

Report of the
Steering Committee on Empowerment
of Women and Development of
Children for the Eleventh Plan

**Planning Commission
Government of India**

Contents

Chapter	Title	Page
Chapter-I :	Background	2-3
	<i>Part-A: Women</i>	
Chapter-II :	Gender Equality and Constitutional Commitments	4-5
Chapter-III :	Review of Policies and Programmes	6-11
Chapter-IV :	Status of Women	12-19
Chapter-V :	11 th Plan Approach for Empowerment of Women: Priority Areas for Action	20-45
Chapter-VI :	Empowerment of Women: Programmes for the 11 th Plan	46-53
Chapter-VII :	Empowerment of Women during 11 th Plan: Recommendations	54-66
	<i>Part-B : Children</i>	
Chapter-VIII :	Child Rights in the 11 th Plan	67-70
Chapter-IX :	Review of Policies and Programmes	71-80
Chapter-X :	11 th Plan approach for Child Rights Priority Areas for Action	81-95
Chapter-XI :	Child Rights: Programmes for the 11 th Plan	96-112
Chapter-XII :	Child Rights during 11 th Plan: Recommendations	113-121
Chapter-XIII	Financial Recommendations	122-123
Annexure	Office Orders regarding constitution of Steering Committee	124-144

Chapter-I

Background

1.1 In the context of the preparations of the 11th Five Year Plan (2007-2012), the Planning Commission constituted a Steering Committee on the 'Empowerment of Women and Development of Children' under the Chairmanship of Dr. Syeda Hameed, Member, Planning Commission with the following Terms of Reference. A copy of the Office Order constituting the Steering Committee is at **Annexure-I**. A copy each of the office orders regarding co-opting of members is at **Annexure-II to V**. **The Terms of Reference of the Steering Committee were as follows:**

- i) To review the existing approach, strategies and priorities, on-going policies and programmes of empowering women and development of children in the Tenth Five Year Plan; and suggest, if necessary, alternative strategies, priorities, policies and programmes to accelerate the empowerment and development process;
- ii) To **assess** the effectiveness of the implementation of '**Women's Component Plan**' and **gender budgeting** and **suggest** specific measures and mechanisms to ensure that the funds/benefits flow to women from the respective development sectors;
- iii) To **review** the implementation of NCMP related schemes for women and children, especially ICDS and scheme for expansion of micro-credit facilities and **suggest** measures for the improvement in their implementation.
- iv) To **review** the recent initiative of outcome budgeting relating to Women & Child Development Sector and **suggest** further improvements to strengthen the initiative;
- v) To **examine** the possibility of child budgeting in the line of gender budgeting;
- vi) To **review** the existing strategy, policy programmes for child protection and **suggest** if necessary viable alternatives/strategies for child protection including children in difficult circumstances, marginalized children, children in conflict with law, children affected by abuse/exploitation or violence/crime/offence, children with disabilities etc.;
- vii) To **assess** the impact of economic reforms and progressive globalization/liberalization of economy on the conditions of women and children and **suggest** effective strategies to cope up with the situation;
- viii) To **review** the effectiveness of the existing women & child-specific and women & child-related legislations and their enforcement and suggest corrective measures;
- ix) To **review** the effectiveness of the existing Institutional Arrangements for implementation of policies and programmes relating to women and children, both at Central and State levels and **suggest** improvements, if necessary;
- x) To **assess** the role of NGOs and the status of devolution of Powers and resources to Panchayati Raj Institutions and Local Self Government Bodies, as per the 73rd and 74th Constitutional Amendments and suggest specific measures for their involvement in the planning and implementation of the programmes/schemes relating to women and children;

- xi) To **suggest** an approach and viable strategies, priorities, policies and programmes along with physical and financial targets, in pursuing the commitment of Empowering Women and Development of Children during the Eleventh Five Year Plan (2007-08 to 2011-12).

1.2 The Planning Commission vide its order no. PC/SW/1-23(2)/2005 dated 17th April 2006 also constituted two Working Groups on “Empowerment of Women” and “Development of Children” for the 11th Five Year Plan under the Chairpersonship of Secretary, Ministry of Women & Child Development with the basic objective to carry out a review, analysis and evaluation of the existing provisions/programmes for women and children and make recommendations for the Eleventh Five Year Plan. The Working Group on Empowerment of Women met on 12th June 2006 and decided to set-up four Sub-Groups separately on (i) Engendering Policies and Strategies; (ii) Violence against Women; (iii) Schemes of Empowerment, Advocacy, Awareness Generation and Support Services for Women; and (iv) Women’s Component Plan and Gender Budgeting.

1.3 As a part of the plan process, five regional workshops to cover North, South, East, West and North-East and one at the National level were held with assistance from UNDP and UNIFEM to engender the 11th Plan were held. Based on the Sub-group Reports and the recommendations that emerged from the Workshops on Engendering the 11th Plan, a draft Working Group Report was prepared and was placed before the Group in its second meeting held on 10th November 2006. Based on the deliberations of the Working Group, the Report of the Working Group was finalized. The vision or philosophy of Women Empowerment for the 11th Plan is Inclusive and integrated economic, social and political empowerment with gender justice.

1.4 Similarly, the Working Group on Children in order to carry out the job assigned, set up four thematic sub-groups viz. (i) ICDS and Nutrition; (ii) Early Childhood Education; (iii) Child Protection; and (iv) Girl Child. The report of the Working group on Children has been submitted to Planning Commission in two volumes, the first one being the main report of the Working Group and the Second containing the Sub-Group Reports.

1.5 The Steering Committee in its two meetings held on 12.7.2006 and 10.1.2007, discussed in detail points of view expressed by different members regarding empowerment of women and development of children during 11th Plan besides Mid Term Appraisal of the Tenth Plan, on Women, *Children and Development*. It also discussed the recommendations of the Eleventh Plan Working Group report. The issues relating to children were also discussed separately in a meeting of the Sub-Committee on Children. The office order regarding constitution of the Sub Committee is at **Annexure-VI** and co-opting of a Member to the Sub Committee is at **Annexure-VII**. Based upon these discussions, and suggestions made by members of the Steering Committee and Sub-Committee on Children, the Steering Committee finalized its report in two parts. The first Part ‘A’ is on Women and the second Part ‘B’ on Children.

Part – A: Women

Chapter-II

Gender Equality and Constitutional Commitments

2.1 India has pledged itself to gender equality through several Articles of the Constitution.

CONSTITUTION OF INDIA	
Article 14	- Men and women to have equal rights and opportunities in the political, economic and social spheres.
Article 15(1)	- Prohibits discrimination against any citizen on the grounds of religion, race, caste, sex etc.
Article 15(3)	- Special provision enabling the State to make affirmative discriminations in favour of women.
Article 16	- Equality of opportunities in matter of public appointments for all citizens.
Article 39(a)	- The State shall direct its policy towards securing all citizens men and women, equally, the right to means of livelihood.
Article 39(d)	- Equal pay for equal work for both men and women.
Article 42	- The State to make provision for ensuring just and humane conditions of work and maternity relief.
Article 51 (A)(e)	- To renounce the practices derogatory to the dignity of women.

In fulfillment of this constitutional mandate, several steps have been taken since independence to empower women, including a series of women-specific and women related legislations; creation of national policy level commitments including the National Policy for Empowerment of Women 2001, the National Common Minimum Programme of the UPA government; international commitments such as ratification of the CEDAW convention in 1993 and India's commitments in 2000 to the Millennium Development Goals.

2.2 At the inauguration of the 11th Five Year Plan, nearly 60 years after women's rights were enshrined in the democratic fabric of India, we are yet to fully honour our constitutional commitments. Indian women, in general, do not have equal rights as men in either political, social or economic spheres; they are discriminated against in jobs and in education; they are not equally represented in public institutions; they do not enjoy equal pay for equal work; and violence against women in both public and the private spheres is increasing, with impunity for the perpetrators and little justice for women. The status of women, in this context, vis-à-vis their male counterparts in terms of various socio-economic indicators may be seen in Chapter-IV of this Report.

Understanding the Target Group

2.3 According to the 2001 census, women as an independent target group account for 495.74 million in absolute numbers and represent 48.3% of the total population of the country. The Tenth five year plan had divided the entire women population into five distinct sub-groups for planning purposes according to their age as follows:

- Girl children in the age-group 0-14, Adolescent Girls in the age group 15-19;
- Women in the reproductive age group of 15-44;
- Women in the economically active age group of 15-59;and
- Elderly women in the age group 60 plus.

2.4 However, age alone is an inadequate criterion to understand a target group for development intervention. The 11th Plan recognizes that women are not a homogenous category for planned intervention – that they belong to diverse castes, classes, communities, economic groups, and are located within a range of geographic and development zones, and that mapping and acknowledging the specific deprivations which arise from these multiple locations, can alone determine the success of planned interventions. SC women comprise of 16.24%, ST women comprise of 8.41% and muslim women comprise of 13.48% of India's female population as per 2001 census. Further, women in conflict zones such as Jammu and Kashmir and the North-East are specifically acknowledged as a target group in need of focused intervention. Vulnerability and marginalization are key concepts in recognizing the unique needs of specific groups of women for planned intervention. A listing of such groups of women includes, but is not restricted to, single women (divorced, separated, widowed, or unmarried), women affected by violence, trafficked women, women affected by internal displacement due to social upheavals, natural disasters, migration, and development, women affected by HIV/AIDs, women with disabilities and women in prisons.

Chapter – III

Review of Policies and Programmes

3.1 Gender-mainstreaming and development has been a priority goal in the country's development efforts since the starting of the first Five Year Plan. The gender-mainstreaming exercise, however, has been a process of learning and refinement throughout the planning process. The First to Fifth Five Year Plans treated development of women as a subject of 'welfare'. The Central Social Welfare Board (CSWB) was set up in 1953 to promote welfare oriented activities for women and children through involvement of voluntary agencies at the grass root level. While the welfare approach continued during this period, priority was also given to women's education and maternal and child health services, besides supplementary feeding for children and expectant and nursing mothers. There was a shift of approach from 'women welfare' to 'women development' during the Sixth Plan (1980-85). Sixth Plan also had special thrust on the three core sectors viz., health, education and employment. The Seventh Plan (1985-90), continued the developmental approach. The major objective was of raising economic and social status of women and bringing them into the mainstream of national development. During Sixth Plan 27 'Beneficiary-oriented Schemes' (BOS), having direct benefits to women were identified across various Ministries/Departments at the instance of PMO and were monitored. Human development was a major focus of the Eighth Plan (1992-97). It not only encompassed the strategy of enabling women as equal partners and participants in the development process but also ensuring that women were not bypassed from the benefits of various developmental programmes. Eighth Plan also had special programmes for women to complement the efforts of the general development programmes. Some major initiatives undertaken during Eighth Plan for women included (i) setting up of the National Commission for Women (NCW) (1992) to work towards safeguarding the rights and interest of women, (ii) setting up of Rashtriya Mahila Kosh (RMK) (1993) to meet the micro-credit needs of poor and assetless women, (iii) Adoption of National Nutrition Policy (NNP) (1993) in conformity with the constitutional commitment to ensure adequate nutritional standard of the people, (iv) launching of the Mahila Samridhi Yojana (MSY) (1993) to promote thrift activities amongst women, (v) setting up of National Crèche Fund (NCF) (1994) to provide crèche services to the children of working mothers, and (vi) launching of Indira Mahila Yojana (IMY) (1995) basically for awareness generation and economic empowerment through women Self Help Groups. The Indira Mahila Yojana was subsequently renamed as Integrated Women's Empowerment Programme (Swayamsidha) in 1999 and Mahila Samridhi Yojana was merged with it.

3.2 'Empowerment of Women' as agents of socio-economic change and development became one of the nine specific objectives of the Ninth Plan (1997-2002). The Plan envisaged primarily to ensure that benefits flow to women from all the general development sectors and emphasized on (i) reservation of not less than 1/3rd seats for women in the Parliament and State Legislative Assemblies; (ii) convergence of existing services, resources, infrastructure and manpower in women specific and women-related sectors; (iii) adoption of special strategy of Women Component Plan (WCP) to ensure that not less than 30% of funds/benefits flow to women from other development sectors; (iv) organizing women Self Help Groups as a major process of empowering women; (v) high priority to reproductive child health care; (vi) universalizing on-going supplementary feeding programme; (vii) ensuring easy and equal access to education for women and girls; (viii) elimination of gender bias in all educational programmes; (ix)

free education for girls up to college level including professional courses; (x) promoting skill development amongst women in modern upcoming trades etc. Some special initiatives taken during Ninth Plan included launching of an externally aided scheme of Swashakti (1998) for socio-economic empowerment of women through self reliant self help groups, instituting Stree Shakti Puraskars (1999), setting up of a Task Force under the Chairpersonship of Deputy Chairman, Planning Commission to review existing women-specific and women-related legislations (2000), adoption of National Policy for Empowerment of Women (2001), celebration of the year 2001 as Women's Empowerment Year, recasting of Indira Mahila Yojana as Swayamsidha (2001), launching of Swadhar (2001) to extend rehabilitation services for women in difficult circumstances etc.

Tenth Five Year Plan

3.3 'Empowerment of Women' as Agents of Social Change and Development was continued in the Tenth Plan. Towards this a Sector-specific 3-Fold Strategy was adopted based on the National Policy for Empowerment of Women (2001). They were as follows:

- 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 realize 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 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.

Social Empowerment

3.4 **Through Education:** The scheme of '**Condensed Courses for Education and Vocational Training**' was initiated by Central Social Welfare Board in 1985 to cater the need of adult girls/women who could not join mainstream education system or who were dropout from formal schools. The scheme is basically for providing education to adolescent girls/women who are school drop-outs or did not have opportunity of joining formal education system to pass primary/middle/matric level examination. The scheme was popular especially in rural and semi-urban areas. The target was to organize 2536 courses, each course covering about 25 beneficiaries during Tenth Plan against which about 2514 courses were organized during the plan.

3.5 **Through Awareness Generation:** The CSWB, through voluntary organizations, has been implementing this project since 1986-87 for rural and poor women. Camps are organized in the community for generating awareness amongst women on issues relating to status, legal rights, problems of women and other social issues and also to create enabling environment for effective participation of women in decision making processes and for

asserting their social, economic and political rights. During 10th Plan the target was to organize about 24000 camps against which about 25831 camps were organized during the plan.

Economic Empowerment

3.6 Schemes were made for training, employment and income generation activities with both 'forward' and 'backward' linkages to make women economically independent and self-reliant with focus on Self-Help Groups (SHGs). Important schemes implemented by the Ministry of Women and Child Development during Tenth Plan for economic empowerment of women were 'Swyamsidha', 'Swashakti', 'Support for Training and Employment Programme (STEP)', 'Training cum Production Centres for Women (Swawlamban – NORAD)', 'Rashtriya Mahila Kosh (RMK)' etc.

3.7 Swayamsidha, a centrally sponsored scheme was started in 2000-01 for a period of 6 years. The scheme covered 650 Blocks in 32 States/UTs. It is the recast form of Indira Mahila Yojana (IMY). Mahila Samridhi Yojana (MSY), a scheme which aimed at encouraging thrift among women through tiny savings and implemented through Post Offices was also merged with Swayamsidha. The scheme was scheduled to end on 31.3.2006 but was extended by one year i.e. up to 31.3.2007. The scheme is expected to get further extension by one more year i.e. up to 2007-08. The main objective of Swayamsidha is an all-round empowerment of women, especially social and economic empowerment by ensuring their direct access to and control over resources through a process of mobilization and convergence of all the on-going sectoral programmes. It promotes self-reliant women's Self-Help Groups (SHGs). A total of 68,575 SHGs have been formed under the scheme against the target of 65000. The process of bank-linkage, clustering etc. of these SHGs is on-going. So far 9280 clusters of these SHGs have been formed and 61826 SHGs (90%) of them have been linked to banks.

3.8 Swashakti or the Rural Women's Development and Empowerment Project (RWDEP) was an externally aided Centrally Sponsored Scheme (CSS), funded by the World Bank and the International Fund for Agricultural Development (IFAD). It was also a Self-Help Group (SHG) based scheme for socio-economic empowerment of women with a multi-dimensional and participatory approach for poverty alleviation in a subsidy free manner. The project was effective for a period of five years from April 1999 up to June 2004 but subsequently extended up to June 2005. The Project was under implementation in 57 districts (335 blocks) of 9 States viz., Bihar, Chhatisgarh, Gujarat, Haryana, Jharkhand, Karnataka, Madhya Pradesh and Uttar Pradesh and Uttaranchal. A total of 17647 women SHGs were mobilized under the project covering about 244000 women. A large number of SHGs have been linked to the banks and are engaged in income generating activities. In view of the satisfactory performance of the project there is a proposal for launching of Swashakti Phase-II.

3.9 The Support for Training and Employment Programme (STEP) is a Central Sector Scheme under implementation since 1987 is for providing skills and new knowledge to poor and assetless women in trades in traditional sector. Under the scheme women beneficiaries are organized into viable and cohesive groups or co-operatives. A comprehensive package of services including health care, crèche facilities, market linkages etc. are provided besides access to credits. Skill development is provided in ten traditional activities to women. The target during 10th Plan was to provide skill development training to 2.50 lakh women.

Against this about 2.35 lakh women were provided training during the plan period. Sawlamban, previously known as NORAD's Women's Economic Programme was launched in 1982-83 with the assistance from the Norwegian Agency for Development Corporation (NORAD). From 1996-97, however, the programme was funded by the Government of India. The objective of the programme was to provide training and skills to poor and needy women, women from weaker sections of the society such as SCs and STs etc., to facilitate them to obtain employment and self-employment on a sustain basis. The programme, however, has been transferred to the State Governments w.e.f. April 2006 in order to ensure more effective implementation and for better monitoring and evaluation of the programme.

3.10 In order to provide support services to women schemes are also being implemented by the Ministry of women and Child Development. These schemes are 'Hostels for Working Women', 'Short Stay Homes', 'Swadhar' etc.

3.11 Under the scheme of **Hostels for Working Women** financial assistance is provided to NGOs, Co-operatives bodies and other agencies for construction of hostels or renting of buildings to use as hostels for working women with day care facilities for children. A major objective of the scheme is to encourage mobility of women in the employment market by facilitating them with safe and affordable accommodation at the place of their employment. The utilization of funds under the scheme has been unsatisfactory during 10th Plan as NGOs are not able to avail funds as per norms of funding. There was also lack of suitable proposals from the eligible organizations. Accordingly, against the target of 125 hostels to benefit 12500 women only 57 hostels benefiting 5856 women were expected to have been completed during 10th plan. This is one of the oldest schemes of the Ministry but so far only 873 hostels have been constructed under the scheme. The scheme therefore is under review for recasting so as to assist NGOs and other organizations to avail funds to create/provide the desired facilities to working women under the scheme.

3.12 Started in 1969-70, '**Short Stay Home**' is also implemented by the CSWB. Voluntary Organizations are funded under this scheme for setting up short stay homes for women and girls who are victims of marital conflict, family maladjustment, crime or any other reason for which they become homeless. The scheme provides funds for suitable accommodation with basic amenities to the inmates, besides funds for services like counseling, legal aid, medical facilities, vocational training and rehabilitation of inmates. The target during 10th plan was to set up 560 such homes against which about 526 homes have been set up during the plan period.

3.13 **Swadhar or Scheme for Women in Difficult Circumstances** was launched in 2001-02 with a flexible and innovative approach to provide support services like shelter, food, clothing and care to marginalized women and girls living in difficult circumstances. It includes women without any social and economic support like destitute widows, women prisoners released from jail and without family support, women survivors of natural calamities, trafficked women, women victims of violence who do not have family support. To provide Help Line to women in distress is also a major objective of the scheme. At present 129 shelter homes are functional in the country. However, the number of homes is considered to be grossly inadequate. The requirements of women being catered to by the scheme also vary from woman to woman. The needs of mentally challenged women are quite different from that of women rescued from trafficking or women survivors of disasters. It is therefore under consideration to set up different homes for women with different needs. The

recently enacted Protection of women from Domestic Violence Act also provides that women seeking shelter from marital and other violence should be accommodated in these homes. Shelter homes in each district are need of the times.

3.14 **Gender Justice** is the major strategy followed in the implementation of the **‘Women Component Plan (WCP)’** through which efforts were made to ensure that not less than 30% of funds/benefits under various schemes of all Ministries/ Departments were earmarked for women. The WCP however, has not been a satisfactory experience in the country during 10th plan. The Planning Commission and Ministry of Women and Child Development have been persuading the Central ministries and departments as well as state governments to draw up WCP, not only to quantify and earmark funds and benefits for women, but also to devise special programmes which directly and exclusively benefit women. However, the review of the WCP during Mid Term Appraisal of 10th Plan revealed that the Department of Education had a flow of 42.37 per cent of the gross budgetary support (GBS) to the WCP. The Ministry of Labour, which had reported flow of 33.5 per cent of GBS to the WCP in the Ninth Plan, reported flow of funds of only 5 per cent of GBS during first three years of Tenth Plan. The Ministries and/or Departments of Agriculture and Cooperation, Urban Employment and Poverty Alleviation, Science and Technology/Biotechnology, Information and Broadcasting, Non-Conventional Energy Sources and Small-scale and Agro-related Industries, which had earlier reported on the WCP in their sectoral budgets, have stopped doing so. There are some other Ministries and Departments like Education, Health, Family Welfare, Environment and Forests, Rural Development, Agriculture, Labour, Urban Affairs, Drinking Water Supply, Tribal Affairs, Social Justice and Empowerment etc. which have the potential to go beyond 30 per cent of funds under WCP as well as devise and administer “women-related” programmes. As suggested by the MTA WCP is an add-on to their existing development programmes. These Ministries therefore have to activate the WCP in each during 11th plan.

3.15 **‘Gender Budgeting’** has also been adopted in the country as an important measure to ensure Gender Justice. The importance of Gender Budgeting arises from recognition of the fact that national budgets impact various sections of the society differently through the pattern of resource allocation and priority accorded to combating sectors. The budgetary policy of the Government has a major role to play in achieving objectives of gender equality and growth through content and direction of fiscal and monetary policies, measures for resource mobilization and positive action for under-privileged sections. A simplistic definition of Gender Budgeting is dissection of the government budget to establish its gender differential impact and to translate gender commitments into budgetary commitments. Gender Budgeting thus looks at the government budget from a gender perspective to assess how it addresses the needs of women in the areas like health, education, employment etc. Gender Budgeting obviously, does not seek to create a separate budget but looks for affirmative action to address specific needs of women. Thus, Gender responsive budgeting initiatives provide a way of assessing the impact of the mechanism of the raising revenue and expenditure by government on women. The critical activities constituting the gender budgeting exercise include (i) Addressing gap between policy commitment and allocation of resources and gender sensitive programme formulation and implementation; (ii) Mainstreaming gender concerns in public expenditure and policies; and (iii) Gender audit of public expenditure, programme implementation and policies including fiscal and monetary policies. For the first time Union Budget, 2005-06, included in the Budget document a separate statement highlighting the gender sensitivities of the budgetary allocation under 10 demands for grants. The total amount in BE 2005-06 according to the statement, is Rs.14,

379 crore. Following advice from the Ministry of Finance and Planning Commission, Gender Budgeting Cells have also been set up in most of the Central Ministries/Departments. The Ministry of Women and Child Development being the nodal agency for women empowerment in the country, has been entrusted with the task of coordinating with the Ministries/Departments to materialize gender budgeting in each. Accordingly, the Ministry has also been organizing the workshops at regular intervals to sensitize all central Ministries/Departments in the matter of Gender Budgeting. Meanwhile, following the Union Budget 2005-06, the Union Budget for 2006-07 and 2007-08 have incorporated enhanced information on Gender Budgeting. The Union Budget 2006-07 had a gender budgeting outlay of Rs.22852.74 crore under 21 demands for grants with 100% allocations for women and similar 21 demands for grants with women specific programmes. The outlay for gender budgeting has further increased to Rs.31177.96 crore under the same demands for grants in 2007-08. While, the enhanced outlay for gender budgeting substantiates the country's commitment towards gender empowerment, the task needs to be further strengthened and extended to the remaining Ministries/Departments of the Union Government. Obviously, the gender budgeting exercise has to be adopted in all states and UTs as ultimately they are the implementing agencies of all developmental programmes at the field level.

3.16 **‘The National Commission for Women’** is a national level statutory body set up in 1992 to work towards safeguarding the rights and interest of women and thus has been working towards gender justice for women in the country. The major activities of the Commission include- investigation, examination and review of all matters relating to safeguards provided to women under the Indian Constitution; review of implementation of women specific and women related legislation and to suggest suitable amendments wherever needed; keeping surveillance and facilitating redressal of grievances of women etc. The Commission thus has been in the fore front of the national endeavor to improve the status of women in society and work for their overall empowerment. The important activities that the Commission has been undertaking besides review of laws and legislations, enquiries related to violence against women, organizing seminars, workshops, public hearing etc., organizing Bal Vivah Virodh Abhiyan, interacting with members of parliament and others regarding pending women related bills, organizing Parivarik Mahila Lok Adalats and legal awareness programmes, sponsoring studies on women related issues etc. A common point raised regarding the Commission is that the Commission has been functioning more as an advisory body. Since this is the nodal agency for protection of rights of women, it needs to be empowered further to function as a statutory body. 11th Plan has to ensure that this happens.

Chapter-IV

Status of Women

Demography and Vital Statistics

4.1 The female population of the country rose marginally from 48.1 per cent of the total population in 1991 to 48.3 percent of the total population in 2001. In absolute numbers, this implies an increase by 89.4 million from 407.1 million in 1991 to 496 million in 2001. The growth rate of female population for the 1991-2001 decade was 23.08, slightly higher than the male population decennial growth rate of 22.26 (Table-1). The expectancy of life at birth has been rising steadily for women. It increased from 58.6 in 1987-91 to 66.91 in 2001-06, and is higher than the male life expectancy of 63.87. However, demographic imbalances between men and women continue to exist, even worsen, in certain regions.

4.2 While the sex ratio improved slightly from 927 in 1991 to 933 in 2001, the Child Sex Ratio registered a startling decline. The 0-6 sex ratio plummeted from 945 in 1991 to 927 in 2001. The 2003-05 sex ratio at birth is even lower at 880. The child sex ratio for Muslims is much higher at 986, compared to 931 among SC/STs at 914 among other Hindus. The child sex ratio continues to fall and is below 900 in economically prosperous states like Punjab (793), Delhi (865), Haryana (820) and Gujarat (878). During the decade 1991-2001, 70 districts in 16 States and Union Territories have recorded more than 50 points decline in sex ratio. The lowest ratio recorded is 754 in Fatehgarh Sahib District in Punjab (2003, RGI Census Commissioner, India-missing-Mapping the Adverse Child Sex Ratio in India). As a result of this declining sex ratio, millions of girls/women are missing in India.

4.3 While the mean age of marriage of women has increased from 15.5 years in 1961 to 19.5 in 1997, 44.5% of women are still married by the age of 18. Certain states have a much higher percentage of under age marriage in girls such as Jharkhand (61.2%), Bihar (60.3%) and Rajasthan (57.1%).

Table-1: Population by Sex and Decennial Growth Rate (1961-2001)

(Population in millions)

Census Year	Females		Males		Total	
	Population	DGR*	Population	DGR*	Population	DGR*
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1961	212.9	-	226.3	-	439.2	-
1971	264.1	24.03	284.0	25.52	548.1	24.80
1981	321.3	21.6	343.4	20.91	665.2	21.36
1991	403.3	25.5	435.2	26.73	838.5	26.05
2001	496.4	23.08	532.1	22.26	1028.6	22.67

Source: Census of India, 2001- The First Report on Religion Data

Table-2: Child Sex Ratio

(Females per 1,000 males)	
Census Year	Sex Ratio
1981	962
1991	945
2001	927

Source: Census of India, 2001

Health and Family Welfare

4.4 The high rates of anemia, malnutrition, HIV/AIDS in women, MMR, IMR are a grave cause for concern.

4.5 Within a period of seven years (1998-99 to 2005-06), anemia in pregnant women have risen from 49.7% to 57.9%, and in ever-married women from 51.8% to 56.2% as per NFHS-3. This disturbing trend has also exacerbated anemia in children by 5 percentage points to 79.2%. The high prevalence of anemia is also partially responsible for the high MMR. Moreover, only 22% of mothers consumed IFA tablets for 90 days or more, and only half of them received at least 3 ante natal care visits. Although MMR has fallen from 407 in 1998 to 301 in 2001-2003, states like Uttar Pradesh & Uttaranchal, and Assam have MMRs as high as 517 and 490 respectively.

4.6 There is also a growing feminization of the HIV/AIDS epidemic. NACO estimates that 1 in 3 persons living with HIV in India is a woman. The burden on women is also distressing – an NCAER survey shows that women account for more than 70% of the caregivers, 21% of whom are HIV positive themselves. A more daunting finding is that nearly 60% of HIV-positive widows are less than 30 years of age and live with their natal families as 91% of them receive no financial support from their marital homes.

Table 3: Maternal Mortality Rate in India

(Per one lakh live births)	
Year	Maternal Mortality Rate
1997-1998	398
1999-2001	327
2001-2003	301

Source: 1) Sample Registration System, Maternal Mortality in India 1997-2003.

Literacy and Education

4.7 The 2001 Census recorded a significant increase in literacy rates (from 52.21% in 1991 to 65.38% in 2001) particularly female literacy rates which increased to 54.16% (Table-4). The increase in female literacy rates was 14.87% in 1991-2001 compared to 9.53% between 1981-1991. For the first time, the absolute numbers of illiterate women declined from 200.7 million in 1991 to 190 million in 2001. Similarly, the Gross Enrollment Ratio

(GER) for girls in Classes I – VIII has increased to 89.87%, compared to 96.91% for boys (Table-8).

Table-4: Literacy Rates by Sex (1981-2001)

Census Year	Females	Males	Persons	(in per cent)
				Male-female gap in literacy rate
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	21.70
2001 (SC)	41.90	66.64	54.69	24.74
2001 (ST)	34.76	59.17	47.10	24.41

Source: Census of India, 2001.

4.8 Drop-out rates have also followed the same encouraging trend and have reduced at all levels of education. Nevertheless, drop out rates remain high and the increase dramatically with level of education. While drop out rate for girls was 25.4% at the primary level in 2004-05, they are as high as 63.88% at the secondary level. Drop out rates are substantially higher for categories like SC and ST girls at 75.5% and 81.2% (Table-8).

4.9 The number of women in higher education has also increased from 13.6 lakhs or 33% of students in 1990-91 to 34.4 lakhs or 40% of students in 2004-05. Disparities are most apparent in professional and higher education. For example of the total students from general category enrolled for B.A. degree in 2004-05, 41.2% were women category. Similarly, only 36.4% of the SC students and 34.4% of ST students enrolled in B.A were women during the same year.

4.10 The gender gap between male (75.85%) and female (54.16%) literacy rates remains high at 21.70 as per 2001 Census (Table-4). The gender gap is even more than 24 for SCs and STs. There is a marked rural-urban divide as the female literacy rate is higher in urban areas at 73% compared to 46% in rural areas. There are 253 districts in India where female literacy rate is below 50%. Inter-state variations also persist – Kerala continues to have the highest female literacy rate of 87.7% whereas Bihar has the lowest at 33.1%.

4.11 As revealed by the Sachar Committee Report (Social, Economic and Educational Status of the Muslim Community of India – A Report – November 2006), the educational status of Muslim and SC/ST women in particular is a major cause of concern. The literacy rate figures for Muslim, SC and ST women are 50%, 47.1% and 34.8% respectively. At the bottom of the rung are Muslim and SC/ST women in rural areas whose literacy rates are 43% and 36% respectively. It should also be noted that disparities increase with the level of schooling. At the basic level of literacy, Muslim women were 11% worse off than non-Muslims. However, the difference widened to 19% at the middle school level, 35% at Class-X, 45% at Class-12, and 63% for graduates and above as per Census 2001.

Work and Employment

4.12 There has been a slight increase in the female work participation rate both in rural and urban areas as can be seen in Table-5. In rural areas, the female work participation rate

has increased from 28.7 in 2000-01 to 32.7 in 2004-05, whereas in urban areas it has increased from 14 in 2000-01 to 16.6 in 2004-05. However, the work participation rate remains significantly lower for women than for men in both rural and urban areas.

Table-5: Work Participation Rates by Sex (1972 to 2005)

Year	Rural		Urban	
	Female	Male	Female	Male
1972-73	31.8	54.5	13.4	50.1
1987-88	32.3	53.9	15.2	50.6
1996-97	29.1	55.0	13.1	52.1
2000-2001	28.7	54.4	14.0	53.1
2004-05	32.7	54.6	16.6	54.9

Source: National Sample Survey Organization

i) Unorganized sector

4.13 It is estimated that 118 million workers or 97% of the female work force are involved in the unorganized sector. The non agriculture segment of the informal sector alone engages 27 million workers or 23% of the female work force (Unni, 'Gender Informality and Poverty' – Seminar, 531-November 2003). Agriculture is, therefore, the main employer of women informal workers. 75% of the total female work force and 85% of rural women are employed in agriculture, as wage workers or workers on their own/contracted household farms (NSSO). As men migrate and move to non-farm jobs, there has also been an increasing feminization of agriculture. 90% of those employed in the manufacturing and construction are also in the unorganized sector. The seasonality of work in these sectors and the lack of other avenues of work make women vulnerable to a range of exploitative practices. Although they make a huge contribution to the national economy, these women remain the poorest and most vulnerable.

ii) Home-based workers

4.14 Around 57% of women also fall into the category of home-based workers as per NSSO. Lack of qualifications and training, absence of childcare support, loss of formal employment, social and cultural constraints and absence of alternatives are some of the reasons women turn to home based work. With home based work being the only alternative for the poorest communities, it is not confined only to women but also involves children, especially girls.

iii) Services sector

4.15 The increasing presence of women in the services sector over the last decade has been an important trend. By 2000, 12% of the female work force was employed in the tertiary sector (NSSO). However, women remain under represented in higher level and higher paid jobs. It is also important to note that nearly 60% of the women from the organized sector are also employed in community, social and personnel services.

iv) Government sector

4.16 Women's participation in government and decision making bodies has also been on the rise. Women's representation in the government sector has improved from 11% in 1981 to 18.5% in 2004 (Table-6). At the grassroots level, women are playing a more active role in Panchayati Raj bodies. In 1995, only 33.5% of Panchayati Raj members were women whereas in 2005, women made up 50.8% of Panchayati Raj members. However, women's presence is limited in the higher echelons. Women's representation in Parliament has only increased slightly from 6.1% in 1989 to 9.1% in 2004. In 2004, there were only 6 female Ministers of State and one female Cabinet Minister in the Union Council of Ministers.

Table-6: Women in the Government Sector (1981, 1991, 2004)

Employment in Central Government, State Government and Local bodies												
Year (as on 31st March)	Central government			State government			Local bodies			Total (Figures in million)		
	Female	Total	Female %	Female	Total	Female%	Female	Total	Female %	Female	Total	Female%
1981	0.14	3.19	4.3	0.65	5.67	11.4	0.41	2.04	20.4	1.2	10.91	11
2004	0.25	3.03	8.25	1.46	7.22	20.22	0.58	2.13	27.23	2.29	12.38	18.5

Source: Directorate General of Employment and training, Ministry of Labour, New Delhi.

4.17 Women's levels and types of employment also differ across communities. The Sachar Committee Report shows that while about 44% of women overall in India participate in the workforce, the work participation rate among Muslim women is 25%, and as low as 18% in urban areas. A larger proportion of Muslim women, around 73%, are also self employed compared to about 55% of Hindus. While a much smaller proportion of SC/ST women are self-employed, a far greater share of them are casual workers. 45% of SC/ST women are casual workers compared to around 20% of Muslim women and 15% of upper caste Hindu women.

Crime against Women

4.18 Every form of violence against women has been increasing steadily including cases of rapes, abduction, trafficking, dowry deaths, domestic violence and witch-hunting. Rape cases accounted for 22% of total crimes against women during 2005 as can be seen in Table-7A. In 84-89% of the rape cases in the years 2002-04, the victim knew the offenders. In 9% of the cases, the offenders included the father or another family member or close relatives. Dowry deaths also rose from 6822 in 2002 to 7026 in 2004. Cases of dowry deaths in 2005 have been highest in Uttar Pradesh, followed by Bihar and Madhya Pradesh. Nevertheless, the conviction rate for rape cases remains low at around 25%.

Table-7A: Crime against women, 2001 - 2005

Year	Rape	Molestation	Abduction	Trafficking	Dowry Death	Total
India (2001)	16075 (19.9)	34124 (42.3)	14645 (18.1)	8796 (10.9)	6851 (8.5)	80491 (100)
(2002)	16373 (20.9)	33943 (43.3)	14506 (18.5)	6598 (8.4)	6822 (8.7)	78242 (100)
(2003)	15847 (21.4)	32939 (44.6)	13296 (18)	5510 (7.4)	6208 (8.4)	73800 (100)
(2004)	18233 (22.4)	34567 (42.5)	15578 (19.1)	5748 (7.0)	7026 (8.6)	81152 (100)
(2005)	18359 (22.6)	34175 (42.2)	15750 (19.4)	5908 (7.2)	6787 (8.3)	80979 (100)

Source: NCRB Crime against women-2001, 02, 03, 04, 05

4.19 When it comes to conviction against the cases registered the situation is still alarming. As may be seen from Table 7B, on an average conviction rate against the cases registered is in the range of 18 to 35 in major crimes like kidnapping and abduction, dowry deaths, rape, molestation, cruelty by husband and relatives etc.

Table -7B - Crimes against women, 2003 – 2005

Nature of Crime	2003		2004		2005	
	Cases Regd.	Conviction Rate	Cases Regd.	Conviction Rate	Cases Regd.	Conviction Rate
Kidnapping & Abduction	13296	23.6	15578	24.2	15750	25.3
Dowry Death	6208	32.4	7026	32.1	6787	33.4
Dowry Prohibition Act	2684	21.2	3592	25.0	3204	25.5
ITPA	5510	86.7	5748	84.8	5908	82.2
Importation of girls	46	11.1	89	6.3	149	34.8
Sexual Harassment	12325	62.9	10001	60.5	9984	53.5
Rape	15847	26.1	18233	25.2	18359	25.5
Molestation	32939	30.2	34567	30.9	34175	30.0
Cruelty by husband & relatives	50703	18.1	58121	21.5	58319	19.2
Indecent representation of women	1043	76.7	1378	90.0	2917	94.3

Source: Crime against women-2003, 04, 05

4.20 NFHS 3 shows disturbing evidence that around 37% of women are victims of spousal violence. More than half of all Indian women believe that husbands can beat wives if they have an appropriate reason for doing so.

4.21 The Table-8 summarizes various developmental indicators reflecting the present status of women including that of the girl child over a period of time.

