

CHAPTER 2.11

WOMEN AND CHILDREN

INTRODUCTION

2.11.1 In the context of adopting human development as the ultimate goal of all our developmental efforts, empowerment of women and development of children gains priority on the country's development agenda. Women and Children together constitute 65.6 per cent of the country's total population and account for 673.80 million (as projected) in 2001.

I. EMPOWERMENT OF WOMEN

2.11.2 Women, as an independent target group, account for 495.74 million and represent 48.3 per cent of country's total population, as per the 2001 Census. Empowering women as a process demands a life-cycle approach. Therefore, every stage of their life counts as a priority in the planning process. Depending upon the developmental needs at every stage, female population has been categorised into 5 distinct sub-groups (population as projected for 2001). They include:

- Girl children in the age-group 0-14 years who account for 171.50 million (34.6 per cent), deserve special attention because of the gender bias and discrimination they suffer from at such a tender age;
- Adolescent girls in the age-group 15-19 years who account for 52.14 million (10.5 per cent) are very sensitive from the viewpoint of planning because of the preparatory stage for their future productive and reproductive roles in the society and family, respectively;
- Women in the reproductive age-group 15-44 years numbering 233.72 million (47.1 per cent) need special care and

attention because of their reproductive needs;

- Women in the economically active age-group 15-59 years, who account for 289.40 million (58.4 per cent), have different demands like those of education/training, employment, income generation and participation in the developmental process, decision making etc.; and
- The elderly women in the age-group 60+ years numbering 34.87 million (7.0 per cent), have limited needs mainly relating to health, financial and emotional support.

2.11.3 The country's concern in safeguarding the rights and privileges of women found its best expression in the Constitution of India. While Article 14 confers equal rights and opportunities on men and women in the political, economic and social spheres, Article 15 prohibits discrimination against any citizen on the grounds of sex, religion, race, caste etc. and Article 15(3) empowers the State to make affirmative discrimination in favour of women. Similarly, Article 16 provides for equality of opportunities in the matter of public appointments for all citizens; Article 39 stipulates that the State shall direct its policy towards providing men and women equally the right to means of livelihood and equal pay for equal work; Article 42 directs the State to make provisions for ensuring just and humane conditions of work and maternity relief; and Article 51(A)(e) imposes a fundamental duty on every citizen to renounce practices derogatory to the dignity of women. To make this de-jure equality into a de-facto one, many policies and programmes were put into action from time to time, besides enacting/enforcing special legislations, in favour of women.

POLICIES AND PROGRAMMES: A REVIEW

2.11.4 Development of women has been receiving attention of the Government right from the very First Plan (1951-56). But, the same has been treated as a subject of 'welfare' and clubbed together with the welfare of the disadvantaged groups like destitute, disabled, aged, etc. The Central Social Welfare Board (CSWB), set up in 1953, acts as an Apex Body at national level to promote voluntary action at various levels, especially at the grassroots, to take up welfare-related activities for women and children. The Second to Fifth Plans (1956-79) continued to reflect the very same welfare approach, besides giving priority to women's education, and launching measures to improve maternal and child health services, supplementary feeding for children and expectant and nursing mothers.

2.11.5 The shift in the approach from 'welfare' to 'development' of women could take place only in the Sixth Plan (1980-85). Accordingly, the Sixth Plan adopted a multi-disciplinary approach with a special thrust on the three core sectors of health, education and employment. In the Seventh Plan (1985-90), the developmental programmes continued with the major objective of raising their economic and social status and bringing them into the mainstream of national development. A significant step in this direction was to identify/promote the 'Beneficiary-Oriented Schemes' (BOS) in various developmental sectors which extended direct benefits to women. The thrust on generation of both skilled and unskilled employment through proper education and vocational training continued. The Eighth Plan (1992-97), with human development as its major focus, played a very important role in the development of women. It promised to ensure that benefits of development from different sectors do not by-pass women, implement special programmes to complement the general development programmes and to monitor the flow of benefits to women from other development sectors and enable women to function as equal partners and participants in the development process.

2.11.6 The Ninth Plan (1997-2002) made two significant changes in the conceptual strategy of planning for women. Firstly, 'Empowerment of Women' became one of the nine primary objectives of the Ninth Plan. To this effect, the Approach of the Plan was to create an enabling environment where women could freely exercise their rights both within and outside home, as equal partners along with men. Secondly, the Plan attempted 'convergence of existing services' available in both women-specific and women-related sectors. To this effect, it directed both the centre and the states to adopt a special strategy of 'Women's Component Plan' (WCP) through which not less than 30 per cent of funds/benefits flow to women from all the general development sectors. It also suggested that a special vigil be kept on the flow of the earmarked funds/benefits through an effective mechanism to ensure that the proposed strategy brings forth a holistic approach towards empowering women.

2.11.7 To ensure that other general developmental sectors do not by-pass women and benefits from these sectors continue to flow to them, a special mechanism of monitoring the 27 BOS for women was put into action in 1986, at the instance of the Prime Minister's Office (PMO). The same continues to be an effective instrument till today. Sector/scheme-wise achievements under women-specific and women-related sectors of health, nutrition, education, labour, rural development, urban development, science and technology and women and child development are detailed in the following paragraphs:

2.11.8 The National Health Policy 2001 (Draft) promises to ensure increased access to women to basic health care and commits highest priority to the funding of the identified programmes relating to women's health. During the Ninth Plan period, several new initiatives were taken as part of the Reproductive and Child Health (RCH) Programme (1997), in order to make it broad-based and client-friendly. All the interventions of the erstwhile

programme of Child Survival and Safe Motherhood (CSSM) became part of RCH. During this period, the focus shifted from the individualised vertical interventions to a more holistic integrated life-cycle approach with more attention to reproductive health care. This includes access to essential obstetric care during the entire period of pregnancy, provision of emergency obstetric care as close to the community as possible, improving and expanding early and safe abortion services and provision for treatment of Reproductive Tract Infections/Sexually Transmitted Infections (RTI/STI) cases at the sub-district level.

2.11.9 Under the Universal Immunisation Programme, launched in 1985-86, which became part of the RCH Programme in 1997, the coverage of Tetanus Toxoid Vaccination of pregnant women increased from 40 per cent in 1985-86 to 76.4 per cent in 1996-97 and to 83.4 per cent in 2000-01. The scheme of Training of Daïs was initiated in 2000-01 in 142 districts in 17 states. An extensive network of 2,935 Community Health Centres (CHCs), 22,975 Primary Health Centres (PHCs) and 1,37,271 village level Sub-Centres was put into operation by the end of the Ninth Plan. The Ninth Plan also envisaged to promote institutional deliveries, both in urban and rural areas. A comparison of National Family Health Survey (NFHS) I and II shows that the institutional deliveries has risen from 26 per cent in 1992-93 to 34 per cent in 1998-99. As a result of the above initiatives, the Crude Birth Rate fell from 29.5 to 26.1 and the Crude Death Rate from 9.8 to 8.7 between 1991 and 1999.

2.11.10 The National Nutrition Policy (1993) advocates a comprehensive inter-sectoral strategy for alleviating all the multi-faceted problems of under/malnutrition and its related deficiencies and diseases so as to achieve an optimal state of nutrition for all sections of society but with a special priority for women, mothers and children who are vulnerable as well as 'at-risk'. Of the two major problems of macro and micro-nutritional deficiencies that the women, mothers and children suffer from, while the former are manifested through chronic energy deficiency (CED), the latter are reflected in Vitamin A, Iron and Iodine deficiencies. The strategies

adopted in the Ninth Plan include – screening of all pregnant women and lactating mothers for CED; identifying women with weight below 40 kg and providing adequate ante-natal, intra-partum and neo-natal care under the RCH programme and ensuring they receive food supplementation through the Integrated Child Development Services (ICDS) Scheme. The ICDS, launched in 1975, provides supplementary feeding to bridge the nutritional gaps that exist in respect of children below 6 years and expectant and nursing mothers.

2.11.11 Besides this, since 2000-01, the Government of India has been providing Additional Central Assistance to the states under the nutrition component of Pradhan Mantri Gramodaya Yojana (PMGY) in an effort to prevent the onset of under-nutrition in the age-group 6-24 months. Supplementary nutrition is also provided to 105 million school-going children under the National Programme of Nutritional Support to Primary Education (also popularly known as Mid-Day Meals Programme). (More details are available under the Chapter on 'Food and Nutrition Security').

2.11.12 The National Population Policy adopted in 2000 seeks to address the issues related to population stabilisation and to ensure universal access to quality contraceptive services as a step towards attaining the two-child norm. It calls for reduction in the Infant Mortality Rate (IMR) to 30 and Maternal Mortality Rate (MMR) to 100 by 2010, immunisation of children, promoting delayed marriage for girls and enhancing the number of institutional deliveries. IMR and MMR have been showing a steady declining trend. While IMR declined from 94.5 in 1988 to 71.7 in 1998 and to 70.0 in 1999, MMR declined from 437 in 1993 to 407 in 1998.

2.11.13 The National Policy on Education, announced in 1986 (revised in 1992), gave a big momentum to the task of providing basic education for all. Concerted efforts made during the Ninth Plan were able to expand access, increase retention and improve learning achievements of children in primary and upper primary schools. The National

Literacy Mission, set up in 1988 with the goal of attaining full literacy, i.e. a sustainable threshold level of 75 per cent by 2005, continued to follow a multi-pronged strategy to eradicate illiteracy in the country. Of 600 total districts in the country, 576 have taken up literacy work. Of these, 160 districts have been covered under the Total Literacy Campaign, 264 under the Post Literacy Campaign and 152 under the Continuing Education Scheme. More than 91.53 million people were made literate upto December 2000, 61 per cent of whom were females. By 1999-2000, the scheme of Non-Formal Education (NFE) benefited 7.3 million learners in 2,92,000 NFE Centres spread over 25 States/UTs. The scheme targets out-of-school children in the age-group 6-14 years who have remained outside the formal system due to socio-economic and cultural reasons.

2.11.14 The Mahila Samakhya scheme was launched in 1989 to translate the goals of the National Policy on Education into a concrete programme for education and empowerment of women in rural areas, particularly women in socially and economically marginalised groups. The programme is currently implemented in over 9,000 villages in 60 districts spread over 10 states. The programme has enabled women's collectives to address the larger socio-cultural issues that have traditionally inhibited the participation of women and girls in the education system. Through its strategy of building grassroot women's organisations, the programme has created a forum and environment for women's education at the community level besides managing 866 NFE Centres and around 1,000 Early Childhood-Care Education Centres by the end of the Ninth Plan.

2.11.15 The first National Agriculture Policy, announced in July 2000, seeks to mainstream gender concerns in agriculture. It promises to initiate appropriate structural, functional and institutional measures to empower women, build their capabilities and improve their access to inputs, technology and other farming resources. Under both the Oilseeds Production Programme, which covers 408 districts, and the National Pulses Development

Project, which covers 350 districts, preference is given to women farmers while extending the benefits under various components of these programmes. The State Departments of Agriculture, which are the implementing agencies, have been requested to make women farmer beneficiaries of gender-friendly farm implements. The scheme of Women in Agriculture was approved for implementation during the Ninth Plan in one district each in 15 states. About 415 viable groups of women farmers were constituted and 7,200 farmwomen were trained. A total of 1,603 Village-based training camps and 78 Link workers' training camps were successfully organised. Extension support was provided to the enrolled farmwomen through 4,971 Result Demonstrations, 66 Study Tours and 27 *Mahila Goshthies*. A supplementary credit delivery system in the form of Self-Help Groups (SHGs) addresses the problems and aspirations of the poor women. By March 2000, nearly 2 million rural poor families were accessing financial services from the formal banking system through SHGs formed under the support and linkage programme launched by the National Bank for Agriculture and Rural Development (NABARD). About 84 per cent of these groups are exclusive women's groups.

2.11.16 The Co-operative Sector in India has emerged as one of the largest in the world with 5.3 lakh societies of various types with a membership of 229 million. The scheme of Assistance to Women's Co-operatives, initiated during 1993-94, aims exclusively at the economic betterment of women, by focusing special attention on their needs and providing assistance in the form of assured work and income by organising co-operative societies for taking up economic activities in agro-based commercial/industrial sectors. Under the scheme, a total number of 850 women's co-operatives were benefited during the Ninth Plan. The Women Dairy Co-operative Leadership Programme nurtures leadership amongst women dairy farmers for economic and social empowerment besides ensuring their say in the governance of dairy co-operatives. Presently, the programme is being implemented by 39 milk unions and each milk union covers 25 to 30 village dairy co-operatives every year.

2.11.17 In the Small-Scale Industries Sector, the National Institute for Entrepreneurship and Small Business Development organised Entrepreneurship Programmes for Women during the Ninth Plan. The coir industry employs about 5 lakh people and nearly 80 per cent of coir workers in the fibre extraction and spinning sectors are women. Mahila Coir Yojana intends to provide self-employment opportunities to rural women artisans in regions producing coir fibre. Women spinners are trained in spinning coir yarn on motorised ratts by the Coir Board.

2.11.18 In the field of Labour and Employment, the Women's Vocational Training programme, launched in 1974, aims to implement various skill training programmes to increase women's wage employment and self-employment opportunities. Under the Women's Occupational Training Directorate, there are 10 Regional Vocational Training Institutes (RVTIs) in different parts of the country, besides a National Vocational Training Institute (NVTI) at NOIDA. These institutes organise regular skill training courses at basic, advanced and post advanced levels. By the end of the Ninth Plan, there were 4,499 Industrial Training Institutes (ITIs) with 6.6 lakh seats. Vocational training facilities exclusively for women are also provided through a network of Women Industrial Training Institutes (WITIs) and Women's wings in general ITIs under the administrative control of the State Governments. There are 765 Institutes (231 WITIs and 534 Women's wings in General ITIs/Private ITIs) with 46,750 training seats. Thus, training and upgradation of skills for women in the modern and up-coming trades received high priority during the Ninth Plan period.

2.11.19 In the field of Rural Development, anti-poverty programmes have been a dominant feature of Government initiatives in rural areas. The Swarnajayanti Gram Swarozgar Yojana (SGSY) was launched in 1999 with the objective of bringing the beneficiary families (*swarozgaris*) above the poverty line by providing them income-generating assets through a mix of bank credit and Government subsidy. It is envisaged that 50 per cent of SHGs in each block should be exclusively of women, who

will account for at least 40 per cent of the *swarozgaris*. Since inception of the scheme, 7.4 lakh SHGs have been formed. Around 4.3 million *swarozgaris*, 24 per cent of whom were women, were assisted during the Ninth Plan. The Jawahar Gram Samriddhi Yojana (JGSY) reserves 30 per cent of employment opportunities for women. During the Ninth Plan, around 3.9 million man-days constituting 28 per cent of the total employment generated under JGSY, were provided for women. The Indira Awas Yojana (IAY) stipulates that houses under the scheme are to be allotted in the name of the female member of the beneficiary household or in the joint names of husband and wife. Priority is given to widows and unmarried women. Since its inception in 1985-86, 7.9 million houses have been built. Under the National Maternity Benefit Scheme (now transferred to the Department of Family Welfare with effect from the year 2001-02) that aims at assisting expectant mothers by providing them Rs. 500 each for the first two live births, 6.5 lakh women have been benefited since 1995 when the scheme was started. Under the National Old Age Pension Scheme, central assistance is provided to women and men above the age of 65 years who have little or no regular means of subsistence. Around 7.7 million women, constituting 24 per cent of the aged, benefited from this scheme during the Ninth Plan. The Restructured Centrally Sponsored Rural Sanitation Programme, launched in 1999, ensures construction of village sanitary complexes exclusively for women, wherever the construction of individual household latrines are not feasible.

2.11.20 In the Urban Development sector, the Swarna Jayanti Shahari Rozgar Yojana (SJSRY) provides gainful employment to the urban unemployed/under-employed through encouraging the setting up of self-employment ventures/provision of wage employment. The special scheme of Urban Self-Employment Programme (USEP), which is a component of SJSRY, provides assistance to the urban poor, especially women living below the urban poverty line. The scheme for Development of Women and Children in the Urban Areas (DWCUA) provides assistance to groups of urban poor women for setting up gainful self-employment ventures. The

SPECIAL INITIATIVES / ACHIEVEMENTS FOR THE EMPOWERMENT OF WOMEN DURING THE NINTH PLAN (1997-2002)

- Adoption of Women's Component Plan (WCP) to ensure that benefits from other developmental sectors do not by-pass women and not less than 30 per cent of funds/benefits flow to them from all the women-related sectors. Review of the progress of WCP during the Ninth Plan reveals that funds flowing from one of the women-related Departments (viz. Family Welfare) was as high as 70 per cent of its Gross Budgetary Support of the Ninth Plan; (1997) (Details are given in the Box on WCP)
- Launching of '**Swa-Shakti**' to create an enabling environment for empowerment of women through setting up of self-reliant Self-Help Groups (SHGs) and developing linkages with lending institutions to ensure women's access to credit facilities for income-generation activities; (1998)
- '**Stree Shakti Puraskars**' instituted for the first time in the history of women's development to honour 5 distinguished women annually for their outstanding contribution to the upliftment and empowerment of women; (1999)
- Setting up of a Task Force on Women under the Chairpersonship of Shri K.C.Pant, Deputy Chairman, Planning Commission to review the existing women-specific and women-related legislations and suggest enactment of new legislations or amendments, wherever necessary. The Task Force also suggested a thematic programme for celebrating the year '2001 as Women's Empowerment Year', besides reviewing 22 existing legislations; (2000)
- Introduction of Gender Budgeting to attain more effective targetting of public expenditure and to offset any undesirable gender-specific consequences of previous budgetary measures; (2000-01)
- Adoption of a National Policy for Empowerment of Women to eliminate all types of discrimination against women and to ensure gender justice, besides empowering women both socially and economically; (2001)
- Celebration of the Year 2001 as 'Women's Empowerment Year' to create awareness generation, remove negative thinking, besides building up confidence in women through the processes of conscientization so that they can take their rightful place in the mainstream of the nation's social, political and economic life; (2001)
- Recasting of Indira Mahila Yojana as '**Swayamsidha**', - an integrated programme for empowerment of women through a major strategy of converging the services available in all the women-related programmes besides organising women into SHGs for undertaking various entrepreneurial ventures; (2001)
- Launching of '**Swadhar**' to extend rehabilitation services for 'Women in Difficult Circumstances'; (2001)
- Introduction of a Bill on Domestic Violence against Women (Prevention) to eliminate all forms of domestic violence against women and the girl child; (2002)

Revolving Fund given to these Groups is meant for purposes like purchase of raw materials and marketing, infrastructure support, one-time expenses on child-care activity, etc. Since inception of the

scheme in 1997, 19,730 DWCUA groups have been formed, helping 33,875 women to set up Joint Self-Employment ventures.

2.11.21 In the Science and Technology sector, the programme of Science and Technology for Women is aimed at empowering women through inputs of science and technology. Under this scheme, financial support is extended to projects aimed at identifying the technological needs of women, and for developing and adapting technology transfer to reduce the day-to-day drudgery of women. Under the scheme, projects are approved in priority sectors such as post-harvest technologies, land-based activities, women's health, income generation activities and reducing/eliminating drudgery, rural engineering, medicinal plants, pottery, natural dyes etc.

2.11.22 In the Women and Child Development sector, the nodal Department of Women and Child Development also implements a few innovative schemes besides formulating policies and programmes; enacts/amends legislations affecting women and co-ordinates the efforts of both governmental and non-governmental organisations (NGOs) to raise the overall status of women on par with that of men. The programmes of the Department include – i) empowering strategies; ii) employment and income generation; iii) welfare and support services; iv) awareness generation and gender sensitisation and v) other enabling measures. These programmes play the role of being both supplementary and complementary to the other general development programmes in the sectors of health, education, labour and employment, rural and urban development, etc. Some of the important on-going interventions of the nodal Department during the Ninth Plan are detailed below:

2.11.23 **Empowering Strategies** : The erstwhile programme of Indira Mahila Yojana launched in 1995, was recast as Swayamsidha in 2001 to empower women by generating awareness and helping them to achieve economic strength through micro-level income-generation activities and facilitate easy convergence of various services such as literacy, health, non-formal education, rural development, water supply, entrepreneurship, etc. Out of the Ninth Plan outlay of Rs. 165 crore, no expenditure was incurred during the first three years

of the Plan as the scheme was being recast. The expenditure during 2000-01 and 2001-02 was Rs. 8.95 crore to expand the existing 238 blocks in 1999-2000 to 650 blocks in 2001-02 to form 53,100 Women's SHGs covering 9.3 lakh women beneficiaries. Another empowering intervention refers to 'Swa-Shakti Project', sanctioned in 1998 for a five-year period till 2003 with assistance from the International Development Association and International Fund for Agricultural Development. Swa-Shakti has been in action in 57 districts of 9 states of Bihar, Chhattisgarh, Gujarat, Haryana, Jharkhand, Karnataka, Madhya Pradesh, Uttaranchal and Uttar Pradesh. Its major objective is to create an enabling environment for empowerment of women through setting up of self-reliant women's SHGs and developing linkages between SHGs and lending institutions in order to ensure women's continued access to credit facilities for income-generation activities. Of the Ninth Plan outlay of Rs. 102.94 crore, the expenditure was Rs. 36 crore to set up around 9,735 SHGs through 118 NGOs (till October 2001).

2.11.24 **Employment and Income-Generation** : The Support for Training and Employment Programme (STEP), launched in 1987, provides a comprehensive package of upgradation of skills through training, extension inputs and market linkages to poor and assetless women in the traditional sectors of agriculture, dairy farming, handicrafts, handlooms, animal husbandry, sericulture and fisheries. Of the Ninth Plan outlay of Rs. 88.32 crore, the expenditure was Rs.76.84 crore benefiting 87,140 women. Since inception of this programme, about 6.1 lakh women have been covered under 133 projects launched in 19 states viz. Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Nagaland, Orissa, Sikkim, Tamil Nadu, Tripura, Uttaranchal, Uttar Pradesh and West Bengal. Nearly 60 per cent of the projects have been in the dairy sector. About 8,000 women's dairy co-operatives with more than 4 lakh members have been organised throughout the country mainly through the initiative of State Co-operative Milk Federations. Another programme

called Training-cum-Production Centres for Women (popularly known as NORAD) was launched in 1982-83 with the assistance from the Norwegian Agency for Development and Cooperation (NORAD). The scheme attempts to improve the lives of young women/girls especially school drop-outs and semi-literates, by extending training to non-traditional trades like electronics, watch assembling, computer programming, garment making, secretarial work, community health work, embroidery, weaving, etc. Of the Ninth Plan outlay of Rs. 88.98 crore, expenditure incurred was Rs. 76.50 crore, benefiting 53,050 women.

2.11.25 Yet, another major programme of employment and training for poor and needy women, being implemented by CSWB, is the Socio-Economic Programme (SEP). Of the Ninth Plan outlay of Rs. 26.42 crore, expenditure incurred was Rs. 4.92 crore. Around 62 SEP Units were set up during the Ninth Plan to benefit about 3,100 women. The major reason for the failure to achieve the targets set for this programme was the decision to phase out the scheme and finally drop the same in the Tenth Plan. The scheme of Condensed Courses of Education & Vocational Training for Adult Women (CCE & VT), being run by CSWB since 1958, aims to provide new avenues of employment through continuing education and vocational training for women and girls who are school drop-outs. Against the Ninth Plan outlay of Rs. 45.60 crore, an amount of Rs. 19.54 crore was spent for conducting 2,805 courses to benefit around 70,000 women.

