



XII Five Year Plan
Report of the Working Group
on
Women's Agency and Empowerment



Ministry of Women and Child Development
Government of India

Preface

A Working Group on “Women’s Agency and Empowerment” for the XII Five Year Plan was constituted by the Planning Commission vide its order no. PC/SW/1-23(1)/2010 dated 25th May 2011, under the Chairpersonship of Secretary, Ministry of Women & Child Development. The broad objectives were to contextualize women’s empowerment and define what the XII Plan seeks to achieve. The Working Group was mandated to carry out a review, analysis and evaluation of the existing provisions/ programmes for women and make recommendations for the XII Five Year Plan. The detailed Terms of Reference of the Working Group and its constitution are at **Appendix-IA & IB**.

The first meeting of the Working Group was held on 10th June 2011. To address the ToR in detail, the following five Sub-Groups were constituted:

- (i) **Contextualizing ‘Empowerment’: Emerging Issues and Challenges.**
- (ii) **Legal Framework for Women.**
- (iii) **Engendering Schemes and Programmes & Skill Development amongst women.**
- (iv) **Women as prime movers in Governance.**
- (v) **Gender Mainstreaming and effective Accountability Mechanisms.**

The Chairperson of the Working Group co-opted representatives of a few Ministries and other experts as Members of the Working Group. The Order constituting the Sub Groups and the list of co-opted Members are at **Appendix-II** and **Appendix-III** respectively.

The Sub Group Reports were discussed in the second meeting of the Working Group held on 27th September 2011. Based on the deliberations of the Working Group, a Report was prepared by a Drafting Committee (composition at **Appendix-IV**) which was shared with the Members of the Working Group and finalized.

The vision for empowerment in the XII Plan is to improve both, the position and the condition of women by addressing structural and institutional barriers as well as strengthening gender mainstreaming.

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CHAPTER I

CONTEXTUALIZING EMPOWERMENT

1.1 Introduction

India is amongst the fastest growing countries in the world today, with a GDP growth rate of more than 8 % during the XI plan period. This high level of growth can, however, be sustained only when all sections of the society, specially women become equal partners in the development process. It is well recognised that societies which discriminate by gender tend to experience less rapid economic growth and poverty reduction than societies which treat men and women more equally. Gender equality and empowerment would, thus, need to be a core development goal if the growth planned in the XII plan has to be achieved.

Some deliberate policy steps are critical to achieve gender equality. Gender discrimination cannot be automatically corrected in the course of development. The institutions of economics, politics and the law must be considered in terms of how they relate to each other and how they play out across the different arenas where gender discrimination occurs; and gender assessments have to be undertaken continuously to reveal gaps and monitor progress towards gender equality. Empowerment of women is essentially the vehicle of change to achieve gender equality that is meaningful and sustainable.

Empowerment of women is a socio-political ideal, encompassing notions of dignity and equality, envisioned in relation to the wider framework of women's rights. It is a process of gaining control over self, over resources and over existing societal perceptions and attitudes and would be achieved only when an improvement in the 'condition' of women is accompanied by an advancement in their 'position' by enlarging the economic, social and political freedoms and choices available to them.

The National Policy for the Empowerment of Women, 2001 views empowerment as an enabling process that must lead to their economic as well as social transformation. Government has sought to operationalise this approach through legislative and programmatic interventions as well as by mainstreaming gender into the development planning process. Numerous such initiatives were taken during the Eleventh Plan period. These initiatives need to be consolidated and built on during the Twelfth Five Year Plan to enable women to challenge and change the contexts in which they live. Focussed efforts through development programmes,

both multisectoral as well as targeted, along with governance reforms would be a pre-requisite. Women, especially the vulnerable and marginalized, would need to be provided a level playing field to access social, economic and legal entitlements as a right.

Box 1: Understanding Gender Equality

"Gender equality does not imply that all women and men must be the same. Instead, it entails equipping both with equal access to capabilities; so that they have the freedom to choose opportunities that improve their lives. It means that women have equal access to resources and rights as men, and vice versa".

Source: Power, Voice and Rights 2010, Asia Pacific Human Development Report, UNDP

1.2 Situation Analysis and Barriers to Gender Equality

Empowerment of women is closely linked to the opportunities they have in education, health, employment and for political participation. Over the years, significant advancements have been made in India on many of these counts. Data on literacy rates, enrolment and drop rates in primary education, life expectancy, infant mortality, maternal mortality rates, etc has shown a progressive trend. However, other parameters that reflect the status and position of women in society such as work participation rates, sex ratio in the age group of 0-6 years and gender based violence continue to be heavily skewed against women (Table 1). New challenges such as increased intra-country migration, changing labour markets requiring new skill sets and rapidly changing technology have also emerged.

Table 1: Selected Indicators on Status of Women

Indicators	Male	Female
Literacy Rate (%) Census 2011	82.14	65.46
Maternal mortality ratio (per 100,000 live births) SRS 2009-10		212
Sex Ratio Census 2011	1000	940
Child Sex Ratio (0-6 years) Census 2011	1000	914
Worker Population ratios (Per 1000)	819	336
MPs in Lok Sabha (%)	89.18	10.82

A critical review of efforts aimed at women's development, therefore, assumes relevance and urgency. Some of the areas requiring focused attention are discussed below.

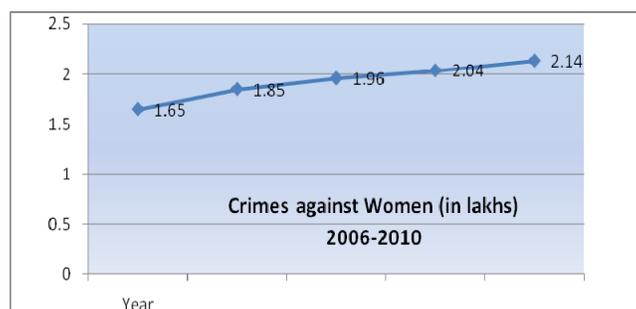
1.2.1 Violence Against Women

It is widely acknowledged that deep-rooted ideologies of gender bias and discrimination - the confinement of women to the private domestic realm, restrictions on their mobility and exclusion from the public political sphere continue to daunt the majority; and the entitlements and public services, which constitute the poor women's life line, do not reach them. Such social and structural barriers to women's empowerment manifest themselves in various ways.

Major amongst these is violence against women- in the home and outside. Violence against a woman affects her sense of self esteem, demolishes her self confidence and is often used as a potent tool of subjugation and disempowerment. The 2005-06 National Family Health Survey (NFHS- III) reported that one-third of women aged 15 to 49 had experienced physical violence, and approximately one in 10 had been a victim of sexual violence. The survey also found that that only one in four abused women had ever sought help, and that 54% of women believed it was justified for a husband to beat his wife.

A study of the data from National Crime Records Bureau (NCRB) shows the increasing incidence of crimes against women. The total number of crimes against women increased by 29.6 per cent between 2006 and 2010. Further, these numbers have to be viewed keeping in mind that not all crimes against women are reported. The actual numbers may give even greater cause for concern.

Chart-1



What is more disturbing is that conviction rates remained low, reflecting, inter alia, that many of these cases are not being prosecuted properly and inadequate proof is tendered before the courts (Annex-I).

Early marriage is another area of concern which makes women more vulnerable to domestic violence. According to the NFHS III data, the median age of marriage for women in the 20-49 years age group, ranges between 16.5 years to 18.3 years. The data also shows that more than one-quarter (27%) of the women in this age group got married before their 15th birthday and more than half (58%) got married before the legal minimum marriage age of 18.

The data also reflects wide disparities across States, with the proportion marrying that early being as high as 60-61% in the States of Jharkhand and Bihar, and as low as 12% in Himachal Pradesh and Goa – the States with the lowest and highest educational levels, respectively. This suggests an inverse relationship between education and early marriage. There is evidence that marriage before the age of 18 constrains adolescent girls' opportunities to obtain higher education, and severely restricts their autonomy. Further, the decline of this "early marriage rate" has been slow, of only 5 percent points from 50 percent of all women in 1993 to 45 percent in 2006. Marital abuse is also a common problem in such marriages.

Another consequence of gender discrimination, especially violence against women, in India is the declining child sex ratio. This phenomenon has spread across States. The census data has revealed that the worst child sex ratios have been found in States with high per capita incomes, while, States with low per capita incomes like Bihar, Rajasthan and UP continue to suffer from adverse sex ratios due to persisting gender discrimination.

The declining child sex ratio is a silent demographic disaster in the making which will have adverse implications on women in the form of increased trafficking for sexual exploitation, honour killings, 'bought' brides, rapes, etc. Already, States such as Haryana and Punjab which have acutely adverse child sex ratios are displaying disturbing trends.

Indicators like the adverse sex ratio (940 /1000) and the under five mortality rate for girls in India (73 per 1000 live births as compared to 65 per 1000 live births for boys) point out to the reality that women's second class status remains entrenched inspite of public policy measures and supportive legal frameworks. Deficits in capabilities and opportunities need to be addressed in the XII Five Year Plan on an urgent basis.

Trafficking of women and children is another gross form of human rights violation. It deprives humans of their right to fundamental freedoms. Trafficked women and children, and those vulnerable to trafficking have a greater tendency to

face risks, with fewer opportunities to avoid abusive situations, with marginalized access to justice and other resources for redress. Trafficking is often hidden in the veil of migration and so the abuse of rights is very difficult to identify in time. Therefore, a significant number of trafficked women end up in prostitution and multiple conditions of exploitation as a consequence of coercion, deception and economic enslavement.¹ Forced/bonded labour, domestic servitude, are among other major consequences of trafficking.

In the current scenario, the trend is that the age of trafficked victims is going down. A study by the Ministry of Women and Child Development commissioned in 2004 had estimated that around 2.8 million women are victims of trafficking, out of which 36% are children. Since trafficking is such a nuanced area of work the kinds of responses needed require multidisciplinary skills and multiple partnerships. Besides working on changing mind sets of communities and using communities as watchdogs and agencies of change the work on trafficking requires that rescue and rehabilitation be done with a human rights approach through interventions that address the issues at all levels – at the level of the individual, at the level of the community, at the level of the state.

Various legal mechanisms have been put in place for addressing violence against women in the Indian Penal Code as well as through enactment of Special laws like the Protection of Women from Domestic Violence Act and Dowry Prohibition Act (DPA). However, enactment of law, though necessary as a first step to address violence against women and also to give them substantive equality, is not enough. It has to be effectively implemented and enforced. Further, victims and survivors of violence need services and support from the police, health, service providers, including legal aid and a sensitive judiciary.

1.2.2 Women in the Economy

The participation of women in the workforce, the quality of work allotted to them and their contribution to the GDP are indicators of the extent of their being mainstreamed into the economy. On all these parameters women in India fare worse than men and the challenge is to bridge the inequality. Opening up of the economy and rapid economic growth have escalated some of the existing structural barriers faced by women and new challenges in the form of dismantling of traditional support structures, displacement due to migration, obsolescence of traditional skill sets have emerged.

¹ Radhika Coomaraswamy, Preliminary Report of the UN Special Rapporteur on violence against women , 1996, P49

Data from the 66th round of the NSSO indicates that female work participation rate has decreased between 2004-05 to 2009-10. The share of women in usual status workers declined from 28.7% to 22.8%. In rural areas this has declined from 32.7% to 26.1% and in urban areas from 16.6% to 13.8%.

Table 2: Participation in the Labour Force

INDICATORS	RURAL (%)			URBAN (%)			Total Persons
	Male	Female	Total	Male	Female	Total	
Labour Force Participation Rate	55.6	26.5	41.4	55.9	14.6	36.2	40.0
Work Participation Rate	54.7	26.1	40.8	54.3	13.8	35.0	39.2
Proportion Unemployed	0.9	0.4	0.7	1.6	0.8	1.2	0.8
Unemployment Rate	1.6	1.6	1.6	2.8	5.7	3.4	2.0

Source: NSSO 2009-10(Usual Status (ps+ ss))

While the reasons for this would need to be looked into in greater detail and may partly be attributable to positive factors such as better retention in educational institutions, the decline in women's workforce participation rate is a matter for concern and would have implications for their overall economic empowerment.

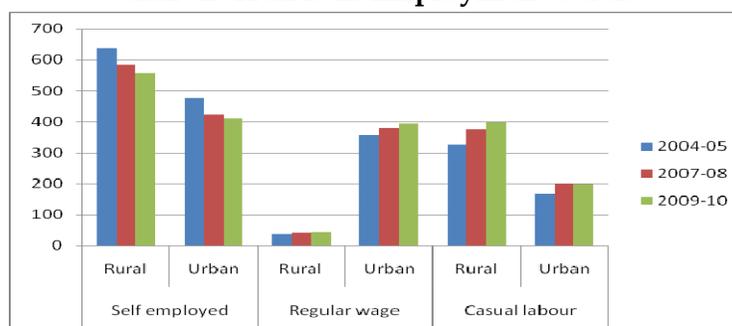
On the subject of the quality of work allotted to women and consequent remuneration, the major issue is that over 90 percent of women are in informal employment where they are poorly paid, have unsatisfactory conditions of work, do not enjoy the protection of labour laws, have no control on the terms and conditions of their employment and are subject to great insecurity of employment. This casualization of women's work increased with the downturn in the global economy. There is evidence to show that women in the unorganised sector suffered a decline in number of work days available, poorer payment for piece work, deterioration in employment status, conversion to casual or temporary status, etc. The sharp fall in household income levels also led to an increase in unpaid domestic work for women as well as increase in domestic violence.

Table 3: Per 1000 distribution of usually employed (ps + ss) by status of employment (Women)

Sr. No.	Year	Self employed		Regular wage		Casual labour	
		Rural	Urban	Rural	Urban	Rural	Urban
1.	2004-05*	637	477	37	356	326	167
2	2007-08**	583	423	41	379	376	199
3	2009-10#	557	411	44	393	399	196

Source: *61st, **64th and #66th rounds of NSSO Surveys

Chart 2: Trends in Employment Status



The other issue is that the presence of women is predominantly in the agriculture sector and lower in the secondary sector (Table 4). NSSO data for the secondary and tertiary sectors shows that only 13 per cent and 8 per cent respectively, of the rural women workers worked in these sectors. Going by the rate of change of the share of women in wage employment in the non-agricultural sector which was only about 2 percentage points over a period of 5 years from 2003-08 (M/o Statistics and Programme Implementation, "The India Country Report 2009, Millennium Development Goals"), it is projected that the share of women in wage employment can at best reach a level of about 24% by 2015. This slow opening of the labour markets in industry and service sectors to women affects the equal employment opportunity for women. The barriers to women's employment in these sectors need to be understood and addressed.

A little under four-fifths (about 79 per cent) of the rural women workers are employed in the agriculture sector, a sector that is marked by shortage of paid jobs, decelerating and differential wages on basis of gender and degradation of resources. It is estimated that about 60% of all agricultural operations are handled exclusively by women. Female hourly wage rates in agriculture vary from 50 to 75% of male rates, and are too low to overcome absolute poverty.

Table 4: Distribution (per 1000) of usually employed women (principal status) by broad industry division

Sr. No.	Year	Agriculture		Manufacturing		Construction		Others*	
		Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban
1	2004-05*	814	147	87	254	17	45	30	147
2	2007-08**	816	129	76	252	23	48	28	150
3	2009-10^	789	118	76	258	42	51	34	139

* Trade, hotel and restaurant, transport, storage and communications

Source: * 61st, **64th and ^66th rounds of NSSO Surveys

An ILO study (Women Workers in Agriculture: Expanding Responsibilities and Shrinking Opportunities, June 2010) indicates that 81% of women agriculture

workers are from Scheduled Castes, Scheduled Tribes and other Backward Classes and 83% from landless, marginal or small farm households and that more than half the women workers in agriculture are employed as unpaid family workers. Thus, while economic development creates more jobs in the industrial and service sectors it is the men who move away and avail of these while the women who are left behind are compelled to become the prime agriculturists without the benefits of having the title to the land, the necessary resources and access to credit, seeds, fertilizers, extension services etc- required for enhancing production and household income. They may also have to cope with debts left behind by the men. Hence, a highly vulnerable group of women is being created and the challenge is to adopt a rights based approach to empower them.

Taken together, the decrease in workforce participation rates, large presence in the unorganised sector and increasing stake in agriculture is leading to the feminization of poverty and low levels of asset building by women. This is recognized as an extremely “troubling” trend, resulting in “capabilities failure” (Dr. Martha Nussabaum and Dr. Amartya Sen).

Women's economic participation is hindered by low skills, capacities as well as lack of ownership and control over assets. One of the major concerns is the gender gap in educational level of the labour force. Whereas in 2004-05, 60% of the female employed was illiterate and 3.7% were graduates, these shares for the male labour force were about 28% and nearly 8%, respectively. Further, gender disparities are reported in Technical and Vocational Education and Training (TVET), with girls accounting for just 7% of enrolment at the secondary level and their courses concentrated in traditional areas such as nursing and sewing. In general, the benefits of vocational training are not immediately apparent. Some 60% of graduates from ITIs are still unemployed three years later, also because they do not derive benefits in entry to higher technical education courses. This needs to be addressed and institutions that have been set up to enhance skills for employability need to be made more sensitive to gender issues.²

Another issue of concern is that many activities in which women are engaged which are not taken into account in the workforce as well as GDP estimates. For example activities like processing of primary products (eg dehusking of paddy, preparation of jaggery, making of baskets and mats, preparation of cow dung cake,

² An Overview of Women's Work and Employment in India, Amsterdam Institute of Advanced Labour Studies 2010

etc) undertaken mostly by women are not classified as economic activities in India.³ It is necessary that these activities be recognised and women in these activities be provided the necessary support mechanisms to improve their working conditions and productivity.

In addition to decent work and inclusion of women's work in the economy, another area of concern is the financial inclusion of the marginalised, which is crucial for their integration into the economy. Women remain inadequately covered by the banking system as they own only 20.8 percent of the total deposit accounts in scheduled commercial banks and 11.3 percent of the total deposits. The situation is equally bad when one looks at the credit scenario. Women had access to only 19.8 percent of the small borrowal accounts of scheduled banks with an outstanding credit share of 16.8 percent (RBI, Basic Statistical Returns, 2010).

An important strategy of financial inclusion in India, particularly for women, has been Micro finance. The model encourages access of SHGs to banks both as a means of savings and providers of loan services. By the end of March 2010, 69.53 lakh SHGs had been covered under NABARD's SHG-Bank linkage programme including those formed under SGSY. Of these 76 % are exclusively women SHGs, accounting for 72.5 % of the savings and 82% of the outstanding loans (NABARD, 2009- 2010). However, microfinance remains a minuscule proportion of total bank credit in the country. In 2010, outstanding loan to women's SHGs constituted less than one per cent of the total outstanding credit from scheduled commercial banks. Further, the expansion has not been uniform across States with the Southern States having a much larger presence of the SHG movement in terms of absolute numbers of SHGs, the bank credit extended to them as well as the coverage of poor persons.

Moreover, even as the country considers a Bill to regulate Micro-finance institutions, the micro-credit and SHG movement as the sole panacea for addressing poverty and women's empowerment is increasingly coming under critical review. The focus on credit provisioning for micro-enterprises has increased but the challenge in the micro credit movement is to reach out to the poorest and most vulnerable and marginalized populations like SC/STs, single women and other socially excluded communities. Many of these SHG groups have low levels of credit absorption, low skill base and low asset base, and find it hard to create economic enterprise. At the heart of the problem lies the need for appropriate institutional mechanisms to address illiteracy, lack of investment, poor credit worthiness, poor

³ These activities are a part of production of goods for own consumption to be included as part of economic activity as per United National System of National accounts (UNSNA). G. Raveendran, Contribution of Women to the National Economy, ILO Asia Pacific Working Paper Series, 2010.

mobilization, and other structural exclusions. These will need to be addressed to realise the vision of financial inclusion.

As per the country's policy on the Right to Livelihood, all human beings irrespective of gender must have equal opportunities to seek out economic opportunities. It is critical that during the XII plan period women are enabled to exercise this right. Women should be able to access resources and livelihoods for survival and sustenance. But beyond this the economic power should help them acquire capabilities that enlarge their choices for satisfying and creative lives. This is critical as a growing body of evidence has shown that gender equality is good economics.

1.2.3 Women and Education

The Sarva Siksha Abhiyan's focus on creation of educational infrastructure and improving quality of education in rural areas has had positive outcomes. It has led to increase in the Gender Parity Index (GPI) in primary (0.94) as well as upper primary (0.92) education. Enrolment of girls at primary level increased by 8.67 percent (86.91 percent in 2001-02 to 104.7percent in 2009-10) and at upper primary level by 13 percent (52.1 percent in 2001-02 to 65.1percent in 2004-05).⁴

The challenge, however, remains is that the high enrolment rate has not translated into high attendance rates as well. According to the India Human Development Report, 2011, the national attendance rates during the year 2007-2008 at primary and upper primary level were 82% and 60% respectively. Therefore despite attaining high enrolment rates of 96% at the primary level, the attendance rates remain low. This needs to be addressed to enable women to access education that gives them employability.

The National Literacy Mission or Saakshar Bharat Mission, with its objective of extending educational options to those adults who have no access to formal education, targeted female literacy as a critical instrument for women's empowerment. This has led to an increase in literacy, amongst women, from 53.67% (Census 2001) to 65.46% (Census 2011). It is also for the first time that of the total of 217.70 million literates added during the decade, women (110.07million) outnumbered men (107.63million).⁵

The advancement of Information and Communication Technologies (ICTs) has brought new opportunities for knowledge gathering for both women and men.

⁴ DISE, 2010

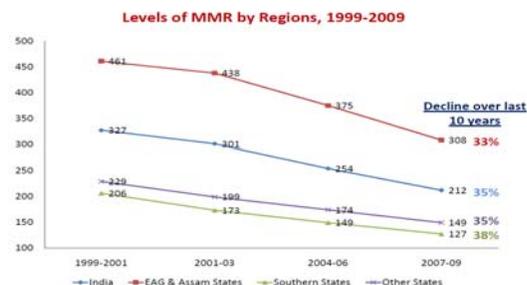
⁵ Census, 2011

The challenge is to put in place a policy and execution plan to ensure women's full engagement in the knowledge society in all areas including e-government, agriculture, e-learning, business development, and entrepreneurship.

1.2.4 Women and Health

On the health front implementation of the National Rural Health Mission has resulted in an improvement in many development indicators related to women. Fertility Rates have come down and have reached replacement levels in a number of states⁶; Maternal Mortality Rate (MMR) is improving, from 301 per 100,000 live births in 2003 it has come down to 212 in 2009⁷; Infant Mortality Rate, though still high, has reduced to 50 per 1000 in 2009⁸. Further, institutional deliveries have risen from 39 percent in 2006 to 78 percent in 2009,⁹ and availability of HIV/AIDS treatment has been enhanced.

Chart 3: Trend in Maternal Mortality Ratio



Source: SRS, 2011

Another challenge in spite of the successes of the National Rural Health Mission (NRHM) is that only 1/3rd of Muslim and Scheduled Caste women have been able to access institutional deliveries, it is even fewer for women of Scheduled Tribes. Furthermore, the third common review of NRHM shows that after delivery mothers remain in institutions for less than half a day and therefore do not avail of critical health care services needed at that time. In 2005-06, while more than 70 % women had at least 1 ante-natal care(ANC). Visit, the proportion of pregnant women who have 3 or more ante natal visits was much lower. This reflects insufficient care provided to pregnant women. Women in Arunachal Pradesh, Assam, Bihar, Jharkhand, Madhya Pradesh, Nagaland and Uttar Pradesh had the least access to ante-natal care(ANC). Not even 50 % Muslim and ST and SC women

⁶ India Human Development Report – 2011, Institute of Applied Manpower Research

⁷ ibid

⁸ ibid

⁹ ibid

receive 3 or more ANC. These are serious challenges to women's health that need to be addressed.¹⁰

Further, Bihar, Madhya Pradesh, Orissa and Uttar Pradesh are recording higher life expectancies for men than women. According to the India Human Development Report 2011, one of the reasons for this is the discrimination against the girl child in terms of nutrition and health care right from infancy. Efforts towards attitudinal changes that reduce son preference need to be accelerated.¹¹

1.2.5 Women in Governance and Institutional Barriers

The Constitutional amendments for reservation for women in Panchayats and urban local bodies has brought more than 1 million women into positions of leadership and governance at the grassroots. Some States have proactively increased the one-third reservation in Panchayats to 50 percent further bolstering the presence of women in decision making roles. The number of women in the upper echelons of power, however, continues to be very low.