Table - 8: Selected Development Indicators Relating to Women and Children

Sl. No.	Indicators	Women	Men	Total	Women	Men	Total
Demography							
1.	Population (in million in 1971 & 2001)	264.1	284.0	548.1	496.4	532.1	1028.6
2.	Decennial Growth (1971 & 2001)	24.03	25.52	24.80	23.08	22.26	22.67
Vital Statistics							
3.	Sex Ratio (1971 & 2001)	930	-	-	933	-	-
4.	Expectation of Life at Birth (1971 & 2001-2006)	44.7	46.4	-	66.91	63.87	-
5.	Mean Age at Marriage (1971 & 1997)	17.2	22.4	-	19.5	N.A	-
Health							
6.	Birth Rate (1971 & 2005)	-	-	36.9	-	-	23.8
7.	Death Rate (1970 & 2005)	15.6	15.8	15.7	7.1	8.0	7.6
8.	Infant Mortality Rate (1978 & 2005)	131	123	127	61	56	58
9.	Child Mortality rate (1970 & 2005)	55.1	51.7	-	18.2	16.4	17.3
10.	Maternal Mortality Rate (1997-1998 & 2001-2003)	398	-	-	301	-	-
Literacy and Education							
11.	Literacy Rates (1991 & 2001)	39.3	64.1	52.2	53.7	75.3	64.8
	Literacy Rates, SCs	23.8	49.9	37.4	41.9	66.6	54.7
	Literacy Rates, STs	18.1	40.7	29.6	34.8	59.2	47.1
12.	Gross Enrolment Ratio (1990-91 & 2004-2005)						
	-Classes I-V	85.5	114.0	100.1	104.67	110.70	107.80
	-Classes I-VIII				89.87	96.91	93.54
	- Classes VI-VIII	47.8	76.6	62.1	65.13	74.30	69.93
13.	Drop-out Rate (1990-91 & 2004-2005)						
	- Classes I-V	46.0	40.1	42.6	25.42	31.81	29.00
	-Classes I-VIII	65.1	59.1	60.9	51.28	50.49	50.84
	-Classes I-X				63.88	60.41	61.92
	-SC Classes I-X				74.17	69.11	71.25
	-ST Classes I-X				80.66	77.75	78.97
Work and Employment							
14.	Work Participation Rate (1972-73 & 2004-05)	45.2	104.6	149.8	49.3	109.5	158.8

15.	Organized Sector (No. in lakhs in 1992 & 2004)	14.7	85.2	99.9	18.6	81.3	99.9
16.	Government (No. in lakhs in 1981 & 2004)	1.2	9.71	10.91	2.29	10.09	12.38
Decision Making (Administrative & Political)							
17.	Administrative (IAS & IPS in 1993, 2000 & 1996, 05)	519	7310	7829	661	7149	7810
18.	PRIs (No. in lakhs in 1995 & 2005)	3.18 (33.5 %)	6.30	9.48	8.9 (50.8 %)	8.6	17.5
19.	Parliament (No. in 1989 & 2004)	47 (6.1%)	721	768	71 (9.1%)	708	779
20.	Central Council of Ministers (1985 & 2004)	4	36	40	7	61	68
Crime against women							
21.	2001 & 2005	80491	-	-	80979	-	-

- Sources:
1. Census of India, 2001-The First Report on Religion Data.
 2. Census of India, 2001,"Provisional Population Totals."
 3. Census of India, 2001-Population Projections for India and States: 1996-2016,Registrar General of India (RGI), New Delhi, 1996.
 4. Census of India, 1991-Final Population Totals, Paper 2 of 1992, Government of India (GOI), New Delhi, 1993.
 5. National Commission for Women.(2004).A Study of the implementation of Current Policies, Programmes and Schemes for Women and Girls in India: A comparative Study Volume 1. New Delhi. P.49.
 6. SRS-Fertility and Mortality Indicators for respective years, RGI, New Delhi.
 7. NFHS-1, 2,3, National Fact Sheet India,(Provisional Data).
 8. SRS Bulletin, Sample Registration System, Registrar General, India, 2005.
 9. Sample Registration System, Maternal Mortality in India 1997-2003.
 10. Primary Census Abstract: Census of India 2001.
 11. Selected Educational Statistics-1990-91, 2004-05, Department of Higher Education.
 12. National Sample Survey Organization.
 13. Directorate General Of Employment and Training, Ministry of Labour.
 14. Ministry of Statistics and Programme Implementation, Central Statistical Organization, Women and Men in India 2006.
 15. Department of Rural Development, GOI, New Delhi.
 16. Ministry of Panchayati Raj.
 17. Election Commission of India.
 18. National Informatics Centre, Parliament of India.
 19. www.parliamentofindia.nic.in
 20. Lok Sabha Secretariat, New Delhi.
 21. Crime in India – NCRB - 2001 & 2005.

Chapter-V

11th Plan Approach for Empowerment of Women: Priority Areas for Action

5.1 The Government's National Common Minimum Programme has laid down six basic principles of governance, one of which is to empower women politically, educationally, economically and legally. Gender equality is also at the core of the achievement of Millennium Development Goals, which relate substantially to progress in the life conditions of women and children.

5.2 The National Policy on Women 2001, which informed the 10th five-year plan, articulated a series of goals towards women's empowerment. The objectives of this Policy include (i) Creating an environment through positive economic and social policies for development of women to enable them to realize their full potential (ii) The de-jure and de-facto enjoyment of all human rights and fundamental freedoms by women on equal basis with men in all spheres – political, economic, social, cultural and civil (iii) Equal access to participation and decision making of women in social, political and economic life of the nation (iv) 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. (v) Strengthening legal systems aimed at elimination of all forms of discrimination against women (vi) Changing societal attitudes and community practices by active participation and involvement of both men and women. (vii) Mainstreaming a gender perspective in the development process. (viii) Elimination of discrimination and all forms of violence against women and the girl child; and (ix) Building and strengthening partnerships with civil society, particularly women's organizations.

5.3 However, despite clear enunciation of goals and the setting up of monitorable targets, including reduction in gender gaps in education, wage rates, and reduction of MMR, the 10th plan performance has not matched up to expectations, as may be seen in Chapter-IV of this Report on the status and situational analysis of women in terms of various socio-economic indicators. Thus, while the broad goals stated above remain in place, the 11th five-year plan is committed to substantially altering its strategy to ensure empowered lives for women, who comprise 48% of the country's population.

The 11th plan approach to gender equity has FIVE key elements:

- i) The recognition that **women** are not a homogenous category for planned intervention – that they belong to diverse castes, classes, communities, economic groups, and are located at a range of geographic and development zones, and that mapping and acknowledging the specific deprivations which arise from these multiple locations, can alone determine the success of planned interventions. In order to operationalize this understanding, official directives must be issued to WCD programmes as well as women-related programmes in other Ministries to reach women across multiple axis of deprivation (gender, class, caste, community, marital status, geographic location etc.), to monitor implementation and collect disaggregated data along these multiple axis. The double deprivation of particular categories of women (SC, ST women, Muslim

women, single women/widows, and women in conflict zones like the north-east and J&K), in addition to being addressed through general programme interventions, have to also be addressed through a range of special, targeted and/or pilot interventions for those particular categories of women.

- ii) The recognition that only inclusive development of *all categories of women* can ensure holistic national development toward the millennium development goals.
- iii) The recognition that both inter-sectoral convergence as well as targeted, exclusive women-focused planning (through the Ministry of WCD) are necessary to achieve inclusive development towards the social, economic and political empowerment of women.
- iv) The recognition that for interventions in favour of women to have a sustained, long term, incremental impact beyond individual five year plan periods, they have to be four-pronged – i) to provide women with basic entitlements such as food security, health and education, ii) to address the reality of globalization and its impact on women by prioritizing economic empowerment and mainstreaming women in new and emerging areas of the economy iii) ensure an environment free from all forms of violence against women– physical, economic, social, psychological, and iv) ensure the participation and adequate representation of women at the highest policy levels, particularly in Parliament and Assemblies. Even a State like Kerala, with high female literacy, has only 7 women in a 141 member State Legislative Assembly. This situation must not continue beyond the 11th plan.
- v) The recognition that **permanent institutional mechanisms**, such as a Women’s Knowledge Commission or alternatively a permanent (Inter-Ministerial) Standing Committee on Gender, with 50% participation of civil society gender experts, must be put in place to include women’s participation, experiences, capacities and knowledge into the process of development planning, formulation and administration across all sectors. There must be mandatory representation of qualified women in all Planning Commission Steering Committees.

5.4 The 11th five year plan is thus committed to seeking the holistic and integrated empowerment of women on a war footing, through a multi-pronged, multi-sectoral approach, with inter-ministerial coordination, and strengthening of the Ministry of WCD towards new policies and programmes.

INTER-SECTORAL AND INTER-MINISTERIAL AGENDA FOR ACTION: KEY THRUST AREAS FOR THE 11TH FIVE YEAR PLAN

i) Beyond Five Years: Institutional Mechanisms for Change

5.5 **Priority to universalisation of Gender budgeting and Gender outcome assessment, in all Ministries/Departments at the Centre and the States:** Gender Budgeting seeks to incorporate a gender perspective at all levels and stages of the budgetary process, paving the way for translating gender commitments to budgetary commitments and carrying out an assessment of the budget to establish its gender differential impact. In 2004-05, the Ministry of Women and Child Development adopted the mission statement of ‘Budgeting for Gender Equity. During the 10th plan period 43 Ministries/ Departments have set up Gender Budget

Cells to review public expenditure and policy, guide and undertake collection of gender disaggregated data, conduct gender based impact analysis, beneficiary needs assessment and beneficiary incidence. The 11th plan period will seek to expand these cells to all Ministries/ Departments. **Gender outcome assessment** of fund flows has also been made mandatory part of the outcome budget prepared by every ministry/department as part of the budget documents. During the 10th plan period several anomalies were observed in the allocations in the Union budget 2005-06 under various schemes for women. In 2005-06 this exercise covered 10 Departments and the total magnitude of Gender Budget (i.e., women specific allocations) was recorded at 2.8% of total Union Government expenditure. In 2006-07, 24 Departments of the Union Government were included under this exercise and the magnitude of Gender Budget went up to 5.1% of total budget estimates. However, it has been observed that schemes, which do not have a 100% women's' component found a mention as women specific schemes. Therefore, the 11th plan period will ensure that each Ministry/Department of both Centre and State should put in place a systematic and comprehensive monitoring and auditing mechanism for outcome assessment. Additionally, the Ministry of Women and Child Development, Ministry of Finance and Planning Commission will facilitate national level gender outcome assessment through spatial mapping of gender gaps and resource gaps, undertake gender audit of public expenditure, programmes, and policies, and **ensure the collection of standardized, gender disaggregated data** (including data disaggregated for SC/ST and minority women) **at national, state and district levels** to enable comparison and accurate assessment. Additionally, the creation of a methodical, monitorable **gender development index** would go a long way in establishing progress indicators and creating an environment of zero tolerance for non-compliance towards stated development goals. Such an index should be developed in the 11th plan period.

5.6 Engendering National Policies: The 11th plan period will also seek to engender all important national policies and programmes right from their inception and formulation stage, and ensure that they are thoroughly examined from a gender perspective, including fiscal and monetary policies, agricultural policies, policies pertaining to the non-farm sector and information, poverty alleviation schemes, public distribution system, public policy on migration, health insurance schemes, disaster management policies, media policy, and the legal regime among others. A coordination mechanism for this purpose i.e. Gender Budgeting Cell, located within the M/o WCD will have to be developed and strengthened in the 11th plan period.

5.7 Strengthening the Women's Component Plan (WCP): The Women's Component Plan (WCP) is intended to ensure that not less than 30 per cent of funds/benefits are earmarked for women under the various schemes, and that the momentum of fund flow to women-related programmes is sustained. However, performance on the WCP has been disappointing as revealed by the Mid Term Appraisal of the Tenth Plan and as may be seen in Chapter-III of this Report. In the 11th plan period, WCP would need to be extended to all Ministries and Departments and not confined to those, which have historically been perceived as "women-related".

5.8 PRIs should also be intensively involved in ensuring 30% earmarking for women. As per the Seventy Third Constitutional Amendment, 29 subjects have been transferred to the panchayats. The schemes falling under these subjects should be looked into by the Panchayats to ensure implementation of WCP. To ensure that funds actually reach women, a 'non-lapsable pool' of women's fund should be created in both the Centre and the States. If there is under-utilization of funds allocated for women specific programmes/schemes under

any Ministry (Central or State), the balance amount of funds should be transferred to this pool. Funds from this non-lapsable pool should be transferred to M/o WCD for utilizing the same in women related programmes/projects. Recognizing that some women suffer greater deprivation and discrimination, the 11th plan will further refine the norms of the WCP to prioritize the most vulnerable as beneficiaries, particularly SC, ST women, Muslim women, Tribal women, single women and HIV positive women, among others. The Planning Commission should take regular meetings to review the progress of WCP. It should mandatorily obtain the information on WCP from Ministries/ States as a part of the Annual Plan exercise, including documenting the progress/review of the WCP during the current/previous year and the steps proposed to be taken during the forthcoming year.

5.9 Women's representation and participation in planning and governance through their inclusion in premier services and parliament: The 11th plan period is committed to ensuring smooth passage of the much-delayed Women's reservation bill ensuring participation of women in governance. There should be simultaneous training and inputs to women in the PRIs to enable them to influence gender sensitive local planning and implementation. Adequate representation of women in the premier services – the IAS, IFS, IPS – is another area which demands attention in the 11th plan period with pro-active efforts to provide competitive exam training and prioritize recruitment of women. There is need to ensure collection of gender disaggregated data, including data on the participation of the most deprived sectors such as SC/ST and minority women, in parliament, in state legislative assemblies, in the council of ministers, in the premier services, and more generally in the government sector.

5.10 There has to be a renewed focus on decentralised planning and implementation, with emphasis on the role of women in PRIs as a key institutional mechanism for the 11th plan. Women in PRIs can be an important catalyst in enabling women to access the NREGP, which has the potential to become a sustainable employment programme and strengthen livelihood options for the poorest women. For example, NREGP can be used, through women's collectives, for a variety of asset building tasks including the development of common lands, a good source of food, fodder and fuel needs of the village.

ii) The Next Five Years: A Renewed Focus On Empowering Women's Lives - Key Thrust Areas

5.11 Strengthen the health care system and address maternal mortality: The NFHS-3 reveals that 56.2% of the ever-married women and 57.9% of pregnant women in the age group of 15-49 are anemic. The corresponding figures as per NFHS-2 were 51.8% and 49.7% implying that proportion of women suffering from malnutrition has gone up over the years. NFHS-3 also reveals that 51.7% of births have been taking place without assistance from either a doctor or a nurse or an LHV or an ANM or any other health personnel. Failure to meet the 10th plan target of reducing MMR to 2 per 1000 live birth by 2007 has brought the problem of maternal healthcare into sharp focus. Enhancing the quality of maternal health services is a key commitment of the 11th plan. A new paradigm for health care as mentioned in the health section of this Chapter, shall inform the efforts of the Ministry of Health and Family Welfare in this regard.

5.12 **Address wide gender gaps in literacy and higher education** by transforming classrooms into spaces that can help girls think critically; monitoring and discontinuation of discriminatory practices based on identity and prejudices; by incorporating gender and social equity concerns within the regular in-service and pre-service curriculum of teachers; by affirmative action to increase the number of women and girls in general and women from

disadvantaged groups i.e. SCs, STs and muslim in particular, in professional and technical courses and through involvement of private sector and if need be by formulating special strategies for the same.

5.13 **Tackle the issue of food security** by strengthening the PDS and revising and making flexible BPL census norms to ensure that they cover women in vulnerable situations, particularly widows, single women, and women in conflict situations.

5.14 **The 11th plan will seek to urgently address the issue of globalization, and its impact on women.** Women are facing serious dislocation from livelihoods due to certain aspects of the globalization programme. There is a need for new skill development of women, and for mainstreaming women in new and emerging areas of the economy.

5.15 The agrarian crisis in some areas of the country is taking a heavy toll on women, with **farmer suicides leaving women behind to take care of family and indebtedness.** There is an urgent need in the 11th plan to develop a comprehensive package of inputs from various sectors like agriculture, rural development, KVIC, M/o WCD, along with micro-credit facilities and capacity building inputs for women from affected families.

5.16 The feminization of poverty in India has been well documented in recent years, demonstrating the rising levels and differential gender impacts of poverty on women. Liberalization of the economy has led to a paradigm shift in the country's economy towards technology dominated sectors rendering women dominated sectors like agriculture unviable and without any security cover. Liberalization has increased wage differentials, job vulnerability and unpaid work burden for women, while lowering their social safety nets. Unequal access for women to schooling, land, credit facilities, alternate employment, skill training and technology also undermines their prospects for poverty reduction. 11th Plan has to address the issues relating to feminization of poverty, especially that of large gender differential in wage rates, exploitation of women in the unorganized sector, skill training, technology and marketing support etc.

5.17 The **declining sex ratio** is among the most alarming challenges facing the country. Between 1991 and 2001 the child sex ratio (age 0-6) declined from 945 to 927. The situation in some States is more alarming. In States such as Haryana, Punjab, Delhi and Gujarat, this ratio has declined to less than 900 girls per 1000 boys as per 2001 census and seventy districts have recorded more than a 50-point decline during the decade 1991-2001. The lowest ratio recorded is 766 in Fatehgarh Sahib District in Punjab. As a result of this declining sex ratio, millions of girls/women have been missing in India. It is an alarming scenario and if this trend continues, demographic balance in the country would be permanently damaged and violence against women would increase. There would be forced polyandry. Such a severe gender imbalance has serious implications for the status of women and the health of society. The PCPNDT act must be implemented on a war footing. Sex selection has to be addressed through a critical review of Population Policies and through multiple advocacy initiatives, including the use of popular media formats to disseminate information and promote long-term attitudinal change. At the same time there is a need to undertake this battle without compromising women's rights to seek a safe and legal abortion, and without victimizing women who are acting under patriarchal compulsions.

5.18 **The 11th plan is committed to curb the increasing violence against women (VAW).** NFHS-3 has indicated that a full 37% of married women face domestic violence. Other forms of VAW are also on the rise, as may be seen from the summary of different

indicators presented in Chapter-IV of this Report. The 11th plan period will seek to strengthen the justice delivery mechanism as well as the legislative environment. Protection of Women from Domestic Violence Act 2005 VAW should be articulated as a Public Health Issue with training provided to medical personnel at all levels from PHCs to premier Health facilities. Multiple forms of sexual violence against women in conflict zones, in situations of communal or sectarian violence, where they are specifically targeted as embodiments of community honour, is a new area of concern. This has been evidenced in the North East, in Jammu and Kashmir, in Chattisgarh and in Gujarat. The 11th plan thus proposes to set up a National Task Force on Violence Against Women in Zones of Conflict within the NCW with adequate budgetary allocations to make it effective in monitoring VAW in conflict zones and facilitating relief and access to justice for affected women.

5.19 Internal displacement is affecting women in several parts of the country leading to distress, disease, lowered life expectancy, and unrest. The 11th plan is committed to mitigating the negative impact on women of displacement due to natural or man-made calamities, incidents of communal violence or social upheaval, and due to development projects. The Approach Paper to the 11th Plan, vide para nos.5.7.5 and 5.8.1, has articulated the urgent need to address the issue of rehabilitation and resettlement for those displaced by development projects as well as those displaced by social upheaval. The 11th plan will thus formulate comprehensive gender sensitive relief and rehabilitation policies on internal displacement due to both social upheaval and development, with a transparent set of policy rules setting out legally enforceable rights of the displaced. Women must have joint rights to any lands or assets as part of rehabilitation plans.

5.20 Inclusive growth is the key guiding principle for the 11th plan. Thus, benefits of growth must reach the most deprived categories of women. The Sachar Committee Report has highlighted the fact that India's largest minority group, the Muslims, numbering 13.83 crore, have been left out of the development trajectory. Within this group, Muslim women are doubly disadvantaged. As a corrective, the Prime Minister's 15-point programme for the welfare of minorities is a critical statement of intent. In this context, the M/o WCD will formulate and implement a pilot scheme for 'leadership development for life, livelihood, and civic empowerment of minority women' to empower them and place them in the forefront of making the government system at the grassroots responsive to the needs of the minority community. The scheme will provide critical learning and benchmarks through which to launch upon more ambitious programming for minority women in subsequent plans. Additionally, in the 11th plan period, within the general category of 'women', the targeted development of SC, ST, Tribal and minority women should be made a stated part of implementation strategies of all WCD programmes/schemes, of the SSA, as well as a mandatory part of their parameters of review and monitoring guidelines.

5.21 The 11th plan must inaugurate an era of zero tolerance for caste-based discrimination against SC, ST women. While SC/ST women remain a key target of several government programmes and schemes, the discrimination continues. School dropout rates are high, social exclusion is tolerated. In the Mid-day meal scheme parents are allowed to protest at SC/ST women being allowed to cook the food. The practice of untouchability is alive in many parts of the country. Manual scavenging continues. SC, ST women are left out of SHG groups. It is critical that the Ministries of WCD, Social Justice and Empowerment, and HRD join hands in this effort to enforce penalties for such blatant violations of the constitution and the Scheduled Caste and Scheduled Tribes (Prevention of Atrocities) Act, 1989.

5.22 **Support, strengthen, and seek to further qualitatively improve the micro-credit regime in favour of women, based upon a Comprehensive National level Review of SHGs and micro-credit policies from a gender perspective:** The emergence and rapid multiplication of micro credit based Self Help Groups (SHGs) is an increasingly important phenomenon. There are about 7 million SHGs in the country. Nearly 90% of the groups are women only groups. SHGs have been viewed as a strategy for both women's empowerment as well as poverty reduction. Given the scale of the phenomenon, there is a need to review the vision of SHG interventions and the ground level realities to determine how SHGs may better serve the interests of poor women, and suggest changes required in overall SHG policy frameworks. In the 11th plan period it is proposed to constitute an autonomous, high level 'Committee on SHGs and the Status of Women', to review SHG related policies and programmes and make recommendations on - the vision that underlies SHG interventions in terms of empowerment and poverty alleviation, develop monitorable indicators of gender equity and gender justice, assess the role of sponsoring agencies including government agencies, micro finance institutions, donor agencies, banks and NGOs, the extent of capacity building, including literacy skill transfer, the extent to which SHG programs have succeeded in empowering lives of women members, in terms of livelihood security, increase in incomes, decrease in indebtedness and evaluate the inclusion of the poorest women, SC, ST women, Muslim women and Tribal women in SHGs.

5.23 In addition to prioritizing the key focus areas listed above, the 11th plan will follow the following five-fold strategy:

- **Economic empowerment**, with special focus on women in agriculture and on the effects of globalization;
- **Social empowerment** and engendering social change;
- **Political Empowerment** – to facilitate entry and effective functioning of women in Parliament, PRIs and in premier government services;
- **Strengthening mechanism for effective implementation of women related legislations;**
- **Creating institutional mechanisms for gender mainstreaming and strengthening delivery mechanisms** for effective implementation of women-related programmes.

ECONOMIC EMPOWERMENT

A. Employment

5.24 Women workers account for almost one third of all workers and are actively involved in all sectors. Not only do a majority of them work in the unorganized sector, but they are also concentrated in the lower income segments, engaged in survival activities or as casual wage workers or home workers. For most categories of employment, the male-female wage differential has tended to increase over the 1990s. Globalization has heightened the inequalities and insecurities of poor women by increasing informal work, self employment, low end service work, unpaid work and volatility of employment. Liberalization has also been accompanied by a crisis of livelihoods in agriculture and increased internal migration of women.

5.25 **Women in the Unorganized Sector:** About 118 million women who make up 97% of the female work force are engaged in the unorganized sector. More than half the women workers also fall under the category of home-based workers. Given the overwhelming

presence of women in the unorganized sector, it is important to ensure regulations on employment, work conditions and social security for their welfare. Comprehensive legislation is needed with provisions relating to ESI, leave, wages, work conditions, pension, housing, child care, maternity benefits, safety and occupational health, complaints committee for sexual harassment etc. Micro-credit facility should also be available to women in unorganized sector.

5.26 Focus area: Women in Agriculture: Agriculture is highly feminized in India 75% of the total female work force and 85% of rural women are employed in agriculture either as wage workers or as workers on their own/contracted household farms. As men migrate and move to non-farm jobs, there has been an increasing feminization of agriculture. Agricultural productivity is thus increasingly dependent on the ability of women to function effectively as farmers. Further women have also good scope in organic farming as most of them are involved in the activity. Women in Agriculture therefore should be given top priority with focus on their skill development, availability of agriculture inputs, including credit, marketing facilities etc. Empowerment of women in agriculture requires a two pronged strategy: a) Ensuring effective and independent land rights for women and b) Strengthening women's agricultural capacities. There has to be a mechanism to pre-empt the vulnerability like suicides by farmers due to crop failure and inability to pay loans. Gender based development, land policies and policy relating to rehabilitation should necessarily be integral part of the agricultural policy of the country. Watershed programmes have become a major focus on bilateral and multilateral funding these days. All watershed programmes should have a component of land development for women and women groups.

5.27 Land rights for Women: Endowing women with land would empower them economically as well as strengthen their ability to challenge social and political inequities. Evidence from around the world suggests that direct land transfers to women are likely to benefit not just the women, but also the children. A range of initiatives must be carried out to enhance women's land access including individual or group titles to women in all government land transfers, credit support to poor women to purchase or lease land, records and legal support for women's inheritance rights, incentives and subsidies on women owned land etc. The new group approach to women's ownership of land and productive assets must also be explored as an avenue to strengthen women's hands. In case of displacement, a gender sensitive rehabilitation policy that includes equitable allocation of land to women must be devised. Tribal women should also have rights over forest land.

5.28 Strengthening agricultural capacities: Measures to promote women's presence in village decision making bodies, control over complementary resources, direct marketing and training programs for women, resource pooling and group investment, financial and infrastructural support must be taken to improve women's agricultural capacities. The creation of a social security policy would also mitigate the negative impact of globalization, indebtedness and farmer suicides on women in agriculture.

5.29 Women in the Services Sector: The most important trend for women's employment is their increasing presence in the tertiary sector over the last decade. However, women remain under represented in higher level and higher paid jobs. Women headed enterprises, women employees, firms employing more women and women entrepreneurial ventures in this sector should all be provided tax incentives to promote women's participation, especially in areas where there is a poor gender ratio. Private public partnerships and corporate social

responsibility programs should be used for women's training, capacity building and empowerment.

5.30 Skill Development: Globalization has led to fast changing markets and technologies that require new skills, skill up-gradation and skill in multiple trades. Globalization often puts a premium on skills and higher levels of education, which are often out of reach for women in the unorganized sector. Schemes must emphasize vocational training and skill development to help women secure higher level and better-paid jobs. They must also impart skills to women to participate in labor markets as effective employers and entrepreneurs. Globalization also provides the opportunity to adapt and market existing and traditional skills. Women's traditional skills such as knowledge and use of herbal plants or 'care' skills such as child-care or as mid-wife must also be recognized and marketed. Women in rural and tribal areas should be facilitated in terms of skill training, technology support, credit facilities, marketing support etc., to take up activities in the areas of processing of food, cereal, fruits and jams, pickle and papad making, herbal medicines etc.

B. Self-Help Groups and Women's Empowerment

5.31 The rapid multiplication of SHGs has led to the formation of 7 million of SHGs, out of which 90% are women only groups. A number of players such as NGOs, Government, MFIs, corporations, donors are increasingly involved in the SHG phenomenon that centers around poor women. SHGs are seen as an effective strategy for women's empowerment and poverty reduction. They have succeeded in improving women's access to credit for entrepreneurial, health, education and crisis related needs. Participation in SHGs has improved women's mobility and created a legitimate space in the public realm for leaders in SHGs. Despite these achievements, the overall picture that emerges is uneven and raises some concerns about gender equity and empowerment. Many studies point towards hurdles such as unwritten conditionalities, lack of actual control over loan and transfer of credit to a male family member, creation of unviable micro enterprises, lack of marketing, skill development and capacity building inputs, and exclusion of the poorest women including SC, ST, tribal and Muslim women.

5.32 SHG initiatives must be strengthened for more effective poverty alleviation and holistic empowerment. Policies and schemes should simultaneously seek to increase women's awareness, bargaining power, literacy, health as well as vocational and entrepreneurial skills. Programs must prioritize training, capacity building inputs and the creation of backward-forward linkages, which are essential to generate sustainable livelihood opportunities. The State should also institute a regulatory framework for the functioning of MFIs to prevent exploitative interest rates and modes of recovery. Women groups should be involved in managing public distribution system, ration shops etc. SHG should cover all categories of women especially poor, SC, ST etc.

SOCIAL EMPOWERMENT & ENGENDERING SOCIAL CHANGE

A. Health

5.33 Women and girls face a crisis of increasing health problems, ranging from anemia and tuberculosis to maternal mortality and HIV/AIDs. This is compounded by increasing violence against women and their lack of decision-making. The scale of the problem is however, unmatched by India's investment in health, which, as acknowledged in the National

Health Policy of 2002, has been consistently low. Investment in health as a proportion of GDP has vacillated from 1.3% in 1990 to 0.9 in 2001, making India amongst the lowest global spenders on health. In 2002, India's public health expenditure as a proportion of GDP rose to 1.3%. There is a need for the 11th plan to substantially increase allocations for the health sector.

5.34 During the 11th plan the National Health Policy 2002 needs to address issues of women's survival and health through a life cycle approach. The policy should address occupational health hazards and needs of women working in adverse situations- mines, plantations, quarries, construction, informal sector, free trade zones, garbage disposal etc. Given women's susceptibility to disease due to poor nutrition and anemia, there is a need for adequate budgets to deal with both communicable and non-communicable disease. Mental health of women is another neglected and invisibilized area that needs to be fore-grounded in the 11th plan. There is a need for A holistic perspective on women's health (moving beyond the limited focus on family planning and reproductive health) needs to be mainstreamed. The 11th plan period should also attempt to create a gender focal point in the Ministry of Health and in the departments of health in the States, in order to incorporate the life- cycle approach to women's health.

5.35 NFHS-3 shows disturbing evidence that women have internalized domestic violence as a necessary part of domestic marital relationships. In addition, other forms of violence like rape, dowry murder, and multiple forms of sexual assault are on the rise. During the 11th plan, it is proposed that Violence Against Women (VAW) be recognized as a public health issue and included in medical education. ANMs should be trained to deal with violence and the trauma that follows. Counselors should be appointed at the PHC level. The medical and health establishment should be sensitized on VAW issues, including recognizing and dealing with injuries resulting from various forms of VAW as well as giving psychological support, as they are often the first point of contact for women in a crisis situation.

5.36 Health care access remains low for many women, especially those who are marginal, poor, suffer from multiple exclusions, including caste, class, community and geographic isolation and tribal status and stigmatized groups such as sex workers, hijras etc. The 11th plan will seek to ensure free, comprehensive primary health care accessible to all, specially marginalized groups with full preventive, promotive and curative care at the PHC level. It will seek to ensure access to women with disabilities through provision of ramps, lifts in public offices, transport etc and provide rehab and equipment (wheelchair, hearing aids etc) as a right.

5.37 The high rates of MMR and IMR, poor pre natal and post natal care, combined with the low proportion of institutional deliveries is a grave cause of concern. Therefore, the reproductive health care of women needs special attention in the 11th Plan. Efforts should be made to create an enabling environment of information, services and health programmes for women to exercise their reproductive rights and choices freely. Reproductive and maternal health programs, including RCH, should not be combined with the goals and strategies of population stabilization. The measures to be adopted in this context in the 11th plan may be seen in the Report of the Steering Committee relating to health.

5.38 Health policies and plans should promote strategies that empower adolescent girls through information about health, sexuality, and increased awareness about how to negotiate

power with families, future partners and in the workplace. There has to be special emphasis on life skill education, sex education and education against substance abuse.

5.39 The effect on women of HIV/AIDS is a critical area of concern for the 11th plan. Due to a range of social, legal, cultural, economic, and political factors, including limited ability to negotiate safe sex, women are more vulnerable to HIV/AIDS. As a result 1 in 3 persons living with HIV in India is a woman as per NACO estimate. There is thus increase of mother to child transmission of HIV and paediatric HIV cases. The 11th plan shall commit resources to move towards a multi-sectoral, decentralized, gender sensitive community based health service of which HIV/AIDS prevention and treatment is an integral part; the 11th plan shall also prioritize information dissemination on a mass scale for prevention and treatment of HIV/AIDS. Resources need to be made available to address the socio-economic problems faced by HIV positive women, including access to ARV treatment, medical services, child care, and livelihood security. Efforts shall be made to enact legislation which protects HIV positive women against discrimination in education, livelihood opportunities, workplace, medical treatment and community. Advocacy to address issues of stigma and discrimination is critical. The details regarding women and health issues, in this context, have been spelt out in the relevant chapter of the Steering Committee Report on Health and Family Welfare (more details on Women & Health issues are given in the Chapter on Health and Family Welfare)

B. Education

5.40 The literacy rates for women show significant improvement between 1991 and 2001. However, the gender gap (20 %) continues to be wide and the literacy status of women from marginalized groups is much worse. The number of illiterate women in India continues to be large. The momentum generated around literacy till the mid- 90's was impressive and resulted in improvements in literacy rates. Yet, the thrust on adult literacy and education has virtually fallen off the policy agenda, and an urgent course correction is needed in the 11th plan in order to meet the EFA and MDG literacy goals. The current situation is that literacy inputs required to sustain the empowerment of women's collectives, including self-help groups, are not being provided. The present allocation for adult literacy, which is the only large scale non-formal education programme for poor, marginalized, rural women, is a very low 0.02 % of the education budget. The 11th Plan will renew its commitment to adult literacy and continuing education and increase resources for the same. M/o WCD will take the lead in advocating greater commitment to adult literacy and continuing education as these interventions directly support and strengthens M/o WCD's own programmes. One of the primary target groups of M/o WCD's programmes as well as NLM's programmes are indeed the same – namely 'adult women'.

5.41 Elementary education has emerged as a key programmatic concern of the Government of India. SSA with ambitious goals was launched in 2001. Specific programmes within the SSA, like the National Programme for Education of Girls at Elementary Level (NPEGEL) and Kasturba Gandhi Balika Vidyalyay (KGBV), focus on girls in educationally backward districts, and must be strengthened. The mid-day meal scheme positively impacts nutritional levels school participation from children of marginal communities and is welcomed. Despite significant gains in enrollment at the primary level, gender gaps persist and the disparities in educational status of SC (Schedule Caste), Adivasi (Schedule Tribe) and Muslim girls and women in comparison to the rest of the population, at all levels of education, is even greater. School 'drop-out' rates of marginalized sections continue to be

high and increase as one goes up the educational ladder. The access to higher education of SCs, STs, Tribals and Muslim women is exceedingly low, as may be seen from the position of the relevant indicators in Chapter-IV of this Report. Obviously their participation in the professional sector and the formal workforce has to be equally low. The 11th Plan will therefore focus on bridging gender disparities in educational access, focusing specifically on SC, ST, Tribal and Muslim communities through allocation of greater resources and more context-specific programming, including a sub-plan on Muslim girls education. Strategies to increase the pool of female teachers from these socially disadvantaged groups should be adopted. Affirmative action plans to increase the number of women and girls from these socially disadvantaged communities in professional, technical and higher education should be developed and implemented on an urgent basis in the 11th plan.

5.42 Among the reasons for low school completion rates are various school-based factors like textbooks and classroom practices. Gender biases, lack of representation in school textbooks and discriminatory classroom practices continue to alienate children from socially disadvantaged groups. During the 10th plan, some efforts to make textbooks gender sensitive have been made, mostly at the national level. Efforts at re-writing text books from a gender perspective should be continued in the 11th plan and taken up at the state level. There must be zero tolerance for discriminatory practices based on identity and strict action against such teachers. Additionally M/o WCD should advocate to ensure that the gender component within teacher training becomes a regular part of the in-service and pre-service teacher training curriculum instead of the present ad hoc approach, and that modules are developed with the involvement of women's organizations with expertise in gender training. The impact of violence and conflict on school education, in areas like the North-East and J&K, must be studied and monitored and policy guidelines developed on State response in such situations. These concerns have been discussed in greater detail in Chapter –VI of this report.

C. Women and Media

5.43 At the launch of the Eleventh five-year plan, India is experiencing a privatized and globalized media environment like never before, with proliferation of media houses and media products. Data from TAM (television audience measurement) and from NRS (National Readership Surveys) gives a comprehensive comparative picture of the consumption of various mass media platforms – print, radio and television. What it indicates is that of all the media platforms, television has by far the most intimate and influential relationship with Indian viewers across classes and regions. It would therefore be most effective in forming and changing attitudes and behaviors. At the same time, much of television programming also recreates and reproduces patriarchal values and represents women in particular, often harmful ways. As the nodal agency for the welfare, development and empowerment of women, it is incumbent upon M/o WCD to not only seek to curtail the harmful effects of television on women's lives through a gender-informed media policy, but more importantly, to harness this powerful medium to promote the agenda of gender justice and empowerment. This can include long and short duration media products, which un-package the attitudes and behaviors that underlie VAW, including practices of sex selection to arrest the declining female sex ratio, as well as create more positive programming. However, media engagement is cost intensive and in previous five-year plan periods mass media platforms have not been used as effectively or creatively as they should. In order to utilize resources most effectively with maximum impact, M/o WCD must engage in a professional public-private partnership with media experts with known gender specialization. Focused, methodical and scientific media planning exercises must be undertaken during the 11th plan to decide various factors –

key target audiences, the message (a. information dissemination about legislation, schemes and b. attitudinal & behavior change), the media platform (print, TV, radio), programming format (soap, serial, spots, talk shows, reality shows, print ads), and language most suited to having the maximum impact (Hindi, English, or regional languages). Key decisions will be taken about the extent to which M/o WCD will support the production of creative programming to actively promote gender empowerment, and the extent to which it will monitor and engage with existing programme producers to improve their messaging; the nature of M/o WCD's collaboration with private broadcasters in addition to the national broadcaster. M/o WCD will also take the lead in commissioning impact assessment studies of its own as well as of other media products. In order to operationalize an aggressive and professional multi-media engagement, the 11th plan envisages locating a separate media unit in the M/o WCD, with participation of professional media consultants and women's groups who specialize in media.

D. Intersectional Agenda: Recognizing & Reaching the Most Marginal & Vulnerable

5.44 The draft Approach Paper to the Eleventh Plan while emphasizing the need to restructure growth as a broad and inclusive process, admits that this approach alone will not suffice to reach "certain marginalized groups" and that the 11th Plan must pay special attention to the needs of these groups. The Paper points to SCs, STs, some OBCs and minorities as lagging behind. Women and girls from these groups are doubly disadvantaged i.e. because of their social backwardness as well as low educational attainment. Intersections between gender and other social and economic variables (including caste/tribe, religion, economic and work status, residence, geographic location, asset-ownership, marital status, age, health status) reinforce vulnerability of more than one type and result in double and triple discrimination amongst women belonging to particular groups. It is necessary not only to unravel these threads and trace several distinctive roots of inequality and discrimination, but also to conceive of multi-layered responses in planning and programming in order to bridge the divides using the theme of 'inclusive growth'. Sectoral planning often fails to capture the extent of gender discrimination across social groupings in situations of multi-pronged exclusion. Interventions for girls must not stop at narrowing the gender gap (in access to human development opportunities), but also seek to bridge divides of social, caste and religious groupings. Support to human development through affirmative action thus has to straddle both gender and social divides. It is here that the provisions of both Articles 15(3) and 15(4) of the Constitution are to be synergized.

5.45 **Inter-sectionality will be a guiding principle for gender planning in the 11th plan.** Instruments of gender planning such as national and state action plans for women, perspective plans for women, gender budgets, gender audit etc. will pay attention to the problem of reaching women of particular groups, communities and categories to help them 'catch up'. Conversely, affirmative programs for SC/STs, Minorities and other similar groups being administered by the concerned Ministries should pay attention to gender as well as caste/tribe/community axis of deprivation, which has patently not been the case in the 10th five year plan. For example, Chapter IV, Vol. II of the Tenth Plan document, which deals exclusively with Socially Disadvantaged Groups, fails to recommend any provisions particular to the needs of women and girls from these groups. Despite the existence of separate Government agencies and Ministries to promote the welfare of different socially disadvantaged groups, the experience is that they tend to subsume gender within the larger caste, tribe, or community category. Progress is thus measured by the group as a whole,

without gender-disaggregated analysis, thus ignoring the reality that while the human development indicators of the group as a whole are poor, those of its women are far poorer. The active intercession of M/o WCD on behalf of the women and girls of these marginalized groups is imperative in the interests of “inclusive” growth. While this active involvement by M/o WCD need not take the shape of programme interventions, a continuous watchdog and monitoring role (particularly in the case of programmes being implemented by the Ministries of Social Justice and Empowerment, Tribal Affairs, and the newly constituted Ministry of Minority Affairs) will be critical for gender justice. The collection of comprehensive, disaggregated data on programme participation and outcomes will enable M/o WCD to keep track of the progress achieved in basic human development indicators by women and girls belonging to these groups. Reporting of this data in the Annual Report shall be considered in the interest of a transparent and inclusive development agenda in the 11th plan period.

Women from Scheduled Castes: Priorities for the 11th Plan

5.46 All efforts must be made to fully implement laws to protect SC women’s rights (Scheduled Castes/Scheduled Tribes (Prevention of Atrocities) Act 1989 and the Protection of Civil Rights Act 1955) and ensure the abolition of ‘untouchability’ in compliance with Article 17 of the Indian Constitution. Statutory bodies at the national and state level should monitor atrocities and crimes committed against SC women. Police officials, found to be derelicting in performing their duty to prevent crimes against SC women should be held responsible and punished. Efforts should be made to evolve special protection mechanisms for SC women who have filed police complaints against grievous caste based atrocities. Legislation prohibiting practices of dowry, devadasi/jogini, manual scavenging, and caste-based discrimination and untouchability must be stringently implemented. Women and children who are liberated from manual scavenging should benefit from special rehabilitation packages. The Government should seek to move towards legislation eradicating the practice of devadasi. Bodies like the National Commission for Women, National Human Rights Commission, SC/ST Commission, Safai Karmacharis Commission must be mandated to look specifically into SC Women’s issues. A gender just national perspective plan must specifically examine ways to reduce the development gap between SC women and the rest of the population within a time bound period. Distinct provisions for SC Women should be made in planning of programmes, allocation of finances and in distribution of reservation facilities in education and employment. The 11th plan should seek to evolve a national labour policy for the unorganized sector, which has a large majority of SC women as labourers. There must be zero tolerance for discrimination against SC children in schools, with special provisions for dropouts and schemes for SC girls to access higher education. Hostels accessible to working SC women must be provided in all District Headquarters and State capital and depending on the requirement in other towns and cities besides block headquarters. Government must encourage SC and Balmiki women to participate in mid-day meal schemes and ICDS feeding programmes to aggressively promote its commitment to eliminating untouchability. Balmiki women and children must be the focus of special attention with access to BPL cards and educational scholarships. Menial scavenging, which is performed mostly by women should be discontinued forthwith. Implementation of the Scheduled Caste Sub Plan (SCSP) and Tribal Sub Plan (TSP) should be maximized by earmarking of the funds in proportion to the SC/ST population under all schemes of the various line Departments.