2.11.26 **Welfare and Support Services** : Launched in 1972-73, the programme of Hostels for Working Women (HWW) aims to promote greater mobility for women in the employment market by providing safe and cheap accommodation to working women belonging to the lower income strata living away from home. Of the Ninth Plan outlay of Rs. 51.25 crore, Rs. 34.57 crore was spent for setting up 102 new hostels benefiting around 8,000 women. Since inception of the scheme, 881 hostels were sanctioned with a capacity to accommodate 62,308 women till date, and their 8,226

WOMEN AND MICRO - FINANCE

The Rashtriya Mahila Kosh (RMK), since its registration in 1993, has established its credentials as the premier micro-credit agency with its focus on women and their economic empowerment through the provision of credit to poor and assetless women in the informal sector. RMK mainly channelises its support through Voluntary Organisations, Women's Development Corporations, Women's Co-operative Societies, Block Samitis under the Swayamsidha programme. Achievements of RMK since its inception include - sanction of credit worth Rs. 109.73 crore benefiting 4.2 lakh women through 992 Voluntary Organisations/NGOs; and disbursement of Rs. 82.38 crore upto February 2002. Above all, the success of RMK lies in the fact that it has maintained a creditable recovery rate of 90 per cent and above, all these years.

dependent children in the attached 316 day-care centres. The programme of Short Stay Homes (SSH) for Women and Girls was launched in 1969 to protect and rehabilitate those women and girls who are in social and moral danger due to break-up of families, mental strain/stress, social ostracism, exploitation etc. Of the Ninth Plan outlay of Rs. 55.64 crore, the expenditure was Rs. 25.53 crore. At present, there exist 271 SSHs, benefiting more than 6,700 women.

2.11.27 The scheme of Assistance to Voluntary Organisations for Education Work for Prevention of Atrocities against Women was started in 1982. Under this scheme, Women Study Centres and institutions of higher learning and voluntary organisations are given financial assistance for undertaking various activities relating to education. Of the Ninth Plan outlay of Rs. 1.50 crore, expenditure amounts to Rs. 0.81 crore. The General Grants-in-Aid to Voluntary Organisations through CSWB and for strengthening its field organisations is a multi-faceted scheme providing financial assistance to voluntary organisations for rendering welfare services to women, children, aged and infirm, handicapped and other special groups through various

programmes. Of the Ninth Plan outlay of Rs. 70.03 crore, expenditure incurred was Rs. 53.36 crore. In addition, expenditure on activities like Field Counselling and Inspections, Evaluation and Statistics/Data Bank and Administration Expenditure of Central and State Boards are also covered. Under the scheme of Grant-in-Aid for Research, Publication and Monitoring, 65 new research studies were taken up by the end of the Ninth Plan. Of the Ninth Plan outlay of Rs. 2.95 crore, expenditure was Rs. 2.43 crore under this scheme.

2.11.28 Awareness Generation and Gender Sensitisation: The Ninth Plan attached great importance to efforts that trigger changes in societal attitudes towards women and the girl child. An integrated media campaign - covering electronic, print and film media – which projects a positive image of both women and the girl child is the most

important component of the Government's communication strategy. To sensitise the enforcement machinery, a countrywide gender sensitisation programme was launched in 1991 in collaboration with United Nations Development Fund for Women, New Delhi. Special campaigns to combat atrocities against women were also launched throughout the country in collaboration with the State Home Departments and NGOs. A set of 10 legal literacy manuals written in a simple and illustrated format was also published in 1992 with the aim of educating women about the laws concerning their basic rights. These manuals cover laws relating to working women, child labour, contract labour, adoption and maintenance, Hindu, Muslim and Christian Marriage Laws including right to property, dowry, rape, kidnapping and related police procedures. The Awareness Generation Project for Rural Poor Women (AGPRP) aims to identify the needs of these women and

NCW : A STATUTORY SAFEGUARD FOR WOMEN

NCW (National Commission for Women), a statutory body set up in 1992, safeguards the rights and interests of women. It continues to pursue its mandated role and activities; viz. safeguarding women's rights through investigations into the individual complaints of atrocities; sexual harassment of women at work place; conducting Parivarik/Mahila Lok Adalats, legal awareness programmes/camps; review of both women-specific and women-related legislations; investigates into individual complaints, atrocities, harassment, denial of rights etc. and takes suo moto remedial action to restore their legitimate rights. NCW, since its inception, investigated into a total number of 24,025 complaints, wherein dowry deaths and dowry harassments accounted for the maximum number. Open Adalats (public hearing) is the most innovative and informal style adopted by the Commission to hear the individual grievances. Out of the 41 legislations having direct bearing on women, the Commission reviewed and suggested remedial legislative measures in 32 Acts and forwarded the same to the government for necessary action, besides drafting a Bill on Sexual Harassment at the Work Places and a Bill on SAARC Regional Convention for Prevention and Combating Trafficking in Women and Children.

Amongst its success stories, the Commission requested the State Governments to reserve a certain percentage of resources for women even at the village level for programmes such as water supply, health services, nutrition, sanitation, etc. and reviewed the functioning of women's cells in governmental organisations and issued fresh guidelines to reactivate the cells. It has also organised many seminars/workshops on important emerging problems of women, viz. impact of globalisation on women, prevention of atrocities against women, economic empowerment of tribal women, girl child abuse, child marriages, empowerment of *Dalit* women, women in prostitution, images of women in the electronic media, rehabilitation of *devadasis*, besides conducting legal awareness camps in those states like Haryana, Punjab, Rajasthan, Bihar, Uttar Pradesh, etc. where the status of women is comparatively lower. The Commission has also been very successfully documenting information on many important social problems like that of rape, abortion, *devadasis*, sexual harassment, etc. besides sponsoring studies on various subjects related to women.

generate awareness amongst them about their rights and handling of social issues. Since 1986-87, the scheme has placed special emphasis on encouraging the participation of women in Panchayati Raj Institutions and learning about their role in national integration and communal harmony. Of the Ninth Plan outlay of Rs.15.63 crore, expenditure incurred amounts to Rs.10.92 crore. The programme for Information and Mass Education creates public awareness through the multi-media strategy on issues relating to women. Of the Ninth Plan outlay of Rs. 9.75 crore, expenditure was Rs. 8.70 crore.

2.11.29 Other Enabling Measures : These include Rashtriya Mahila Kosh (RMK), set up in 1993, as a national-level mechanism to meet the credit needs of poor and assetless women in the informal sector. RMK has taken a number of promotional measures to popularise the concept of micro-financing, thrift credit, formation and stabilisation of SHGs and also enterprise development for poor women. Since its inception, RMK has so far, sanctioned credit worth Rs. 109.73 crore, benefiting 4.2 lakh women through 992 NGOs and disbursed Rs. 82.38 crore upto February 2002. The National Commission for Women (NCW), set up in 1992, has a mandate to safeguard the rights and interests of women. Its major objectives are to investigate, examine and review all matters relating to the safeguards provided for women under the Constitution, review of both women-specific and women-related legislations and suggest amendments wherever needed and to function as an agency to keep surveillance and facilitate redressal of grievances of women. Of the total 41 legislations having a direct bearing on women, the Commission reviewed and suggested remedial legislative measures in respect of 32 Acts and forwarded the same to the government for further action. The Commission has accorded the highest priority to securing speedy justice to women. Of the Ninth Plan outlay of Rs. 16.25 crore, expenditure was Rs.16.17 crore.

2.11.30 The year 2001 was celebrated as 'Women's Empowerment Year'. During the year, various

activities and programmes were taken up on different themes pertaining to women's social, political and economic empowerment. The Scheme for Women in Difficult Circumstances – 'Swadhar' has been designed with a flexible and innovative approach to cater to the requirements of various categories of women in distress, in diverse situations under different conditions. The Scheme aims to provide basic needs of shelter, food, clothing and care to the marginalised women/girls living in difficult circumstances who are without any social and economic support. It also attempts to provide emotional support and counselling to such women and ensure their social and economic rehabilitation through education, awareness, skill upgradation and personality development through behavioural training etc.

Women's Component Plan (WCP) and its Progressive Implementation

2.11.31 The genesis of WCP, though officially launched in the Ninth Plan, can be traced back to as early as in the Seventh Plan (1985-90) when PMO, in collaboration with the Planning Commission, identified 27 BOS for women. Monitoring the progress of the implementation of these Schemes was entrusted to the Department of Women and Child Development to assess the quantum of funds/benefits flowing to women. These efforts were further strengthened when the Eighth Plan made a commitment stating that the benefits of development from different sectors do not by-pass women and the flow of benefits to women in education, health and employment will be monitored. Later in the Ninth Plan, the concept of WCP was brought into action as one of the important strategies by directing both the Centre and the State Governments to ensure that not less than 30 per cent of funds/benefits are earmarked in all the women-related sectors. Also, the flow of funds/benefits were monitored through an effective mechanism of inter-sectoral review to ensure that adequate funds/benefits flow to women from all the related sectors so as to prove that the strategy of empowering women is a multi-sectoral approach towards holistic development and advancement of women.

2.11.32 A review of the progress made by WCP has confirmed that it has already started paying rich dividends proving its strength as an effective strategy to achieve its objective. As per the information made available to the Planning Commission, substantial amount of funds are flowing to women through both women-specific and women-related schemes, implemented by 15 Central Ministries/Departments. Of these, while 4 Ministries/Departments viz. Family Welfare, Health,

Education and Indian Systems of Medicine and Homeopathy are contributing to women with as high as 50 to 70 per cent of their Gross Budgetary Support (GBS) in the Ninth Plan. While Labour and Rural Development contribute a flow of 30 to 50 per cent, others stand with less than 30 per cent of their GBS. Based on this, the total amount that flowed to women during the Ninth Plan from the women-specific nodal Department and women-related Ministries/Departments works out to

WOMEN'S COMPONENT PLAN : SOME FACTS & FIGURES

(Rs. in Crore)

Sl. No.	Name of Ministry/ Department	Ninth Plan (GBS)	Flow to WCP	% (Col 4 to Col 3)
(1)	(2)	(3)	(4)	(5)
A. Women-Specific (Nodal Department)				
●	Women and Child Development	7,810.42	7810.42	100.0
B. Women-related Ministries/Departments				
1.	Health	5,118.19	2,581.25	50.4
2.	Family Welfare	15,120.20	10,541.26	69.7
3.	Indian Systems of Medicine & Homeopathy	266.35	133.18	50.0
4.	Education	20,381.64	10,212.44	50.1
5.	Labour	899.12	300.85	33.5
6.	Agriculture & Cooperation	9,153.82	349.96	3.8
7.	Rural Development	41,833.87	17,415.00	41.6
8.	Urban Employment & Poverty Alleviation	4,931.22	403.60	8.2
9.	Social Justice & Empowerment	6,608.13	814.81	13.2
10.	Tribal Affairs	*	60.00	*
11.	Science & Technology	1,497.35	7.50	0.5
12.	Information & Broadcasting	680.05	30.00	4.4
13.	Non-Conventional Energy Sources	2,122.14	401.00	18.9
14.	Small-Scale & Agro-Related Industries	3,786.85	868.93	23.0
15.	Youth Affairs & Sports	826.09	12.33	1.5
Sub-Total (B)		1,13,225.02	44,132.11	39.0
Grand Total (A + B)		1,21,035.44	51,942.53	42.9

*Included in the Ministry of Social Justice & Empowerment

The total Gross Budgetary Support (GBS) of all Ministries and Departments for the Ninth Plan was Rs. 2,03,982 crore. WCP as a percentage of the total GBS of the GOI for the Ninth Plan works out to 25.5.

Rs.51,942.53 crore, which accounts for 42.9 per cent of the GBS of those very same Ministries/ Departments. However, the same will come down to 39 per cent if the GBS of only the 15 women-related Ministries/Departments are taken into consideration and further goes down to 25.5 per cent as part of the total GBS of all the Central Ministries/Departments. (Details are given in the Box). Further, the most striking feature in this entire exercise is to notice that there are Departments like Family Welfare accounting for as high as 70 per cent flow of its total budget for the good of women. Also, the review has brought forth a revealing factor that the WCP has created lot of awareness and sensitisation amongst the planners, policy-makers and administrators to ensure that the funds/benefits from other development sectors do not by-pass women.

Legislative Measures

2.11.33 To make the de-jure equality into a de-facto one, the State has enacted both women-specific and women-related legislations to safeguard the rights and interests of women, besides protecting against social discrimination, violence and atrocities and also to prevent social evils like child marriages, dowry, rape, practice of *Sati* etc. Efforts of the Government have been to review and amend these legislations from time to time to take care of the interests of women in the changing situations and societal demands/obligations. The National Commission for Women was attending to this responsibility since its inception in 1992 as it was mandated to. Of the total 41 legislations having direct/indirect bearing on women, the Commission has reviewed and suggested certain amendments in 32 Acts and forwarded the same to the Government for necessary action. The recommendations of the Commission in respect of 14 Acts were further examined in detail in 2000 by a Task Force on Women and Children headed by Shri K.C. Pant, Deputy Chairman, Planning Commission. To start with, the nodal Department of Women and Child Development has initiated action to move amendments in respect of 4 women-specific legislations, viz. The Immoral Traffic (Prevention) Act, 1956; The Dowry Prohibition Act, 1961; The Indecent Representation of Women (Prohibition) Act, 1986 and The Commission of Sati (Prevention) Act, 1987, besides drafting

LEGISLATIVE SUPPORT FOR WOMEN

Women-specific Legislations

- The Immoral Traffic (Prevention) Act, 1956[@]
- The Dowry Prohibition Act, 1961 (28 of 1961)[@]
- The Indecent Representation of Women (Prohibition) Act, 1986[@]
- The Commission of Sati (Prevention) Act, 1987 (3 of 1988)[@]

Women-related Legislations

- The Guardians and Wards Act, 1860 (8 of 1890) *
- Indian Penal Code, 1860 **
- The Christian Marriage Act, 1872 (15 of 1872) *
- The Indian Evidence Act, 1872 (yet to be reviewed)
- The Married Women's Property Act, 1874 (3 of 1874) *
- The Workmen's Compensation Act, 1923 **
- The Legal Practitioners (Women) Act, 1923[@]
- The Indian Succession Act, 1925 (39 of 1925) *
- The Child Marriage Restraint Act, 1929 (19 of 1929) *
- The Payments of Wages Act, 1936 **
- The Muslim Personal Law (Shariat) Application Act, 1937 *
- The Factories Act, 1948[@]
- The Minimum Wages Act, 1948[@]
- The Employees' State Insurance Act, 1948[@]
- The Plantation Labour Act, 1951 **
- The Cinematograph Act, 1952 **
- The Special Marriage Act, 1954 *
- The Hindu Marriage Act, 1955 (28 of 1955) *
- The Hindu Adoptions & Maintenance Act, 1956 *
- The Hindu Minority & Guardianship Act, 1956 *
- The Hindu Succession Act, 1956 *
- The Maternity Benefit Act, 1961 (53 of 1961)[@]
- The Beedi & Cigar Workers (Conditions of Employment) Act, 1966 **
- The Foreign Marriage Act, 1969 (33 of 1969) *
- The Indian Divorce Act, 1969 (4 of 1969) *
- The Medical Termination of Pregnancy Act, 1971 (34 of 1971) *
- Code of Criminal Procedure, 1973 **
- The Bonded Labour System (Abolition) Act, 1976[@]
- The Equal Remuneration Act, 1976[@]
- The Contract Labour (Regulation & Abolition) Act, 1979[@]
- The Inter-State Migrant Workmen (Regulation of Employment and Conditions of Service) Act, 1979[@]
- The Family Courts Act, 1984[@]
- Juvenile Justice Act, 1986 *
- The Child Labour (Prohibition & Regulation) Act, 1986**
- National Commission for Women Act, 1990 (20 of 1990) *
- The Infant Milk Substitutes, Feeding Bottles and Infant Foods (Regulation of Production, Supply and Distribution) Act, 1992 *
- The Pre-Natal Diagnostic Technique (Regulation and Prevention of Misuse) Act, 1994 *

* Reviewed by National Commission for Women (NCW)

** Reviewed by the Task Force on Women & Children

[@] Reviewed by both NCW and the Task Force on Women & Children

a Bill on Domestic Violence against Women (Prevention). This draft Bill is now awaiting the approval of the Parliament.

PRESENT STATUS OF WOMEN

2.11.34 While the impact of various developmental policies, plans and programmes implemented over the last few decades have brought forth a perceptible improvement in the socio-economic status of women, problems like illiteracy, ignorance, discrimination and violence continue to persist even today. The following paragraphs give an account of achievements in the selected areas of demography and vital statistics; health and family welfare; literacy and education; work and employment; decision-making; political participation; etc.

Demography and Vital Statistics

2.11.35 There has been a slight increase in the total female population of the country, from 407.1 million (48.1 per cent of total population) in 1991 to 495.7 million (48.3 per cent) in 2001 (Table 2.11.1). While the percentage increase of 0.2 is very marginal, increase in terms of absolute numbers

was 88.6 million as against 77.1 million between 1981 and 1991. The growth rate of female population for the 1991-2001 decade was 21.79 per cent, which was 0.86 percentage points higher than that of males and 0.45 percentage points more than that of the total population. Yet, the demographic imbalances between women and men continue to exist till date.

2.11.36 The sex ratio, which represents the survival scene of women, registered a very marginal improvement, from 927 in 1991 to 933 in 2001 (Table 2.11.2). While the sex ratio in respect of all ages has increased, it has declined in the most crucial 0-6 age-group, from 945 in 1991 to 927 in 2001. Also, the same declining trend was reflected in most states, including the more economically advanced ones like Punjab and Haryana. This clearly points to the fact that economic growth may not necessarily bring about an improvement in the status of women. This, in turn, can be attributed to the discrimination that the girl child faces and the consequential problems of poor health and nutritional status. Added to these are the problems of female foeticide and female infanticide, the incidence of which is on an increase.

Table-2.11.1
Population by Sex and Decennial Growth Rate (1981-2001)

(Population in million)

Census	Females		Males		Total	
	Population	DGR*	Population	DGR*	Population	DGR*
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1981	330.0	24.93	353.4	24.41	683.4	24.66
1991	407.1	23.37	439.2	24.30	846.3	23.86
2001	495.7	21.79	531.3	20.93	1027.0	21.34

Note : * Decennial Growth Rate

i) The population figures exclude the area under the occupation of Pakistan and China; ii) The 1981 Census was not held in Assam. The figures for 1981 include the interpolated population of Assam; iii) The 1991 Census was not held in Jammu & Kashmir. The figures for 1991 include the population of Jammu & Kashmir as projected by the Standing Committee of Experts on Population Projections (October, 1989).

Source : Census of India, 1991 & Census of India, 2001 : Provisional Population Totals, Registrar-General & Census Commissioner, GOI, New Delhi.

Table - 2.11.2
Sex Ratio (1981-2001)*

Census	Sex ratio
(1)	(2)
1981	934
1991	927
2001	933

Note : * Sex Ratio : Females per 1,000 males

Source : Census of India, 2001 : Provisional Population Totals, Registrar-General & Census Commissioner, GOI, New Delhi.

2.11.37 The expectation of life at birth in respect of females has been rising steadily (Table 2.11.3). It has increased from 55.7 years in 1981 to 65.3 at 2001, by-passing even the male life expectancy of 62.3 years and recording the highest ever increase of 5.6 years between 1989-93 and 1996-2001.

Table - 2.11.3
Life Expectancy at Birth (1981-2001)

(in years)		
Year	Females	Males
(1)	(2)	(3)
1981-85	55.7	55.4
1989-93*	59.7	59.0
1996-2001	65.3	62.3

Note : * Based on the Sample Registration System Estimates.

Source : Census of India, 1991; and Census of India, 2001 : Provisional Population Totals, Registrar-General & Census Commissioner, GOI, New Delhi.

2.11.38 Similarly, the effective mean age at marriage for females has also increased from 18.3 years in 1981 to 19.5 years in 1997 (Table 2.11.4). The Child Marriage Restraint Act, 1976, which raised the age of marriage for girls from 15 to 18 years has, no doubt, helped reduce child/early marriages and the consequent early pregnancies and birth of premature babies. At the same time, education and employment of women/girls has also played a very important role in raising the age of marriage.

Table - 2.11.4
Mean Age at Marriage (1981-1997)

(in years)		
Year	Females	Males
(1)	(2)	(3)
1981	18.3	23.3
1991	19.5	23.9
1997	19.5	N.A.

Source : Sample Registration System Bulletins for respective years, Registrar-General and Census Commissioner, GOI, New Delhi

Health and Family Welfare

2.11.39 While the Birth Rate has declined by 7.8 points from 33.9 in 1981 to 26.1 in 1999, the Death Rate has also declined by 3.8 points from 12.5 in 1981 to 8.7 in 1999 (Tables 2.11.5 & 2.11.6).

Table - 2.11.5
Birth Rate (1981-1999)

(per thousand)	
Year	Birth Rate
(1)	(2)
1981	33.9
1991	29.5
1999	26.1

Source : Sample Registration System Bulletins for respective years, Registrar General and Census Commissioner, GOI, New Delhi

Table - 2.11.6
Death Rate (1981-1999)

(per thousand)			
Year	Females	Males	Total
(1)	(2)	(3)	(4)
1981	12.7	12.4	12.5
1991	9.7	10.0	9.8
1999	8.3	9.0	8.7

Source : Sample Registration System Bulletins for respective years, Registrar-General and Census Commissioner, GOI, New Delhi

However, while the female Death Rate has come down by 4.4 points from 12.7 in 1981 to 8.3 in 1999, the male Death Rate has come down by 3.4 points, i.e. from 12.4 in 1981 to 9.0 in 1991.

Table – 2.11.7
Maternal Mortality Rate (1980-1998)

(per one lakh live births)

Year	Maternal Mortality Rate
(1)	(2)
1980	468
1993	437
1998	407

Source : Sample Registration System Bulletins for respective years, Registrar-General and Census Commissioner, GOI, New Delhi

2.11.40 Although MMR has been declining from 468 in 1980 to 407 in 1998, it is still very high and, therefore, a matter of great concern (Table 2.11.7). The major causes responsible for this high rate have been detailed as follows (Table 2.11.8):

Table – 2.11.8
Percentage Distribution of Cause-Specific Maternal Mortality Deaths – 1998

Cause	Percentage
(1)	(2)
Haemorrhage	29.7
Anaemia	19.0
Sepsis	16.1
Obstructed Labour	9.5
Abortion	8.9
Toxaemia	8.3
Others	8.5

Source : Survey of Causes of Death (Rural), India, Annual Report, 1998, Registrar-General and Census Commissioner, GOI, New Delhi

2.11.41 The highest number of maternal deaths in 1998 was due to haemorrhage (29.7 per cent), followed by anaemia (19 per cent) and Sepsis (16.1

per cent), which could have been prevented easily through better reproductive health care and nutrition. Despite the special sanction of the Medical Termination of Pregnancy (MTP) Act in 1971, illegal abortions continue to be performed by unauthorised persons like local quacks and untrained persons under unhygienic and unsafe conditions. In fact, abortions accounted for 8.9 per cent of the maternal deaths, which is quite high. Other causes of high morbidity amongst women are Reproductive Tract Infections (RTIs) and Sexually Transmitted Diseases (STDs), besides their higher vulnerability to cancer, malaria and tuberculosis and other diseases due to their lower access to health care facilities.