Moreover, despite the reservation at PRI levels women's political power has not been fully harnessed as their presence has not always translated into meaningful political participation and involvement. They continue to face social, economic and other forms of institutional barriers to entering PRIs and similar limitations while performing as elected representatives. Institutional barriers to political participation of women include the inadequate devolution of functions, lack of financial and planning autonomy, bureaucratic influence, the policy of rotation of seats etc. Amongst the social barriers to their full and effective participation are lack of education, oppressive patriarchal and caste structures, lack of respect of women in PRIs, physical violence in public and domestic spheres, local politics spawned by caste/class/religious dynamics etc (Jayal, 2006).

Women also face a number of invisible barriers when they enter the public institutions of democratic governance in rural and urban local bodies. Amongst these are the introduction of new conditions for entry and performance of elected women, like the condition of two-child norm which makes persons ineligible to contest Panchayat election or to continue as representatives if they have more than two children after a stipulated date. The effect of this new condition was seen in disqualifying sitting elected representatives, neglect of girl children as well as other practices adverse to women (Buch, 2006).

¹⁰ ibid

¹¹ ibid

Harnessing the political and organizational power of women by supporting and promoting gender responsive grassroot democratic structures is, therefore, critical for women's empowerment.

1.3 Achievements during the XI Five Year Plan

The Eleventh Five Year Plan was aimed at inclusive development. Its vision was that every woman in the country should be able to develop to her full potential and share the benefits of economic growth and prosperity. Towards this end the approach adopted was to empower women and recognize their Agency thereby seeking to make them partners in their own development. This it sought to do by mainstreaming gender in all sectors as well as by undertaking targeted interventions.

The Plan period saw the introduction of many new schemes and programmes targeted at particular groups or aimed at addressing specific issues. These included SABLA, for empowering adolescent girls, IGMSY for supporting poor women during the final stages of their maternity, Mahila Kisan Sashaktikaran Yojana for women farmers, a scheme for leadership training of Minority women, Ujjawala for combating trafficking and Dhanalakshmi to tackle the issue of declining sex ratio. Existing schemes were also modified to make them more effective and to plug identified gaps. Implementation of Legislations enacted just prior to the XI Plan like the Prohibition of Child Marriage Act, 2006, Protection of Women from Domestic Violence Act, 2005, and Hindu Succession (Amendment) Act, 2005 was followed up with the States and a new legislation aimed at providing women a safe working environment, Protection Against Sexual Harassment at the Workplace Bill was introduced in Parliament.

Several other policy decisions were made in the sector of women and children the results of which will be visible in the time to come. Major amongst these was the launch of the National Mission for Empowerment of Women (NMEW) on March 8, 2010. The Mission will work for strengthening inter-sectoral convergence at the Central, State, District and lower levels of governance making it possible for women to know about and access all Government schemes and programmes. The National Mission Authority, supporting Committees and the National Resource Centre for Women have been established and have started functioning. The first pilot convergence project was launched in Pali district of Rajasthan in September, 2011 and similar pilots are planned in other States/Uts. The State Governments are also establishing parallel structures at the State level. 16 States/Uts have already established State Mission Authorities and 11 States are in the process of setting up of

State Resource Centres for Women. The Mission stands testimony to the commitment of Government to the empowerment of women in the country.

Another, landmark decision on which work has been initiated is the restructuring of the Rashtriya Mahila Kosh into a systemically important Non-Banking Finance Company with an enhanced corpus of Rs 500 crores. The restructured RMK will have a pan-India office network and in its new and expanded form it will be facilitating the financial inclusion of more than 2 lakh women from the disadvantaged sections of society on an annual basis towards the fifth year of its working.

The Eleventh Five Year Plan mentioned Gender Budgeting and Gender Outcome assessment and underlined the importance of Gender Audits of public expenditure, programmes and policies at national, state and district levels. The Plan envisaged the strengthening of the Gender Budget Cells set up in the various Ministries and Departments. Towards this, in March 2007, the Ministry of Finance issued a charter on Gender Budget Cells (GBCs) outlining the composition and functions of the GBCs. While, the charter was an important step towards institutionalising Gender Budgeting within Government, the implementation of the charter remains a challenge.

A scheme on Gender Budgeting was introduced in 2007 with a view to building capacity so that a gender perspective was retained at all levels of the planning, budget formulation and implementation processes. Both Central and State level officers have been trained under this scheme and as a direct consequence of these training efforts a number of Ministries as well as State Governments have taken GB initiatives.

Inclusion and mainstreaming of women also received special attention under programmes such as the MNREGA, the Right to Free & Compulsory Education, National Rural Health Mission, National Rural Livelihood Mission and National Skill Development Mission. Gender Budgeting initiatives also led to development of new schemes in supposedly gender neutral sectors like Department of Telecommunications and Ministry of Petroleum and Natural Gas.

CHAPTER II

WAY FORWARD IN THE XII PLAN

The process of systemic transformation was set in motion during the XI Plan period. Challenges, however, remain. Women continue to face discrimination in terms of their socio-economic empowerment. This manifests itself in both the increasing violence against women as well as increasing feminization of poverty. Women have limited access to and control over resources. Lack of ownership of land limits their access to credit. More than 90% of the women in the workforce are in the unorganized sector. They face discrimination in award of work, disparity in remuneration and security of employment as they fall outside the ambit of labour laws. Added to this is the malnourishment suffered by more than 50% of the women. Further issues of women from marginalised and vulnerable communities and single women as envisaged in the XI Plan are yet to be addressed. The issues, therefore, are manifold and the XII Plan has to articulate the Vision to address them.

2.1 Vision for the XII Five Year Plan

The vision for the XII Five Year Plan is to ensure improving the **position and condition** of women by addressing structural and institutional barriers as well as strengthening gender mainstreaming.

2.2 Goals for the XII Five Year Plan

- ✓ Creating greater 'freedom' and 'choice' for women by generating awareness and creating institutional mechanisms to help women question prevalent "patriarchal" beliefs that are detrimental to their empowerment.
- ✓ Improving health and education indicators for women like maternal mortality, infant mortality, nutrition levels, enrolment and retention in primary, secondary and higher education.
- ✓ Reducing the incidence of violence against women and providing quality care services to the victims.
- ✓ Improving employability of women, work participation rates especially in the organised sector and increased ownership of assets and control over resources.

- ✓ Increasing women's access to public services and programmes through establishing and strengthening convergence mechanisms at multiple levels, creation of physical infrastructure for women and improving the capacity of women's organizations and collectives.
- ✓ Ensuring that the specific concerns of single and disadvantaged women are addressed.

2.3 Approach in the XII Five Year Plan

The 12th Five Year Plan Working Group (WG) on 'Women's Agency and Empowerment' builds on the view that development is a process of expanding freedoms equally for all individuals, and considers gender equality as a core development goal in itself. It expands the definition of women's empowerment by looking at it as a process, which enables women to have a notion of dignity and self worth, bodily integrity, freedom from coercion and control over resources. It affirms that empowerment is achieved when, along with the condition of women, their position improves and their freedoms and choices are enlarged economically, socially and politically. Empowerment must enable *all* women to negotiate these freedoms and increase their capabilities. The overall framework takes steps to advance substantive equality by addressing the causes and consequences of social, economic and political exclusion on all women especially the dalits, tribals, minorities, women with disability, migrant, displaced and trafficked women, women in the unorganized workforce, women infected and affected by HIV/AIDS, single and excluded women especially widows and women in conflict zones.

The Plan advocates a shift from mere 'income' poverty of women to the adoption of a 'multi-dimensional' approach to poverty and wellbeing. The Multidimensional Poverty Index (MPI) complements the income poverty measures by reflecting all the other deprivations with respect to education, health and living standard that a poor person simultaneously faces. It assesses poverty at the individual level, with poor persons being those who face multiple deprivations, and the extent of their poverty being measured by the range of their deprivations.' (Sen et al., 2010). The issue of multidimensional poverty is extremely relevant to the status of women in India today because although a lot of work has been done on the condition of women the position of women still remains, largely, unaddressed.

Further, in keeping with the framework of contemporary discourse, the Plan would work towards making a transition from viewing women as 'victims' of poverty to empowering them to change the contexts in which they live. The issue of capability poverty is a critical imperative in this. Poverty is not only a lack of material resources but also lack of power and choice. Development can be seen as a

process of expanding the real freedoms that people enjoy. Such a focus on human freedoms (or capabilities) contrasts with the narrower view which identifies development with the growth of Gross Domestic Product, rise in personal incomes, industrialization or technological advance. This Five Year Plan would need to create the framework of analysis so that national programmes move beyond merely addressing income poverty and include an expanded response so that the income generated is used to create capacities that enhance freedoms and choices.

2.4 Thrust areas for the Twelfth plan

The XI Plan had taken numerous steps forward. However, the targets set out could be only partially achieved. In the XII plan the Government's priority would be to consolidate the existing initiatives and interventions relating to women, build upon the achievements and also move beyond to respond to new challenges. The thrust areas for economic, social and political empowerment of women for the XII Plan are derived from the concerns and barriers outlined in the earlier section and are discussed below.

2.4.1 Economic Empowerment

Recognising that economic independence is the key to improving the **position** of women within the family and in the society, the Plan would need to focus on enhancing women's access to and control over resources. Amongst others, this would entail not only increasing their presence in the work force but, more importantly, improving the quality of women's work and ensuring their upward mobility on the economic ladder.

The 66th round of NSSO (2009-10) provides insights on the recent trends in employment and education of women. One, it reveals that the female Work Participation Rate (WPR) (usual status) declined from 28.7 percent in 2004-05 to 22.8 percent in 2009-10. Secondly, it shows the concentration of women continues to remain high in the agriculture sector. The survey also highlights that vast majority of new jobs between 2004-05 and 2009-10 were created in casual employment, mainly in construction.

Another significant feature is the increasing number of young girls and their retention in education, which may also be one of the contributing factors for the decline in the WPR. It shows that the number of girls in schools in the age group of 5-14 years has increased from 79.6% in 2004-05 to 87.7% in 2009-10. Similarly, the number of girls in the educational system in the 15-19 years age group increased

from 40.3% to 54.6% and in the age group of 20-24 years from 7.6% to 12.8% over the same period.¹²

Keeping the above trends in view, the XII Plan would endeavour to focus on increasing women's workforce participation particularly in secondary and tertiary sectors; ensuring decent work for them; reaching out to women in agriculture; financial inclusion; increasing women's asset base and valuing their work. Additionally, the Plan would have to consider strategies to create job and skill training opportunities which would meet the aspirations of the growing literate work force of women.

Lack of adequate skills is one of the major impediments affecting women's participation in the work force, particularly in the secondary and tertiary sectors, perpetuating their concentration in low paid sectors. The focus of the XII Plan would thus be on enhancing employability of women through skill development. It would also be critical that the training is not limited to traditional sectors but has relevance to the changing labour markets. The National Skill Development Programme (NSDP) has already identified 231 modular courses for women. Efforts will be made to link skill development programmes to NSDP to ensure relevance and enhance employability. Entrepreneurship development would also be included as an integral part of the skill training. Access of women from marginalised and vulnerable communities within these programmes would be ensured.

The needs of particularly the neo-literates would have to be targeted to enable them to move to skilled jobs. This would require going beyond vocational skills to include "thinking" and "behaviour" skills; computer and language skills; and skills that take into account the need of young women to migrate for jobs. The potential of the MSME and service sector as a source of jobs/enterprises for women would need to be fully realised. The focus of the XII Plan would also be on providing high paid job opportunities to post graduates and professionally qualified women.

The Draft National Employment Policy clearly states that there is the need to ensure that not only more jobs, but jobs that are decent and those that ensure minimum wages, safe working conditions and basic social security, are created. However, the notions of equal pay for equal work have not yet been fully realized. Concerns of gender discrimination in hiring and promotion and sexual harassment in the workplace persist. The XII Plan would thus focus on strengthening of the implementation of Equal Remuneration Act and Maternity Benefit Acts. The Plan

¹² Approach paper to XII Plan, Planning Commission

also reaffirms the need to pass the Protection of Women from Sexual Harassment at Work Place Bill.

Considering that women are largely concentrated in the agriculture sector, a number of reforms would be necessary to improve their productivity as well as their control and access to land resources. The XI Five Year Plan had made suggestions for giving women rights over land, credit, common property resources and equitable wages as also enhancing their access to technology, education and skill training. Some aspects of these have been addressed in the XI Plan. The XII Plan will continue to accord high priority to these issues. Efforts will also be made accelerate the pace of creation of alternative rural non-farm livelihood opportunities such as in agro-processing, supply chains, maintenance of equipment, rural infrastructure development, etc.

Emphasis will also be placed on increasing self employment opportunities through skill up gradation and improving access to credit and markets. Notwithstanding the progress made by the microfinance movement, efforts for financial inclusion of women in the mainstream credit system would be focused on in the XII Plan. To achieve this, lending to women would need to be recognised as priority sector lending, for which necessary directives by NABARD and RBI would be necessary. An innovative strategy of setting up credit counselling centres for women at district and bank level is being proposed in the XII Plan.

The XII Plan would also focus on exploiting the collective power of the women to make use of economic opportunities by achieving economies of scale. While the number of SHGs has grown over the last many years and more than 60% of these are known to be women's SHGs, their growth has not been uniform across States. The XII Plan would encourage formation of SHGs throughout the country. It would also be essential for SHGs to move beyond small affinity groups to formation of clusters and federations in the XII Plan as these can play an important role in activities relating to production, processing and marketing.

The Government has introduced a number of programmes to enhance employment and income opportunities for poor people with special targets for women. These, inter alia, include MGNREGA, SGSY, SJSRY, etc. The current efforts geared towards consciously including women as a beneficiary of employment oriented schemes need to continue. The Mahatma Gandhi National Rural Employment Guarantee Scheme has made a major difference by improving access of women to work, although unskilled in nature. Another positive outcome of the scheme has been a reduction in gender gaps in rural wage rate. The implementation

of the scheme would need to be further strengthened to increase its outreach to women particularly in areas which are vulnerable to migration and trafficking. Further, there is a need for such programmes to create productive employment for women with proper planning of works. Other infrastructure development programmes under Bharat Nirman as well as JNNURM will need to be similarly engendered.

2.4.2 Social Empowerment

Health being a pre requisite for improvement of survival indicators, priority will continue to be laid on increasing access to health services. The national demographic goals for IMR and MMR as set out in the XI Plan could not be fully achieved. The XII Plan will, therefore, continue to focus on persistent problems of high MMR, IMR, malnutrition and anaemia. The issues will, however, need to have a targeted approach to address spatial disparities as well as to reach out to the more vulnerable communities.

A holistic approach would be adopted so that the health needs of women and girls, at all stages of the life cycle, are addressed. The focus of health interventions would need to be extended to address ailments which women are especially prone to such as post menopausal problems, osteoporosis, breast and cervical cancer, etc. Special measures will also be undertaken so as to take into account issues of older women and those affected by HIV/AIDS.

Success of interventions will ultimately depend upon efficient delivery of services. The monitoring mechanisms will be strengthened. Gender audits of NRHM on the lines of MGNREGA will also be pursued to increase accountability, in the XII Plan.

Another critical area is education. Apart from enhancing women's self confidence, education provides women greater access to information and resources and enables them to challenge various forms of discrimination and engage with the development process. With the enactment of RTE, access to primary education for girls has now become a legal mandate. This, coupled with the special measures already being undertaken under SSA to increase enrolment and retention rates of girls will continue to have a major impact on girl child education. While primary education for all girls is critical, the focus in the XII Plan would also be to address barriers to their entry in secondary and higher education. Also recognizing the KGBVs have emerged as a successful strategy to enable access to primary education for girls it is proposed to upgrade these at secondary level.

The XII Plan will focus on ensuring that the standards of quality of education are adhered to at all levels. This would include focusing on availability of teachers, proper class room environment and infrastructure, standardization of learning levels and adequate monitoring.

Creating a gender-sensitive educational system is another priority. This would entail addressing sexual stereotyping, changing the attitudes and perceptions of school teachers, providing a safe and secure environment for the girl child, provision of schools within easy reach, transport and separate girl's toilets. These measures would go a long way in enhancing enrollment of girls at primary and secondary levels.

Housing, drinking water, sanitation and energy needs impact the quality of a woman's life. While in rural areas programmes like Indira Awas Yojana (IAY) have increased women's access to housing, this issue has not been adequately addressed in the urban areas. It is essential that women's perspectives are included in housing policies, planning of housing colonies and provision of shelter in urban areas also. Special attention will be given for engendering schemes like the Rajiv Awas Yojana in the XII Plan.

In the XI Plan, special attention was given to improve the provision of safe drinking water and sanitation within accessible reach of households, especially in rural areas, through national programmes like NRDWSP and TSC. While Census 2011 figures would give an assessment of their actual reach and coverage, the XII Plan would emphasise on ensuring women's participation in the planning, delivery and maintenance of such services. A gender assessment of the TSC has thus been recommended.

Acknowledging that a vast majority of rural women still depend on the locally available non-commercial sources of energy, the Plan will aim at promoting the programmes of non-conventional energy resources like use of solar energy, biogas, smokeless chulahs and other rural applications.

2.4.3 Gender Based Violence

Gender based violence and discrimination against women continues to be an area of concern. Reinforcing the women's right to dignity, equality, freedom and bodily integrity, the priority in the XII Plan would be to provide a safe and protective environment to women both in the public and private arena.

The legal ground for providing such an environment has already been laid down over the years through enactment of several legislations like Dowry Prohibition Act, 1961, Protection of Women from Domestic Violence Act, 2005, Prohibition of Child Marriage Act, 2006, Immoral Traffic Prevention Act, 1956, etc as well as through various provisions within the Indian Penal Code.

However, data on increasing crime against women, as discussed in the earlier section, clearly indicates that the legal commitments have, to a large extent, not been translated into concrete action. While enforcement of women specific laws has not been of the desired level, inadequate infrastructure and lack of dedicated staff has been the major constraint in ensuring women's access to justice under the Acts.

Gearing up the efforts of the Government in this direction would be a non-negotiable deliverable for the XII Plan. To this effect, focus shall be on - strengthening the existing legislations that address violence and discrimination against women; making their implementation more effective; facilitating the speedy delivery of justice to women; putting in place adequate infrastructure and support services; and sensitization and capacity building of key actors.

Specifically, Acts such as the Protection of Women from Domestic Violence Act and Immoral Traffic Prevention Act, 1956, would be reviewed to enhance their effectiveness. Stricter monitoring of response of enforcement agencies to violence against women would also need to be put in place. The justice delivery mechanisms would be strengthened by improving access of women to legal aid and setting up of fast track courts to ensure speedy justice. Prompt action would send a strong message to the society and act as a deterrent to violence.

Despite the multi-pronged approach adopted by the Government, trafficking of women and children for commercial sexual exploitation remains a challenge. Feminization of poverty and lack of viable economic opportunities for a large number of women and girls, are some of the reasons affecting the efficacy of the interventions. Increased migration and constantly changing patterns and trends relating to trafficking adds to the challenge of devising effective policy response. The focus of the government would thus be on providing alternative livelihoods options to women particularly from marginalised sections of the society. This would entail enhancing their employability through effective skill training, linking with poverty alleviation schemes and programmes of all Ministries and Departments in the Government, providing access to resources and credit facilities. The law enforcement response to trafficking will be strengthened so that those who are victims of trafficking are rescued and rehabilitated.

It is essential that victims of violence have an adequate support structure like shelter homes, medical facilities, counselling services for their effective rehabilitation. To address the needs of women in distress, schemes that provide shelter and other support services would also be strengthened in terms of quality and geographical reach. Shelter homes would be established in every district of the country with standards of care to ensure quality services. Also on the anvil is the implementation of a “Women’s Helpline” to respond to emergent needs. A new initiative undertaken will be to set up One Stop Crisis Centres providing shelter, police desks, legal, medical and counselling services, on a pilot basis.

Since the Protection of Women from Domestic Violence Act (PWDVA) enacted in 2005, is the first law of its kind which provides relief to women who are victims of violence, the XII Plan will put in place a scheme for supporting State Governments in its implementation.

Further, while some property rights have been given to women, for instance inheritance rights in ancestral property under Hindu Succession Act, 1956 (amended in 2005) and a right to residence under PWDVA, 2005, there is still a long way to go to ensure that women are recognised as equal partners in household assets.

For increased awareness and knowledge dissemination on the legal rights of women, effective use of ICT will be explored through creation of a national women’s information portal.

2.4.4 Women in Governance

India witnessed the world’s largest experiment in local democracy triggered by the 73rd and 74th amendments to the Constitution. The reservation of one-third seats for women has resulted in more than a million women elected women leaders in decision making positions at grassroots levels. With the reservation already increased to 50 percent in several states, e.g., Bihar, Chhattisgarh, Madhya Pradesh, Kerala, Rajasthan and a Constitutional amendment to this effect in the process, the Panchayats will have great potential for women’s empowerment and their contribution to gender sensitive good governance.

However, while affirmative action in terms of reservation for ensuring women’s political representation is an imperative step, it is not adequate to promote women’s leadership and their participation in governance.

Women face social, economic and various other forms of institutional barriers to entering PRIs and even in performing their duties as elected representatives. Important limitations to women's participation include the terms of inclusion, the rules of decentralization, gender-based division of labour, the policy of rotation of seats etc. Social barriers such as lack of education, oppressive patriarchal and caste structures, lack of respect of women in PRIs, physical violence in public and domestic spheres, local politics based on caste/class/religious dynamics also affects the participation of women adversely. Further, uneven and limited devolution of powers and resources in the States, with no untied funds also adds to the constraints.

Thus, although the number of women in elected local bodies in India has gone up significantly, the extent and quality of their participation in PRIs remains an issue of major concern. The thrust in the XII Plan would be to ensure EWRs effective participation in PRIs and in urban local bodies. For this the Plan will focus on-promotion of their alliances, federations across women in PRIs and SHGs; pre-election preparation of women candidates and voters; training and capacity building of EWRs as well as of government functionaries and officers. This would enhance their ability to raise critical questions about inequity, collectivize without fear and pressure and ensure gains from the services. Greater efforts will also be made to include poor and other excluded women in governance.

Women's collectives such as Self-Help Groups have been found to play a catalytic role in enabling women to organize and articulate their interests better and engage in decision-making in the family and community. Women belonging to such groups are more likely to undertake a leadership role and develop the skills, confidence and support base required for entering PRIs as elected representatives. Formation of SHGs would thus be encouraged and their capacity will be developed to play this role.

Efforts will be made to establish linkages between women functionaries at the local level such as EWRs, AWW, ASHA, teachers and women members of SHGs so that they can be empowered by working collectively with a shared sense of solidarity. Involvement of NYK and NSS volunteers in supporting EWRs for social change will be encouraged.

Panchayats play an important role in effective delivery of services. It would, therefore, be the endeavour to equip EWRs to play this role and work for gender sensitive good governance in their panchayats by ensuring gender specific interventions. Capacity of EWRs would also be developed to work towards

elimination of violence against women and girls including trafficking and universal education of girls.

Gender Resource Centres by providing information on legal, social and economic issues can enable women to perform their duties better. Setting up of such Centres will be taken forward.

2.4.5 Focus on Vulnerable Women

The Plan acknowledges that deep-rooted socio-cultural norms and practices make certain categories of women particularly vulnerable to discrimination and violence. Single women, widows and deserted women are often victims of ostracism, harassment and violation of rights by their families, relatives and society as a whole. With increasing life expectancy of women, the challenges faced by older women are expected to get compounded in the coming years. The vulnerability of women from scheduled caste and tribe communities increases by virtue of their being from socially and economically backward communities. Migration for work such as domestic work, construction work, etc. deprives them of the support of their community and family, thereby enhancing their vulnerability.