Women from Scheduled Tribes

5.47 In spite of rhetoric to the contrary, ST women face displacement and marginalization on an unprecedented scale. In the 11th plan must renew its commitments to respecting tribal women's rights over community land and forest produce. Under the PESA Act, a tribal village itself is a republic. The central and state legislations should extend adequate power so that the villages themselves decide on matters regarding displacement, money lending, liquor shop, control over minor water bodies, minerals, etc. Strengthening the economic base of villages alone will prevent the new phenomenon of mass migration. Programmes for economic empowerment of women in tribal areas implemented by M/o WCD must have decrease in migration of women as one of its objectives. The plan period must also seek to encourage, document and popularize tribal women's knowledge of indigenous, traditional healing practices. An effort must be made to include tribal women in both national and state level planning forums that deal with women's issues. M/o WCD must make all its support programs, such as awareness generation, short stay homes, Swadhar etc. accessible to tribal women

Minority Women: Priority Areas for the 11th Plan

5.48 Data suggests that Muslim women are worse off than their counterparts from other socio-religious communities on several development indicators including literacy, health, and work participation as may be seen from various socio-economic indicators in Chapter –IV of this report. They are typically engaged in home-based, sub-contracted work with low levels of earnings. The Sachar Report has further pointed to the lack of adequate social and physical infrastructure and civic amenities in Muslim dominated habitations. It is critical in the 11th plan period to provide these localities with basic amenities such as primary and elementary schools, water, sanitation, electricity, public health facilities (PHCs), anganwadis, ration shops, roads, transport facilities, access to government development schemes and facilities such as BPL cards and widow pensions. The health of Muslim women is directly linked to poverty and absence of basic services like clean drinking water and sanitation – leading to malnutrition, anemia, disease and poor life expectancy. In the absence of education and other development inputs, they are unable to tap into their personal growth potential or seek ways to acquire skills or otherwise improve and strengthen their means of livelihood or the conditions of their community. In addition to making education accessible to Muslim girls, there is a need to make available a wide-range of technical and higher education opportunities including training centers, with a direct link to employment. The Government must earmark funds for this and locate these educational institutions near Muslim areas. For Muslim female home-based workers, there is a need for policies that facilitate access to low interest credit, access to markets, and training in the manufacture of higher value products, leadership training and skill development. The State must take serious cognizance of conflict-related psychological problems among Muslim women, and make mental health care a mandatory part of a comprehensive rehabilitation package in zones of conflict. There is a need to commission studies which collect data on Muslim women's employment in different (public and private) sectors and which empirically establish the links between employment, discrimination, community-based attitudes, poverty, and educational backwardness. There is an urgent need for affirmative action and targeted intervention by the State to undo the low representation by religious minorities in public employment. Muslim women must have access to institutional and policy level decision-making. Organisations such as CAPART must fund NGOs to work with the Muslim community in general and Muslim women in particular.

Women in the North East and Kashmir

5.49 Due to their role in economic activities and their visibility in public spaces, women in the North east are often considered to be more empowered than their counterparts in the rest of the country. Indeed the region boasts of some powerful women's groups like the Meira paibis of Manipur, Naga Mothers Association of Nagaland and the *Mahila Samitis* of Assam which have consistently fought for women's rights. However, North-east women, like women in the rest of the country continue to be victims of widespread violence and discrimination. At a time when women are increasingly entering the political domain through Panchayats, North-east women continue to be kept out of the traditional decision making bodies like durbars and village councils. They disproportionately bear the brunt of the multifarious problems that embroil the region – armed conflict fuelled by a deep sense of alienation, lack of economic development, lack of infrastructure, internal displacement due to natural calamities, widespread drug abuse and HIV/AIDS epidemic. In many areas women continue to die en-route to health centres and girls are unable to attend school due to fear of sexual violence from state and non-state armed groups. Due to lack of proper roads and transport facilities, they face tremendous hardship in brining their produce to the main markets to sell them off. The 11th Plan should pay special attention to the women of the north-east and their needs. It should ensure that at least 50% of all the funds that flow to the region are earmarked for women. These funds should be made non-lapsable. A special cell consisting of senior government officials and civil society representatives with at least 50% representation of women should be formed in each state to monitor the use of funds that flow into the region. The communitization approach taken by Nagaland should be encouraged and women's participation in the community level bodies ensured. A policy should be framed to protect common property resources like water, land and forests. Support services for women in the north-east- counselling centres, shelter homes, drug rehabilitation centres, working women's hostels - should be made functional. Mental healthcare facilities should be made available in every state. Special care should be taken to address the needs of women living with HIV/AIDS. Finally, the Look East Policy for the North-east should provide equal opportunities to the women of the region. Instead of focusing on mega projects which cause displacement and which can harm the ecology of the area, the 11th Plan should concentrate on building on the strengths of the region – handloom, handicrafts, food processing, music, sports. Many of these activities are undertaken by the women of the region at the household level. Entrepreneurship development and training in sports and music for the youth of the region can successfully tackle unemployment and the concomitant problems of violence, drug abuse and HIV/AIDS. The 11th plan should encourage gender sensitive eco-tourism focusing on indigenous arts, crafts and cuisines. Similarly so far as, Jammu & Kashmir is concerned the issue of victims of militancy should be part of prime Minister's reconstruction programme with package relevant to the state. The state should also be considered as a conflict zone like North-East state. Rehabilitation of victims of militancy should be immediate and not subservient to rules and procedure especially for women and children to ensure that they do not fall prey to abuse. Simultaneously counseling, especially for adolescent girls should also be undertaken on priority.

Internally Displaced Women: Priority Areas for the 11th Plan

5.50 Internal displacement (in the North East, in States like Assam, Manipur, Nagaland, Tripura, in J&K, in Chattisgarh, or in Gujarat) tends to affect men and women in different ways. It alters the structure of families and households and changes gender roles. Adult and adolescent males often become separated from the family. In conflict situations, they are

susceptible to go missing, be killed or become disabled in combat. They might migrate in search of work. In cases where families are able to remain together, the experience of displacement has been commonly known to strain and destroy the family unit in IDP (Internally Displaced Persons) settings. For all of these reasons, in situations of displacement the number of female-headed households increases. This places a heavy burden on women as they become the sole supporters of their families, and in most situations of displacement limited economic opportunities and discriminatory practices mean that it is a responsibility that proves difficult for displaced women to fully discharge. Bereft of the protection provided by their homes and communities, internally displaced women are at greater risk of gender-based violence including physical and sexual attacks. Where the family unit remains intact, the stress of displacement often increases the incidence of domestic violence, including spousal abuse and marital rape. Consequently, large numbers of internally displaced women suffer psychological and physical trauma. Documentation regularly lost in the course of displacement, may be especially difficult for internally displaced women to replace. In some situations, women may not be entitled to documentation in their own names. Discriminatory legislation or practice to this effect proves particularly problematic for internally displaced women separated, as they often are, from their husbands or parents. Despite these realities of how internal displacement affects women, IDP women routinely face discrimination in efforts to address their needs and in the distribution of material assistance. Sexual exploitation may occur in exchange not only for food, shelter and other material benefits but also for physical protection. In the planning of programmes for assistance, women generally are consulted less than men. It is imperative that in the 11th plan period all efforts are made to evolve a National Policy on Internal Displacement due to social strife or upheaval and that particular attention is paid to gender needs in evolving and implementing such a policy. Additionally, it is critical to conduct baseline studies and surveys of IDPs to document how displacement has affected lives. Government programmes to ameliorate the living conditions of all IDPs in the short-term, until return and resettlement is possible, must be implemented on an urgent basis.

Women with Disability: Priority Areas for the 11th Plan

5.51 Women with disabilities face violations of their rights at every level. They are considered a financial burden and social liability by their families; denied opportunities to movement outside the home and access to education; viewed as asexual, helpless and dependant; their vulnerability to physical, sexual and emotional abuse is enormous; their aspirations for marriage and parenthood often denied; they grow up ensconced with the walls of home or special institutions isolated and neglected with no hope of a normal life. Although a rights-based approach has entered the disability rights movement, the specific concerns of women with disabilities have failed to find a place in policies and programmes in previous plan periods. The 11th plan period shall move towards examining existing disability legislation from a gender-perspective and recommend correctives. RCH programmes shall be encouraged to pay attention to reproductive health needs of women with disabilities. Data on violence against women with disabilities must be collected and made part of the anti-VAW agendas across the country. Violation of their reproductive rights in the form of forced sterilization, contraception and abortion especially in institutions must be dealt with severely. Women with disabilities should be specifically included in gender equity programmes, both as beneficiaries and project workers. There is a need for sensitization to the needs of women with disabilities among government departments, police, health care personnel and the NGO sector. Other desirable interventions include a separate wing for women with disabilities in the Disability Commissioners office, support services for families with a disabled member,

positive mass media representations, promoting disability sensitization in mainstream curriculum, and promotion of projects focusing on the welfare of women with disabilities, including making innovative adaptive technologies women-friendly.

Women affected by Disasters: Priority Areas for the 11th Plan

5.52 Disasters, both natural and man-made, affect women in particular ways and render them more vulnerable when it comes to getting benefits from relief and rehabilitation efforts. Women's lower status in general results in various kinds of exclusions, including lack of representation in relief committees. Disaster management policies must promote joint entitlements in land pattas, compensation, community assets, as well as in insurance policies. All disaster management and amelioration interventions need specific resource allocation to sensitize government, aid workers and armed forces on the specific needs and vulnerabilities of women. Social equity audits must be conducted after critical stages of relief and rehabilitation are completed. There is a need to promote the collection and use of gender-disaggregated data to inform relief and rehabilitation policies; to examine and review the relief code and Disaster Management Bill to ensure gender mainstreaming. Greater accountability for ensuring gender mainstreaming in disaster management, should be instituted via performance management systems. Community participation, involving women, as well as socially excluded and vulnerable groups, must be an integral part of disaster preparedness and management interventions. Existing community structures such as women's SHGs, health (Swasthya) committees, watershed groups and local panchayats should be involved in disaster preparedness issues and sensitized about gender issues, including possibility of increase in VAW in a disaster setting. Information and communication systems should be identified which are gender appropriate and accessible e.g. early groups, health committees etc. In addition to the categories of vulnerable and marginal women discussed above, there are others including **migrant women, urban poor, and single women** who deserve special attention in the 11th five year plan.

POLITICAL EMPOWERMENT

Panchayati Raj Institutions (PRIs)

5.53 Notable Constitutional, legislative and policy reforms within the last decade, including the 73rd and 74th amendments and the continued administrative decentralization through programs like NRHM, have demonstrated GOI's commitment to increasing the political participation of women at the grassroots. Gender representation in the local self-government or the PRIs has been more than satisfactory. Though only one-third of seats were reserved for women by the 73rd and 74th constitutional amendment, the actual representation is much more at all levels. Women's increased political participation has yielded positive results. First, issues central to development, including health, nutrition, family income and education, take center stage as women participate in the PRI, village development boards and other governance structures. Secondly, women have shown that they have critical information about community resources, are adept at managing funds, result in more inclusive governance and learn quickly about how to lead effective community-centered development. Though there is a belief that these women leaders are only proxies for men, yet these women have gradually become independent. Many have begun to contest from unreserved seats also.

5.54 However, the 11th plan periods needs to undertake the following measures to accelerate the process of women's political empowerment and participation in PRIs: i) Amend the provision of the no-confidence clause, often used to remove women sarpanches, to ensure that a no-confidence motion cannot be passed for a year and a half of having taken office. If a no-confidence vote is passed, the replacing incumbent should also be from the same social group as the earlier incumbent; ii) Ensure that two-child norm laws that prevent those who have more than two children from holding office are repealed across states. These laws are most often used against women and disproportionately impact poor, SC, ST, Muslim and Tribal women. More tragically, the norm leads to increasing female foeticide; iii) Increased resources need to be allocated for capacity building of all PRI members (male and female) in diverse areas pertaining to gender sensitization and women's rights, as well as in the political skill- building of women members of PRIs; iv) Greater efforts should be made towards the inclusion of poor and other excluded women on state planning boards and commissions; v) Funds must be allocated for time- series evaluation of the impact of women on PRIs, and what policy and other contextual factors promote and enable women's political participation; and vi) The State Governments have to accelerate the process of devolution and decentralization of powers, so that PRI's are not handicapped in carrying out their mandated duties.

Parliament and Assemblies

5.55 Despite the commitments made in the 10th plan to enact a Bill reserving one-third of seats for women in Parliaments and Assemblies, successive Governments have failed to make this commitment a reality. The Bill must be enacted on an urgent basis in the 11th plan period.

STRENGTHENING MECHANISM FOR EFFECTIVE IMPLEMENTATION OF WOMEN RELATED LEGISLATIONS

5.56 Despite constitutional provision of equality of gender rights and different gender specific laws in place, women's status in society continues to be devalued. The perpetuation of gender based violence, discrimination, exploitation and inequalities etc., in the society is mostly due to the deficiency in the implementation mechanism of these laws. The 11th Plan will have focus specifically on the implementation mechanisms of these laws. The following accordingly will be the priority areas of action during 11th Plan:

Domestic Violence:

- Wide publicity of Protection of Women from Domestic Violence Act 2005 (PWDVA);
- Adequate budgetary allocation to Ministry of Women and Child Development to set up required infrastructure for effective implementation of PWDVA;
- Training, sensitization and capacity building of Protection Officers, Civil Administration, Service Providers, Members of Judiciary, Police, Medical Professionals, Counsellors etc., on issue of PWDVA;
- Monitoring of appointment of Protection Officers and setting up of an effective MIS to monitor implementation of the Act.

Dowry:

- Review of Dowry Prohibition Act (DPA) to clarify existing provisions relating to the definition of the dowry and penalties for parties involved;
- Provision for registration of list of gifts at the time of marriage;
- Linking implementation of PWDVA with DPA and Protection Officers under PWDVA to take action under the DPA;
- Sensitizing medical professionals on recording of evidence in cases of dowry deaths;
- Training and capacity building of law enforcement functionaries and Members of the Judiciary on issues concerning dowry related harassment of women and deaths;
- Awareness generation among younger generation about the problem of dowry.

Rape and Sexual Abuse:

- Implementation of the scheme for relief and rehabilitation of rape victims;
- Sufficient resources to sensitize law enforcement agencies, medical establishments etc.;
- Provision to ensure immediate filing of FIR and recording of the statement of the victim U/s 164 of IPC, besides provision for online filing of FIR;
- Recording of statement of victim by female police officer;
- Separate lawyer to assist the victim other than the Public Prosecutor;
- More forensic labs and DNA testing centres in various districts;
- Special care minor rape victims;
- Safety of rape victims to enable her/him to testify in court;
- Specially designated Judge in the district court to deal with rape cases;

Child Marriages:

- Compulsory registration of marriages and verification of age at the time of marriage.

Trafficking of Women:

- Inter-regional networks to check forced migration and trafficking;

- Special police officers and community level vigilance to reduce trafficking;
- Special training modules on trafficking for police judiciary and other government personnel;
- More rehabilitation homes and sensitization of staff in protective homes; Special Courts with special Judges to try trafficking cases;
- Awareness generation at the level of the society, community and Government to reduce vulnerability of women and children through special development programmes and livelihood options.

Community specific violence against women:

- Inclusion of provision of sexual violence in the draft law on the prevention of communal violence;
- Formulation of norms and guidelines for immediate relief and rehabilitation and long term rehabilitation from gender perspective;
- Women's involvement in peace keeping, dialogues and conflict resolutions;
- Special Courts to deal with cases of rape and other forms of violence against women in conflict situation including those involving security personnel;
- Special measures for financial assistance and support to widows and female headed households in conflict areas;

Discrimination against Women:

- Effective monitoring and enforcement of PC and PNDT Act through Central and State Supervisory Boards and allocation of funds for proper implementation of the Act;
- Public awareness on issue of sex determination, sex selection and sex selective abortions;
- Training of law enforcement of functionaries and other authorities with regard to collection of the evidence, search and seizure procedures and pursuing litigation in courts;
- Review of PC and PNDT Act, MTP Act and IPC Act in order to assess whether the objectives of regulating medical professionals is met by the existing provisions of these laws;
- Making inquest compulsory in all cases female infant deaths;

- Community mobilization and awareness generation and advocacy about the consequences of repeated abortions on health of women.

Sexual Harassment at work places:

- Enactment of draft bill relating to sexual harassment at work places;
- Regular training and awareness workshops in various establishments and submission of Annual Reports by each establishment to the Ministry of WCD by the complaints committee;

Equal Remuneration Act, 1976:

- Implementation of the Act by all states and monitoring of implementation of the Act by the Ministry of Labour and Employment;
- Greater representation of women as labour officers;

Minimum Wages Act, 1948:

- Ensure that women are provided with minimum wages while availing employment opportunities under NREGA, 2005 and to monitor the same to ensure that the provisions of the Minimum Wages Act are being followed.

Un-organized Sector Workers Bill:

- A comprehensive bill providing social security and welfare of the un-organized sector workers with adequate provision for safeguarding the interest of women.

Access to Legal Services:

- Take measures to exempt women from paying fees while pursuing cases of human rights violations.
- Increase in the percentage of women in Police and judicial services
- Constitution of Legal Service Authorities at district and taluk levels.
- Monitor the function of the Legal Aid Centres.
- Ensure that legal aid centres be set up consisting of a group of committed and gender sensitive lawyers.
- Respective states to carry out legal awareness programmes in collaboration with NGO's working at the grassroot levels.
- Gender sensitization trainings and trainings on the use of gender specific laws to be provided to all members of the Legal Services Authorities and those involved with their functioning.
- Training manuals to be developed for wide dissemination.
- Publicity of legal aid schemes and programmes to make people aware about legal aid policies.
- Training of all levels of government officials on all laws.

- Legal awareness training should be provided for women leaders in the grass root, district and block levels.
- Organize lok adalats and encourage alternate dispute settlement mechanisms for efficacious settlement of cases.
- `Mahila Panchayats` in Delhi supported by DCW should be studied. The quality of such programmes needs to be closely monitored so as to ensure that the resolutions keep women's interests in mind and that they are in keeping with constitutional legal framework. Best practices should be collated from such for a widely disseminated for adoption in other parts of the country.
- Legal aid cells at the Panchayat level should be set up where both information and support is provided to rural women, especially poor women, for exercising their rights. Funds for legal assistance should be provided to poor women seeking legal redress.
- Adequate resource allocations for trainings and follow-up activities should be made to ensure that the women actually benefit.
- Accreditation of para-legal workers from reputed legal institutes should be done so that they can liaise between the victims, courts and justice delivery systems.

General Recommendations in Relation to Combating Violence Against Women:

Sensitization

- Promote an active and visible policy of mainstreaming a gender perspective, including VAW in all policies and programmes.
- Educate and gender-sensitize the public, police and judiciary. Gender should be made a mandatory part of the curriculum and in-house training of police as it has been found that the present gender orientations are not adequate.
- Amend school curriculums to include violence against women and girls and their legal rights and entitlements in an appropriate manner keeping in mind the age of the child etc. This should be done in consultation with women's groups and groups working on education. A gender audit of textbooks can be undertaken.
- Awareness on gender issues in general and violence against women should be included in the core teachers training curriculum, refresher trainings and curriculum of DIETS. The present system of periodic gender orientations is not effective and the change has to be a systemic level.
- The Youth Ministry should take up VAW/G as a priority issue and encourage interaction with young people, particularly boys. For instance, Jamia Millia University has started a training program for boys in the community on `Gender` to curb violence against women and girls.
- Registered SHG federations should be provided training to identify and deal with issues of violence against women. Small funds should be made available with guidelines on spending to enable the federations to assist such women in distress.
- Facilitate the implementation of training programmes for judicial, legal, medical, social services, social work, educational, police and immigration personnel to educate such personnel and sensitize them to the social context of violence against women.

Support Services:

- Every district should minimally have two shelter homes for women and girls. This should be in the nature of a one-stop crisis centre where different key services like legal aid, counseling, medical help etc. can be availed. NGOs and government agencies running such centres should be trained adequately.
- More counseling centres with qualified social workers cum counselors with good pay packages should be set up. The Central Social Welfare Board (CSWB) should ensure regular funding.
- A certified course on counseling should be developed and offered through reputed organizations to ensure the availability of counselors especially in rural areas and in small towns where there is acute shortage of such facilities.
- Allocations for more medical/trauma centres both separate and within existing government health facilities should be earmarked.
- Rehabilitation in terms of capacity building for victims with skills for self-sustenance, property, livelihood, care and protection, can prevent discrimination and stigmatization.
- As more and more people flock into the cities, free night shelters should be built in the urban centers to check trafficking and other forms of violence against women and children.
- The experience of setting up women's desks within the police station which is being tried in some states should be studied and if found effective, be up scaled.
- Ensure that women subjected to violence have access to law enforcement and justice delivery mechanisms.
- Set up hotlines and help lines providing information, advocacy, support and crisis counseling. Rehabilitation in terms of capacity building for victims with skills for self-sustenance, property, livelihood, care and protection, can prevent discrimination and stigmatization.

General:

- There should be stringent implementation of the existing provisions for prevention of violence against women in which M/o WCD and NCW should play a monitoring role.
- Police has to be accountable for the proper implementation of law, filing of FIRs, taking preventive measures.
- Adequate representation of women in police and judiciary to be ensured with a minimum of atleast 33% by the end of XIth Plan.
- Prison reforms to take care of needs and problems of women prisoners should be carried out.
- Adopt, implement and periodically review and analyze legislation to ensure its effectiveness in eliminating violence against women.
- Strict action to be taken against community level structures that pronounce anti-women judgments and actions in cases like inter-caste or religious marriages, witch-hunting etc.
- There should be regular dissemination of information on status of various legal reforms.
- Women's organizations should be consulted at all stages of legal reform process
- Self defence training for girls to be made compulsory in schools

- Women activists taking up cases of violence against women are often threatened and attacked. Strict action should be taken in such cases and the rights of women activist protected.
- Support a holistic, multidimensional, multidisciplinary programme on VAW to be implemented in partnership with the UN System, civil society groups and women's groups/networks.
- Support research initiatives on the causes, consequences, costs of and remedies for different forms of VAW, its extent and linkages to other forms of oppression such as class, caste, religion, ethnicity, economic status, occupation.
- Support research initiatives exploring the intersectionality of VAW with HIV/AIDS, disability, sexual orientation, migration, disasters and conflicts etc.
- Promote research that demonstrates “what works” with regard to addressing VAW.
- Ensure that registration of Births, Deaths and Marriages is computerized. Registration of marriages should be made compulsory.

CREATING INSTITUTIONAL MECHANISMS FOR GENDER MAINSTREAMING AND STRENGTHENING DELIVERY MECHANISMS

5.57 The 11th plan must act upon the following recommendations to move towards genuine, institutionalized systems of gender equity and gender justice:

- The NPEW's commitment of reporting on progress of women's plans to the National Development Council (the apex body for approval of five year plans) from time to time should be implemented at the earliest.
- Action Plans for Women's Empowerment at national and State levels should be drawn up in consultation with civil society including women's groups, lawyers, activists, women's study centres etc.
- While Action Plans should receive inputs from all sectoral agencies, the format of the Plans should not be restricted to the sectors. Cross cutting issues such as unpaid work, land and asset entitlements, skill development and vocational training, child care, occupational health, wages, violence against women etc., should be mainstreamed across all the implementing agencies.
- The Action Plans should be made time bound and a system of accountability for each component or action point should be clearly laid down. Different deadlines may be set for different components.
- Since the Plans of Action are a Government commitment to the women of the country, all implementing agencies should be made accountable for its successful implementation, in the spirit of collective responsibility.
- Appointments to the National and State Commissions for Women should be made on the recommendations of a Search Committee comprising of eminent individuals from every walk of life, including women's development. The Search Committee should be set up by a decision of the Cabinet. The statutorily laid down systems for making appointments to other high level commissions and bodies can also be looked at.
- All State Commissions should have a statutory base, ensuring their legal status.
- National and State Commissions should have more functional and financial autonomy.
- Resource Centres for women should be set up at state levels and these centers both at the National and State levels should be linked with the Women's Study Centres.

- Keeping in view the availability of resources and the need to deliver on commitments, M/o WCD should make synergistic use of the Gender Responsive Budgeting and Gender Mainstreaming processes. The building of budgets from below is a paradigm that can be attempted, in the spirit of devolution and democratic decentralization process.
- The new Ministry of Women and Child Development must be suitably strengthened with a larger complement of staff whose capacities must also be enhanced. Besides the competencies on gender and economics, the Ministry must also have competencies in trade and legal matters.
- In view of the vision of the Government to ensure the holistic and integrated empowerment of women using the tools of gender mainstreaming and gender responsive budgeting, the M/o WCD must have a stronger coordinating and monitoring role – being a kind of watch dog on behalf of the government, on gender issues.
- The M/o WCD should take the lead in creating and maintaining a comprehensive sex-disaggregated data base, for quantitative and qualitative data. The purpose would be (i) to base new initiatives on facts and figures, (ii) assess the gender impact of programmes and (iii) assess the level of women’s participation and involvement in the planning implementing and managing of programmes.
- A qualitative assessment of ongoing gender sensitization programmes for government officials being undertaken by different institutions should be carried out by M/o WCD, with the involvement of women’s groups. Re-structured outcome oriented gender sensitization programmes must be a constant and recurring phenomena for all (in all departments) government officials, at all levels.
- The Parliamentary Committee on Women’s Empowerment should clear all legislations before they are presented to Parliament for enactment.
- At the state and district level, the existing institutions including departments and women’s commissions should be strengthened both with human and financial resources and powers.
- At the grass roots women’s groups (SHG’s) should be helped to federate as registered societies at panchayat, block/taluka and municipal level.

Chapter-VI

Empowerment of Women: Programmes for the 11th Plan

Resources and Priorities

6.1 It is a matter of concern that the share of women-specific programmes constitute a fraction of the total funds allotted to the M/o WCD. During Tenth plan, out of total allocation of Rs.13780 crore to the M/o WCD, allocation for women-specific programming was merely Rs.1246 crore. This represents only about 9% of the Ministry's allocation during the Plan. What is more surprising is that even this meager allocation for the women-specific programmes is likely to remain underutilized at the end of the Plan period. The anticipated expenditure on women-specific programmes is Rs.593.79 crore which works out to only 47.66% of the allocation for these programmes during 10th Plan. Review of the individual schemes suggest that existing norms of financing of most of these schemes including inadequacy in planning by the implementing agency have been the key factors for underutilizations of funds under these schemes. The 11th Plan will specifically address to these issues. The norms of financing and planning process of these schemes have to be subjected a thorough review. Many of the women-specific schemes of the Ministry also have very meager annual allocation, keeping in view the size of the country. The schemes will have to have adequate allocation in the 11th Plan for their country-wide reach and implementation. In keeping with the 11th plan approach of acknowledging inter-sectoral convergence and recognizing that local conditions and women are different, the norms of all schemes must be revised to make them amenable to adaptability and flexibility in light of local needs and conditions in the 11th plan period.

EXISTING SCHEMES TO BE CONTINUED INTO THE 11TH PLAN

6.2 The 11th Plan will continue the approach of empowerment of women as agents of development and the sector-specific strategy of economic, social and political empowerment of women along with gender justice. The major schemes to be implemented during the 11th Plan will be as follows:

A. Economic Empowerment

6.3 **Swayamsiddha:** Swayamsidha is an integrated scheme for women empowerment through Self Help Groups (SHGs). The scheme has been under implementation since February, 2001. The scheme has been able to provide a forum for women empowerment, collective reflection and united action. The scheme is under implementation in a limited number of 650 blocks of the country and is expected to culminate in March 2007 but is being extended by one more year up to March 2008. However, with the discontinuation of Swashakti after June 2005, which was an externally aided SHG based scheme for socio-economic empowerment of women, Swayamsidha has to be continued further in the 11th Plan. It will accordingly be necessary to launch Swayamsidha Phase-II as a country-wide programme with larger coverage in states lagging behind in women development indices. Convergence is basic concept in Swayamsidha. The lessons learnt in Swayamsidha and Swashakti have to be incorporated in the universalized Swayamsidha. Towards women empowerment a separate Women Empowerment and Livelihood Project will also be

implemented during 11th Plan in four districts of Uttar Pradesh and two districts of Bihar with assistance from IFAD.

6.4 Swawlamban and STEP : Both Swawlamban and Support to Training and Employment Programme (STEP) are for skill training of poor and needy women, women from weaker sections of the society such as SCs and STs etc., to facilitate them to obtain employment and self-employment on a sustain basis in non-traditional and traditional activities. Swawlamban, however, has been transferred to the State Governments w.e.f. April 2006 in order to ensure more effective implementation and for better monitoring and evaluation of the programme. STEP, therefore, has to continue with extended coverage. The scheme is at present in the process of evaluation. Based on the result of the evaluation, the scheme also needs to be revamped. The scheme needs to be integrated with Swayamsidha and have adequate outlay for its country-wide reach and implementation as a Centrally Sponsored Scheme. Training and skills to women should also be provided both in activities in traditional and non traditional sectors. STEP and Swayamsidha should also be integrated with Rashtriya Mahila Kosh (RMK) for credit linkages. During 11th Plan the scheme requires higher allocation for its implementation with country wide reach and integration with Swayamsidha.

B. Support Services

6.5 Working Women's Hostels: Under the scheme, financial assistance is provided to NGOs, co-operative bodies and other agencies for construction/renting of buildings for hostels to provide safe and affordable accommodations to working women. The utilization of funds under the Scheme has been unsatisfactory during the Tenth Plan period. The norms and financial pattern of assistance discourage NGOs from construction of the hostels. At present, the norms are (i) availability of land in prime location so that they get sufficient number of working women, (ii) 50% of the cost of land (the land has to be acquired before the proposal for the government grant is submitted) and 25% of the cost of construction has to be borne by the NGO, (iii) construction of the hostel is required to be completed within two years, etc. Another issue needing review is the fixed percentage of trainees and students as a proportion to working women that is uniformly applicable across the country. There should be some flexibility especially for educationally backward states and regions, where rural girls are not able to find suitable accommodation when entering the portals of higher education. This scheme is one of the oldest programmes of the Ministry. But as of now only 873 hostels have been constructed under the scheme. With the increasing number of working women, the need for adequate housing and shelter for working women is felt not only in big cities but also in small towns and rural areas. The scheme therefore has to be revamped during 11th plan to make the scheme more viable and to attract more NGOs to come forward to apply for the scheme.

C. Relief and Protection to Women in Difficult Circumstances

6.6 Swadhar: During the 10th plan period there were only 129 Swadhar homes across India. In the North East, for example there are only two Swadhar homes - one in Manipur and one in Meghalaya. There is clearly a need for more Swadhar homes, and the 11th plan proposes a Swadhar home in every district. However, in addition to up-scaling, there is an urgent need for reformulation of the Swadhar so as to take into account conditions prevailing in the North east, Kashmir and other areas of social upheaval where women are likely to need holistic care and shelter. In the 11th plan Swadhar should be reformulated to enable it to provide holistic services for women including legal services, trauma counseling,

psychological services, and training in life skills and livelihoods. Further there should be flexible guidelines/norms for expenditure in the Swadhar homes to allow implementing agencies to adapt expenditure to local needs. A curriculum that includes gender and legal awareness, literacy and skill development should be developed that can be implemented in Swadhar and Short-stay homes.

D. Autonomous Organizations under M/o WCD

6.7 **Rashtriya Mahila Kosh (RMK):** RMK was established in 1993 to provide micro-credit in a quasi-formal manner to poor women for income generating, production, skill development and housing activities in order to make them economically independent. It was started with an initial corpus of Rs.31crore, which has been recycled to reach cumulative sanctions of Rs.188 crores of loans.

Vision for the 11th Plan

6.8 RMK would be the nodal agency/apex body for micro-credit for women. RMK would act as the premier advocacy organization for the development of micro-finance sector at national and international level to enhance the flow of micro credit in the unorganized sector for women. Mechanism would be evolved to access credit from RMK for women SHGs instead of Banks as an alternative financial institution by all Ministries which are promoting / implementing subsidy-linked SHG programmes. To this end, institutional capacity of RMK should be expanded through organizational expansion by providing adequate financial support complemented with sociopolitical and economic inputs. RMK would expand its role from a mere credit disbursal agency to a genuine community based, women oriented, saving cum lending agency. As recommended by the evaluation of RMK (2002), the organization has to be revamped in the 11th plan, keeping in view, the following:

- Have a **special focus for inclusion** of the ‘real’ poor – SC, ST and Muslim women - those who belong to the most marginalized and vulnerable sections;
- Ensure that the way **interest rates** are determined does not become exorbitant and exploitative for the women. RMK should **find a place in the regulatory framework** for the micro finance sector;
- **Modify and strengthen its capacity building agenda** to include gender inputs to enable its partner NGOs to help the women have access to and ownership of resources – private and public – to truly become empowered, enhance their negotiation skills and come into decision making roles at all levels;
- Promote enterprises and income generation activities that **help women to move away from the traditional sexual division of labour** that typically result in their subordination in households and in the economy– whether in productive or reproductive roles;
- Establish systems for **concurrent monitoring and evaluation** which would include identifying gender and equity indicators, in addition to financial aspects;
- Make adequate and appropriate **financial and social investment** in all of the above processes.

6.9 The credit programme of RMK has to be extended from the present level of Rs.20 crore to Rs.100 crore per annum by 2010-11 and also to expand its operations to all States and Union Territories through nodal agencies and franchisees. During 11th Plan RMK should have to upscale its operations to target assistance to about 20 lakh SHG members.

i) Central Social Welfare Board (CSWB)

6.10 CSWB was set up on 12th August 1953 by a resolution of GOI to act as an apex body at the national level for the welfare and development of women and children. State Social Welfare Boards were established in 1954 in all State capitals to support CSWB in achieving its objectives. Although the Working Group has recommended a 220% increase in the CSWB allocation for the 11th plan, it has simultaneously indicated that it is proposed to review all the existing schemes of the CSWB and restructure them in light of current requirements. Several CSWB schemes are to be merged with Ministry's schemes. In the absence of any comprehensive evaluation of the CSWB, it is strongly recommended that the allocations be held in abeyance by the Planning Commission until there is greater clarity on the precise role of CSWB in the 11th plan towards the empowerment of women.

ii) National Commission for Women (NCW)

6.11 The NCW must be strengthened to effectively play its role as the nodal agency for the protection of rights of women. Towards this end, efforts will be made in the 11th plan to suitably amend the NCW act to give the Commission more powers. Further, in order to make the NCM more pro-active in addressing the particular needs of women in conflict zones, a National Task Force on Violence against Women in Zones of Conflict is proposed to be located in the NCW in the 11th plan.

E. Research and Evaluation

6.12 The research, evaluation, and publication activities should also have to be suitably up-scaled during the 11th plan period .

NEW PROGRAMME AND POLICY AGENDA FOR M/O WCD

A. Women and Media

6.13 As discussed in detail in Chapter-V, the M/o WCD proposes to undertake a pro-active and professional engagement with mass media, including TV, print and radio, in the 11th plan. This is in keeping with the understanding that in a globalised mass media age, M/o WCD can no longer afford to ignore the effects of media on women's lives nor ignore the potential of popular mass media to both disseminate information and to promote attitudinal and behavior change towards gender justice and gender empowerment. It is thus proposed to set up a professional Media Unit within the M/o WCD with participation of media professionals and women's groups who specialize in media.

B. Setting up a Gender Budgeting Cell, Preparation of Training Manuals for Gender Budgeting & Capacity building workshops

6.14 The 11th plan proposes to give the highest priority to universalisation of Gender Budgeting and Gender Outcome Assessment, in all Ministries/Departments at the Centre and the States. As the nodal Ministry for women, M/o WCD will continue to play a key role in steering this process through the 11th plan period. Therefore, the Gender Budgeting Cell of the Ministry needs to be strengthened. Further, training manuals (spelling out the approach and the methodology to be taken while engendering policies, schemes, programmes and

assessing their gender outcomes) need to be prepared and training workshops organized on a large scale.

C. Statistical Division

6.15 It is critical to monitor progress of the 11th plan's gender equity and gender justice agenda through systematic, detailed collection of disaggregated data. In order for data to capture the reality of progress at the grassroots level, it must document progress along multiple deprivation indices (including gender, caste, religious community, single status etc) Further, it is necessary to capture gender development indicators not only for programmes of the M/o WCD but of women-related programmes of all Ministries at Central, State and District levels. For this purpose it is proposed to set up a cell for Development of Statistical Databases on Women and Child and other related issues.

D. Relief and Rehabilitation of Rape victims

6.16 The Hon'ble Supreme Court in Delhi Domestic Working Women's Forum Vs. Union of India and others writ petition (CRL) No.362/93 had directed the National Commission for Women to evolve a "scheme so as to wipe out the tears of unfortunate victims of rape." The Supreme Court observed that having regard to the Directive principles contained in the Article 38(1) of the Constitution, it was necessary to set up a Criminal Injuries Compensation Board as rape victims besides the mental anguish, frequently incur substantial financial loss and in some cases are too traumatized to continue in employment. The Court further directed that compensation for victims shall be awarded by the Court on conviction of the offender and by the Criminal Injuries compensation board whether or not a conviction has taken place. The Board shall take into account pain, suffering and shock as well as loss of earnings due to pregnancy and the expenses of child birth if this occurs as a result of rape. Accordingly NCW has drafted a scheme titled "Relief to and Rehabilitation of Rape Victims". It is proposed to initiate the scheme in the 11th Plan. **It is strongly recommended that before initiating the scheme its title is changed to "Relief and Rehabilitation of Victims of Sexual Assault"**. This would be in keeping with the new definitions of sexual assault (beyond the limited IPC definitions of Rape) as recommended by the 172nd Law Commission and the draft sexual assault bill prepared by NCW.

Implementation of Protection from Domestic Violence Act and other Acts of the Ministry, including enforcement of sexual harassment guidelines in schools and colleges

6.17 The Protection of Women from Domestic Violence Act came into force on 26th October 2006. In the 11th Plan, it is proposed to take up the following for effective implementation of the PWDVA: Set up the required infrastructure to make the Act effective, provide training, sensitization and capacity building of Protection Officers, service providers, members of the judiciary, police, medical professionals, counselors, lawyers, etc on the issue of domestic violence and the use of law (PWDVA and other criminal and civil laws) to redress the same; monitoring the appointment of Protection Officers by regular feedback from the various states; setting up an effective MIS to monitor its implementation; and giving wide publicity to the Act. In addition, M/o WCD shall play a critical role in doing advocacy on the implementation of the Supreme Court sexual harassment guidelines, to prevent sexual harassment and violence against girls and young women, which is significantly underreported within educational institutions, especially schools from the middle school level upwards. Also, M/o WCD is in the process of drafting an act to prevent sexual harassment in the

workplace. It is proposed to allocate Rs.100 crore for implementation of this and other acts that the Ministry may bring into force during the 11th Plan.

‘Committee on SHGs and the Status of Women’: To support, strengthen, and seek to qualitatively improve the micro-credit regime in favour of women.

6.18 Given the scale of the micro-credit based SHG phenomenon (there are 7 million SHGs in the country; nearly 90% of the groups are women only groups as per NABARD estimate), there is a need in the 11th plan to undertake a comprehensive national level review of SHGs and micro-credit policies from a gender perspective with a view to determine how the quality of these SHGs may be further improved and better serve the interests of poor women. Thus in the 11th plan period it is proposed to constitute an autonomous, high level Committee on SHGs and the Status of Women, to review SHG related policies and programmes and make recommendations on the vision that underlies SHG interventions in terms of empowerment and poverty alleviation, to develop monitorable indicators of gender justice and equity, assess the role of sponsoring agencies including government agencies, micro finance institutions, donor agencies, banks and NGOs, the extent of capacity building, including literacy skill transfer, the extent to which SHG programs have succeeded in empowering lives of women members, in terms of livelihood security, increase in incomes, decrease in indebtedness and evaluate the inclusion of the poorest women, SC, ST women, Muslim women and Adivasi women in SHGs. and suggest changes required in overall SHG policy frameworks. It is recommended that the High Level Committee, set up under the aegis of the Planning Commission, with the participation of the M/o WCD, Ministry of Rural Development, and Social Justice and Empowerment, and Department of Education should perform its task within a time-bound period.