Table – 2.11.9
Prevalence of Anaemia amongst Pregnant Women

Category	Percentage
(1)	(2)
Normal (> 11 g/dl)	13
Mild (8-11 g/dl)	40
Moderate (5-8 g/dl)	34
Severe (< 5 g/dl)	13

Source : National Nutrition Monitoring Bureau (NNMB), 1996

2.11.42 In addition to the NNMB's data given above, the National Family Health Survey (NFHS)-II of 1998-99 shows that while 1.9 per cent of the adolescent married girls suffer from severe anaemia, 45.9 per cent from moderate anaemia. If left undetected and untreated, this will lead not only to increased morbidity amongst mothers, but also to higher risk of low birth rate and higher pre-natal mortality. Poor child-rearing practices of these adolescent mothers will add to the otherwise high mortality, morbidity and under/malnutrition amongst the infants and thus perpetuate the problems in the inter-generational cycle. The survey also shows that 51.8 per cent of women (15-49 years) suffer from nutritional anaemia, which can easily be prevented by providing better nutrition during their adolescent period and, more specifically, during pregnancy and lactation. Studies conducted by the Indian Council of Medical Research (ICMR), New

Delhi, show that the prevalence of anaemia is highest amongst pregnant women, ranging between 50 and 90 per cent. However, the NFHS II estimates the prevalence to be 49.7 per cent, which is substantially lower than earlier reports. What is more important is that the prevalence of moderate and severe forms of anaemia (< 8 gms per cent and < 5 gms per cent) associated with adverse obstetric outcomes continues to remain high. (More details are available in the Chapter on 'Family Welfare').

Literacy and Education

2.11.43 The past gains in women's education as reflected in the female literacy rate shows an increase from 29.76 per cent in 1981 to 54.16 per cent in 2001 (Table 2.11.10). Also, it is encouraging to note that as revealed by the 2001 Census for the first time, the absolute number of female illiterates has come down from 200.07 million in 1991 to 189.6

Table – 2.11.10
Literacy Rates by Sex (1981-2001)

(in per cent)

Census	Females	Males	Persons	Male-female gap in literacy rate
(1)	(2)	(3)	(4)	(5)
1981	29.76	56.38	43.57	26.62
1991	39.29	64.13	52.21	24.84
2001	54.16	75.85	65.38	21.69

Note : i) The literacy rates relate to the population aged seven years and above; ii) The 1981 Census Literacy rates exclude Assam. The 1991 Census Literacy Rates exclude Jammu & Kashmir.

Source : Census of India, 2001 : Provisional Population Totals, Registrar-General & Census Commissioner, GOI, New Delhi.

Table – 2.11.11
Enrolment of Girls in Graduate/Post Graduate/Professional Courses (1990-91 to 1999-2000)

(Figures in million)

Levels	1990-91		1996-97		1999-2000	
	Women	Total	Women	Total	Women	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Graduate (B.A./B.Sc./B.Com)	1.14 (34.7)	3.29	1.82 (37.4)	4.87	2.66 (40.9)	6.51
Post Graduate (M.A./M.Sc./M.Com)	0.12 (32.8)	0.35	0.17 (30.5)	0.54	0.22 (39.6)	0.55
Ph.D/D.Sc./D.Phil	0.01 (26.2)	0.03	0.01 (29.2)	0.04	0.02 (35.4)	0.05
B.E./B.Sc.(Eng)/ B.Architecture	0.03 (10.9)	0.24	0.05 (14.9)	0.33	0.08 (22.0)	0.36
M.B.B.S.	0.03 (34.3)	0.08	0.04 (35.4)	0.12	0.05 (37.8)	0.14
Total	1.32 (33.0)	3.99	2.09 (35.3)	5.90	3.03 (39.8)	7.61

Note : Figures within parentheses indicate percentage to total.

Source : Selected Educational Statistics for respective years, Department of Education, Ministry of Human Resource Development, GOI, New Delhi.

million in 2001. Similarly, the gap between female and male illiterates and drop-outs has also started narrowing down. Some states, however, continue to have very large inter-regional variations in education and there are still 299 districts with lower female literacy levels than the national average. While Kerala recorded the highest female literacy rate of 87.86 per cent, Bihar recorded the lowest at 33.57 per cent in 2001.

2.11.44 Similarly, the Gross Enrolment Ratio (GER) for girls both at primary and middle levels have also increased from 64.1 in 1980-81 to 85.2 in 1999-2000 in respect of primary level and from 28.6 to 49.7 in respect of middle level during the same period. Between 1990-91 and 1999-2000, the GER of girls at the middle level has also increased from 47.8 to 49.7 (Data on the subject is given in Table 2.11.26 under 'Development of Children').

2.11.45 The number of women in higher education which includes colleges, universities, professional colleges of engineering, medicine, technology, etc. has also increased from 1.32 million (33.0 per cent) in 1990-91 to 3 million (39.8 per cent) in 1999-2000 (Table 2.11.11). The number of women enrolled has

shown an increase in both absolute and relative terms.

2.11.46 The drop-out rates, which have a direct bearing on the school retention rates, have also shown a definite declining trend from 1980-81 to 1999-2000, both in the case of boys and girls at all levels of school education. Although, the drop-out rates for girls at primary and middle levels reduced from 62.5 and 79.4 respectively in 1980-81 to 42.3 and 58.0 in 1999-2000, the rates are still higher than those for boys (Data on the subject is given at Table 2.11.27 under 'Development of Children').

Work and Employment

2.11.47 While the female work participation rate increased from 19.7 per cent in 1981 to 25.7 per cent in 2001, still it is much lower than the male work participation rate in both urban and rural areas (Table 2.11.12). There are wide regional variations amongst the major states, ranging from as high as 34 per cent in Mizoram to as low as 4 per cent in Punjab, as per the 1991 Census. (State-wise data for the 2001 Census is not yet available).

Table – 2.11.12

Work Participation Rates by Sex (1981 to 2001)

(in per cent)

Census	T/R/U	Female	Male	Persons
(1)	(2)	(3)	(4)	(5)
1981	Total	19.7	52.6	36.7
	Rural	23.1	53.8	38.8
	Urban	8.3	49.1	30.0
1991	Total	22.3	51.6	37.5
	Rural	26.8	52.6	40.1
	Urban	9.2	48.9	30.2
2001	Total	25.7	51.9	39.3
	Rural	31.0	52.4	42.0
	Urban	11.6	50.9	32.2

Source : Census of India, 1991, Series I and Census of India, 2001 : Provisional Population Totals, Registrar General & Census Commissioner, GOI, New Delhi.

2.11.48 Women's share in the organised workforce has also shown an increasing trend, from 2.8 million (12.2 per cent) in 1981 to 4.8 million (17.2 per cent) in 1999 (Table 2.11.13). Between 1991 and 1999, rise in the percentage points of women was 3.1. In contrast, the share of men has been declining. However, women's participation in the organised sector is still very low, as compared to men.

Table – 2.11.13
Women in the Organised Sector (1981-99)

(Figures in million)

Year	Women	Men	Total
(1)	(2)	(3)	(4)
1981	2.8 (12.2)	20.1	22.9
1991	3.8 (14.1)	23.0	26.7
1999	4.8 (17.2)	23.3	28.1

Note : Figures within parentheses indicate percentage to total.

Source : Director-General of Employment and Training, Ministry of Labour, GOI, New Delhi.

2.11.49 Similarly, women's employment in the public sector has also recorded an increase from 1.5 million (9.7 per cent) in 1981 to 2.8 million (14.5

per cent) in 1999 (Table 2.11.14). However, it is still much lower than that of men.

Table – 2.11.14
Women in the Public Sector (1981 – 99)

(Figures in million)

Year	Women	Men	Total
(1)	(2)	(3)	(4)
1981	1.5 (9.7)	14.0	15.5
1991	2.4 (12.3)	16.7	19.1
1999	2.8 (14.5)	16.6	19.4

Note : Figures within parentheses indicate percentage to total.

Source : Director-General of Employment and Training, Ministry of Labour, GOI, New Delhi.

2.11.50 Just as in the case of women in Public Sector, they also hold a low-key with only 14.6 per cent of the total 10.7 million employees in Government in 1997. No doubt, there has been an increasing trend in the representation of women in Government, as it rose from 11 to 14.6 per cent between 1981 and 1997, but at the same time, their representation can be rated as very low, when compared to the number of educated women (Table 2.11.15).

Table – 2.11.15
Women in the Government (1981-97)

(Figures in million)

Year	Women	Men	Total
(1)	(2)	(3)	(4)
1981	1.2 (11.0)	9.7	10.9
1997	1.6 (14.6)	9.1	10.7

Note : Figures within parentheses indicate percentage to total.

Source : Director-General of Employment and Training, Ministry of Labour, GOI, New Delhi.

Decision-making

i) Administrative

Table – 2.11.16
Representation of Women in Premier Services (1987-2000)

Service	1987		1997		2000	
	Women	Total	Women	Total	Women	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
IAS	339 (7.5)	4,204	512 (10.2)	4,991	535 (10.4)	5,159
IPS	21 (0.9)	2,418	67 (2.2)	3,045	110 (3.3)	3,301
Total	360 (5.4)	6,622	579 (7.2)	8,036	645 (7.6)	8,460

Note : Figures within parentheses indicate percentage to total.

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

2.11.51 The representation of women in the decision-making levels through the Premier Services viz., the Indian Administrative Service (IAS) and Indian Police Service (IPS), which stood at only 5.4 per cent in 1987, increased marginally to 7.6 per cent in 2000 (Table 2.11.16). However, the figure is still very low, requiring not only affirmative action but also special interventions to help raise the number of women at various decision-making levels.

ii) Political

Table – 2.11.17
Women in Panchayati Raj Institutions (1995-2001)

(Figures in thousand)

Year	Women	Men	Total
(1)	(2)	(3)	(4)
1995#	318 (33.5)	630	948
2001@	725 (26.6)	1,997	2,722

Note : Figures within parentheses indicate percentage to total.

Data refers to 9 states – Gujarat, Haryana, Karnataka, Kerala, Madhya Pradesh, Punjab, Rajasthan, Tripura and West Bengal.

@ For whole of India. (As on 18.10.2001)

Source : Ministry of Rural Development, GOI, New Delhi.

2.11.52 The 73rd and 74th Constitutional Amendments in 1993 have brought forth a definite impact on the participation of women, in terms of absolute numbers, in grassroot democratic institutions viz. Panchayati Raj Institutions (PRIs) and Local Bodies (Table 2.11.17). In fact, these amendments have helped women not only in their effective participation but also in decision-making in the grassroot democracy. Of the 475 Zilla Parishads in the country, 158 are being chaired by women. At the Block Level, out of 51,000 members of Block Samitis, 17,000 are women. In addition, nearly one-third of the Mayors of the Municipalities are women. In the elections to PRIs held between 1993 and 1997, women have achieved participation even beyond the mandatory requirement of 33¹/₃ per cent of the total seats in states like Karnataka (43.45 per cent), Kerala (36.4 per cent) and West Bengal (35.4 per cent). However, the all India figures for women show that their representation in 2001 is still low.

2.11.53 Although the number of women in Parliament has increased from 59 in 1998 to 70 in 2001, their share continues to be very low representing only 8.5 per cent (Table 2.11.18) of the total Members in Parliament in 2001.

2.11.54 The number of women in the Central Council of Ministers continues to remain extremely

Table – 2.11.18
Representation of Women in Parliament (1998-2001)

Year	Females	Males	Total
(1)	(2)	(3)	(4)
1998	59 (7.2)	761	820
1999	67 (8.5)	723	790
2001	70 (8.5)	750	820

Note : Figures within parentheses indicate percentage to total.

Source: 1. Election Commission of India.
2. National Informatics Centre, Parliament House, New Delhi.

low, but with a marginal increase of 0.8 per cent between 1985 and 2001 (Table 2.11.19). Of these, 2 are of Cabinet rank and 6 are of the rank of Minister of State, and of these, 2 are holding Independent Charge. These trends point out very clearly to the need for affirmative action besides addressing these issues in a systematic and expeditious way so that women's concerns gain political prominence and a fairly representative number of women are in position not only at grassroot level, but also at the state and national levels.

2.11.55 To sum up, Table 2.11.20 presents the status of women including that of the girl child along with the progress made by them over a period of two developmental decades (1981-2001) as reflected in the 21 Selected Gender Development Indicators.

2.11.56 A quick review of the progress made by women (Table 2.11.20) has not only focused light on the gains but also brought forth to surface certain critical areas of concern relating to women requiring

Table – 2.11.19
Representation of Women in the Central Council of Ministers (1985 & 2001)

Year	Women	Men	Total
(1)	(2)	(3)	(4)
1985	4 (10.0)	36	40
2001	8 (10.8)	66	74

Note : Figures within parentheses indicate percentage to total.

Source : National Informatics Centre, Parliament House, New Delhi.

Table – 2.11.20
The 21 Selected Gender Development Indicators : 1981 to 2001

S. No.	Indicators	Women	Men	Total	Women	Men	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Demography and Vital Statistics							
1	Population (in million in 1981 & 2001)	330.0	353.4	683.4	495.7	531.3	1027.0
2	Decennial Growth (1981 & 2001) *	24.93	24.41	24.66	21.79	20.93	21.34
3	Sex Ratio (1981 & 2001) **	934	-	-	933	-	-
4	Life Expectancy at Birth (in years in 1981-85 & 1996-01)	55.7	55.4	-	65.3	62.3	-
5	Mean Age at Marriage (in years in 1981 & 1991)	18.3	23.3	-	19.5	23.9	-
Health and Family Welfare							
6	Birth Rate (per thousand in 1981 & 1999)	-	-	33.9	-	-	26.1
7	Death Rate (per thousand in 1981 & 1999)	12.7	12.4	12.5	8.3	9.0	8.7
8	Infant Mortality Rate (per thousand live births in 1988 & 1999)	93.0	96.0	94.5	70.8	69.8	70.0
9	Child Mortality Rate (per thousand live births under 5 years of age in 1985 & 1997)	40.4	36.6	-	24.5	21.8	-
10	Maternal Mortality Rate (per one lakh live births in 1980 & 1998)	468	-	-	407	-	-
Literacy and Education							
11	Literacy Rates (1981 & 2001) *	29.76	56.38	43.57	54.16	75.85	65.38
12	Gross Enrolment Ratio (1980-81 & 1999-2000)						
	- Classes I-V	64.1	95.8	80.5	85.2	104.1	94.9
	- Classes VI – VIII	28.6	54.3	41.9	49.7	67.2	58.8
13	Drop-out Rate (1980-81 & 1999-2000) *						
	- Classes I – V	62.5	56.2	58.7	42.3	38.7	40.3
	- Classes VI – VIII	79.4	68.0	72.7	58.0	52.0	54.6
Work and Employment							
14	Work Participation Rate (1981 & 2001) *	19.7	52.6	36.7	25.7	51.9	39.3
15	Organised Sector (No. in million in 1981 & 1999)	2.80	20.05	22.85	4.83	23.28	28.11
		(12.2 %)			(17.2%)		
16	Public Sector (No. in million in 1981 & 1999)	1.5	14.0	15.5	2.8	16.6	19.4
		(9.7 %)			(14.5%)		
17	Government (No. in million in 1981 & 1997)	1.2	9.7	10.9	1.6	9.1	10.7
		(11%)			(14.6%)		
Decision – Making							
18	Administration (No. in IAS & IPS in 1987 & 2000)	360	6262	6622	645	7815	8460
		(5.4%)			(7.6%)		
19	PRIs (No. in thousand in 1995 & 2001)	318***	630***	948 ***	725	1997	2722
		(33.5%)			(26.6%)		
20	Parliament (No. in 1998 & 2001)	59	761	820	70	750	820
		(7.2%)			(8.5%)		
21	Central Council of Ministers (No. in 1985 & 2001)	4	36	40	8	66	74
		(10%)			(10.8%)		

* figures in per cent; ** females per 1,000 males; *** Refers to 1995 in respect of some states, namely, Gujarat, Haryana, Karnataka, Kerala, Madhya Pradesh, Punjab, Rajasthan, Tripura and West Bengal

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

Source : 1. Census of India, 1991; Census of India, 2001: Provisional Population Totals; and SRS Bulletins for respective years, Registrar General & Census Commissioner, GOI, New Delhi; 2. Selected Educational Statistics for respective years, Dept of Education, Ministry of HRD, New Delhi; 3. Annual Report, 1999-2000, Depts of Elementary & Literacy and Secondary & Higher Education, Ministry of HRD, New Delhi; 4. Employment Exchange Statistics, DGE&T, Ministry of Labour, New Delhi; 5. Dept of Personnel & Training, New Delhi; 6. Ministry of Rural Development, New Delhi; 7. Election Commission of India, New Delhi; 8. National Informatics Centre, Parliament House, New Delhi.

attention of the Government during the Tenth Plan. They include: increasing burden of poverty; unequal access to primary health care, under/malnutrition, high rates of illiteracy and lack of training; lack of access and control on assets and resources; inequalities in sharing of power and decision-making; lack of access to information and media; increasing violence against women, adolescent and the girl child; persisting discrimination against the girl child etc. (These are discussed in detail under 'Gender Justice' of this Chapter.) Keeping these Issues/Concerns in view, the Tenth Plan suggests the following approach not only to strengthen, but also to speed up, the on-going process/efforts of empowering of women.

APPROACH TO THE TENTH PLAN - PATH AHEAD

2.11.57 In the context of having a laid down National Policy, approach to the Tenth Plan for empowering women will be very distinct from that of the earlier Plans, as it now stands on a strong Platform for Action with definite goals, targets and a time-frame. Further, as the process of empowering women initiated during the Ninth Plan is expected to continue through and beyond the Tenth Plan, there can be no better approach than translating the recently adopted National Policy for Empowerment of Women (2001) into action through -

- Creating an environment, through positive economic and social policies, for the development of women to enable them to realise their full potential;
- Allowing the de-jure and de-facto enjoyment of all human rights and fundamental freedoms by women on par with men in all spheres - political, economic, social, cultural and civil;
- Providing equal access to participation and decision-making for women in social, political and economic life of the nation;

- Ensuring equal access to women to health care, quality education at all levels, career and vocational guidance, employment, equal remuneration, occupational health and safety, social security and public office etc.;
- Strengthening legal systems aimed at the elimination of all forms of discrimination against women;
- Changing societal attitudes and community practices by active participation and involvement of both men and women;
- Mainstreaming a gender perspective into the development process;
- Eliminating discrimination and all forms of violence against women and the girl child; and
- Building and strengthening partnerships with civil society, particularly women's organisations, corporate and private sector agencies.

2.11.58 The Operational strategy, as prescribed in the Policy, directs all the Central Ministries and State Departments to draw up Time-Bound Action Plans for translating the Policy into a set of concrete actions through a participatory process of consultations with all the concerned, both in the governmental and non-governmental sectors. Accordingly, the first step in this direction will be to prepare a National Plan of Action for implementation of the Policy by the nodal Department of Women and Child Development through identifying its partners; specifying Action Points in all the women-related development sectors; developing an in-built mechanism for effective co-ordination and monitoring of the implementation of the Policy; besides evaluating/assessing the impact of the implementation of Policy in improving the status of women, based on a Gender Development Index.

2.11.59 The Plans of Action thus prepared will clearly specify - i) the measurable goals to be achieved along with the time targets, preferably in consonance with the time-frames set by the other women-related national policies; ii) commitment of resources; iii) earmarking of the benefits under WCP; iv) fixing of responsibilities for implementation of the Action Points; and v) identification of structures and mechanisms to ensure effective review, monitoring, and impact assessment of all the related policies, Plans of Action and programmes in raising the status of women, adolescent girls and girl children on par with their counterparts. As the time target set for achieving the goals in the Policy goes beyond the Tenth Plan, the following measurable/ monitorable goals set in the Tenth Plan (Approach Paper) having a direct bearing on the empowerment of women and the girl child, will be adopted in the proposed Action Plans:

- Reduction of poverty ratio by 5 percentage points by 2007 and by 15 percentage points by 2012;
- Providing gainful (high-quality) employment to the addition to the labour force over the Tenth Plan period;
- All children in school by 2003; all children to complete 5 years of schooling by 2007;
- Reduction of gender gaps in literacy and wage rates by at least 50 per cent by 2007;
- Reduction in the decadal rate of population growth between 2001 and 2011 to 16.2 per cent;
- Increase in Literacy rate to 75 per cent within the Plan period;
- Reduction of IMR to 45 per 1000 live births by 2007 and to 28 by 2012;
- Reduction of MMR to 2 per 1000 live births by 2007 and to 1 by 2012; and
- All villages to have sustained access to potable drinking water by 2007.

2.11.60 To translate the above Goals into action, the Tenth Plan reaffirms the major strategy of mainstreaming the gender perspectives in all sectoral policies and programmes and plans of action. This will help achieve the ultimate goal of eliminating gender discrimination and creating an enabling environment of gender justice, which would encourage women and girls to act as catalysts, participants and recipients in the country's development process. Further, women-specific interventions will be undertaken to bridge the existing gaps.

2.11.61 Acknowledging the fact that women's equality in power sharing and active participation in decision-making, both in administrative and political spheres, is a very strong instrument to achieve the goals of empowerment, the Tenth Plan will initiate all necessary steps to guarantee equal access and full participation to women in decision-making bodies, including the legislative, executive, judicial, corporate, statutory bodies and their advisory Commissions/ Committees, Boards etc. Affirmative action such as reservations/quotas, including in the higher political, administrative and legislative bodies, will also be considered, if necessary, on a time-bound basis. Introduction of women-friendly personnel policies will be an additional feature during the Tenth Plan to encourage women to participate effectively in all the administrative decision-making processes.

2.11.62 The process of organising women into Self-Help Groups (SHGs), started during the Ninth Plan to provide them a permanent fora for articulating their needs and contributing their perspectives to development, has made tremendous progress as it brought into action more than a million SHGs all over the country. Experience has already shown that these Groups have been very effective institutions at grassroot level in facilitating access to women, be it for financial or material resources or services or for information. Therefore, the Tenth Plan will continue to encourage SHG mode to act as the agents of social change, development and empowerment of women.

2.11.63 As much of the success of empowering women depends upon the holistic impact of various sectoral achievements, efforts will be initiated/intensified during the Tenth Plan to converge the existing services, resources, infrastructure and manpower available both in the women-specific and women-related sectors with an ultimate objective of optimising the benefits with greater cost effectiveness. To this effect, efforts will be made to converge the services of health care, nutrition supplementation, safe drinking water, adult/functional/legal literacy, gainful employment both wage and self-employment, sanitation, health and nutrition awareness, knowledge and information about management of diseases, counselling to-wards safe motherhood practices, nutrition, welfare services etc. The integrated approach adopted by the two on-going programmes of women's empowerment viz. Swa-Shakti and Swayamsidha will be further strengthened and expanded during the Tenth Plan with an ultimate objective of universalising the same through the already available grassroot level networking of SHGs.