It is also important to reach out to women living with HIV and AIDS and who have been deserted by their family or women who have lost their husbands due to HIV and AIDS without any social /economic support.

In recognition of the diversity of women's situations and in acknowledgement of the needs of specially disadvantaged groups, measures and programmes will be undertaken, in the XII Plan, to provide them with special assistance. The existing pension for widows and older women would need to be reviewed to make them more relevant to current standards of living.

Specific attention would be given to the health problems of older women, affected by HIV/AIDs, diseases specific to occupations dominated by SCs, etc. Access to education, particularly for tribal girls, would be another focus area through improved residential schooling facilities.

Economic security for vulnerable women particularly single women and widows will be focused upon under the existing programmes of the Government such as MGNREGS, vocational training and livelihood programmes, etc.

Awareness generation programmes and provision of legal services especially for single women, those affected by HIV/AIDS on their rights and entitlements to property would be promoted.

To address the vulnerability of women migrant workers, the Plan also envisages a system of registration for migrant workers and argues the need to bring about a portability of entitlements for migrants particularly under PDS.

For tribal women, specific emphasis will be laid on improving their access and control over forests and forest produce. For this, the XII Plan would focus on improving implementation of the Scheduled Tribes and Other Traditional Forest Dwellers Act.

Collectives hold a special place in women's empowerment processes. The Plan would make a conscious effort and focused investment in the strengthening and mobilization of these women. The focus would be not only to improve their bargaining capacity as a group but to develop a more systematic interface with the government to demand their basic rights and entitlements.

2.4.6 Gender Responsive Budgeting

The XII Plan takes cognizance of the fact that policies and programs have a differential impact on women and men. As a result of this the unequal economic and social status of women may be perpetuated unless affirmative action is taken. This would necessitate strengthening of gender mainstreaming and pursuing Gender Responsive Budgeting at all levels of governance.

In the ultimate analysis, delivery of gender equality outcomes, to a large extent, would depend upon the adequacy of budgetary allocations. Gender Responsive Budgeting or Gender Budgeting as it is more commonly known, is a means of ensuring that public resources are allocated in an equitable way so that the most pressing needs of specific gender groups are satisfied. It translates stated gender commitments into budgetary commitments. GB has made reasonable progress in the XI Plan.

The GB initiatives will be strengthened in the XII Plan and its reach extended to all Ministries, Departments and State Governments. Steps will be taken to further institutionalize the GB processes. The focus would be to strengthen and empower the GBCs to enable them to undertake the envisaged role. Planning and budget approval systems will also need to be modified to make gender clearance and specific approvals of GBCs mandatory to ensure that PPS are engendered from the

design stage itself. Orientation and sensitization at the highest level will be pursued along with capacity building of GBCs. The effort will be to institutionalize the training programmes through National and State level Institutes of repute.

National level gender outcome assessments through spatial mapping of gender gaps and resource gaps will be initiated. Ministries/ Departments would be encouraged to undertake gender audits of major programmes, schemes and policies. A quantum leap in this direction can be achieved if gender perspective is incorporated within the Expenditure and Performance audits conducted by CAG. This will be taken up during the XII Plan. Since sex disaggregated data is a major constraint in gender analysis, processes for the collection of standardised gender disaggregated data at national, state and district level will be put in place.

2.4.7 Institutional Arrangements

Strengthening of National Women's Machineries is vital to achieving women's empowerment. This includes the MWCD as the nodal Ministry and its attached and autonomous organisations, National Commission for Women, Rashtriya Mahila Kosh and the National Mission for Empowerment of Women (NMEW). The important role of MWCD is to facilitate mainstreaming of gender concerns in policies, programmes and schemes of all Ministries and Departments, to implement special legislations and welfare programmes and Schemes for women as well as to undertake advocacy. To enable the Ministry to play this role effectively, its women's wing will sought to be strengthened in the XII Plan.

The mandate of the National Commission for Women is to protect and safeguard the rights of women. The activities of the Commission include receiving complaints, undertaking suo moto enquires in cases of deprivation of rights of women, conducting Parivarik Lok Adalats and legal awareness programmes and organising public hearings. The strengthening of the Commission, in terms of staff requirement, is underway and will be completed.

Interaction between the NCW and SCWs needs to be enhanced so that the monitoring of legal safeguards to women is harmonised across the country. NCWs linkage with the State Commission would be looked into in the XII Plan. For this the possibility of teleconference linkage and assistance for awareness generation by the National Commission to the State Commissions will be explored.

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 will be fully operationalised. Its role would be to provide a strong impetus for reform by catalyzing the existing system, ensuring better coordination and convergence of all development programmes impacting women in close collaboration with grassroots structures and enabling participatory approaches and processes. The Mission would work to achieve convergence at all levels of governance. It would have an overarching role in promotion of women's issues across economic, social, legal and political arena. This would, inter alia, include generating awareness; building strategies to question prevalent "patriarchal" beliefs; establishing a convergence mechanism at multiple levels; formation women's collectives and improving their capacity to access the benefits of government schemes, programmes, laws and policies; and developing empowerment indicators relating to the survival, visibility, freedom and equality of women.

The Rashtriya Mahila Kosh (RMK) as the credit extending arm of the MWCD will be strengthened. It will be restructured as a non-banking finance company of systemic importance with an enlarged corpus of Rs. 500 crores. This will enable it to reach out to a larger number of poor, assetless and marginalised women for income generating, production, skill development and housing activities.

To enable all institutions to identify and respond to gender issues, the XII Plan will push for establishing Gender Focal Points within various organisations like the Ministries/Departments of the Central Government and Urban and Rural Local Bodies.

The process of engendering institutions would require that National Women's Machineries are engaged in a gender analysis of not only programmes and projects but also of institutions like the Panchayati Raj institutions (PRIs,) judiciary, the enforcement machineries etc.

CHAPTER- III

POLICY AND LEGISLATIONS

3.1 Policy Development

The National Policy on Empowerment of Women was formulated as early as 2001. Since then there have been many initiatives undertaken in line with the policy. The challenge today is to carry the policy framework beyond an instrumentalist perspective. This would entail conducting a comprehensive review of action taken so far to examine what has worked and what has not. This analysis along with the changing macro-economic perspective of the country would provide for a broader, more holistic and comprehensive action plan for the policy.

Recommendation

- Development of Action Plan for the National Policy on Empowerment of Women.

3.2 Legal framework and mechanisms

Gender based violence and discrimination against women continue to be a pervasive feature of our society. Unequal economic, social, and political status and position of women is an outcome of patriarchy and the deeply entrenched socio-cultural stereotypes about women and is sometimes perpetuated by laws, regulations, and policy which do not sufficiently address the subordinate status of women. It is, therefore, necessary that laws that are gender unjust or gender blind be recognized and amended and, wherever necessary, new legislations be enacted.

Equally important is that the existing laws be implemented and enforced. There are reports of denial of registration of cases by the police, inadequate investigations, as well as lack of prosecution of these cases in court. Further, court procedures often lead to delays of several years before women get justice. This, coupled with the prevailing gender bias of the implementing agencies, acts as a barrier for women to access justice. These issues highlight the need for extensive reforms in the police and judicial systems to make them more responsive and sensitive. It is also essential to make the police and judicial system more accountable and to see that the existing laws get implemented fully in letter and spirit.

It has also been seen that even when rights have been given to women through specific legislations such as the right to residence under the Protection of Women from Domestic Violence Act (DVA) or inheritance rights in ancestral property, women have not been able to access these rights for a variety of reasons. Action has

to be taken to address these. First, widespread dissemination of these laws is necessary. Second, the required infrastructure has to be put in place for women to be able to access laws like the DVA. Third, loopholes in related laws need to be plugged. For instance, laws like the Hindu Succession Act will have limited success unless the Right to Will is restricted and relinquishment of property in favour of male siblings is also curtailed in some circumstances. An enabling environment is therefore necessary for women to be able to access these laws.

3.3 Legal Provisions

3.3.1 Laws relating to Rape and Sexual Assault:

The Indian Penal Code, does not address certain crimes that have been or are being increasingly committed against women and children. There are issues of concern regarding the limited definition of rape and women's groups have been suggesting a review of the provisions relating to rape and sexual assault in the Indian Penal Code. Similarly, concerns have been raised about the definition for sexual harassment (commonly known as eve-teasing) in Section 509 of the IPC and changes in language may be necessary. Stalking is another offence against women which is not recognized as a specific offence in the IPC. This needs to be looked into as the victim of stalking is repeatedly and over a period of time harassed in a variety of ways.

Other changes that are required are related to procedures. Some procedural amendments relating to police investigation, medical examination of the victim, video recording of the statement of a young person, and separation of the child victim and the accused in the Courtroom have been introduced in The Code of Criminal Procedure (Amendment) Act, 2008. Further procedural amendments need to be introduced. There are certain procedures like children being made to give statements repeatedly to the police, magistrate, Court, etc; tests like the two finger test for determining whether rape/sexual assault has taken place, which heighten the trauma for victims of sexual abuse. These have to be made more victim-sensitive and friendly.

Recommendations:

- The existing provisions of the IPC be reviewed with regard to the definition of 'rape'.
- The language used in Section 509 of the Indian Penal Code, ie the definition for sexual harassment (commonly known as eve-teasing) needs to be reviewed.
- Inclusion of stalking as an offence would need to be considered.

- The Code of Criminal Procedure Code will need to be reviewed to make the procedures more women and child friendly. The two finger test should be abolished.
- As children are often not able to describe the exact nature of sexual abuse, the law should allow expert witnesses like child psychologists, doctors to depose on their behalf about the abuse suffered by them.
- The law should provide for immediate medical attention and counseling for victims of sexual abuse, particularly children, to deal with the trauma suffered by them.

3.3.2 The Dowry Prohibition Act:

Twenty- eight years after the law relating to dowry was extensively amended, the incidence of dowry death continues to grow (NCRB data – Annex I). Though the practice of Dowry is propelled by multiple factors viz. market forces, the subordinate status of women, prevailing socio-cultural practices etc; amendments to the Dowry Prohibition Act may need to be considered to bring clarity in the law’s interpretation as well as to prevent non-application of the various provisions of the Act. The infrastructure for propagating the provisions of the Act and for enforcing and implementing them also needs immediate attention as very few Dowry Prohibition Officers have been appointed under the Act and even those appointed are burdened with other government duties.

Recommendations

- Review the Dowry Prohibition Act to clarify existing provisions relating to definition of dowry and penalties for parties involved. Introduction of a ceiling of marriage costs.
- Introduction of ceilings in terms of percentages of income on both gifts and marriage expenditure, needs to be considered. A limit should also be put on marriage expenditure in terms of food.
- Improve implementation of the DPA by appointing sufficient number of dedicated, full time Dowry Prohibition Officers to enforce the Act.
- Undertake training and capacity building of law enforcement agencies and the judiciary on issues concerning dowry related harassment of women and dowry deaths.
- Create awareness amongst young boys and girls and encourage them to say ‘No to Dowry’.

3.3.3 Sexual Harassment at the Workplace:

The Protection of Women against Sexual Harassment at Work Place Bill, 2010 has been introduced in the Lok Sabha. The Bill is an important step forward in helping women to secure their fundamental right as citizens to practice any

profession or to carry on any occupation, trade or business in an equitable, safe and secure environment. The proposed Bill will address the widespread problem of sexual harassment of women at workplace. When enacted, it will provide protection against sexual harassment to women at work place both in the public and private sector, whether organised or unorganised. It would improve women's participation in work resulting in their economic empowerment and inclusive growth.

Recommendation

- To provide a secure and enabling environment to women at the workplace, the legislation should be brought into force at the earliest.

3.3.4 Crimes and killings in the name of 'Honour':

A number of crimes, including murders, in the name of "honour" are being reported, particularly from different states in Northern and Western India. Honour crimes include a range of violent and abusive acts initiated by the family of the girl who has chosen to exercise her choice to get married or have a relationship outside her caste or community or religion. In all these cases the girl, the boy and his family are targeted. These crimes are also committed through caste or Khap or community based panchayats who issue diktats or fatwas and act like kangaroo courts outside the judicial system. These panchayats and the girl's family, either acting together or alone, harass and intimidate those who disobey them by extraditing the couple or the boy's family or anyone who supports them from the village; by declaring a couple brother and sister; by leveling illegal fines; by imposing social and/or economic boycott on the boy's family and several other acts. There are no provisions in the Indian Penal Code which deal with these acts of harassment in the name of "honour". It is important to assess if a separate comprehensive law on killing and crimes in the name of honour is required.

Recommendations

- Consider a comprehensive stand-alone law to deal with killings and crimes in the name of 'honour' which not only punishes all those who kill or harass a young couple to stop them from getting married or exercise their right to choose their partner but also provides the couple protection from being charged with false cases of kidnapping and abduction.
- Safe homes should be provided where the couple can seek refuge.
- Publically glorifying any harassment and killing in the name of 'Honour' or 'Izzat' should be prohibited.

3.3.5 Family Laws

Apart from some reforms in the 1950s in Hindu law and some struggles around the issue of maintenance rights for Muslim women, family law reform has been totally neglected. The law needs to recognize a woman as an equal partner with their husband and her contribution to the household or the productive nature of work that women do. There is thus an urgent need to consider the enactment of a standalone comprehensive legislation, which will ensure that all assets that have been acquired by the family are divided in an equitable manner. Also laws related to maintenance and guardianship need to be reviewed to ensure that separated women and children get an adequate amount of maintenance and custody rights.

Recommendations

- Consider enacting a comprehensive “Right to Marital Property Act” applicable to all communities. This should treat all the movable and immovable assets that a married couple or a couple living together have acquired, as joint property, which can be divided at the time of separation/desertion regardless of who has bought the property.
- Review Maintenance laws with a view to:
 - placing the onus on the husband to prove his income.
 - removing all discriminatory provisions that connect the giving of maintenance with the conduct of the wife.
 - stating that the quantum of maintenance awarded should enable the wife and children to live at the same standard of living that they have been used to.
 - making the State responsible for recovery of the maintenance amount.
- A fund should be created to pay the maintenance awarded by the court, particularly to poor litigants.
- Review all laws to make mothers equal guardians of their children and to recognize that since normally it is the mother who primarily looks after the children she should be listed as the first guardian.
- Review all regulations and rules to ensure that the mother’s signature as a guardian of her children is accepted in all offices, institutions etc.

3.3.6 Trafficking in Women and Children

Poverty and lack of employment opportunities in rural areas are amongst the major drivers of human trafficking for sexual exploitation. Although legal provisions exist, there is very little public awareness of the organized nature of the crime of trafficking and people continue to be duped into sending their daughters/sisters ostensibly for education, work and marriage. Implementation of the ITPA remains a

challenge. Additionally, there are communities who customarily send their women into prostitution.

Given the clandestine nature of the activity there is no reliable estimate of the numbers trafficked into prostitution. Since the forms, patterns and trends of trafficking differ across States, they would need to play a more pro-active role by undertaking relevant studies including vulnerability mapping.

Recommendations

- Review of ITPA should be undertaken with reference to the definition of trafficking, age of child, etc.
- Victim protection is another area, which has to be dealt with carefully, keeping in mind the trauma the child had been through while being trafficked and kept in captivation for various purposes.
- Provisions for claim and compensation enforceable against the trafficker/employer on the lines of tort law may also be provided along with the provisions of legal aid and legal representation. Further, the aspect of whistleblower and witness protection needs to be taken care of.
- Rescue and effective rehabilitation must be provided for in a gender sensitive way. The victim should be consulted as to what she desires. State must allocate funds for more and better schemes for rehabilitating victims.
- Designated courts like those dealing with violence against women must be provided for in matters of trafficking and the judicial machinery of such courts must be sensitized to handle these matters and the judicial process must be fast tracked.
- Nationwide enforcement of labour law, policies and standards is required to reduce the vulnerability of persons who are trafficked for labour.
- States should undertake study on trafficking to assess its extent and formulate effective strategies to combat trafficking.
- Advancements in ICT should be utilised for developing a portal for ensuring adequate data flow. This would require involvement of the concerned ministries/departments in the Government of India and States. The portal should have sites on missing persons, intelligence and alert notice on suspected traffickers, and fact sheets of research, surveys, conferences and workshops being held by various agencies. The portal should have data on resource persons, anti-trafficking networks, contact details of Ujjwala Homes and NGOs, who could be consulted and contacted by any person requiring their help.
- A mapping of areas vulnerable to trafficking would need to be undertaken.

- Involvement of Panchayats in educating their gram sabhas about trafficking and in registering movement from and into their area would be encouraged.
- Implementation of MGNREGA in those blocks/districts would need to be monitored strictly. Further, partnerships with the CSR initiatives of corporate could be undertaken to promote income generation activities in such areas.
- Research has shown that a large number of the victims as well as clients are teenagers or adolescents, especially school and college students. There is a need to address the issue of sexuality within this group and sensitise them about the human rights of women and children. As a prevention strategy, awareness on trafficking should be made a part of school curriculum as well as out of school interaction programmes like SABLA of MWCD and ASRH of MoHFW.

3.3.7 The PCPNDT ACT

According to the provisional figures of Census 2011 the child sex ratio for girls (0-6 years) has decreased from 927 in 2001 to 914 in 2011. The sex ratio for girls aged 7 years and above which was 934 in 2001 has marginally increased to 944 in 2011. A multipronged approach is obviously required to implement the law, to amend it wherever necessary, create awareness about the Act and its purposes and to gender sensitize the persons in charge of implementing the Act.

Recommendations

- Strengthen the provisions of the Act and make the sex selection practices, a high-risk business, instead of a low risk business. Penalties for offences should be made more stringent.
- NCW and SWCs must be represented at the appropriate levels in the advisory and the monitoring committees and the Appropriate Authorities and advisory committee may also be given the power for periodic inspection of centers and clinics.
- The mandatory regular submission of Form F by all clinics to the AAs must be ensured so that sex selective practices conducted after 12 weeks of pregnancy can be detected. A team for auditing these documents regularly to help the AAs may be formed. It should be mandatory for all registered centres to maintain all records, charts, forms, reports and consent letters for a period of two years or until permitted by the concerned AA. If records are not properly maintained this may lead to suspension of registration.
- Use of decoy customers and sting operations should be made an integral part of the strategy to catch the doctors/clinics indulging in the illegal practice of sex-determination and sex-selection of the foetus.

- There is a need to regulate indiscriminate supply/sale of ultrasound machines and suitable provisions for this need to be made in the Act.
- Crackdown on advertisements promoting sex-detection and sex-selection should also be provided for.
- There is also a need to ensure that regular monitoring of the ultrasound centres/ medical centres, etc. is carried out and that the State and Central authorities meet regularly. Composition of the Appropriate Authority under the Act should be examined to see that there is no conflict of interest.

3.3.8 Maternity Benefit Act

During the 11th Plan period Government has taken steps to ensure safe and secure motherhood through various schemes. There is the Janini Suraksha Yojana to encourage institutional delivery and the Indira Gandhi Matritva Sahyog Yojana for conditional cash transfers to mothers during their pregnancy. The Maternity Benefits Act also extends support to working women. A review of some clauses of the Act is now needed to prevent employers from terminating the services of pregnant employees to avoid granting maternity benefits.

Recommendations

- Review the Maternity Benefit Act 1961 with a view to increasing the number of days of leave that a woman worker can take and to give her the choice of utilising the period of paid absence as per her convenience.
- To prevent employers from terminating women during pregnancy to avoid providing maternity benefits, an amendment to the Act should be considered that 'no woman should be discharged from service during the period of pregnancy on any pretext'.
- Strengthen and undertake gender sensitization of existing Committees for labour law implementation.
- The Committees should be made functional and special cells should be formed within existing committees to monitor implementation of legislation for women workers.

3.3.9 Equal Remuneration Act, 1976 (ERA)

It has been seen that discrimination against women workers in payment of wages, etc. exists in spite of the provisions of the Equal Remuneration Act, 1976 (ERA). It is therefore necessary to strengthen the provisions of the Act and implement and monitor the functioning of the Act.

Recommendations:

- It may be considered that Trade unions be entitled to file complaints regarding non-implementation of the ERA.
- A mechanism should be created by which trade unions are involved in the enforcement of the ERA so that it can reach the large number of women and workers in the informal sector.
- Existing government committees and Advisory Boards for implementation of the ERA should meet regularly and should be made functional.
- Within the existing government machinery for implementation of the ERA, special cells should be formed to monitor discrimination against women workers in wages, categorization and promotion.

3.4 Improving Implementation of Existing Laws and Infrastructure for access to Justice

While improving enforcement of laws is essential, their effective implementation is also constrained by the lack of infrastructure put in place by the State Governments. Absence of dedicated personnel as provided under the laws has limited women from accessing the law as well as support services like shelter homes, medical facilities, counselling, etc. Prohibitive costs of using the system; lack of affordable legal representation and long delays in courts further hamper women's access to justice.

3.4.1 Access to Justice**Recommendations**

- Appointment of independent Protection Officers for implementation of Protection of Women from Domestic Violence Act (PWDVA) and other Acts under WCD should be mandatory.
- A Centrally Sponsored Scheme should be put up in place during the XII Plan in which State Governments may be encouraged to set up the infrastructure for independent Protection Officers and Dowry Prohibition Officers with supporting staff at district level as well as Assistant Protection Officers (competent to register DIRs) and Counsellors at block level for which assistance may be provided by the Central Government on a sharing basis with the State Governments.
- Provision of funds may be made for Service Providers.
- Fast Track and Exclusive Courts should be set up for speedy trial of cases pertaining to crimes against women such as rape, dowry death, etc.
- The National Legal Services Authority (Legal Aid Clinics) Scheme 2010, which envisages setting up of Legal Clinics in every village with para-legal workers and lawyers should be implemented so that legal help and help with dealing with rules and regulations can be made available at the village level in the Panchayat office or any other appropriate place. These clinics should be strictly monitored

by the District Legal Aid Authority supplemented by third party evaluations, to ensure that the clinics are functioning and providing a certain quality of legal help. It should be mandatory for all lawyers with an experience of 3 years or more to take cases under this Act.

- One of the major obstacles in dealing with crimes against women is the difficulty in filing a First Information Report with the police. An improved system is required for easy filing of FIRs including roll-out of Crime and Criminal Networking and Tracking System (CCNTS).
- Effective implementation of Anti-Human Trafficking Units (AHTUs) and maintaining their special focus.
- There is an urgent need for Witness Protection Programme at least for child victims/witnesses and victims/witnesses of rape and trafficking.
- It has been pointed out that the number of women working with the police and judiciary remains dismally low. States should be encouraged to reserve a certain proportion of the local constabulary for women.
- Ensure that socio-legal offences involving security forces invite swift and stringent punishment.

3.4.2 Shelter and Short Stay Homes:

As recommended in the Mid-term Appraisal of the XI Plan, the Short Stay Homes (SSH) and Swadhar Schemes of the MWCD have been merged, financial norms have been revised and the involvement of States has been increased.

Recommendations

- There is a need to ensure that a Swadhar Griha is set up in each district so that women victims of violence and deserted/separated and destitute women have a place to go to in time of need even for a short while.
- The existing Swadhar Homes and SSHs also need to be better maintained, their quality of services and support services like medical personnel, counselors need to be standardised and should be linked to vocational training programmes under NSDP. The homes need to be better maintained and an appropriate mechanism for monitoring them should be set up under the State Government or the State Women's Commissions.

3.4.3 One Stop Crisis Centre and Helpline

Victims of violence require simultaneous support on numerous fronts. They need medical attention, counselling, an immediate place to stay to be away from the perpetrator of violence, help in filing a police case and legal help in pursuing their matters. A hospital is often the first point of contact for a woman victim of violence as also the most accessible for the woman without raising too many questions. Some countries like Bangladesh are successfully operating hospital based models of a one

stop crisis centre. Such a model connected to a helpline should be explored in the XII Plan.

Recommendation:

- Setting up of One Stop Crisis Centres, on pilot basis, for providing shelter, police desk, legal, medical and counselling services to victims of violence under one roof should be considered. The centre should be connected to a 24 hour Helpline.
- A Helpline for women preferably, an all-India one, with an effective back office social-legal support system should be established in the XII Plan. This would cover victims of domestic violence, rape and other atrocities against women. It may be explored if such a helpline can be placed within the NCW.

