|--|--|---|---|---|--|--|-------------------------------------|
| | <i>Dissemination of information on all schemes of MWCD to the prospective beneficiaries</i> | 1. To have information education and communication materials on ministry schemes and programs | Collecting the materials for public information | Printed material | An updated official information in standard form ready which is periodically updated | 0 - 6 Months | Information to be collected updated |
| Developing communication packages on the welfare schemes suitable for audiovisual (AV) media | | | Approval notes of the ministry on the AV spots | Short duration video and audio spots of interactive nature suitable for AV media is developed with the technical support of professional communication agency | 6 – 12 Months | Delay related to procurement of technical agency | |
| Developing script for interpersonal communication on welfare schemes of the ministry | | | Approved scripts on different languages | Process and content for interaction among women groups to convey information on schemes developed in different Indian languages | 6 – 12 Months | Delay in developing materials in different languages | |

| | | | | | | |
|--|--|--|---|---|---------------------|---|
| | 2. To disseminate information through appropriate media / channel of communication having multi media campaign | Developing contents for use in print media | Dissemination of information on welfare schemes / programs / issues related to ministry through print media | Adds features released Use of other forms of print media | Ongoing | Delay in finalizing material and selecting print media. |
| | | Developing contents for use in AV media | Dissemination of information on welfare schemes / programs / issues related to ministry through A/V media | Spots released Features broadcasted and telecasted | 12 months – Ongoing | Delay in finalizing material and selecting A/V media. |
| | | Planning of activities like Exhibitions, specific events | Events / Exhibitions held | Awareness generation of public on large scale | 12 months – Ongoing | Formulating plan of activities / Coordination with various agencies |
| | | Exploring new avenues for IEC | Use of innovative methods for mass awareness | Awareness generation of public at large | 6 months onwards | Approvals and cross agency coordination I |

SECTION 5: LINKAGE BETWEEN STRATEGIC PLAN AND RFD

The Implementation Plan has corresponding timelines for the core strategies of the Ministry. The FYSP priorities and strategies designed for 2011-2016 will also be reflected in the annual RFD's for the coming years. The RFD being a monitoring and evaluation mechanism, will assist the Ministry in annually assessing the progress made in implementing the FYSP. Within the RFD, each scheme/programme and objective/task is broken into components/action points along with corresponding quantifiable deliverables and time-lines. The Ministry aims at aligning the FYSP and the annual RFDs with the Outcome Budget as well as the Annual Plan of the Ministry.

SECTION 6: CROSS DEPARTMENTAL AND CROSS FUNCTIONAL ISSUES

6A Linkage with Potential Challenges likely to be Addressed in 12th Plan

Decentralisation, Empowerment and Information:

The informed participation of all citizens in decision making, in exercising their rights as well as in demanding accountability from the Government is a pre-requisite for sustainable and inclusive growth. The Ministry of Women and Child Development aims to empower both women and children through a multi-sectoral approach as well as through interventions targeted at special groups. The idea behind all this is that the women and children will become well-informed citizens capable of voicing their views on matters that concern them. One of the principal objectives of this Ministry is to enhance the participation of women and children in matters that concern them and to mainstream gender and child-centred concerns in policy and programme implementation at the national and regional levels.

The Ministry's Information, Education and Communication (IEC) related activities are already geared towards informing and empowering citizens about the rights of women and children and at the same time seeking the participation of the Government and civil society organizations at all levels. For example, the Vatsalya Mela, the National Girl Child Day, the International Women's Day as well as the ICDS Week organized at the Central and State levels are some of the initiatives of the Ministry aimed at generating awareness amongst the public about the rights and entitlements of women and children and the Ministry's schemes and programmes. In the next five years, the Ministry aims to diversify and improve upon such initiatives.

The Media and Communication section of the FYSP seeks to address some of the challenges which the Ministry needs to overcome to improve its communication and information dissemination strategies. To add to this, the Ministry will enhance its advocacy mandate to cover not just the schemes and programmes it operates but will also seek to inform and motivate citizens about its Vision and Mission. It will identify, activate and use channels and utilise occasions that actually reach and directly engage those whom it seeks to inform and empower. The Ministry will also ensure that all its representatives and functionaries are informed advocates of the rights of women and children.