2.11.64 Governmental institutions and efforts by themselves are not adequate in terms of human and financial resources to achieve empowerment/advancement of women in its various dimensions. Therefore, they need to be supplemented by Civil Society Organisations (Voluntary Organisations). Already, a large number of such organisations have emerged throughout the country and some of them have also made significant contributions towards projecting and addressing women's issues at the grassroot levels. Services of these organisations will be encouraged, supported and availed of so that the process of empowering women becomes truly a national and people's movement. Further, the corporate world is also evincing keen interest these days in welfare/development issues including women's development, even by transcending their limited business mandates. Also, as corporate bodies have a strategic interface with the working

people, their services will be utilised for gender sensitisation of the corporate world as a whole, including their work force. Efforts will also be made to draw upon their infrastructure and resources for the implementation of women's development programmes, besides ensuring that their employment practices adhere to the norms of social and gender justice. Thus, the Tenth Plan will endeavour to increasingly involve the corporate bodies/private bodies in fulfilling their social responsibility through empowering women.

2.11.65 As part of the efforts for empowering women, the Tenth Plan will take note of the recommendations of the Task Force on Women and Children (2000) with regard to women-specific and women-related legislations, and expedite action to bring forth necessary amendments and enact new legislations, if required. In this regard, special efforts during the Tenth Plan will be made to consider/encourage necessary amendments in legislations relating to ownership of property and inheritance by evolving consensus on the subject and thus make them gender-just, as the evolution of property rights in the patriarchal system has contributed to the subordinate status of women. Further, to ensure that justice is quick and that punishment is meted out to the guilty, the existing legal/judicial systems and also the enforcement machinery will be made more responsive and gender-sensitive to women's needs, especially in the cases of domestic violence and personal assault.

2.11.66 Finally, the Tenth Plan will also take cognisance of the gender asymmetry in the population pyramid with 'males out-numbering females' as a whole and 'females out-numbering males' at the upper end of the age structure and calls for urgent interventions to protect the girl child, besides providing social security for the aged women. The special interventions launched through the Balika Samridhi Yojana (BSY) in 1999 do not seem to be having the much desired impact on the conditions of the adolescent/girl

COMMITMENTS OF THE TENTH PLAN TO EMPOWER WOMEN

The Approach

To continue with the major strategy of 'Empowering Women' as Agents of Social Change and Development

Strategies

To adopt a **Sector-specific 3-Fold Strategy for empowering women**, based on the prescriptions of the National Policy for Empowerment of Women. **They include :**

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

child who is still a victim of various types of discrimination, both within and outside the family. It is hoped that the National Population Policy, with its much-advocated strategy of concentrating on the 133 high fertility districts identified specially for the purpose of paying special attention on population stabilisation, will be able to help rectify these demographic imbalances over a period of time.

2.11.67 While the above-mentioned holistic strategies are expected to reinforce the on-going process of empowering women, the Tenth Plan also suggests a sector-specific three-fold strategy for empowering women through - i) Social Empowerment, ii) Economic Empowerment, and iii) Gender Justice, as per the details given below:

i) Social Empowerment

Health & Family Welfare

2.11.68 While taking note of the importance of the Life-Cycle Approach adopted in the Ninth Plan for meeting the health needs of the target groups viz. women, mothers, the adolescent girls and the Girl Child, the Tenth Plan commits to improve the accessibility and utilisation of services of primary health care and family welfare with a special focus on the under-served and under-privileged segments of population through universalising RCH services. In this context, it also reiterates the need to achieve the goals set by the National Health & Population Policies, especially with regard to women and children, in consonance with the targets set by the Tenth Plan.

SOCIAL EMPOWERMENT

Create an enabling environment through adopting various affirmative developmental policies and programmes for development of women, besides providing them easy and equal access to all the basic minimum services so as to enable them to realise their full potentials through -

- Providing easy and equal access to ensure basic minimum services of primary health care and family welfare with a special focus on the under-served and under-privileged segments of population through universalising Reproductive and Child Health (RCH) services
- Achieving the goals set by the National Population Policy (2000) with regard to reducing Infant Mortality Rate (IMR) to 30 per thousand and Maternal Mortality Rate (MMR) to 100 per lakh live births by 2010
- Supplementing health care and nutrition services through the Pradhan Mantri Gramodaya Yojana (PMGY) to fill the critical gaps in the existing primary health care infrastructure and nutrition services
- Tackling both macro and micro-nutrient deficiencies through nutrition supplementary feeding programmes with necessary support services like health check-ups, immunisation, health and nutrition education and nutrition awareness etc.
- Consolidating the progress made under female education and carrying it forward for achieving the set goal of 'Education for Women's Equality' as advocated by the National Policy on Education, 1986 (revised in 1992)
- Providing easy and equal access to and free education for women and girls at all levels and in the field of technical and vocational education and training in up-coming and job-oriented trades
- Increasing enrolment/retention rates and reducing drop-out rates by expanding the support services through mid-day meals, hostels and incentives like free supply of uniforms, textbooks, transport charges etc.
- Extending the existing network of regional vocational training centres to all the states and Women's Industrial Training Institutes and Women's Wings with General Industrial Training Institutes with residential facilities in all districts and sub-districts and provision of training in marketable trades
- Encouraging the media to project positive images of women and the Girl Child; change the mind-set of the people and thus promote the balanced portrayals of women and men
- Gender sensitising both the administrative and enforcement machinery and ensuring that the rights and interests of women are taken care of, besides involving them in planning, implementation and monitoring of processes.

2.11.69 Further, the Tenth Plan will also take the maximum advantage of the present strategy of extending health care services through PMGY to fill the critical gaps in the existing primary health care infrastructure and services. It will thus help improve the accessibility to women and children with

special priority to the rural and urban poor living below the poverty line, based on the individual needs but not on the ability to pay.

2.11.70 The other effective measures to continue in this direction will be to focus on the essential

obstetric care through early registration of pregnancy and screening of all pregnant women at least thrice during this period to detect risk factors; identification and management of high risk mothers; appropriate management of anaemia and hypertension disorders; providing referral care to 'at-risk' mothers and to ensure safe delivery. Services for the prevention, detection and management of RTIs and STIs will also continue as a priority area and as part of the essential RCH care. Special efforts to promote institutional deliveries; initiatives to promote safe-home deliveries by extending training to Traditional Birth Attendants and supply of Delivery Kits will also continue in a much bigger way as part of the total endeavours to reduce the existing high MMR.

2.11.71 Considering the fact that more than 50 per cent of the deliveries and a large number of illegal abortions are being performed by the unqualified persons, particularly in the rural areas, special efforts will be made to promote ready access to medical termination of pregnancy facilities and intra-partum care at PHCs. Also, prevention/ control of the misuse of medical technologies for commercial purposes will be taken up, on a priority basis, as the incidence of female foeticide has been on an increase due to misuse of the medical technology (ultra-sound) for sex determination, followed by illegal and harmful practice of female foeticide. Action in this direction will include effective enforcement of the Pre-natal Diagnostic Techniques (Regulation and Prevention of Misuse) Act, 1994 with stringent punishment to both the parties. Efforts will also be made to create an enabling environment for women to exercise their reproductive rights and choices freely, as effective measures to contain the population growth. (More details are available in the Chapters on 'Health' and 'Family Welfare').

Food and Nutrition Security

2.11.72 Recognising the critical link between the health and nutritional status of women, mothers and girl children, the Tenth Plan lays down special emphasis on these two nutritionally vulnerable groups through ensuring intra-household food security as the gender biases in the allocation of

food have resulted in many nutritional deprivations amongst women and girls, perpetuating the vicious cycle of under/mal-nourishment. Just as in the case of health, women also deserve a life-cycle approach in respect of nutrition as they face high-risk with the problems of under/malnutrition and the resultant deficiencies and diseases during the critical stages of infancy, childhood, adolescence and motherhood. Special efforts will, therefore, be made to tackle both macro and micro-nutrient deficiencies, especially amongst pregnant and lactating mothers as they lead to various diseases and disabilities not only amongst women, but also amongst children, especially those in the age-group 0-24 months, as this is the most crucial age where the problems of malnutrition generally sets in. Therefore, all the direct and indirect nutritional supplementary feeding programmes will be reinforced with necessary support services like health check-ups, immunisation, ante-natal and post-natal care, health and nutrition education and awareness etc., so as to achieve the goals set in the National Nutrition Policy. Also, the Targeted Public Distribution System (TPDS) needs to be streamlined as a support system for household food security (More details are available in Chapter on 'Food and Nutrition Security').

Education and Training

2.11.73 The bold decision to declare 'Education as the Fundamental Right' (being processed) reflects the Government's concern and commitment to ensure that everyone born in this country is literate/educated and thus fulfil the Constitutional commitment of 'Education for All' by 2007. Through the specially targeted programme of Sarva Shiksha Abhiyan (SSA), launched in 2000, efforts will be made to reach the un-reached women and the girl child. Thus, all out efforts will be made during the Tenth Plan to ensure that the SSA achieves its commitment within the time targets set.

2.11.74 The Tenth Plan will further endeavour to consolidate the progress made under female education and carry it forward for achieving the set goal of 'Education for Women's Equality' as advocated by the National Policy on Education,

1986 (revised in 1992) by reducing the gender gaps at the secondary and higher education levels. Also, special attention will be paid to the already identified low female literacy pockets and to the women and girl children belonging to the socially disadvantaged groups viz. Scheduled Castes (SCs), Scheduled Tribes (STs), Other Backward Classes (OBCs), Minorities, Disabled etc. as they still lag behind the rest of the population with female literacy rates as low as 5 to 10 per cent, while the national average of female literacy stands at 54.16 per cent in 2001.

2.11.75 While 'Education for All' continues to be a priority area in the Tenth Plan, special efforts will be made to create an enabling environment by providing easy and equal access to and free education for women and girls. Steps will also be initiated to remove gender bias and stereo-types in the curricula, text-books and learning material; create a gender-sensitive educational system; promote gender sensitisation of teachers on a regular basis; appoint more women teachers at primary level (at least 90 per cent); reduce drop-out rates and increase enrolment and retention rates of girl children through special incentives like free supply of uniforms, text books, mid-day meals, scholarships, flexible school timings and attached hostels and crèches; and improve the quality of education besides facilitating life-long learning through correspondence courses, distance learning and self-study programmes for women and girls who drop out from the formal system of schooling. In fact, the re-cast programme of BSY revolves around the very same theme of educating and empowering the girl child living below the poverty line with adequate financial support till she completes higher secondary education or gets equipped with the necessary skills to earn her livelihood (More details under Section on 'Development of Children').

2.11.76 Vocationalisation of secondary education and vocational training for women is another priority area requiring greater attention during the Tenth Plan. In this direction, efforts will be made to extend the existing network of regional vocational training centres to all the states and Women's ITIs with residential facilities to all districts and sub-districts. Simultaneously, efforts will also be made to

encourage eligible women/girls with suitable incentives to join vocational education/training so that the facilities available both at the general/exclusive Training Institutions for women are utilised optimally. Introduction of part-time and short-term courses will also be considered to meet the special needs and timings of working women/girls. Special campaigns will be organised, with necessary incentives, to encourage women and girls to opt for the emerging trades/areas of technical education having high employment potential, such as electronics, computer applications, bio-engineering, bio-technology, food processing, fabric designing, beauty culture, communications, media etc.

2.11.77 Further, to encourage more and more girls to enter into the mainstream of higher education, the Tenth Plan endeavours to put into action the governmental commitment of providing free education for girls upto the college level, including professional courses, so as to quicken the process of empowerment of women. All these efforts will continue during the Tenth Plan with the strength and support of the National Policy on Education, as it extends the most positive interventionist role in empowering women.

Welfare and Development

2.11.78 The Tenth Plan will expedite implementation of 'Swadhar' - an innovative intervention for 'Women in Difficult Circumstances' with a special focus on the rehabilitation of sex workers, women/girls offered to temples, viz. *devadasis*, *basvis*, *jogins*, women/girls in social and moral danger, destitute/young/elderly widows; single women in difficult circumstances; women-headed households; displaced women; women affected by natural calamities etc. Scope of services of the scheme will be enlarged to give space to the emerging/demanding situations and groups. While other welfare programmes of the nodal Department of Women and Child Development like short stay homes, hostels for working women, crèches etc. will continue with expansion during the Tenth Plan to meet the specific/emerging needs of women, especially for those belonging to other disadvantaged groups viz. SCs, STs, OBCs and Minorities.

Women and Media

2.11.79 Media will be used to portray positive images consistent with human dignity of girls and women. The Tenth Plan will consciously address the need for a well-planned media strategy not merely for bringing about a massive awareness and education on the gender issues but also for preventing derogatory, demeaning and degrading portrayals of women in the media. Private sector partners and media networks will be involved at all levels to ensure equal access for women particularly in the area of information and communication technologies. The strategy would be to encourage media to develop a code of conduct, professional guidelines and other self-regulatory mechanisms to remove gender stereotypes and promote balanced portrayals of women and men. Also, there is an urgent need for adopting a media policy with laid down prescriptions of 'do's and don'ts' in support of the Constitutional guarantee of upholding women's dignity.

Women and Environment

2.11.80 Considering the impact of environmental factors on sustenance and livelihood, special efforts will be made to increase women's participation in the conservation and restoration of the environment and in the control of environmental degradation. Therefore, the major strategy in the Tenth Plan will be to promote only those programmes that involve the efficient use of non-conventional energy resources in an environment-friendly manner. Further, women will also be involved in propagating the use of solar energy, biogas, smokeless *chullahs* and other rural applications so that these measures will have both visible and viable impact in influencing the eco-system and also in changing the lifestyles of rural women. Efforts will also be made to sensitise the forest staff and local communities about the need to involve women's groups in the planning and management of forest conservation as they have already proved their credentials through the programmes of Social Forestry in Gujarat and West Bengal.

Science & Technology for Women

2.11.81 Recognising the fact that the application of science & technology is vital for the advancement of women, the Tenth Plan will encourage women to participate in science and technology activities, especially in rural areas as it reduces the drudgery of household chores and provides a better quality of life. These will include measures to motivate girls to take up subjects of science and technology in higher education and ensure that development projects with scientific and technical inputs involve women fully. Efforts to develop a scientific temper and awareness will also be stepped up. Special measures will be taken to train women in areas where they have special skills like communication and information technology. Efforts to develop appropriate technologies suited to women's needs as well as to reduce their drudgery will be made through the on-going programme of 'Science & Technology Projects for Women'. Also, special efforts/ provisions will be made to cover the existing gap in disseminating and reaching the technologies to rural women for whose benefit these were designed.

ii) Economic Empowerment

Women in Poverty

2.11.82 As women comprise nearly 70 per cent of the population living below the poverty line, and are very often in situations of extreme/abject poverty, the on-going poverty alleviation programmes are expected to address specifically the needs and problems of such women as poverty affects women more than men. Though, 40 per cent of benefits under SGSY have been earmarked for women, but in practice, benefits are not reaching women in the same proportion, as some of the studies have revealed. Therefore, the Tenth Plan will address the need for better targeting of benefits to women under various poverty alleviation programmes. Further, as the women-specific scheme of Development of Women and Children in Rural Areas (DWCRA) has been subsumed/merged under the SGSY, it is

necessary to exercise a greater vigil to ensure that the allocations earmarked for women are not diverted to other components of SGSY. Also, as the earlier programmes have proved that the 'Group Approach' is more successful than the individual beneficiary approach, steps will be taken for mobilisation of poor women into SHGs and through convergence of services, offering them a wide range of economic and social options, along with necessary support services to enhance their joint capabilities. To this effect, the available programmes for women will be converged into block level action plans of the newly launched Swayamsidha programme, meant for empowering women.

Women in Agriculture and Land Management

2.11.83 As the majority (89.5 per cent) of female workforce is concentrated in the agriculture sector, they are being doubly marginalised, first as women and second as landless labourers with no inheritance rights, either for land or for other productive assets. Therefore, the Tenth Plan will ensure effective implementation of land reform legislations, ceiling and distribution of surplus land and issue of Joint *Pattas* under Government schemes etc. It will also make concerted efforts to ensure that the benefits of training and extension in agriculture and its allied activities of horticulture, small animal husbandry, poultry, fisheries etc. reach women in proportion to their numbers. Special training programmes in the latest technology, keeping in view the role of women as producers, will be expanded to assist rural women in meeting the market demands. With the rise in the number of women-headed households, the phenomenon of feminisation of agriculture, will be attended to as a concern at the policy level.

Women in Industry

2.11.84 The important role played by women in the fields of electronics, technology, food processing, agro-industry and textiles has been crucial to the development of these sectors. During the Tenth Plan, to increase the share of women in factories and industrial establishments, efforts will be made to remove the existing traditional bias that women

ECONOMIC EMPOWERMENT

Ensure provision of training, employment and income generation activities with both 'forward' and 'backward' linkages with the ultimate objective of making all women economically independent and self-reliant through -

- Organising women into Self-Help Groups under various poverty alleviation programmes, viz. Swarnajayanti Gram Swarozgar Yojana (SGSY), Swarna Jayanti Shahari Rozgar Yojana (SJSRY), Rashtriya Mahila Kosh (RMK), Support for Training and Employment Programme (STEP), Training-cum-Production Centres for Women (NORAD) etc. and offering them a range of economic options along with necessary support measures to enhance their capabilities and earning capacities with an ultimate objective of making them economically independent and self-reliant
- Ensuring that women in the Informal Sector who account for more than 90 per cent are given special attention with regard to improving their working conditions as the same continued to be very precarious without even minimum or equal wages, leave aside other legislative safeguards
- Making concerted efforts to ensure that the benefits of training and extension in agriculture and its allied activities of horticulture, small animal husbandry, poultry, fisheries, etc. reach women in proportion to their numbers; and also issue of Joint *Pattas* for husband and wife under the Social Forestry and Joint Forest Management programmes
- Ensuring that the employers fulfil their legal obligations towards their women workers in extending child care facilities, maternity benefits, special leave, protection from occupational hazards, allowing formation of women workers' associations/unions, legal protection/aid etc.
- Re-training/upgrading the skills of women displaced from traditional sectors due to advancement of technology so that they can take up jobs in the new and expanding areas of employment and formulating appropriate policies and programmes to promote alternative opportunities for wage/self-employment in traditional sectors like khadi and village industries, handicrafts, handlooms, sericulture, small scale and cottage industries
- Initiating affirmative action to ensure at least 30 per cent of reservation for women in services in the Public Sector as their representation in 1999 was only 14.5 per cent, along with required provisions for upward mobility
- Increasing access to credit for women either through the establishment of new micro-credit mechanisms or micro-financial institutions catering to women or strengthening existing arrangements in these areas along with an expansion of the limited coverage of RMK

are good only in stereo-type/feminine jobs and encourage women to equip themselves with necessary professional/vocational skills and compete with men to make an entry into newer areas. Simultaneously, efforts will also be put into action to ensure that the employers fulfil their legal obligations towards their women workers in extending child care facilities, maternity benefits, special leave, protection from occupational hazards, allowing formation of women workers' associations/unions, legal protection/aid etc. In this context, the Tenth Plan will make special efforts to sensitise the Trade Unions to play the role of a watch-dog with regard to protection of women's rights/interests. Further, women, at present, cannot work on night shift in factories, even if they wish to. Therefore, the Tenth Plan will consider initiating measures to facilitate women to work in the night shift in factories, if they so desire, as advocated by the National Policy for Empowerment of Women.

Employment and Income-Generation

2.11.85 Further, as the ultimate objective of empowering women is to make them economically independent and self-reliant, special efforts will be made to generate gainful employment through promotion/expansion of both wage and self-employment opportunities. In this context, the on-going training-cum-employment-cum-income-generation programmes viz. SGSY, SJSRY, PMRY, STEP, NORAD etc. will be further expanded to create more and more of employment-cum-income-generation opportunities and to cover as many women as possible living below the poverty line. In these efforts, priority will be given to female-headed households and women living in extreme/abject poverty. The programme of Swayamsidha will be further expanded to 2,000 additional blocks during the Tenth Plan. The micro-credit programme of RMK will be closely tied up with SHGs formed under Swayamsidha for financing various employment-cum-income-generation activities. Thus, Swayamsidha is going to emerge as a nation-wide integrated programme to provide a strong base for empowering women, both socially and economically, during the Tenth Plan and beyond.

Women in Small-Scale/Cottage Industries

2.11.86 The Tenth Plan will make special efforts to identify the traditional sectors that are shrinking due to advancement of technology, market shifts and changes in the economic policies and introduce necessary training programmes to re-train/upgrade the skills of the displaced women to take up jobs in the new and emerging areas of employment. Also, formulation of appropriate policies and programmes will be attempted to generate opportunities for wage/self-employment in traditional sectors like khadi and village industries, handicrafts, handlooms, sericulture, small scale and cottage industries. While attempting to bring forth necessary structural adjustments in these sectors, women will receive priority attention.

Women in the Un-organised/Informal Sector

2.11.87 Women in the Informal Sector will receive special attention during the Tenth Plan as they account for more than 90 per cent and are still continuing to struggle in the most precarious working conditions without any legislative safeguards. To start with, efforts will be made to ensure both minimum and equal wages for women on par with men, towards fulfilling the Constitutional commitment of 'equal pay for equal work'. To this effect, the Tenth Plan will also endeavour to extend the important labour legislations to the Informal Sector, especially those legislations where the employers have a mandatory binding for providing basic minimum working conditions along with necessary welfare services for women workers. While formulating necessary policies and programmes for the betterment of women in the Informal Sector, the findings/results of the Fourth Economic Census (2001) as well as the un-attended recommendations of the National Commission on Self-Employed Women and Women in the Informal Sector (Shram Shakti), will be taken into consideration.

Women and Globalisation

2.11.88 With the removal of all quantitative restrictions on the import of various products, the

self-employed women's groups, especially in the informal sector, have started facing competition from the low-priced imported consumer goods which are invading the Indian market. Although this has the imminent danger of displacing a large number of employed/self-employed women, but at the same time, the process of globalisation has also opened up opportunities for women entrepreneurs for exporting their products to the markets all over the world. Globalisation has thus opened up new challenges for the realisation of the goal of women's empowerment. The Tenth Plan, will, therefore, plan to design such strategies to enhance the capacity of women and empower them to cope with the negative economic and social impacts of the globalisation process.

Women in Services

2.11.89 The Tenth Plan recognises the need to initiate affirmative action to ensure at least 30 per cent reservation for women in services in the Public Sector as against the existing representation of 14.5 per cent in 1999. Efforts will, therefore, be made to increase the representation of women in Services through providing coaching facilities, encouraging women to compete along with men in the competitive examinations on the one hand, and on the other, providing support services for working women to ensure mobility in the employment market. Towards this, efforts will be made to ensure expansion of the existing limited support services like hostels for working women, creches/day-care centres at work places and homes for the aged and the disabled, so that women can find time to be more productive, economically. Also, efforts will be made to introduce special concessions and relaxations, like multiple entries, increase in the upper age limit, flexi-timings etc. for women. In addition to the above, the Tenth Plan will also attempt to gender sensitise the existing personnel policies to facilitate up-ward mobility for women in Services.