3.4.4 Corporate Social Responsibility

Corporate Social Responsibility for support services should be encouraged. The Corporate sector needs to emerge as an exponent of gender equality and incorporate the commitment of fighting gender discrimination as an integral part of the corporate social responsibility. Corporate Sector should be encouraged to take up projects for providing assistance to women in situations of domestic violence and for rehabilitation of victims of trafficking.

3.4.5 Awareness and Capacity Building

Recommendations:

- There is an urgent need to spread awareness about women specific provisions in general laws and about specific legislations dealing with women. A widespread Legal literacy campaign for the general population, for professionals, for those involved in maintaining law and order is necessary through the provisions of the NALSA Legal Aid Clinics Scheme and through other means like the electronic and other media.
- Mainstreaming of gender sensitization in the basic curriculum of the police, judiciary, civil services etc. should be done to include all issues relating to the discrimination, subjugation and exclusion of women.
- Regular sensitization of key actors like the police, judiciary and executive through training programmes and workshops should be undertaken.
- Ensure that school and college curriculums are not gender biased and are gender sensitive.
- Programs for skill development for victims of violence and trafficking are needed. These should be linked to the Vocational Training Providers under the National Skill Development Mission.
- Open universities like IGNOU could introduce distance learning programmes for legislations related to domestic violence, child marriage, etc. These courses

would cover both the legal and social aspects with a view to creating a cadre of professionals to work on the issue.

CHAPTER -IV

ENGENDERING GOVERNMENT PROGRAMMES

The Government of India is implementing a number of programmes, for improving access to employment, education, health, infrastructure development, urban development, etc. Some of these are flagship programmes like Mahatma Gandhi National Rural Employment Guarantee Scheme, Integrated Child Development Scheme, Sarva Siksha Abhiyan and National Rural Health Mission. Further, in recognition of the role played by infrastructure in poverty removal, the Government also launched a time-bound plan under Bharat Nirman in 2005. In order to ensure that women are equal beneficiaries in all programmes, their needs and concerns are incorporated. Many of these, especially the infrastructure delivery programmes, although seemingly gender neutral, often have a differential impact on women in view of their different life experiences, requirements, socio-cultural drivers and priorities. These constraints also need to be identified and addressed.

4.1 Mahatma Gandhi National Rural Employment Guarantee Scheme (MNREGS):

MNREGS heralded a new beginning in addressing the unemployment crisis. This nationwide employment programme guarantees 100 days of unskilled work for every household in the rural area in every year. While providing employment, it seeks to ensure that at least one-third of the beneficiaries are women. The Act is sensitive to working conditions of women workers as it advocates providing accessible worksite (within 5 kms of workers' residence), crèches for women with children below six and, above all, gender parity of wages. Being a nation wide programme it can be further engendered to pay large dividends towards empowerment of women.

Recommendations

- Allocate one day per month as sensitisation day. Wages should be paid as on normal work days to all who are present but the day should be devoted to sessions on raising awareness about the various components and rights under MNREGS and on the socially relevant legislations like Domestic Violence Act, PCDNT Act, Dowry Prohibition Act etc
- An analysis of the work provided should be undertaken to assess whether it suits the capacities of women who participate in MNREGS. The list of permissible work should then be expanded to allow for greater diversity of activities including using the MNREGS wages component to provide human resources to run crèches under MNREGS, providing opportunities to set up vermiculture composting units that regenerate the land etc. Other works such as e.g. common

facility centres, SHG meeting and child care centres which women can then maintain should also be considered.

- Including Women's Groups as implementing agencies of NREGS works.
- The wages under NREGS should not be calculated on a piece-rate basis. The work that women do which is lift and head work fetches them very little money whereas digging work fetches the men more. The schedule of rates should, therefore, be improved as has been done in some states like Andhra Pradesh, Tamil Nadu, Rajasthan, etc.
- Women should be made instrumental in selection of work which at present is normally heavy work unsuitable for a woman worker.
- It has been suggested that 33% women should be a part of the meetings of the Gram Sabha.
- Payment should be made directly to the women and part payment should be made in kind.
- The focus on providing work to single women should be increased by defining a household as a nuclear family.

4.2 Bharat Nirman Programme

The Bharat Nirman Programme is aimed at creating rural infrastructure by setting time-bound goals under various schemes which form a part of the Programme. The programme has 6 key sectors: irrigation, roads, electricity, housing, drinking water and telephone connectivity.

Better access to rural infrastructure and services improves the living conditions of women, improving their health and productivity. Also, by reducing the drudgery and time spent on activities such as water collection gives more time to pursue income generating activities. Involvement in all rural infrastructure projects empowers women specially if the project activities are linked to income generating activities. There is a large potential to engender rural infrastructure projects with immense expected benefits for women and girl children.

Recommendations

- A gender analysis of all projects of Bharat Nirman should be undertaken at the design stage. This would include an activity profile of what the women do and an access and control profile of women which can be used to understand and build gender considerations into the project.
- Consult women at the time of designing the project- its location, objective etc; involve them in the social audit of these programmes. Empower them to ask questions, express preferences.

- For all Bharat Nirman projects consider communication strategies directed specifically to women.
- Assess employment of women in the construction of these projects and undertake skill and capacity building to increase their employability.
- Train women in the maintenance and repair of equipment. And schedule the training at times that suit and fit women's other responsibilities of domestic care.
- Ensure equal remuneration to men and women.
- Engage NGOs to mobilize women and spread awareness about the projects.
- Include gender sensitization training for the staff of the executing agency.
- Undertake a gender impact assessment of these programme to highlight how they are improving the lives of rural women and based on this analysis establish new norms for improved participation of women at decision making levels of programme management.
- In irrigation projects, any new land arrangements (compensatory land given to displaced persons) must be in the joint names of the man and the woman or exclusively in the name of the woman where she is the main economic provider so that the project helps to increase women's equity in property.
- See that the irrigation project also caters to the non-agricultural water requirements of women and involve them in water management (if necessary by setting targets for their inclusion).
- Assess if the irrigation project will result in a change in cropping pattern and how that will affect women.
- For drinking water projects ensure that women participate in site selection and are included in training in operation and maintenance work.
- A special component for creating spaces for women to meet and undertake income generation activities at a cluster level should be included as a part of the Bharat Nirman Programme.

4.3 Total Sanitation Campaign (TSC):

TSC is a comprehensive programme to ensure sanitation facilities in rural areas with the broader goal to eradicate the practice of open defecation. The key intervention areas are Individual Household Latrines (IHL), School Sanitation and Hygiene Education (SSHE), Community Sanitary Complex, Anganwadi toilets supported by Rural Sanitary Marts (RSMs) and Production Centers (PCs).

In the XI Plan, there was a target to construct 72.9 million individual household latrines. Out of these, only 27.9 million were constructed with an expenditure of Rs. 2791 crore by September 2009. It was also targeted that separate toilet blocks would be constructed for girls in all schools. This coverage increased from 30% in April 2007 to 76% in September 2009. However, it was also found that even in villages

where households have been covered under the TSC, people were still defecating in the open. This has been attributed to poor construction, lack of attitudinal change and lack of water facility. It has been realised that infrastructure facility for toilet and water has to go hand in hand; otherwise failure is in-built in any effort with regard to sanitation. For the sanitation program to be sustainable, it must focus on needs of women. It must include special provision for the aged, the differently-abled and pregnant women; 100 per cent school sanitation (separate toilets for girls and boys); ensure that there is no additional burden on women for fetching water for toilets and issues of menstrual hygiene must be addressed.

Recommendations

- Conduct a gender impact assessment of total sanitation to assess whether it has reduced women's workload, provided security, improved the hygiene and reproductive health of women, decreased school dropout rates for girls etc. this assessment should engage local women's group along with other peoples organisations who are gender sensitive.
- Actively involve women in determining the location of sanitation facilities.
- Set a target to provide toilets with water in all schools, anganwadi centres supported by IEC for sustained use and monitor utilisation addressing difficulties in their use (eg need for lighting, inappropriate location, etc).

4.4 Sarva Shiksha Abhiyan (SSA):

The Education for All Campaign (Sarva Shiksha Abhiyaan) with special focus on girls' education, aiming to target the 'hardest to reach' girls through residential schools, mid-day meals and other incentives is set to eliminate gender disparity in primary and secondary education. This programme is being implemented in partnership with the State Governments to cover the entire country and address the needs of 192 million children in 1.1 million habitations (Ministry of Human Resources Development, www.ssa.nic.in). The interventions include gender sensitive pedagogy, separate toilets for girls, bridge course for older girls, recruitment of 50% women teachers and an innovation fund per district for need based interventions for ensuring girls' attendance and retention.

SSA has ensured almost universal access to primary education. The National Programme for Education of Girls for Elementary Level (NPEGEL), launched in 2003, is an integral but distinct component of SSA. It provides additional provisions for enhancing the education of underprivileged/disadvantaged girls at elementary level. Kasturba Gandhi Balika Vidyalaya (KGBV) scheme was launched in 2004 for setting up residential schools at upper primary level for girls belonging predominantly to the SC, ST, OBC and minority communities.

The coming into force of the Right of Children to Free and Compulsory Education Act from 1st April, 2010, with budgetary commitment of Rs. 231, 000 crore over a period of five years, will improve access to education for the girl child.

Recommendations:

- Increasing number of women teachers, especially in rural schools by providing enabling work conditions for women
- Upgrade education infrastructure by the provision of hostel facilities and scholarships for girls as well as by including non traditional vocational training as part of the overall education curriculum.
- Provide space within the education programme for increasing awareness about women's rights, knowledge about key legal instruments and laws and information on how to negotiate the justice chain.
- Undertake an assessment on how safe are schools for young girls and provide the necessary security arrangements to restore confidence of households and girls in schools to strengthen efforts at not just enrolment but also retention in schools.
- Train schoolteachers on issues relating to gender equality through experiential methods that change their attitudes and perceptions. This will reduce discriminatory behaviour like entrusting the task of cleaning the classroom and school premises to girls alone.
- As part of the school curriculum facilitate interaction with local women officers and leaders to serve as inspiration and role models.
- Upgrade KGBKs to secondary school level.

4.5 Saakshar Bharat

The National Literacy Mission was recast with its new variant, Saakshar Bharat launched in 2009. It aims to accelerate adult education, especially for women in the age group of 15 years and above. It targets to raise literacy rate to 80% by 2012 and reduce the gap to half by the same period. The Mission envisages setting up of well-equipped multi-functional Lok Shiksha Kendras at the Gram Panchayat level to provide institutional, managerial and resource support to literacy and lifelong education at grass root level. At least one Lok Shiksha Kendra is to be established in each Gram Panchayat in the districts covered under the Programme. The Mission primarily focusses on women, SCs, STs, minorities, other disadvantaged groups and adolescents in rural areas in low literacy States.

Recommendations:

- The Mission should integrate with all programmes promoting SHGs to ensure the literacy of women members.

- Women must be consulted in the location of the Lok Shiksha Kendra and the timing of the classes should be such that it permits women to fulfil their other domestic responsibilities.

4.6 Mid Day Meal Scheme (MDMS)

MDMS is the biggest programme of its kind that provides cooked mid-day meals to school children. During 2009-10, 11.04 crore children were covered under MDM Scheme.

Recommendations:

- Undertake a gender impact assessment focusing on the working conditions of cooks who are mostly women and also on the management challenges faced by women's groups in implementing the programme.

4.7 Integrated Child Development Scheme (ICDS):

The ICDS, which currently covers 8.63 crore children and pregnant and lactating women, is the world's largest programme for early childhood development and care. It is significant to note that the number of beneficiaries for supplementary nutrition has increased from 705.43 Lakhs in 2006-07 to 884.34 Lakhs in 2009-2010 (upto 31.03.2010). Similarly, the number of children in the 3-6 year age group attending AWCs for pre-school education has increased from 300.81 lakhs in 2006-07 to 354.94 lakhs in 2009-2010 (upto 31.03.2010).

Recommendations:

- Train Anganwadi and ASHA workers in the field on issues relating to nutrition, counseling, child rights and gender discrimination.
- Engage women SHGs and cooperatives for the preparation of meals.

4.8 Jawaharlal Nehru National Urban Renewal Mission (JNNURM):

JNNURM was launched to upgrade the quality of life in Indian cities, and to promote inclusive growth. It addresses the need for sustainable development of physical infrastructure in cities, including establishment of linkages between asset-creation and asset management through a reforms. JNNURM provides for allocation of substantial central financial assistance to cities for infrastructure, housing development and capacity development.

Recommendations:

- Undertaking a gender impact assessment of JNNURM especially on issues related to the safety and security of women living in urban areas. This should be done with the active engagement of women's organisations, networks of single women and women SHGs. Based on this assessment evolve new provisions for

creating infrastructure, for example, market spaces for women hawkers to increase their income, special provisions for housing for women who are most vulnerable like female headed households and single women.

- JNNURM should have a special component on safe city planning and adequate resources should be allocated for undertaking safety audit and infrastructure creation for the same.
- Include women water users groups, women councilors in adding women friendly procedures, a committee/mohalla committee with women members.
- When designing timings and routes for transport keep in mind the special needs of women.
- Undertake gender sensitization training of implementing agency personnel.
- Address communication strategies at women.
- Undertake skill and capacity building amongst women to increase their employability in JNNURM projects.

4.9 Rajiv Awas Yojana (RAY):

RAY is a program focussed on the urban poor. It envisages housing security and property rights for the urban poor. The challenge before the implementers of RAY is to first acknowledge the reality of what the urban poor and informal inhabitants have done in their areas of livelihoods and habitat and examine ways to make this more robust and universal in the support of the process. There is a huge opportunity to develop a comprehensive urban poverty alleviation strategy through RAY if this program is seen as providing the urban poor security of tenure and basic amenities in all cities.

Recommendations:

- There is a potential of engendering all activities under RAY by empowering women to participate in all the decision making processes and thus help in creating much better living conditions for them.
- As a part of promoting economic opportunities for women in slum areas, particularly if the settlements are away from the city, space and building needs to be allotted for creation of workshed for women in RAY settlements. This initiative can also be part funded under JNNURM.

4.10 National Rural Health Mission (NRHM):

The NRHM has been focussing on providing accessible, affordable, accountable, effective and reliable primary health care facilities to all. One of its other major challenges has been to work towards reducing MMR to acceptable levels. The recent reductions achieved in MMR (from 254 in 2004-06 to 212 in 2007-09; SRS data) has to a large extent, been the result of the Reproductive and Child

Health (RCH) Programme implemented under the NRHM. In the XI Plan, the Ministry of Health and Family Welfare, under the Janani Suraksha Yojana (JSY), had integrated cash assistance with delivery and post delivery care to the pregnant women as well as the ASHAs (link workers). The Government of India has complemented this with a pilot Conditional Maternity Benefit Scheme called Indira Gandhi Matritva Sahayog Yojna (IGMSY), under the Ministry of Women and Child Development to compensate for wage loss and meet nutrition needs of pregnant and lactating women. Another pilot scheme of the Ministry of Women and Child Development, Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA), which addresses the nutrition and health care needs of adolescent girls, aims to break the inter-generational cycle of under nutrition and prepare adolescent girls to become empowered women.

Recommendations:

- Gender Audit of the NRHM needs to be taken up in line with the process followed for social audit under MGNREGA.
- An impact assessment of 'Janini Surakshya Yojana' 'Jansankhya Sthirata Kosh' and equity implications of health insurance and user fees and other activities under the NRHM may be undertaken, with a focus on assessing changes in gender stereotypes relating to son preference.
- In view of the consistently higher female IMR figures, along with the increasingly disturbing dynamics of the child sex ratio, there is need for a separate target for lowering female IMR.
- Dovetailing of NRHM with IGMSY and National Food Security Bill (NFSB) needs to be undertaken for an effective convergence of programmes relating to pregnant and lactating mothers. Convergence with State Schemes also needs to be ensured.
- State level schemes/initiatives for reducing MMR like the Chiranjeevi Scheme of Gujarat should be considered for replication.

4.11 Programmes for Agriculture Development

Women play a pivotal role in agriculture not only as agricultural labourers, co-farmers and family labourers but as managers of the farm and farm entrepreneurs. Women constitute a large number of the agricultural workforce. NSSO data for 2009-10 shows that only 62.8% of all rural male workers are in agriculture, but 79.4% of all rural female workers are in agriculture. An estimated 20% of rural households are de facto female headed due to widowhood, desertion, or male out-migration.¹³This

¹³ Women Workers in Agriculture: Expanding Responsibilities and Shrinking Opportunities, June 2010

increasing feminization of agricultural work and labour must be taken into account in any discussion on agriculture.

In the XI Plan, the Ministry of Agriculture took various measures under the National Policy of Farmers, 2007, for empowering women in farming & allied areas to improve their access to land, credit and other services, such as joint *pattas* for both homestead and agricultural land, *Kisan* Credit Cards, etc. The Mahila Kisan Shasthikaran Yojana under the NRLM was launched recently. As a part of its Gender Budgeting initiatives, the Ministry of Agriculture is allocating at least 30% of the fund flow to women.

However, challenges remains on the ground. Women are increasingly becoming the prime agriculturists with little rights, authority, access to or control over resources required for enhancing production and household income. It is thus essential to look at the gender dimensions within agriculture.

Recommendations:

Women and ownership of land

- Land survey should be done periodically and inheritance records updated.
- Computerization of land records and revenue maps should be taken up on priority, particularly in tribal sub-plan areas. It should be ensured that the records of ownership of land are maintained by sex to ensure availability of sex disaggregated data.
- It is important to identify cases where widows and single women have informal ownership over land and get it recorded. In order to ensure that women who have entitlement get land registered in their names, separate inheritance camps for women can be conducted by the State Governments in a campaign mode.
- To promote awareness regarding women's land rights, mass media campaigns particularly with reference to amendment in Hindu Succession Act needs to be undertaken.
- Women SHGs should be encouraged to develop available common lands, given to them on a long term lease, through watershed development approach.
- It has been seen that even after women have access to land, they face problems in having access to improved agriculture practices. There needs to be a special package scheme designed under Mahila Kisan Sashaktikaran Pariyojana (MKSP) to meet the needs of women farmers with titles.

Women's access to credit

- Ministry of Finance, NABARD and RBI should analyze the problem of credit delivery at State Level and issue appropriate guidelines to remove

the bottlenecks faced by women farmers. MoF should give specific target for issue of Kisan Credit Cards (KCC) to women farmers.

- More productive loans should be provided to women's SHGs and federations recognizing the importance of collective collateral. The KCC scheme can also be extended to cover women SHGs.
- The Ministry of Agriculture should facilitate the setting up of Credit counselling centres need to be set up in each block to counsel to assess the credit needs of women farmers and to advise them.

Extension Services and Up-gradation of farming skills of women

- Extension policy needs to explicitly target women in agriculture. Promote a group approach to extension services for women farmers.
- Women farmers' should be represented as major stakeholders in all decision-making bodies of public and private extension services.
- All programmes in the field should be planned and implemented through farmers' groups which have atleast 33% women in both general body and executive committees.
- Agricultural policy and programmes should adopt an Integrated Farming Systems Approach with special focus to reach out to small and marginal women farmer.
- All programmes providing facilities such as distribution of agricultural inputs, subsidies on inputs, training and extension, should have 50% reservation for women beneficiaries, irrespective of whether they own land or not. All productive assets provided under these schemes should be given in the name of woman.
- Steps need to be taken to involve women in on-farm participatory research for agricultural technology and development of women friendly implements/ tools. The gender friendly tools should be popularized through training and demonstrations in KVKs, Agri-clinics, gram sabhas, etc.
- Develop a database of women friendly technologies/equipments available for all stages in the agriculture value chain for bulk purchase with list of manufacturers.
- Institutional and funding support for the formation of women producers associations and existing women's federations/cooperatives to process, store, transport and market farm produce, milk, fish, crops etc. should be provided.

4.12 Strengthening SHG Movement- NRLM

Women's collectives hold a special place in women's empowerment processes. They represent the socio-political frontier of inclusive, grassroots democracy. The number of SHGs has grown over the last many years and more than 60% of these are known to be women's SHGs, especially under the SGSY scheme,

which is now a part of the National Rural Livelihood Mission (NRLM). The objective of the Mission is to reduce poverty by enabling the poor households to access gainful self-employment and skilled wage employment opportunities through building strong and sustainable grassroots institutions of the poor. In the long run, it will ensure broad based inclusive growth and reduce disparities by spreading out the benefits from the islands of growth across the regions, sectors and communities.

Recommendations

- The NRLM needs to promote more clusters and federations of women SHGs to enable the women to operate on a larger scale and avail benefits of aggregation.
- Further, while the micro finance movement has made great inroads into the financial sector there is a need to move beyond as women now need larger amounts of credit for entrepreneurship activities, exposure to training on running a business including pricing and budgeting and also access to pension and insurance products.
- SHGs should also be classified under priority sector and should be given loan at concessional rates. Under NRLM Government is extending an interest subsidy so that the SHG beneficiaries pay only 7% interest on their loans. This needs to be extended to SHGs under other schemes also and enforced in the XII Plan.
- Review the language and terminologies used for women and women's work. For instance, when some women are called 'home-based workers' they are categorized as wage earners in the informal sector. However, if they are thought of and addressed as 'producers' or 'entrepreneurs', the whole perspective would change. Instead of demanding better wages for such women the focus would shift to their rights and entitlements as producers which includes low interest credit, better skill training and market access.
- Need to provide women with information of marketing and business skills. Women must have all the necessary skills - from production to marketing - and must be aware of their costing and pricing. In order to enable them to develop their enterprises, the focus of SHG trainings should shift to "market strategy" instead of "market linkages" as the latter just replaces traditional middlemen with another set of "benevolent" traders and dependency remains.

4.13 Engendering Skill Development Initiatives

During the XI Plan, under the National Policy on Skill Development, the Government launched a National Skill Development Mission to empower all individuals through improved skills, knowledge, nationally and internationally recognized qualifications to gain access to decent employment and ensure India's competitiveness in the global market. National Policy on Skill Development has set a target for providing skills to 500 million persons by the year 2022. There is also a

target to ensure 33% coverage of women. Of the 1100 modular skills, 231 skills for women have been identified. The target is proposed to be achieved through dovetailing of all the skill development initiatives of the Government.

Recommendations:

- The focus of skill development should be on improving employability.
- Skill development initiatives should move from traditional skills to emerging skills, which help women break the gender stereotypes and also help them move into higher skilled tasks. Training of women as auto drivers, taxi drivers, women masons, etc should be incorporated in the skill development programmes. Capacity building in marketing and administration for self and collective managed enterprises should also included.
- Skill development should be seen as a vehicle to improve lives not just livelihoods and so the curriculum should include inputs that help women to assert individually and collectively, run them through experiential exercises that enable them to recognise the oppression in their lives and help them to challenge the existing gender ideologies.
- Skill development programmes should aim at strengthening village development institutions that can track how women have used their training to secure employment.
- Gender disaggregated data should be maintained by the National Skills Development Corporation on the number of women that receive training to assess whether the minimum reservation for 33% of seats for women is being utilised, women are getting employment and spaces in the market economy after they are trained etc.

4.14 Engendering Media and ICT Initiatives

The advancement of Information and Communication Technologies (ICTs) has brought new opportunities for both knowledge sharing and knowledge gathering for both women and men. ICT can provide unlimited opportunities for economic development and social engagement through new innovative thinking and tools. With the growth of media and ICT, it is important that women are brought into the mainstream agenda for ensuring that the benefits of technology also flow to them. The Government is already taking various steps to promote ICT through the- IT for Masses scheme which has women as a specific target group; Sanchar Shakti Scheme of Universal Service Obligation Fund, etc. However, further initiatives need to be undertaken in this direction.

A thoughtful policy, strategy, and execution plan to ensure women's full engagement in the knowledge society is essential. By asking the question, how will

women be impacted and engaged by ICT, unresolved challenges of reaching out to women in areas including governance, agriculture, education, business development and entrepreneurship can be addressed.