Intersectional Agenda - Recognizing and Reaching the most Marginal and Vulnerable: Pilot Projects

6.19 Intersections between gender and other social and economic variables (including caste/tribe, religion, economic and work status, residence, geographic location, asset-ownership, marital status, age, health status) reinforce vulnerability of more than one type and result in double and triple discrimination amongst women belonging to particular groups. It is necessary not only to unravel these threads and trace several distinctive roots of inequality and discrimination, but also to conceive of multi-layered responses in planning and programming in order to bridge the divides using the theme of ‘inclusive growth’. In the 11th Plan it is proposed to take up pilot projects for different categories of marginal and vulnerable women (as discussed in Chapter 5). If the pilot projects prove fruitful, States should also be encouraged to take them up on a wider scale.

Leadership Development of Minority Women: A Pilot Scheme

6.20 Inclusive growth is the key guiding principle for the 11th plan. Thus, benefits of growth must reach the most deprived categories of women. The Sachar Committee Report has highlighted the fact that India’s largest minority group, the Muslims, numbering 13.83 crore, have been left out of the development trajectory. Within this group, Muslim women are doubly disadvantaged. As a corrective, the Prime Minister’s 15-point programme for the welfare of minorities is a critical statement of intent. In this context, the M/o WCD will formulate and implement a pilot scheme for ‘*leadership development for life, livelihood, and civic empowerment of minority women*’. Many minority women have receded from

participation in public spaces and from interacting with local systems of governance. They are thus unable to tap into their personal growth potential and seek ways to acquire skills or otherwise improve and strengthen their means of livelihood. It is critical to reach out to them and to provide them with support, leadership training and skill development so that they can move out of the confines of home and community and begin to assume a leadership role in accessing services, skills and opportunities which will improve their lives, enhance their sources of livelihood, and improve the lives of their community. Further, even as the Government seeks to respond to the conditions highlighted in the Sachar Committee report and to make social and physical infrastructure and civic amenities available in minority neighborhoods, there is a critical need for 'push and pull factors' to work in tandem. In other words, the minority community will also have to reach out to systems of local governance to make the system responsive. A scheme for leadership development of minority women will aim to place them in the vanguard of this 'pull factor'. The scheme will give them training, inputs, information, and the confidence to interact with the government system at all levels. Previous experiences of organizing women in various parts of India have indicated that given the right support and inputs women can and will make the system respond. The scheme will provide critical learning and benchmarks through which to launch upon more ambitious programming for minority women in subsequent plans. Implementation of the scheme through NGOs in the initial phase will also encourage the NGO sector to take up work with this neglected community. It is proposed to launch the pilot scheme in 5 states with large minority populations. The scheme proposes to 'directly' reach 35,000 – 50,000 minority women directly and thousands more indirectly. A budgetary allocation of Rs.400 crores is proposed in the 11th plan.

Gender-specific Education and Training Interventions

i) Developing a Curriculum framework for the Capacity Building of SHGs:

6.21 Given the criticality of capacity building in strengthening SHGs, M/o WCD should constitute a Working Group with representatives from relevant departments, experts in training, literacy, livelihoods and gender justice to design a core curriculum framework for a capacity building package, that should become a part of all the SHG programmes of the Ministry. The literacy component should be designed to address the specific needs and requirements of SHGs. The package should be implemented on a pilot basis and its impact assessed and then upscaled to all SHG programmes within the Ministry. This capacity building package should become mandatory for SHG programmes being run by other Ministries as well. Resources for the setting up of the Working Group, the design process, production of material and implementation should be allocated in the 11th plan. It is proposed that a budgetary allocation of 10 crores should be earmarked for this activity.

ii) Accelerated learning programmes for recruitment into M/o WCD jobs

6.22 The Ministry through its own programmes like the ICDS employs several women, as do other departments for positions like ASHA, ANMs etc. All these jobs require educational qualifications. This results in the most marginalized (SC, ST, Muslims) being denied the possibility of taking on these jobs as they do not have these qualification. The Ministry should design accelerated learning programme, specifically addressing the needs of these jobs to ensure that women from marginalized communities can take on these jobs. Mechanisms for certification of the programme should be in-built.

iii) Adult Education & Capacity Building: Role of the M/o WCD

6.23 Education is critical to the goal of women's empowerment. Good quality education, including literacy, can help women, especially from poor and marginalized communities improve their status; enable them to have greater access to information and resources; to challenge discrimination; to engage with development processes and institutions of governance from a position of strength and to take full advantage of progressive measures like reservations in PRIs. While a great deal has been done in the field of girls education during the last plan period, the focus of educational planning has been on formal education, which ignores 'adult women' as a critical target group and neglects to address structured *adult education outside the formal system*. **One of the ways to address this lacunae in the 11th plan is for M/o WCD to earmark a minimum percentage of its budgetary allocations (in all its regular schemes and programmes) on capacity building.** In essence, capacity building is another form of structured adult education.

Chapter-VII

Empowerment of Women during 11th Plan: Recommendations

The Steering Committee makes the following recommendations towards empowerment of women during 11th Plan keeping in view the deliberations in its meetings, recommendations of the Working Group on Empowerment of Women and Approach to the 11th Plan:

Five Key Elements for Gender Equity in 11th Plan

7.1 Women as diversified groups for planned intervention: The 11th Plan has to recognize that women are not a homogenous category for planned intervention. They belong to diverse castes, classes, communities, economic groups, and are located within a range of geographic and development zones. Mapping and acknowledging the specific deprivations which arise from these multiple locations, can alone determine the success of planned interventions. Further, women in conflict zones such as Jammu and Kashmir and the North-East are specifically acknowledged as a target group in need of focused intervention. Vulnerability and marginalization are also key concepts in recognizing the unique needs of specific groups of women for planned intervention.

7.2 Inclusive Development: The 11th Plan has to recognize that only inclusive development of all categories of women can ensure holistic national development toward the millennium development goals. Benefits of growth must reach the most deprived categories of women. Within the general category of 'women', the targeted development of SC, ST, Tribal and minority women should be made a stated part of implementation strategies of all WCD programmes/schemes, of the SSA, as well as a mandatory part of their parameters of review and monitoring guidelines. In this context, the M/o WCD will formulate and implement a pilot scheme for 'leadership development for life, livelihood, and civic empowerment of minority women' to empower them and place them in the forefront of making the government system at the grassroots responsive to the needs of the minority community.

7.3 Holistic and integrated empowerment of women and Inter-sectoral convergence and Exclusive Women focused Planning: The 11th five year plan is committed to seeking the holistic and integrated empowerment of women on a war footing, through a multi-pronged, multi-sectoral approach, with inter-ministerial coordination, and strengthening of the Ministry of WCD towards new policies and programmes. The 11th Plan has to recognize that both inter-sectoral convergence as well as targeted, exclusive women-focused planning are necessary to achieve inclusive development towards the social, economic and political empowerment of women.

7.4 Four- pronged interventions for women for a sustained long term impact : The 11th plan has to recognize that for interventions in favour of women to have a sustained, long term, incremental impact beyond individual five year plan periods, they have to be four-pronged :

- i) to provide women with basic entitlements such as food security, health and education;

- ii) to address the reality of globalization and its impact on women by prioritizing economic empowerment and mainstreaming women in new and emerging areas of the economy;
- iii) ensure an environment free from all forms of violence against women– physical, economic, social, psychological; and
- iv) ensure the participation and adequate representation of women at the highest policy levels, particularly in Parliament and Assemblies.

7.5 Permanent institutional mechanisms: The 11th Plan has to recognize that permanent institutional mechanisms, such as a Women’s Knowledge Commission or a permanent (Inter-Ministerial) Standing Committee on Gender, must be put in place to include women’s participation, experiences, capacities and knowledge into the process of development planning, formulation and administration across all sectors.

7.6 Engendering National Policies and Gender budgeting and Gender outcome assessment: The 11th plan period will also seek to engender all important national policies and programmes right from their inception and formulation stage 11th Plan will take up universalisation of Gender budgeting and Gender outcome assessment, in all Ministries/Departments at the Centre and the States on priority. The Mission statement of ‘Budgeting for Gender Equity adopted by the Ministry of Women and Child Development in 2004-05 will be carried forward. The 11th plan period will expand Gender Budgeting Cells to all Ministries/ Departments. The 11th plan period will ensure that each Ministry/Department of both Centre and States adopt gender budgeting and put in place a systematic and comprehensive monitoring and auditing mechanism for outcome assessment. (A coordination mechanism for this purpose i.e. Gender Budgeting Cell, located within the M/o WCD will have to be developed and strengthened in the 11th plan period.

7.7 Strengthening the Women’s Component Plan (WCP): In the 11th plan period the Women’s Component Plan (WCP), would need to be extended to all Ministries and Departments and not confined to those, which have historically been perceived as “women-related”. PRIs should also be intensively involved in ensuring 30% earmarking for women. Recognizing that some women suffer greater deprivation and discrimination, the 11th plan will further refine the norms of the WCP to prioritize the most vulnerable as beneficiaries, particularly SC, ST women, Muslim women, Tribal women, single women and HIV positive women, among others.

7.8 Women’s representation and participation in decentralized planning, implementation and governance: The 11th plan period is committed to ensuring smooth passage of the much-delayed Women’s reservation bill ensuring participation of women in governance. There should be simultaneous training and inputs to women in the PRIs to enable them to influence gender sensitive local planning and implementation. There has to be a renewed focus on decentralised planning and implementation, with emphasis on the role of women in PRIs as a key institutional mechanism for the 11th plan. Adequate representation of women in the premier services – the IAS, IFS, IPS will be another area of attention in the 11th plan period. There is need to ensure collection of gender disaggregated data, including data on the participation of the most deprived sectors such as SC/ST and minority women, in parliament, in state legislative assemblies, in the council of ministers, in the premier services, and more generally in the government sector.

7.9 Feminization of Poverty: The 11th Plan has to address the issues relating to feminization of poverty, especially in the context of large gender differential in wage rates, exploitation of women in the unorganized sector, skill training, technology and marketing support etc.

7.10 Declining sex ratio: The declining sex ratio is among the most alarming challenges facing the country. Such a severe gender imbalance has serious implications for the status of women and the health of society. The PNDT act must be implemented on a war footing. Sex selection has to be addressed through a critical review of Population Policies and through multiple advocacy initiatives, including the use of popular media formats to disseminate information and promote long-term attitudinal change. At the same time there is a need to undertake this battle without compromising women's rights to seek a safe and legal abortion, and without victimizing women who are acting under patriarchal compulsions.

7.11 Curbing violence against women: The 11th plan is committed to curb the increasing violence against women (VAW). The 11th plan period will seek to strengthen the justice delivery mechanism as well as the legislative environment. Protection of Women from Domestic Violence Act 2005 should be articulated as a Public Health Issue and included in medical education. ANMs should be trained to deal with violence and the trauma that follows. Counselors should be appointed at the PHC level. Multiple forms of sexual violence against women in conflict zones are a new area of concern. The 11th plan proposes to set up a National Task Force on Violence Against Women in Zones of Conflict within the NCW with adequate budgetary allocations to make it effective in monitoring.

7.12 Internal displacement: Internal displacement is affecting women in several parts of the country leading to distress, disease, lowered life expectancy, and unrest. The 11th plan is committed to mitigating the negative impact on women of displacement due to natural or man-made calamities, incidents of communal violence or social upheaval, and due to development projects. The 11th plan will formulate comprehensive gender sensitive relief and rehabilitation policies on internal displacement due to both social upheaval and development, with a transparent set of policy rules setting out legally enforceable rights. Women must have joint rights to any lands or assets as part of rehabilitation plans.

7.13 Zero tolerance for caste-based discrimination against SC, ST women: The 11th plan must inaugurate an era of zero tolerance for caste-based discrimination against SC, ST women.

7.14 SHGs for Women Empowerment and Comprehensive National level Review of SHGs: SHG initiatives must be strengthened for more effective poverty alleviation and holistic empowerment. In the 11th plan period it is proposed to constitute an autonomous, high level 'Committee on SHGs and the Status of Women', to review SHG related policies and programmes and make recommendations on the vision that underlies SHG interventions in terms of empowerment and poverty alleviation, develop monitorable indicators of gender equity and gender justice, assess the role of sponsoring agencies including government agencies, micro finance institutions, donor agencies, banks and NGOs, the extent of capacity building, including literacy skill transfer, the extent to which SHG programs have succeeded in empowering lives of women members, in terms of livelihood security, increase in incomes, decrease in indebtedness and evaluate the inclusion of the poorest, SC, ST, Muslim and Tribal women in SHGs.

7.15 **Five-fold strategy for Empowerment of Women:** The 11th plan will follow the following five-fold strategy of Empowerment of women viz. **Economic empowerment**, with special focus on women in agriculture and on the effects of globalization; **Social empowerment** and engendering social change; **Political Empowerment** to facilitate entry and effective functioning of women in Parliament, PRIs and in premier government services; **Strengthening mechanism for effective implementation of women related legislations;** and **Creating institutional mechanisms for gender mainstreaming and strengthening delivery mechanisms** for effective implementation of women-related programmes.

7.16 **Women in the Unorganized Sector:** Given the overwhelming presence of women in the unorganized sector, it is important to ensure regulations on employment, work conditions and social security for their welfare. Comprehensive legislation is needed with provisions relating to ESI, leave, wages, work conditions, pension, housing, child care, maternity benefits, safety and occupational health, complaints committee for sexual harassment etc. Micro-credit facility should also be available to women in unorganized sector.

7.17 **Women in Agriculture:** There has been an increasing feminization of agriculture. Agricultural productivity is thus increasingly dependent on the ability of women to function effectively as farmers. Women in Agriculture therefore should be given top priority with focus on their skill development, availability of agriculture inputs including credit, marketing facilities etc. Gender based development, land policies and policy relating to rehabilitation should necessarily be integral part of the agricultural policy of the country. All watershed programmes should have a component of land development for women and women groups.

7.18 **Agrarian Crisis and Women:** The agrarian crisis in some areas of the country is taking a heavy toll on women, with **farmer suicides leaving women behind to take care of family and indebtedness.** There is an urgent need in the 11th plan to develop a comprehensive package of inputs from various sectors like agriculture, rural development, KVIC, M/o WCD, along with micro-credit facilities and capacity building inputs for women from affected families.

7.19 **Land rights for Women:** Endowing women with land empowers them economically as well as strengthen their ability to challenge social and political inequities. A range of initiatives must be carried out to enhance women's land access including individual or group titles to women in all government land transfers, credit support to poor women to purchase or lease land, records and legal support for women's inheritance rights, incentives and subsidies on women owned land etc. In case of displacement, a gender sensitive rehabilitation policy that includes equitable allocation of land to women must be devised. Tribal women should also have rights over forest land.

7.20 **Women in the Services Sector:** Women headed enterprises, women employees, firms employing more women and women entrepreneurial ventures in this sector should all be provided tax incentives to promote women's participation, especially in areas where there is a poor gender ratio. Private public partnerships and corporate social responsibility programs should be used for women's training, capacity building and empowerment.

7.21 **Skill Development:** Globalization often puts a premium on skills and higher levels of education, which are often out of reach for women in the unorganized sector. Schemes must

emphasize vocational training and skill development to help women secure higher level and better-paid jobs.

Social Empowerment & Engendering Social Change

A. Health

7.22 11th plan has to increase allocations for the health sector substantially. Health Policy in the 11th Plan should address besides issues of women's survival and health through a life cycle approach, occupational health hazards and needs of women working in adverse situations viz. mines, plantations, quarries, construction, informal sector, free trade zones, garbage disposal etc. Mental health of women is another neglected and invisible area that needs to be fore-grounded in the 11th plan.

7.23 The 11th plan will seek to ensure free, comprehensive primary health care accessible to all, specially marginalized groups with full preventive, promotive and curative care at the PHC level. It will seek to ensure access to women with disabilities through provision of ramps, lifts in public offices, transport etc and provide rehab and equipment (wheelchair, hearing aids etc) as a right.

7.24 Reproductive health care of women needs special attention in the 11th Plan. There should be an enabling environment of information, services and health programmes for women to exercise their reproductive rights and choices freely. Reproductive and maternal health programs, including RCH, should not be combined with the goals and strategies of population stabilization.

7.25 Health policies and plans should promote strategies that empower adolescent girls through information about health, sexuality, and increased awareness about how to negotiate power with families, future partners and in the workplace. There has to be special emphasis on life skill education, sex education and education against substance abuse.

7.26 The 11th plan shall commit resources to move towards a multi-sectoral, decentralized, gender sensitive community based health service of which HIV/AIDS prevention and treatment is an integral part and prioritize information dissemination on a mass scale for prevention and treatment of HIV/AIDS. Efforts shall be made to enact legislation which protects HIV positive women against discrimination in education, livelihood opportunities, workplace, medical treatment and community.

B. Education

7.27 The 11th Plan will renew its commitment to adult literacy and continuing education and increase resources for the same.

7.28 Specific programmes within the SSA, like the National Programme for Education of Girls at Elementary Level (NPEGEL) and Kasturba Gandhi Balika Vidyalay (KGBV) will focus on girls in educationally backward districts, and must be strengthened.

7.29 The 11th Plan will focus on bridging gender disparities in educational access, focusing specifically on SC, ST, Tribal and Muslim communities through allocation of greater resources and more context-specific programming, including a sub-plan on Muslim

girls' education. Strategies to increase the pool of female teachers from these socially disadvantaged groups should be adopted. Affirmative action plans to increase the number of women and girls from these socially disadvantaged communities in professional, technical and higher education should be developed and implemented on an urgent basis in the 11th plan.

7.30 Among the reasons for low school completion rates are various school-based factors like textbooks and classroom practices. Gender biases, lack of representation in school textbooks and discriminatory classroom practices continue to alienate children from socially disadvantaged groups. Efforts at re-writing text books from a gender perspective should be continued in the 11th plan and taken up at the state level. There must be zero tolerance for discriminatory practices based on identity and strict action against such teachers. The impact of violence and conflict on school education, in areas like the North-East and J&K, must be studied and monitored and policy guidelines developed on State response in such situations.

Intersectional Agenda: Recognizing & Reaching the Most Marginal & Vulnerable

7.31 **Inter-sectionality will be a guiding principle for gender planning in the 11th plan:** Instruments of gender planning such as national and state action plans for women, perspective plans for women, gender budgets, gender audit etc. will pay attention to the problem of reaching women of particular groups, communities and categories (SCs, STs, some OBCs and minorities) .to help them 'catch up'. The existence of separate Government agencies and Ministries to promote the welfare of different socially disadvantaged groups tend to subsume gender within the larger caste, tribe, or community category. Progress is thus measured by the group as a whole, without gender-disaggregated analysis. The active intercession of M/o WCD on behalf of the women and girls of these marginalized groups is imperative in the interests of "inclusive" growth. The collection of comprehensive, disaggregated data on programme participation and outcomes will enable M/o WCD to keep track of the progress achieved in basic human development indicators by women and girls belonging to these groups.

7.32 **Women from Scheduled Castes:** All efforts must be made to fully implement laws to protect SC women's rights (Scheduled Castes/Scheduled Tribes (Prevention of Atrocities) Act 1989 and the Protection of Civil Rights Act 1955) and ensure the abolition of 'untouchability' in compliance with Article 17 of the Constitution. Special protection mechanisms have to be evolved for SC women who have filed police complaints against grievous caste based atrocities. Legislation prohibiting practices of dowry, devadasi/jogini, manual scavenging, and caste-based discrimination and untouchability must be stringently implemented. Women and children who are liberated from manual scavenging should benefit from special rehabilitation packages. The Government should seek to move towards legislation eradicating the practice of devadasi. The 11th plan should seek to evolve a national labour policy for the unorganized sector, which has a large majority of SC women as labourers. There should be special provisions for dropouts and schemes for SC girls to access higher education. Hostels accessible to working SC women must be provided in all District Headquarters and State capital and depending on the requirement in other towns and cities besides block headquarters. Government must encourage SC and Balmiki women to participate in mid-day meal schemes and ICDS feeding programmes to aggressively promote its commitment to eliminating untouchability. Balmiki women and children must be the focus of special attention with access to BPL cards and educational scholarships. Menial scavenging, which is performed mostly by women should be discontinued forthwith.

Implementation of the Scheduled Caste Sub Plan (SCSP) and Tribal Sub Plan (TSP) should be maximized by earmarking funds in proportion to the SC/ST population under all schemes of the various line Departments.

7.33 Women from Scheduled Tribes: In spite of rhetoric to the contrary, Adivasi women face displacement and marginalization on an unprecedented scale. In the 11th plan must renew its commitments to respecting tribal women's rights over community land and forest produce. Under the PESA Act, a tribal village itself is a republic. The central and state legislations should extend adequate power so that the villages themselves decide on matters regarding displacement, money lending, liquor shop, control over minor water bodies, minerals, etc. Strengthening the economic base of villages alone will prevent the new phenomenon of mass migration. Programmes for economic empowerment of women in tribal areas implemented by M/o WCD must have decrease in migration of women as one of its objectives.

7.34 Minority Women: Priority Areas for the 11th Plan: It is critical in the 11th plan to provide Muslim dominated habitations with basic amenities such as primary and elementary schools, water, sanitation, electricity, public health facilities (PHCs), anganwadis, ration shops, roads, transport facilities, access to government development schemes and facilities of BPL cards and widow pensions. In addition there is a need to make available a wide-range of technical and higher education opportunities including training centers, with a direct link to employment. The Government must earmark funds for this and locate these educational institutions near Muslim areas. For Muslim female home-based workers, there is a need for policies that facilitate access to low interest credit, access to markets, and training in the manufacture of higher value products, leadership training and skill development. The State must take serious cognizance of conflict-related psychological problems among Muslim women, and make mental health care a mandatory part of a comprehensive rehabilitation package in zones of conflict. There is a need to commission studies on Muslim women's employment in different (public and private) sectors which may empirically establish the links between employment, discrimination, community-based attitudes, poverty, and educational backwardness. Affirmative action and targeted intervention by the State are essential to undo the low representation by religious minorities in public employment. Muslim women must have access to institutional and policy level decision-making. Organizations such as CAPART must fund NGOs to work with the Muslim community in general and Muslim women in particular.

7.35 Women in the North East and Kashmir: The 11th Plan should pay special attention to the women of the north-east and their needs. It should ensure that at least 50% of all the funds that flow to the region are earmarked for women and be made non-lapsable. The communitization approach taken by Nagaland should be encouraged and women's participation in the community level bodies ensured. A policy should be framed to protect common property resources like water, land and forests. Support services for women in the north-east viz. counseling centres, shelter homes, drug rehabilitation centres, working women's hostels - should be made functional. Mental healthcare facilities should be made available in every state. Special care should be taken to address the needs of women living with HIV/AIDS. Finally, the Look East Policy for the North-east should provide equal opportunities to the women of the region. 11th Plan should concentrate on building on the strengths of the region – handloom, handicrafts, food processing, music, sports. Many of these activities are undertaken by the women of the region at the household level. Entrepreneurship development and training in sports and music for the youth of the region

can successfully tackle unemployment and the concomitant problems of violence, drug abuse and HIV/AIDS. The 11th plan should encourage gender sensitive eco-tourism focusing on indigenous arts, crafts and cuisines.

7.36 Similarly for Jammu & Kashmir the issue of victims of militancy should be part of prime Minister's reconstruction programme with package relevant to the state. The state should also be considered as a conflict zone like North-East state. Rehabilitation of victims of militancy should be immediate and not subservient to rules and procedure especially for women and children to ensure that they do not fall prey to abuse. Simultaneously counseling, especially for adolescent girls should be undertaken on priority.

7.37 **Internally Displaced Women: Priority Areas for the 11th Plan:** Internally Displaced women routinely face discrimination in efforts to address their needs and in the distribution of material assistance. It is imperative that in the 11th plan period all efforts are made to evolve a National Policy on Internal Displacement due to social strife or upheaval and that particular attention is paid to gender needs in evolving and implementing such a policy. Additionally, it is critical to conduct baseline studies and surveys of IDPs to document how displacement has affected lives. Government programmes to ameliorate the living conditions of all IDPs in the short-term, until return and resettlement is possible, must be implemented on an urgent basis.

7.38 **Women with Disability:** The 11th plan period shall move towards examining existing disability legislation from a gender-perspective and recommend correctives. RCH programmes shall be encouraged to pay attention to reproductive health needs of women with disabilities. Data on violence against women with disabilities must be collected and made part of the anti-VAW agendas across the country. Violation of their reproductive rights in the form of forced sterilization, contraception and abortion especially in institutions must be dealt with severely. Women with disabilities should be specifically included in gender equity programmes, both as beneficiaries and project workers. A programme for sensitization of government departments, police, health care personnel and the NGO sector regarding the needs of women with disabilities should also be undertaken on priority.

7.39 **Women affected by Disasters:** Disaster management policies must promote joint entitlements in land pattas, compensation, community assets, as well as in insurance policies. All disaster management and amelioration interventions need specific resource allocation to sensitize government, aid workers and armed forces on the specific needs and vulnerabilities of women. Greater accountability for ensuring gender mainstreaming in disaster management, should be instituted via performance management systems. Existing community structures such as women's SHGs, health (Swasthya) committees, watershed groups and local panchayats should be involved in disaster preparedness issues and sensitized about gender issues, including possibility of increase in VAW in a disaster setting.

7.40 **Migrant women, urban poor, and single women are also equally vulnerable** and deserve special attention in the 11th five year plan.

Political Empowerment

7.41 **Panchayati Raj Institutions (PRIs):** Specific measures required in the 11th plan to accelerate the process of women's political empowerment and participation in PRIs are:

- i) amending provision of the no-confidence clause, often used to remove women sarpanches, to ensure that a no-confidence motion cannot be passed for a year and a half of having taken office. If a no-confidence motion is passed, the replacing incumbent should also be from the same social group as the earlier incumbent;
- ii) ensuring that two-child norm laws that prevent those who have more than two children from holding office are repealed across states. These laws are most often used against women and disproportionately impact poor, SC, ST, Muslim and Tribal women. More tragically, the norm leads to increasing female foeticide;
- iii) increasing resource allocation for capacity building of all PRI members;
- iv) inclusion of poor and other excluded women on state planning boards and commissions;
- v) allocation of funds for time-series evaluation of the impact of women on PRIs; and
- vi) the State Governments to accelerate the process of devolution and decentralization of powers, so that PRI's are not handicapped in carrying out their mandated duties.

7.42 Parliament and Assemblies: Despite the commitments made in the 10th plan to enact a Bill reserving one-third of seats for women in Parliaments and Assemblies, successive Governments have failed to make this commitment a reality. The Bill must be enacted on an urgent basis in the 11th plan period.

7.43 Strengthening Mechanism for Effective Implementation of Women Related Legislations: The 11th Plan will have focus specifically on the implementation mechanisms of women related legislations by way of wide publicity, adequate budgetary allocation, training, sensitization and capacity building of law enforcement agencies, Civil Administration, Service Providers, Members of Judiciary, Police, Medical Professionals, Counselors, compensation, relief and rehabilitations of women victims of violence, rape, trafficking etc. and setting up of an effective MIS to monitor implementation of the Acts.

7.44 Institutional Mechanisms for Gender Mainstreaming and Strengthening Delivery Mechanisms: The 11th plan must act upon the following recommendations to move towards genuine, institutionalized systems of gender equity and gender justice:

- The NPEW's commitment of reporting on progress of women's plans to the National Development Council (the apex body for approval of five year plans) from time to time should be implemented at the earliest.
- Action Plans for Women's Empowerment at national and State levels should be drawn up in consultation with civil society including women's groups, lawyers, activists, women's study centres etc. As the action plan will be commitment to the women of the country, all implementing agencies accountable for their successful implementation, in the spirit of collective responsibility.
- Appointments to the National and State Commissions for Women should be made on the recommendations of a Search Committee comprising of eminent individuals from every walk of life, including women's development. The Search Committee should be set up by a decision of the Cabinet. The statutorily laid down systems for making appointments to other high level commissions and bodies can also be looked at.
- All State Commissions should have a statutory base, ensuring their legal status and national and State Commissions should have more functional and financial autonomy.
- The new Ministry of Women and Child Development must be suitably strengthened with a larger complement of staff whose capacities must also be enhanced. Besides

the competencies on gender and economics, the Ministry must also have competencies in trade and legal matters.

- In view of the vision of the Government to ensure the holistic and integrated empowerment of women using the tools of gender mainstreaming and gender responsive budgeting, the M/o WCD must have a stronger coordinating and monitoring role – being a kind of watch dog on behalf of the government, on gender issues.
- The M/o WCD should take the lead in creating and maintaining a comprehensive sex-disaggregated data base, for quantitative and qualitative data.
- At the grass roots women's groups (SHG's) should be helped to federate as registered societies at panchayat, block/taluka and municipal level.

7.45 **Resources and Priorities:** The 11th Plan will specifically address issue of norms of financing of most of the schemes including inadequacy in planning by the implementing agency. The norms of financing and planning process have to be subjected a thorough review. Each individual scheme should have to have adequate allocation in the 11th Plan for their country-wide reach and implementation. Recognizing that local conditions and women are different, the norms of all schemes must be revised to make them amenable to adaptability and flexibility in light of local needs and conditions in the 11th plan period.

Major schemes to be implemented during the 11th Plan

7.46 **Swayamsidha** has to be continued further in the 11th Plan. It will be necessary to launch Swayamsidha Phase-II as a country-wide programme with larger coverage in states lagging behind in women development indices. The lessons learnt in Swayamsidha and Swashakti have to be incorporated in the universalized Swayamsidha

7.47 **STEP**, therefore, has to continue with extended coverage after transfer of Swawlamban to the State Governments w.e.f. April 2006. The scheme needs to be integrated with Swayamsidha and have adequate outlay for its country-wide reach and implementation as a Centrally Sponsored Scheme. Training under STEP should be both in traditional and non traditional activities. STEP and Swayamsidha should also be integrated with Rashtriya Mahila Kosh (RMK) for credit linkages.

7.48 The **Working Women's Hostels** is one of the oldest programmes of the Ministry. With the increasing number of working women, the need for adequate housing for working women is felt not only in big cities but also in small towns and rural areas. The scheme therefore has to be revamped during 11th plan to make the scheme more viable and to attract more NGOs to come forward to apply for the scheme.

7.49 **Relief and protection to women in difficult circumstances:** There is clearly a need for a Swadhar home in every district. In addition to up-scaling, there is an urgent need for reformulation of the Swadhar so as to take into account conditions prevailing in the North east, Kashmir and other areas of social upheaval where women are likely to need holistic care and shelter. In the 11th plan Swadhar should be reformulated to enable it to provide holistic services for women including legal services, trauma counseling, psychological services, and training in life skills and livelihoods.

7.50 **Rashtriya Mahila Kosh (RMK):** RMK would act as the premier advocacy organization for the development of micro-finance sector at national and international level to

enhance the flow of micro credit in the unorganized sector for women. Mechanism would be evolved to access credit from RMK for women SHGs instead of Banks as an alternative financial institution by all Ministries which are promoting / implementing subsidy-linked SHG programmes. To this end, institutional capacity of RMK should be expanded through organizational expansion. RMK would expand its role from a mere credit disbursal agency to a genuine community based, women oriented, saving cum lending agency.

7.51 Central Social Welfare Board (CSWB): In the absence of any comprehensive evaluation of the CSWB, it is strongly recommended that the allocations be held in abeyance by the Planning Commission until there is greater clarity on the precise role of CSWB in the 11th plan towards the empowerment of women.

7.52 National Commission for Women (NCW): The NCW must be strengthened to effectively play its role as the nodal agency for the protection of rights of women. Towards this end, efforts will be made in the 11th plan to suitably amend the NCW to function as a statutory body. Further, in order to make the NCM more pro-active in addressing the particular needs of women in conflict zones, a National Task Force on Violence Against Women in Zones of Conflict is proposed to be located in the NCW in the 11th plan.

New programme and policy agenda for M/o WCD

7.53 Women and Media: As the nodal agency for the welfare, development and empowerment of women, it will be incumbent upon M/o WCD to not only seek to curtail the harmful effects of television on women's lives through a gender-informed media policy, but more importantly, to harness this powerful medium to promote the agenda of gender justice and empowerment. Focused, methodical and scientific media planning exercises must be undertaken during the 11th plan to decide various factors – key target audiences, the message, the media platform (print, TV, radio), programming format (soap, serial, spots, talk shows, reality shows, print ads), and language most suited to having the maximum impact (Hindi, English, or regional languages). M/o WCD will also take the lead in commissioning impact assessment studies of its own as well as of other media products. M/o WCD will also play an active role in reviewing various laws and broadcasting guidelines, assess the code formulated by Advertising Standards Council of India (ASCI), encourage media to refrain from presenting women as inferior beings and exploiting them as sexual objects and commodities with further focus on programmes for elimination on violence against women etc. In order to operationalize an aggressive and professional multi-media engagement, the 11th plan envisages locating a separate media unit in the M/o WCD, with participation of professional media consultants and women's groups who specialize in media.

7.54 Gender Budgeting Cell: The 11th plan proposes to give the highest priority to universalisation of Gender Budgeting and Gender Outcome Assessment, in all Ministries/ Departments at the Centre and the States. As the nodal Ministry for women, M/o WCD will continue to play a key role in steering this process through the 11th plan period. The Gender Budgeting Cell of the Ministry accordingly needs to be strengthened.

7.55 Statistical Division: It is critical to monitor progress of the 11th plan's gender equity and gender justice agenda through systematic, detailed collection of disaggregated data. Further, it is necessary to capture gender development indicators not only for programmes of the M/o WCD but of women-related programmes of all Ministries at Central, State and District levels. For this purpose it is proposed to set up a cell for Development of Statistical

Databases on Women and Child and other related issues in the Ministry of Women and Child Development.

7.56 Relief and Rehabilitation of Rape victims: As directed by the Hon'ble Supreme Court the National Commission for Women has drafted a scheme titled "Relief to and Rehabilitation of Rape Victims". It is proposed to initiate the scheme in the 11th Plan by changing the title of the scheme to "**Relief and Rehabilitation of Victims of Sexual Assault**". This would be in keeping with the new definitions of sexual assault (beyond the limited IPC definitions of Rape) as recommended by the 172nd Law Commission.

7.57 Implementation of Protection from Domestic Violence Act and other Acts of the Ministry: The M/o WCD has to set up required infrastructure to make the Domestic Violence Act and other acts effective in terms of wide publicity of the Acts, training, sensitization and capacity building of Protection Officers, service providers, members of the judiciary, police, medical professionals, counselors, lawyers, etc on the issue of the act and other criminal and civil laws. M/o WCD shall also play a critical role in doing advocacy on the implementation of the Supreme Court sexual harassment guidelines, to prevent sexual harassment and violence against girls and young women, which is significantly underreported within educational institutions, especially in schools.

7.58 'Committee on SHGs and the Status of Women': Given the scale of the micro-credit based SHG phenomenon (there are 7 million SHGs in the country; nearly 90% of the groups are women only groups), there is a need in the 11th plan to undertake a comprehensive national level review of SHGs and micro-credit policies from a gender perspective with a view to determine how the quality of these SHGs may be further improved and better serve the interests of poor women. Thus in the 11th plan it is proposed to constitute an autonomous, high level Committee on SHGs and the Status of Women, to review SHG related policies and programmes and make recommendations on the vision that underlies SHG interventions in terms of empowerment and poverty alleviation, to develop monitorable indicators of gender justice and equity, assess the role of sponsoring agencies including government agencies, micro finance institutions etc. and suggest changes required in overall SHG policy frameworks.

7.59 Pilot Project for Reaching the most Marginal and Vulnerable: Intersections between gender and other social and economic variables (including caste/tribe, religion, economic and work status, residence, geographic location, asset-ownership, marital status, age, health status) reinforce vulnerability of more than one type and result in double and triple discrimination against women belonging to particular groups. It is necessary not only to unravel these threads and trace several distinctive roots of inequality and discrimination, but also to conceive of multi-layered responses in planning and programming in order to bridge the divides using the theme of 'inclusive growth'. In the 11th Plan it is proposed to take up pilot projects for different categories of marginal and vulnerable women , which if found fruitful can be taken up on a wider scale.

7.60 Pilot Scheme Leadership Development of Minority Women: Inclusive growth is the key guiding principle for the 11th plan. The M/o WCD will formulate and implement a pilot scheme for '*leadership development for life, livelihood, and civic empowerment of minority women*' so that these women can move out of the confines of home and community and begin to assume a leadership role in accessing services, skills and opportunities which

will improve their lives, enhance their sources of livelihood, and improve the lives of their community.

7.61 Gender-specific Education and Training Interventions During the 11th plan M/o WCD should constitute a Working Group with representatives from relevant departments, experts in training, literacy, livelihoods and gender justice to design a core curriculum framework for a capacity building package, that should become a part of all the SHG programmes of the Ministry. The Ministry will also design accelerated learning programme, specifically addressing the needs of the jobs under various programmes being implemented by it to ensure that women from marginalized communities can take on these jobs. Mechanisms for certification of the programme should be in-built. Education being critical to women's empowerment, and the focus being more on formal education M/o WCD ignoring 'adult women' as a critical target group, the M/o WCD will earmark a minimum percentage of its budgetary allocations (in all its regular schemes and programmes) on capacity building, the essence of which will be structured adult education.

Part-B: Children

Chapter- VIII

Child Rights in the 11th Plan

8.1 Over 42 per cent of our population today is below 18, or are children. The Constitution of India accords them special status and recognises the need for provisions and protections to secure and safeguard their entitlements. These constitutional promises are however yet to be adequately realised. The 11th Plan offers a fresh opportunity to work for these objectives. The Plan can be given a “young face” by providing a child perspective to all policies and programmes and by ensuring adequate allocation of funds to all those programmes that benefit younger generation. Child rights, and not just child development, has to be the centrality of the Eleventh Plan. A holistic approach has to be adopted based on the continuum of child growth and development, and keeping in mind the fact that children are not a homogeneous group. Children need to be more visible in budgets, to be heard in both policy and community development with an integrated approach to programme planning and service delivery.

8.2 Following the Ratification of the UN Convention on the Rights of the Child, India has agreed to guarantee all rights for all children in the country. Thus, though this section on of Steering Committee for children is for the Development of Children, it is entitled ‘Child Rights in the 11th Plan. It recognises that right to growth is just one among the many rights that the 11th Plan will ensure for children. This section focuses on recommendations for the five year plan for the Ministry of Women and Child Development. However, to be effective, several of the recommendations outlined here also need to be incorporated into the plans of other Ministries, particularly the Ministry of Social Justice and Empowerment (with respect to children with disabilities, SC and ST children), Ministry of Labour (child labour and bonded child labour), Ministry of Health (for child health interventions), Ministry of Human Resources Development (Education), Ministry of Tribal Affairs (tribal children), Ministry for Youth and Sports Affairs, Ministry of Rural Development (majority of the children live in villages, and many of them are migrating to cities or are being displaced), Ministry of Urban Development (urban and slum children, street children, migrant children)

Present Status of Children

8.3 Even today many children are at risk of being deprived of their fundamental rights. Apart from material deficits in their survival and development prospects, children face violence and abuse either because they are young, small and powerless, or because they belong to at-risk groups in society. Gender biases threaten the healthy survival of girl children across the social and economic strata. Poverty and income insecurity of adults undermine essential life supports for their children.

8.4 There are persisting problems: poor outcome achievement; chronic imbalances in access to services and opportunities; unequal distribution of development benefits; high risk of neglect and lack of protection; fragmented and sectoralised service outreach to address cross-sectoral needs; and low levels of investment and attention. On an average, between 2000-01 and 2004-05 only 2.38 percent of the total Union Budget was spent on children (through child specific programmes). Of this 1.52 per cent was spent on elementary education, 0.43 per cent on child development. The

share of expenditure on child health was 0.40 percent, followed by 0.02 per cent on child protection. Area-wise some important indicators of children are as follows:

A. Health

- 2.5 million children die in India every year accounting for one in 5 child deaths in the world. Girls are 50 per cent likely to die than boys¹
- India accounts for 35 per cent of the developing world's low birth weight babies and 40 per cent of child malnutrition in developing countries
- According to the report *State of India's Newborns*,² India has the highest number of births as well as neo-natal deaths in the world.
- A strong gender bias against female newborns is conspicuous at all levels of the health system. For example, for every two sick male newborns admitted to a facility, only one female infant was admitted.
- Despite national efforts to eradicate polio in mission mode, it has resurfaced.
- Children affected and infected by HIV/AIDS need urgent attention.
- India has the largest percentage as well as the largest absolute number of Vitamin-A deficient children.
- In the absence of potable water, children continue to suffer from diarrhoea and other stomach ailments.
- Diabetes, commonly known to attack people over the age of 25, is now being detected in very small children. According to hospital statistics, in 2002 Delhi alone had about 4,000 to 5,000 diabetic children though it is estimated that there might be an equal number of such undiagnosed cases.³
- Only 43.5% of children in the age group of 12-23 months are fully immunized i.e. with BCG, measles, and three doses of polio/DPT. According to NFHS-3 only 21% of children in the 12-35 months age group had received a dose of Vitamin-A in the six months prior to the survey.