Women and Micro-Credit

2.11.90 The Tenth Plan recognizes the need for a comprehensive Credit Policy to increase women's access to credit either through the establishment of new micro-credit mechanisms or micro-financial

institutions or strengthening the existing ones. In this context, expansion of the activities of RMK will receive special attention with adequate financial support for the Tenth Plan. Efforts will be made to draw lessons from the success stories of various voluntary organisations which have already established their credentials in the field of micro-credit for women and encourage them to expand their activities, both within and outside their states. There will also be efforts to equip all States/UTs with Women's Development Corporations to provide both 'forward' and 'backward' linkages of credit and marketing facilities to women entrepreneurs, besides being active catalysts for empowering women economically. Further, the Tenth Plan will try and expedite the earlier efforts of setting up of an exclusive 'Development Bank for Women Entrepreneurs' in the Small Scale and Tiny Sectors.

iii) Gender Justice

2.11.91 As stated earlier, the principles of gender equality and gender justice and protection of women's rights have been the prime concern, since Independence. The Constitution of India not only guarantees gender equality by conferring equal rights on both women and men, but also prohibits discrimination on the grounds of sex. It also empowers the State to make affirmative discrimination in favour of women only to ensure gender justice through Gender Equality. With these strong commitments in the back-drop, the National Policy for Empowerment of Women (2001) set its major objective to eliminate gender discrimination on priority basis and to create a positive environment for empowering women. In line with this, the Tenth Plan calls for a time-bound survey/search to identify areas with gender inequalities and suggest remedial action to remove the gender gaps/rectify the existing imbalances and thus ensure gender justice. Following are some of the areas identified for initiating immediate interventions:

Arrest the Adverse and Ever-declining Sex Ratio

2.11.92 The adverse sex ratios, which have fallen from 972 in 1901 to 933 females for 1,000 males in 2001 (except between 1991 and 2001) in respect of all age-groups and the sudden fall of sex ratio of

GENDER JUSTICE

Eliminate all forms of gender discrimination and, thus, enable women to enjoy not only de-jure but also de-facto rights and fundamental freedom on par with men in all spheres, viz. political, economic, social, civil, cultural etc. through -

- Complete eradication of female foeticide and female infanticide through effective enforcement of both the Indian Penal Code, 1860 and the Pre-Natal Diagnostic Technique (Regulation and Prevention of Misuse) Act, 1994 with most stringent measures of punishment so that a very harsh path is set for the illegal practitioners
- Adopting measures that take into account the reproductive rights of women to enable them to exercise their reproductive choices
- Working out strategies, in close collaboration with the Ministry of Labour, to ensure extension of employment opportunities and thus, remove inequalities in employment – both in work and accessibility
- Initiating interventions at the macro-economic level to amend existing legislations to improve women's access to productive assets and resources
- Ensuring that the value added by women in the Informal Sector as workers and producers is recognised through redefinition/re-interpretation of conventional concepts of work and preparation of Satellite and National Accounts
- Defining the Women's Component Plan (WCP) clearly and identifying the schemes/programmes/projects under each Ministry/Department which should be covered under WCP and ensuring the adoption of women-related mechanisms through which funds/benefits flow to women from these sectors
- Initiating action for enacting new women-specific legislations; amending the existing women-related legislation, if necessary, based on the review made and recommendations already available to ensure gender justice, besides, reviewing all the subordinate legislations to eliminate all gender discriminatory references
- Expediting action to legislate reservation of not less than 1/3 seats for women in the Parliament and in the State Legislative Assemblies and thus ensure women in proportion to their numbers reach decision-making bodies so that their voices are heard
- Arresting the ever-increasing violence against women and the Girl Child including the Adolescent girls on top priority with the strength and support of a well-planned Programme of Action prepared in consultation with all the concerned, especially the enforcement authorities; implementing effectively with the strength of the Law and Order Authorities both at the centre and state levels and assessing the situation
- Expediting standardisation of a Gender Development Index based on which the gender segregated data will be collected at national, state and district levels; compiled/collated and analysed to assess the progress made in improving the status of women at regular intervals with an ultimate objective of achieving equality on par with men
- Initiating/accelerating the process of societal reorientation towards creating a Gender-Just Society

children 0-6 years from 945 in 1991 to 927 in 2001 illustrate the most disturbing survival scene of women and the girl child in India. The ever-declining trend in the sex ratios can be attributed to higher mortality rates amongst females as compared to males in all age groups right from the childhood to the child-bearing ages. Other contributory factors include - limited access to health care services and relative deprivation of the female child in respect of rearing as well as feeding practices. Interventions to this effect have been in progress, but not with much impact in reaching the set goal. Therefore, the Tenth Plan will take special measures to look into the reasons responsible for this state of affairs and initiate necessary action to set right the existing demographic imbalances between women and men, as it does not augur well for the future of the country. It will also try and ensure easy accessibility for women and the girl child to the basic minimum services of primary health care, drinking water supply, nutrition, primary education etc. through effective inter-sectoral co-ordination and convergence.

Eradiation of Sex-Related Harmful Practices

2.11.93 Related to the problem of gender bias and the persistent discrimination against the girl child are the sex-related harmful practices of female foeticide and female infanticide leading to the most un-wanted abortions and the present high rates of female infant mortality of 70.8 (1999), female child mortality of 24.5 (1997) and maternal mortality of 407 (1998) (More details under the section on 'Development of Children'). Based on the 1991 Census, 65 districts have been identified as problem districts, with sex ratio abnormally in favour of males between 1,100 to 1,218 males for 1,000 females in the states of Andhra Pradesh, Bihar, Delhi, Gujarat, Haryana, Madhya Pradesh, Punjab, Rajasthan, Tamil Nadu and Uttar Pradesh. Besides, a multi-centric study sponsored by the Department of Women and Child Development in 1993 also confirmed that while Female Foeticide is being practised all over the country, the Female Infanticide exists as a local phenomenon amongst certain communities. The Tenth Plan will, therefore, initiate action to enforce effectively both the Indian Penal Code, 1860 and the Pre-natal Diagnostic Technique

(Regulation and Prevention of Misuse) Act, 1994 to control/eradicate the female foeticide and female infanticide, respectively with a very close vigil and surveillance along with severe punishment for the guilty. Along with this, long-term measures of sensitising the society to change their mind-set which is negatively disposed towards the girl child - as un-wanted, neglected and discriminated both within and outside her home, will also be put into action throughout the country with a special focus on the problem districts and problem communities.

Elimination of Discriminatory Feeding Practices

2.11.94 Malnutrition and its related deficiencies and diseases amongst women, mothers and children have become a big threat to their development potential. This, to some extent, could be attributed to the discriminatory feeding practices that exist within the family towards women and the girl child. Surveys conducted by the National Nutrition Monitoring Bureau (NNMB), Hyderabad, in 1989-90 confirmed that more than 52.5 per cent of children in the age-group of 1-5 years and 49.3 per cent of women were suffering from various chronic energy deficiencies and 87.5 per cent of pregnant women were anaemic of various degrees during 1989-90. The programme of ICDS, which was launched in 1975 to take care of these problems amongst children and mothers, could not extend its coverage throughout the country. Further, the supplementary feeding programme which is the back-bone of ICDS covering, at present, a total number of 37.5 million children and mothers, has received some set-back due to the inadequacy of funds with almost all the States/UTs. Thus, the Tenth Plan will take immediate steps to ensure that adequate allocations are made available through PMGY and also under the newly launched programme of National Nutrition Mission of 2002, so as to reinforce the supplementary feeding services in all the 7.5 lakh Anganwadis (expected to be in action by the end of the Ninth Plan), as per the prescribed norms. Besides, efforts will also be made to ensure 'Food Security for All at House-hold Level' so that the existing discriminatory practices against the women and the girl child in sharing of the food within the family can be put to an end.

Increasing Access to Health, Education and Employment

2.11.95 Discrimination in the access to health and education for women and girls continues to persist in many areas owing to negative societal attitudes. Discriminatory practices do exist even in child-rearing, feeding and providing health services. The same are very much reflected in the health and nutritional status of women and girls, especially amongst pregnant and lactating mothers, as mentioned earlier. Therefore, the Tenth Plan will adopt a holistic approach to women's health which includes both nutrition and health services with special attention to the needs of women and girls at all stages of the life-cycle. Also, special efforts will be made to increase easy access towards a comprehensive, affordable and quality health and nutrition care through widespread RCH and ICDS services. Also, measures will be adopted to take into account the reproductive rights of women to enable them to exercise their reproductive choices.

2.11.96 Girls and young women are expected to manage both educational and domestic responsibilities, which often results in poor academic performance and early drop-out from the educational system. The same are very much reflected in the existing gender differentials in respect of literacy rates (54.16 for females as against 75.85 per cent for males in 2001), enrolment ratios (85.2 for girls and 104.1 for boys at the primary level in 1999-2000) and drop-out rates (42.3 for girls and 38.7 for boys at the primary level in 1999-2000). These have long-lasting consequences for all aspects of women's life. Therefore, the Tenth Plan will endeavour to create a favourable social environment in which women and men and girls and boys are treated equally and are encouraged to achieve their full potential. Further, it will also initiate various actions to increase access to women and girls through special affirmative measures viz. providing free education, appointing more women teachers, creating a gender-sensitive educational system, increasing enrolment and retention rates of girls through provision of hostels, mid-day meals and improving the quality of education to facilitate life-long learning as well as development of vocational/

technical skills and thus, eliminate discrimination against women and girls in respect of education. Efforts will also be made to develop gender-sensitive curricula at all levels of the educational system in order to address the issue of stereotyping, which is one of the causes of the gender discrimination.

2.11.97 The low female work participation rate of 25.7 per cent in 2001; their very low representation of 17.2 per cent in the organised sector in 1999; 14.5 per cent in public sector in 1999; 14.6 per cent in Government in 1997; the present high rate of 14 per cent of educated women being unemployed in 1999-2000; and finally more than 90 per cent of women struggling in the Informal/Unorganised Sector, speaks volumes about the most subtle way of discriminating women and their inaccessibility to employment. Keeping these serious concerns in view, the Tenth Plan will not only plan to strengthen the on-going successful strategies, but will also work out new strategies, in close collaboration with the Ministry of Labour and other related sectors with employment potential. It is also hoped that the Special Group on Targeting 10 Million Jobs per year over the Tenth Plan period set up in the Planning Commission in 2001 to consider the recommendations of the Task Force on Employment Opportunities (2001) will be able to increase job opportunities as well as access to women to employment. Thus, these special efforts of the Tenth Plan are expected not only to remove the existing inequalities but also work towards gender justice in the field of employment.

Providing Access to and Control on Productive Resources

2.11.98 Women's control and access to various productive resources like land, raw materials, credit, marketing etc. which are key to her economic empowerment is either very much restricted or limited to nothing. Also, traditionally women have been discriminated in providing inherited property or possessing productive assets. The Tenth Plan will, therefore, endeavour to attempt such strategies/interventions at the macro-economic level, and bring-forth, if necessary, amendments in the existing legislations or through enacting new legislation to

eliminate these age-old discrimination against women and thus improve women's access to productive assets and resources.

Making Women more Visible

2.11.99 Women's work still continue to be the most invisible in the National Accounts, despite their high levels of contribution to the national economy. The 2001 Census, as already pointed out earlier, could record only 25.7 per cent as female workforce. The reason being - women's work could never get recorded either in the population Census or their contribution in the National Accounts due to the problem of definitions. But, in practice, women hold substantial share in the workforce of various sectors viz. 90 per cent in informal sector; 70 per cent in the agriculture sector; 35.3 per cent in its allied sectors; 46.1 per cent in the Khadi & Village Industries; 65.5 per cent in Handloom and Sericulture etc. and also contribute a lot to the national economy. In view of this, the 1991 Census made an attempt to capture data on women's work in the informal sector and the same got intensified in the Census of 2001. However, the detailed report of the 2001 Census on the subject is still awaited.

2.11.100 Further, the Time-Use Survey on women conducted by the Central Statistical Organisation (CSO) during 1998-99, also brought forth a most revealing factor stating that 51 per cent of women's work is not recognised and, therefore, remains unpaid. Therefore, as one of the important measures to ensure gender justice, the Tenth Plan will attempt - i) a dialogue with the concerned authorities/organisations to ensure that the contribution of women as workers and producers is recognised through a re-definition/re-interpretation of conventional concept of work; ii) making an assessment of the contribution of women to the national economy, based on the information being collected through the Population Census and the Economic Census; and iii) ensure the same get reflected in the National Accounts of the country, as directed by the National Policy on Empowerment of Women.

Strengthening Women's Component Plan

2.11.101 To make the implementation of the Women's Component Plan (WCP) more effective

to ensure flow of adequate funds/benefits to women from all other developmental sectors, the Tenth Plan will ensure not only defining the concept of WCP clearly, but would also go a step further in identifying the schemes and programmes of various Ministries/Departments which should be covered under WCP. Efforts will also be made to see the possibility of maintaining a sub-head for WCP under the relevant major head of the respective programme, just as it is done in the case of SCP for SCs and TSP for STs. No re-appropriation from WCP to the other schemes will be permitted without the prior approval of the Department of Women and Child Development. Detailed Schedules and Formats for reporting progress will also be devised so that the benefits flowing to women can be monitored closely and on a continuing basis. Though the concept of WCP has not been operationalised systematically, it will be streamlined/strengthened with comprehensive guidelines/instructions along with a strong monitoring machinery during the Tenth Plan.

Adoption of Gender Budgeting

2.11.102 While taking note of the efforts initiated during the Ninth Plan towards ensuring a gender-just/gender-sensitive budget, the Tenth Plan will continue the process of dissecting the Government budget to establish its gender-differential impact and to translate gender commitments into budgetary commitments. As the process of Gender Budgeting has its own limitations in terms of being a post-facto effort to dissect/analyse and thus offset any undesirable gender-specific consequences of the previous budget, this cannot be an effective measure to ensure adequate flow of funds and benefits for women. Therefore, the Tenth Plan will initiate immediate action in tying up these two effective concepts of WCP and Gender Budgeting to play a complementary role to each other, and thus ensure both preventive and post-facto action in enabling women to receive their rightful share from all the women-related general development sectors. More than the quantum or percentage of outlays, what is more important for empowering women is ensuring that the funds from various developmental sectors are effectively converged, properly utilised and monitored. This can be done through a systematic process of identifying the existing gaps in services

and facilities being provided and ensure reaching adequate resources to fill those gaps as these very gaps are standing as major obstacles in the process of empowering women. In this context, the Tenth Plan also takes note of the over-riding priority given to the programmes of child development and the resultant intra-budgetary imbalances that exist today within the budget of the nodal Department of Women and Child Development and suggests to rectify the same through a much more balanced distribution of resources between 'Empowerment of Women' and 'Development of Children' - the two major responsibilities entrusted to it.

Effective Enforcement of Legislation

2.11.103 Taking into consideration the recommendations of the review made by the National Commission for Women and the Task Force on Women and Children, the Tenth Plan will initiate action in consultation with the concerned Ministries/ Departments either for amending the existing legislation or for enacting new legislation, wherever necessary. In continuation of this, an attempt will also be made to review all the subordinate legislations, related rules and regulations, as well as the executive/administrative orders and guidelines and eliminate all the gender discriminatory references. This will be evolved through a consultation process involving all the concerned under the guidance of the National Commission for Women. In addition, the following specific measures will be taken to implement the legislation effectively, as suggested in the National Policy on Empowerment of Women- i) strict enforcement of all relevant legal provisions and speedy redressal of grievances with a special focus on violence and gender-related atrocities; ii) measures to prevent and punish sexual harassment at the work place, protection for women workers in the organised/un-organised sectors and strict enforcement of relevant laws such as Equal Remuneration Act, 1976 and Minimum Wages Act, 1948; iii) regular review of crimes against women, their incidence, prevention, investigation, detection and prosecution etc. by the centre and states at district levels. Reputed local voluntary organisations will be authorised to lodge complaints and facilitate registration of cases, investigations and legal

proceedings related to violence and atrocities against girls and women; iv) Women's cell in Police Stations, Women Police Stations, Family Courts, Mahila Courts, Counselling Centres, Legal Aid Centres and Nyaya Panchayats will be strengthened and expanded to eliminate violence and atrocities against women; and v) widespread dissemination of information on all aspects of legal rights, human rights and other entitlements of women, through specially designed legal literacy manuals and programmes.

Increasing the Numbers in Decision-making

2.11.104 Adding to the serious problems listed above, lack of education, information and awareness generation aggravate the deprivation of women, thereby excluding them not merely from political, social and economic processes, but also from decision-making. True to this statement, while their representation in the administrative decision-making is as low as 7.6 per cent (2000) in the Premier Services of Indian Administrative Service and Indian Police Service; their representation in political decision-making is 8.5 per cent (2001) in Parliament and 10.8 per cent (2001) in the Central Council of Ministers. No doubt, they represent 26.7 per cent (2001) in Panchayats against the 33-1/3 per cent reservation for women. When more and more women are positioned at various levels of decision-making, it is bound to have a definite impact on public policy in favour of women and thus, women's issues will get transformed into societal issues. Therefore, efforts in the Tenth Plan will be to increase the number of women in decision-making at various levels both in administrative and political spheres, through affirmative discrimination, if called for. In this context, the Tenth Plan will not hesitate to make an attempt to expedite the process of approval of the pending Bill to provide 33-1/3 per cent of seats for women in the State Legislative Assemblies and in the Lok Sabha.

Arresting the Increasing Violence

2.11.105 The ever-increasing violence against women is yet another manifestation of low and unequal status of women and the Girl Child, besides

being detrimental to their development. Violence against women and the girl child, both domestic and at work place, has been showing an alarming trend, especially during the recent past. As per the latest data (1999) published by the National Crime Records Bureau, New Delhi, the total number of crimes committed against women has been increasing year by year from 1.21 lakh in 1997 to 1.31 lakh in 1998 and 1.36 lakh in 1999. Of the total 1.36 lakh crimes against women in 1999, torture claims the highest share of 32.3 per cent; followed by molestation (23.8 per cent); kidnapping and abduction (11.7 per cent); rape (11.4 per cent); sexual harassment (6.5 per cent); and dowry death (4.9 per cent); immoral traffic (6.9 per cent) and others (2.5 per cent). Amongst the states, while Madhya Pradesh reports the highest incidence of 12.6 per cent of the total crimes, Uttar Pradesh and Maharashtra followed suit with 12.5 per cent and 10.0 per cent respectively. Delhi which shares 1.3 per cent of the country's total population, accounts for 1.8 per cent of the total crime, and holds the fourth highest crime rate in the country with 17.9 (number of crimes per one lakh population), while the all India crime rate stands at 13.8. The Tenth Plan will, therefore, address the problems of violence against women, on top priority basis, through a well-planned Programme of Action (POA) with both short and long-term measures at both national and state levels. Situation also demands activating the enforcement machinery, besides bringing some necessary amendments both in the Indian Penal Code and other related legislations to make the punishment of various crimes against women more stringent. Initiating efforts in close collaboration with the committed NGOs to bring forth societal re-orientation is yet another important area for intervention during the Tenth Plan. However, the National Commission for Women, in close collaboration with the non-governmental organisations already working in this field, can play a lead role in combating the day-to-day increasing violence against women and the girl child.

Awareness Generation and Gender Sensitization

2.11.106 Keeping in view the commitments of the Policy in empowering women, vigorous efforts will

be made to accelerate the process of societal re-orientation towards creating a gender-just society. The focus in this regard will be on changing the negative attitudes within families and the community towards women and the girl child and eliminating all types of discrimination against them. In this process, both governmental and non-governmental organisations are expected to play a big role in utilising both mass media and other traditional means. Gender sensitisation will be institutionalised within the training systems of Government through induction as well as refresher courses. Specially designed gender sensitisation programmes will be conducted on a regular basis with special focus on the State functionaries viz. the executive, legislative, judicial and enforcement wings of all governmental agencies. Other initiatives in this direction include generating societal awareness to gender issues; review of curriculum and educational materials leading to the removal of all references derogatory to the dignity of women; use of different forms of mass media to communicate special messages relating to women's equality and empowerment.

Effective Monitoring

2.11.107 Lack of gender disaggregated data on various Development Indicators, both at the state and district levels has been a major problem in monitoring the progress made in improving the status of women towards achieving 'Equality' on par with men. Realising this problem, the Tenth Plan will take immediate steps to expedite standardisation of the Gender Development Index based on which the gender segregated data will be collected at national, state and district levels; compiled/collated and analysed so as to make Assessment Reports on the progress of the status of women at regular intervals which should be comparable not only at the national level, but also at international levels. In fact, the nodal Department of Women and Child Development, in collaboration with CSO which is already engaged in collecting and publishing gender-based data and other primary and secondary data collecting Agencies like Registrar General of India, National Sample Survey Organisation (NSSO) and concerned Ministries/Departments should develop Women's Information Network

System to ensure that the gender disaggregated data flows into on a regular basis. This would help make an assessment of the efforts in achieving the ultimate goal of Gender Justice. Also, the efforts initiated by the Planning Commission in collaboration with States/UTs and with the assistance of UNDP, Delhi to bring out both national and state level human development reports should allocate a separate Chapter on Gender, besides continuing these reports on biennial basis. Over and above this technical monitoring, the National Council for Women, being set up under the Chairpersonship of the Prime Minister and the Parliamentary Committee on Empowerment of Women set up in 2000 will oversee and review from time to time the progress made by women in achieving gender equality/gender justice on par with men.

2.11.108 To sum up, if Gender Justice is to be ensured, women need to be empowered socially, economically and politically. If women are to be empowered socially, it is necessary to make everyone of them literate, reach them information and generate awareness, equip them with legal literacy and help them in every way to realise their own potential. If women are to be empowered economically, it is necessary to equip them with vocational skills; provide employment and income generation, extend free channels of micro-credit, provide management/entrepreneurial skills, social security and thus allow them greater visibility. If women are to be empowered politically, the immediate need is to adopt to different forms of affirmative discriminations so that women in proportionate numbers reach critical places to ensure that their voices are heard. In fact, it is the empowerment strategy that has emerged as the most challenging task not only for those who are working for women, but also for women themselves.

II. DEVELOPMENT OF CHILDREN

2.11.109 Development of Children is the first priority on the country's development agenda not because they are the most vulnerable, but because they are our supreme assets and also the future human resources of the country. Therefore, the foundations for life-long learning and human

development are necessarily to be laid in the very crucial years of the childhood.

2.11.110 The child population with a defined age-group of 0-14 years, and as projected for 2001, accounts for 347.54 million (33.8 per cent) of the total population of the country. Of these, 171.50 million (49.3 per cent) are female children. Of the total child population, 20.71 million (6 per cent) are infants who are below 1 year; 41.75 million (12 per cent) are toddlers in the age-group 1-2 years; 77.32 million (22.2 per cent) are pre-schoolers in the age-group 3-5 years; and another 207.76 million (59.8 per cent) are in the age-group of 6-14 years. While the children as a group require special attention, the three age groups viz. the infants, toddlers, and pre-school children require individual attention because of their age-specific needs.

2.11.111 Considering the fact that children have neither voice nor any political constituency, the Constitution of India laid down certain special safeguards ensuring their right to 'survival, protection and development'. While the Article 14 guarantees that the State shall not deny to any person equality before the law, Article 15(3) empowers the State to make any special provisions in favour of children. Similarly, while Article 23 prohibits traffic in human beings, and forced labour and treats any contravention to this provision as a punishable offence; Article 24 prohibits employment of children below the age of 14 years in any factory or mine or other hazardous occupations; Article 39 states that the tender age of children is not abused and are not forced to enter into avocations unsuited to their age (e) and given opportunities and facilities to develop in a healthy manner and in conditions of freedom and dignity, so that childhood is protected against exploitation and against moral and material abandonment (f); Article 45 provides the right for children to compulsory education up to the age of 14 years; and Article 47 stipulates that the State shall endeavour to raise the level of nutrition and standard of living and to improve public health.