Recommendations:

- Create a web-portal for women to enable them to access all information of legal and social support services for cases of violence against women. The possibility of creating such a portal through the NCW shall be explored.
- Create a web portal to enable the tracking of cases of trafficking, linking rehabilitation facilities, repatriation, providing information regarding service providers etc.
- The existing community radio policy may be reviewed, if necessary, to enable women's federations to undertake community radio initiatives.
- Provide support to women's federations for undertaking community radio programmes.
- Consider a weekly radio programme or TV serial on lines of Krishi Vani for creating awareness on laws and entitlements of women.

4.15 Rajiv Gandhi Grameen Vidyutikaran Yojana

The Rajiv Gandhi Grameen Vidyutikaran Yojana - Scheme of Rural Electricity Infrastructure and Household Electrification was launched in the X Five Year Plan for creating rural electricity infrastructure and completing household electrification. The programme involves providing access to electricity in all villages and habitations up to 100 households. The Scheme also provides for free of cost connection to all rural households living below poverty line.

Recommendation:

- Preference may be given to single women and women headed BPL households under the existing scheme of providing free connections.
- Provide for free of cost connections to all women headed households in rural areas, with no male member above the age of 18 years residing in the same household, irrespective of their BPL status.
- SHGs may be assigned as franchisees for management of rural distribution of electricity.
- Some States have adopted policies for bifurcation of feeders for farms and homesteads. This allows regular flow of electricity to homesteads thereby facilitating women in accessible drinking water, studies of children and other household requirements. Other States should adopt this model.
- The differential gender impacts of power distribution need to be studied by the State Governments.

4.16 New and Renewable Energy

In the XI Plan a new Ministry for New and Renewable Energy has been formed. Its programmes broadly seek to supplement conventional fossil-fuel-based power through harnessing wind, small hydro and bio power; reach renewable energy to remote rural areas for lighting, cooking and motive power; use renewable energy in urban, industrial and commercial applications; and develop alternate fuels and applications for stationary, portable and transport uses apart from supporting research, design and development of new and renewable energy technologies, products and services.

Women are disproportionately impacted by lack of access to energy. In rural India nearly 3 billion days are spent in gathering fuels and 700 million days in processing them. Since most of this work is done by women, it is important that a gender perspective is incorporated within all energy development programmes especially those related to non-conventional sources.

Recommendation:

- A comprehensive policy is needed for domestic energy to create a portfolio of energy options.
- Research and Development should focus on meeting the energy needs of women.
- Apart from biomass sources, non-biomass sources of energy, including solar, for small production units may be promoted.
- Encourage women's groups to undertake smaller power production units. Energy-based enterprises such as making charcoal, briquette making, gassifiers and so on can be thought of.
- Provide capacity building and seed-capital assistance to women to manage energy programs.
- Provide special trainings and special fellowship for developing women expertise in renewable energy sector.

4.17 Transport

It is well recognised that men and women have varying transport needs and constraints and are affected differently by transport interventions. For instance, reduced frequency of buses in non-peak hours increases travelling time for women who are able to move out only after attending to their domestic chores; roads designed without women's safety needs or streetlights make women more vulnerable to gender based crimes. The transport policies and programmes need to be reviewed from a gender perspective so as to ensure that women benefit.

Recommendations

- Women's transport needs, such as better route planning or the provision of special buses or increased off-peak hours or services on less-traveled routes should be considered.
- Gender Audit of all transport terminals should be undertaken and safety measures for women introduced.
- Transport research should include data on women's access and usage of transport.
- A national level assessment of the transport requirements of women particularly those in informal sector should be undertaken.

CHAPTER- V

SPECIFIC INTERVENTIONS FOR WOMEN FROM VULNERABLE GROUPS

In the changing development context, it is essential to highlight the emerging issues, challenges and gaps in development from the perspective of women from vulnerable and marginalised groups. In 1979, the Government of India acceded to the International Covenant on Economic, Social and Cultural Rights 1976 (ICESCR) which in its preamble states that, “the ideal of free human beings enjoying freedom from fear and want can only be achieved if conditions are created whereby everyone may enjoy his economic, social and cultural rights, as well as his civil and political rights”

Commenting on the equal right of men and women to the enjoyment of all economic, social and cultural rights, the Committee on Economic, Social and Cultural Rights noted that “...women are often denied equal enjoyment of their human rights, in particular by virtue of the lesser status ascribed to them by tradition and custom, or as a result of overt or covert discrimination.” Women often experience distinct forms of discrimination due to the intersection of sex with factors such as caste, religion, social origin, age, ethnicity, disability, marital, refugee or migrant status, resulting in compounded disadvantage. Special measures may, therefore, be needed to bring these disadvantaged or marginalized women to the same substantive level as others.

A policy framework that takes into consideration the rights of women from the vulnerable and marginalised groups can create opportunities for the needy and improve their overall status. The focus groups that may require specific attention would include women from minorities, scheduled castes, scheduled tribes, including particularly vulnerable tribal women, women from internally displaced groups, migrants, urban poor communities, women victims of abuse, trafficking and commercial sex work, affected or infected by HIV/AIDs, single women, widows, the elderly, women with different abilities, and women suffering from stigmatized diseases like HIV etc.

The focus of the XII Five Year Plan would be the protection, development and empowerment of women and girls, especially from the most vulnerable and deprived sections of the society as described above.

In this backdrop, the overarching general recommendations would be :

1. To define the vulnerable and marginalised groups and women in difficult circumstances
2. Ensure Rights based targeting
3. Ensure need based or universal coverage
4. Carry out convergence of schemes and programmes at macro, meso and micro levels.
5. Strengthen and empower the Mahila Mandals/SHGs and women collectives to effect convergence and establish linkages with PRIs for better outreach and enhanced participation.
6. Establish Resource centres for women at the village level to serve as single window delivery cum facilitation centres. These centres may serve as points of IEC, awareness generation, training, capacity building, social dialogue and address the immediate needs of the women.
7. Put in place an effective monitoring and evaluation system including social accountability like social audit
8. Promote civil society women groups/organisation as equal partners in women empowerment.
9. Ensure accountability and transparency in the implementation of all government programmes and schemes by establishing an MIS system that captures gender disaggregated data

Specific recommendations for some of the vulnerable groups would be as under.

5.1 Single Women

The XI Plan had highlighted the need to focus on single women. However, not much progress could be made in this direction. This can be attributed to two factors- one is the lack of adequate data and information of the issues of single women and two, the fact that the issues of single women cannot be addressed by merely focusing on them within other development programmes. The problems of single women need to be studied and addressed. The XII Plan would thus look into issues like “proof” of separation, so that pensions, health benefits, school support for children, housing benefits, other government entitlements can be availed by these women; property rights of single women; promoting separate forum of single women; and creating employment opportunities for single women.

Recommendations:

- The widow’s pension scheme would need to be extended to a larger pool of beneficiaries by reworking the age eligibility criteria as some State have done.

Indexing of the pension to the consumer price index would also need to be considered.

- Separate federations of single women at block and district level would need to be promoted.
- Separate entrepreneurship and leadership development schemes for these women would also need to be promoted along with preference in grant of credit with flexible payment modalities and lower interest.
- Single women would need to be made aware of their rights and entitlements within their maternal and matrimonial households.
- A separate quota under IAY and RAY for single women may be considered.
- In order to ensure their access to employment and equal wages, special job cards for single women under MGNREGA may be considered

5.2 Elderly Women

There is a growing number of older people in the population in most of the countries of the world, including India. In older age groups, there are more women than men and this requires a separate focus on older women on many aspects. The XII Plan would specifically look into addressing health and nutrition related issues of such women.

Recommendations

- Specific attention would need to be given to older women to address problems like hypertension, diabetes, respiratory problems, osteoporosis and arteriosclerosis, hypo-thyroidism, cancer and blindness.
- Simple and painless tests are being developed to detect osteoporosis. Such procedures should be given wide publicity through the media.
- Self-examination for early detection of breast cancer should be taught to women easily. Yearly screening for breast and cervical cancer could help bring down cancer deaths.
- The cost of medical procedures for single /poor senior citizens may need to be subsidized.
- Mental health issues among older women would be another area of focus.
- Waiver of the income criteria for old age pensions to women above the age of 75 years in rural areas/urban slums/JJ colonies may need to be considered.

5.3 Women living with HIV-AIDS

Women constitute one-fourth of those infected with HIV in India which is indicative of the manner in which gender disparities impose increasing and disproportionate risks on women. Further, women are biologically more prone to HIV infection than men in terms of any single act of unprotected sex with an infected

partner. It is important, therefore, to address the issues of women affected by HIV AIDs not only through targeted medical and awareness building measures but also through empowering them to take charge of their lives.

Recommendations:

- HIV positive women would need to be given access to livelihood programmes through SHG groups.
- Special efforts would need to be made to reach out to women living with HIV and AIDS who have been deserted by their family or have lost their husbands due to HIV and AIDS and are without any social / economic support.
- It should also be ensured that women, men, girls and boys involved in caring for People Living with HIV and AIDS receive appropriate training regarding the care of such persons, and ensure their emotional, psychological and physical well being and safety.
- Legal services could be made a part of the process of rehabilitation to ensure empowerment of women living with HIV. HIV and AIDS awareness would need to be integrated in the training programmes for Government personnel.
- Positive/affected women could be empowered by imparting vocational training to them, including training on conducting HIV and AIDS awareness programmes.
- The ICDS guidelines may integrate information on nutritional support to women and children on ARTs.
- Training programmes for crèche personnel should include information about the needs of children infected and affected with HIV.
- Transport and nutritional support would need to be extended to PLHIV and to children with HIV.

5.4 Scheduled Caste Women

SCs constitute about 16.2% of India's total population and 80% of them live in rural areas. However, in 2004-05, 36.80% of SC persons in rural areas were in BPL category as compared to only 16.10% for non-SC categories; in urban areas, this ratio was 39.9% SCs below poverty line compared to 16% non-SCs. The empowerment of the SC community, particularly SC women is, therefore, essential for the development of the nation as a whole. The empowerment of SC women needs special attention as they face multiple disadvantages, because of their community identity and because they are women. Marginalized, these women are often among the poorest of the poor working in lowest paying jobs in brick kilns, stone crushing quarries, construction work or as agricultural labourers. In addition, women from the SCs are often victims of violence and atrocities such as rape and other sexual

offences. They are also unfavourably placed in terms of health parameters such as Neo-natal mortality, IMR and under five mortality rates.

Recommendations:

- A rights-based approach should be adopted rather than a welfare-oriented one in education; health services; ownership of land and its development through irrigation and other means; employment; and in provisions for housing and living conditions.
- SC women should be provided good and adequate house-sites in the joint names of themselves and their spouses and their living conditions improved through provision of satisfactory drainage, sanitation roads, electricity and water sources.
- Untouchability"-based discriminatory social practices faced by SC women and children should be eliminated, keeping in view the centrality of 'touch' in health care. Orientation of health care staff and service providers should be carried out for behavioural change.
- In programmes of supply of subsidized food grains etc., outlets should be opened in SC bastis and these should be operated, as far as possible, by local SC women.
- The SC women would need to be provided assistance and infrastructure to carry out fishing operations, storage, transport and marketing so as to optimize operations and maximize returns.
- In view of the particular vulnerability faced by migrant labour SC women and children, the need for special programmes and interventions for them, particularly in the fields of education and health, is essential.

5.5 Scheduled Tribe Women

Currently there are around 700 scheduled tribes in India constituting 8.2% of the nation's total population. Living in some of the most inaccessible rural and hilly areas, tribal societies in India are the most vulnerable section of the population. Tribals lag behind on most socio-economic indicators- income, literacy, access to developmental facilities and primary health facilities. And tribal women are doubly disadvantaged. It is important, thus that special initiatives are undertaken for the development of Tribal women.

Recommendations:

- Focus should be laid on awareness building among tribals particularly tribal women about policies, programmes, schemes and legislations meant for them. For this, Doordarshan and All India Radio should carry programmes in local languages. Also a compendium of schemes related to STs being implemented by all ministries should be prepared and disseminated. District level "Knowledge

Centres” which provide information in local languages should be promoted and these should be linked up with village level e-sanchalak yojana.

- Representation of tribals on Committees formed for fixation of Minimum Support Prices for Minor Forest Produce (MFP) may need to be considered. Uniform regulations with regard to MFP collection and cultivation would also need to be formed. Also mapping of MFP availability should be undertaken to promote scientific processing and MFP based processing zones may need to be created on the lines of Food Processing Zones. Separate guidelines would need to be issued for demarcating collected MFP from cultivated MFPs. Necessary technology, design and market support to the tribal women for value addition to MFP for sale in non-traditional and urban markets should be provided.
- The XII Plan would need to focus on the implementation of the Scheduled Tribes and Other Traditional Forest Dwellers Act and on the provision of adequate land development facilities and credit facilities on priority basis to all land allottees under FRA, 2006 should be ensured. Banks may also need to consider honouring the Pattas issued under FRA, 2006 for giving credit.
- To expand the access to credit and banking facilities to tribal women, it should be ensured that banking correspondent model targets ST women as correspondents and as beneficiaries. Convergence among various subsidy and loan schemes of central and state governments for STs should also be ensured, so that both subsidy and low interest loans are available to the women.
- Effective implementation of MGNREGA in tribal blocks should be ensured to prevent distress migration and trafficking. Effective monitoring of MGNREGA through regular social audits should be undertaken to see that ST women are getting job cards and employment. The MGNREGA programme may consider creation of “Provision of Urban Amenities in Rural Areas” (PURA) for ST habitations.
- Schools with residential facilities for tribal students should be encouraged with provision of basic infrastructure as per RTE guidelines as well as security measures for girls. For residential schools, KGBV norms of hygiene, safety, infrastructure, and other conducive provisions should be followed.
- Pro-active steps should be undertaken to encourage the cultivation and use of traditional nutritional resources (edible leaves, vegetables, roots, tubers, fruits etc) and diverse food crops on tribal lands including renewal of traditional food grains.

5.6 Minority Women

The Ministry for Minority Affairs (MoMA) had launched a new scheme for Leadership Development of Minority Women. This scheme has now been revised. Implementation of the scheme needs to be undertaken in the XII Five Year Plan.

5.7 Women Migrant Workers

As per the census of the year 1991, nearly 20 million people migrated to other states seeking livelihood. Within a decade, the number of inter state migration doubled to 41,166,265 persons (Census 2001). A large number of these are women many of whom are in either in domestic work or in construction. Yet, the division of labour is gendered. Masonry is a male-dominated skill as are carpentry and other skilled jobs. Women carry headloads of brick, sand, stone, cement and water to the masons and also sift sand. There is little emphasis on skill development of women and their wages are less compared to men.

Recommendations:

- To prevent marginalization of migrant labour, especially women migrants at their place of destination, efforts should be made to ensure portability of entitlements such as ration cards and identity papers. A beginning at ensuring portability has been made with the RSBY Card. The RBI has also now given instructions to Banks that identity proof of another area can serve as a valid document to open a no frills savings bank account, thereby, enabling financial inclusion of a large number of migrant workers, including domestic workers. Similar portability would need to be introduced for ration entitlements. The RSBY concept of placing a fixed sum on a smart card which permits the holder to avail cashless indoor medical services from a hospital of his/her choice should be explored for Ration cards also. The holder should have his entitlements entered on the card and should be free to take it from any dealer on a panel. This would make it possible to avail ration entitlements across the country.¹⁴
- Special efforts would need to be made to safeguard the interests of migrant tribal workers, especially domestic workers.
- Appropriate mechanisms for implementation of the Inter State Migrant Workmen Act, 1979, would need to be put in place in order to address issues arising from increased migration.
- Registration of tribal migrants by Panchayats should be ensured and nodal officers from tribal states may be appointed at migrant destinations for protection of their rights.
- Registration of migrant domestic workers under the Unorganized Sector Social Security Act 2008, should be ensured and they should be provided with identity cards.
- To protect migrant domestic workers from exploitation at the hands of placement agencies, it would be necessary to consider introducing a system of registration, monitoring and accountability of placement agencies for domestic workers.

¹⁴ Anil Swarup, The Economic Times

CHAPTER VI

IMPROVING GOVERNANCE

The federal structure of the Indian Constitution implies that the issues of governance and women's participation have to be addressed at 3 levels – Centre, States and local bodies. The 73rd and 74th Amendment to the Constitution, revived a clearly mandated and focussed third tier of governance and following this more than a million women have been elected to office at grassroots levels of governance. This period has also seen the evolution and recognition of women's groups as important entities for women's participation and empowerment. Women's Self-Help Groups (SHG)s have been recognised as a essential actors in various programmes such as the Rural Development Ministry's, SGSY Programme, NABARD's SHG-Bank linkage programme and SHG promoting micro- finance institutions, clearly establishing their potential in grassroots governance.

Given this large presence of women at different levels of governance, it is now essential to address issues of their effective participation. This has to be done keeping in mind that the term governance involves both institutions and processes. As an institution, it implies a constitutionally mandated body referring to a particular group of people, the administrative bureaucracy, who control a state at a given time, and the manner in which their governing organizations are structured. It also implies a process, whereby the participation by citizens is accounted for. The concept of good governance has in recent times gained momentum as it emphasizes substantive aspects such as quality and diversity of actors in the *process* and stresses on participation, decentralization, accountability, and governmental responsiveness as important dimensions along with social equity and justice.

Good governance entails the representation and participation of marginalized groups, including women, in the institutions and processes of governance. However, women are poorly represented in governance institutions at the national and local levels in most countries across the world, and they suffer severe limitations to their participation as elected representatives as well as citizens. This is also true in the Indian context, with patriarchal set up and traditional gender roles and identities playing a crucial role in influencing the participation of men and women in governance and decision-making in a manner that is disadvantageous to women. Good governance would, therefore, involve taking measures for positive discrimination in favour of women in order to provide them with an equal platform so that they are included in the process of governance. For good governance to become a reality it is necessary that it is responsive to gender needs, interests and it

promotes gender equality. Thus, Gender Responsive Governance (GRG) is central to the notion of good governance.

Gender responsive Governance is a process that embodies measures, attitudes and practices of different stakeholders, both men and women, at different levels of governance, with a clear purpose to impact issues that concern women's empowerment and promote gender equality and social justice. It is a process that promotes and sustains the ability of women to fully participate in the governance and development process, enhances their ability to raise critical questions about inequity and collectivize without fear and pressure and ensures gains from the services.

6.1 Women as prime movers in Governance

India witnessed the world's largest experiment in local democracy triggered by the 73rd and 74th Amendments to the Constitution which mandated reservations of one-third seats to women in the third tier of governance – Panchayati Raj Institutions (Village Councils) and urban local bodies. Several States e.g., Bihar, Chhattisgarh, Madhya Pradesh, Kerala, Rajasthan have since increased this to 50 percent and a Constitutional amendment to this effect in the process. With these steps, the Panchayats will have great potential for promoting women's empowerment. However, for women to be prime movers in governance, it is necessary that their participation is effective and leads to development of their capacity to make effective choices and to transform these into desired actions and outcomes.

In examining women's role as prime movers of governance it is necessary to address issues of local democracy – ensuring that:

- a) women can play an effective role as leaders without facing discrimination or violence and
- b) their concerns of economic, social and physical security are reflected in the action agenda of village councils and municipal bodies.

Studies have exposed important limitations to women's effective roles as leaders due to the continued existence of certain institutional and social barriers that propagate gender inequality. Even where women occupy positions in elected office, the terms of inclusion, the role and influence of traditional authorities, the rules of decentralization, gender-based division of labour and other factors play a role in determining the nature and extent of their participation.

Training is instrumental in helping elected women representatives (EWR) understand their roles and responsibilities and develop administrative, technical and financial knowledge for more effective functioning. But according to a Study

commissioned by Ministry of Panchayati Raj (2008), 50 percent of the EWRs in the country had not received any training after being elected and 45 percent of former women Pradhans did not contest elections the second time partly because they felt incompetent in executing their responsibilities. The situation, however, differs from State to State.

The XI Plan document and its Mid Term Appraisal had emphasised the need for capacity building and enablement of the Panchayat for effective delivery of policy and programmes. The Plan noted that women's participation brings about more inclusive governance and effective community-centred development. Further, it enunciated the measures to accelerate the process of women's political empowerment and participation in PRIs; like review of the no-confidence motion clause and two child norm; increased resource allocation for capacity building of all PRI members (men and women); greater effort to include poor and other excluded women; funds for time-series evaluations of the impact of women on PRIs, and acceleration of the State Governments' process of devolution and decentralization of powers. These would be re-emphasized in the XII Plan.

6.2 Removing Barriers to Women's Participation

Women face a number of visible and invisible barriers when they enter the public institutions of democratic governance in rural and urban local bodies. Amongst these is the provision for rotation of reservations. Also serving as a barrier is the introduction of new conditions for entry and performance of elected women in some states (eg Andhra Pradesh, Himachal Pradesh, Madhya Pradesh, Orissa and Rajasthan) which added the condition of two-child norm thereby making a person ineligible to contest Panchayat election and to continue as representatives if they have more than two children after a stipulated date. Studies (Buch: 2010) have documented that a large number of younger women in the reproductive age group from socio-economically weaker sections entered the Panchayats after the Constitutional amendments but these new conditions have resulted in disqualification of sitting elected representatives, neglect of girl children as well as other practices adverse to women. These would need to be identified and addressed in the XII Plan.

Other important measures that need to be undertaken is to facilitate the substantial and effective representation of EWRs in all the Standing Committees of PRIs; constitution of Mahila Sabhas; instituting a system whereby the recommendations/decisions of Mahila Sabhas must mandatorily be sent to Gram Sabhas (GS) who, in turn, should take these into consideration while recommending the proposals to Panchayats and ensuring that at least half of the

number of women voters serve as the quorum for Gram Sabha. Some States e.g. Maharashtra have a provision that Mahila Sabha meetings must precede the meetings of the Gram Sabha and that the latter must consider the recommendations of the former. This arrangement can help in the effective implementation of women's programmes by bringing them in focus in the GS. Other states would be encouraged to study and adopt this approach.

Recommendations

- Encourage States to revisit the two-child norm in State laws of panchayats and municipalities as these act as barriers to the entry of young women and also have adverse implications for the well being of girl children.
- Increase women's participation in the grassroots institutions by (a) encouraging States to make a provision for a Mahila Sabha in panchayats in their State laws, (b) providing that the Gram Sabha must take the recommendations of the Mahila Sabha into account, (c) provide for the inclusion of women in all panchayat standing committees (d) taking steps to ensure their presence and membership in Gram Sabha and Mahila Sabha.
- Increase the resource allocation for capacity building of all PRI members, accelerate devolution of responsibilities, powers and resources to panchayats to ensure women's leadership role for delivery of services and social change.
- Work towards cost effective elections so that women from poor and marginalised sections can aspire to enter panchayats and take leadership role in the community.

6.3 Empowering women in Governance

Policies, programmes and schemes relating to women are formulated and approved at the national and state levels and generally entrusted for implementation to various agencies – government, local bodies and non-government institutions in the states at sub-state and local levels. Women's participation in the existing institutional arrangements for programmes relating to women can therefore be seen in the local bodies-rural and urban, Women's Economic Development Corporations, Women and Child Development Departments and Directorates in the States and SHGs and their federations and associations. Further, State Women's Commissions, Parliamentary Committees and State Legislature Committees on Women have mainly women members who have worked to enhance the focus on women's critical needs for policy and programme intervention.

Experience has been that the programmes formulated at the National and State levels usually indicate detailed guidelines for their implementation by various organisations at lower levels of governance. These guidelines usually cover the

scope of work, items of expenditure, time lines, reporting etc. The role of Panchayats, thus, generally gets confined to selection of beneficiaries with the approval of the Gram Sabha. In the training and capacity building programmes, Panchayats and their members are participants and not organisers. Hence the effectiveness of this participation even to women members and chairpersons is limited by this context. There have been developments in some states where earlier the responsibility of selection of some grass root workers was entrusted to village Panchayats but has now been discontinued. This needs to be reconsidered.

A number of development programmes have mandatory women community workers, mobilisers and government functionaries e.g. ASHA, AWW and ANM. They carry out functions of providing services to women according to the responsibility and training given to them. Their contribution is valuable and irreplaceable. However, there have been no serious efforts to orient them for women's solidarity and consciousness of shared deprivation and unspoken discrimination. Gendered identities and practices therefore still limit their active role in governance and their capacities to articulate and act upon their claims and concerns. There is a potential for creating such solidarity.