B. Nutrition

- One of every three malnourished children in the world lives in India; every second Indian child is underweight. As children grow up, poor nutrition and ill health affects their learning abilities and preparedness for schooling.
- Under-nutrition continues to be a major public health problem in India, the most vulnerable groups being women of reproductive age group and young children.
- The country has achieved self-sufficiency in food-grains at national level but food insecurity at household level continues to be a cause of concern. The slow rate of decline in infant mortality rate during the last decade can be improved only if the problem of malnutrition is addressed. According to a report of WHO, 55% of infant mortality is contributed by malnutrition directly or indirectly.
- Childhood Anaemia is rampant and appears to be on the rise. Percentage of anaemic children (6-35 months) has gone up from 74.2% in NFHS 2 to 79.2% in NFHS-3.

¹ Human Development Report, 2005.UNDP, Oxford University Press, New Delhi

² Sub Group Report, ICDS And Nutrition In The Eleventh Five Year Plan (2007-2012), Ministry Of Women And Child Development, Government Of India Shastri Bhawan New Delhi.
wcd.nic.in/wgicds.pdf

³ Move for health, now, 6 April 2002, Deccan Herald, Bangalore

C. Education

- Though gross enrolment among both boys and girls is high at the primary level, India still has 0.95 crore out-of-school children in the 6-14 age group⁴.
- Although, the gross enrolment ratio is increasing, retention of children in schools remains a challenge. The drop-out rate in 2004-05 at the primary level was 28.5 per cent; drop out rate for Classes I-VIII was 50.3 per cent⁵.
- Enrolment rate for girls is lower and drop out rate higher than that of boys at all levels of education.
- The share of drop outs among SC and ST students is much higher than the national average (59.42 per cent for SC and 70.05 per cent for ST in 2003-04 for classes I-VIII)⁶. The proportion of SC and ST girls dropping out is even higher.
- According to the 2001 Census Report, 1.67 per cent (463826702) of the total population in the 0-19 age group is disabled. The SRI-IMRB report (2005) estimates that 38 % of Children with Special Needs (CWSN) are out of school⁷. The percentage of children with disability, both in primary and upper primary classes is below 1 per cent of the total enrolment in classes. Only 4.50 per cent primary schools, and 8.15 per cent integrated higher secondary schools have the provision of ramps
- Attendance of children and their retention in schools is closely related to several factors such as distance from their homes, the safety of the schools and the facilities and infrastructure available. Despite the Sarva Shiksha Abhiyan, these facilities are still inadequate. For example only 13.7% schools have separate toilets for girls.

D. Violence, Exploitation and Abuse

- India has the highest number of child labourers in the world
- India has the highest number of sexually abused children in the world; a child below 16 years is raped every 155th minute, a child below 10 every 13th hour. One in every 10 children is sexually abused at any point of time
- Two out of every three children are physically abused
- Over 44000 children go missing every year, of which more than 11000 children remain untraced
- The National Crime Records Bureau has reported 14975 cases of various crimes against children in 2005.
- More traditional forms of violence against children such as child marriage, economic exploitation, practices like the 'Devadasi' tradition of dedicating young girls to gods and goddesses, genital mutilation continue in some parts of the country.
- Physical and psychological punishment in the name of discipline is rampant and even culturally acceptable.
- Forced evictions, displacement due to development projects, war and conflict, communal riots, natural disasters, all take their toll on children

⁴ Annual Report 2005-06. Department of Elementary Education and Literacy, MHRD.

⁵ Elementary Education in India, Progress towards UEE: Analytical Report 2004-05. NIEPA.

⁶ Working group report for Elementary and Girls Education for XIth Plan, MHRD

⁷ Working Group On Elementary Education And Literacy For the 11th Five Year Plan Government Of India Planning Commission New Delhi. Page 61

E. Child Participation

- Traditionally children in most sections of Indian society are not asked their views or even allowed to express them in the family and household, in the neighbourhood and wider community, in school or in work place, and across the settings of social and cultural life.
- Restrictive norms are imposed on the girl children.
- The State has done little to ensure children's right to be heard in either administrative or judicial processes
- All this limits children's access to information and to choice, and often to the possibility of seeking help outside their immediate circle

Chapter-IX

Review of Policies and Programmes

9.1 The 11th Plan period provides an opportunity to undertake a review of the existing policies and laws, and to make amendments where necessary.

National Policies

9.2 The 10th Plan adopted new policies for children. The National Charter for Children, 2003 was adopted in 2003. Although The National Charter affirmed India's commitment to the child, *it did not declare India's acceptance of children's entitlements as their rights*. The National Policy for Children, 1974 still stands as the official policy commitment to children of India. The National Common Minimum Programme 2004 specifically stated that the Government will protect the rights of children, strive for elimination of child labour, ensure facilities for schooling and extend special care to the girl child.

9.3 The National Commission for the Protection of Child Rights Act, 2005 has been created to provide for the constitution of a National Commission and State Commissions for protection of child rights and children's courts for providing speedy trial of offences against children or of violation of child rights. Although the national Commission on Children has been notified and the chairperson has been appointed, it is still to be fully functional. The process for setting up State Commissions is yet to begin. This will require commitment of resources- financial as well as human.

9.4 India's implementation of the National Plan of Action for Children 2005 is being geared to address the specific commitments set out in the Millennium Development Goals. However, this can only be achieved if adequate attention is given to strengthening child protection. The Government of India has requested all the State Governments to formulate their State Plans of Action for Children. Implementation action at State level must be initiated in the Eleventh Plan Period with clear targets. Action to implement National Plan of Action for Children 2005 must form the basis for initiatives for the Eleventh Five Year Plan.

9.5 With India's accession to the UNCRC and its two Optional Protocols, rights based framework has been accepted as the guiding frame for policy measures and programming for children. Necessary changes will have to be made in existing laws to ensure that they are in harmony with the ratifications.

National Legislations

9.6 **The existing laws relating to children are as follows:**

List of Laws

- The Pre-conception and Pre-natal Diagnostic Techniques (Prohibition of Sex Selection) Act, 1994 as amended in 2002
- The Dowry Prohibition Act, 1961 and State laws
- The Karnataka and Andhra Pradesh Devadasis (Prohibition of Dedication) Act, 1982 and Rules, 1982

- The Child Marriage Restraint Act, 1929
- The Juvenile Justice Care and Protection Act, amendment 2000
- The Guardianship and Wards Act 1890
- Factories Act 1954
- Hindu Adoption and Maintenance Act 1956
- Probation of Offenders Act 1958
- Bombay Prevention of Begging Act 1959,
- Orphanages and Other Charitable Homes (Supervision and Control) Act 1960
- Bonded Labour System (Abolition) Act 1976
- Immoral Traffic Prevention Act 1986
- Child Labour (Prohibition and Regulation) Act 1986
- Prevention of Illicit Traffic in Narcotic Drugs and Psychotropic Substances Act 1987,
- Infant Milk Substitutes, Feeding Bottles and Infant Foods (Regulation of Production, Supply and Distribution) Act 1992
- Persons with Disabilities (Equal Protection of Rights and Full Participation) Act 2000
- Transplantation of Human Organ Act, 1994
- Information Technology Act, 2000
- SC/ST (Prevention of Atrocities) Act, 1989
- All State Legislations pertaining to children

The legislative changes that have taken place in the 10th Plan period are:

Juvenile Justice (Care and Protection of Children) Act, 2000 (now Amendment Act 2006)⁸ is an Act to consolidate and amend the law relating to juveniles in conflict with law and children in need of care and protection, by providing for proper care, protection and treatment by catering to their development needs, and by adopting a child-friendly approach in the adjudication and disposition

In order to achieve the objectives of these legislations it is imperative to:

- *Ensure the implementation of existing legislation and wide dissemination of information about the provisions and mechanisms for complaints/monitoring of implementation.*
- *Adoption of new legislation to cover aspects of child protection weakly represented or not represented under existing legislations*
- *Consider amendments to existing legislations to incorporate broader protection for children*
- *Conduct reviews and examine further need for amendments to legislation to bring them in line with agreed constitutional and international commitments*

of matters in the best interest of children and for their ultimate rehabilitation. While it is an accepted fact that the Juvenile Justice Act 2000 is a progressive and comprehensive legislation for children of India, uniform implementation of its provisions throughout the country has been a cause of concern. In order to achieve the objectives of the Act it is imperative to address following issues:

- Acute shortage of data relating to children in need of care & protection, children in conflict with law and children in institutional care
- Non-implementation of Standards of care

⁸ The Act defines a juvenile/child as a person who has not completed the age of 18 years

- Inadequate infrastructure under JJ system in terms of number of Juvenile Justice Boards, Child Welfare Committees, Special Juvenile Police Units, etc.
- Lack of non-institutional and family based care systems for children
- Inadequate budgetary allocation for child protection
- Inadequate training and capacity building of functionaries under JJ system
- Lack of resources and manpower at State and District levels for implementation and monitoring of the provisions of the Act
- Child protection is not on the priority list of State Governments
- Inadequate linkages with other sectors to implement the provisions of the Act

9.7 Proposed Amendment to the Immoral Traffic (Prevention) Act, 1956 prescribes stringent action against those inducing children (below 16 years) and minors (16 to 18 years) in the offence of procuring, inducing or taking a person for the sake of prostitution (Section 5). The Ministry of Women and Child Development is in the process of amending the Immoral Traffic (Prevention) Act with a view to make the law victim friendly and, at the same time, making punishment for traffickers more stringent and putting greater criminal liability on them.

9.8 The Prohibition of Child Marriage Act has been drafted considering the shortcomings in the Child Marriage Restraint Act and its implementation. At present the Bill is still under discussion. In February 2006, the Supreme Court of India ruled that all marriages, existing and future would have to be registered. The Centre, State Governments and the Union Territories were accordingly directed by the apex Court to frame a uniform set of rules and procedures for registration of marriages.

International Conventions and Declarations ratified by India

- Convention for the Suppression of Traffic in Persons and the Exploitation of Prostitutes and others, 1949
- Minimum Age Convention, 1973
- Convention on the Elimination of All Forms of Discriminations Against Women (CEDAW), 1979
- The United Nations Convention on the Rights of the Child, 1989
- World Conference on Education for All, 1990
- The Global Conference on Water and Sanitation, 1990
- World Fit for Children Declaration, 1990
- World Summit for Children, 1990
- Optional Protocols on involvement of children in armed conflict
- Optional Protocol on the sale of children, child prostitution and child pornography, 2005
- UN Rules for the Protection of the Juveniles Deprived of their Liberty, 1990
- UN Standard Minimum Rules for the Administration of Juvenile Justice (Beijing Rules), 1985
- United Nations Guidelines for the Prevention of Juvenile Delinquency (Riyadh Guidelines) 1990
- Hague Convention on Protection of Children & Cooperation in respect of Inter-country Adoption, 1993
- Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others 1951
- SAARC Decade on the Rights of the Child 2001-2010
- SAARC Convention on Prevention and Combating Trafficking in Women and Children for Prostitution 2002
- SAARC Convention on Regional Arrangements for the Protection and Welfare of Children, 2002
- Millennium Development Goals (MDGs)

9.9 There are several existing laws for children that preceded the 10th Plan period. But they require review and amendment. Some of these acts are as follows:

- **Child Labour Laws:** The Child Labour (Prohibition and Regulation) Act, 1986 was enacted in 1986 by the Parliament to prohibit the engagement of children in certain employments and to

regulate the conditions of work of children in certain other employments. It was brought into force by the Central Government in 1993. The Act provides power to State Governments to make Rules with reference to health and safety wherever the employment of children is permitted. In view of India having signed and ratified the UN Convention on the Rights of the Child (UNCRC), the Child Labour (Prohibition and Regulation) Act 1986 is inadequate to address the real problem. The law makes a fallacious distinction between ‘hazardous’ and ‘non-hazardous’ sectors, negating the fact that any employment of children violates a child’s basic rights to survival, development, protection and participation. Prohibition of employment in the so-called ‘hazardous’ sectors and regulation in the ‘non-hazardous’ allows for employment of children and weakens law enforcement. This is also in contradiction with the Constitutional guarantee of right to education for all children in the 6-14 years age group. Furthermore, the definition of children given by this legislation is in contradiction with the UNCRC and the Juvenile Justice (Care and Protection of Children) Amendment Act 2006. Therefore, an amendment to this Act is urgently needed. Other legislations concerning Child Labour include The Factories Act, 1948, The Mines Act, 1952, The Plantation Labour Act, 1951, The Merchant Shipping Act, 1958, The Motor Transport Workers Act, 1961, The Beedi and Cigar Workers (Conditions of Employment) Act, 1966, The Bonded Labour System (Abolition) Act, 1976. All these Acts prohibit employment of children under 14 years only, which is not in accordance with the UNCRC and the Juvenile Justice legislation in India. Therefore an amendment to these Acts is required for ensuring that all children are protected from economic exploitation and their rights are not violated.

- **Laws and polices for adoption of children:** The laws under which adoption has taken place so far are the Hindu Adoption and Maintenance Act (HAMA) 1956 and Guardians and Wards Act (GAWA) 1890. Despite recognition of adoption as the most important mechanism for provision of alternative care and family to a child, procedures and laws remain cumbersome and inadequate. HAMA’s applicability is restricted to Hindus alone (includes Buddhists, Jains and Sikhs.) It continues to have serious flaws and antiquated provisions eg although a single woman (unmarried, widowed or divorced) can adopt a child, a married woman is not allowed to do so. She can only be the consenting partner and not the petitioner - her husband has to be the petitioner, thereby discriminating against married women. There are several other problems as well, especially the lack of full proof guarantee against any eventual maltreatment/abuse/exploitation GAWA, the only law available to Muslims, Christians, Jews, Parsis for adoption, confers only a guardianship status on the parent, which ceases once the child completes 21 years of age. Since the enactment of the Juvenile Justice (Care and Protection of Children) Act 2000 (now Amendment Act 2006), adoption, both domestic as well as inter-country, is also now possible under it. In order to integrate provisions of the UNCRC and protect the fundamental right to equality of children as provided under Article 14 of the Constitution of India, there is a need review the situation and promote adoption under the JJ Act 2000 (as amended in 2006), which ensures adopted children the same status as that of a biological child.

9.10 However, there is need for Implementing a Legislation on inter-country adoption. This is because according to the Department of Legal Affairs, Ministry of Law and Justice, the provisions of the UNCRC and the Hague Convention on Protection of Children and Cooperation in respect of Inter-country Adoption may not be taken cognizance of by courts in India unless translated into a domestic law.

9.11 **Some other relevant legislations** concerning children include Infant Milk Substitutes, Feeding Bottles and Infant Foods (Regulation of Production, Supply and Distribution) Act 1992 and its Amendment Act 2003, Probation of Offenders Act 1958, Bombay Prevention of Begging Act 1959, Orphanages and Other Charitable Homes (Supervision and Control) Act 1960, Prevention of Illicit Traffic in Narcotic Drugs and Psychotropic Substances Act 1987, Pre-natal Diagnostic Techniques (Regulation and Prevention of Misuse) Act 1994, Persons with Disabilities (Equal Protection of Rights and Full Participation) Act 2000.

9.12 In terms of specific programmes and schemes, the Child related initiatives in the country however always remained oriented towards nutrition, health and education and accordingly the programmes were revised. Child labour and child protection were also the theme areas of child related initiatives. The Union Ministries which have child specific schemes are – Ministries of Women and Child Development, Human Resource Development, Health and Family Welfare, Labour and Employment, Social Justice and Empowerment, Tribal Affairs and Youth Affairs and Sports.

9.13 The important health related programme was the Reproductive and Child Health (RCH) Programme initiated by the Department of Family Welfare in 1997 for child survival and safe motherhood. Under RCH Universal Immunization was a major component. Similarly Mid-Day-Meal programme was introduced in 1992-93 under the National Programme of support primary education. The Prime Minister Gamodaya Yojana (PMGY) launched in 2000-01 had also a major nutrition component of ICDS through additional central assistance to eradicate malnutrition amongst children under three years age in the families Below Poverty Line (BPL)

9.14 The Ministry of Women and Child Development however is the nodal agency for child development in the country. The major schemes implemented by the Ministry are Integrated Child Development Services (ICDS) Scheme. Rajiv Gandhi Crèche Scheme for Children of Working Mothers, Integrated Scheme for Children, scheme for the Welfare of working Children in need of care and protection, Shishu Greh Scheme, Scheme for prevention and control of Juvenile Social Maladjustment.

9.15 The latest in the series of the programme is the Sarva Shiksha Abhiyan (2000) implemented by the Ministry of Human Resource Development. The National Common Minimum Programme of 2004 also specifically states that the Government will protect the rights of children, strive for elimination of child labour, ensure facilities for schooling and extend special care to the girl child.

Review of the Schemes of Ministry of Women and Child Development

9.16 **Integrated Child Development Service (ICDS):** As a sequel to the adoption of the National Policy for Children (1974), the Government of India evolved the Integrated Child Development Services Scheme (ICDS) in 1975 as a Centrally Sponsored Scheme. Initially it was launched as pilot project in 33 blocks of the country but has gradually become a nation-wide programme with its expansion. Meanwhile there is Supreme Court directive and the commitment of the NCMP for universalization of this ICDS. Accordingly, from the 5652 sanctioned projects in the beginning of the 10th plan, the scheme has expanded to 6291 projects and 10.53 lakh anganwadi centres, sanctioned up to March 2007. Out of this 5670 were operational through 7.81 lakh Anganwadi Centres by the end of 10th Plan.

9.17 The ICDS projects under implementation included World Bank assisted ICDS III project which ended on March 31, 2006 after 6.5. years of implementation the project was made effective

in October 1999 originally for a period of five years in five states of Kerala, Maharashtra, Rajasthan, Tamil Nadu and Uttar Pradesh. In addition, the project aimed at strengthening the ICDS programme in all states and UTs by improving the quality of training of ICDS functionaries through a separate programme namely, UDISHA. Under the project 380 new blocks and about 44,000 anganwadi centres were operationalized in these states besides all existing blocks in Tamil Nadu. Another 685 old blocks in the five states were also included for strengthening ICDS through several quality improvement intervention including civil works and items for better service delivery. The World Bank project has been successful in implementing most of the quality inputs, such as institutional and infrastructural development, training of ICDS functionaries, IEC, empowerment of adolescent girls, study tours, computerized MIS etc.

9.18 ICDS basically aims at providing six basic services to children below six and pregnant and lactating mothers in order to promote their health and nutritional status as well as to promote pre-school education amongst children in the age group of 3-6 years. The services provide are immunization, supplementary nutrition, health check-up, referral services, nutrition and health education and pre-school education.

9.19 Up to December 2006, the total number of beneficiaries covered under the ICDS was 6.62 crore comprising 5.46 crore children and 1.16 crore pregnant and lactating mothers. The number of beneficiaries included 2.76 crore children in the age group of 0-3 years benefiting from supplementary nutrition and 2.78 crore children benefiting from preschool education.

9.20 The Kishori Shakti Yojana (KSY) is also a component of ICDS implemented by the Ministry for addressing the needs of self development, nutrition and health status, literacy and numerical skills, vocational skills etc. of adolescent girls in the age group of 11-18 years. Grant in aid at the rate of Rs. 1.10 lakh per block is released to the States/UTs for implementation of KSY every year. The scheme provides various programmatic options to States/UTs to selectively intervene for the development of adolescent girls on the basis of the specific needs of the area. KSY also seeks to converge with the scheme of health department in order to improve the nutritional and health status of adolescent girls. Another scheme under implementation specially for girl children is the Nutrition Programme for Adolescent Girls (NPAG). The Planning Commission had implemented NPAG as a pilot project during 2002-03 & 2003-04. The scheme is now implemented by the M/OWCD from the year 2005-06. The project is being implemented in 51 identified backward districts. The project was implemented in 2 backward districts each, in major States, identified on the basis of ranking developed by RD Division of Planning Commission and in the most populous district (excluding the capital district) each, in smaller States/Uts. The programme is being operationalized through the administrative set up of ICDS at the state, district, block and Anganwadi Center level. Undernourished Adolescent Girls in the age group 11-19 years (weight < 35 kg.) are covered under the scheme. Free food grains @ 6 kg. per beneficiary per month, are provided to these undernourished adolescent girls. The success of the intervention is dependent on effective linkages with the Public Distribution System (PDS) and effective synergy and convergence with health services. The scheme is under evaluation for consideration of a proposal for its merger with KSY and expansion to all ICDS blocks.

9.21 **Impact of the scheme:** The ICDS is the only country- wide Government programme at present to reach women and children in the community with habitations of population of only 500-300 through one Anganwadi Centre (AWC) and with population of only 150 through one Mini AWC in rural/tribal areas. The interventions envisaged under ICDS, especially in terms of supplementary nutrition and health services are essential but so far malnutrition levels amongst women and children have not improved as expected. The situation on the other hand seems to be worsening. As per NFHS-2 (1998-99) 74.2% of the children in the age group of 6-35 months were

found to be anemic. The malnutrition percentage of children has increased to 79.2% as per NFHS-3 (2005-06). The percentage of pregnant women (15-49 years) who were anemic was 49.7% as per NFHS-2 and increased to 57.9% as per NFHS-3. Similarly, women (15-49 years) whose Body Mass Index is below normal, was 36.2% as per NFHS-2 and has improved marginally to 33% as per NFHS-3. The Infant Mortality Rate (IMR) also continues to be very high at 58 per 1000 live births as per latest SRS Report. Some major observations that are being made by experts and those emerged from the evaluation of the scheme are -

- ICDS has not yet succeeded in making a significant dent in child malnutrition mostly due to the priority that the programme has placed on food supplementation rather than on nutrition and health education.
- Target group under ICDS comprises of children mostly after the age of the 3 when malnutrition has already set in.
- Emphasis is more on universalization rather than strengthening the quality of implementation and monitoring to increase its impact.
- Service delivery under ICDS is not sufficiently focused on youngest children under 3.
- ICDS is only partially succeeding in preferentially targeting children from poor families, girls and lower castes.
- States with highest levels of under-nutrition have the lowest levels of programme funding and coverage by ICDS.
- Inadequate worker skills, shortage of equipment, poor supervision and weak monitoring and evaluation detract from the programme's potential impact.
- ICDS has to refocus on the most important determinants of malnutrition.
- Activities need to be better targeted towards the most vulnerable age groups and pregnant women.
- Supplementary feeding activities need to be better targeted towards those who needed most.
- Monitoring and evaluation should be strengthened.
- Irregularities in food supply and leakages to non-targeted individuals should be prevented.

9.22 Some other Constraints and Bottlenecks that are attributed to the failure of the programme are - (i) Inability of the States to meet the cost of Supplementary Nutrition, which they were required to before 2005-06; (ii) Centralization of food procurement and standardization of food distributed under the scheme; (iii) Delay in some States in operationalization of the projects; (iv) Many anaganwadis i.e. about 40% of them do not have basic infrastructure like their own space i.e. building, let alone drinking water and toilet facility; (v) Although the design of ICDS recognizes the multidimensional determinants of under-nutrition, too much emphasis is currently given to providing food distribution only. Not enough attention is given to the most effective intervention for child nutritional outcome, e.g. improving child care behaviors and educating parents how to improve nutrition using the family food budget; (vi) The pre-school education component continue to remain a very weak link under the scheme etc. ICDS accordingly has to be drastically restructured in the 11th plan for its impact oriented implementation.

9.23 **Rajiv Gandhi National Crèche Scheme for the Children (0-6 years) of Working Mothers :** The creche services for children of working mothers were provided earlier under the Scheme for Crèches for the Children of Working and Ailing Mothers and the National Crèche Fund. The scheme and the corpus have been merged and new scheme namely, Rajiv Gandhi Crèche Scheme for Children of working Mothers is under implementation since 1st January, 2006 to provide better and improved Crèche/Day Care facilities. The number of crèches sanctioned

under the scheme till September 2006 was 23,834. The requirement of crèches to cater to the childcare needs of an estimated 22 crore women in the informal sector alone is 800,000. The scheme therefore has to be expanded substantially to serve its purpose. Up-gradation of infrastructure and materials, regular training of crèche workers, lateral linkages with the local PHC or sub-PHC in the area and tie up with the Anganwadi centres for inputs like immunization, polio-drops, and basic health monitoring needs to be strengthened in the 11th Plan. Without this the scheme cannot achieve its objectives.

9.24 The Ministry of Women and Child Development also implements some Programmes for Care and Protection of Children. These programmes were earlier implemented by the Ministry of Social Justice and Empowerment. However, vide a notification dated 16.02.2006, all the subjects relating to Child Welfare / Protection like the Juvenile Justice {Care and Protection of Children} Act, 2000; Central Adoption Resource Agency (CARA), adoption etc. have been transferred to the Ministry of Women and Child Development. These programmes focus on children in crisis situation such as Street children, Working children, Orphaned infants, Children in conflict with law, Children affected by conflict or disasters, etc. Accordingly, the schemes under implementation are An Integrated Programme for Street Children, Scheme for Welfare of Working Children in Need of Care and Protection, Scheme of Assistance to Homes (Shishu Greh) for Children to Promote in-country Adoption and A Programme for Juvenile Justice.

9.25 The objective of scheme 'An Integrated Programme for Street Children' is to prevent destitution of children and facilitate their withdrawal from life on the streets by providing basic facilities like shelter, nutrition, health care, education, and recreation facilities to street children and seeks to protect them against abuse and exploitation. The target group of this programme is children without homes and family support who are driven to the streets and are especially vulnerable to abuse and exploitation. State Governments, Union Territory Administrations, Local Bodies, Educational Institutions and Voluntary Organizations are eligible for financial assistance under this programme. Up to 90% of the cost of the project may be provided by the Government of India and the remaining has to be borne by the Organization/ Institution concerned. Under the programme no predefined cost heads are stipulated. Depending upon the type of activity and the nature of service an appropriate amount not exceeding Rs.15 lakh per annum can be sanctioned as recurring cost for each project. The grant under the programme is released to selected organizations in two equal half-yearly installments. The main programme components of a project under this scheme are: City level surveys; Documentation of existing facilities and preparation of city level plan of action; Contact programmes offering counseling, guidance and referral services; Establishment of 24 hours drop-in shelters; Non-formal education programmes; Programmes for reintegration of children with their families and placement of destitute in foster care homes/hostels and residential schools; Programmes for vocational training and placement; Programmes aimed at health care and reducing the incidence of drug and substance abuse, HIV/AIDS etc.; Programmes for capacity building and for advocacy and awareness. Since inception of the Scheme, 3,32,011 Street Children have been extended help by the Ministry.

9.26 The Scheme for Welfare of Working Children in Need of Care and Protection has been under implementation as per Supreme Court's directive from the financial year 2004-05 through the active involvement of NGOs. The objective of the scheme is to provide non formal education, vocational training, to working children to facilitate their entry/ re-entry into mainstream education in cases where they have either not attended any learning system or where for some seasons their education has been discontinued with a view to prevent their continued exploitation in future.

9.27 The Ministry is implementing the Scheme of Assistance to Homes (Shishu Greh) for Children to Promote in-country Adoption wherein CARA provides grant – in- aid to Government

Institutions and Non-Governmental Organisations for increasing and promoting adoptions within the country. The upper ceiling for annual grant-in-aid assistance is Rs.6.00 lakh for adoption homes.

9.28 A Programme for Juvenile Justice is also at present under implementation by the Ministry of Women and Child Development with the objectives to (i) extend help to State Governments to bear the cost of infrastructure and services development under the Juvenile Justice Act; (ii) ensure minimum quality standards in the juvenile justice services. (iii) provide adequate services for prevention of social maladjustment and rehabilitation of socially maladjusted juveniles; Under the scheme, the Ministry provides 50 per cent assistance to State Governments and UT Administrations for establishment and maintenance of various levels of institutions for juveniles in conflict with law and children in need of care and protection.

Mid-Term Appraisal of the Tenth Plan

9.29 The Tenth Plan set certain monitorable targets for viz., all children to be in school by 2003; all children to complete five years of schooling by 2007; reduction in gender gaps in literacy and wage rates by at least 50 percent by 2007; and reduction of Infant Mortality Rate (IMR) to 45 per 1000 live births by 2007 and 28 by 2012. The other objectives of the Tenth Plan were arresting the decline in the child sex ratio and universalisation of the Integrated Child Development Services (ICDS) scheme.

9.30 The mid-term appraisal of the Plan found glaring gaps and inconsistencies on the ground in the light of the promises made in the Tenth Plan and the NCMP. Some of the goals appear almost impossible to achieve. It took two decades to reduce the gender gap in literacy from 26.62 per cent in 1981 to 21.69 per cent in 2001. But the Tenth Plan envisaged a reduction by 50 per cent in five years. As a result, the second half of the Tenth Plan witnessed major landmarks in policy and resource commitments to child survival and development as Universalisation of ICDS and school mid day meals, Sarva Shiksha Abhiyan (SSA), introduction of Kishori Shakti Yojana (KSY). Schemes addressing poor communities and indirectly impacting children, such as the National Rural Health Mission (NRHM), Total Sanitation Campaign (TSC), and the National Rural Employment Guarantee Scheme (NREG), were also introduced.

9.31 Development effort has conventionally viewed the family as the unit of access to children. The 11th Plan must not ignore how the Ninth and Tenth Plan periods have witnessed a slowing of the decline in poverty, and an unsettling of traditional, 'pre-modern' livelihoods and local economies – and how this in turn is constraining the caring capacity of millions of families and households. A slowdown in the pace of poverty decline inevitably affects children in families and communities facing negative change. Cosmetic measures targeting only children and not their milieu will not correct this situation. The Mid-Term Appraisal (MTA) of the Tenth Plan has pointed to these shortfalls, and to the consequent persistence of adversity for children and their communities.

9.32 Addressing denial or violation of children's rights is part of the Millennium Development Goals (MDGs), which have been accepted by the Government of India as national commitments to be achieved by 2015. The Millennium Declaration provides the framework for specific attention to addressing the protection and development rights of children. The Mid-Term Appraisal of the Tenth Plan found that India is far from achieving the MDGs; the outcomes on most of the goals were off-track in 2005. The Eleventh Plan therefore will have to focus on advancement of human development and take into account the guiding principles of the Millennium Declaration, particularly on development of the vulnerable sections of the population, such as children.

Chapter-X

11th Plan Approach for Child Rights: Priority Areas for Action

10.1 The approach paper to the 11th Five Year Plan categorically says that ‘Development of children is at the centre of the Eleventh Plan.’

The Approach:

- Recognise the situation of children as the best human development indicator for the nation and make it the key indicator for the Five-Year Plan, across all sectors.
- Give a “young face” to the Plan as persons below the age of 18 years constitute over one third of the population
- Follow the Rights based approach articulated in the National Policy for Children (1974), Charter for Children (2002), the National Plan of Action for Children (2005) and the Tenth Five Year Plan. This approach is based on principles of non-discrimination and universality of rights, allows participation of children in decision making in areas concerning them, adopts a holistic, cross-sectoral approach calling for age and setting specific interventions, inter-ministerial and departmental convergence

Strategies:

This aspiration is the driving force behind the strategy being suggested for this Plan

- Recognising that the present hostile macro-environment increases the vulnerability of the child, make the goal of planning, the reduction of such threats by establishing child impact as a core indicator of Eleventh Plan interventions, with special emphasis on the status of the girl child, to gauge the effectiveness of development measures for children
- Creation of a protective environment for children through implementation of schemes and programmes that address the survival, development and protection needs of children based on *the best interest of the child* and the philosophy of building *child-friendly protection services*.
- Recognising homes are not the safe havens once believed to be, protect children at all levels, at home, family and community by raising awareness on child rights, and the risks children face and their responsibility and calls for change in attitudes
- Identification of the most vulnerable and marginalized children and ensuring age and situation specific interventions for them. Special focus on the girl child is essential.
- Review all legal provisions for children and undertake necessary amendments based on international commitments to ensure they are in harmony with each other. Ensure effective implementation of laws and policies by personnel trained to work with children.
- Undertake a child rights review of all existing developmental policies and plans of the government, be it agricultural, industrial, infrastructural or environmental to assess the impact on children and act to ensure that children are not further marginalized by their impact.

- Develop specific interventions to address malnutrition, neo-natal and infant mortality.
- Recognising ICDS to be the main vehicle for over-all development of young children and mothers, ensure universalization of ICDS with quality. (1) ensure that every hamlet has a functional Anganwadi; (2) ensure that all children under six and all eligible women have access to all ICDS services; and (3) enhance the quality of services. 4. Make special provisions for the inclusion of marginalized children, including differently-abled children, street children, and children of migrant families. (4) implement the Honourable Supreme Court's order that rural communities and slum dwellers be entitled to an "Anganwadi on demand" (not later than three months) from the date of demand in cases where a settlement has at least 40 children under six but no Anganwadi.
- Give special attention to the infrastructural requirements of the anganwadis and provide two fulltime workers. The primary responsibility of the second Anganwadi worker would be to take care of children under three and pregnant or nursing mothers, in collaboration with the local Accredited Social Health Activist (ASHA)
- Recognising the importance of early childhood education, and the commitment to it made in the 86th Amendment to the Constitution, ensure pre-school education programmes, suitable for implementation through ICDS, supported by Sarva Shiksha Abhiyan. .
- Focus on ensuring the survival of the girl child and her right to be born. Shift from "life cycle approach" to capability approach where the girl child's contributions in economic and social terms are recognised as equal to those of boys.
- Recognise that every child has a right to protection, including those who are in difficult circumstances, those who have suffered violence, abuse and exploitation, as also those who are not in any of these adverse situations and yet need protection to ensure that they remain within the social security and protective net. Identify those children who need greater attention due to their specific socio-economic and political circumstances and geographical location.
- Ensure multi-pronged programme, focussing on preventing children from falling out of the protective net, ameliorative initiatives for children who are already out of the protective net and ensuring long-term and sustainable rehabilitation. The quality of services will be up-graded and regional imbalances addressed.
- Recognising that children are best cared for in their own families and have a right to family care and parenting by both parents, strengthen family capabilities to care for and protect the child by capacity building, family counselling and support services and linking to development and community support services. There is a need to shift the focus of interventions from an over reliance on institutionalisation of children and move towards more family and community –based alternatives for care. Institutionalisation should be used as a measure of last resort after all other options have been explored
- Even as it is recognised that family is the best place for children, there are children who continue to need institutional care, ensure quality that institutional care.

- Recognising that universalisation of ICDS, crèches and day care are important for child development, empowerment of women, as also for retention of girls in schools (halt drop-out for care of the younger children and infants), match the working hours for childcare facilities with working hours of women enabling them to be financially empowered while their children are in a safe environment.
- Involve PRI and urban local bodies in implementation, and monitoring and evaluation by devolving powers and resources to the Panchayat level, and providing them with technical and administrative support.
- Recognising that better outcomes depend adequate and appropriate budget allocation and proper utilization, ensure resource mobilisation, spending and monitoring. Implement 'Child Budgeting' as an important policy analysis tool to take stock of development investments for children and identify gaps in resource investment and utilisation.
- Strengthen capacity of families and communities, police, judiciary, teachers, PRI representatives, bureaucrats and other implementation personnel who deal directly with children to care for and protect children .

10.2 Ten successive Five-Year Plans have neither allocated nor utilised an adequate share of available national resources to meet the needs of children or to realise their rights. As a result, the status and condition of children even today remains insecure. While there are no comprehensive detailed studies on the numbers of vulnerable children, there are indications that the situation is becoming worse. An environment must be created so that these children do not become more vulnerable or prone to exploitation. The rights of all children must be protected everywhere — at home, in school, on the streets - and at all times, in times of peace or conflict or calamity. A piecemeal approach, directed at certain needs of children, is no longer enough.

10.3 The responsibility of creating a protective environment, which ensures the child's rights to survival, development and participation, lies with the government and there are several measures that are articulated in documents like UNICEF's State of the World's Children 2005.

10.4 Every child is entitled to protection against:

- the inequities of poor and stratified development services which impose unjust or inadequate conditions and standards of health, nutrition, education and what is meant to be care;
- being rebuffed or ignored by substandard providers of services;
- being denied a listing on official records, a name and a nationality;
- being deprived of the enjoyment of his/her own culture, religion, language;
- being stigmatised or marginalised because of his/her own culture, religion, language;
- being targeted for discrimination or exclusion because of gender, caste, class or community, or due to a health or psycho-social condition;
- being portrayed in a demeaning, derogatory or pornographic manner;
- being denied attention or respect because of being a child

10.5 A holistic commitment to the child in the Eleventh Plan calls for a shared vision, intent and effort, inter-connectedness of action, and a synergy across sectors and Departments/ Ministries. Integration issues arise during consideration of almost every issue facing children today. Successful integration of survival, development, protection and participation actions link closely to all aspects of children's well being. Often, the same child is prone to malnutrition and illness, deprived of early stimulation, is out of school and more likely to be abused and exploited. An immunized child who is constantly beaten will not be healthy; a school-going child taunted and

abused for his or her ethnicity won't enjoy a good learning environment; and an adolescent sold into prostitution will not be empowered to participate in and contribute to society. Sexual abuse and violence in schools can be a hidden factor behind low retention rates in schools. Violence can be behind many of the unexplained injuries that are dealt with by health services, or even the cause of long-term disability. These links have to be recognized to ensure a holistic approach to child rights, particularly children's right to protection.

10.6 At the same time it is important to remember that while children have equal rights, their situations are not uniform. Their needs and entitlements are area-specific, group-specific, culture-specific, setting-specific and age-specific and demand different sets of interventions. They live, struggle for growth and well being in the contextual frame of who they are and where they are located, and how that identity includes or excludes them from social and state provisions and benefits. While some children are in difficult circumstances and have suffered violence, abuse and exploitation, there are others who are not in any of these adverse situations and yet need to be protected in order to ensure that they remain within the social security net. The important thing is that all rights of all children need to be protected. It is critical that interventions destined for children do not 'exclude' anyone. In other words they ensure that they are non-discriminatory in design and implementation, and in no-way enhance the existing divides in an already fractured society. (This has been dealt with in detail in the section on Addressing Exclusion). India's acceptance of the UNCRC also means that policies and programmes for children must encompass the entire period of childhood with age specific measures to address each stage of development.

10.7 In 2005, the Government of India adopted the National Plan of Action for Children. This takes a holistic view on child rights and sets out a range of positive measures. It identifies the Constitution and the UNCRC as the guiding framework for realising all rights for all children and rests on an

The Guiding Principles of the NPAC 2005 are:

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

assumption of collective national effort, clearly implying cross-sectoral thinking and planning, and inter-sectoral measures. Time targets in the NPAC 2005 extend to 2012, the end-year of the Eleventh Plan. The logic of utilising the NPAC as the template for Eleventh Plan commitments to change for children is therefore, clear. The guiding principles and goals set out in the NPAC must therefore form the principles and goals of the 11th Plan.

Addressing Exclusion

10.8 The concept of exclusion is multidimensional and includes the reinforcing socio-political factors that are the basis of discrimination and disadvantage. The Steering Committee believes that it is not so much the multi-faceted manifestations of exclusion that must be tackled, but rather "the root causes of exclusion and the factors making children invisible". In the wake of globalisation and the concomitant economic and social changes children today have reduced access to community structures and protective family care systems that have traditionally existed. There have not been adequate efforts to create new structures or systems leading to the inclusion of children in mechanisms that ensure that realization of their rights.

From birth to adulthood, a multifaceted exclusion

1. No official existence of children as they are not registered.
2. Children, missing out on key developmental opportunities due to poverty e.g. children living in poverty in India are most at risk of missing out on education; children in institutions are deprived of parental care
3. Inadequate services and opportunities for children with disabilities and high level of stigma and discrimination.
4. Vulnerable children like those belonging to socially marginalised groups, those suffering from disability etc suffer double exclusion- one because they are children and second because they are discriminated against on the basis of gender, caste, religion, ethnicity or even geographic location.
5. Age is an important factor for exclusion yet age specific interventions are few and far in between.
6. Children infected and affected by HIV/AIDS or leprosy or such diseases are excluded,
7. Children are too often excluded from decision-making on issues deeply affecting their lives and that of their communities. i.e. children are seen but not heard, at home, in their communities, in their classrooms and in the development of plans and policies be it at community, school or national level.

and poor), lack of a social security network and exclusion of families from the benefits of developmental initiatives, has made children vulnerable to exploitation and abuse. These abuses range from sexual abuse and exploitation to forcing children to work. In 1999, the National crime Records Bureau observed, 'As expected, low income and education, poor economic set up are generally the main factors responsible for delinquent behaviour of the juveniles'.