POLICIES AND PROGRAMMES : A REVIEW

2.11.112 The well-being of children has been a priority and also an integral part of country's

developmental planning, since 1951. During the 1960s, the major responsibility of developing child-care services had primarily rested with the voluntary sector and with a welfare-oriented approach. The 1970s marked a shift in the approach to children from 'welfare' to 'development' and accordingly child-welfare services were expanded to the sectors of health, education, nutrition etc. Important measures included Maternal and Child Health services (MCH), primary education, supplementary feeding for pre-school and school-going children etc. It was during this period that a National Policy for Children was adopted (1974) and also a programme called Integrated Child Development Services (ICDS) of national importance was launched in 1975 with an integrated approach to extend a package of 6 basic services viz. health check-ups, immunisation, referral services, supplementary feeding, pre-school education and health and nutrition education for children upto 6 years and expectant and nursing mothers through a single-window delivery, at village level.

2.11.113 The 1980s saw an effective consolidation and expansion of programmes started in the earlier Plans. The National Health Policy adopted in 1983, now being revised, set certain specific targets like bringing down the high rates of infant and child mortality through the universalisation of immunisation and other MCH services. The National Policy on Education (1986) also emphasised universal enrolment and retention of children in schools and thus reduce the high rates of school drop-outs, especially amongst the girl children. The Juvenile Justice Act, was enacted in 1986 by repealing the then existing Children Act, 1961, to deal effectively with the problems of juvenile delinquency/vagrancy and to provide a framework for handling such children (This was further revised and re-titled as Juvenile Justice (Care and Protection) Act, 2000). The Child Labour Prohibition and Regulation Act, 1986, was followed up by the adoption of a National Policy on Child Labour in 1987.

2.11.114 During the 1990s, inter-sectoral efforts in terms of both policies and programmes towards the holistic development of children, especially the young child, have been put into action in the three

core sectors of health, nutrition and education. To supplement and complement these efforts, the nodal Department of Women and Child Development has also been adopting/launching, various policies and programmes from time to time. In line with various on-going child-specific and child-related policies and programmes, the Ninth Plan continued its efforts towards universalising the early childhood development services with a special focus on the young and the girl child. Sectoral contributions in the field of health, family welfare, nutrition, education, labour, welfare and women and child development, have been summed up below:

2.11.115 In the field of Health, maternal and child health services have been receiving highest priority, as per the prescriptions of the National Health Policy of 1983. The scope of the erstwhile programme of Child Survival and Safe Motherhood programme was further widened into a comprehensive programme of RCH with a special thrust on child survival and other related measures. Under the Universal Immunisation Programme, which is part of the RCH, significant achievements were made with the coverage reaching to 100.3 per cent in respect of DPT; 98.2 per cent for OPV; 102.7 per cent for BCG; and 92.1 per cent for measles by the end of 2001. All these were proved to have a definite impact in reducing IMR from 71 per cent in 1997 to 70 per cent in 1999 and MMR from 408 per one lakh in 1997 to 407 per one lakh in 1998, as per the Sample Registration System of 2001. Further, the Government had also launched a School Health Programme essentially aiming at screening of all primary school children for common ailments, referral services for children for full check-up and treatment and creating awareness amongst the community and teachers about the health problems of children.

2.11.116 In the field of Nutrition, children below 6 years and expectant and nursing mothers, receive highest priority in line with the provisions of the National Nutrition Policy (1993) and the National Plan of Action on Nutrition (1995). The inter-sectoral approach adopted in the field of nutrition resulted in substantial gains in the nutritional status as follows: While the number of children with 'normal'

status has increased from 5.9 per cent in 1975-79 to 9.8 per cent in 1996-97; the 'mild' has increased from 31.6 per cent to 40.7 per cent. During the same period, while the 'moderate' has decreased from 47.5 per cent to 42.7 per cent, the 'severe' has also declined from 15 per cent to 6.8 per cent. Despite the shortfalls that were recorded in terms of feeding and funding by the State Governments, while the coverage under Special Nutrition Programme has reached 31.5 million children of 0-6 years, the coverage under the National Programme of Nutritional Support to Primary Education commonly known as Mid-Day Meals (MDM), has reached 105 million school children in the age-group of 6-14 years by the end of the Ninth Plan. The Additional Central Assistance for the nutrition component under PMGY to eradicate malnutrition amongst children under 3 years is an additionality over and above the funds provided for the supplementary feeding of ICDS in the State Plan.

2.11.117 In the field of Education, the National Policy on Education of 1986 (as revised in 1992) and the Programme of Action (1992) have been giving a special thrust to the measures of Universal Primary Education. As a result of these, the country could make quite impressive achievements by increasing the number of schools in the country four-fold from 2.31 lakh in 1950-51 to 9.88 lakh in 1999-2000, while the enrolment at the primary level jumped up by about six times from 19.2 million to 113.6 million. Similarly, the GER at the primary stage has reached 94.9. Access to schools is no longer a major problem as 94 per cent of country's rural population has schooling facilities within one km and at the upper primary stage, facilities are available to 84 per cent of rural population within 3 km. Now, the latest in the series viz. Sarva Shiksha Abhiyan, launched in 2000, aims to provide quality elementary education to all children in the 6-14 age-group by 2010, besides bridging all gender and social category gaps at primary stage by 2007. In all these efforts, the girl child and the children belonging to the socially and economically disadvantaged groups viz. SCs and STs are given special priority along with the special incentives like scholarships, hostel facilities, free books, uniforms and mid-day meals etc. In fact, MDM has not only helped to increase

the school enrolment, retention and attendance but has also improved the nutritional status of students in primary classes.

2.11.118 In the field of Child Development, services for the early childhood development have been receiving priority treatment with a special focus on

SPECIAL INITIATIVES/ACHIEVEMENTS FOR DEVELOPMENT OF CHILDREN DURING THE NINTH PLAN (1997-2002)

- Launching of Balika Samridhi Yojana to extend a special package to girl children belonging to families living below the poverty line to ensure that all girl children enter into schools. Special incentives, viz. Rs. 500 to the mother and annual scholarships ranging from Rs. 300 to Rs. 1000 for girl children in classes I to X; (1997)
- Introduction of Kishori Shakti Yojana as an enriched version of the scheme for Adolescent Girls being implemented as part of ICDS to improve the nutritional and health status of girls in the age-group of 11-18 years and to equip them with vocational skills so that they can be gainfully engaged; (2000)
- Extending Additional Central Assistance of Rs. 375 crore under the Pradhan Mantri Gramodaya Yojana to fill the existing financial gaps for implementing the Special Nutrition Programme of ICDS; (2001)
- Universalisation of ICDS by the end of the Ninth Plan to cover all the 5,652 blocks/wards over the country benefiting 54.3 million children and 10.9 million expectant and nursing mothers; (2001-02)
- Enhancement of honorarium to Anganwadi Workers from Rs. 500 to Rs. 1,000 and to Anganwadi Helpers from Rs. 260 to Rs. 500 per month in recognition of the services being extended by the 2 grassroot level workers; (2002)
- Drafting of a National Policy and Charter for Children to fulfil the Constitutional commitments to children through seeking partnership with the family, community and the non-governmental organisations and thus, ensure protection of children's rights (2002)
- Drafting of a Bill for setting up of a National Commission for Children to safeguard the Rights of Children (2002)

the girl child. The nation-wide programme of ICDS continues to be the major intervention for the overall development of children. It caters to the pre-school children below 6 years and expectant and nursing mothers with a package of services viz. health check-ups, immunization, referral services, supplementary nutrition, pre-school education and health and nutrition education. Efforts were being made to strengthen the on-going approach of converging the basic services of health, nutrition and pre-school education towards promoting the holistic development of the young child through the programme of ICDS.

2.11.119 Universalisation of ICDS was originally contemplated to achieve by the end of 1995-96 through expansion of the services all over the country. But, due to paucity of funds, out of the total of 5,614 ICDS Projects sanctioned till 1996, only 4,200 could become operationalised by the end of the Eighth Plan and the same position continued even during the first two years of the Ninth Plan. The process of universalisation of ICDS which was re-started in 1999-2000 and was expected to be completed by the end of the Ninth Plan by covering all the 5,652 blocks/wards spread all over the country. However, only 4,608 blocks could be operationalised by the end of the Ninth Plan. ICDS, when gets universalised, is expected to cover around 54.3 million children and 10.9 million mothers. Of the Ninth Plan outlay of Rs. 4,980 crore, the expenditure was Rs. 4,556.86 crore benefiting 31.5 million children and 6 million expectant and nursing mothers through 4,608 ICDS Projects.

2.11.120 The World Bank-assisted ICDS Programme (WB-ICDS) has been in operation since 1990-91. Apart from providing the normal ICDS package, the World Bank also extends assistance for a few additional inputs like construction of Anganwadi buildings and Child Development Project Officers (CDPOs) office-cum-godowns on a selective basis, strengthening of training and communication, improved health facilities, income-generation activities etc. While the WB-ICDS Project-I (1991-97) covered 301 ICDS projects in the states of Andhra Pradesh (110) and Orissa (191), the WB-ICDS Project II (1997-2000) covered

UNIVERSALISATION OF ICDS

The Integrated Child Development Services (ICDS), launched in 1975, is a nation-wide single programme which aims at promoting the holistic development of children upto 6 years of age with a special focus on children upto 2 years, besides expectant and nursing mothers. This is done through a package of 6 services viz. health check-ups, immunisation, referral services, supplementary feeding, non-formal pre-school education and health and nutrition education. ICDS was targeted to be universalised by the end of the Ninth Plan, covering 54.3 million children below 6 years and 10.9 million mothers living in the most backward rural/tribal areas and urban slums through more than 7.5 lakh Anganwadi Centres spread all over the country. The present coverage is 31.5 million children and 6.0 million expectant and nursing mothers.

The World Bank-assisted ICDS (WB-ICDS) has also been in operation simultaneously through different phases, I to III, covering a total of 1,953 projects in the states of Andhra Pradesh, Orissa, Bihar, Madhya Pradesh, Uttar Pradesh, Rajasthan, Tamil Nadu, Kerala, Chhattisgarh, Jharkhand and Maharashtra. WB-ICDS has some additional inputs like construction of project buildings, income-generation activities for women/mothers, experimentation of nutritional rehabilitation services, training in project management, equipment, etc.

ICDS which completed 25 years in the year 2000 was put to test of evaluation by both individual researches and various Research Institutes. The most important study, carried out by the National Institute for Public Cooperation and Child Development in 1992, confirms the earlier findings that ICDS has a positive impact on the health and nutritional status of the pre-school children and their mothers. Similarly, the Mid-Term Evaluation of the WB-ICDS in Andhra Pradesh during 1995-96 also reveals such positive results. But the recent country-wide Concurrent Evaluation by the National Council for Applied Economic Research during 1996-99, has pointed out, besides various positive results, that the Study calls for evolving intensive training programmes on a continuing basis, besides effective convergence both within and between the concerned Departments.

649 projects in the states of Bihar including Jharkhand (272) and Madhya Pradesh including Chhattisgarh (377). The WB-ICDS Project III (1998-2004) which started in 1998-99, is expected to cover 1,003 projects in the states of Andhra Pradesh, Kerala, Tamil Nadu, Maharashtra, Rajasthan and Uttar Pradesh. The programme in Andhra Pradesh is being implemented as part of the total programme of Andhra Pradesh Economic Reconstruction Programme (APERP). Out of the Ninth Plan outlay of Rs.1,163.79 crore, the expenditure was Rs. 883.62 crore.

2.11.121 The programme of ICDS, which completed 25 years of its implementation in October 2000, was evaluated by a number of individual experts and various research organisations. Of these, the National Evaluation of ICDS conducted by the National Institute of Public Co-operation and Child Development (NIPCCD), New Delhi, in 1992 and the Mid-term Evaluation of the WB-ICDS need special mention. While the findings of the Study by NIPCCD indicated a very positive impact of ICDS on the health and nutrition status of pre-school children, the mid-term evaluation of the WB-ICDS (Project-I) conducted in Andhra Pradesh during 1995-96 revealed that the Project interventions had brought down the IMR to 62 per 1,000 live births, which was in consonance with the project objective of 60 per 1,000 live births. The incidence of severe malnutrition amongst children of 0-3 years was reduced to about 5 per cent and that of 3-6 years to 3 per cent. The proportion of low birth weight babies also came down to 20 per cent as against the project goal of 24 per cent. Similarly, in Orissa, the IMR had come down to 93.6 and the incidence of low birth weight of babies to 23 per cent.

2.11.122 The third important national-level evaluation on a concurrent basis was conducted during 1996-99 by the National Council for Applied Economic Research (NCAER), New Delhi. The evaluation was aimed at examining the performance of ICDS on the ground with a view to assess the success of meeting the objectives of the programme and to draw policy lessons for its improvement. The Study was based on a field survey of nearly 60,000 Anganwadi Centres (AWCs) and 1,80,000

beneficiary households selected from 4,000 operational blocks and spread over 32 States/UTs. Some of the important findings reveal the following :

- i) The Programme of ICDS has benefited more than 50 per cent of the eligible children and women in the country, despite the fact that most AWCs are located within a distance of 100-200 metres from the beneficiary households;
- ii) The AWCs were found to be adequately staffed and most of the staff were residing within the accessible distance from the AWCs. However, inadequate availability of inventories and inadequate provision of in-service training to functionaries were major constraints in the effective functioning of the programme;
- iii) Results of the Institutional delivery, Immunisation and Ante-natal care are close to the findings of NFHS-I and II stating that only one-third women receive complementary food at the right time. However, neither the quality nor the quantity and frequency was stated. Practices vary from state to state, but much depends upon the local feeding practices rather than any inputs from Anganwadi Workers (AWWs) or for any other health functionaries;
- iv) It is well known that maximum malnutrition is amongst children in the 6-24 months age-group. But, unfortunately, that is the age group which was never within the reach of ICDS. Therefore, ICDS has to adopt new strategies to deal with malnutrition amongst children of this age group. Involvement of the community for the overall success of ICDS is essential;
- v) The programme for Adolescent Girls being operated through ICDS needs a trained person as Instructor and community involvement along with a certain amount of funding. Adolescent girls being future mothers, their health during this period is an essential requisite. Prevalence of anaemia amongst them, to the tune of 60-90 per cent, is a cause for concern. Therefore, strategies to reach them should be a priority;
- vi) Some NGOs have successfully used the services of field-level workers for various aspects of health care such as treatment of

acute respiratory infections, care of the newborn, management of neo-natal infections thus reducing neo-natal mortality, which contributes significantly to infant mortality. However, it needs community awareness and participation, training and supervision of field-level workers and availability of the required drugs;

- vii) On the whole, the overall performance of the states based on Factor Analysis results of the critical indicators showing that while Gujarat, Haryana, Madhya Pradesh, Maharashtra and Orissa are amongst the better performing states, the performance of Bihar, Jammu & Kashmir, Punjab, Uttar Pradesh and West Bengal has been below average;
- viii) While identifying the strengths and weaknesses of the programme, the evaluation study calls for evolving effective training programmes on a continuing basis and convergence both within and amongst the concerned Departments for effective co-ordination in the delivery of services. Perhaps, more concerted efforts are needed to improve the involvement of the local community in ICDS activities.

2.11.123 Making use of the findings of all the three national surveys, the Tenth Plan will continue the follow-up action in refining/enriching the programme through rectifying the defects in the content and services; problems in the implementation and co-ordination and further towards consolidating/strengthening the programme.

2.11.124 UDISHA is a special effort to strengthen the on-going ICDS Training Programme into a dynamic, responsive and comprehensive training-cum-human resource development programme. For the implementation of UDISHA, World Bank extends financial assistance to the extent of Rs. 600.55 crore. The NIPCCD, New Delhi with its nation-wide network of 4 Regional Centres at Bangalore, Guwahati, Indore and Lucknow; 43 Middle Level Training Centres (MLTCs) and 535 Anganwadi Workers Training Centres (AWTCs) is expected to implement UDISHA. Out of the Ninth Plan outlay of Rs. 329.29 crore, the expenditure was Rs. 142.63 crore. During the Ninth Plan, 2,304 Child Develop-

ment Project Officers/Additional Child Development Project Officers, 4,993 Supervisors and 2.8 lakh AWWs were trained under UDISHA.

2.11.125 The Scheme of Balika Samriddhi Yojana (BSY) originated from the announcement of the Prime Minister on 15 August 1997 stating that 'the Government would extend financial help to the families to whom a girl child is born and living Below Poverty Line (BPL). Later, scholarships would also be given when the girl child goes to school. Accordingly, a programme of Balika Samriddhi Yojana was launched on 2 October 1997 to extend a post-delivery grant of Rs. 500/- for the mother of the Girl Child belonging to the BPL families.

2.11.126 In 1999, BSY was reviewed and recast to make it more effective with the following features - i) a post-delivery grant of Rs. 500/- per girl child upto two girl children born on or after 15 August, 1997 will now, instead of being paid in cash, be deposited either in the Bank/Post Office in an interest-bearing account in the name of the girl child. Withdrawal of a portion of the post-birth grant of Rs. 500/- or of the amount of the annual scholarships eligible for deposit, may be permitted towards the sole purpose of paying the premium of an insurance policy in the name of the girl child under the Bhagyashree Balika Kalyan Bima Yojana. Such a utilisation may be permitted with due authorisation of the mother/guardian of the girl ; and ii) Annual scholarships would also be given to the girl child when she starts going to school. The rate of scholarships will be Rs. 300 each in classes I-III, Rs. 500 in class IV, Rs. 600 in class V, Rs. 700 each in classes VI and VII, Rs. 800 in class VIII and Rs. 1000 each in classes IX and X per annum. The scholarship amount can also be deposited in the same Account, at the option of the guardian of the Girl Child, in which the post-delivery grant of Rs. 500/- was kept. These deposits will be paid to the girl child on attaining the age of 18 years and remaining unmarried till then. The amount of scholarships can also be paid in kind at the discretion of the guardian of the girl child. The recast BSY with the above revisions was being put into action during 1999-2000, but it could not make much headway. Out of the Ninth Plan outlay of Rs. 390

crore, the expenditure was Rs. 176.64 crore, covering 3.5 million girl children. The Scheme is likely to be transferred to the state sector during the Tenth Plan.

2.11.127 The scheme of Crèches/Day-Care Centres for children of working/ailing mothers, initiated in 1975-76, being a non-expanding scheme, maintained the same level of 12,470 crèches benefiting 3.1 lakh children. However, to meet the growing demand for more crèches, a National Crèche Fund (NCF) was set up in 1994 with a corpus of Rs. 19.90 crore received under the Social Safety Net programme. The NCF extends financial assistance for the opening of crèches besides conversion of the existing Anganwadis into Anganwadi-cum-Creches. Out of the Ninth Plan outlay of Rs. 36.05 crore, the expenditure was Rs. 29.50 crore. Under the NCF, 3,114 creches were added during the Ninth Plan benefiting about 79,000 more children.

PRESENT STATUS OF CHILDREN

2.11.128 The present status of children, as reflected in the various developmental indicators discussed in the following paragraphs, shows significant improvement due to the special attention paid and effective interventions put into action both by the child-specific and child-related sectors of health, nutrition, education, welfare etc. While all the indicators have been showing favourable trends, the child sex ratio in respect of 0-6 years (Table 2.11.21) shows a highly negative trend and causes serious concern not only to demographers, but also to policy-makers and planners.

Table - 2.11.21
Child Sex Ratio (0-6 years) 1981-2001

Census	Sex ratio (0-6 years)
(1)	(2)
1981	962
1991	945
2001	927

Source : Census of India, 2001 : Provisional Population Totals, Registrar General & Census Commissioner, GOI, New Delhi.

2.11.129 The child sex ratio in the age-group of 0-6 years has declined by 18 points from 945 in 1991 to 927 in 2001. The same declining trend also got reflected in almost all the states and Union Territories, except in Sikkim, Mizoram, Tripura, Lakshadweep and Kerala. In 2001, while Punjab recorded the lowest sex ratio of 793 declining from 875 in 1991, Sikkim recorded the highest at 986 rising from 965 in 1991.

2.11.130 Reasons put forth by the Census 2001 for the declining sex ratio include - neglect of the girl child resulting in the high Female Infant and Child Mortality and Maternal Mortality Rates, the problems of sex-selective abortions (female foeticide), and female infanticide leading to imbalance in the sex ratio. In fact, the imbalance in the number of males and females, as revealed by Census, begins right at the time of birth as only 943 to 952 female births take place for every 1,000 male births. Further, as indicated earlier, the sample studies on the 'Declining Sex Ratio and the Problem of Female Foeticide and Female Infanticide' sponsored in 1993 by the nodal Department of Women and Child Development, New Delhi have also revealed that while the practice of Female Foeticide is a common feature in urban areas, the problem of Female Infanticide is a localised phenomenon and limited only to certain communities in the states of Andhra Pradesh, Bihar, Gujarat, Punjab, Haryana, Madhya Pradesh, Rajasthan and Tamil Nadu.

2.11.131 Reports have also confirmed that the practice of these two social evils is mainly due to the strong preference for son and as such, these are responsible to a large extent for the ever-declining sex ratio. Misuse of the modern technology of Ultra-sound for sex determination is an added dimension to this problem. In fact, the present ban on the sex determination tests through the enactment of the Pre-Natal Diagnostic Techniques (Regulation and Prevention of Misuse) Act, 1994 could hardly change the situation. Adding to this is the problem of ineffective implementation of the Compulsory Registration of Births and Deaths Act, 1969 which fails to provide information on vital statistics. Due to the special efforts made by the

Department of Family Welfare, states like Kerala, Tamil Nadu, Delhi, Punjab and Gujarat could make good progress in implementing these legislations during the Ninth Plan. All other States/UTs need to come a long way.

Health

2.11.132 In the field of health, while the life expectancy at birth has gone up, as already discussed in the first part of this Chapter, the infant and the child mortality rates have declined sharply with sex differentials almost bridged (Tables 2.11.22 and 2.11.23).

Table – 2.11.22
Infant Mortality Rates (1988-1999)

(per thousand live births)

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

Source : Sample Registration System Bulletins for respective years, Registrar General & Census Commissioner, GOI, New Delhi.

2.11.133 As Table 2.11.22 shows, IMR in respect of female children has gone down sharply from 93 in 1988 to 70.8 in 1999, besides declining sharply

Table – 2.11.23
Child Mortality Rates (1985-1997)

(per thousand live births under 5 years age)

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

Source : Sample Registration System Bulletins for respective years, Registrar General & Census Commissioner, GOI, New Delhi.

by 2.7 points between 1998 and 1999, while it remained the same in respect of males during the same period. Despite the significant achievements in bringing down the female IMR, there exist inter-state variations with the highest female IMR of 96 in Orissa and the lowest being 6.6 in Goa in 1999.

2.11.134 Although CMR has been consistently higher for females than males, sex differentials are now being bridged slowly (Table 2.11.23). The CMR for females has come down from 40.4 in 1985 to 24.5 in 1997, and from 36.6 to 21.8 in respect of males during the same period. However, the same stands still very high when compared to other developing countries in the Region. Like IMR, there are regional variations in CMR too. While Madhya Pradesh recorded the highest CMR of 32.3, the lowest of 3.3 was recorded by Kerala in 1997.