SHGs and women's groups/cooperatives formed under various programmes have been active in organization and mutual help and contributing to access to resources particularly where they have been mobilised into cluster associations and federations. The experience under Swashakti and Tejaswini projects for women's empowerment e.g. in the state of Madhya Pradesh and under NABARD's SHG-Bank linkage serves as a good model.

Recommendations:

- Promote alliances, federations, across panchayats and across women in PRIs and SHGs.
- Support federations of women SHGs up to the block or district levels and Producer Companies of women farmers and agriculture workers with seed capital. These groups will be models of economic empowerment and also become prime movers in local governance.
- EWRs can be the change agents for better governance and social change. They should be equipped to ensure the efficient delivery of public services under ICDS, NRHM, SSA, MGNREGA, etc by overseeing the functioning of grassroot workers like AWW, ASHA, school teachers, etc.
- A village level committee be institutionalized (alternatively, it can be in the Mahila sabha) in which women workers at grassroots level ie panchayat members and SHGs, AWW, ASHA, teacher can collectively discuss and

formulate work plan to address issues arising in the implementation of programmes, take up campaigns and bring these up in the gram sabha.

6.4 Capacity Building of EWRs

It has been reported that elected women representatives, particularly from SC and ST communities, face significant hurdles in exercising their authority as Panchayat representatives. An emerging form of support for the EWRs has been the formation of "federations", at block, district and even the State level. This has been brought about by the efforts of both the State governments as well as through civil society initiatives.

Convergence and coordination of programmes and schemes being implemented by different Ministries for gender equity, women empowerment is imperative for the effectiveness of the participation of women in PRIs at all levels and their ownership in this behalf. For instance funds under BRGF can be utilised by urban and rural local bodies for pro-women and women-centric schemes if these constitute part of the integrated decentralised plans under BRGF. Since the BRGF is untied these funds can be used according to the priority identified by the Panchayat/Municipality etc. so long, as the funds are used to fill a developmental gap and the identification of the work is decided with peoples' participation.

The Ministry of Panchayati Raj has also been implementing Panchayat Mahila Evam Yuva Shakti Abhiyan (PMEYSA) the objective of which is to knit the EWRs in PRIs in a network and through group action, empower themselves, so that their representation as well as participation in local governance improves. The activities planned in PMEYSA are designed to reduce the gaps in accessing opportunities between male and female elected representatives.

Recommendations

- Undertake (a) capacity building and training modules on women's programmes for government functionaries and officers, (b) pre-election preparation of women candidates and voters, intensive training of elected panchayat women representatives, and (c) gender budget and gender audit in rural and urban local bodies.
- Develop involvement of NYK and NSS volunteers in supporting EWRs in leading for social change and in campaigns for it.
- Develop Panchayat's role in enforcing registration of births and deaths, marriages and migration so as to make an impact on issues of trafficking and child marriage. And equip EWRs to enable their Panchayats to focus on

elimination of violence against women and girls and universal education of girls.

- Establish Gender Resource Centres in all districts to enable women to access critical knowledge and information.
- Encourage NYK and NSS volunteers to supplement the efforts of elected panchayat women leaders.

6.5 Urban local bodies

Urban local bodies have also included one- third reservation for women. These bodies now have women mayors, women councillors and ward members. The discourse and attention in the urban sector local bodies has substantially focussed on the provision of municipal and civic services and their quality.

For improving gender effectiveness of Urban Local Bodies, the two initiatives adopted in Delhi and Mumbai, discussed below, may be considered for replication.

(1) Savitribai Phule Gender Resource Centre (SPGRC) is an initiative of Municipal Corporation of Greater Mumbai (MCGM) to make Mumbai a gender friendly city. Its mission is to empower women and work towards a violence free, safe and gender friendly city through active participation of men and women. It is a platform for agencies working in the field of women's empowerment.

(2) The Gender Resource Centres (GRC) of Government of Delhi (WCD) are envisaged as instruments of social, economic and legal empowerment of women particularly those belonging to the under privileged section of society.

These initiatives are significant as they meet the felt needs of women in institutions of local governance for information on legal, social and economic issues and thus enable them to perform their duties better. These centres also provide a platform to women for networking .

Recommendations

- In urban local bodies (a) a gender focal point in each body, (b) gender budget and gender audit, citizen report cards with focus on meeting women's needs in urban services such as water and sanitation, widow pensions, etc.
- Additional focus should be laid on capacity building and networking of women elected representatives in urban local bodies. This is important for enhanced involvement of women councillors in the initiatives for social change and delivery of services as well as for improving their participation in urban infrastructure planning. This would include training in planning,

budgeting and resource mobilization with special attention to gendered infrastructure planning.

- Providing computer training to all women councillors and creating a national level web portal for networking among women councillors can be explored.

CHAPTER- VII

GENDER MAINSTREAMING AND INSTITUTIONAL ARRANGEMENTS

7.1 Gender Budgeting and Accountability Mechanisms

Gender Mainstreaming is a continuous, dynamic process of integrating a gender perspective into each stage of the development process, with a view to enabling equality and equity between men and women. This includes incorporating gender sensitivity into policy, legislation, planning, budgeting, programmes and schemes, implementation, monitoring, evaluation, auditing, research and advocacy. It is not an end in itself but is a process or a means to enabling equity. Mainstreaming gender into the development planning process essentially means viewing each activity that uses public resources through a gender lens to ensure that it reduces (and does not exacerbate) existing gender disparities.

Gender Responsive Budgeting is well recognised as an important tool for enabling gender mainstreaming. **The Eleventh Plan** had affirmed that “Gender Budgeting and Gender Outcome assessment will be encouraged in all Ministries/ Departments at Central and State levels as Gender Budgeting helps assess the gender differential impact of the budget and takes forward the translation of gender commitments to budgetary allocations.”

In 2004-05, Ministry of Finance mandated the setting up of Gender Budgeting Cells (GBCs) in all Ministries/ Departments as focal points for mainstreaming gender. So far 56 Ministries/ Department have set up the Gender Budgeting Cells. Furthering the process, the Ministry of Finance issued a Gender Budgeting Charter on 8th March 2007. The Charter clearly specifies the composition of Gender Budgeting Cells and their functions or tasks to be conducted by them. One of the key tasks of the GBCs is to undertake a gender scan of all existing and new policies, programmes and schemes of their respective Ministries/Departments. To build the capacities of functionaries and stakeholders at all levels, a Gender Budget Scheme was launched by MWCD in the XI Plan, through which more than 1000 persons have been trained.

Another major initiative was the introduction of the Gender Budget Statement in the Union Budget in 2005-06, which serves as an important tool for reflecting budgetary allocations for programmes/ schemes that substantially benefit women. In 2005-06, the number of Ministries that reflected their schemes and programmes in the Gender Budgeting Statement was 9 with 10 Demands for Grants. This has

increased to 29 with 36 Demands for Grants in 2011-12. The magnitude of the gender budget reflected in the Gender Budgeting Statement increased from 2.79 percent of the total union budgetary allocations in 2005-06 to 6.22 percent in 2011-12.

However, both at the level of analysis and at the level of building capacity, while there is recognition of what needs to be done, considerable distance still needs to be traversed before the desired results can be achieved.

7.1.1 Institutionalising Gender Budgeting

Recommendations

- Officers dedicated to Gender Mainstreaming and Gender Responsive Budgeting must be placed within the Ministry of Women and Child Development. The GB Scheme of MWCD has already budgeted for a sanctioned strength of three technical staff members and extra secretarial staff for the purpose. This should be operationalised.
- The Gender Budgeting Cells should be activated and strengthened. To ensure this:
 - Information regarding the composition of the GBC be mandatorily placed on the website of each Ministry/ Department.
 - The outlined/suggested area of work in the Charter for GBC should be included in the quarterly / half yearly/ annual plan of action.
 - There should be a section in the Annual reports outlining the achievements, the constraints and future scope of action.
 - Gender Budget Cells should be supported by a gender expert or gender resource centre.
- MWCD should constitute a Gender Task Force with representation from the, NMEW, Ministry of Finance as well as Planning Commission to review the functioning of Gender Budget Cells. This Task Force should ensure that all new laws, policies and programmes are scanned for gender inclusiveness. Similar mechanisms must be created at the state and district levels as well.
- The EFC format should include a column to confirm that the scheme has been examined by the GBC of the Ministry.
- The Planning Commission at the Union Level and the State Planning Boards at the State level, must ensure that proposals submitted by Ministries/ Departments for any new Policy, Legislation, Programme or Scheme, includes an assessment of gender concerns/impacts (on the same lines as is mandated for environment clearance).
- A review of the format and the methodology of the Gender Budget Statement needs to be undertaken.

- Pre-budget consultations should be undertaken by Ministry of Finance with women's groups as is the practice in several countries.
- Although several Union Government schemes are being reported in the Gender Budget Statement, very few of them are designed taking into account the gender-based disadvantages of women in our country. Hence, there is a pressing need to make the objectives, operational guidelines, financial norms and unit costs of the existing schemes across various Ministries/Departments more gender responsive.

7.1.2 Knowledge and Capacity building

Gender budgeting requires the commitment and efforts at all levels within the Government. To take it forward it is necessary to orient and sensitize officials at the higher levels of decision making on the issue. At the same time capacity building of policy makers, programme planners, budgeting and implementing officials on the tools and techniques of Gender Budgeting is required so that they can undertake the GB exercise.

In the last three years, around 1000 Central and State Government officers and other stakeholders have been oriented to the concepts and tools of GB. As a result of the above efforts, acceptance of gender budgeting as a strategy for gender mainstreaming has grown in the country, since its introduction in 2005. However, the major concern is to move from environment building to actual engendering of Policies/Programmes/Schemes (PPS).

The crucial challenge is also to monitor and analyse the actual expenditure and benefits flowing to women. This requires beneficiary incidence analysis and gender audits of all PPS to be undertaken. Undertaking gender audits, however, requires greater technical expertise. Building up such expertise needs to be integrated as part of the GB training programmes.

Recommendations

- Modules on Gender Equality and Gender Responsive Budgeting must be part of the curriculum of the training programme all major training institutes.
- Gender Budgeting trainings should be institutionalised through national and State level training institutions of repute.
- Officials at the district level who must necessarily be brought under the purview of gender sensitization processes in all States include District Collectors, DDOs, Commissioners, BDOs, District Social Welfare Officers, line department officials, District Local Fund Auditor (DLFAs) and ULB/ Panchayat functionaries.

- To enable stronger policy advocacy, funds must be earmarked for commissioning research studies on subjects such as tools for Gender Responsive Budgeting e.g., gender disaggregated benefit incidence analysis, beneficiary assessment analysis, monitoring and evaluation, the care economy, impact of direct/indirect taxation/user fees on women, cost benefit analysis, time use studies etc.
- Effective Gender Budgeting requires data. Hence, it is necessary to put mechanisms in place for mandatory collection of sex disaggregated data. For this:
 - All Ministries/Departments should ensure that all MIS data generated on number of users/beneficiaries is classified by sex.
 - A National level database for monitoring the coverage of women under Flagship programmes should be developed.

7.1.3 Accountability

Over the years, there have been major strides towards strengthening the accountability mechanisms within the Government especially Performance Auditing and Results Framework Document. An important strategy in taking forward Gender Budgeting would be to mainstream gender into these existing accountability mechanisms of the Government.

Recommendations

- The Results Framework Document is an accountability mechanism that must be gender mainstreamed.
- Evaluation and impact assessment of schemes by an external agency are a mandatory requirement for the continuation of existing schemes beyond the plan period. All impact assessment and evaluation of schemes should include impact assessment / status of gender mainstreaming.
- At the State level, mandatory gender audit of all Centrally Sponsored Schemes and Central Schemes should be undertaken.
- A quantum leap in GB can be achieved if gender perspective is incorporated within the Expenditure and Performance audits conducted by CAG.
- The Mid Term Appraisal of the XII Five Year Plan should essentially conduct an independent Gender Assessment of all Flagship Programmes.

7.2 Institutional Arrangements

7.2.1 Strengthening National Women's Machineries

Strengthening of National Women's Machineries is vital to achieving women's empowerment. As the nodal Ministry at the Central level, the MWCD needs to be strengthened with additional staff and officers to deal with diverse range of issues concerning women. This includes trafficking, women's policies and

legislations, programmes and schemes, and gender mainstreaming initiatives. In due course, the need for the MWCD to have two separate Departments, one each for 'women' and 'children' may be assessed.

The State level Departments handling women's issues also need to be strengthened to ensure effective implementation of all interventions- legislative as well as programmatic.

The mandate of the National Commission for Women is to protect and safeguard the rights of women. The activities of the Commission include receiving complaints, undertaking suo moto enquires in cases of deprivation of rights of women, conducting Parivarik Lok Adalats and legal awareness programmes and organising public hearings. The strengthening of the Commission, in terms of staff requirement, is underway and should be completed.

Interaction between the NCW and SCWs needs to be enhanced so that the monitoring of legal safeguards to women is harmonised across the country. NCWs linkage with the State Commission would be looked into. For this the possibility of teleconference linkage and assistance for awareness generation by the National Commission to the State Commissions will be explored.

The role of the **National Mission for Empowerment of Women** would be to provide the impetus for reform by catalyzing the existing system and developing better coordination and convergence of all development programmes impacting women in close collaboration with grassroots structures and enabling participatory approaches and processes. The Mission would work towards generating awareness and building strategies to question prevalent "patriarchal" beliefs that are detrimental to women's empowerment; establishing a convergence mechanism at multiple levels; improving the capacity of institutions and women's collectives in accessing the benefits of government schemes, programmes, laws and policies and undertake gender audit with a focus on measuring and monitoring empowerment indicators across sectors.

The Mission's will facilitate an on-going and dynamic convergence between macro institutions, policy making bodies and micro structures on the ground. This will enable highly marginalized communities of women and vulnerable households to forge the most needed connectivity with the basic administrative bodies. The mission will work for generating greater awareness and discussions for devising strategies to question "patriarchal" beliefs detrimental to women's empowerment; sensitizing cross section of stakeholders on gender issues; facilitate creation of new

and strengthening existing focal points in institutions to increase women's access to governance mechanism, strategies for improving capacity of elected women leaders of Panchayati Raj Institutions (PRIs) and grassroots entities such as district women cells, Mahila Desk and women's collectives.

Organizing women into collectives has been accepted as a key strategy for empowerment. NMEW will need to develop strategies for developing synergy among the efforts of different departments and development agencies involved in forming women's collectives, especially SHG and their federations. The NMEW will identify gaps in the existing approach and suggest convergent efforts to universalize formation of collectives as well as focus on the most vulnerable women including widows and separated, single women and all women working in the un-organized sector and belonging to socially and marginalized communities. The mission will also need to suggest ways to address the credit needs and enterprise activities of women in the collectives.

NMEW will identify convergence mechanisms at multiple levels- central, state, district, block and village, with an objective to increase women's access to public services and enabling women to connect with such a mechanism where they can demand redressal solutions to their issues/problems/challenges. NMEW should test the feasibility of replicating the Gender Resource Centers running under Delhi Government's Mission Convergence initiative for improved convergence of government programmes. These centers function through a close government-NGO partnership and provide a 'safe' space for women to access a range of services and capacity building as well as opportunities to engage in public life. The Mission would also be responsible for designing and conducting sustained public education on government schemes and programmes. Such public education will enable larger numbers of women to demand and access their rightful entitlements.

Yet another mandate of the mission would be to create participatory governance mechanisms and to foster innovations. Such a mechanism will provide space for Civil Society Organizations (CSOs), especially women's groups, in policy formulation and programme implementation through an interactive process of dialogue and consultations. The involvement of NGOs, community organizations and membership-based organizations of women, research centers and universities will be pivotal for achieving scale and impact for women's empowerment. Since there are no straightjacket approaches to empowerment, the mission should evolve successful models and demonstrate good practices.

In addition, the mission has to develop empowerment indicators across different schemes, programmes and services of different ministries/ departments that have an impact on women. The mission will provide technical knowledge regarding gender analysis and gender audit to the various stakeholders involved in the policy making. In keeping with the principles of accountability and effectiveness the outputs and outcomes need to be measured and monitored through indicators for women's survival, visibility, freedom and equality. The four kinds of indicators are measurable and can be captured through technically sound qualitative and quantitative methodologies e.g. well designed Knowledge, Attitude, Behavior and Practice (KABP) analysis, media surveys, service statistics, time use studies, census surveys etc.

The **Rashtriya Mahila Kosh (RMK)** was established in 1993 to provide micro-credit in a quasi-formal manner to the poor women for income generating, production, skill development and housing activities in order to make them economically independent. RMK mainly channelises its support through NGOs, Voluntary agencies, States Women Development Corporations, Cooperative Societies, State Government agencies, Urban Women Co-op Banks etc. to the women SHGs. As the credit extending arm of the MWCD it would be strengthened and restructured as a non-banking finance company of systemic importance with an enlarged corpus of Rs. 500 crores. This will enable it to reach out to a larger number of poor, assetless and marginalised women for income generating, production, skill development and housing activities.

7.2.2 Engendering Institutions and Establishing of Gender Focal Points

To enable all institutions to identify and respond to gender issues Gender Focal Points within various organisations like the Ministries/Departments of the Central Government and Urban and Rural Local Bodies would be established. However, it is important to mention here that the stature and capacities of the gender focal points should be considered beforehand. It has often been seen that such Gender Focal Points become marginalised bodies/points within the parent body. The Plan must ensure that adequate resources are allocated for creation of such gender focal points and that the people placed in such positions are equipped with adequate authority and capacities.

A subsequent step in this line would be to look at engendering institutions especially those that affect large numbers of women such as the Panchayati Raj Institutions. While the Constitutional amendments have enabled a large number of

women to participate in grassroots politics through PRIs and urban local bodies, their presence alone may not be enough. It is necessary to ensure that this large presence translates into effective participation- that these institutions identify women's issues and take these up. Structural and institutional changes are necessary to ensure this and must be taken up. The process of genderising institutions would, therefore, require that National Women's Machineries are engaged in a gender analysis of not only programmes and projects but also of institutions like the Panchayati Raj institutions (PRIs,) judiciary, the enforcement machineries etc.

CHAPTER- VIII

SCHEMES OF THE MINISTRY OF WOMEN AND CHILD DEVELOPMENT

The Ministry of Women and Child Development (MWCD), as the nodal agency for all matters pertaining to welfare, development and empowerment of women, has evolved schemes and programmes for their benefit. The schemes of MWCD for women can broadly be categorised into those which contribute to women's economic empowerment; those that provide social support to women in difficult circumstances and schemes for advocacy and capacity building on gender issues.

The existing schemes of the Ministry are proposed to be continued with increased reach and revamp wherever required. In addition, a few new schemes are proposed to be taken up during the XII Plan period. Scheme wise details are given below:-

8.1 Economic Empowerment

8.1.1 Support to Training and Employment Program (STEP)

The Ministry implements the Support to Training and Employment Programme for Women (STEP) as a Central Sector Scheme mostly through NGOs. The scheme has been in existence since 1986-87 and aims at sustainable employment and income generation for marginalized and assetless rural and urban women. The guidelines of the scheme were revised in 2009. Programme Implementation Manual has been issued. The key strategies for achieving the goal of livelihood opportunities for women, especially those in SC/ST households and families below 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 have been broadened with introduction of locally appropriate sectors identified and incorporated in consultation with State/UT Governments.

In the XI Plan, 1,60,560 beneficiaries were covered under the STEP scheme.

Based on the evaluation done in 2007, the scheme has been revised in 2009 to include training in accordance with market demand, enhancement of beneficiary norms and establishment of credit linkages with the Rashtriya Mahila Kosh (RMK), NABARD, CAPART and other financial institutions. The scope and coverage of the scheme has been broadened with introduction of locally appropriate sectors identified and incorporated in consultation with State/UT Governments. Moreover, norms of the minimum beneficiaries to be covered under one single project have been reduced to 200. The per capita cost has been raised to Rs 16,000/- from earlier Rs 8000/- In March, 2011, the Programme Implementation Manual for STEP has been issued and uploaded in the Ministry's website detailing the guidelines of the project implementation. It is envisaged to link the STEP Scheme with vocational courses under NSDP in order to increase employability of the trained SHG members under STEP. This will be a gradual process and same will depend upon availability of vocational courses and facilities in the STEP project areas and the sectors covered under STEP.

Considering the upper limit of the cost of Rs. 16,000 per beneficiary, a sum of Rs.260 crore is proposed for the scheme in the XII FY Plan.

8.1.2 Working Women Hostels

The Government of India had introduced the Central Sector scheme of Working Women's Hostels in 1972-73 where grant-in-aid, for construction of new or for expansion of existing buildings to provide hostel facilities to working women in cities, smaller towns and also in rural areas is provided to eligible categories.

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. So far, 891 hostels have been sanctioned under the scheme since its inception with a sanctioned capacity of about 66,299 women and 8532 children in 323 Day care centres.

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 revised guidelines of the scheme have been issued

in November, 2010. Under the revised scheme financial assistance can be availed by the State Government agencies including Women Development Corporations, Women Finance Corporation etc., Urban Municipal Bodies including Cantonment Boards, Panchayati Raj Institutions, Self Help Groups, Recognised Colleges/Universities, Civil Society Organizations and Cooperative Institutions. In the revised scheme, apart from the provision of extending financial assistance for the construction of hostel building on public land, new components of grants-in-aid for maintenance, furnishing of hostel and cost of rent of the hostels running in rented building have also been envisaged.

Moreover, a matching grant (50:50) for building construction may be offered to the corporate houses under the Scheme on public land only. The State Governments /UT Administrations have been requested to do a needs assessment of the requirement of working women hostels and send proposals both for construction of hostel building and rented accommodation so that more working women can be benefited under this scheme.

It is expected that the demand of working women hostels in the country will increase and so will the proposals received under the scheme. The budgetary requirement proposed for the XII Five Year Plan is Rs. 100 crore.

8.1.3 Priyadarshini

The Ministry is administering IFAD assisted pilot project since December 2009 as central sector scheme namely Women's Empowerment and Livelihoods Programme in Mid Gangetic Plains "Priyadarshini" in 13 Blocks spread over 5 Districts in Uttar Pradesh and 2 Districts in Bihar. The programme aims at holistic empowerment of vulnerable groups of women and adolescent girls in the project area through formation of women's Self Help Groups and promotion of improved livelihood opportunities. Over 1,00,000 households are to be covered under the project and 7,200 SHGs will be formed during the project period ending 2016-17. The project has been rolled out in the field from April, 2011.

An out lay of Rs. 140.00 Crore is required for the project for the period 2012 - 16.

8.1.4 Scheme for coaching classes for women appearing in Civil Services etc. Examination

Women constitute almost half the total population, but their representation in employment in the Central Government is only 2.92 lakh which is 7.53% of the total employment in Central Government. The National Policy for Employment of

Women 2001 envisages bringing about the advancement, development and empowerment of women. It also lays emphasis on the adoption of measures to increase representation of women in Central Government jobs. As the number of girls in higher education is increasing, there is need to provide them access to these jobs. To facilitate this it is necessary to provide coaching facilities to women for Civil Service Examinations and other competitive examinations for Central and State Government jobs.

It is proposed to launch a new scheme for coaching classes for women in the XII Plan. An out lay of Rs. 15 crore is required for the Scheme in the Plan period.

8.1.5 Swayamsidha

The Ministry launched the scheme of Swayamsidha in 650 blocks across the country in 2000-2001. It is an integrated scheme for women's empowerment through the formation of Self Help Groups (SHGs). The long term objective of the programme was holistic empowerment of women through a sustained process of mobilization and convergence of all on-going sectoral programmes by improving access of women to micro-credit, economic resources etc. The programme was implemented through the State Governments. Total 69,803 SHGs were formed against a target of 65000 with 10.02 lakh beneficiaries. 600 block level federations and 9095 clusters were formed. 56% SHGs have availed of bank loan, 85% are involved in income generation activity etc. The Scheme ended on 31/3/2008.