Weak law enforcement, poor infrastructure, lack of political will, breakdown of social structures and portrayal of violence by the media, all have an adverse effect on children and their overall development. The media, despite tremendous reach, has not yet adopted policies that inform and protect children. Thus children are deprived of fundamental rights with regard to their protection and their development.

Though the government, in close collaboration with civil society partners, is trying to address the problems of vulnerable children, without adequate and immediate efforts, children will continue to be excluded from access to health, nutrition, housing, education, justice and proper rehabilitation upon economic migration and internal displacement. The 11th Plan document should adopt specific child focus on every

development initiative, with particular attention to the girl child, the disabled or those belonging to marginalized communities. This can be done through the adoption of child rights indicators for conducting cost benefit analysis as well as assessing impact of all initiatives under all ministries or departments.

CRITICAL AREAS/GROUPS FOR THE 11th PLAN

10.10 The critical areas/groups that need to be addressed in the 11th plan are:

A. Early Childhood Development

10.11 As per census, 2001, the country has approximately 60 million children in the age group of 3-6 years. Following the 86th Amendment to the Constitution, making education for children in the 6-14 age group a fundamental right, the below sixes were left out. It is for this age group that early childhood care is critical in the form of child care programmes, crèche programmes and pre-

school interventions. Current figures suggest that pre-schooling under ICDS and other private initiatives (but excluding NGOs as the variation in expected coverage is too large- between 3 and 20 million) covers about 34 million children. This means that still approximately 26 million children are left out of pre schooling activities. Thus, the gap between the number of pre school children and available pre school services is very large. Moreover, there are disparities in provision of ECE in rural and urban areas. As per findings of a study conducted by National Institute of Urban Affairs, though the share of urban population in the country is approximately 27.78 per cent (expected to go up by 33 per cent), corresponding provision of ECE facilities in these areas are insufficient. Urban slums are under represented in ICDS. (Out of total 5671 sanctioned projects, 4548 are rural, 763 are tribal and 360 are urban).

10.12 The young child is also faced with under-nutrition and malnutrition. This calls for strengthening schemes and programmes that address the needs of the young child. The reach of existing schemes such as the ICDS and the Rajeev Gandhi Crèche Scheme need to be widened and their quality of services improved.

B. Situation of the Girl Child

10.13 In India discrimination against girls starts at birth and they are denied fair care and treatment through the childhood years. The phenomenon of missing daughters is the biggest challenge to India's growth and development today. The child sex ratio (0-6 years) declined from 945 girls to 1,000 boys in 1991 to 927 in the 2001 census. The Tenth Plan emphasised gender equality and 'Arresting the decline in the child sex ratio' was one of its objectives. This did not happen. The use of sex determination techniques tends to be more in the most modern and developed districts. This calls into question the argument that the market economy undermines the patriarchal authoritarian and male –biased traditional attitudes and spreads egalitarian values. In the 11th Plan, policies have to address the concern that inculcation of the market economy seems to only enhance gender inequality as reflected in a declining child sex ratio, female foeticide and infanticide indicators.

10.14 Child marriage is a violation of human rights whether it happens to a girl or a boy, but it represents perhaps the most prevalent form of sexual abuse and exploitation of girls. The number of adolescent girls in the country (11-18 years) is estimated to be 8.5 crore. Many of them are out of school, and a third (2.83 crore) are reported as undernourished and underweight⁹. Victims of early marriages and motherhood, they are highly susceptible to anaemia, which is often responsible for miscarriages, stillbirths, premature births, low birth-weight babies and maternal mortality during childbirth.

10.15 Adolescent girls first came into the ambit of development planning in the context of reproductive health. Post the International Conference on Population and Development, 1994, the thrust has been on population control and adolescent girls have been a target for family planning awareness programmes and measures. Until recently, they were being addressed as prospective mothers rather than individuals with human rights. Such restricted understanding of our schemes and programmes has further affected the growth, development and protection of the 11-18 year olds.

10.16 The situation of the girl child in this country is a result of deep rooted biases that exist and will only change with change of attitudes. Over the years several interventions have been designed

⁹ 35 per cent of rural adolescent girls have a weight below 38 kg and a height below 145 cm.

to ensure the survival and health of the girl child and some states have even initiated schemes to retain her in school. But substantial changes are not visible. The current schemes catering specifically to the girl child are:

- **Nutrition Programme for Adolescent Girls (NPAG):** The Planning Commission had implemented NPAG as a pilot project during 2002-03 & 2003-04. The Government approved implementation of Nutrition Programme for Adolescent Girls (NPAG) by MWCD in the year 2005-06 on a pilot project basis. The project is being implemented in 51 identified backward districts.
- **Kishori Shakti Yojana (KSY)** was introduced 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 productively engaged. This scheme needs both expansion and improvement. **It is** suggested that there should be a clear criteria for selection ensuring that girls belonging to BPL families, scheduled castes, scheduled tribes, minorities and disabled, all get covered. The framework and content of Balika Mandals needs to be expanded and enriched, laying greater emphasis on empowerment through innovative and creative methodologies, group building and collective consciousness. Even within the nutrition and literacy framework of these schemes there can be improvement in terms of adding small/mobile libraries to widen the horizons of learning.
- **Ballika Samridhi Yojana:** Launched in October 1997, objective of BSY, which is a CSS, is to provide post delivery grant of Rs.500/- to the mother of girl child belonging to BPL families and later scholarships to the girl child when she goes to school. The larger objective of BSY is to enhance the status of girl child by helping society to change negative attitude about girl child, and ensure her survival. BSY ultimately aims at ensuring education of the girl child and her marriage not before the age of 18 years. BSY however, has been decided to be transferred to States at the time ZBB of the 10th Plan. However, NDC's approval for transfer of the scheme finally to the states is awaited.

Child Labour¹⁰

10.17 India is home to the highest number of child labourers in the world¹¹. Although there is no clear data on the number of children employed in the agricultural sector¹², in domestic work, roadside restaurants and shops, automobile mechanic units, rice mills, Indian Made Foreign Liquor (IMFL) outlets and most such sectors considered as 'non-hazardous', there is ample evidence to suggest that more and more children are entering the labour force and are being exploited by their employers. With effect from October 2006, the Ministry of Labour has included domestic work and employment in dhabas, tea stalls and restaurants in the schedule of prohibited occupations under the Act. As a result of this a large number of children may be laid off, especially in metropolitan cities and big towns. The rehabilitation of these children including shelter, education, food, health etc needs to be ensured and a return to families expedited based on a review of their situation.

¹⁰ Further details are also in the Steering Committee reports of the Ministry of Labour

¹¹ The Census reports clearly point to the increase in the number of child labourers in the country from 11.28 million in 1991 to 12.59 million in 2001¹¹.

¹² Reports from M.V. Foundation in Andhra Pradesh reveal that nearly 400,000 children, mostly girls between seven and 14 years of age, toil for 14-16 hours a day in cottonseed production across the country.

10.18 The responsibility of addressing the issue of child labour rests with the Ministry of Labour. But the existing interventions for rescue and rehabilitation of child labour only address children in hazardous or prohibited occupations as may be seen from the following on-going projects.

- **National Child Labour Project (NCLP)** is a Central sector scheme. The project aims at withdrawing and rehabilitating children working in identified *hazardous occupations and processes* through special schools and finally mainstreaming them to the formal education system. In the Tenth Plan period, 250 Districts in 20 states were covered under NCLP. The need for NCLP in these 250 districts continues even in the Eleventh Plan. At the same time, additional districts will have to be reached if all children in prohibited occupations have to be mainstreamed into education. The Ministry of Labour along with the Planning Commission will have to plan a higher outlay for NCLP in the Eleventh Plan.
- **Assistance to Voluntary Organizations and NGOs:** Under the Grants-in-aid Scheme Voluntary Organizations/NGOs are financially assisted to the extent of 75 per cent of the project cost, for taking up action-oriented projects for rehabilitation of working children.
- **International Programme on the Elimination of Child Labour (IPEC)** is a global programme launched by the International Labour Organization (ILO) in December 1991. India was the first country to join it in 1992 when it signed a Memorandum of Understanding (MOU) with ILO. The MOU that expired on 31.12.1996 has thereafter been extended from time to time and had been extended till September 2006. It is under consideration for further extension of the MOU between India and the ILO.
- **INDUS Project:** The Government of India and the US Department of Labour have initiated a US\$ 40 million project aimed at eliminating child labour in 10 hazardous sectors across 21 districts in five States namely, Maharashtra, Madhya Pradesh, Tamil Nadu, Uttar Pradesh and NCT of Delhi.

Child Trafficking, Commercial Sexual Exploitation of Children and Child Pornography

10.19 Child Trafficking¹³, Child Sex Tourism and Child Pornography¹⁴ are problems that the society is increasingly being confronted with. Although there is no data on the total number of trafficked children in the country, there is growing evidence to show that children are being trafficked for prostitution, marriage or illegal adoption, child labour, begging, recruitment into armed groups and for entertainment (such as circus or sports). Trafficking exposes children to violence, sexual abuse and HIV infection and violates their right to grow up in a safe family environment and have access to education and protection. With the opening up of the markets and increase in tourism, child pornography and paedophilia is a major problem. Tourist places, especially beaches, have become the hunting ground for paedophiles. Inadequate laws and inefficient judicial systems are among the main causes of sex tourism affecting children. Child pornography has developed into a multimillion-dollar industry that can be run from within the exploiter's home, and the internet is used by paedophiles to contact potential victims through chat rooms.

¹³ A 'child victim of trafficking' is any person under 18 who is recruited, transported, transferred, harbored or received for the purpose of exploitation, either within or outside country.

¹⁴ Child pornography is "any representation, by whatever means, of a child engaged in real or simulated explicit sexual activities or any representation of the sexual parts of a child for primarily sexual purposes."

10.20 With more and more women being forced into prostitution, the situation of the children born to them is a matter of concern. Their status isolates them from the mainstream and places them on the lowest social rung. Unless their needs are addressed early, these children too will be victims of sexual exploitation. Affirmative action to ensure that they have access basic services and that their rights are secured will protect them from further abuse.

- **Child line** is a 24 hours free phone service, which can be accessed by a child in distress or an adult on his behalf by dialing the number 1098 on telephone. The service is being standardized to meet common norms and objectives. It will be extended to rural areas. Childline service network needs to expand to every district of the country. Expansion of Child Line will require greater partnership with voluntary organizations and also with other platforms such as youth groups or community-based groups etc. At the same time, it implies higher investment of resources and capacity building of the allied systems to cooperate in reaching out to every child in distress.
- **Swadhar Scheme** was launched by the Ministry during the year 2001-02 for the benefit of women/girls in difficult circumstances. While women form the main target group of this scheme, it does address the needs of the girl child who is a victim of trafficking and sexual abuse. It is therefore important to see this as a scheme for the protection of the girl child also. Although there were some delays in the implementation of the scheme in its initial phase, in 2005-06, the outreach of the scheme has expanded. While expansion of Swadhar must continue in the Eleventh Plan period, there should be increased investment in helplines for making more them functional and making such services widely known.
- **Assistance to Voluntary Organizations for setting of Short-stay Homes:** The scheme seeks to protect and rehabilitate women and girls who are facing ‘social and moral danger’ due to family problems, mental strains, social ostracism, exploitation or other causes. The scheme provides services like medical care, psychiatric treatment, casework services, occupational therapy, education, vocational and recreational activities and social facilities of adjustment. The MWCD has also anchored helpline services for women in distress in some Short- Stay Homes.
- **Scheme for rescue of victims of trafficking** is to address trafficking in women and children for commercial sexual exploitation through small pilot projects. The aim is to test the efficacy of certain approaches and methods to combat trafficking and sexual abuse. Three pilot projects have been initiated; two in source areas (one rural area, where it is a traditional practice, and one urban area) and one in destination area. All projects under the scheme are one-year pilots. The lessons learnt can be replicated and up-scaled for wider outreach in the Eleventh Plan period.
- **Relief and rehabilitation of rape victims:** The National Commission for Women formulated this scheme in pursuance of the Supreme Court judgement dated 19.10.94 directing the Government to mitigate the sufferings of rape victims and pay them some compensation. The scheme is yet to take off. Implementation of the scheme through establishment of relevant mechanisms specified under it requires large-scale investment and commitment of resources. The target group of the scheme is only women or girls who are victims of rape. Boys too fall prey to sexual abuse, including rape and need such measures for their protection and rehabilitation.

Situation of children infected and affected by HIV/AIDS

10.21 An HIV –AIDS orphan is a child below 8 years of age and has lost a parent or both parents to the disease. The AIS orphans are further categorised as ‘*affected*’ and ‘*infected*’. According to World Bank the number of AIDS orphans is approaching 2 million¹⁵ and the estimates of infected children is believed to be 2.5 lakh. There are many *affected children* whose parents are infected and alive. Stigma and discrimination, often associated with HIV infection, can lead to exclusion and isolation and ruin a child’s chances to receive an education or an opportunity to a normal childhood. Children whose families are affected by HIV/ AIDS experience severe emotional and psychological distress. Economic hardship resulting from their parents’ inability to work, may cause children to drop out of school or become child labourers. They are often forced to assume the burden of caring for sick parents or for their younger siblings. Children orphaned by HIV/ AIDS are more exposed to exploitation, abuse and violence. Conversely, many situations in which children have inadequate protection – including sexual exploitation, trafficking, violence, displacement, detention and imprisonment and child marriage also make them more vulnerable to HIV infection. Action needs to be taken in the Plan to ensure that the children affected and infected by HIV/AIDS are not excluded from any developmental initiative, and they are do not face discrimination because of their situation.

Children in Conflict with Law

10.22 The term ‘children in conflict with the law’ refers to anyone under 18 who comes into contact with the justice system as a result of being suspected or accused of committing an offence. Too often, prejudice related to social and economic status may bring a child into conflict with the law even when no crime has been committed, or result in harsh treatment by law enforcement officials. In the area of juvenile justice we need to reduce incarceration while protecting children from violence, abuse and exploitation. Options that promote rehabilitation involving families and communities is a safer, more appropriate and effective approach than punitive measures. Justice systems designed for adults lack the capacity to adequately address these issues and are more likely to harm than improve a child’s chances for reintegration into society. For all these reasons, a just juvenile justice system needs to evolve which would strongly advocate diversion (directing children away from judicial proceedings and towards community solutions), restorative justice (promoting reconciliation, restitution and responsibility through the involvement of the child, family members, victims and communities), and alternatives to custodial sentencing (counselling, probation and community service).

- **Programme for Juvenile Justice** is a scheme for ensuring implementation of the Juvenile Justice (Care and Protection of Children) Act, 2000, amended in 2006. The setting up of a Juvenile Justice Board and a Child Welfare Committee in every district/group of districts as required in the JJ Act of 2000, has been so far, tardy. Many states do not have a home for children in need of care and protection and some states have no such facilities for girls. In many places the observation home, special home and place of safety are situated in the same premises. Inadequate staff in the homes and lack of adequate number of probationary officers as well as child welfare officers hinders the process of protection and justice. Only 50 per cent of the funds for implementing this scheme come from the Centre and the rest have to be raised by the States, which often does not happen. It is thus important that the Centre provides 100 per cent assistance to States for implementing all such schemes. Instead of one or two schemes,

¹⁵ The Week . Gods Forgotten Children. Vol.25. No.25. May 20,2007

there should be a full-fledged programme for implementation of juvenile justice and creation of a protective environment for children.

Children in Distress/Difficult Circumstances

10.23 Nearly 29 per cent of the India's population lives in urban areas. Approximately half this population lives in conditions of extreme deprivation, lacks access to basic services and legal housing and suffers from poor urban governance.¹⁶ The urban population is also rapidly expanding due to large-scale migration to cities. As a result, urban poverty and hunger are increasing.¹⁷ Migration to cities by families forces children to drop out of schools. Once they reach the cities, they often find themselves without a home, forced to live in some city slum. Most are unable to continue their education and end up doing some kind of work. Away from the secure environment of the villages, they are exposed to substance abuse, drug abuse and sexual abuse. All this has led to a huge number of homeless children, pavement dwellers, street and working children and child beggars.

10.24 Street children or children living and working on the streets are a common phenomenon in urban India. Yet in spite of the relatively high visibility of street children, there is very little information available on their exact numbers. An official figure from a 1997 report of the DWCD, Ministry of HRD, Government of India stated that 11 million children lived on the streets at that time, of which 420,000 lived in the six metropolitan cities of the country.¹⁸ In the absence of adequate housing in the cities, these children are often exposed to exploitation, deprivation and harassment from the police. They are vulnerable to hunger and malnutrition, lack of health care, lack of education, physical and sexual abuse, substance abuse and STI/HIV/AIDS. Many are forced into begging by adults. No accurate data is available on the number of beggars specially child beggars, but the immensity of the problem can be appreciated by some old statistics from different parts of the country. According to a statement made by the Minister of State for Social Justice, Government of Maharashtra in State Assembly, the number of beggars in Mumbai, rose from 20,000 in 1963, to three lakhs in 2004¹⁹. Many children are being exploited by organised mafia-style groups and are being pushed into begging, prostitution and drug trafficking²⁰

10.25 Another set of children who are often neglected are the children of prisoners. The fact that a large number of parents are being imprisoned implies that there is a neglected class of children whose lives are disrupted as well as damaged by their separation from imprisoned mothers and fathers (Bloom, 1993). They are vulnerable to abuse and exploitation. As a family disintegrates, children experience prolonged and intensified periods of instability and uncertainty. These children's problems are the largely hidden and uncalculated costs of imprisonment.

10.26 Although recognized in the National Plan of Action 2005 as well as in the Juvenile Justice (Care and Protection) Act as children who are in difficult circumstances and therefore need care and protection, children in emergency situations such as disasters (natural and manmade), and internally displaced children (by development projects or conflict) have no special interventions

¹⁶ Consortium for Street Children 2004, <http://www.streetc.hildren.org.uk/>

¹⁷ Nutritional Problems in Urban Slum Children, <http://www.indianpediatrics.net/july2004/682.pdf>

¹⁸ "50 Years of Child Development: The Challenges Ahead" by DWCD, Min. of HRD, Govt. of India, 1997

¹⁹ Mumbai beggars worth Rs 180 crore, Press Trust of India, July 2006, <http://www.ibnlive.com/news/madhvan-and-shahids-hairraising-tale/16142-13.html>

²⁰ CWA Newsletter, Vol. 11, no.1 (Mar 1995)

http://www.cwa.tnet.co.th/Publications/Newsletters/vol11_1/v11_1_save.html

designed for them. The fact that in the last five years only Rupees one lakh was allocated to children growing up in conflict areas, and that too only in Assam is a reflection of this. In its 2002-03 annual report, the Ministry of Home Affairs (MHA) had said that India faces internal armed conflict in 16 out of 28 states²¹. In addition to this, according to the MHA's 2004-05 Annual Report, several other states are affected by left wing Naxal movements. The children in these areas must be provided necessary care and protection under the juvenile justice legislation. Instead of conducting raids and treating them as criminals, their victimization needs to be addressed. They need to be provided a protective environment by strengthening the juvenile justice mechanism and through training and sensitization of the police and judiciary. A cadre of counselors needs to be built in the years to come to prevent children from running away from homes or taking to drugs etc. and also to help children post-victimization. Necessary institutions and courses may be initiated to develop such trained personnel and place them in every school, panchayat, child line centre, police station or any other point of contact for children in distress.

- **An Integrated Programme for Street Children** aims at preventing destitution of children and facilitating their withdrawal from life on the streets, Street children include many categories of children such as child beggars, children addicted to drugs, street children affected by HIV/AIDS, rag pickers etc., each of them requiring specialized attention. A more comprehensive and targeted approach is thus required to deal with the specific situations of all street children.

Children with Disabilities

10.27 The Ministry of Social Justice & Empowerment has been the Nodal Ministry dealing with subject of disability, and a major part of disability related issues are addressed through the Health Ministry. Yet it is critical to see disability as a child protection issue also. In fact, child disability has never really been the focus area of any Ministry. Even today, data related to disability among children varies with source. It is said that hardly fifty per cent of disabled children reach adulthood, and no more than twenty per cent survive till the fourth decade of life²². Although there is very little information regarding the nutritional status of children with disabilities, it is recognized that disabled children living in poverty are among the most deprived in the world²³. Feeding difficulties contributing to poor nutrition have been reported among disabled children living in more affluent environments²⁴. Discrimination and even abandonment is a reality in the lives of the disabled even today. Despite promises to the contrary, the data of disabled children in school reminds us that integration into education, indeed access to education needs much greater attention.

Children affected by Substance Abuse²⁵

10.28 A survey reveals that out of the children who came for treatment to various NGOs, 63.6

²¹ Asian Centre for human Rights. The Status of Children in India. An Alternate Report to the United Nations Committee on the Rights of the Child on India's First periodic Report. (CRC/C/93/ADD.5)

²² Dr (Brig) M L Kataria, 'War against disability-Fighting for the right of the child', 29 May 2002, www.tribuneindia.com

²³ Under-nutrition is a common problem in children with severe cerebral palsy (spastic quadriplegia), which often has significant impairment of their eating and swallowing mechanisms. Because of their difficulty in eating and drinking, many such children can achieve an adequate nutritional status only with tube feeding.

²⁴ <http://www.disabilityindia.org/dinJour/article3.html#nutrition>, April, 2003 quoted in Status of Children in India Inc. 2005, HAQ: Centre for Child Rights.

²⁵ Ibid, 33

per cent were introduced to drugs before the age of 15 years. According to recent data, among those involved in drug and substance abuse in India, 13.1 per cent are below 20 years.²⁶

Role Ministry of Women and Child Development

10.29 In February 2006, the Department of Women and Child Development was elevated to the status of Ministry of Women and Child Development with the enhanced mandate of dealing with not only policies relating to children but also a comprehensive range of programmes relating to child development and protection. Thus the role and responsibility of the Ministry has increased manifold. Major protection programmes earlier handled by the Ministry of Social Justice and Empowerment have been transferred to the new Ministry. In addition, the subject of early childhood education was moved to the Ministry from the Department of Elementary Education and Literacy and the issue of ending child marriage was transferred from the Ministry of Law and Justice. This integration of key issues relating to children in one portfolio promises better coordination and improved efficiency. However issues like Child labour, disability as also education and health continue to be the responsibility of different ministries, calling for inter-ministerial co-ordination. While Child Protection Schemes have been transferred to the Ministry of Women and Child Development, NISD which provided training and capacity building of service providers and research and documentation in the area of child protection remains with the Ministry of Social Justice & Empowerment. A separate Child Protection Division within NIPCCD has been proposed under the Integrated Child Protection Scheme (ICPS) to strengthen NIPCCD for carrying out this additional responsibility of training and capacity building as well as research and documentation on child protection issues. In the Eleventh Plan, the strengthened NIPCCD with the support of its regional centers and the State/District Child Protection Units and State Adoption Cells under the proposed ICPS and voluntary sector will fulfil this responsibility. Realising the importance of voluntary sector in implementation of programmes and schemes of the Government, the Institute will increase outreach of its training programmes to NGOs and develop new modules of training.

Gaps to be addressed in the Eleventh Plan

10.30 Based on the unfinished agenda from the Tenth Plan, the issues identified in the Mid-Term Assessment, the analysis of the status of children and the existing policy and programme gaps, the Working Group identified certain general overarching gaps which in the last plan have affected the “well being” of the children adversely²⁷. The Steering Committee agrees with the assessment of the Working Group in this regard. The gaps are:

- Children are still not a priority on the development agenda. Their situation is not used as an indicator for social and economic assessment of any developmental initiative. There is therefore a need to recognise that the situation of children is the best human development indicator for the nation and to use it as the key indicator for the Five-Year Plan, across all sectors.
- While all children are vulnerable, there are some who are more vulnerable than others. Some of them have been identified as children in difficult circumstances by the government, but there is no database to ascertain their number and needs. The current programmes and schemes have also not been designed to address all of them. These children need special attention.

²⁶ UNDOC, Rapid Assessment Survey (RAS), The Extent, Patterns and Trends of Drug Abuse in India, A National Survey quoted in Status of Children in India Inc. 2005, HAQ: Centre for Child Rights.

²⁷ Report of the Working Group. Ministry of Women and Children

- Children continue to face discrimination and exclusion on the basis of their gender, age, ethnicity, religion, caste or physical and mental disability. The girl child within all groups is the most vulnerable. While it is recognised that this requires attitudinal change in society, and that is the long term objective, short term measures in the form of programmes and schemes need to be designed to address the immediate situation.
- Children in the country are increasingly getting vulnerable to abuse and exploitation. Homes are no longer the safe havens they were once believed to be. The growing number of child labourers, sexually abused children, trafficked children, children in conflict with law, street children, those affected by HIV/AIDS etc. need urgent attention.
- The current initiatives for protection of children are designed to be *ameliorative* in nature. In other words they address the needs of children once they have fallen through the protective net. While the initiatives to identify these children and rehabilitate them are critical, there is an urgent need to address their exclusion through legislative changes and programmatic interventions, so that children can grow up in a protective environment.
- In view of the gaps existing laws and policies there is an urgent need to review them along with the implementation mechanisms, and make necessary amendments and changes. They also need to be expanded in reach and improved in quality
- While adoption as a form of alternative care has been well established in the country, there are several legal, procedural and programmatic problems that plague the process of adoption. The gaps that exist have allowed children to be trafficked for labour and exploitation. While the process of adoption needs to be simplified and streamlined to encourage more and more people to adopt children who need homes, it is also important to plug all the loop holes that allow for trafficking of children etc.
- Successful implementation of services is dependent on availability of trained personnel. Teachers, PRI representatives, bureaucrats and other implementation personnel who deal directly with children, are however inadequately equipped in terms of their knowledge and capacity.
- Good planning and implementation requires a good database. Large gaps exist both in quantitative data and qualitative data on children along with the absence of data management systems.
- Initiatives for children are dispersed between departments and ministries. There is a lack of inter-sectoral, inter-departmental convergence which hampers the successful delivery and monitoring of services for children. The convergence of personnel and lateral linkages with even essential services for children like education, health, police, judiciary, etc. are missing preventing people with different skills from coming together to enhance outreach and improve quality of service
- The allocation of resources, financial and human, has so far been inadequate to address the needs of all the children. This lack of resources has also affected quality and reach.

Chapter-XI

Child Rights: Programmes for the 11th Plan

11.1 The interventions and programmes recommended for the 11th plan period include improving the reach and quality of existing programmes and formulating new schemes to address hitherto un-addressed areas and issues. They must be guided by the policy framework laid down in the:

- National Policy for Children, 1974;
- National Charter for Children, 2004, which makes special mention of the importance of protecting the rights and dignity of girl children;
- National Common Minimum Programme,
- The National Plan of Action for Children 2005

11.2 The goals and targets set out for this plan period will be determined by the unfinished targets of the earlier plans, the targets set out the National Plan of Action, 2005, and the goals and targets adopted through international commitments such as the Education For All, Millennium Development Goals, World Fit for Children Declaration. The Concluding Observations/ Recommendations of the UN Committee on the Rights of the Child too must find reflection in the plans.

Early Childhood Development

11.3 The present ICDS programme does not have the critical component of day care in the package of services. To cover the children of working mothers engaged in the unorganised sector, there is a need to convert the AWCs into the AWCs–cum- crèches on a large scale. Only ICDS can reach every child and every mother, in every nook and corner of the country and is mandated to do so. Additional service providers from the voluntary sector, through the Rajiv Gandhi National Creche Scheme, as well as employers in the organized sector and private providers must also be encouraged, with mandatory standards. Day care services must be located in residential areas or within elementary school compounds (where the school is located within the village) so that a large number of girls (known as “nowhere children” because they are neither in school nor in the work force) are not deprived of education in order to take care of younger siblings while mothers are at work. There are no estimates of the number of girls involved in childcare. Day care by siblings is not good for either young children or siblings.

Integrated Child Development Services (ICDS) Scheme

11.4 The ICDS programme has been operational since 1975 yet its performance has been far from satisfactory. Visits to ICDS centres across the country have revealed glaring gaps in the services offered at these centres. The static malnutrition and worsening anaemia (and in some states, even immunization) figures from NFHS 3 have brought to light the need for re-visioning the ICDS programme.

11.5 Universalisation with quality has to be the core objective of ICDS. This would mean that (i) every hamlet has a functional Anganwadi with adequate infrastructure (or a mini-anganwadi for tiny settlements) (ii) all children under six and all eligible women have access to ICDS services

(iii) the quality of services offered at the AWC is ensured through regular community based monitoring and increasing involvement of stakeholders.

11.6 Currently, ICDS is the only programme we have to reach out to women and children in the remotest corner of our country. This fact along with lack of proper training and implementation, inadequate monitoring and financial resources, is the reason why Anganwadis have been unable to deliver. At present, the Anganwadi worker is expected to perform 21 tasks. In addition to this, given her proximity to the people in the villages, she is often used for non-ICDS duties. The first and foremost task under the 11th Plan would be to set targets for AWWs for child nutrition, healthcare, immunization and early childhood education. Since the condition of children and their problems vary from region to region and even within districts, these targets and objectives need to be district or block specific. A District level committee comprising of the District Collector, District Health Officer, Women Panchayat Members and Mothers Groups should be set up in every district and they should determine the targets for ICDS. Performance of the ICDS centres should be evaluated against these targets and well-performing centres should be rewarded. Besides, streamlining the work and expectations from the AWW, we need review implementation and financial allocations.

Implementation and Service Delivery

11.7 In the 11th Plan, community involvement should be the strategy for ensuring better functioning of ICDS centres. Communitization of health has already proved to be a success in Nagaland. Involving the local community not only creates a sense of ownership and facilitates monitoring, it also ensures that the programme is tailored according to local needs. A village level committee comprising of mothers or representatives of mothers' groups, AWW, ANM, ASHA, women Panchayat members should be constituted to look at issues like appointment of AWWs and helpers (which should take place through an open Gram Sabha with at least 60% attendance), content of supplementary nutrition, procurement and preparation, meeting the targets set for the ICDS and organisation of monthly Mother and Child Health Days. The AWW should be answerable to this committee and the committee should have the power to recommend to the district level committee (which should have the power to remove non performing workers) removal of the AWW, ANM, ASHA or Helper by a simple majority. It is this committee which should be entrusted with the proper use of flexi-funds being suggested for AWCs. The possibility of merging this committee with the Village Health and Sanitation Committee as many of the issues are inter-linked can also be looked at.

11.8 It should be to provide hot cooked meals according to local taste at the Anganwadi centres. In areas suffering from chronic hunger and poverty, a glass of milk should also be provided to the children everyday. The preparation of meals should be entrusted to SHGs or Mothers' Groups, as per decision of the Village Committee.

11.9 While provision of supplementary nutrition is important, it is not the only task of the AWC and this needs to be communicated very clearly to the AWWs. ICDS is not just a feeding programme. Its objective is to provide comprehensive care to children under six and to pregnant and lactating women. For this, it is important to ensure growth monitoring, immunization, ante-natal care, nutrition and health counselling. But these objectives are often forgotten. Monthly Mother and Child Days have proved to be an effective way of providing comprehensive services at AWCs. They should be regularised. At the same time, AWWs should be equipped with proper Nutrition and Health Education Kits (containing pictorial manuals which explain malnutrition in simple terms).

11.10 Fighting malnutrition is one of the principal goals of ICDS. However, malnutrition usually sets in before the age of two and is very difficult to reverse after this age. Unfortunately, it is this age group- the under three children- which is often left out of the ambit of ICDS. Most centres only provide some form of nutrition to children in 3-6 years age group. It is important to recognise the different target groups under ICDS and to understand their varying needs. Malnutrition and the cycle of ill-health often start with the mother. The first task of the ICDS should be to ensure the health – nutritional status, ANC, immunisation- of pregnant women. They also need proper counselling, iron, folic acid supplements. This is vital for the health of both the mother and the child. The AWW needs to promote exclusive breastfeeding for children up to 6 months of age. Lactating women should be counselled and provided with adequate nutrition. The third group of people, is children in the 6 months to 3 years age group. They need more than nutrition. They need proper care and growth monitoring. Currently, the ICDS programme only provides Take Home Rations and in some cases, weaning foods for these children. However, what is needed is a comprehensive day care service to look after these children and to feed them at regular intervals. This Steering Committee recommends that conversion of ICDS centres into ICDS-cum-creche should be initiated in a few districts on a pilot basis. Ideally, this should be areas where hunger and poverty are endemic and women cannot afford to leave work to feed their babies. This needs to be supplemented with maternity entitlements so that exclusive breastfeeding for children under 6 months is ensured. To ensure proper crèche facilities, we need to have a worker dedicated exclusively to children under three. The existing AWW can then concentrate on providing services to children in 3-6 years age group and on organising Mother and Child Days.

11.12 There was a lot of discussion within the Steering Committee on the issue of pre-school education for children in the 3-6 years age group. The Approach paper to the 11th Plan had suggested that this component be taken up under SSA to streamline the functioning of ICDS centres. However, many members of the Steering Committee expressed reservation on this. They felt that the second Anganwadi worker should focus on imparting education. A section of the Steering Committee also felt that while pre-school education is extremely important, there is perhaps a greater need to begin by tackling issues relating to child nutrition and health and then proceed towards this aspect of ICDS. The Ministry of WCD has suggested that educated adolescent girls in the village be paid a small stipend to impart pre-school education at ICDS centres.

11.13 The final target group under the ICDS is adolescent girls. It is extremely important to reach out to this segment of the population to break the cycle of ill-health. As of now however, this is the group which is most neglected. More than supplementary nutrition, these girls require proper counselling. The ANM and AWW need to conduct a monthly meeting to educate and counsel this age group.

Training, Monitoring and Surveillance

11.14 Recruiting a second Anganwadi worker or convergence with ASHA and ANM alone will not make the AWCs effective. The AWWs and helper, along with the ASHA need on-going training in child care, health, nutrition and hygiene. Among other things this training is vital for them to provide proper counselling to the target groups and to identify early signs of illness.

11.15 The ICDS centres are supposed to collect a host of data which can provide valuable insights into the state of health and nutrition in our villages. However, at present there is no mechanism for monitoring this data or using it effectively. If collected properly and checked regularly (through random sampling) this data can also indicate the performance of the AWCs. The Committee also recommends the use of District level health surveys to gauge the impact of ICDS

and other interventions. Based on this information, a performance appraisal system for AWCs should be worked out. Well performing AWCs should be incentivised (for instance provided with an additional one time grant). Efficient AWWs and helpers should also be encouraged by providing monetary incentives and by promoting them to the posts of ANMs, Supervisors and CDPOs. Social audits by NGOs and by the Village level committee should be encouraged. At the same time, a system of concurrent third party evaluation through professional bodies should be established.

Financial Allocation

11.16 Allocation of resources under ICDS will have to increase substantially to not just expand coverage but to ensure availability of adequate infrastructure. For the proper functioning of an ICDS centre, it is essential to ensure that it is housed in a pucca building with a kitchen, baby friendly toilet, drinking water facilities and with adequate space for children to play. This becomes all the more important if we have to provide day care services to children under three. Availability of toys, utensils, weighing machine, mats and IFA tablets also has to be ensured. Thirty per cent of the funds allocated for ICDS should be earmarked for infrastructure development.

11.17 Resources also need to be earmarked for regular training of AWWs. Every AWC needs to be provided with a flexi-fund, administered by a committee comprising of women panchayat members, AWW, ANM, ASHA and representatives from mothers' groups. This fund should be utilised for fulfilling locality specific needs and for supporting local innovations in childcare.

11.18 As mentioned earlier, the Steering Committee was divided on the issue of a second Anganwadi worker. However, nobody disputed the fact that the present honorarium of the AWW needs to be enhanced and to be linked to performance. This would again require a substantial resource commitment.

11.19 Finally, NGOs and even corporate undertakings should be encouraged to adopt local Anganwadi centres and to augment the available resources for these centres. For instance, they could provide buildings, toys, additional supplementary nutrition (like a glass of milk or eggs), impart training, sponsor severely malnourished children, offer the services of a teacher to strengthen the pre-school component. They could also help with the management of AWCs.²⁸

11.20 The Ministry of Women and Child is already in the process of restructuring the ICDS programme. The recommendations offered in this section are a reflection of how the Steering Committee feels this programme should be restructured. However, any amount of restructuring will be unable to bring about a change in the health status of our population unless it is supported by parallel measures outside the ICDS system. Diarrhoeal diseases caused due to unavailability of clean drinking water are the leading cause of childhood morbidity and consequently childhood malnutrition and death. Providing clean drinking water at Anganwadis is essential but one must remember that for most of the day the child drinks water at home. Unless clean drinking water is available at homes, diarrhoeal diseases will continue. Similarly, toilets at ICDS centres are important to inculcate the habit among children, but unless the homes have toilets, children will continue to defecate in the open and be susceptible to worms and diseases. Detection of diseases and referral services at ICDS centre will be effective if and only if there is a functioning PHC where the child can get treatment. Thus ICDS will provide results only in a conducive environment. Currently, there exist a number of schemes to tackle the multifarious problems which

²⁸ The sub-committee of ICDS and Nutrition made some interesting recommendations for mobilising resources for the ICDS programme eg levying an Anganwadi cess and tax exemptions for monetary contributions to AWCs. However, as the Steering Committee did not discuss these recommendations, they have not been reflected here. These however, merit discussion.

assail our villages, towns and cities. The subsequent section on Convergence discusses how these departments can come together to ensure that not just ICDS but all our health and children related interventions are effective.

Rajeev Gandhi Crèche Scheme

11.21 The scheme in its present form is neither widespread enough to reach the target group of children/mothers effectively, nor able to provide quality meaningful day care services to all sub-groups in the 0-6 years age-group. To make the system effective, reach the target group and provide quality day care services, the following changes are recommended.

- Broaden eligibility to include wider categories of organizations - Self Help Groups, Mahila Mandals, women's organizations, labour unions, cooperatives, schools, Panchayats, tribal associations etc.
- To enlarge the reach of the scheme across the country include all groups and expand coverage.
- Lay down programme standards, measurable through input and process indicators.
- Alter the pattern of funding from a fixed schematic pattern to funding based on a per child norm.
- Monitor by results, through *output indicators* such as number of children year-wise enrolled in each age-group, work status and work timings of mothers, Crèche timings, daily menu etc. and *outcome indicators* such as growth monitoring records, immunisation records, morbidity records, individual health and activity records of children etc.

Girl Child

11.22 The Eleventh Plan will address child rights through the lens of gender justice. It will set out the pro-active, affirmative approaches and actions necessary for girl children in India to realise their rights and equality of opportunity. Age specific and setting-specific interventions will be put in place for appropriate and effective responses.

11.23 Considering the prevalent gender discrimination in society and the manifestation of this at all stages of a girl's development, the government will track how girls are faring in society. This will entail coordination with other sectors, monitoring and documentation of the impact of measures undertaken by the state. The status of the girl child and recommendations for the Eleventh Plan have already been discussed in the chapter on Women's Empowerment and this section should be read in conjunction with the earlier one.

11.24 There is need for tracking progress of girls within the ICDS programme, the proposed Integrated Child Protection Scheme and within all other sectors which have services for children, including Health & Family Welfare, Education, Labour, Social Justice & Empowerment, Ministry of Home Affairs among others. Access to services and monitoring progress of girls in each sector will be a top priority in the Eleventh Plan. In addition, the status and condition of the girl child will be used to gauge the effectiveness of development measures in reaching out to all children and removing inequalities. The well being of daughters in the community will also become the subject of government monitoring (with NGO assistance), covering every age and stage of childhood. Such vigilance must apply to all stages of a girl's childhood. Panchayats, gram sabhas and local self-government bodies should be brought into this surveillance. At district level, the District Magistrate (DM)/District Collector (DC) should take responsibility for monitoring the overall progress of the girl children.