Table - 2.11.24
Percentage Distribution of Cause-Specific Deaths of Children (0-4 years), 2000

Cause	Percentage (Estimates)
(1)	(2)
Lower respiratory tract infections	17.6
Peri-natal conditions	17.1
Diarrhoeal diseases	17.0
Vaccine preventable diseases	10.3
Congenital mal-formations	9.2
Malnutrition	3.2
Falls	2.4
HIV	2.2
Other causes	21.0
Total	100.0

Source : Report of the Working Group on Health Care for Women & Children for Tenth Five Year Plan (2002-07), Department of Family Welfare, Ministry of Health and Family Welfare, GOI, New Delhi

2.11.135 The high Infant and Child Mortality Rates can be attributable to a large extent to the specific causes given in Table 2.11.24 which are preventable/curable, especially the 'Lower-respiratory tract

infections' which account for the highest of 17.6 per cent, followed by 'Peri-natal conditions' (17.1 per cent); 'Diarrhoeal diseases' (17.0 per cent) and 'Vaccine preventable diseases' (10.3 per cent). Altogether, they account for more than 60 per cent which can easily be prevented through effective implementation and better coverage of RCH and supplementary feeding services.

Nutrition

2.11.136 Pre-school children constitute the most nutritionally vulnerable segment of the population. The prevalence of malnutrition amongst the pre-school children, especially that of 0-3 years has

Table – 2.11.25
Prevalence of Malnutrition amongst Children (1 to 5 years)

Nutritional Grade	Percentage		
	1975-79	1988-90	1996-97
(1)	(2)	(3)	(4)
Normal (>=90%)	5.9	9.9	8.9
Mild (75-90%)	31.6	37.6	40.6
Moderate (60-75%)	47.5	43.8	44.3
Severe (<60%)	15.0	8.7	6.2

Source : National Nutrition Monitoring Bureau, 1999

been a major threat to the development of their potential. The major reasons for malnutrition in India are low dietary intakes, low birth weight, poor infant feeding practices, infections and diseases due to poor sanitation, water and living conditions, illiteracy and ignorance, and intra-familial disparities in food distribution. The National Nutrition Monitoring Bureau (NNMB), Hyderabad has confirmed that there has been a declining trend in severe and moderate degrees of malnutrition amongst children. (Table 2.11.25)

2.11.137 Further, surveys conducted by the National Institute of Nutrition, Hyderabad, and other agencies reveal that the micro-nutrient deficiencies viz. Vitamin A deficiency, iron deficiency and iodine deficiency disorders are also affecting children in various degrees along with the macro-nutrient deficiencies. (The prevalence of macro and micro-nutrient deficiencies amongst children is dealt with in detail in the Chapter on 'Food and Nutrition Security').

Education

2.11.138 In the field of education, there has been substantial increase in the GER of both boys and girls both at the primary and middle levels (Table 2.11.26). The pace of progress maintained by the girls between 1980-81 and 1999-2000 (21.1

Table – 2.11.26
Gross Enrolment Ratios by Classes I-V and VI-VIII (1980-81 to 1999-2000)

Year	Primary (I-V)			Middle (VI-VIII)		
	Girls	Boys	Total	Girls	Boys	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1980-81	64.1	95.8	80.5	28.6	54.3	41.9
1990-91	85.5	114.0	100.1	47.8	76.6	62.1
1998-99	82.9	100.9	91.9	49.1	65.3	57.6
1999-2000*	85.2	104.1	94.9	49.7	67.2	58.8

Note : *Provisional

Source : Selected Educational Statistics for respective years, Department of Education, Ministry of Human Resource Development, GOI, New Delhi.

Table – 2.11.27
Drop-Out Rates amongst Girls and Boys (1980-81 to 1999-2000)

(In per cent)

Year	Primary (I-V)			Middle (VI-VIII)		
	Girls	Boys	Total	Girls	Boys	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1980-81	62.5	56.2	58.7	79.4	68.0	72.7
1990-91	46.0	40.1	42.6	65.1	59.1	60.9
1999-2000*	42.3	38.7	40.3	58.0	52.0	54.6
(Decrease between 1980-81 and 1999-2000)	(20.2)	(17.5)	(18.4)	(21.4)	(16.0)	(18.1)

Note : *Provisional

Source : Selected Educational Statistics for respective years, Department of Education, Ministry of Human Resource Development, GOI, New Delhi.

percentage points at both primary and middle levels) was quite good when compared to that of boys (8.3 and 12.9 percentage points, respectively). However, despite the good progress made by the girls at both the levels between 1990-91 and 1999-2000, very high gender differentials continued in terms of actual numbers. In fact, 40 million children (28 million girls and 12 million boys) have never entered schools, even while the education is being made a fundamental right.

2.11.139 Table 2.11.27 indicates the positive effect of increasing rates of school retention through decreasing drop-out rates in respect of both boys and girls at both the levels. Just as in the case of enrolment, girls maintained very good progress in reducing the drop-out rates at both the levels when compared to the boys. But at the same time, the gender differentials continued to exist, though narrowing down year by year.

APPROACH TO THE TENTH PLAN - PATH AHEAD

2.11.140 In the Tenth Plan, 'Development of Children' will be viewed not only as the most desirable societal investment for the country's future, but as the right of every child to achieve his/her full development potential. In fact, India's

ratification of the UN Convention on the Rights of the Child in 1992 followed by the adoption of two National Plans of Action - one for Children and the other for the Girl Child in 1992 makes it obligatory on the part of the Government to fulfil the universal rights of every child. Thus, the major challenge in the Tenth Plan will be 'reaching every young child in the country', besides ensuring their 'survival, protection and development'. In other words, the Tenth Plan advocates a Rights-based Approach to the development of children with the following strategies :

- To reaffirm that child's rights – economic, social, cultural, civil and political are inalienable from human rights and are also achievable within the normative and ethical framework provided by the UN Convention on the Rights of the Child (1992);
- To recognise that the early childhood years – especially the pre-natal to first three years, are the most crucial and vulnerable period in life for the achievement of full human development potential and cumulative life-long learning. This is the time when the foundations for physical, cognitive, emotional and social development are laid;

COMMITMENTS OF THE TENTH PLAN TO CHILDREN

The Approach

- To reaffirm the commitment of the 'Development of Children' with a special focus on the early childhood development, not only as the most desirable societal investment for country's future but also as the right of every child to achieve his/her full development potential
- To adopt a Rights-based approach to the development of children, as being advocated by the draft National Policy and Charter for Children (2002)

Major Strategies

- Reaching every young child in the country to ensure their '**survival**', '**protection**' and '**development**' as prescribed in the 2 National Plans of Action (1992) - one for Children and the other for the Girl Child
- To ensure 'survival' of children through arresting the declining sex ratio and curbing its related problems of female foeticide and female infanticide
- To ensure 'protection' for all children and in particular those with special needs and problems and those in difficult circumstances through effective implementation of the existing child-related legislations
- To ensure development through effective implementation of policies and programmes in the areas of health, immunisation, nutrition and education through the 3 nation-wide programmes of RCH, ICDS, SSA and other related programmes
- To continue ICDS as the mainstay for promoting the over-all development of young children and mothers, especially that of the Girl Child all over the country
- To recognise that while the early childhood up to six years is critical for the development of children, the pre-natal to first three years is the most crucial and vulnerable period in the life for laying the foundations for the achievement of full human development potential and cumulative life-long learning
- To reinforce the commitment to family-focused and community-based interventions, in addition to the institution-based interventions, which is critical for enhanced survival, growth and development of young children, adolescent girls and women across the life-cycle
- To expeditiously achieve universal coverage under the Universal Immunisation Programme, and to undertake area-specific micro-planning to meet their needs through high quality integrated RCH services
- To make focused interventions aimed at improving the nutritional status of children below 6 years, with special priority for children below 24 months, through the on-going direct feeding programme of the Special Nutrition Programme
- To operationalise universal screening of children belonging to those families living below the poverty line for macro and micro-nutrient deficiencies as the children below 6 years are the risk group and to improve the dietary intake through a change in the feeding practices and intra-family food distribution
- To ensure that every child is enrolled and to provide education to children who were never enrolled or dropped out without completing eight years of elementary schooling so as to honour the commitment of Universal Elementary Education
- To expand the support services of crèche/day care services and thus help reduce the burden of working/ailing mothers and of the girl child who is expected to bear the burden of sibling care
- To enrich all the child-related programmes through encouraging both family/community participation more and more, besides eliciting their contribution, in kind and cash
- To protect children from all types of exploitation through strict enforcement of the Immoral Traffic (Prevention) Act, 1956; the Juvenile Justice (Care and Protection) Act, 2000; the Child Labour (Prohibition and Regulation) Act, 1986; the Hindu Succession Act, 1956; Indian Penal Code, 1860 and the Pre-Natal Diagnostic Techniques (Regulation and Prevention of Misuse) Act, 1994

- To re-affirm the belief in the integrated approach, which promotes effective convergence of available services, resources, manpower and infrastructure in the areas of health, nutrition, education (early learning) and better parenting and is driven by the best interests of the child;
 - To reinforce the commitment to family-focused and community-based interventions, in addition to the institution-based interventions. This is critical for changing behaviour within the family and community for enhanced survival, growth and development of young children, adolescent girls and women across the life-cycle;
 - To highlight the role of both parents in shared parenting and caring responsibilities that enable the family to function as the primary institution for supporting the growth and development of young children. To promote affirmative action to raise the status of girls and women with enhanced involvement of men and families;
 - To emphasise the criticality of decentralised, locally responsive approaches to the care of young children, girls and women with respect for local needs, cultural patterns and diversity;
 - To acknowledge that efforts will be made to reach all children within which special efforts will be made to reach the ones who are the most difficult to reach, the most disadvantaged, those in difficult circumstances, and at risk, contributing to cohesive and inclusive societies;
 - To promote preventive approaches to malnutrition and disability-intervention as early as possible and across the life-cycle, focusing on the younger children, under 3 years of age, the adolescent girls, expectant and nursing mothers;
 - To ensure appropriate depiction and presentation of children's concerns in all fora, including the media, to change the societal attitudes in favour of the girl child and the children in difficult circumstances/exploitative conditions;
 - To foster new partnerships with parents, communities, civil societies corporate and private sectors and ensure that they fulfil their obligations to children, especially to the very young child and the girl child.
- 2.11.141 Keeping the above strategies in view, the Tenth Plan will attempt to bring forth the following strategic changes in terms of concept, approach, targets, scope, content, quality and quantity of services for children :

Strategic Changes for Development of the Child

From	Towards
<ul style="list-style-type: none"> • Different definitions about the age of the child as followed by different sectors 	<p>Setting up of an Inter-Ministerial Committee to give a clear and precise definition of the 'Age of the Child' and of the 'Adolescent' in view of its significant impact on the relevant policies and programmes and their coverage under various child-specific and child-related schemes</p>
<ul style="list-style-type: none"> • No clear-cut mechanism for converging resources/ strategies to different sectors to reach out to the child in totality 	<p>Setting up of necessary co-ordinating mechanisms for converging services, pooling resources of related sectors, utilising both manpower and infrastructure to address the 'holistic' and the 'whole-child approach' towards better early childhood care and development</p>
<ul style="list-style-type: none"> • A commitment to the developmental framework 	<p>A direct commitment to ensure fulfilment of child's right to 'Survival, Protection and Development'</p>
<ul style="list-style-type: none"> • Fragmented approach to different age-groups/ stages of the child 	<p>A 'Life-Cycle Approach' with a special focus on the criticality of addressing younger children of Under-3, girl child; adolescent girls, expectant and nursing mothers</p>
<ul style="list-style-type: none"> • Gender equality interventions focused more on women's empowerment 	<p>Affirmative action towards the betterment of the girl child and women by involving communities/families/ fathers in valuing, bonding with, and in caring for the young child</p>
<ul style="list-style-type: none"> • Decentralisation, stressing state/ district-specific strategies and resource capability 	<p>More decentralisation and more autonomy with an emphasis on district/cluster level strategies and resource capabilities involving PRIs and SHGs to bring forth locally responsive innovations</p>
<ul style="list-style-type: none"> • Expansion and extension of services 'across blocks' 	<p>Quality improvement and content enrichment of interventions with better targeting of the poorest and most disadvantaged and un-reached community groups.</p>
<ul style="list-style-type: none"> • Extension of Centre-based services through Anganwadi Centres 	<p>Initiatives to reach out to families and communities with improved quality of services through Anganwadi and other Child Care Centres (e.g. Health Care Centres, Primary Schools etc.)</p>
<ul style="list-style-type: none"> • Strategies related to children and women of urban slums with concern for urban poor and other disadvantaged communities 	<p>A clear commitment and strategy to address the needs of young children and women of urban poor and other disadvantaged groups.</p>
<ul style="list-style-type: none"> • Traditional partnerships envisaged with NGOs 	<p>New partnerships with parents, communities, civil society, non-governmental organisations, corporate sector and private sector more explicitly.</p>

2.11.142 After having accepted the rights-based approach for the development of children, it becomes obligatory on the part of the Government to ensure 'survival, protection and development' of children, especially that of the girl child. The first priority action will be to ensure 'survival' by arresting the declining sex ratio and curb its related problems of female foeticide and female infanticide. This could, perhaps, be the answer to the emerging call of the steep fall in the child sex ratio of 0-6 years from 945 in 1991 to 927 in 2001. One of the measures undertaken during the Ninth Plan in favour of the Girl Child was launching of an exclusive scheme of Balika Samridhi Yojana targeting to improve the overall status of the girl child and thus negate the negative attitudes of the people, yet it did not seem to have achieved the desired impact. Therefore, as already indicated earlier under the Section on 'Empowerment of Women', special efforts will be made to ensure effective enforcement of the related legislations to prevent/eradicate the two social problems, referred to above. Also, the proposed efforts to ensure compulsory registration of births and deaths, as visualised in the National Population Policy (2000) should be able to help solve the problem to a great extent. In these efforts, both medical and para-medical staff viz. doctors, auxiliary nurse-cum-midwives/trained dais, the frontline workers of ICDS and the local voluntary organisations are going to play a major role.

2.11.143 The second priority will be 'protection' of children, in general, and in particular, children with special needs and problems, including those in difficult circumstances viz. children whose parents are prostitutes, drug addicts, having contagious diseases and are in custody; victims of natural/man-made calamities; destitute/abandoned children; children with problems of under/malnutrition; children with disabilities etc. It is again the State, which has to come forward to protect these children with timely action to avoid the resultant social damages. As the target groups under this category are mostly those who need curative-cum-rehabilitative services, efforts in the Tenth Plan will be to expand the existing limited services, available in the field of disabled, social defence and social welfare.

2.11.144 The third priority will be to fulfil the birth right of every child for 'development', especially

those belonging to the disadvantaged and deprived groups. The present thrust will, therefore, be laid on the major areas of child development viz. health, nutrition, and education. While the most critical period, from conception to two years of age, will be addressed through key interventions of health, immunisation, nutrition and psycho-social development of the mother and the young child through RCH and ICDS programmes, the pre-school age will be taken care of exclusively by the ICDS through its six-service package and the school going age through various health, nutrition and educational programmes.

2.11.145 Taking note of the efforts of the Ninth Plan to fulfil the commitment of instituting a National Policy and Charter for Children in place of the existing National Policy for Children, (1974), the Tenth Plan will ensure early clearance of the draft Charter which advocates a Rights-based Approach along with the early setting up of a National Commission for Children. The Commission, as visualised, aims to protect/safeguard the rights of children with a strong legal base and services of a public defender to take up the individual cases on behalf of children and also to investigate/redress the individual complaints and grievances, just as on the lines of the National Human Rights Commission. The Tenth Plan also identifies the urgent need to review and synthesise all the existing policies, programmes and legislations, both child-specific and child-related to ensure that each one is complementary and supplementary to the other in achieving the objectives/goals set in the National Charter for Children. Special efforts will also be put into action to disseminate/spread legal literacy to equip children, especially the girl child, to grow with adequate knowledge about their own rights and privileges.

2.11.146 The Sectoral Approach for the holistic development of children during the Tenth Plan, will be as follows:

Health and Immunisation

2.11.147 Of the three core sectors of child development, health together with immunisation occupies the most important place followed by

nutrition, along with supply of safe-drinking water and education etc. As mentioned earlier, the Approach Paper to the Tenth Plan clearly lays down the target of bringing down the most crucial child health indicator of IMR from 70 in 1999 to 45 per 1000 live births by 2007 and to 28 by 2012. As this can be made possible only through ensuring 100 per cent coverage of immunisation in respect of the vaccine-preventable diseases of Diphtheria, Pertussis, Neo-natal Tetanus, Tuberculosis, Poliomyelitis and Measles, the Tenth Plan will make special efforts to improve the coverage levels through the Universal Immunisation Programme which is being implemented as part of the RCH Programme, besides reaching the identified areas with low coverage so as to achieve the universal coverage most expeditiously. Also, attempts will be made to assess the health needs of children, especially the adolescents, the girl child and women at PHC level and to undertake area-specific micro-planning to meet their needs through high quality RCH services. Further, the Child Survival Programme of RCH will ensure universal screening of all pregnant women to identify and manage those at high risk to analyse reduction in the pre-natal and neo-natal mortality and morbidity. Above all, the National Population Policy adopted in 2000 and the Health Policy, 2001 (draft) are expected to extend both policy and programmatic support with definite targets to ensure child survival (More details are available under the Chapter on 'Health').

Nutrition

2.11.148 The National Nutrition Policy adopted in 1993 recognises children below 6 years and the expectant and nursing mothers as nutritionally vulnerable and also as 'high-risk' groups and accords highest priority to them in all its policies and programmatic interventions. Taking note of both the shortfalls and failures of the Ninth Plan, the Tenth Plan commits to give focused interventions aimed at improving the nutritional status of these vulnerable groups. As visualised, there will be a paradigm shift from the household to family and individual food security and from the untargeted nutrition supplementation to identified categories of various grades of under/malnutrition. To this effect, the Tenth Plan commits to operationalise universal

screening of vulnerable groups for macro and micro nutrient deficiencies. The proposed screening includes all infants and pre-school children for under-nutrition; all children with severe under-nutrition for anaemia and all pregnant women for under-nutrition and anaemia. The other measures include - initiating appropriate nutrition interventions for management of under-nutrition; prevention and early detection; appropriate management of micro-nutrient deficiencies and the associated health hazards; and establishment of nutrition monitoring and surveillance to identify and attend to the emerging nutritional problems with appropriate interventionistic programmes.

2.11.149 Along with the above, the two on-going direct feeding programmes of Special Nutrition Programme (SNP) as part of ICDS covering about 31.5 million pre-school children and 6 million expectant and nursing mothers and the National Programme for Nutrition Support to Primary Education covering around 105 million school children will also be streamlined and strengthened by sorting out the existing financial and other managerial problems that were identified during the Ninth Plan. The Additional Central Assistance now being extended to states as part of PMGY to meet the costs of 'take-home food supplements for children 6 to 36 months' as part of SNP will be enlarged during the Tenth Plan to fill the existing financial gaps and thus ensure effective implementation of the country-wide programme of supplementary feeding for children and mothers.

2.11.150 Further, as a follow-up of the announcement of Prime Minister in his Independence Day speech of 2001, a National Nutrition Mission (NNM) was set up in 2002 with an overall responsibility of reducing/eliminating both macro and micro nutritional deficiencies in the country. As part of the efforts of NNM, a new programme to combat under-nutrition among adolescent girls and expectant and nursing mothers is being launched by the Department of Women and Child Development, on pilot basis during 2002-03. This Programme is expected to cover 2 most backward districts in each of the major states, and the most populous districts in the rest of the smaller States and UTs. Under this pilot programme, foodgrains are supplied free of cost,

through TPDS directly to the identified families with under/mal-nourished persons.

Education

2.11.151 The proposed declaration of 'Education as a Fundamental Right' demands the State to ensure 100 per cent enrolment and their retention along with adequate schooling facilities in all habitations ensuring easy accessibility. Thus, the Tenth Plan calls for a newer approach towards achieving the goal of Universalisation of Elementary Education (UEE). Till now most of the programmes in the field of elementary education were disjointed in nature. Therefore, the need of the Day is to have an all-comprehensive programme with a holistic and convergent approach, covering the entire country. An answer to this can be found in the recently introduced scheme of Sarva Shiksha Abhiyan (SSA) which will be the major vehicle for achieving the goals of UEE during the Tenth Plan period. With these commitments, SSA is expected to solve the present problems of low rates of enrolment and retention, besides high drop-out rates, especially amongst the girl children belonging to the social categories of SCs, STs, OBCs and Minorities (Muslims) during the Tenth Plan.

2.11.152 The increasing aspiration amongst the masses for education led by the National Literacy Mission will be tapped in the Tenth Plan by increasing the involvement of the community through PRIs in the implementation of UEE. Further, the emphasis of the Tenth Plan will be to focus on children who have never enrolled or those who have dropped out without completing eight years of elementary schooling. Special targets will be fixed for difficult to reach groups, so that the reasons for their staying away from school system are identified and steps taken to provide them elementary education.

2.11.153 In terms of pre-school education, the ECCE (Early Child Care Education) component of ICDS will continue to be a significant input for providing a sound foundation for development as well as the first step in the education ladder. Therefore, the thrust during the Tenth Plan will be

on strengthening the early joyful period of play and learning in the young child's life to ensure a harmonious transition from the family environment to the primary school. Towards this, special efforts will be made to develop 'operational linkages' between ICDS and primary education. These linkages will seek to reinforce co-ordination of timings and location of schools based on community appraisal and micro-planning at the grassroot level. Girls' education will be viewed as a major intervention for breaking the vicious inter-generational cycle of gender and socio-economic disadvantages. Effective expansion of crèches/day-care services and linkages between child-care services and primary schools will be a major input to promote educational opportunities for the girl child. Balika Samridhi Yojana - an education based special intervention for the Girl Child launched during the Ninth Plan will be expanded with effective implementation during the Tenth Plan. This will not only increase the enrolment of the girl children, but also their retention in the schools and reduce their drop-out rates. (More details are available in the Chapter on 'Elementary Education').

Child Development

2.11.154 The integrated approach adopted for the holistic development of children will continue during the Tenth Plan as it has already proved its credentials through the programme of ICDS. In fact, ICDS will continue to be the mainstay of the Tenth Plan and endeavour to promote the overall development of the young children all over the country through its universalisation. Thus, the present coverage of ICDS through 4608 projects covering 31.5 million children and 6 million mothers will be expanded to cover 54.3 million children and 10.9 million mothers through 5652 ICDS projects during the Tenth Plan. The scope of the on-going approach to converge the basic services of health, nutrition and pre-school education to promote holistic development of the young child, as embodied in ICDS, will be further strengthened with community participation/community action to reach the un-reached, i.e., children below 3 years. During the Tenth Plan, efforts will be made to expand/widen the scope of the development of children with necessary

interventions related to empowerment of women, with a special focus on the girl child and the adolescent girl.

2.11.155 Similarly, the on-going scheme for the Adolescent Girls, viz. Kishori Shakti Yojana (KSY), launched in 1991-92 aims at the empowerment and self-development of adolescent girls in preparation to their future productive and reproductive roles as confident individuals not only in family-building but also in nation-building. To the present package of health, nutrition, education, health and nutrition awareness, the Tenth Plan will add counselling facilities besides strengthening the component of vocational training and entrepreneurial skills. The scheme, which is now in operation in 2,000 ICDS Blocks will be expanded further during the Tenth Plan.