The Swayamsidha programme proved to be very successful in building the capacity of women SHGs. While other programme such as SGSY, NABARD-Bank linkage programmes also envisage formation of SHGs they do not have adequate emphasis on building the capacity of women. Swayamsidha phase II aims to not only mobilization of women into SHGs for income generating activities but also envisages overall holistic empowerment of women on a sustainable manner.

It is, therefore, proposed to expand the coverage of the scheme under Swayamsidha phase II in all blocks in the country.

A sum of Rs. 1700.00 crore is proposed for the Swayamsidha Phase II in the XII Plan.

8.1.6 National Mission for Empowerment of Women (NMEW)

NMEW has identified a three pronged strategy to achieve its objectives of holistic empowerment of women through intervention at the policy level by reviewing studies/evaluations/impact assessment of programmes/schemes for gender equality, strengthening the implementation and delivery mechanism, and empowering women to demand their entitlements. Among the various initiatives

planned, a new model of delivery i.e. the 'Convergence Model' has been launched in District Pali, Rajasthan and proposed to be started in another 31 districts of the country during 2011-12. Attempts to bridge the gap between the demand and supply of the services related to women by undertaking realistic estimate of the demand, bringing greater awareness about the women based schemes and programmes of the Government, augmenting the demand for various services/schemes for women, connecting them with the service providers i.e. existing Government machinery across different departments/ministries. The model will include introduction of convergence cum facilitation centers for women at the district, ward, tahsil/block and village levels. The approved outlay for the convergence model for the mission for 2 years was Rs. 141 cr. On the completion of 2 years, continuation and expansion of the activities of the Mission in the XII Plan will be decided after an evaluation is conducted.

The proposed outlay for NMEW for the XII Plan is Rs 655 crore.

8.2. Strengthening the Implementation of the Laws

8.2.1 Implementation of Protection of Women from Domestic Violence Act

The Protection of Women from Domestic Violence Act came into force on 26th October 2006. Under the provisions of the Act, the State Governments are required to appoint Protection Officers, register Service Providers and notify medical facilities. There is a provision in the Act under which the Magistrate may direct the respondent or the aggrieved person to undergo counselling with any member of a service provider who possesses prescribed qualifications and experience in counselling. There is no provision in the Act for providing financial assistance to the State Governments/UT Administration for implementation of the Act.

One of the issues often raised by the State Governments/UT Administrations is the requirement of funds for providing necessary infrastructure to the Protection Officers and financial assistance to the Service Providers who are NGOs. Most of the States/UTs have given additional charge to their existing officers to perform the duties of Protection Officer which is said to be affecting implementation of the Act. Central Government has been emphasizing the need for the appointment of independent Protection Officers.

For assisting State Governments/UT administrations in effective implementation of the Act, it is proposed to launch a new scheme in the XII Plan Under this scheme the Central Government will look into supporting States in the appointment of independent Protection Officers by sharing their salary with the

State Governments on a 50-50 basis. The Scheme would also provide support for establishing Counselling Facilities/Family Counselling Centres. It would also have components for capacity building of the officials and infrastructural support to the Protection Officers such as transport costs and mobile costs.

The proposed outlay for the new scheme in the XII Plan is Rs.450 Crore.

8.3 Social Security Schemes

8.3.1 One Stop Crisis centre

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 various needs of victims of violence, such as medical aid, legal assistance, assistance in filing a police case, counselling 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. The socio legal support services for women are very advanced with State support in developed countries. In India, we do not have such a strong system to provide such support. There is a strong need to encourage the setting up of One Stop crises centre where women in distress can find immediate legal, medical and counselling services as well as a help desk of the police under one roof and from where the woman can be immediately sent to a shelter.

Victims of Rape and Sexual assault will also be able to benefit from these where they will be provided with immediate medical help to deal with her injuries and trauma and where her statement can be recorded in a conducive and sensitive atmosphere.

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.

It is proposed to set up One Stop Crisis Centres for providing shelter, police desk, legal, medical and counselling services during the XII Plan period. These centres are proposed to be established in cities with a population more than 2.5million. The Centres would also be connected to the 24 hour help lines discussed below.

The proposed scheme will be implemented as a Centrally Sponsored Scheme in the XII Plan at an estimated cost of Rs.150 Crore.

8.3.2 Women's Help Line

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 creation of a universalised women's helpline.

At present Women's Help Lines are being set up and operated under the "Swadhar" scheme in collaboration with several NGOs. Some other organisations and NGOs working on women's issues have also undertaken initiatives to provide such information and referral service to women facing violence within the home as well as outside. However, 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 system, trained staff and monitoring and evaluation of such interventions 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 Help Lines 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 XII plan, it is proposed to set up a 24 hour Woman's Helpline, preferably on an All India basis, with a toll free single number and with an effective back office social-legal support system whereby assistance to victims of domestic violence, rape and other atrocities against women will be available at just a phone call away. Existing help lines being operated by Police, NGOs and other organisations will be integrated with the proposed All India Help Line. Implementation of the Scheme will be done through a national level organisation working for the welfare of women or National Commission for Women. The option to integrate this helpline with the existing Child Line will also be explored.

It is estimated that Rs.60 crore would be required during the XII Plan for setting up of All India Help Line with adequate support system.

8.3.3 Ujjawala- A Comprehensive Scheme for Prevention of Trafficking and Rescue, Rehabilitation and Re-Integration of Victims of Trafficking for Commercial Sexual Exploitation

MWCD is implementing Ujjawala, a comprehensive scheme to prevent and combat trafficking. The scheme has five components viz. Prevention, rescue, Rehabilitation, Re-Integration and Repatriation. Implementation of the Scheme started in December 2007. Till now 160 Projects with 79 Protective and Rehabilitation Homes have been sanctioned under the Scheme.

The issue of trafficking for commercial sexual exploitation is a continuing concern and the initiatives taken to address the problem should continue. The scheme is, therefore, proposed to be continued. For continuing the Scheme in the XII Plan within the existing Schematic norms, an out lay of Rs. 50 Crore is required.

8.3.4 Swadhar Greh Scheme

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.

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 the districts of the country.

The process of conversion of existing shelter based homes into Swadhar Grehs will be initiated soon and it is anticipated that about 600 shelter homes will be transited into Swadhar Grehs. Further, in the XII Plan, it is estimated that covering all districts of the country about 300 new Swadhar Grehs will be set up.

Looking into this and the revised financial norms for the scheme, a provision of Rs.675 crore is proposed in the XII Plan for the scheme.

8.3.5 Scheme for Financial Assistance and Support Services to Victims of Rape

The Hon'ble Supreme Court in Delhi Domestic Working Women's Forum Vs. Union of India and others writ petition (CRL) No.362/93 had directed the National Commission for Women to evolve a "scheme so as to wipe out the tears of unfortunate victims of rape." The Supreme Court observed that having regard to the Directive principles contained in the Article 38(1) of the Constitution, it was necessary to set up Criminal Injuries Compensation Board, as rape victims besides the mental anguish, frequently incur substantial financial loss and in some cases are too traumatized to continue in employment.

In this background, a Scheme for providing restorative justice to victims of rape through financial assistance as well as support services was finalised and its implementation is likely to start in the fifth year of the XI Plan.

The requirement of funds for the scheme in the XII Plan is estimated at Rs.1300 crore.

8.4 Autonomous Bodies under MWCD

8.4.1 Central Social Welfare Board (CSWB)

Central Social Welfare Board (CSWB) was set up in 1953 with the objective 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. The fund requirement for General Grants-in-aid to meet the establishment costs of the CSWB , 33 State Boards and Field Office Establishments is projected at Rs 250 crore during the XII Plan period.

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.

8.4.1.1 Schemes of CSWB

(a) Integrated Scheme for Women Empowerment for North East Region (CSWB)

The Integrated Scheme for Women's Empowerment for North East has been designed to address the socio-economic need of the region for empowerment of women and development of children. With focus on marketing, the scheme will provide technical inputs, capacity building of the community based groups and networking among various stakeholders.

The proposed financial requirement for the scheme in the XII Five Year Plan is Rs. 50 crore.

(b) Condensed Courses of Education For Women (CSWB)

The scheme was initiated for providing education to adolescent girls/women who are school drop outs or did not have opportunity of joining formal education system to pass primary/middle/matric level examination with inputs of skill development. With the enactment of the Right of Children to Free & Compulsory Education Act, 2009, implementation of Sarva Shiksha Abhiyan and Sakshar Bharat Mission, it is expected that the gender gap in literacy, which has already come down, would be further reduced. However, this gap is still significant, and the scheme of Condensed Courses of Education implemented by the CSWB complements the programmes of Ministry of Human Resource Development in imparting literacy to the left out women and girls. The scheme provides certification for the primary/middle/metric level courses, thereby increasing the employability of the beneficiaries.

Under the current guidelines the budgetary requirement for the XII Plan would be Rs. 45 crore. However, it is proposed to revise the norms under the scheme to be realistic and effective in the current context and the budget requirement is projected at Rs.200 crore.

(c) Awareness Generation Projects for Rural and Poor Women

The scheme has been formulated for awareness generation and advocacy on issues and concerns of rural and poor women. Under the scheme, camps are organized in the community to generate awareness on issues relating to status, legal rights, problems of women and other social issues; to create an enabling environment for effective participation of women in decision making processes; and for asserting their social, economic and political rights.

An evaluation of the scheme is proposed to be undertaken, and based on the recommendations, the scheme will be revised. Taking into account the proposed revision of the norms under the scheme, the financial requirement for the XII Five Year Plan would be Rs. 200.00 crore.

(d) Family Counselling Centres (CSWB)

The scheme of Family Counselling Centres (FCC) was introduced in 1983 with a view to provide counselling, referral and rehabilitative services to women and children who are victims of atrocities, family maladjustment, social ostracism, natural disasters, etc.

The objectives of the scheme are to provide:

- Counselling and rehabilitative services for women & families affected by domestic violence, marital discord or family maladjustment.
- Pre-marital counselling for preparing youth for healthy interpersonal relationships, responsible parenthood and strengthening the institution of family.

Family Counselling Centres have been recognised as service providers under the Protection of Women against Domestic Violence Act in several States. Moreover, in some States, Counsellors have been designated as Protection Officers. In view of its continuing relevance, the scheme is proposed to be continued in the XII Plan. The scheme, which has 787 FCCs at present, is yet to cover all districts.

The honorarium of the Counsellors is also proposed to be reviewed. Accordingly, the projected requirement for the scheme is Rs.300 crore for the XII Plan.

8.4.2 Rashtriya Mahila Kosh (RMK)

Rashtriya Mahila Kosh is an autonomous organization under the Ministry of Women and Child Development. It was set up as a Society in 1993 as the National Credit Fund for Women to extend micro-credit to poor and marginalized women on easy terms. The initial corpus of Rs 31 crore was increased with additional allocation of Rs.10 crore in 2006-07, Rs.12 crore in 2007-08, Rs.31 crore in 2008-09 and Rs.16 crore in 2009-10, taking the principal corpus to Rs.100 crore.

Pursuant to the recommendations of the Committee of Governors and Group of Ministers, and in recognition of its role as an instrument of socio-economic change and development, the Finance Minister announced in the budget speech of 2009-10 that the corpus of RMK will be raised to Rs.500 crore in the next few years. Accordingly, the Governing Board of RMK has taken a decision to restructure and strengthen RMK and to convert RMK from existing society mode to Government owned Non Deposit Taking Systemically Important Non-Banking Finance Company (NBFC-ND-SI) u/s 617 of the Companies Act, with a Pan-India office network backed by need based capital. The process for restructuring and expansion of RMK has been initiated, and this will be carried forward in the XII Plan.

The corpus of RMK, which at present is Rs.100 crore, would be raised to Rs.500 crore over the next five years.

8.4.3 National Commission for Women

The National Commission for Women was set up in 1992 to protect and safeguard the rights of women. The activities of the Commission include receiving complaints, undertaking suo moto enquires in cases of deprivation of rights of women, conducting Parivarik Lok Adalats and legal awareness programmes and organising public hearings.

The National Commission for Women being the nodal agency for protection of the rights of women needs to be strengthened. The requirement of funds for the XI Plan for the activities of the Commission is estimated as Rs.90.22 crore.

8.5. Advocacy and Capacity Building For Gender Mainstreaming

8.5.1 Support for Gender Training

The Working Group has felt that inspite of the progress made over the years, sensitivity towards gender issues and capacities of the planners and implementers on Gender issues is still limited. It is important that Gender training is made a mandatory part of the regular training programme for officials at all levels of Government.

NIPCCD, with its five regional centres, is an arm of MWCD which has already been undertaking training programmes on issues related to women and children. However, the focus in the women's area has been more in relation of health, nutrition and legislative aspects.

It is proposed that a short duration training module on gender sensitization and gender mainstreaming should be run for Government Officers during XII Plan. Services of National level training institutes will be enlisted for the purpose.

An out lay of Rs. 5 Crore will be required during the plan period for this purpose.

8.5.2 Gender Budgeting Scheme

As the nodal Ministry for women, the Ministry of Women and Child Development has been undertaking several initiatives for the empowerment of women. In this context, Gender Budgeting has been adopted by Government as a tool for ensuring that adequate budgetary commitments are made for women.

To build capacities of functionaries and stakeholders at all levels, a Gender Budget Scheme was launched in the XI Plan. As part of this Scheme, the Ministry sponsored training programmes and workshops at the Centre and in the States, developed training material, undertook direct interactive sessions with identified Ministries and provided technical support on GB in Training courses organised by other organisations. Checklists for implementing Gender Budgeting by the various Ministries have been laid down and this Ministry is continuously taking up with the other Ministries as well as the State Governments to carry forward this exercise. The Scheme also had a component for setting up a Gender Budgeting Cell(GBC) in the MWCD. In view of the growing GB awareness in both the Central Ministries as well as State Governments, the demand for capacity building and technical support has been rising. Further, while detailed training manuals have been prepared for the use of the trainers for Central Ministries, the same need to be developed for State Governments. Gender Audit is another emerging area which needs to be focused. To start with, appropriate training modules /manuals are required to be developed and capacities built in gender auditing. The GBC of the Ministry needs to be set up fully to provide support to the growing GB activities.

The Scheme needs to be continued in the XII Plan. An outlay of Rs. 5 Crore will be required during the plan period for this purpose.

8.5.3 Distance Learning Programme on Rights of Women

Awareness about their rights and entitlements is essential for women to realize their full potential. Initiatives by the Government for generating awareness through media and curriculum do not sufficiently meet this requirement. There is , therefore, a need to develop a pool of volunteers or activists with adequate knowledge on the rights of women who can help in spreading awareness about women's rights. To meet this need, it is proposed that a distance learning programme on Women's Rights through an open university may be sponsored to develop human resource in the field.

An outlay of Rs.0.50 crore is required for the purpose in the XII Plan.

8.5.4 Media Initiatives

The Media Division of the MWCD looks after media and publicity affairs through other Departments of the Government namely DAVP, Song and Drama Division, Prasar Bharati, Doordarshan, etc. It looks after print advertisements, broadcasting of audio spots, telecasting of video spots, scroll messages on important themes, organization of an annual event called Vatsalya Mela etc.

In the coming years new schemes are likely to be launched and existing schemes likely to be expanded leading to increased media activities both in print and audio visual fields. Further, media campaigns are also necessary for raising awareness on women's issues, their rights and entitlements.

In view of above expansion of activities, an outlay of Rs.500 crore is proposed in the XII Plan.

8.5.5 Grant-in-Aid Scheme for Research, Monitoring and Publication:

Ensuring efficient implementation of policies and programs is the most important aspect of any intervention. The tools and strategies to assess these aspects are Research, Monitoring and Evaluation. One of the core priorities of the XII Plan should be to commission qualitative and quantitative research and impact evaluation studies and establish reliable sex-disaggregated data collection processes.

The Planning, Research, Evaluation and Monitoring (PREM) Division of the Ministry of Women and Child Development is operating a GIA (Grant-in-Aid) Scheme for research and evaluation works 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.

It is proposed to include the following areas as priorities for research/evaluation on women related issues during the XII Plan:

- i. Research study on female foeticide /infanticide.
- ii. Study of communities that are traditionally into trafficking and means to wean them away; assessment of whether their vulnerability has been increasing over time, reasons thereof.
- iii. Study of migrant women, their economic status, and their vulnerability to trafficking, social security recommendations.
- iv. Study of seasonality in trafficking and efficacy of programs like NREGA and Ujjawala in curbing trafficking.
- v. Rehabilitation status / condition of women sex workers after they have ceased to be active (after 35 years age).
- vi. Prosecution of women as witches, reasons thereof and manner in which States are dealing with it.
- vii. Impact of Domestic Violence Act and efficacy of implementation of DVA.
- viii. Problems of women in areas of civil unrest.

- ix. Documentation of best practices in combating trafficking for commercial sexual exploitation.
- x. Impact study of STEP Scheme: Increase in income of the beneficiary; how the project has been sustained after the Organization has completed the project; profile of the beneficiaries and the bottlenecks.
- xi. Impact study of WWH Scheme: Women staying in the hostel and the problems faced by them and the initiatives taken.
- xii. Survey related to Swadhar Scheme to obtain data about the number of destitute women in the country with specific details about their age profile and problems associated with them and kind of economic activities they prefer to do so that they can be rehabilitated properly.
- xiii. Women and migration, with a special focus on domestic workers, including their work conditions and terms of engagement.
- xiv. Women with disabilities with a special focus on adolescent girls.
- xv. Women, work and the unorganized sector.
- xvi. 'Surrogate Motherhood - Ethical or Commercial'.
- xvii. 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.
- xviii. Study on violence against Women and Children.
- xix. Study on the process of establishing a unified policy for responsible tourism for protection of women and children from exploitation in NE States.
- xx. Study on trafficking of women and children to the metro cities of India and abroad from the North East Region.
- xxi. Study on impact of militancy on women and children and preparation of action plan for their rehabilitation.
- xxii. Dynamics behind sex ratio.
- xxiii. Study on effectiveness of government measures/central and state interventions, taken to combat sex selective abortion.
- xxiv. Impact of sex selective abortion on changing cultural and social mores in states such as Haryana and Punjab, over the past 3-5 years.
- xxv. Study of successful interventions to identify strategies for changing traditional mindsets and practices regarding gender disparity and discrimination against the girl child.
- xxvi. Domestic Violence- A study on ongoing projects in Maharashtra and Haryana for documenting best practices.
- xxvii. Quick documentation of media initiatives in learning.
- xxviii. Traditional practices and language which underscores and re-emphasises secondary status for women.
- xxix. Study on convergence of schemes.

- xxx. 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.
- xxxi. Study the effectiveness of basic services - education, health, nutrition and work - in enabling the women belonging to SC/ST communities to meet their rights and entitlements.
- xxxii. Study on various policies offered by States on promoting Girl-Child and how these have impacted female foeticide.
- xxxiii. Gender Budgeting- An Audit of ongoing efforts in the government

To undertake the Research, Evaluation, Monitoring and Publication activities during the XII plan, an outlay of rupees 20.00 crore is proposed.

8.6 Requirement of funds during the XII Plan

For the activities detailed above, the requirement of funds for the XII Plan is estimated as Rs. 7575.72 crore. Scheme-wise/organisation wise break-up of the requirement is given in the table below.

Sl No	Name of the Scheme /Organisation	Amount (Rs crores)
1	Support for Training and Employment Programme	260.00
2	Working Women Hostel	100.00
3.	Priyadarshini	140.00
4.	Swayamsidha	1700.00
3	National Mission for Empowerment of Women	655.00
4	Strengthening of implementation of laws	450.00
5	Scheme to setup One Stop Crisis Centres	150.00
6	Women's Help line	60.00
7	Ujjawala	50.00
8	Swadhar Greh	675.00
9	Compensation to Rape victims	1300.00
10	Central Social Welfare Board (Schemes and Establishment)	1000.00
11	Support for Gender Training	5.00
12	Gender Budgeting scheme	5.00
13	Distance Learning Programme on Rights of women (New)	0.50
14	Scheme for coaching classes to increase representation of women in Central Government jobs etc	15.00
15	National Commission for Women	90.22
16	Rashtriya Mahila Kosh	400.00
17	Media Plan	500.00
18	Planning, Research, Evaluation and Monitoring Scheme*	20.00
	TOTAL	7575.72

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Annex-I

CRIMES AGAINST WOMEN

Nature of Crime	2006		2007		2008		2009		2010	
	Cases Regd.	Conviction rate								
Kidnapping & Abduction	19348	27.6	20737	25.2	22939	27.1	25741	26.8	29795	28.1
Dowry Death	7618	33.7	8093	33.0	8172	33.4	8383	33.4	8391	33.6
Dowry Prohibition Act	4504	27.3	5623	23.1	5555	23.9	5650	21.5	5182	20
IIPA	4541	78.1	3568	66.6	2659	59.8	2474	55.4	2499	55
Importation of Girls	67	33.3	61	11.9	67	12.3	48	28.6	36	20
Sexual Harassment	9966	51.8	10950	49.9	12214	50.5	11009	49.2	9961	52
Rape	19348	27.2	20737	26.4	21467	26.6	21397	26.9	22171	26.6
Molestation	36617	30.7	38734	29.0		31.7	38711	29.0	40613	29.7
Cruelty by Husband and Relatives	63128	21.9	75930	20.9	81334	22.4	89546	19.8	94041	19.1
Indecent Representation of Women	1562	88.0	1200	90.4	1025	85.0	845	91.4	895	93.1

Source: National Crime Record Bureau (Various Years)

Appendix - I A

**No. PC/SW/1-23(1)2010-WCD
Planning Commission
(WCD Division)**

**Yojana Bhavan, Sansad Marg,
New Delhi – 110 001, Dated:25.05.2011**

ORDER

Subject: Setting up of Working Group on ‘Women’s Agency and Empowerment’ for the Twelfth Five Year Plan (2012-17)

It has been decided by Planning Commission to set up a Working Group on ‘**Women’s Agency and Empowerment**’ for the Twelfth Five Year Plan under the Chairpersonship of **Secretary, Ministry of Women & Child Development**. The composition of the Working Group will be as follows;

- | | |
|---|--------------------|
| 1. Secretary
Ministry of Women and Child Development
Shastri Bhawan, New Delhi – 110001. | Chairperson |
| 2. Secretary
Department of Health and Family Welfare,
Nirman Bhawan, New Delhi – 110001. | Member |
| 3. Secretary
Department of Elementary Education and Literacy,
Shastri Bhawan, New Delhi – 110001. | Member |
| 4. Secretary
Department of Secondary Education,
Shastri Bhawan, New Delhi – 110001. | Member |
| 5. Secretary,
Ministry of Labour,
Shram-Shakti Bhawan, New Delhi – 110001. | Member |
| 6. Secretary

Ministry of Urban Employment and Poverty Alleviation,
Nirman Bhawan, New Delhi – 110001. | Member |
| 7. Secretary,
Ministry of Rural Development,
Krishi Bhawan, New Delhi – 110001. | Member |

- | | |
|--|---------------|
| 8. Secretary
Department of Agriculture and Cooperation,
Krishi Bhawan, New Delhi – 110001. | Member |
| 9. Secretary
Ministry of Social Justice and Empowerment,
Shastri Bhawan, New Delhi – 110001. | Member |
| 10. Secretary
Ministry of Information and Broadcasting,
Shastri Bhawan, New Delhi – 110001. | Member |
| 11. Secretary,
Ministry of Tribal Affairs,
Shastri Bhawan, New Delhi – 110001. | Member |
| 12. Secretary
Ministry of Panchayati Raj,
Sardar Patel Bhawan, New Delhi – 110001. | Member |
| 13. Secretary
Ministry of Home Affairs,
North Block, New Delhi – 110001. | Member |
| 14. Secretary
Ministry of Youth Affairs and Sports,
Shastri Bhawan, New Delhi – 110001. | Member |
| 15. Secretary
Ministry of Minority Affairs,
New Delhi – 110001. | Member |
| 16. Secretary
Ministry of Micro, Small and Micro Enterprises,
New Delhi – 110001. | Member |
| 17. Secretary
Ministry of Law and Justice,
New Delhi – 110001. | Member |
| 18. Senior Advisor (WCD)
Planning Commission
New Delhi – 110001. | Member |

- 19. Advisor (WCD)** **Member**
Planning Commission
New Delhi – 110001.
- 20. Secretary** **Member**
Department of Social Welfare
Government of Kerala
Thiruvananthapuram-695001
- 21. Secretary** **Member**
Department of Women and Child Development,
Government of Gujarat
916,Sardar Bhawan ,Sachivalaya
Gandhinagar-382010
- 22. Secretary** **Member**
Department of Women and Child Development,
Government of Haryana.
Secretariat Building,Sector-17
Chandigarh
- 23. Secretary** **Member**
Department of Social Welfare
Government of Himachal Pradesh.
Shimla-171002
- 24. Secretary** **Member**
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Government of Uttarakhand.
4, Subhash Road,Dehradun-248001
- 25. Secretary** **Member**
Department of Social Welfare,
Government of Assam.
Secretariat,Guwahati-781001
- 26. Secretary** **Member**
Department of Social Welfare,
Government of NCT of Delhi.
GLNS Complex,Delhi Gate
New Delhi-110002
- 27. Secretary** **Member**
Department of Social Welfare,Women and Child Development,
Government of **Arunachal Pradesh,Itanagar-791111**

- 28. Member Secretary** **Member**
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- 29. Executive Director** **Member**
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- 30. Prof. Kanchan Mathur** **Member**
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- 31. Ms.V.P. Zuhara** **Member**
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Progressive Muslim Women's Forum,
Near Civil Station, Kozhikode, Kerala.
- 32. Ms.Nivedita Menon** **Member**
Department of Political Science,
University of Delhi, New Delhi.
- 33. Ms.Chhavi Rajjwat** **Member**
Sarpanch, Soda Village,
District Tonk, Rajasthan.
- 34. Ms.Mari Thakekara** **Member**
ACCORD, Post Box. No. 20,
Gudalur, Nilgiris District, Tamil Nadu.
- 35. Dr. Margaret Francis,** **Member**
Pezhumkattil house, Anavilasam,
P.O.Kumily, District Idukki,
Kerala – 685535.
- 36. Ms.Devaki Jain** **Member**
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New Delhi – 110 016.
- 37. Ms. P. Amuda,** **Member**
District Collector,
Dharmapuri, Tamil Nadu.