11.25 The Eleventh Plan will initiate a review of all policies across sectors to examine how they reflect provisions and outcomes for girls. It will also examine sectoral communication strategies and how they reflect the rights of the girl child. MWCD will pilot special measures for improving the status of girls as well as initiate actions for assessing the impact of such measures on the actual condition and status of girls. The measures recommended to be taken in the 11th Plan are:

i) **Measures to ensure a balanced Sex Ratio:** National efforts to ensure the survival of the girl child and her right to be born, and to be an informed, secure and productive participating member of society will have to be multidimensional in nature with legislative, preventive, advocacy and programmatic inputs. State-level interventions will have to be based on accurate assessment of area-specific issues and factors. Sex selection/female foeticide will have to be treated as a crime and not just a social evil. Preventive, corrective/regulatory, and punitive actions to address foeticide and sex selection should be strengthened by ensuring coordination with the Ministry of Health and Family Welfare. Practitioners who indulge in sex determination and sex selective abortions lack medical ethics and commit a crime against society. Ministry of Health and Family Welfare should review the PNDT Act and its implementation. It must evaluate its existing administrative, enforcement and monitoring provisions, including setting up of the National Inspection and Monitoring Committee as per the directives of the Supreme Court. The Ministry must review the current Appropriate Authorities set under the PCPNDT Act for granting, suspending or cancelling registration of Genetic Counselling Centres and investigating complaints etc.²⁹ and, it must ensure stringent penalties and punitive action against erring persons. At the same time capacity building for the WCD Department in the states and their participation in Appropriate Authorities for monitoring implementation of the Act should be ensured.

Planning Commission should develop clear and realistic targets for reaching a natural sex ratio at birth (SRB), which is 105 males per 100 females. This will need to be monitored annually and its estimation at district level should be integrated into the Annual Health Survey. The states should be encouraged to monitor the SRB of institutional deliveries for each of facility and for the districts. Planning Commission could consider independent monitoring of this keeping in mind the crisis of the rapidly declining child sex ratio. A nationwide sensitisation and advocacy campaign with specific focus on the importance of the girl child should be launched to reinforce the view that *she is an asset and not a burden*.

ii) **Merger of the Kishori Shakti Yojana with Nutrition Programme for Adolescent Girls and its expansion to all districts:** An integrated approach taking into account life skills, nutrition and health of adolescent girls is the cornerstone of a healthy society. The new (merged) scheme will improve the nutritional status of adolescent girls, build their self-esteem, enhance their life skills and empower them socially and economically. It will create health and nutrition awareness and impart education to stop discrimination against girls. It will mobilise communities especially, women's groups and adolescent groups to immunise the girl child, promote breast feeding, prevent micro-nutrient deficiencies and malnutrition, and remove food taboos for girls so that nutritious food is provided to them during their growing years along with regular health check ups at PHCs.

iii) **Welfare and Development of Adolescent Girls (11-18 years):** Focused attention needs to be given to the welfare, development and empowerment of adolescent girls. Counselling centres for adolescents should be opened in all schools and information centres in every block. 'Balika Sanghas' should be developed in every village of the country. These groups can become the catalysts for creating an enabling environment and for empowerment of girls. Adolescent boys

²⁹ Generally the Authority consists of three members, one of whom is a medical officer.

should be co-opted, so that they become gender sensitive. Efforts should also be made to involve the family of adolescents and the community as a whole. The 11th Plan should attempt to raise the profile of the girls and support them in becoming change agents for themselves, their peers and the community, in general. Efforts should also to be made to converge programmes/ schemes of various different Departments and service providers from Government and Non-Government Organisations.

iv) **Enabling Education for the Girl Child:** Encouraging all girls to enrol in school and retaining them in the school system is vital. Other measures recommended in this context are:

- Community Vigilance Committees formed at village level under the Sarva Shiksha Abhiyaan must ensure that every girl in the village is enrolled and attends school regularly. This will not only improve the worth and self esteem of the girl child but also enable her to become economically productive and delay marriage.
- The educational system must be engendered. The MWCD should work in close collaboration with Department of Elementary Education and Literacy and ancillary bodies to ensure that curricula and syllabi are gender sensitive. The Ministry should also empower adolescent girls through “Balika Sanghas” to discuss these issues in peer groups.
- An important reason for girls dropping out of school is the lack of proper toilet and sanitary facilities. These have to be ensured. Efforts should be made through the Department of Education to increase the number of female teachers at all levels. Attempts should also be made to start bridge schools with a quality education package for girl children, especially street children, child labourers, seasonal migrants, who may not have been in the formal education system. These bridge schools should ultimately lead to their integration in the formal system.

v) **Pilot Scheme on Conditional Cash and Non-Cash Transfers:** Ministry of Women and Child development should introduce special schemes for improving the status of girls on a pilot basis. It also needs to assess the impact of these measures on the actual condition and status of girls. One scheme being run by the Ministry (on a pilot basis) and endorsed by the Steering Committee is the Pilot Conditional Transfer (Cash and Non Cash) Scheme in selected backward districts of the country to support desirable behaviour and practices. Under this Scheme, cash and non cash transfers will be provided to the family of the girl child (preferably the mother) on fulfilling certain conditionalities for the girl child, such as registration of the girl child; immunisation; enrolment and retention in school; and delaying the marriage age beyond 18 years. The scheme will also include a sub-component for providing insurance cover to the girl child. This will be in addition to the various existing incentives provided by the Centre and State However by itself the scheme may not change mindsets. It will be monitored closely to study the impact on community attitudes and practices. This pilot has already started ten Districts in the country.

vi) **Prevention of girl child abuse, exploitation and violence:** The Integrated Child Protection Scheme (ICPS) of the MWCD along with enabling legislations like the Offences Against Children Bill is expected to prevent girl child abuse and violence by strict enforcement of laws for rape, sexual harassment, trafficking, domestic violence, dowry and other related issues. Community Vigilance Groups along with Self-Help Groups and Youth Groups should ensure that girl children in the community are protected against abuse, violence and exploitation. These groups should work closely with Panchayats and Child Protection Cells being proposed under ICPS. Public discourse on abuse, exploitation and violence against girl child should be promoted to break the silence around these issues. At the same time, we need well thought out ‘rehabilitation packages’ with specific modules for specific types of abuse/ violence perpetuated so that the victim is properly rehabilitated and successfully reintegrated into society.

Girl Child

- A Pilot Scheme on Conditional Transfer (Cash & Non-Cash) for girl child
- Expansion of NPAG and its merger with KSY
- Enhanced advocacy and communication on girl child survival and declining child sex ratio
- Strict implementation and monitoring of the Prohibition of Child Marriage Act, 2006
- Review and implementation of existing legislations
- Co-ordination with other Ministries/Departments and Convergence of Services and monitoring of girl child outcomes
- A comprehensive National Policy and legislation to combat trafficking of children for all purposes.

Trafficking for Commercial Sexual Exploitation

11.26 Trafficking is one of the biggest challenges faced by children today. Both boys and girls are trafficked, girls being more vulnerable than boys. In the 11th Plan, MWCD needs to focus on a multi-pronged approach to combat trafficking. This should include legal reform in the law on trafficking (which is underway), preventive measures, rescue and rehabilitation measures, awareness generation and sensitisation and training and capacity building. Based on this approach the Steering Committee recommends the following measures:

- Strengthening the policy and legal framework to address all forms and purposes of trafficking. Emphasis should be on prevention, the role of the implementing authorities, rescue and rehabilitation, reintegration etc. Special attention should be paid to prosecution of offenders, victim protection and speedy justice and relief for victims.
- Comprehensive scheme with above components to combat trafficking and for rescue and rehabilitation of victims. The proposed scheme would consist of two components – one, for preventive activities to be undertaken through awareness generation programs like peer education, rallies, campaigns, posters, booklets, wallpapers, handbills, street plays, puppet shows or through any other traditional art, and use of radio and local newspapers. The other component would address rescue and rehabilitation of victims of trafficking for commercial sexual exploitation and provision of rescue cost, counselling to overcome psychological trauma, shelter home, medical care, legal aid, witness/victim protection, education, vocational training, networking with various stakeholders, repatriation and restoration etc.
- A Comprehensive Witness Protection Programme to protect victims from threats and intimidation of traffickers is also important
- Specially designed strategies to combat trafficking for sexual exploitation in different areas like child sex tourism, child pornography, sexual exploitation at places of pilgrimage and in the film industry etc.
- Mapping of vulnerable and high-risk areas (especially areas affected by natural and manmade disasters) and creation of a tracking system for trafficked victims to enable their rescue and repatriation.
- Strengthening information networking between different
- Capacity building for all functionaries in the justice delivery and services process stakeholders - intra-State, inter-State and within the region. The database of trafficked and rescued victims, number of arrests and convictions needs to be strengthened.

- Setting up a dedicated Nodal Cell in the MHA for Prevention of Trafficking. This cell should be set up and made operational immediately as it would coordinate, network and provide feedback to State Governments and other concerned agencies. It would also share data inputs, best practices, innovations etc. on a sustained and continuous basis to enable better outcomes.
- In addition, 30% personnel in police forces should be women
- Anti Human Trafficking Units need to be set up in States
- Sustained livelihood options in high trafficking risk regions/families especially can go a long way in preventing trafficking. Programmes for Children of Sex workers as a preventive measure are important.
- Formation of Community vigilance groups and Balika Sanghas in source areas and disaster prone areas. Involvement of local institutions such as Panchayats for tracking outbound movements of children.
- Childlines should be established and widely publicised at village level.
- Strengthening regional and overseas initiatives to prevent cross-border trafficking and also enable rescue and repatriation of children to their countries of origin. A Protocol for inter-country rescue (especially among SAARC countries) and repatriation with facilities within the Embassies and High commissions for immediate response, and support needs to be formulated.

Prohibition of Child Marriage

11.27 The government should implement the Child Marriage Act, 2006. MWCD should partner Civil Society groups, PRIs, community based organizations, self help groups, maulvis/pandits/priests/other religious leaders to mobilize, develop and promote community initiatives to support delayed marriage. Compulsory Registration of Marriages should be ensured

Child Protection- A holistic approach

11.28 The Approach Paper to the Eleventh Plan talks of creation of a protective environment wherein the rights of all children are protected. 'Child Protection' refers to protection from violence, exploitation, abuse and neglect. Violations of the child's right to protection, in addition to being human rights violations, are also the under-recognized and under-reported barriers to child survival and development. Children subjected to violence, exploitation, abuse and neglect are at risk of shortened lives, poor physical and mental health, vagrancy, educational problems (including dropping out of school), poor parenting skills later in life, homelessness and displacement.

11.29 In its simplest form, child protection addresses every child's right not to be subjected to harm. India has recognised the right to protection for its children through its Constitutional Commitments and the laws, policies and programmes it has put in place over the years. It has recognised that some children are in

CHILD PROTECTION

'Child Protection' is about protecting children from or against any perceived or real danger/risk to their life, their personhood and childhood. It is about reducing their vulnerability to any kind of harm and in harmful situations; about protecting children against social, psychological and emotional insecurity and distress. It must ensure that no child falls out of the social security and safety net and those who do, receive necessary care and protection to be brought back into the safety net.

Child protection is integrally linked to every other right of the child. The failure to ensure children's right to protection adversely affects all other rights and the development of the full potential of the child.

Child protection is about protecting every right of every child. It must also relate to children's capacity for self-reliance and self-defence and to the roles and responsibilities of family, community, society and State.

“Especially difficult circumstances”³⁰ such as child labour, street children and children under the juvenile justice system, and has made specific programme interventions for them. But it is important to recognise that every child has a right to protection. This not only includes children who are in difficult circumstances and who have suffered violence, abuse and exploitation but also those who are not in any of these adverse situations and yet need to be protected to ensure that they remain within the social security and protective net. The enactment of protective or preventive laws is not a solution unless they are enforced. Protective and caring governance would go even further than law enforcement.

The Eleventh Five -Year Plan offers an opportunity to re-examine the protection challenges facing the nation, and the Plan preparation process is a reminder to India’s planners and decision-makers that failure to invest in securing the survival, protection and overall well-being of children is a failure to invest in national development and progress. The deprivations and privations children face today should not continue to be a blot on the national canvas. Recent events such as the missing children of Nithari have once

The Approach to Child Protection

11.30 The Government’s approach to child protection so far has addressed largely those children who have already missed the protective net and fallen into difficult circumstances. The existing schemes do not cover all the categories of children in difficult circumstances and thus fall short of reaching the most vulnerable. Even where the interventions exist, for instance, institutional care for children in difficult circumstances, there is much room for improving the infrastructure and expanding the outreach. The quality of services needs up-gradation and regional imbalances need to be addressed. What is required is to adopt a holistic approach to protection through the creation of a *protective environment* whereby children are prevented from falling into harm, and specific measures are undertaken to address needs of those already in difficult circumstances. For building this comprehensive understanding of children’s right to protection, it becomes important to adopt both *a preventive and a protective approach* to child protection.

11.31 In all these years, application of the preventive approach has been limited to programmes like awareness generation, media advocacy, training and capacity building of various stakeholders, legal literacy, sex education in schools etc. A rights-based approach calls for addressing the root causes of any social problem. Such a proactive approach includes needs mapping of areas to identify potentially vulnerable families and families with risky behaviour and addressing the situation of children both for reducing vulnerability before they fall into harm and post - harm interventions in the form of rescue, rehabilitation and re-integration. Accordingly, a new scheme viz., the Integrated Child Protection Scheme (ICPS) is proposed to be implemented in the 11th Plan which will be based on the following key principles:

³⁰ “It includes orphans, street children, beggar children, migrant children, children affected by man made and natural disasters, drug addicts, children of nomads, refugee children, slum and migrant children, children of commercial sex workers, children of prisoners, children affected/ by in armed conflict, displaced children, evicted children, young children in charge of siblings, children born as eunuchs or brought up by eunuchs and other children who need care and protection”. National Plan of Action for Children,2005

Principles for Interventions on Child Protection for the Eleventh Plan

- i) **Child protection a shared responsibility:** The responsibility for child protection is a shared responsibility of government, family, community, professionals, and civil society. Each role must be articulated clearly and understood by all engaged in the effort to protect children. Government has an obligation to ensure a range of services at all levels. Child protection services need to be provided at the community level through community groups and institutions.
- ii) **Coordination and inter-sectoral linkages between Ministries/Departments at the national and state levels:** Education, Health, Labour, Urban Affairs, Rural Development, Home Affairs, Tourism, Information Technology, Legal Affairs, Social Justice and Empowerment, Youth Affairs and Information and Broadcasting, should integrate child protection measures in their policies and programme delivery. Similar linkages should be developed at state and district level with all relevant sectors for child protection through the proposed State and District level Child Protection Units.
- iii) **Reducing child vulnerability:** Interventions will include systematic preventive measures not just programmes and schemes to address protection failures at various levels. A strong element of prevention will be integrated into programmes, converging the provisions and services of various sectors on the vulnerable families, like livelihood support(NREGS), SHGs, PDS, health, child day care, education, to strengthen families and reduce the likelihood of child neglect , abuse and vulnerability.
- iv) **Strengthening families:** There is a need to shift the focus of interventions from an over reliance on institutionalization of children and move towards more family and community –based alternatives for care. Children are best cared for in their own families and have a right to family care and parenting by both parents. So the thrust should be to strengthen the families to care for and protect the child by capacity building, family counselling and linking them to development and community support services. Reintegration of victims into families and communities also needs to be strengthened.
- v) **Establishing standards for care and protection:** It is critical to ensure that all protection services are as per prescribed standards, protocols for key actions and monitored regularly. Institutionalisation must be for the shortest period of time with strict criteria being established for residential placement and all cases of institutionalization reviewed periodically.
- vi) **Providing child protection professional services at all levels and capacity building:** There is a need for varied special services for the many situations of child neglect, exploitation and abuse, including for shelter, care, psychological recovery, social reintegration, legal services etc. which have to be professional and child-focused. Protection services require skilled, sensitive staff, equipped with knowledge of child rights and standards of care and protection. Capacities of all those in contact with children require strengthening on a continuing basis, including families and communities.
- vii) **Strengthening crisis management system at all levels:** First response and coordinated inter-sectoral actions for responding to crisis need to be established and institutionalized.
- viii) **Addressing protection of children in urban poverty:** Children in urban poverty suffer from many disadvantages - constant threat of eviction, exclusion from basic services, social turmoil, and the stretched capacity of adults to function as adequate caretakers due to poverty. Thus the need for developing a strong social support and service system.

ix) **Strengthening Legal Framework, implementation and monitoring:** The need for a holistic and comprehensive approach to child protection and the development of a protective environment for children has led to the drafting of an Integrated Child Protection Scheme (See Annexure 2) which will bring together multiple vertical schemes under one comprehensive child protection scheme. The ICPS is being piloted in a few districts in the first year and will be extended to other districts subsequently.

x) In addition to this other **existing legislations need to be reviewed and amendments carried out** in line with agreed constitutional and international commitments.³¹ Inconsistencies between different laws should be removed.³² At the same time, a review of existing and new policies of the government from different ministries (eg agriculture, infrastructure development etc) needs to be undertaken to ensure that it does not make children unprotected.³³

xi) **Setting up of child friendly police stations:** Under the Juvenile Justice Act, Special Juvenile Police Units are to be created for dealing with children who are victims of violence and exploitation, who need care and protection and who are in conflict with law. MWCD has sent a proposal to the MHA to set up Women and Child desks in thanas. This proposal is pending with the MHA. In Orissa, however, special *Mahila and Sishu* desks have been set up, especially to deal with victims of trafficking. (See Annexure 3)

xii) **Child impact monitoring:** All policies, initiatives and services will be monitored for their child impact and reports made public. Especial child-friendly reports on will also be released for children so understand policies and their impact.

xiii) **Children's life skills, knowledge and participation:** To create a protective environment imparting appropriate life skills to all children, especially the most vulnerable is vital. Children need to be provided with safe and protective channels for participation and self-expression. The 11th plan should institute special measure for imparting life skills to out of school children.

xiv) **Human Resource Development and Counselling Capacity Development:** Develop an improved and expanded provision of training in counselling and child rights, and increase availability of counselling services for children.

xv) **Gender Sensitive Interventions:** The programme framework will lay emphasis on the Girl Child. It will also focus on the most socio-economically marginalised children.

³¹ Such as Adopt a uniform legal definition of child Amendments to the IPC, CRPC and Evidence Act to provide and strengthen the legal framework for children and ensure witness protection; legal provisions to address all forms of trafficking of children and ensure that all trafficked children are always treated as victims; ensure adoption right for children of all religions, in accordance with the strict regulations reflected in article 21 of the Convention on the Rights of the Child; inheritance rights for all adopted children. This would include scrutiny of religious and personal laws both at the national and state levels, review of the legal framework for domestic and international adoption and taking all necessary measures, including the adoption of new guidelines by the central authority, to implement the 1993 Hague Convention on Protection of Children & Cooperation in respect of Inter-country Adoption, 1993; removal of declaration on Article 32 of the UNCRC.

³² For example while the 86th Constitutional amendment provides for fundamental right to education to all children in the 6-14 age group, the Child Labour (Prohibition and Regulation) Act, 1986, allows children to continue to work in non-prohibited occupations and processes. This is in violation of their fundamental right to education.

³³ As a result of our agricultural policies farmers are committing suicide. Their children are rendered orphans or destitute. They are the most vulnerable targets for child labour, sexual exploitation and trafficking. Studies have shown that the population policy with its two child norm along with strong son preference has been responsible for increase in sex selective abortion leading to foeticide.

Child Protection

- Initiation of a newly centrally sponsored Integrated Child Protection Scheme (ICPS)
- Review of existing legal provisions and necessary amendments
- Strengthening and implementation of law
- Inter-sectoral and inter-ministerial convergence for protection of children (such as integration of protection with Crèche and Day Care Programme)
- Review and reorganization of Adoption System in India
- Human resource development for strengthening counselling services
- Data systems, research, advocacy and communication
- Increased allocation for child protection
- Child impact audit to ensure that interventions of the government do not decrease protection for children making them more vulnerable to abuse and exploitation
- Setting up and strengthening the National Commission for the Protection of Child Rights, nationally and in the States

11.32 The basic objective of ICPS will include expansion and improved reporting and redressal mechanism, improved institutional care, promoting quality non-institutional and alternative care, counselling and family support, training and capacity building, child tracking and child protection data management etc. The on-going schemes of Integrated Scheme for Street Children, Scheme for Welfare of Working Children in need of care and protection, Shishu Greha Scheme, Scheme for Prevention and Control of Juvenile Social Maladjustment will get merged under the launching of ICPS. ICPS will also have a component to promote child adoption through the Central Adoption Resource Agency (CARA).

11.33 The other major on-going are new initiatives to continue in the 11th Plan will be as follows:

National Commission for the Protection of Child Rights

11.33.1 The National Commission for Protection of Child Rights has been notified and a Chairperson appointed. The process for setting up full Commission is underway. One of the major responsibilities of the Commission is to monitor and report on implementation of child rights in India. M/o WCD now needs to follow up with State Governments and UT Administrations for constitution of State Commissions at the earliest.

Offences against Children Bill, 2006

11.33.2 In order to deal with the incidence of abuse, exploitation and neglect of children in the country, the Ministry of Women and Child Development, Government of India has considered enactment of a separate law. The Ministry has prepared a draft Bill, which aims at identifying incidence of offences against children and protecting them from offences; punishing persons who have committed offences against children; and setting up rules to fulfil its objectives.³⁴

Allocation of resources

³⁴ Offences Against Children Bill (proposed), 2006, Ministry of Women and Child Development, Govt. of India

11.33.3 In addition to the implementation, review, amendment and examination of laws, adequate financial and human resources should be provided for the establishment of mechanisms and structures necessary to implement the law and for the capacity development of all functionaries.

Intersectoral Convergence

11.33.4 The Steering Committee recognizes the need for a holistic programming approach, which links the work of different sectors and integrates their impact on the child. It feels that the M/o WCD has a nodal role in coordinating the translation of the Constitution and other national laws and policies, Millennium Declaration and MDGs, National Plan of Action for Children, 2005 and international and regional treaty obligations into effective programmes for children, encompassing the entire period of childhood and removing disparities in access due to any reason.

11.33.5 The National Plan of Action for Children 2005 calls for collective commitment and action by all sectors and levels of governments and partnership with families, communities, voluntary sector, civil society and children themselves. As monitoring of the implementation of the National Plan of Action for Children and reporting on the status of children and the realization of their rights, is the focal function of the M/o WCD, the Ministry needs to focus on inter-sectoral coordination and convergence during the Eleventh Plan period. It is important to clearly define the areas for coordination and convergence, create mechanisms for it and support its integration in the functioning of different Departments and Ministries to accelerate outcomes for children.

11.33.6 It is also critical that other Ministries and Departments recognize the importance of integrating child rights in their programming. Lateral linkages must be established with different sectors viz. Education, Health, Rural Development, Labour, Urban Affairs, Legal Affairs, Home Affairs etc. and with different Departments and Ministries of Central and State Governments, including Local Self-Government, PRIs etc. Even within M/o WCD, linkages with ICDS and women's programming are crucial for strengthening the protective environment for children, and for empowerment of women. For example, the threats faced by children during their early childhood years need to be recognized and the staff of these programmes and families of children equipped to build safeguards against abuse and exploitation, recognise signs of abuse and report such cases for appropriate support and action. Thus the approach towards achieving convergence of services should include the following elements:

- i) Creation of an institutional mechanism for coordination at the policy-making, supervisory, implementation and functional levels down to the village
- ii) Designing a suitable strategy to respond to local needs in view of the vast differences in social settings and levels of development in different areas.
- iii) Decentralization and flexibility in providing services to target groups. This would require local planning and participation of Panchayati Raj bodies, women's organisations and NGOs.
- iv) Shift in segregated approach of delivery of services to a more integrated and holistic approach leading to administrative efficiency and better cost-effectiveness. This will result in substitution of the present paternalistic approach by a client driven approach involving village leaders through awareness generation for effective articulation and community participation.

11.33.7 It is important to build a framework for coordinated planning and monitoring during the Eleventh Plan. Details will have to be worked out based on the finalized programming framework. However, it is imperative that resource allocation, regular coordination and monitoring mechanisms are agreed and put in place and the basic responsibility for integrating protection and gender issues as a key responsibility of other sectors is accepted.

Integration of child rights into other Ministries/ Departments:

11.33.8 In addition to this, every Ministry /Department should review their own policies, programmes, services, laws, budgets and procedures to examine how they can incorporate and integrate better development and protection of children. Some of the general aspects are:

- Each sector to specifically monitor exclusion/disparity reduction in access to services arising due to all causes (gender, class, caste, urban/rural, special groups like migrants, tribals, geographic area etc.). Collect and make available this data on situation of children. This data should be further disaggregated by gender and other disadvantaged categories
- Ensure strict enforcement of laws for protection and development of children
- Establish quality standards/norms for services for children in the sector and monitor them regularly.
- Each sector to review and ensure provision of adequate numbers of skilled professionals for effective delivery of services for children.
- Define child development and protection safeguards and preventive measures clearly so as to ensure best interest of the child
- Each sector to develop clear child development and protection guidelines.
- Each sector to examine and integrate children's participation in the policies and programmes and to establish child-friendly procedures in services.
- Each sector to integrate specific measures for improving access to services for girls and addressing non-discrimination in its service delivery.
- Each sector to do child budget analysis and ensure adequate and efficient expenditures and carry out outcome monitoring.
- Each sector to publish reports on progress of child indicators including child development and protection measures being implemented.
- Full participation in mechanism for coordination and review of inter-sectoral actions for child development and protection.
- Each sector to carry out child impact analysis of their policies and programmes.

11.33.9 In order to ensure adequate coordination and convergence for achieving the goals for children, M/o WCD will expand participation and instil new vigour into the National Coordinating Group at the central level and encourage the establishment of similar groups at State level as well. The effective functioning of this mechanism will be crucial for ensuring better outcomes for children and safeguarding their rights.

Child Budgeting

11.33.10 In 2001, for the first time, 'Child Budgeting' was used as a tool to monitor public funding on children through a decadal analysis of the union budget undertaken from a child rights perspective. Two further attempts were made in 2003 and 2004. The Department of Women and Child Development (now M/o WCD) took a step in this direction in 2002-03. The child budgeting exercise was discontinued by D/o WCD in 2003-04, but subsequently resumed in 2004-05 and is currently being undertaken in partnership with UNICEF. Analysis of the allocations made in the budget and the actual expenditure incurred subsequently on different sectors/programmes/schemes point towards the priorities of the government.

11.33.11 'Child Budgeting' represents an important policy analysis tool that can help to take stock of development investments for children and identify glaring gaps in resource allocation and utilisation. Sufficient resource backing for a policy framework is the first step towards realising Constitutional and other national policy commitments. Budgetary analysis also helps to map the areas, which are relatively neglected.

11.33.12 Having ratified the UN Convention on the Rights of the Child (1992) India is obliged to submit periodic reports on its progress in realising the rights of all children to the Committee on the Rights of the Child. The Concluding Observations made by Committee on the Rights of the Child in January 2004, stated:

Make every effort to increase the proportion of the budget allocated to the realisation of children's rights to the "maximum extent ... of available resources" and, in this context, to ensure the provision, including through international cooperation, of appropriate human resources and to guarantee that the implementation of policies relating to social services provided to children remain a priority; and

Develop ways to assess the impact of budgetary allocations on the implementation of children's rights, and to collect and disseminate information in this regard.

(Thirty-fifth session vide letter no. CRC/C/15/Add.228, dated 30 January 2004)

11.33.13 Recognising this, the Government of India announced that it would undertake child budget analysis on 26 October 2005. Subsequently it has been made a part of the National Plan of Action for Children.

The National Plan of Action commits the allocation of the required financial, material, technical and human resources from the Central and the State Government to ensure its full implementation. Investing in children lays the foundation for a just society, a strong economy, and a world free of poverty.

Ministries and Departments with specific child budgets and plans should ensure 100% spending and should also enhance budget in view of large child population. Where no overt child budget is available, the demarcation should be made of child budget, spending and monitoring.

- Establish a systematic assessment of the impact of budgetary allocations and macroeconomic policies on the implementation of children's rights.
- Based on assessment of budgetary expenditure on children, review and enhance financial provisions and allocation.
- Ensure that priority is given to economic, social and cultural rights of children in budget allocations, with particular emphasis on the enjoyment of these rights by children belonging to the most disadvantaged groups.
- Ensure that adequate proportion of social expenditure is devoted to children at national, regional and local level.
- Ensure that all competent national, regional and local authorities are guided by the best interests of the child in their budgetary decisions and evaluate the priority given to children in their policy-making.
- Ensure coordination between economic and social policies.
- Ensure that disparities between different regions and groups of children are bridged in relation to the provision of social services.

11.33.14 Better outcomes in any sector, for instance, education, health or rural development, depend not just on allocations but also on proper utilization of those allocations. In India, there are many non-financial constraints that impede progress in several sectors, especially the social sector. However, financial constraints could pose serious challenges to development in any sector, and hence the focus on identifying such constraints and making efforts for their removal is essential.

Chapter-XII

Child Rights during 11th Plan: Recommendations

12.1 An environment must be created so that children do not become more vulnerable or prone to exploitation. The rights of all children must be protected everywhere — at home, in school, on the streets, and at all times, in times of peace or conflict or calamity. A piecemeal approach, directed at certain needs of children, is no longer enough.

12.2 The responsibility of creating a protective environment, which ensures the child's rights to survival, development and participation, lies with the government.

12.3 A holistic commitment to the child in the Eleventh Plan calls for a shared vision, intent and effort, inter-connectedness of action, and a synergy across sectors and Departments/ Ministries.. These links have to be recognized to ensure a holistic approach to child rights, particularly children's right to protection.

12.4 At the same time it is important to remember that while children have equal rights, their situations are not uniform. Their needs and entitlements are area-specific, group-specific, culture-specific, setting-specific and age-specific and demand different sets of interventions.

12.5 The concept of exclusion is multidimensional and includes the reinforcing socio-political factors that are the basis of discrimination and disadvantage. The Steering Committee believes that it is not so much the multi-faceted manifestations of exclusion that must be tackled, but rather “the root causes of exclusion and the factors making children invisible”.

12.6 In spite of initiatives by the government children continue to be excluded from access to health, nutrition, housing, education, justice and proper rehabilitation upon economic migration and internal displacement. The 11th Plan document should adopt specific child focus on every development initiative, with particular attention to the girl child, the disabled or those belonging to marginalized communities. This can be done through the adoption of child rights indicators for conducting cost benefit analysis as well as assessing impact of all initiatives under all ministries or departments.

12.7 Following the 86th Amendment to the Constitution, making education for children in the 6-14 age group a fundamental right, the below sixes were left out. It is for this age group that early childhood care is critical in the form of child care programmes, crèche programmes and pre-school interventions. The gap between the number of pre school children and available pre school services is very large. Moreover, there are disparities in provision of ECE in rural and urban areas. The young child is also faced with under-nutrition and malnutrition. This calls for strengthening schemes and programmes that address the needs of the young child. The reach of existing schemes such as the ICDS and the Rajeev Gandhi Crèche Scheme need to be widened and their quality of services improved for early childhood development.

12.8 The phenomenon of missing daughters is the biggest challenge to India's growth and development today. The use of sex determination techniques tends to be more in the most modern and developed districts. This calls into question the argument that the market economy undermines the patriarchal authoritarian and male –biased traditional attitudes and spreads egalitarian values. In the 11th Plan, policies have to address the concern that inculcation of the market economy seems

to only enhance gender inequality as reflected in a declining child sex ratio, female foeticide and infanticide indicators.

12.9 Child marriage is a violation of human rights whether it happens to a girl or a boy, but it represents perhaps the most prevalent form of sexual abuse and exploitation of girls. Victims of early marriages and motherhood, they are highly susceptible to anaemia, which is often responsible for miscarriages, stillbirths, premature births, low birth-weight babies and maternal mortality during childbirth. The 11th Plan has to provide special focus to address the issue of child marriage.

12.10 Adolescent girls first came into the ambit of development planning in the context of reproductive health. Until recently, they were being addressed as prospective mothers rather than individuals with human rights. Such restricted understanding of our schemes and programmes has further affected the growth, development and protection of the 11-18 year olds and should be addressed separately.

12.11 Kishori Shakti Yojana (KSY) needs both expansion and improvement. It is suggested that there should be a clear criteria for selection ensuring that girls belonging to BPL families, scheduled tribes, scheduled castes, minorities and disabled, all get covered.

12.12 India is home to the highest number of child labourers in the world. The rehabilitation of these children including shelter, education, food, health etc needs to be ensured and a return to families expedited based on a review of their situation.

12.13 The responsibility of addressing the issue of child labour rests with the Ministry of Labour. Existing interventions for rescue and rehabilitation of child labour only address children in hazardous or prohibited occupations. For mainstreaming child labourers in education, which is the commitment of government under the Article 21A of Indian Constitution, the Ministry of Labour along with the Planning Commission will have to plan a higher outlay for NCLP in the Eleventh Plan.

12.14 Child Trafficking, Child Sex Tourism and Child Pornography are problems that the society is increasingly being confronted with. Trafficking exposes children to violence, sexual abuse and HIV infection and violates their right to grow up in a safe family environment and have access to education and protection. The 11th Plan must pay special attention to address the problem of child trafficking

12.15 The situation of the children born to prostitutes is a matter of concern. Their status isolates them from the mainstream and places them on the lowest social rung. Unless their needs are addressed early, these children too will be victims of sexual exploitation. Affirmative action to ensure that they have access basic services and that their rights are secured, will protect them from further abuse. Childline service network needs to expand to every district of the country. Swadhar should also be seen as a scheme for the protection of the girl child. While expansion of Swadhar must continue in the 11th Plan, there should be higher investment in helplines to make them more functional and making such services widely known.

12.16 Three pilot projects under Scheme for rescue of victims of trafficking have been initiated—two in source areas and one in destination area. All projects under the scheme are one-year pilots. The lessons learnt can be replicated and up-scaled for wider outreach in the Eleventh Plan period. The scheme of Relief and rehabilitation of rape victims has to take off to mitigate the sufferings of rape victims and pay them some compensation. The target group of the scheme is only women or girls who are victims of rape. Boys too fall prey to sexual abuse, including rape and need such measures for their protection and rehabilitation and should also be included in the scheme.

12.17 Action needs to be taken in the 11th Plan to ensure that the children affected and infected by any HIV/AIDS are not excluded from any developmental initiative, and they do not face discrimination because of their situation.

12.18 For 'children in conflict with the law' a just juvenile justice system needs to evolve which would strongly advocate diversion (directing children away from judicial proceedings and towards community solutions), restorative justice (promoting reconciliation, restitution and responsibility through the involvement of the child, family members, victims and communities), and alternatives to custodial sentencing (counselling, probation and community service).

12.19 Street children or children living and working on the streets are a common phenomenon in urban India. In the absence of adequate housing in the cities, these children are often exposed to exploitation, deprivation and harassment from the police. They are vulnerable to hunger and malnutrition, lack of health care, lack of education, physical and sexual abuse, substance abuse and STI/HIV/AIDS. Many are forced into begging by adults. Another set of children who are often neglected are the children of prisoners. They are also vulnerable to abuse and exploitation. In addition, internally displaced children, those emergency situations such as disasters (natural and manmade), need special interventions designed for them. Further children affected by left wing Naxal movements must be provided necessary care and protection under the juvenile justice legislation. They need to be provided a protective environment by strengthening the juvenile justice mechanism and through training and sensitization of the police and judiciary. A cadre of counselors needs to be built in the years to come to prevent children from running away from homes or taking to drugs etc. and also to help children post-victimization.

12.20 An Integrated Programme for Street Children aims at preventing destitution of children and facilitating their withdrawal from life on the streets. Street children include many categories of children such as child beggars, children addicted to drugs, street children affected by HIV/AIDS, rag pickers etc., each of them requiring specialized attention. A more comprehensive and targeted approach is thus required to deal with the specific situations of all street children.

12.21 It is critical to see disability as a child protection issue and should be dealt accordingly.

12.22 The Ministry of Women and Child Development has now enhanced mandate of dealing with not only policies relating to children but also a comprehensive range of programmes relating to child development and protection. The integration of key issues relating to children in one portfolio promises better coordination and improved efficiency. A separate Child Protection Division within NIPCCD has been proposed under the Integrated Child Protection Scheme (ICPS) to strengthen NIPCCD for carrying out this additional responsibility of training and capacity building as well as research and documentation on child protection issues. In the Eleventh Plan, the strengthened NIPCCD with the support of its regional centers and the State/District Child Protection Units and State Adoption Cells under the proposed ICPS and voluntary sector will fulfil this responsibility. The Institute will increase outreach of its training programmes to NGOs and develop new modules of training.

12.23.1 There is a need to recognise that the situation of children is the best human development indicator for the nation and to use it as the key indicator for the Five-Year Plan, across all sectors.

12.23.2 While all children are vulnerable, there are some who are more vulnerable than others. Some of them have been identified as children in difficult circumstances by the government. These children need special attention.

12.23.3 Children continue to face discrimination and exclusion on the basis of their gender, age, ethnicity, religion, caste or physical and mental disability. The girl child within all groups is the most vulnerable. While it is recognised that this requires attitudinal change in society, and that is the long term objective, short term measures in the form of programmes and schemes need to be designed to address the immediate situation.

12.22.4 The growing number of child labourers, sexually abused children, trafficked children, and children in conflict with law, street children, those affected by HIV/AIDS etc. need urgent attention.

12.23.5 The current initiatives for protection of children are designed to be *ameliorative* in nature. While the initiatives to identify these children and rehabilitate them are critical, there is an urgent need to address their exclusion through legislative changes and programmatic interventions, so that children can grow up in a protective environment.

12.23.6 While the process of adoption needs to be simplified and streamlined to encourage more and more people to adopt children who need homes, it is also important to plug all the loop holes that allow for trafficking of children etc.

12.23.7 Successful implementation of services is dependent on availability of trained personnel. Teachers, PRI representatives, bureaucrats and other implementation personnel who deal directly with children need to be adequately equipped in terms of their knowledge and capacity.

12.23.8 Good planning and implementation requires a good database. Large gaps exist both in quantitative and qualitative data on children along with the absence of data management systems and should have to be addressed to.

12.23.9 Initiatives for children are dispersed between departments and ministries. There is need for convergence of personnel and lateral linkages with essential services for children like education, health, police, judiciary, etc., to enhance outreach and improve quality of service.

12.23.10 The 11th Plan has to provide adequate allocation of resources-financial and human, to address the needs of all the children.

12.24 The interventions and programmes recommended for the 11th plan period should include improving the reach and quality of existing programmes and formulating new schemes to address hitherto un-addressed areas and issues based on National Policy for Children, 1974; National Charter for Children, 2004, which makes special mention of the importance of protecting the rights and dignity of girl children; National Common Minimum Programme, and the National Plan of Action for Children 2005.

ICDS

12.25 The present ICDS programme does not have the critical component of day care in the package of services. Only ICDS can reach every child and every mother, in every nook and corner of the country and is mandated to do so.

12.26 Universalisation with quality has to be the core objective of ICDS. This would mean that (i) every hamlet has a functional Anganwadi with adequate infrastructure (or a mini-anganwadi for tiny settlements) (ii) all children under six and all eligible women have access to ICDS services (iii) the quality of services offered at the AWC is ensured through regular community based monitoring and increasing involvement of stakeholders.

12.27 The first and foremost task under the 11th Plan would be to set targets for AWWs for child nutrition, healthcare, immunization and early childhood education. Since the condition of children and their problems vary from region to region and even within districts, these targets and objectives need to be district or block specific. A District level committee comprising of the District Collector, District Health Officer, Women Panchayat Members and Mothers Groups should be set up in every district and they should determine the targets for ICDS. Performance of the ICDS centres should be evaluated against these targets and well-performing centres should be rewarded.

12.28 In the 11th Plan, community involvement should be the strategy for ensuring better functioning of ICDS centres. A village level committee comprising of mothers or representatives of mothers' groups, AWW, ANM, ASHA, women Panchayat members should be constituted to look at issues like appointment of AWWs and helpers (which should take place through an open Gram Sabha with at least 60% attendance), content of supplementary nutrition, procurement and preparation, meeting the targets set for the ICDS and organisation of monthly Mother and Child Health Days. The AWW should be answerable to this committee and the committee should have the power to recommend to the district level committee (which should have the power to remove non performing workers) removal of the AWW, ANM, ASHA or Helper by a simple majority. It is this committee which should be entrusted with the proper use of flexi-funds being suggested for AWCs.

12.29 ICDS should provide hot cooked meals according to local taste at the Anganwadi centres. In areas suffering from chronic hunger and poverty, a glass of milk should be provided to the children everyday. The preparation of meals should be entrusted to SHGs or Mothers' Groups, as per decision of the Village Committee.

12.30 ICDS is not just a feeding programme. Its objective is to provide comprehensive care to children under six and to pregnant and lactating women. For this, it is important to ensure growth monitoring, immunization, ante-natal care, nutrition and health counselling. Monthly Mother and Child Days have proved to be an effective way of providing comprehensive services at AWCs. AWWs should also be equipped with proper Nutrition and Health Education Kits (containing pictorial manuals which explain malnutrition in simple terms).