2.11.156 The Tenth Plan also recognises the increasing need for support services of Creches/Day Care Centres for the children of working/ailing mothers, especially in the present day context where more and more women are coming out for employment both in the organised and un-organised sectors. In this context, the National Creche Fund will be further strengthened to develop a wide network of crèches all over the country.

2.11.157 Finally, the major challenge in the field of child development during the Tenth Plan, will be to achieve the increased community ownership and qualitative improvement of various child-welfare/child development programmes. Priority will be accorded to strengthen the knowledge, skills and capabilities of frontline workers, as mobilisers of convergent action. This entails a major change in the training process so as to equip these frontline workers to understand community perceptions, practices and emerging situations/demands. Thus, the major thrust will be to develop decentralised training strategies with innovative ground-based approaches. In consonance with the above, new approaches for mobilising assistance, both in cash and kind, for the sustenance of child development programmes will be experimented, along with community participation in and contribution to ICDS.

Also, efforts will be made to involve the corporate sector to adopt ICDS projects and thus fulfil their societal obligations. The principles enunciated above, and the envisaged role of PRIs and Urban Local Bodies will have major implications not only in planning but also in the control of the flow of funds and their effective utilisation for the programmes of child development.

Elimination of Discrimination against the Adolescent /Girl Child

2.11.158 Despite the best efforts put in through various policies/programmatic interventions during the 1990s, the Adolescent/Girl Child still continues to experience discrimination throughout her life and unfortunately the existing socio-cultural practices also make it difficult for her to overcome the handicaps posed by the unequal status. Taking note of this situation, the Tenth Plan re-affirms the life-cycle approach for betterment of the Adolescent/Girl Child. The 2001 Census of India has starkly established how important it is for the country to realise that the neglect of the Adolescent/Girl Child can seriously affect country's future. The Tenth Plan will, therefore, concentrate its efforts to eliminate all forms of discrimination and violation of the rights of the Adolescent/Girl Child by undertaking strong legal measures, including punitive ones. These include strict enforcement of relevant legislations along with eradication of the harmful practices of female foeticide/female infanticide, child marriage, child abuse, child labour, child prostitution etc. Also, the long-term developmental measures launched during the Ninth Plan in the name of Balika Samridhi Yojana will be expanded widely during the Tenth Plan to extend incentives not only to the Girl Child but also to the mother of the Girl Child so that the birth of the Girl Child is welcomed and the family is assured of state support for the future of the Girl Child. Similar initiatives which were already proved to be successful in the states of Tamil Nadu, Haryana, Punjab and Madhya Pradesh will be replicated in other parts of the country. Also, special efforts will be made to use all types of mass media to re-orient the mind-set of the people to perceive Girl Child as an asset.

Children in Difficult Circumstances

2.11.159 The National Plans of Action both on Children and the Girl Child have very clearly identified the 'Children in Difficult Circumstances' as street children, working children, child sex workers, child drug-addicts; children in conflict with law; children with disabilities; children with HIV/AIDS; children whose parents are in custody and suffering from HIV/AIDS, Tuberculosis, Leprosy; children affected by various disasters (natural and man-made); children affected by national and international conflicts, viz. political refugees, war victims, internally displaced and children whose families are in crisis, including those belonging to broken families. While recognising the major gap that exists today in reaching the children belonging to these Special Groups who are in urgent need of care and protection, the Tenth Plan will initiate action to assess the size and magnitude of the problem and expand the on-going efforts both in the governmental and non-governmental sectors and launch, if necessary, new programmes to cover the hitherto neglected/unattended groups.

Legislation (Child-specific & Child-related)

2.11.160 The Tenth Plan will make an attempt to make a thorough review of all the existing child-specific and child-related legislations to plug the existing loopholes in their provisions and also in their implementation. Simultaneously, every effort will be made to protect children from all types of exploitation through strict enforcement of the existing legislations viz., the Immoral Traffic (Prevention) Act, 1956 (as amended in 1986) to check child prostitution; the Juvenile Justice (Care and Protection) Act, 2000 to help remove mal-adjustment and ensure rehabilitation of juvenile delinquents in the family and society; the Child Labour (Prohibition & Regulation) Act, 1986 to eliminate child labour; the Hindu Succession Act, 1956 as amended in 1993 to ensure equal rights to the girl child in the property of parents; Compulsory Registration of Births & Deaths Act, 1969; Compulsory Registration of Marriages and The Child Marriage Restraint Act, 1929 (amended in 1979). Enforcement of the Indian Penal Code, 1860 and the Pre-natal Diagnostic Techniques

(Regulation and Prevention of Misuse) Act, 1994 will receive special attention to arrest the increasing incidence of Female Foeticide and Female Infanticide.

Child Development : A Programmatic Approach through ICDS

2.11.161 In the light of the experience gained over 25 years, the task for the ICDS in the Tenth Plan will not be confined only to that of feeding and teaching the young child. It will also involve adopting a synergistic approach to strengthen the capacity of care-givers and communities to provide a conducive physical and social environment for the young child in the family/community and at the Anganwadi Centres. ICDS has already reached a stage where it is essential not only to universalise its expansion, but also to enrich its contents. The spectrum of ICDS services has broadened with interventions related to the empowerment of women and communities and convergence of sectoral services. This emerging profile of ICDS will re-dedicate itself to promoting early childhood care for survival, protection and development during the Tenth Plan. Accordingly, the thrust areas under ICDS during the Tenth Plan period will be as follows:

- i) Address the needs of urban poor - It is estimated that more than 40 per cent of the poor children in the country would be residing mostly in urban slums, during the Tenth Plan period. So far, the order of priority under ICDS has been first on the backward rural areas and followed by urban slums and tribal areas. During the Tenth Plan, first priority will be given to slums in Urban/Semi-Urban areas, followed by tribal areas and the backward rural areas;
- ii) Preventing under-nutrition and malnutrition through ICDS - The scheme of ICDS has the infrastructure for direct intervention to fight rampant under-nutrition and malnutrition amongst children and women. The supplementary nutrition component under ICDS will be strengthened and rejuvenated as one of the priority areas during the Tenth Plan by addressing the issues of both macro and micro-

- nutrient deficiencies across the life-cycle, specifically targeting at the younger children of below 24 months, adolescent girls, expectant and nursing mothers;
- iii) Conversion of Anganwadi Centres into Anganwadi-cum-Creches - The Day Care services under ICDS are available only for a limited period, i.e. upto 12 noon. Because of this, the working and ailing mothers have not been able to make full use of the day-care facilities at AWCs. Therefore, there is a strong need as well as justification for having extended day care facilities at AWCs, especially in areas where the women workforce is in large numbers;
- iv) Child Care facilities for women labourers working at construction sites - During the natural disasters like droughts, floods, cyclones, earthquakes, etc. the vital role of AWCs for providing immediate relief to the people has been recognised. Accordingly, setting up of temporary AWCs even at the construction/work-sites at the cost of Contractor will be taken up during the Tenth Plan. Also, setting up of additional/mini-AWCs will be continued and emphasised during the Tenth Plan with a view to ensuring universal access to the poorest and most deprived/un-reached groups in the covered blocks.
- v) Community involvement/community contribution under ICDS - The basic philosophy of ICDS is to empower the community so that it ultimately takes over/adopts AWCs as people's programme. Efforts will be made to involve actively the PRIs/local governing bodies/NGOs in managing AWCs.
- vi) Universalisation of Kishori Shakti Yojana (KSY) – KSY, a component of ICDS scheme which aims at empowerment and self-development of adolescent girls, will be expanded further during the Tenth Plan. Efforts will also be made to universalise KSY in all ICDS projects, along with necessary linkages with similar schemes in other sectors.
- vii) Fostering innovation under ICDS - To tackle the area/locality specific bottlenecks and problems under ICDS, enhanced support will be provided for initiating and experimenting with new approaches to caring for women and children. This will include local flexibility in setting priorities and attempting implementation of different service components e.g. supplementary feeding options (selective feeding) additional para-teacher model etc. The innovations may also focus on promoting survival, growth and development of younger children under 3 years of age with a special focus on the girl child under ICDS.
- viii) Strengthening of advocacy and communication - A major advocacy, communication and social mobilisation initiative linked to UDISHA to promote young child survival, protection and development with participation, especially that of the girl child, will be undertaken.
- ix) Improving the quality of service delivery and management – The efforts for quality management under ICDS, initiated during the Ninth Plan, will be continued during the Tenth Plan. A synergistic approach involving education, health, family welfare, rural and urban development sectors will be strengthened for the best quality in service delivery.
- x) Strengthening of basic infrastructural facilities - As already indicated by various evaluation studies of ICDS, AWCs having their own infrastructural facilities have proved to have delivered better quality services. Therefore, efforts will be made to develop the required infrastructure through the contributions from DRDAs, Panchayats/local bodies/communities/corporate/private sector during the Tenth Plan.

RESEARCH, EVALUATION AND MONITORING

2.11.162 Diagnostic/Action research on important problems relating to women and children and

evaluation/monitoring of the on-going schemes have been part of the planning process in the women and child development sector through a regular plan scheme of 'Grant-in-Aid to Research and Publications'. Under this scheme, Universities, Women Study Centres, Schools of Social Work and independent research organisations are encouraged to conduct research/evaluation studies. Findings of these studies have led to mid-term corrections in the scope and content of the programmes like Hostels for Working Women, Short Stay Homes, Crèches/Day-Care Centres for Working/Ailing Mothers etc. Besides this, concurrent evaluation of important schemes like ICDS has also been carried out through NCAER, New Delhi. Based on the findings of the study, some strategic changes are being brought into in the content as well as implementation of ICDS during the Tenth Plan. Also, research on the application of science and technology for improvement in the quality of life of women in specific areas like fuel, water, environmental degradation affecting the lives of women, has been a continuous process.

2.11.163 Monitoring of the 27 Beneficiary-Oriented Schemes (BOS) for women identified by the PMO has been continuing since 1986. The half-yearly progress reports and the outcome of the Review Meetings form the base for remedial action, in collaboration with PMO. Efforts of the 15 long years of monitoring the BOS will be reviewed during the Tenth Plan. Further, with emphasis on the collection of gender-specific data, efforts will be made to develop a national level Information Network System for women and children during the Tenth Plan to ensure flow of information, both vertically and horizontally.

INSTITUTIONAL MECHANISMS

2.11.164 The nodal Department of Women and Child Development acts as the national machinery to guide, co-ordinate and review the efforts of both governmental and non-governmental organisations working for the empowerment of women and development of children. The support structures to the nodal Department include - i) the National Commission for Women to safeguard and protect

the women's rights and privileges; ii) the Central Social Welfare Board to act as an umbrella organisation for networking State Welfare Boards and thousands of voluntary organisations; iii) the National Institute of Public Cooperation and Child Development to assist the Department in the areas of research and training relating to women and children. iv) The Rashtriya Mahila Kosh is yet another support structure for extending both 'forward' and 'backward' linkages for women in the informal sector in their entrepreneurial ventures. The Women's Cells set up in the Central Ministries/Departments of Labour, Industry, Rural Development and Science and Technology are expected to develop strong linkages with the national machinery and the women-related line Ministries/Departments.

2.11.165 At the state level, development of women and children still continues to be part of the Department of Social Welfare in most of the States/UTs except in Andhra Pradesh, Assam, Goa, Haryana, Himachal Pradesh, Karnataka, Tamil Nadu, Kerala, Maharashtra, Madhya Pradesh, Punjab, Rajasthan, Sikkim and Uttar Pradesh. These states have already set up exclusive Departments/Directorates to handle the programmes relating to empowerment of women and children.

2.11.166 At the district level, no exclusive machinery exists for women and child development. Therefore, while the institutions at the district-level will be strengthened, women will be assisted in organising themselves into SHGs at the Anganwadi/Village/Town level. The women's groups will be helped to institutionalise themselves into registered societies and to federate at the Panchayat/Municipal level. These societies will bring about synergistic implementation of all the social and economic development programmes by drawing resources made available through Government and Non-Government channels, including banks and financial institutions and by establishing a close interface with the Panchayats/Municipalities. Non-existence of exclusive implementing machinery at the state/district/block levels has been affecting the implementation, supervision and monitoring of various policies and programmes for women and children. This situation also leads to excessive

dependency on other governmental and non-governmental agencies. This problem is getting further aggravated in states where the presence of voluntary organisations is minimal. Therefore, there is an urgent need to expedite setting up of exclusive Departments/Directorates for women and child development in those states where no such set-ups are available. Also, special efforts will need to be made to strengthen/streamline the existing institutional mechanisms at the central and state levels with adequate resources, both human and financial, so that the system could be geared up to carry on the most challenging task of empowering women and development of children.

VOLUNTARY ACTION

2.11.167 Voluntary Organisations being the backbone of the Women and Child Development Sector, most of the schemes meant for women and children, except for ICDS, are being implemented by the voluntary organizations. The innovative experiments and alternative models developed in the voluntary sector are rich and diverse and also worth replicating. These efforts have often demonstrated the success of alternative models in the areas of credit, awareness generation, organising women into SHGs, self-employment, participatory rural appraisal etc. RMK is a success story of reaching micro-credit to the poor and assetless women in the informal sector through the medium of voluntary organisations. The other

important areas where the voluntary sector has proved its credentials, relate to fighting against the atrocities/violence against women and girl children and creating a positive image through various awareness generation and gender sensitisation programmes. A strong network of more than 12,000 voluntary organisations is active in the field of women and child development. While the CSWB supports this network, spread all over the country, the nodal Department of Women and Child Development takes care of those organisations which operate at national and state levels.

PLAN OUTLAYS

2.11.168 An outlay of Rs. 13,780 crore has been earmarked in the Central Budget of the Department of Women and Child Development in the Tenth Plan. In preparation to the Tenth Plan, special efforts were made to ensure effective distribution of the otherwise limited resources through the application of various techniques of Zero Based Budgeting (ZBB), viz. weeding-out, merging, transfer to non-plan/other Central Ministries/Departments/state sector/subordinate organisations etc. A statement reflecting the final outcome of the application of ZBB which has brought down the total number of schemes from 46 to 25 (17 Central and 8 Centrally Sponsored) and their share in the total Tenth Plan outlay of the Department is given in Annexure 2.11.1 and also in the Appendix. Programmes for women and children also receive plan financial support from the state sector.

IN PARTNERSHIP WITH VOLUNTARY ORGANISATIONS

The country-wide network of more than 12,000 Voluntary Organisations have been playing a very significant role in the empowerment of women and development of children as they share the major burden of implementing Governmental policies and programmes, except for ICDS. Their initiatives have often proved to be successful alternatives in the areas of women's literacy, support services, micro-credit for poor women, employment and income-generation, gender sensitisation, organising women into SHGs and fight against atrocities on women and the girl child, etc. Voluntary organisations have established their credentials in providing self-employment and credit services for poor, assetless and women-headed households. The Central Social Welfare Board (CSWB) which is an apex organisation at the national level to promote voluntary action, supports the country-wide network of voluntary organisations at the grassroot level working for both women and children. Besides these, there are many more voluntary organisations working at block/district/state level and national level in the field of women and child development. All these play a big supporting role to the national machinery for the advancement of women and children.

**SCHEME-WISE BREAK-UP OF TENTH PLAN (2002-07) OUTLAY OF DEPARTMENT
OF WOMEN AND CHILD DEVELOPMENT**

(Rs in Crore)

Sl. No.	Name of the Scheme	NINTH PLAN (1997-2002)		Application of ZBB Techniques	Sl. No.	TENTH PLAN (2002-07)	
		Outlay	Act. Exp.			Name of the Scheme (Final outcome of ZBB)	Outlay
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
I.	CENTRAL SECTOR SCHEMES (CS)						
A.	Welfare & Development of Children						
1.	Creches / Day Care Centres for Children of working / Ailing Mothers	36.05	29.50	Retained	1.	Creches / Day Care Centres for Children of working / Ailing Mothers	60.00
2.	National Creche Fund for Child Care Schemes	0.03	0.00	Weeded out (To be an Independent Body)			
3.	Balsevika Training Programme	0.64	0.55	Weeded out		—	—
4.	Training of ICDS Functionaries	329.29	142.63	Retained as CSS (Sl. No. 20)		—	—
5.	National Institute of Public Co-operation & Child Development (NIPCCD)	15.29	11.26	Retained	2.	National Institute of Public Co-operation & Child Development	40.00
6.	Early Childhood Education	1.40	0.67	Weeded out		—	—
7.	Balwadi Nutrition Programme (BNP)	6.50	1.51	Weeded out		—	—
8.	National Commission for Children	5.00	0.00	Retained	3.	National Commission for Children (Being set up)	7.00
	Total (A)	394.20	186.12				107.00
B.	Welfare & Development of Women						
9.	Hostels for Working Women	51.25	34.57	Retained	4.	Hostels for Working Women	85.00
10.	Setting up of Training-cum-Production Centres for Women (NORAD)	88.98	76.50	Retained	5.	Setting up of Training-cum-Production Centres for Women (NORAD)	150.00
11.	Support to Training-cum-Employment Programme (STEP)	88.32	76.84	Retained	6.	Support to Training-cum-Employment Programme (STEP)	150.00
12.	National Commission for Women	16.25	16.17	Retained	7.	National Commission for Women	32.00
13.	National Credit Fund for Women (Rashtriya Mahila Kosh)	46.00	0.00	Retained	8.	Rashtriya Mahila Kosh	148.00
14.	Common Wealth Meeting	1.50	1.10	Weeded out		—	—
15.	Strengthening of WD Bureau	0.00	0.00	Weeded out		—	—
16.	Creation of Office of the Commissioner for Rights of Women	0.03	0.00	Weeded out		—	—
17.	Mahila Samridhi Yojana(MSY)	63.15	42.85	Merged (Merged with CSS Sl.No. 45)		—	—
18.	Women's Empowerment Project	1.27	0.77	Weeded out		—	—

(Rs in Crore)

Sl. No.	Name of the Scheme	NINTH PLAN (1997-2002)		Application of ZBB Techniques	Sl. No.	TENTH PLAN (2002-07)	
		Outlay	Act. Exp.			Name of the Scheme (Final outcome of ZBB)	Outlay
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
19.	GIA to Voluntary Organisations through CSWB and strengthening of its Field Organisations	70.03	53.36	Merged & Retained (As one single Umbrella Scheme 'Grant-in-aid to Central Social Welfare Board')	9.	Grant-in-aid to Central Social Welfare Board (i General Grant-in-Aid : 90.00 ii Condensed Courses : 14.00 iii Awareness Projects : 21.00 iv Short Stay Homes : 75.00 v Family Counselling : 80.00 Centres	280.00
20.	Condensed Courses of Education and Vocational Training for Women	45.60	19.54				
21.	Awareness Generation Project for Rural and Poor Women (AGP)	15.63	10.92				
22.	Education Work for Prevention of Atrocities against Women	1.50	0.81	Merged (Merged with Sl. No. 21 & transferred to CSWB)		—	—
23.	Short Stay Homes (SSH)	55.64	25.53	Transferred to CSWB		—	—
24.	Socio-Economic Programme	26.42	4.92	Weeded out		—	—
25.	Distance Education	3.60	2.81	Retained	10.	Distance Education	1.10
26.	National Resource Centre for Women (NRCW)	3.02	0.00	Weeded out		—	—
27.	Women's Empowerment Year 2001	0.00	12.51	Weeded out		—	—
28.	Scheme for Women in Difficult Circumstances (Swadhar)	0.00	0.08	Retained	11.	Scheme for Women in Difficult Circumstances (Swadhar)	100.00
	Total (B)	578.19	379.28				946.10
C. Grant-in-Aid and Other Schemes							
29.	GIA to Research, Publications & Monitoring	2.95	2.43	Merged & Retained (Merged with Sl.No. 36 and retained as one single umbrella Scheme 'GIA to Research, Publications & Monitoring'.)	12.	Grant-In-Aid to Research, Publications & Monitoring	32.61
30.	Organisational Awareness in the field of Women and Child Development	1.00	0.86				
31.	Programme Monitoring & Evaluation unit	1.20	0.02				
32.	Organisational Assistance to Voluntary Organisation	1.00	0.04	Weeded out		—	—
33.	Information and Mass Media	9.75	8.70	Retained	13.	Information and Mass Media	35.00
34.	NEMA	1.43	0.00	Weeded out		—	—
35.	Information Technology	0.50	1.45	Retained	14.	Information Technology	2.50
	Total (C)	17.83	13.50				70.11
	Total (A+B+C)	990.22	578.90				1123.21
D. Food and Nutrition Board							
36.	Research & Development	0.29	0.07	Merged (Merged with Sl.No. 29)		—	—
37.	Implementation of National Nutrition Policy	4.43	0.31	Merged & Retained (Renamed as 'Implementation of National Nutrition Policy and Nutrition Education'.)	15.	Implementation of National Nutrition Policy and Nutrition Education	10.00
38.	Fortification of Milk with Vitamin A	0.76	0.14				
39.	Capital Expenditure	0.32	0.21				
40.	Nutrition Education	12.51	7.74				

(Rs in Crore)

Sl. No.	Name of the Scheme	NINTH PLAN (1997-2002)		Application of ZBB Techniques	Sl. No.	TENTH PLAN (2002-07)	
		Outlay	Act. Exp.			Name of the Scheme (Final outcome of ZBB)	Outlay
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
41.	Production of Nutritious Food	0.16	0.16	Weeded out		—	—
	Total (D)	18.47	8.63				10.00
	E. New Schemes						
	—	—	—	—	16.	CRÈME	0.01
	—	—	—	—	17.	National Resource Centre for Women	25.00
	Total (E)						25.01
	Total - I (A to E)	1008.69	587.53				1158.22
	II. CENTRALLY SPONSORED SCHEMES (CSS)						
	A. Welfare & Development of Children						
42.	Integrated Child Development Services	4980.00	4556.86	Retained	18.	Integrated Child Development Services	10391.75
43.	World Bank Assisted ICDS Projects	1163.79	883.62	Retained (To be merged with Sl. No. 42 during 2004-05)	19.	World Bank Assisted ICDS Projects	1292.75
	—	—	—	—	20.	Training of ICDS Functionaries	462.26
44.	Balika Samridhi Yojana	390.00	176.64	To be transferred to States	-	Balika Samridhi Yojana (Awaiting NDC's approval)	100.00
	Total (A)	6533.79	5617.12				12246.76
	B. Welfare & Development of Women						
45.	Integrated Women's Empowerment Programme (Swayamsiddha)	165.00	8.95	Retained	21.	Integrated Women's Empowerment Programme (Swayamsiddha)	200.00
46.	Rural Women's Development and Empowerment Project (Swashakti Project)	102.94	36.00	Retained (To be merged with Sl. No. 45 during 2004-05)	22.	Rural Women's Development and Empowerment Project (Swashakti Project)	75.00
	Total (B)	267.94	44.95				275.00
	Total - (A+B)	6801.73	5662.07				12521.76
	C. New Schemes						
	—	—	—	—	23.	National Nutrition Mission	100.00
	—	—	—	—	24.	CIDA Asstt. Programme for Himachal Pradesh	0.01
	—	—	—	—	25.	ICDS IV	0.01
	Total - (C)						100.02
	Total - II (A+B+C)	6801.73	5662.07				12621.78
	Grand Total - I + II	7810.42	6249.60				13780.00

Note : 10% of the total outlay of the Department is earmarked for the North Eastern States.