Improved Access to Quality Education:

Education is primarily under the charge of the Ministry of Human Resource Development (MHRD), however, the Ministry of Women and Child Development shares the responsibility of monitoring the Right of Children to Free and Compulsory Education Act, 2009 (RTE). The National Commission for Protection of Child Rights (NCPCR), an autonomous body affiliated to MWCD, has been mandated to monitor the implementation of RTE. Development of a child rights curriculum for school going children is one of the activities envisaged for the Commission during the period of the FYSP.

In the domain of quality education, the Ministry recognises that Early Childhood Care and Education (ECCE), focussing on the early childhood stage of 0-6 years, has a critical role to play in laying the foundations for life-long development and the realisation of the full potential of the child. ECCE requires that young children be provided opportunities and experiences that lead to their all-round physical, mental, social as well as emotional development. It also requires that learning at this early stage must be guided by the child's interests and priorities, and should be contextualised by her experiences rather than being structured formally. ECCE also involves the creation of an enabling environment for children that is rich, allows children to explore, experiment and freely express themselves and one that is embedded in social relations that give a sense of warmth, security and trust. ECCE has positive effects on children's continuation into primary school system as also in developing various psycho-social and cognitive competencies among children.

In the next five years, the Ministry aims to enhance its ECCE related targeted interventions, including joyful learning techniques, by improving infrastructure and personnel provisions in ECCE related initiatives; improving the qualitative coverage of all schemes linked to ECCE; promoting enhanced monitoring and evaluation as well as training and capacity building measures; collaborating with universities and other professional research organisations to collect up-to-date data and conduct in-depth research on ECCE; and promoting community sensitization through inter-sectoral interaction and awareness generation.

Better Preventive and Curative Healthcare:

Although "Better Preventive and Curative Healthcare" is primarily dealt with by the Ministry of Health and Family Welfare (MHFW), it is partially relevant to the work of the Ministry of Women and Child Development. There are initiatives of the Ministry which address health and nutrition aspects of children in the 0-6 years age group, adolescent girls and pregnant and lactating mothers. The ICDS scheme continues to cater to the supplementary nutritional needs of children below six years as well as of pregnant and lactating mothers. The recently introduced Rajiv Gandhi Scheme for

Empowerment of Adolescent Girls (RGSEAG), namely, SABLA will provide a package of services including health and nutrition to adolescent girls in the age group of 11-14 years for out of school girls and 15-18 years for all girls in 200 districts as a pilot. Additionally, a new scheme, the Indira Gandhi Matritva Sahyog Yojana (IGMSY) – the CMB Scheme would provide a better enabling environment for improved health and nutrition to pregnant and lactating mothers and support for providing early & exclusive breastfeeding for the first six months of life on a pilot basis in 52 districts initially.

6B Identification and Management of Cross Departmental Issues Including Resource Allocation and Capacity Building Issues

Convergence and Coordination on Cross Departmental Issues:

Development planning for women and children requires a convergent approach that creates synergistic linkages between the work of different sectors to create a consolidated impact on their condition. Being the nodal Ministry for women and child development, facilitating convergence and coordination amongst sectors is one of the Ministry's key goals. It has the overall responsibility for translating the Constitution, National laws, policies, plans of action, the Millennium Declaration and other International Commitments such as the UNCRC and CEDAW into effective schemes and programmes to promote the survival, protection, participation and development of women and children. In accordance with this responsibility, the Ministry needs to play a leading role in providing ideas, guidance as well as support to other Ministries, State Governments and partner organisations to advocate for an integrated action for realising the rights of women and children.

Convergence and Coordination for ICDS:

In the context of convergence, the ICDS Scheme provides a package of six services viz. Supplementary Nutrition, Pre-school non-formal education, Nutrition & Health education, Immunization, Health check-up and Referral services. Three of the six services viz., immunization, health check-up and referral services, are related to health and are provided by Ministry of Health and Family Welfare through NRHM & Public Health Infrastructure. Inter-sectoral convergence is integral to the ICDS Scheme. Some of these include Infant and Young Child Feeding, Immunization against six vaccine preventable diseases, vitamin A supplementation and iron and folic supplementation, setting up of Nutritional Rehabilitation Centres to address severe and acute malnutrition etc. These programmes under NRHM are implemented in convergence with the ICDS and the convergence gets effectuated through the grass-roots functionaries i.e. AWW under ICDS and ANM and ASHA Workers under Ministry of Health & Family Welfare.