- 38. Sh. D.S. Sutaria,** **Member**
Suath Gramodhyog Sansthan,
158, Shardakunj Society, Motipura,
Himatnagar – 383 001, Gujarat.
- 39. Dr. Aruna Ithape,** **Member**
Gramin & Adivasi Sevabhvi Sanstha,
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Sangamner, Ahmednagar, Maharashtra.
- 40. Sh. S. Mohanan** **Member**
Thiruvananthapuram Taluk Sericulture Coop. Society
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Kattachalkuzhi, P.O. 695 509, Thiruvananthapuram, Kerala.
- 41. Ms. Jyoti Meewane** **Member**
SEWA, Opposite, Victoria Gardern,
Bhadra,Ahmedabad – 380001.
- 42. Mrs. Renana Jhabwala** **Member**
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New Delhi – 110054.
- 43. Prof. Asha Kapoor Mehta** **Member**
Indian Institute of Public Administration
Indraprastha Estate,
Ring Road, New Delhi-110002.
- 44. Ms. Sara Pilot** **Member**
CEQUIN
3. Safdarjung Road, New Delhi -110011.
- 45. Ms. Aparna Bhatt** **Member**
Lawyer
3 – 14B, Jangpura-B,
New Delhi – 110 014.
- 46. Ms.Anjali Dave** **Member**
TISS, P.O. Box No. 8313,
Deonar, Mumbai – 400088.
- 47. President** **Member**
All India Women’s Conference,
6, Bhagwan Das Road,
New Delhi – 110001.

- 48. Ms. Kalpana Viswanathan** **Member**
Director
JAGORI, C – 54, Top Floor
South Extension, Part – II,
New Delhi – 110049.
- 49. Dr. Pam Rajput** **Member**
Women's Resources and Advocacy Centre
Chandigarh.
- 50. Ms.G.Jeemol Unni** **Member**
Gujarat Institute of Development Research
Gota, Ahemedabad – 380060 (Gujarat)
- 51. Ms. Sushma Kapoor** **Member**
Deputy Regional Programme Director
UNIFEM, South Asia Sub-regional Office
19 A, Rajdoot Marg, Chanakyapuri, New Delhi – 110001
- 52. Ms. Kumud Sharma** **Member**
Centre for Women's Development Studies
25, Bhai Vir Singh Marg, Gole Market, New Delhi – 01.
- 53. Ms. Madhu Mehra** **Member**
PLD, Partners for Law in Development
F – 18, Jangpura Extension,
First Floor, New Delhi – 14.
- 54. Shri. P. M. Nair** **Member**
Additional Director General (OPS & Works),
Directorate General CRPF,
CGO Complex, Lodhi Road,
New Delhi – 110 003.
- 55. Joint Secretary** **Convener**
Ministry of Women and Child Development
Shastri Bhawan, New Delhi – 110001.

II. Terms of Reference

- i. To conceptualize women's 'empowerment' and define what the Twelfth Plan seeks to achieve. To review the existing priorities, policies, strategies, programmes to see how it feeds into the notion of 'empowerment', highlighting conceptually what changes are

required. Examine the perspective of Women's Empowerment and fulfillment of women's rights, both within the women-specific and women-related sectors, and within diverse regional contexts.

- ii. To highlight emerging issues, challenges and gaps in 'empowerment' from the perspective of these communities and women. This would emphasize the protection, development and empowerment of women and girls, especially the most vulnerable and deprived*, including the declining Child Sex Ratio.

**This includes minorities, scheduled castes, scheduled tribes, including particularly vulnerable tribal groups, internally displaced groups, migrants, urban poor communities, women vulnerable to or victims of abuse, violence, exploitation, trafficking and commercial sex work, affected or infected by HIV/AIDs, single women, widows, the elderly, women with different abilities, among others*

- iii. To suggest necessary interventions, including those related to the recent National Mission for the Empowerment of Women, schemes related to Adolescent Girls and the rationalization of on-going programmes.
- iv. To appraise the implementation of existing women-specific and women-related legislative frameworks, mechanisms for their implementation, identify areas for reform and suggest corrective measures.
- v. To review the effectiveness of women's participation in existing institutional arrangements for the implementation of policies and programmes relating to women at national, state, district and local (Panchayati Raj Institutions and Urban local Bodies) levels and suggest interventions for improving their effectiveness and ownership, as needed.
- vi. To assess how relevant flagship programmes related to rural/tribal/urban development, health, education, water, sanitation, livelihoods, food security are impacting upon women's development and empowerment and to recommend interventions required for "engendering" the same.
- vii. To suggest how the elected women members of Panchayati Raj Institutions can be empowered as prime movers of social change, in partnership with community level women functionaries (ASHAs, AWWs, AWHs, ANMs, teachers) Women's Self Help Groups, community based organizations, voluntary agencies and others.
- viii. To assess existing institutional capacity for the development, implementation and monitoring of women related programmes and gender mainstreaming, with qualitative analysis for improved effectiveness.
- ix. To review the achievement of monitorable targets for women, resource allocations and utilization during the Eleventh Five Year Plan. To suggest monitorable objectives and

indicative resource requirements for Women's Empowerment in the Twelfth Five Year Plan.

- x. To suggest interventions for institutionalizing the 'gender lens' with recommendations for capacity development of key institutions for promoting gender mainstreaming.
- xi. To recommend how the role of Women in Governance can be strengthened, and their rights to participation in improving public institutions and the: delivery of public services realized.

III. The Chairman of the said Working Group may co-opt other Experts and constitute sub-groups for specific tasks as may be considered necessary

IV. The Working Group would be serviced by Ministry of Women & Child Development.

V. The expenditure on **TA/DA** of official members in connection with the meetings of the Working Group will be borne by their respective Ministry/Department. Non-official members will be entitled to T.A./DA as admissible to Grade I officer of the Government of India and this expenditure will be borne by the Ministry of Women & Child Development.

VI. Travel is allowed only by Air India's flights in Economy Class or AC-II Tier by train.

VII. Working Group shall submit its report to the Planning Commission by the **31st August, 2011.**

Dr.R.V.P.Singh
011- 23096523 ,09868140600
Ramvinay@nic.in

To

Chairman and Members including Convener of the Working Group

Copy to:

1. PS to Deputy Chairman, Planning Commission
2. PS to MOS, Planning Commission
3. PS to Member Secretary, Planning Commission.
4. Ps to All Members of Planning Commission.
- 5 All Pr. Advisers/Senior Consultants/ Advisers/ Head of Divisions, Planning Commission
6. Plan Coordination Division, Planning Commission
7. Information Officer, Planning Commission

Dr.R.V.P.Singh
011- 23096523 , 09868140600
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Appendix-I B

No. PC/SW/1-23(1)2010-WCD
Government of India
Planning Commission
(Women & Child Development Division)

Yojana Bhavan, Sansad Marg,
New Delhi
08.08.2011

Office Memorandum

Subject: Formation of a Sub Group under the Working Group on 'Women's Agency and Empowerment' for the Twelfth Five Year Plan (2012-17)

The undersigned is directed to inform that following the decision of the first meeting of the Steering Committee on 'Women's Agency and Child Rights' for the Twelfth Five Year Plan (2012-17) held on 18th July, 2011 under the Chairpersonship of Dr. Syeda Hameed, Member, Planning Commission. It has been decided to constitute Sub Groups on the following matters;

- i) Engendering the Twelfth Five Year Plan and reviewing the impact of macro policies on women.
- ii) Inclusive development including single women, women in conflict zones, women victims of human trafficking, women affected by HIV/AIDS, women branded as 'witches', widows of insurgent prone areas, women belonging to marginal sections of society (Dalits, tribal women and women belonging to minority community), etc.
- iii) Economic empowerment of women with focus on land rights, property rights and inheritance laws.
- iv) Revisiting the Central and State legislation affecting women/ children which requires amendment
- v) Inter-sectoral convergence of schemes relating to Women/ Children/ Nutrition.
- vi) Awareness generation/ strengthening the IEC components in schemes and services and ensure accountability, transparency through means of mechanism like community monitoring.

2. Accordingly, Planning Commission has already constituted Sub-groups for subject matter from (i) to (v) based on choice of members with merger of subjects at serial no. (iii) & (iv).

Appendix - II

F.No.12-9/2011 -WW

Government of India
Ministry of Women & Child Development

Shastri Bhavan, New Delhi,
Dated: 5th July, 2011

ORDER

Subject: Working Group on Women's Agency & Empowerment for the 12th Five Year Plan (2012-17) - formulation of Sub-Groups.

The Planning Commission vide Order No. EC/SW/1-23(1)2011-WCD dated 25.5.2011 constituted a Working Group on Women's Agency & Empowerment for the 12th Five Year Plan under the Chairpersonship of Secretary, M/o Women & Child Development. Under para III of the said Order, the Chairperson of the Working Group may co-opt other experts and constitute Sub-Groups for specific task as may be considered necessary. In pursuance of this and on the basis of deliberations held in the 1st meeting of the Working Group on 10.6.2011, the Chairperson has constituted five Sub-Groups as follows:-

Sub-Group-I : Contextualizing 'Empowerment': Emerging Issues and Challenges

Chairperson: Ms Sangeeta Verma, EA, MWCD

Co Chairperson: Prof. Pam Rajput

Member Secretary: Ms. Rashmi Singh, Executive

Director (NRCW), NMEW

Members:

1. Representative, Ministry of Social Justice and Empowerment
2. Representative, Ministry of Home Affairs
3. Representative, Ministry of Tribal Affairs
4. Representative, Ministry of Minority Affairs
5. Advisor (WCD), Planning Commission
6. Secretary, Department of Social Welfare, Government of Assam
7. Ms. Nivedita Menon, Department of Political Science, University of Delhi, New Delhi.
8. Ms. Kumud Sharma, Centre for Women's Development Studies, 25, Bhai Vir Singh Marg, Gole Market, New Delhi
9. Dr. Margaret Francis, Pezhumkattil house, Anavilasam, P.O. Kumily, District Idukki, Kerala
10. Ms. Manali Shah, SEWA, Opposite, Victoria Garden, Bhadra, Ahmedabad – 380001.
11. Ms. Sara Pilot, CEQUIN 3. Safdarjung Road, New Delhi - 110011
12. Representative of UN Women
13. Dr. Ginny Shrivastava, National Forum for Single Women's Rights, 39, Kharol Colony, Udaipur, Rajasthan-313004
14. Ms. Roma Debabrata, STOP

Sub-Group-II: Legal Framework for Women

Chairperson: Ms. Zohra Chatterjee, Member Secretary,
NCW

Co-Chairperson: Ms Kirti Singh, Advocate

Member Secretary: Ms Vinita Aggarwal, Director, MWCD

Members:

1. Representative, Ministry of Home Affairs
2. Representative, Department of Legal Affairs, Ministry of Law and Justice.
3. Representative, Legislative Department, Ministry of Law and Justice.
4. Representative, Ministry of Information and Broadcasting.
5. Representative, Ministry of Overseas Indian Affairs.
6. Secretary, Department of Women and Child Development, Government of Haryana.
7. Ms. Aparna Bhatt, Lawyer, 3 – 14B, Jangpura-B, New Delhi
8. Ms. Anjali Dave, TISS, P.O. Box No. 8313, Deonar, Mumbai
9. Ms. Kalpana Viswanathan, Director, JAGORI, C – 54, Top Floor, South Extension, Part – II, New Delhi –110049.
10. Ms. Madhu Mehra, PLD, Partners for Law in Development, F – 18, Jangpura Extension, First, Floor, New Delhi – 14.
11. Ms. V.P. Zuhara, Office of Nisa Enterprises and Office of NISA, Progressive Muslim Women’s Forum, Near Civil Station, Kozhikode, Kerala
12. Representative, UN Women

Sub-Group-III: Engendering Schemes and Programmes & Skill Development amongst women

Chairperson: Smt. C.P. Sujaya, A-2, Dewanshree Apartments, 3rd Floor, 30, Ferozeshah Road, New Delhi-110001.

Member Secretary: Ms Anju Bhalla, Director, MWCD

Members:

1. Representative, Ministry of Health and Family Welfare
2. Representative, Department of Elementary Education and Literacy
3. Representative, Department of Secondary Education
4. Representative, Ministry of Labour
5. Senior Advisor (WCD), Planning Commission
6. Representative, Ministry of Rural Development
7. National Skill Development Corporation
8. Representative, Ministry of Micro, Small and Micro Enterprises

9. Secretary, Department of Social Welfare, Government of Himachal Pradesh.
10. Secretary, Department of Women and Child Development, Government of Uttarakhand.
11. Executive Director, Rashtriya Mahila Kosh (RMK)
12. Dr. Vinita Sharma, Scientist, Ministry of Science & Technology
13. Ms. Devika Jain, Economist
14. Ms. Renana Jhabwala, SEWA
15. Sh. D.S. Sutaria, Suath Gramodhyog Sansthan, 158, Shardakunj Society, Motipura, Himatnagar – 383 001, Gujarat.
16. Sh. S. Monahan, Thiruvananthapuram, Taluk Sericulture Coop. Society, 309 Mangalathukonam, Kattachalkuzhi, P.O.695 509, Thiruvananthapuram, Kerala.
17. Shri. P. M. Nair, Additional Director General (OPS & Works), Directorate General CRPF, CGO Complex, Lodhi Road, New Delhi – 110 003.
18. Dr. Rukmini Rao, Executive Director, Centre for World Solidarity, New Delhi.
19. Representative of UN Women

Sub-Group-IV: Women as prime movers in Governance

Chairperson: Ms Nirmala Buch

Member Secretary: Ms Rupa Dutta, Director, MWCD

Members:

1. Representative, Ministry of Panchayati Raj
2. Representative, Department of Youth Affairs, Ministry of Youth Affairs and Sports.
3. Representative, Department of Sport, Ministry of Youth Affairs and Sports
4. Secretary, Department of Social Welfare, Government of NCT of Delhi
5. Secretary, Department of Social Welfare, Women and Child Development, Government of Arunachal Pradesh
6. Ms.Chhavi Rajjwat, Sarpanch, Soda Village, District Tonk, Rajasthan
7. Ms. Mari Thakekara, ACCORD, Post Box. No. 20, Gudalur, Nilgiris District, Tamil Nadu
8. Prof. Kanchan Mathur, Institute of Development Studies, 8 – B, Jhalana Institutional Area, Jaipur, Rajasthan.
9. Dr. Aruna Ithape, Gramin & Adivasi Sevabhvi Sanstha, Deepraj Complex, New Nagar Road, Sangamner, Ahmednagar, Maharashtra.
10. Representative, UN Women

Sub- Group-V: Gender Mainstreaming and effective Accountability Mechanisms

Chairperson: Prof. Aasha Kapur Mehta

Member Secretary: Dr. Sulochana Vasudevan,
Joint Director (WD), NIPCCD

Members:

1. Representative, Ministry of Urban Employment and Poverty Alleviation
 2. Representative, Department of Agriculture and Cooperation
 3. Secretary, Department of Women and Child Development, Government of Gujarat.
 4. Secretary, Department of Social Welfare, Government of Kerala
 5. Ms. P. Amuda, District Collector, Dharmapuri, Tamil Nadu.
 6. Ms Benita Sharma, Consultant
 7. Ms Mridul Eapen, Member, Planning Board, Kerala
 8. Mr. Subrat Das, CBGA
 9. Ms Lekha Chakraborty, Associate Professor, NIPFP
 10. President, All India Women's Conference, 6, Bhagwan Das Road, New Delhi – 110001.
 11. Ms. G. Jeemol Unni, Gujarat Institute of Development Research Gota, Ahmedabad
 12. Representative, UN Women
2. The Terms of Reference of each of the Sub-Groups is annexed.
3. Each Sub-Group will formulate, for the consideration of the Working Group, recommendations in respect of the subject concerned in the overall frame work of the Terms of Reference of the Working Group. The Sub-Groups will submit the reports to the Member Secretary of the Working Group by 31st July 2011.
4. The expenditure on TA/DA of official Members in connection with the meeting of the Sub-Groups would be borne by the Ministry/Department/ State Government concerned. Non official members will be entitled TA/DA as admissible to Grade I Officers of the Government of India. In other words, they are entitled to air travel in cheapest economy class by shortest route on Air India flights. They are also entitled to reimbursement of hotel charges for their stay @Rs.1500/- per day, local transportation cost at Rs. 150/- per day and food bills upto Rs. 200/- per day on production of original bills/vouchers.
5. This issues with the approval of Secretary (WCD) and Chairperson of the Working Group.

(Vinita Aggarwal)
Director
Tel. No. 2338448

Copy to:

- (i) Chairpersons, Co Chairpersons, Members and Member Secretaries of all Sub-Groups.
- (ii) PS to Secretary (WCD)/Additional Secretary (WCD)/Additional Secretary & Mission Director, NMEW.
- (iii) PS to Principal Adviser (WCD) Planning Commission.

TERMS OF REFERENCE FOR SUB-GROUPS ON 'WOMEN'S AGENCY AND EMPOWERMENT'

Sub-Group I : Contextualizing 'Empowerment': Emerging Issues and Challenges

- i. To conceptualize women's 'empowerment' and define what the Twelfth Plan seeks to achieve. To review the existing priorities, policies, strategies, programmes to see how it feeds into the notion of 'empowerment', highlighting conceptually what changes are required. Examine the perspective of Women's Empowerment and fulfilment of women's rights, both within the women-specific and women related sectors, and within diverse regional contexts.
- ii. To highlight emerging issues, challenges and gaps in 'empowerment' from the perspective of these communities and women. This would emphasize the protection, development and empowerment of women and girls, especially the most vulnerable and deprived*, including the declining Child Sex Ratio.

**This includes minorities, scheduled castes, scheduled tribes, including particularly vulnerable tribal groups, internally displaced groups, migrants, urban poor communities, women vulnerable to or victims of abuse, violence, exploitation, trafficking and commercial sex work, affected or infected by HIV/AIDs, single women, widows, the elderly, women with different abilities, among others*

- iii. To suggest necessary interventions, including those related to the recent National Mission for the Empowerment of Women, schemes related to Adolescent Girls and the rationalization of on-going programmes.

Sub-Group II : Legal Framework for Women

- iv. To appraise the implementation of existing women-specific and women related legislative frameworks, mechanisms for their implementation, identify areas for reform and suggest corrective measures.

Sub-Group III: Engendering Schemes and Programmes & Skill Development amongst women

- v. To assess how relevant flagship programmes related to rural/tribal/urban development, health, education, water, sanitation, livelihoods, food security are impacting upon women's development and empowerment and to recommend interventions required for "engendering" the same as well as for their skill development under the National Skill Development Mission.

vi. To review the achievement of monitorable targets for women, resource allocations and utilization during the Eleventh Five Year Plan. To suggest monitorable objectives and indicative resource requirements for Women's Empowerment in the Twelfth Five Year Plan.

Sub-Group IV : Women as prime movers in Governance

vii. To review the effectiveness of women's participation in existing institutional arrangements for the implementation of policies and programmes relating to women at national, state, district and local (Panchayati Raj Institutions and Urban local Bodies) levels and suggest interventions for improving their effectiveness and ownership, as needed.

viii. To suggest how the elected women members of Panchayati Raj Institutions can be empowered as prime movers of social change, in partnership with community level women functionaries (ASHAs, AWWs, AWHs, ANMs, teachers) Women's Self Help Groups, community based organizations, voluntary agencies and others.

ix. To recommend how the role of Women in Governance can be strengthened and their rights to participation in improving public institutions and the: delivery of public services realized.

Sub-Group V: Gender Mainstreaming and effective Accountability Mechanisms

x. To assess existing institutional capacity for the development, implementation and monitoring of women related programmes and gender mainstreaming including gender budgeting, with qualitative analysis for improved effectiveness.

xi. To suggest interventions for institutionalizing the 'gender lens' with Recommendations for capacity development of key institutions for promoting gender mainstreaming. In addition to the Terms of Reference listed above, each Sub-Group would also deliberate on the following cross-cutting issues:

- i. Innovations
- ii. Capacity-building
- iii. Monitoring and Evaluation
- iv. Convergence for an integrated approach

Government of India

Ministry of Women and Child Development

Working Group on 'Women's Agency and Empowerment' for the Twelfth Five Year Plan (2012-2017) – list of co-opted members.

1. Ms. Nirmala Buch,
Retd. Secretary to the Government of India.
2. Secretary,
Ministry of Overseas Indian Affairs.
3. CMD, National Skill Development Corporation
4. Ms. Manali Shah,
SEWA, Opposite Victoria Garden,
Bhadra, Ahmedabad-380 001.
5. Dr. Ginny Shrivastava,
National Forum for Single Women's Rights
6. Ms. Roma Debabrata,
STOP.
7. Ms. Kirti Singh,
Advocate.
8. Dr. Vinita Sharma,
Scientist, Ministry of Science & Technology,
9. Dr. Rukmini Rao, Executive Director,
Centre for World Solidarity, New Delhi.
10. Ms. Mridul Eapen,
Member, Planning Board, Kerala.
11. Mr. Subrat Das
CBGA
12. Ms. Lekha Chakraborty

Associate Professor,
NIPFP

13. Ms. Akhila Sivadas
Executive Director
Centre for Advocacy and Research (CFAR)
14. Ms. Gauri Chaudhary
Action India

Appendix-IV

Drafting committee of 12th Plan working Group on Women's Agency and Empowerment

Chairperson : Dr. Nirmala Buch

Vice Chairperson : Dr. Pam Rajput

Members:

1. Ms. Kirti Singh
2. Ms. C.P. Sujaya
3. Prof. Aasha Kapur Mehta
4. Dr. Ginny Srivastava
5. Mr. P.M. Nair
6. Ms. Renana Jhabvala
7. Ms. Madhubala Nath
8. Prof. Kanchan Mathur
9. Ms. Rashmi Singh
10. Dr. Sulochana Vasudevan
11. Representative M/O Panchayati Raj
12. Representative M/O Rural Development
13. Ms. Sangeeta Verma, Economic Advisor, MWCD
14. Ms. Vinita Aggarwal, Director, MWCD