12.31 Malnutrition usually sets in before the age of two and is very difficult to reverse after this age. Unfortunately, it is this age group- the under three children- which is often left out of the ambit of ICDS. The first task of the ICDS should be to ensure the health – nutritional status, ANC, immunisation- of pregnant women. They also need proper counselling, iron, folic acid supplements. The AWW needs to promote exclusive breastfeeding for children up to 6 months of age. Lactating women should be counselled and provided with adequate nutrition. The third group of people, is children in the 6 months to 3 years age group. They need more than nutrition. They need proper care and growth monitoring. Currently, the ICDS programme only provides Take Home Rations and in some cases, weaning foods for these children. However, what is needed is a comprehensive day care service to look after these children and to feed them at regular intervals. This Steering Committee recommends that conversion of ICDS centres into ICDS-cum-creche should be initiated in a few districts on a pilot basis. Ideally, this should be areas where hunger and poverty are endemic and women cannot afford to leave work to feed their babies.

12.32 So far as preschool education for children in the 3-6 years age group is concerned a second Anganwadi worker should focus on imparting same. While pre-school education is extremely important, there is perhaps a greater need to begin by tackling issues relating to child nutrition and health and then proceed towards this aspect of ICDS.

12.33 The final target group under the ICDS is adolescent girls. It is extremely important to reach out to this segment of the population to break the cycle of ill-health. More than supplementary nutrition, these girls require proper counselling. The ANM and AWW need to conduct a monthly meeting to educate and counsel this age group.

12.34 Recruiting a second Anganwadi worker or convergence with ASHA and ANM alone will not make the AWCs effective. The AWWs and helper, along with the ASHA need training jointly in child care, health, nutrition and hygiene.

12.35 The ICDS centres are supposed to collect a host of data which can provide valuable insights into the state of health and nutrition in our villages. If collected properly and checked regularly (through random sampling) this data can also indicate the performance of the AWCs. Based on this information, a performance appraisal system for AWCs should be worked out. Well performing AWCs should be incentivised in terms of monetary incentives and by promoting them to the posts of ANMs, Supervisors and CDPOs etc.

12.36 Social audits of ICDS by NGOs and by the Village level committee should be encouraged. At the same time, a system of concurrent third party evaluation through professional bodies should be established.

12.37 For the proper functioning of an ICDS centre, it is essential to ensure that it is housed in a pucca building with a kitchen, baby friendly toilet, drinking water facilities and with adequate space for children to play. Availability of toys, utensils, weighing machine, mats and IFA tablets also has to be ensured. Thirty per cent of the funds allocated for ICDS should be earmarked for infrastructure development.

12.38 Resources also need to be earmarked for regular training of AWWs. Every AWC needs to be provided with a flexi-fund, to be administered by a committee comprising of women panchayat members, AWW, ANM, ASHA and representatives from mothers' groups. This fund should be utilised for fulfilling locality specific needs and for supporting local innovations in childcare.

12.39 NGOs and even corporate undertakings should be encouraged to adopt local Anganwadi centres and to augment the available resources for these centres.

Rajeev Gandhi Crèche Scheme

12.40 The scheme in its present form is neither widespread enough to reach the target group of children/mothers effectively, nor able to provide quality meaningful day care services to all sub-groups in the 0-6 years age-group. To make the system effective, reach the target group and provide quality day care services, the following changes are recommended.

- Broaden eligibility to include wider categories of organizations - Self Help Groups, Mahila Mandals, women's organizations, labour unions, cooperatives, schools, Panchayats, tribal associations etc.
- Include all groups and expand coverage to enlarge the reach of the scheme across the country.
- Lay down programme standards, measurable through input and process indicators.
- Alter the pattern of funding from a fixed schematic pattern to funding based on a per child norm.
- Monitor by results, through *output indicators* such as number of children year-wise enrolled in each age-group, work status and work timings of mothers, Crèche timings,

daily menu etc. and *outcome indicators* such as growth monitoring records, immunisation records, morbidity records, individual health and activity records of children etc.

Girl Child

12.41 The 11th Plan will address child rights through the lens of gender justice. It will set out pro-active, affirmative approaches and actions necessary for girl children to realise their rights and equality of opportunity. Age specific and setting-specific interventions will be put in place for appropriate and effective responses.

12.42 Considering the prevalent gender discrimination in society and the manifestation of these at all stages of a girl's development, the government will track how girls are faring in society. This will entail coordination with other sectors, monitoring and documentation of the impact of measures undertaken by the state.

12.43 There is need for tracking progress of girls within the ICDS programme, the proposed Integrated Child Protection Scheme and within all other sectors which have services for children, including Health & Family Welfare, Education, Labour, Social Justice & Empowerment, and Ministry of Home Affairs among others. Access to services and monitoring progress of girls in each sector will be a top priority in the 11th Plan. In addition, the status and condition of the girl child will be used to gauge the effectiveness of development measures in reaching out to all children and removing inequalities.

12.44 The 11th Plan will initiate a review of all policies across sectors to examine how they reflect provisions and outcomes for girls. The measures recommended to be taken in the 11th Plan are:

i) **Measures to ensure a balanced Sex Ratio:** Preventive, corrective/regulatory, and punitive actions to address foeticide and sex selection should be strengthened by ensuring coordination with the Ministry of Health and Family Welfare. Ministry of Health and Family Welfare should review the PNMT Act and its implementation, evaluate its existing administrative, enforcement and monitoring provisions, including setting up of the National Inspection and Monitoring Committee as per the directives of the Supreme Court, review the current Appropriate Authorities set under the PCPNMT Act for granting, suspending or cancelling registration of Genetic Counselling Centres and investigating complaints etc. and, ensure stringent penalties and punitive action against erring persons. At the same time capacity building for the WCD Department in the states and their participation in Appropriate Authorities for monitoring implementation of the Act should be ensured.

ii) **Merger of the Kishori Shakti Yojana with Nutrition Programme for Adolescent Girls and its expansion to all districts:** An integrated approach taking into account life skills, nutrition and health of adolescent girls is the cornerstone of a healthy society. The new (merged) scheme will improve the nutritional status of adolescent girls, build their self-esteem, enhance their life skills and empower them socially and economically besides creating awareness about health and nutrition awareness and impart education to stop discrimination against girls.

iii) **Welfare and Development of Adolescent Girls (11-18 years):** Focused attention needs to be given to the welfare, development and empowerment of adolescent girls. Counselling centres for adolescents should be opened in all schools and information centres in every block. 'Balika Sanghas' should be developed in every village of the country. These groups can become the catalysts for creating an enabling environment and for empowerment of girls. The 11th Plan should attempt to raise the profile of the girls and support them in becoming change agents for themselves, their peers and the community, in general. Efforts should also to be made to converge

programmes/ schemes of various different Departments and service providers from Government and Non-Government Organisations.

iv) **Enabling Education for the Girl Child:** Encouraging all girls to enrol in school and retaining them in the school system is vital. Other measures recommended in this context are as follows:

- Community Vigilance Committees formed at village level under the Sarva Shiksha Abhiyaan must ensure that every girl in the village is enrolled and attends school regularly.
- The educational system must be engendered by ensuring that curricula and syllabi are gender sensitive.
- An important reason for girls dropping out of school is the lack of proper toilet and sanitary facilities. These have to be ensured. Efforts should be made to increase the number of female teachers at all levels. Attempts should also be made to start bridge schools with a quality education package for girl children, especially street children, child labourers, seasonal migrants, who may not have been in the formal education system. These bridge schools should ultimately lead to their integration in the formal system.

v) **Pilot Scheme on Conditional Cash and Non-Cash Transfers:** The M/oWCD should introduce this special scheme for improving the status of girls on a pilot basis. Under this Scheme, cash and non cash transfers will be provided to the family of the girl child (preferably the mother) on fulfilling certain conditionalities for the girl child, such as registration of the girl child; immunisation; enrolment and retention in school; and delaying the marriage age beyond 18 years. The scheme will also include a sub-component for providing insurance cover to the girl child.

vi) **Prevention of girl child abuse, exploitation and violence:** The Integrated Child Protection Scheme (ICPS) of the M/oWCD along with enabling legislations like the Offences against Children Bill is expected to prevent girl child abuse and violence by strict enforcement of laws for rape, sexual harassment, trafficking, domestic violence, dowry and other related issues. Community Vigilance Groups along with Self-Help Groups and Youth Groups should ensure that girl children in the community, are protected against abuse, violence and exploitation. These groups should work closely with Panchayats and Child Protection Cells being proposed under ICPS. Public discourse on abuse, exploitation and violence against girl child should be promoted to break the silence around these issues. There should also be a well thought out 'rehabilitation packages' with specific modules for specific types of abuse/ violence perpetuated so that the victim is properly rehabilitated and successfully reintegrated into society.

Trafficking for Commercial Sexual Exploitation

12.45 In the 11th Plan, M/oWCD needs to focus on a multi-pronged approach to combat trafficking. This should include legal reform in the law on trafficking (which is underway), preventive measures, rescue and rehabilitation measures, awareness generation and sensitisation and training and capacity building. The strategy will include- strengthening the policy and legal framework, a comprehensive scheme, a Comprehensive Witness Protection Programme, specially designed strategies to combat trafficking for sexual exploitation in different areas like child sex tourism, child pornography, sexual exploitation at places of pilgrimage and in the film industry etc., mapping of vulnerable and high-risk areas and creation of a tracking system to enable their rescue and repatriation, strengthening information networking between different agencies, capacity building for all functionaries in the justice delivery and services process stakeholders, setting up a dedicated Nodal Cell in the MHA for Prevention of Trafficking, ensuring 30% personnel in police forces should be women, setting up of Anti Human Trafficking Units in States, sustained livelihood options in high trafficking risk regions/families, formation of Community vigilance groups and Balika Sanghas and involvement of Panchayats for tracking outbound movements of children, setting up of childlines at village level, strengthening regional and

overseas initiatives to prevent cross-border trafficking and also enable rescue and repatriation of children to their countries of origin etc.

Prohibition of Child Marriage

12.46 The 11th Plan would ensure implementation of the Child Marriage Act, 2006 besides Compulsory Registration of Marriages.

Child Protection- A holistic approach

12.47 The Government's approach to child protection so far has addressed largely those children who have already missed the protective net and fallen into difficult circumstances. What is required is to adopt a holistic approach to protection through the creation of a *protective environment* whereby children are prevented from falling into harm, and specific measures are undertaken to address needs of those already in difficult circumstances. Accordingly, a new scheme viz., the Integrated Child Protection Scheme (ICPS) is proposed to be implemented in the 11th Plan. The basic objective of ICPS will include expansion and improved reporting and redressal mechanism, improved institutional care, promoting quality non-institutional and alternative care, counselling and family support, training and capacity building, child tracking and child protection data management etc. The on-going schemes of Integrated Scheme for Street Children, Scheme for Welfare of Working Children in need of care and protection, Shishu Greha Scheme, Scheme for Prevention and Control of Juvenile Social Maladjustment will get merged under the launching of ICPS. ICPS will also have a component to promote child adoption through the Central Adoption Resource Agency (CARA).

Child Budgeting

12.48 'Child Budgeting' represents an important policy analysis tool that can help to take stock of development investments for children and identify glaring gaps in resource allocation and utilization. Sufficient resource backing for a policy framework is the first step towards realizing Constitutional and other national policy commitments. Budgetary analysis also helps to map the areas, which are relatively neglected. Child Budgeting has been made a part of the National Plan of Action for Children. Better outcomes in any sector, for instance, education, health or rural development, depend not just on allocations but also on proper utilization of those allocations. In India, there are many non-financial constraints that impede progress in several sectors, especially the social sector. However, financial constraints could pose serious challenges to development in any sector, and hence the focus on identifying such constraints and making efforts for their removal is essential in the 11th Plan.

12.49 The other major on-going are new initiatives to continue in the 11th Plan will be setting up of State Commission for the Protection of Child Rights in line with the National Commission for the Protection of Child Rights; enactment of Offences against Children Bill, 2006, adequate financial and human resources to implement schemes and the laws relating to child protection; inter-sectoral convergence by creating appropriate institutional mechanism for coordination at the policy-making, supervisory, implementation and functional levels down to the village, designing a suitable strategy to respond to local needs, decentralization and flexibility in providing services to target groups and shift in segregated approach of delivery of services to a more integrated and holistic approach leading to administrative efficiency and better cost-effectiveness besides review of all policies, programmes, services, laws, budgets and procedures by every Ministry/ Department should review to examine how they can incorporate and integrate better development and protection of children etc.

Chapter XIII

Financial Recommendations

13.1 The Working Groups on Empowerment of Women and Development of Children have recommended Rs.9600 crore and Rs.63640.18 crore respectively. Scheme-wise details of the recommendations are given in the Table below:

Table

Outlays recommended by the Working Groups on Empowerment of Women and Development of Children

(Rs. in crores)		
Sl. No.	Name of the Scheme	Outlay Recommended
	Women Empowerment :	
1	Swayamsidha including IFAD Project	3000.00
2	Swadhar	1000.00
3	Working Women Hostel	500.00
4	STEP	240.00
5	Setting up GB Cell, Statistical Division and Media Unit	10.00
6	Preparation of Training Manuals for Gender Budgeting	50.00
7	Research and Evaluation	15.00
8	Pilot Projects for Women in Difficult Circumstances	2000.00
9	Implementation of Domestic Violence and other Acts	600.00
10	Relief and Rehabilitation for Rape Victims	250.00
11	Media	500.00
12	Rashtriya Mahila Kosh	500.00
13	Central Social Welfare Board	900.00
14	National commission for Women	35.00
	Total Women Empowerment	9600.00
	Child Development :	
15	ICDS and Nutrition	41914.81
16	Early Childhood Education	1092.75
17	Child Protection	11736.62
18	Girl Child	8396.00
19	Media Plan for M/o WCD	500.00
	Total Child Development	63640.18
	Total Women Empowerment & Child Development	73240.18

13.2 The Steering Committee after considering the progress of the on-going schemes which have to continue and the new schemes that are to be launched during 11th Plan has recommended Rs.57075 crore for various schemes to be implemented during the plan for Empowerment of Women and Development of Children. Details of the outlays recommended are at Table given below:

Table

Outlays recommended by the Steering Committee on Empowerment of Women and Development of Children

(Rs. in Crores)

Sl.No.	Name of the Scheme	Outlay Recommended
	Women Empowerment :	
1	Swayamsidha including IFAD Project	3000.00
2	Swadhar	1000.00
3	Working Women Hostel	500.00
4	STEP	240.00
5	Setting up GB Cell, Statistical Division and Media Unit	35.00
6	Preparation of Training Manuals for Gender Budgeting	50.00
7	Research and Evaluation	15.00
9	Implementation of Domestic Violence and other Acts	250.00
10	Relief and Rehabilitation for Rape Victims	100.00
11	Media	100.00
12	Rashtriya Mahila Kosh	500.00
13	Central Social Welfare Board	250.00
14	National commission for Women	35.00
	Total Women Empowerment	6075.00
	Child Development :	
15	ICDS and Nutrition	49000.00
17	Child Protection	1500.00
18	Conditional Cash Transfer for the Girl Child	500.00
	Total Child Development	51000.00
	Total Women Empowerment & Child Development	57075.00

ANNEXURE-I

No. PC/SW/1-23(2)/2005-SD&WP
Government of India
Planning Commission
(WCD Division)

Yojana Bhavan, Sansad Marg,
New Delhi – 110 001, Dated: 17.4.2006

Sub: Setting up of Steering Committee on `Empowerment of Women & Development of Children' for the Eleventh Five Year Plan (2007-2012).

It has been decided to set up a Steering Committee on `Empowerment of Women and Development of Children' for the Eleventh Five Year Plan. The composition of the Steering Committee will be as follows:

1. Member,
In-charge of WCD
Planning Commission
New Delhi. **Chairperson**
2. Secretary,
Ministry of Women & Child Development
Shastri Bhavan
New Delhi. Member
3. Secretary,
Department of Health & Family Welfare
Nirman Bhavan
New Delhi Member
4. Secretary,
Department of Ayush
Nirman Bhavan
New Delhi Member
5. Secretary,
Department of Elementary Education and Literacy
Shastri Bhavan
New Delhi. Member
6. Secretary,
Department of Secondary Education
Shastri Bhavan
New Delhi. Member

7. Secretary,
Ministry of Labour
Shram-Shakti Bhavan
New Delhi Member
8. Secretary,
Ministry of Urban Employment
& Poverty Alleviation
Nirman Bhavan
New Delhi Member
9. Secretary,
Ministry of Rural Development
Krishi Bhavan
New Delhi Member
10. Secretary,
Department of Agriculture & Cooperation
Krishi Bhavan
New Delhi Member
11. Secretary,
Ministry of Social Justice & Empowerment
Shastri Bhavan
New Delhi. Member
12. Secretary,
Department of Science & Technology
Technology Bhavan
New Mehrauli Road
New Delhi Member
13. Secretary,
Ministry of Information & Broadcasting
Shastri Bhavan
New Delhi. Member
14. Secretary,
Department of Women & Child Development
Government of Himachal Pradesh
H.P. Secretariat
Shimla – 171 002 Member
15. Secretary,
Department of Women & Child Development
Government of Uttaranchal
Dehradun -248 001 Member

16. Secretary,
Department of Women & Child Development
Government of Goa
Secretariat Annex
GMC Complex (Old Campus)
Panaji – 402 001 Member
17. Secretary,
Department of Women & Child Development
Government of Uttar Pradesh
Room No.121, Bapu Bhavan
Lucknow – 226 001 Member
18. Secretary,
Department of Women & Child Development
Government of Andhra Pradesh
Vangalrao Nagar
Behind Sarathi Studio
Hyderabad – (500 022) Member
19. Secretary,
Department of Women & Child Development
Government of Orissa,
Bhubaneswar – 751 001 Member
20. Secretary,
Department of Women & Child Development
Government of Tamil Nadu
Secretariat
Chennai – (600 009) Member
21. Secretary,
Department of Women & Child Development
Government of Karnataka
Secretariat, Multi-Storey Building,
Bangalore – (560 001) Member
22. Secretary,
Department of Women & Child Development
Government of Assam
Assam Secretariat, Dispur
Guwahati – 781 006 Member
23. Secretary,
Department of Women & Child Development
Government of Sikkim
Gangtok – (737 001) Member

24. Secretary,
Department of Women & Child Development
Government of Gujarat,
New Sachivalaya Complex, 8th Floor,
Gandhi Nagar – (382 010) Member
25. Secretary,
Department of Women & Child Development
Government of Rajasthan
Secretariat
Jaipur - (302 001) Member
26. Secretary,
Department of Women & Child Development
Government of Maharashtra
Konkan Bhavan, Ext. Building,
5th Floor,
Navi Mumbai - (400 614) Member
27. Member-Secretary
National Commission for Women
ICCW Building
4, Deen Dayal Marg,
New Delhi – (110 002) Member
28. Executive Director
Central Social Welfare Board (CSWB)
B-12, Tara Crescent,
Qutab Institutional Area
New Delhi – (110 016) Member
29. Director
National Institute of Public Co-operation and NIPCCD
5, Siri Institutional Area
Hauz Khas
New Delhi Member
30. Executive Director
Rashtriya Mahila Kosh (RMK),
1, Abul Fazal Road
Bengali Market
New Delhi – (110 001) Member
31. Director
National Institute of Nutrition
Jamia Osmania
Hyderabad – (500 007) Member

32. Dr. Yashodhra Bagchi
Chairperson
West Bengal State Women Commission
2nd Floor, 10
Rainy Park
Kolkata Member
33. Mrs. Mohini Giri
President
Guild of Service
32, Casa Major Road,
Egmore
Chennai – 600 008 Member
34. Ms. Mina Swaminathan,
Member, FORCES,
M.S. Swaminathan Research Foundation,
3rd Main Road, Institutional Area,
Tharamani
Chennai – 600 113 Member
35. Dr. Ginny Srivastava
Member, ASTHA
39, Kharol Colony
Udaipur
Rajasthan – 313 004 Member
36. Ms. Kamla Bhasin
Jagori, C-54 (Top Floor)
South Extension Part-II
New Delhi – 110 049 Member
37. Ms. Devaki Jain
Tharangavana, D-5,
12 cross, Raja Mahal Vilas Extension,
Bangalore – 560 080 Member
38. Ms. Flavia Agnes
Majlis, Golden Valley
Building No.4, Kalina Khurla Road
Santakuz-East
Bombay – 98 Member
39. Ms. Monisha Behal
North East Net Work,
267-A, Gulmohar Avenue
Jamia Nagar
New Delhi – 110 025 Member

40. Ms. Vidya Das,
Aragamee
At/PO Kashipur Block – 765 015
Rayagada Distt.,
Orissa Member
41. Ms. Mari Marcel Thakekara,
Post Box 20, ACCORD,
Gudalur, Nilgiris
Tamil Nadu – 643 212 Member
42. Dr. Satish Agnihotri
Transport Commission-cum Chairman
State Transport Authority,
6th Floor, Revenue Bhawan,
Cuttack, Orissa Member
43. Ms. Nina Srivastava
Equity Foundation,
123-A, Patliputra Colony
Patna – 800 013 Member
44. Ms. Ruth Manorama
President
National Alliance of Women
C/o.37, Saint Marks Road
Bangalore-67 Member
45. Dr. Savita Inamdar
B-Block, Old Secretariat
Bhopal,
Madhya Pradesh-1 Member
46. Ms. K. Ajitha
President, Anweshi Women’s Counselling Centre,
K.T. Gopalan Road,
Kuthiravattom P.O.,
Kozhikode
Kerala – 673 016 Member
47. Ms. Enakshi Ganguli Thukral
HAQ Centre for Children’s Rights,
208, Shahpur Jat,
New Delhi – 110 049 Member
48. Dr. Amrik Singh
Cheema Foundation Trust
64, Sector 9-A,
Chandigarh. Member

49. Dr. Prakash Louis
Bihar Social Institute
Digha Ghat,
Patna – 800 011 Member
50. Ms. Sheba George,
NGO – “SAHR-WARU”,
Women’s Action & Research Unit
C-201, IInd Floor, Dev Preet Apartments,
Near DLA School, NSD Circle,
Bodak Dev,
Ahmedabad – 380 054
Gujarat Member
51. Ms. Manju Agarwal
Mahila Samakhya
Path C-1485, Indira Nagar
Lucknow – 226 016, U.P. Member
52. Ms. Tanvir Jahan
Vice Chairperson
Lake & Waterways Development Authority
Wali House, Brein,
Nishat, Srinagar (Kash) – 19
Jammu & Kashmir Member
53. Ms. Farah Naqvi
310, Kutab View Apartment
Jain Mandir, Dadabari Road
Mehrauli
New Delhi-30 Member
54. Ms. Nimisha Desai
Olakh, 24, Jala Ram Park
Opposite Lal Bahadur Shastri School Lane
Harni Road
Vadodara-390 006
Gujarat Member
55. Dr. Manoj Kumar Dash
Executive Assistant to President
SOS Children Villages of India
National Co-ordination Office,
A- 7, Nizamuddin West,
New Delhi- 10013 Member
56. Adviser
WCD Division
Planning Commission
New Delhi Member -Secretary

2. The Terms of Reference of the Steering Committee:

- xii) To review the existing approach, strategies and priorities, on-going policies and programmes of empowering women and development of children in the Tenth Five Year Plan; and suggest, if necessary, alternative strategies, priorities, policies and programmes to accelerate the empowerment and development process;
- xiii) To **assess** the effectiveness of the implementation of '**Women's Component Plan**' and **gender budgeting** and **suggest** specific measures and mechanisms to ensure that the funds/benefits flow to women from the respective development sectors;
- xiv) To **review** the implementation of NCMP related schemes for women and children, especially ICDS and scheme for expansion of micro-credit facilities and **suggest** measures for the improvement in their implementation.
- xv) To **review** the recent initiative of outcome budgeting relating to Women & Child Development Sector and **suggest** further improvements to strengthen the initiative;
- xvi) To **examine** the possibility of child budgeting in the line of gender budgeting;
- xvii) To **review** the existing strategy, policy programmes for child protection and **suggest** if necessary viable alternatives/strategies for child protection including children in difficult circumstances, marginalized children, children in conflict with law, children affected by abuse/exploitation or violence/crime/offence, children with disabilities etc.;
- xviii) To **assess** the impact of economic reforms and progressive globalization/liberalization of economy on the conditions of women and children and **suggest** effective strategies to cope up with the situation;
- xix) To **review** the effectiveness of the existing women & child-specific and women & child-related legislations and their enforcement and suggest corrective measures;
- xx) To **review** the effectiveness of the existing Institutional Arrangements for implementation of policies and programmes relating to women and children, both at Central and State levels and **suggest** improvements, if necessary;
- xxi) To **assess** the role of NGOs and the status of devolution of Powers and resources to Panchayati Raj Institutions and Local Self Government Bodies, as per the 73rd and 74th Constitutional Amendments and suggest specific measures for their involvement in the planning and implementation of the programmes/schemes relating to women and children;
- xxii) To **suggest** an approach and viable strategies, priorities, policies and programmes along with physical and financial targets, in pursuing the commitment of Empowering Women and Development of Children during the Eleventh Five Year Plan (2007-08 to 2011-12).

3. The Chairman may co-opt other Experts and constitute sub-groups for specific tasks. The Steering Committee will suggest a portfolio of schemes, corresponding measurable objectives and financial requirements. The Committee may consider any other issue, which it may consider relevant.
4. The Steering Committee would be serviced by WCD Division of the Planning Commission.
5. The expenditure on **TA/DA** of official members of the Steering Committee will be borne by their respective Ministry/Department as per the rules of entitlement applicable to them. **TA/DA** for non-official members will be borne by the Planning Commission as per SR 190(a).
6. The Steering Committee will submit its report to the Planning Commission by the 30th September, 2006.
7. Shri Srikara Naik, Director (WCD), Planning Commission (Tel. No.23096735), Room No.229-A, Yojana Bhawan, New Delhi, will be the nodal officer in the Planning Commission for this Steering Committee and any further correspondence in this regard may be made with him.

(Srikara Naik)
Director (WCD)

To

Chairman and All Members (including Member-Secretary and Convener) of the Steering Committee.

Copy to:

1. PSs to DCH/ MOS(Plg.) / Members / Member-Secretary, Planning Commission
2. Prime Minister's Office, South Block, New Delhi.
3. Cabinet Secretariat, Rashtrapati Bhavan, New Delhi.
4. All Principal Advisers/ Advisers/ JS (SP & Admn.), Planning Commission.
5. Plan Coordination Division, Planning Commission
6. Secretaries, Ministries/ Departments of the Govt. of India
7. Chief Secretaries, State Governments/ UT Administrations
8. Pay & Accounts Officer, Planning Commission.
9. Information Officer, Planning Commission.
10. Drawing and Disbursing Officer, Planning Commission.
11. Accounts I Section, Planning Commission.
12. I.F. Cell, Planning Commission.
13. For general information in Yojana Bhawan through e-mail

(Srikara Naik)
Director (WCD)

ANNEXURE-II

No. PC/SW/1-23(2)/2005-SD&WP
Government of India
Planning Commission
(WCD Division)

Yojana Bhavan, Sansad Marg,
New Delhi – 110 001, Dated: 2.5.2006

Sub: Setting up of Steering Committee on `Empowerment of Women & Development of Children' for the Eleventh Five Year Plan (2007-2012).

In continuation of Planning Commission's Office Order of even No. dated 17.4.2006 regarding setting up of the Steering Committee on `Empowerment of Women and Development of Children' for the Eleventh Five Year Plan, it is further informed that as desired by the Chairperson of the Committee the following persons also have been co-opted as Members of the Steering Committee:

- i) Mr. Sabu George
Centre for Women's Development Studies (CWDS)
25, Bhai Vir Singh Marg,
Gole Market
New Delhi – 110 001
- ii) Dr. Bharati Ray
6-B, Sonali Apartment
8/2A, Alipore Park Road
Kolkatta – 700 027

2. A copy of the earlier Order dated 17.4.2006 is enclosed (only for newly co-opted Members).
3. The terms of reference and conditions of the Steering Committee remains the same.

**(Srikara Naik)
Director (WCD)**

To

Chairman and All Members (including Member-Secretary and Convener) of the Steering Committee.

Contd..../-

Copy to:

1. PSs to DCH/ MOS(Plg.) / Members / Member-Secretary, Planning Commission
2. Prime Minister's Office, South Block, New Delhi.
3. Cabinet Secretariat, Rashtrapati Bhavan, New Delhi.
4. All Principal Advisers/ Advisers/ JS (SP & Admn.), Planning Commission.
5. Plan Coordination Division, Planning Commission
6. Secretaries, Ministries/ Departments of the Govt. of India
7. Chief Secretaries, State Governments/ UT Administrations
8. Pay & Accounts Officer, Planning Commission.
9. Information Officer, Planning Commission.
10. Drawing and Disbursing Officer, Planning Commission.
11. Accounts I Section, Planning Commission.
12. I.F. Cell, Planning Commission.
13. For general information in Yojana Bhavan through e-mail

**(Srikara Naik)
Director (WCD)**

ANNEXURE-III

No. PC/SW/1-23(2)/2005-SD&WP
Government of India
Planning Commission
(WCD Division)

Yojana Bhavan, Sansad Marg,
New Delhi – 110 001, Dated: 27.07.2006

Sub: Setting up of Steering Committee on `Empowerment of Women & Development of Children' for the Eleventh Five Year Plan (2007-2012).

In continuation of Planning Commission's Office Order of even No. dated 17.4.2006 regarding setting up of the Steering Committee on `Empowerment of Women and Development of Children' for the Eleventh Five Year Plan, it is further informed that as desired by the Chairperson of the Committee the following person has been co-opted as Member of the Steering Committee:

Shri Jayakumar Christian
National Director, World Vision India
16 V.O.C. Main Road
Kodambakkam,
Chennai – 600 024

2. A copy each of the earlier Order dated 17.4.2006 is enclosed (only for newly co-opted Members).
3. The terms of reference and conditions of the Steering Committee remain the same.

**(Srikara Naik)
Director (WCD)**

To

Chairperson and All Members (including Member-Secretary and Convener) of the Steering Committee.

Contd.../-

Copy to:

1. PSs to DCH/ MOS(Plg.) / Members / Member-Secretary, Planning Commission
2. Prime Minister's Office, South Block, New Delhi.
3. Cabinet Secretariat, Rashtrapati Bhavan, New Delhi.
4. All Principal Advisers/ Advisers/ JS (SP & Admn.), Planning Commission.
5. Plan Coordination Division, Planning Commission
6. Secretaries, Ministries/ Departments of the Govt. of India
7. Chief Secretaries, State Governments/ UT Administrations
8. Pay & Accounts Officer, Planning Commission.
9. Information Officer, Planning Commission.
10. Drawing and Disbursing Officer, Planning Commission.
11. Accounts I Section, Planning Commission.
12. I.F. Cell, Planning Commission.
13. For general information in Yojana Bhavan through e-mail

**(Srikara Naik)
Director (WCD)**

ANNEXURE-IV

No. PC/SW/1-23(2)/2005-SD&WP
Government of India
Planning Commission
(WCD Division)

Yojana Bhavan, Sansad Marg,
New Delhi – 110 001, Dated: 6.9.2006

Sub: Setting up of Steering Committee on `Empowerment of Women & Development of Children' for the Eleventh Five Year Plan (2007-2012).

In continuation of Planning Commission's Office Order of even No. dated 17.4.2006 and subsequent Office Order of even number dated 2.5.2006 and 27.7.2006 regarding setting up of the Steering Committee on `**Empowerment of Women and Development of Children**' for the Eleventh Five Year Plan, it is further informed that as desired by the Chairperson of the Committee the following person has been co-opted as Member of the Steering Committee:

i) Ms. Ruchi Sinha
D-56, IInd Floor
Anand Niketan
New Delhi – 110 062

2. A copy each of the earlier Orders dated 17.4.2006, 2.5.2006 and 27.7.2006 is enclosed (only for newly co-opted Members).
3. The terms of reference and conditions of the Steering Committee remains the same.

**(Srikara Naik)
Director (WCD)**

To

Chairperson and All Members (including Member-Secretary and Convener) of the Steering Committee.

Contd..../-

Copy to:

1. PSs to DCH/ MOS(Plg.) / Members / Member-Secretary, Planning Commission
2. Prime Minister's Office, South Block, New Delhi.
3. Cabinet Secretariat, Rashtrapati Bhavan, New Delhi.
4. All Principal Advisers/ Advisers/ JS (SP & Admn.), Planning Commission.
5. Plan Coordination Division, Planning Commission
6. Secretaries, Ministries/ Departments of the Govt. of India
7. Chief Secretaries, State Governments/ UT Administrations
8. Pay & Accounts Officer, Planning Commission.
9. Information Officer, Planning Commission.
10. Drawing and Disbursing Officer, Planning Commission.
11. Accounts I Section, Planning Commission.
12. I.F. Cell, Planning Commission.
13. For general information in Yojana Bhavan through e-mail

**(Srikara Naik)
Director (WCD)**

ANNEXURE-V

No. PC/SW/1-23(2)/2005-SD&WP
Government of India
Planning Commission
(WCD Division)

Yojana Bhavan, Sansad Marg,
New Delhi – 110 001, Dated: 6.12.2006

CORRIGENDUM

Sub: Setting up of Steering Committee on `Empowerment of Women & Development of Children' for the Eleventh Five Year Plan (2007-2012).

In continuation of Planning Commission's Office Order of even No. dated 6.9.2006 regarding co-opting of Member of the Steering Committee on `**Empowerment of Women and Development of Children**' for the Eleventh Five Year Plan, it is clarified that the name may be read as Ms. Ruchira Gupta in place of Ms. Ruchi Sinha. The address of Ms. Gupta, who is the co-opted Member of the Steering Committee in place of Ms. Sinha, is as given below:

**i) Ms. Ruchira Gupta
D-56, IInd Floor
Anand Niketan
New Delhi – 110 062**

This issues with the approval of Chairperson of the Steering Committee.

**(Srikara Naik)
Director (WCD)**

To

Chairperson and All Members (including Member-Secretary and Convener) of the Steering Committee.

Copy to:

1. PSs to DCH/ MOS(Plg.) / Members / Member-Secretary, Planning Commission
2. Prime Minister's Office, South Block, New Delhi.
3. Cabinet Secretariat, Rashtrapati Bhavan, New Delhi.
4. All Principal Advisers/ Advisers/ JS (SP & Admn.), Planning Commission.
5. Plan Coordination Division, Planning Commission
6. Secretaries, Ministries/ Departments of the Govt. of India
7. Chief Secretaries, State Governments/ UT Administrations
8. Pay & Accounts Officer, Planning Commission.
9. Information Officer, Planning Commission.
10. Drawing and Disbursing Officer, Planning Commission.
11. Accounts I Section, Planning Commission.
12. I.F. Cell, Planning Commission.
13. For general information in Yojana Bhavan through e-mail

**(Srikara Naik)
Director (WCD)**

No. PC/SW/1-23(6)/2006- SD&WP
Government of India
Planning Commission
(WCD Division)

Yojana Bhavan, Sansad Marg,
New Delhi – 110 001, Dated: 07.09.06

Sub: Setting up of Sub- Committee on Children for the Eleventh Five Year Plan (2007-2012).

In continuation of Planning Commission's Office Order of even No. dated 17.4.2006 regarding setting up of the Steering Committee on '**Empowerment of Women and Development of Children**' for the Eleventh Five Year Plan, it is further informed that as desired by the Chairperson of the Committee a **Sub- Committee on Children** has been formed with the following as Members:

- i) Smt. Lovleen Kacker
Joint Secretary
Ministry of Women and Child Development.
New Delhi.
- ii) Ms. Mina Swaminathan,
Member, FORCES,
M.S. Swaminathan Research Foundation,
3rd Main Road, Institutional Area,
Tharamani
Chennai – 600 113
- iii) Dr. Satish Agnihotri
Transport Commission-cum Chairman
State Transport Authority,
6th Floor, Revenue Bhawan,
Cuttack, Orissa
- iv) Ms. Enakshi Ganguli Thukral
HAQ Centre for Children's Rights,
208, Shahpur Jat,
New Delhi – 110 049
- v) Dr. Manoj Kumar Dash
Executive Assistant to President
SOS Children Villages of India
National Co-ordination Office,
A- 7, Nizamuddin West,
New Delhi- 10013

- vi) Mr. Sabu George
Centre for Women's Development Studies (CWDS)
25, Bhai Vir Singh Marg,
Gole Market
New Delhi – 110 001
- vii) Shri Amod Kanth
Secretary Prayas Juvenile Aid Centre
F-IX, 4X, Jahangirpuri
Delhi – 110 023.
- viii) Mrs. Andal Damodaran
Indian Council for Child Welfare
4, Deendayal Upadhaya Marg
New Delhi – 110 002.
- ix) Ms. Jaya Srivastava
Former Director Ankur
J-12/1 DLF Phase 2,
Gurgaon – 122002.
- x) Director
National Institute of Public Co-operation and NIPCCD
5, Siri Institutional Area
Hauz Khas
New Delhi
- xi) Ms. Nilima Mehta
Chairperson, Child Welfare Committee
5 Normandy, 25 Carmichael Road
Mumbai – 400 026.
- xii) Ms. Neena Naik
Chairperson, Child Welfare Committee
2, Chitrakut Apartment, 18 Cross Road
Malleshwaram (West)
Bangalore – 560055
- xiii) Ms. Farida Lambay
Vice Principal
College of Social Work
Nirmala Niketan, 38 New Marine Line
Mumbai – 400 020.

2. The terms of reference of the Steering Committee relevant to children will apply to the Sub- Committee on Children as well. Other conditions of the Steering Committee relating to TA/DA etc. will also apply to the Sub-committee on Children.

3. A copy of the Order dated 17.4.2006 constituting the Steering Committee is enclosed.

(Srikara Naik)
Director (WCD)

To

Chairman and All Members (including Member-Secretary and Convener) of the Steering Committee.

Copy to:

1. PSs to DCH/ MOS(Plg.) / Members / Member-Secretary, Planning Commission
2. Prime Minister's Office, South Block, New Delhi.
3. Cabinet Secretariat, Rashtrapati Bhavan, New Delhi.
4. All Principal Advisers/ Advisers/ JS (SP & Admn.), Planning Commission.
5. Plan Coordination Division, Planning Commission
6. Secretaries, Ministries/ Departments of the Govt. of India
7. Chief Secretaries, State Governments/ UT Administrations
8. Pay & Accounts Officer, Planning Commission.
9. Information Officer, Planning Commission.
10. Drawing and Disbursing Officer, Planning Commission.
11. Accounts I Section, Planning Commission.
12. I.F. Cell, Planning Commission.
13. For general information in Yojana Bhavan through e-mail

(Srikara Naik)
Director (WCD)

No. PC/SW/1-23(6)/2006- SD&WP
Government of India
Planning Commission
(WCD Division)

Yojana Bhavan, Sansad Marg,
New Delhi – 110 001, Dated: 09.10.06

Sub: Setting up of Sub- Committee on Children for the Eleventh Five Year Plan (2007-2012).

In continuation of Planning Commission's Office Order of even number dated 17.4.2006 regarding setting up of the Steering Committee on '**Empowerment of Women and Development of Children**' for the Eleventh Five Year Plan, and subsequent Office Order of even number dated 07.09.06 regarding setting up of **a Sub-Committee on Children** it is further informed that as desired by the Chairperson of the Committee the following person has also been co-opted as a member of the Sub-Committee:

**Director,
Snehi
B-241 (G.F. Front Portion)
Greater Kailash, Part I,
New Delhi-1100 48.**

4. The terms of reference of the Steering Committee relevant to children will apply to the Sub- Committee on Children as well. Other conditions of the Steering Committee relating to TA/DA etc. will also apply to the Sub-committee on Children.

5. A copy each of the Order dated 17.4.2006 and 07.09.06 constituting the Steering Committee and Sub-Committee is enclosed.

**(Srikara Naik)
Director (WCD)**

To

Chairperson and All Members of the Sub-Committee.

Copy to:

1. PSs to DCH/ MOS(Plg.) / Members / Member-Secretary, Planning Commission
2. Prime Minister's Office, South Block, New Delhi.
3. Cabinet Secretariat, Rashtrapati Bhavan, New Delhi.
4. All Principal Advisers/ Advisers/ JS (SP & Admn.), Planning Commission.
5. Plan Coordination Division, Planning Commission
6. Pay & Accounts Officer, Planning Commission.
7. Information Officer, Planning Commission.
8. Drawing and Disbursing Officer, Planning Commission.
9. Accounts I Section, Planning Commission.
10. I.F. Cell, Planning Commission.

**(Srikara Naik)
Director (WCD)**