The Scheme of ICDS is a community driven scheme and does not provide for construction of Anganwadi buildings including toilets. Except in North Eastern States, construction and development of infrastructure at AWC is through State resources and in convergence with various schemes of line Ministries such as, Backward Region Grant Fund [BRGF] of M/o Panchayat Raj, NABARD of Ministry of Finance, Multi-Sectoral Development Plan [MSDP] of Ministry of Minority Affairs, Ministry of Rural Development etc. Instructions have been issued to States/UTs for tapping the resources under these schemes. The 13th Finance Commission has given special provision for the construction of Anganwadi Centres with an estimated cost of Rs.1982 crore in six States, namely, Chhatisgarh (Rs.150 crore), Jharkhand (Rs.432 crore), Madhya Pradesh (Rs.400 crore), Maharashtra (Rs.300 crore), Orissa (Rs.400 crore) and West Bengal (Rs.300 crore). Apart from this, some States (Haryana & Chhatisgarh) have sought funds for construction of AWCs under Additional Central Assistance (ACA) of Planning Commission.

Drinking water and sanitation facilities are being provided in convergence with the Schemes of the Department of Drinking Water Supply under the National Rural Drinking Water Programme (NRDWP) and the Total Sanitation Campaign (TSC). Such convergence has been advocated from Central and State levels. A joint letter under the signatures of Secretary, WCD and Secretary, Department of Drinking Water Supply was issued to all the States/UTs on 10.2.2010 advising the States/UTs to create synergies at different levels to further the objectives of TSC and ICDS

More recently, to facilitate and to augment convergence between the ICDS and TSC, the Ministry has also issued a letter to the Secretaries in charge of ICDS in all States/UTs urging them to utilize the TSC funds for construction of Baby Friendly Toilets in AWCs operating out of Govt. buildings and also in private buildings by utilizing the revolving fund component under the TSC. The Ministry of Rural Development has also been addressed to provide potable water at the AWCs under the Rajiv Gandhi Drinking Water Mission.

National Plan of Action for Children (NPAC):

NPAC (2005) is now under review. For the Five-Year Strategic Plan, MWCD plans to take forward NPAC's foundational emphasis and promote inter-sectoral coordination and convergence as a priority area. The NPAC calls for coordination and convergence between Central, State and District levels of government, line Ministries as well as civil society actors, communities, families and children themselves to facilitate mutually supportive planning as well as integrated outcomes for child survival, development, protection and participation.

National Coordination Group (NCG):

A National Coordination Group was constituted in 2004 for monitoring the implementation of the UNCRC and to oversee all activities directly connected to child rights. The group was headed by the Secretary, DWCD and members of the group included Ministries and Departments dealing with children's issues. This group was

reconstituted under the chairpersonship of MOS (I/C), WCD in 2007 to further highlight the importance of children's issues and also monitor the implementation of the National Plan of Action for Children (NPAC), 2005. It will now be a priority for the Ministry to review the role and functioning of the NCG and draw out its terms of reference. The NCG will be composed of experts from within the Government, the civil society including NGOs and professionals. NCG members will have a regular schedule of activities and meetings to carry out the functions and responsibilities. The Ministry also proposes to create thematic sub-groups or working groups under the NCG for a rigorous and focussed follow up on convergence issues within each sector. The NCG will also coordinate with the NCPCR to monitor the implementation of the NPAC and ensure rights-based standards and action.

National Mission for the Empowerment of Women:

Upon the recommendation of the Committee of Governors (CoG), the President of India announced the setting up of the National Mission for the Empowerment of Women, which was finally launched on March 8, 2010. Convergence and coordination to facilitate the holistic empowerment of women is one of the core objectives of this Mission. Given the long-term nature of issues which impact women, the overall aim of the Mission would be to strengthen the processes that promote all round development of women by focussing on a coordinated approach for implementation of the schemes of participating Ministries/Departments and by creating an enabling environment conducive to social change.

The National Mission is an umbrella mission under which programmes/schemes of the participating Ministries, possessing monitorable convergence indicators, will be covered. The Mission is responsible for setting goals and monitorable achievements with respect to the selected outcomes. The participating Ministries/Departments will continue to be responsible for implementing their respective schemes/programmes. Besides ensuring coordination between Central Ministries/Departments, the National Mission will ensure, through the State Missions, similar convergence between activities of State government schemes/programmes, other institutions such as

National and State Commissions for women, civil society organizations and Panchayati Raj institutions.

For the next five years, operationalizing the National Mission for the Empowerment of Women will be a priority. A National Resource Centre and State Resource Centres for Women will be set up. The National Mission Authority under the Prime Minister will monitor the success of the Mission in empowering women.

Resource Allocation:

The FYSP does not delineate the financial plan for resource allocation for the implementation of different activities which have been discussed. In the absence of indication on the availability of overall resources over the next plan period, it is not possible to do so.

For the first year of the FYSP, it will be guided by the allocation already made by the Planning Commission which is 15% higher than the previous year, yet, this is far short of the projected requirement for the Annual Plan 2011-12. The shortfall in allocation which is of the order of nearly Rs. 5000 crore, will impact on the allocation of resources to different schemes and, more particularly, ICDS for which an ambitious plan of strengthening and restructuring has been prepared. This would now be pursued from 2012-2013 onwards.

It needs to be understood that the availability of resources and their allocation is linked to the buoyancy in the tax collection and performance of different sectors of economy which contribute to the Gross Domestic Product (GDP). The *inter se* allocation is further contingent upon the priorities which are determined by the Planning Commission and continuing commitments under different schemes/programmes. The *inter se* allocation for different schemes/programmes within the Ministry is made following the same principles.

Issues relating to capacity building have been discussed in detail in Section 3C of this document.

6C Cross Functional Linkages within Departments/Offices:

Existing institutional mechanisms such as the National Coordination Group (NCG) and the National Mission for the Empowerment of Women, once operationalized, will also contribute towards intra-Ministerial coordination and cross functional linkages between MWCD's Bureaus/Departments which is otherwise achieved through interactions at various levels including the Secretary level. Housed within the Ministry, the NCG would cover the work of all the Bureaus in terms of their impact on children. It would be headed by the MOS (IC), with Senior Officers of the Ministry being participating members.

The ICDS platform brings together interventions for children in the 0-6 age group, adolescent girls and pregnant and lactating mothers. NIPCCD conducts training programmes for functionaries under both ICDS and ICPS, and this established functional linkage across the different Divisions/Bureaus.

CSWB and RMK support the IEC and advocacy initiatives of the Ministry by facilitating participation of women SHGs and beneficiaries in such activities and events.

NCW and NCPCR contribute to the review of policies and legislation for women and children and enquire into violations of rights. All these functional linkages will be tapped to establish synergies for effective implementation of strategies.

6D Organizational Review and Role of Agencies and Wider Public Service

RFD: The Ministry considers the formulation of the RFD as an integral component of organisational review. MWCD has seven Independent Responsibility Centres (IRCs)

aiding its work on women and children and from the year 2011-2012, all the IRCs are required to develop independent RFDs and synchronize these with the annual RFD of the Ministry as well as the priorities of the FYSP.

Citizen's/Clients Charter: The formulation of the Citizen's/Clients Charter is also considered a mechanism to improve the Ministry's services for the wider public. The Ministry's Charter provides information to the citizens on how they can get in touch with its officials, what they can expect by way of services and how they can seek a remedy if something goes wrong. The Charter represents the commitment of the Ministry towards the provision of time-bound, qualitative service delivery, a grievance redress mechanism and the promotion of greater transparency and accountability.

Grievance Redress Mechanism: The existence of an effective "Grievance Redress Mechanism" is crucial for accountable public service. This mechanism is the actual measure of administrative efficiency and effectiveness as it provides important feedback on the working of the Ministry. An initiative of the Department of Administrative Reforms and Public Grievances, Ministry of Personnel, Public Grievances & Pensions, this mechanism has been institutionalised within the Government on a decentralized basis within Central Ministries and their autonomous bodies. MWCD aims to ensure prompt and effective redress to the grievances being received. Grievances received by post/email are being addressed by referring these to the concerned authority. All Divisional Heads have been designated as Grievance Officers for their area of work. The Ministry has provided a link to the Centralised Public Grievance Redress and Monitoring System (CPGRAMS) on its official homepage and the Director (Admin) has been designated as the Public Grievance Officer. The Independent Responsibility Centres of the Ministry have also been linked to CPGRAMS.

SECTION 7: MONITORING AND REVIEWING ARRANGEMENTS

The annual RFD, being a monitoring and review mechanism, will be used to evaluate the successful implementation of the FYSP on an annual, half yearly and quarterly basis, thereby enabling the Ministry to undertake periodic or concurrent corrections and changes as warranted and necessary.

The overall implementation of the FYSP will be internally reviewed twice a year at the level of the Secretary of the Ministry of Women and Child Development. Individual Bureau Heads will bear the responsibility for meeting the targets of the strategic implementation plan.