

# Introduction and Overview

1.1 The goals of human development are deeply intertwined with the development and empowerment of women and children, as they together comprise significant proportion of the total population of the country as per the 2001 Census. Women as an independent group accounted for 495.74 million or 48.3%, whereas children (0-14 years) formed about 34% of the total population. These sections not only constitute the precious human resources of the country but their socio economic development sets the pace for the growth of the rest of the economy.

1.2 Acknowledging this, the approach to the Tenth Five Year Plan (2002-07) had given priority to the empowerment of these sections through a holistic combination of legal and statutory safeguards and social and economic initiatives. The National Common Minimum Programme also has placed the objective of ‘empowering women politically, educationally, economically and legally’ as one of its six basic principles.

1.3 The Ministry of Women and Child Development (MWCD), Government of India, is the nodal agency for all matters pertaining to the welfare, development and empowerment of women and children in the country. In this process, various initiatives, policies, programmes, schemes and enabling measures have been evolved for the benefit of these groups covering a wide range of areas from gender equality, women and child related legislation to their social and economic rehabilitation. The schemes / programmes of the Ministry are implemented mainly with the support of State Governments, other Government agencies and non-governmental organizations.

1.4 The Department became the Ministry of Women and Child Development from 30.01.2006 with Smt. Renuka Chowdhury taking over as Minister of State with Independent Charge. Smt. Reva Nayyar continued as Secretary of the Ministry.



*Smt. Renuka Chowdhury, Minister of State( Independent Charge), Ministry of Women and Child Development(MWCD) being greeted by Smt. Reva Nayyar, Sceretary (MWCD)*

## **Empowerment of Women**

1.5 Women as an independent group constitute about 48 % of the country's total population as per the 2001 census. The principles of gender equality and protecting the rights and privileges of women are enshrined in the Constitution of India in its Preamble, Fundamental Rights and Fundamental Duties as well as Directive Principles. The Constitution not only grants equality to women at par with men, it also advocates positive discrimination in favour of women.

1.6 The focus on women has witnessed a gradual paradigm shift over the years from purely "welfare" oriented schemes, wherein women were treated as objects of charity to 'development' programmes and currently to their 'empowerment' by recognizing them as equal partners on the road to progress. Accordingly, the policies and programmes of the MWCD for women too have evolved keeping in view their felt need to become socially, politically and economically independent individuals leading wholesome productive lives.

1.7 The Tenth Plan (2002-07) called for a three pronged strategy of social empowerment, economic empowerment and gender justice through creating an environment of positive economic and social policies for the women, allowing de jure and de facto enjoyment of all human rights, providing equal access to women to health care, quality

education, strengthening the legal systems aimed at elimination of all form of discrimination and violence and building and mainstreaming gender perspectives into the society.

1.8 In spite of the constitutional provisions and positive government policies, there are a number of constraints still faced by women and children, especially those belonging to economically and socially disadvantaged sections. The mid term review of the Tenth Plan brought into focus persisting problems such as adverse child sex ratio, high infant and maternal mortality, wide gender gaps in literacy and wage rates, escalating violence against women etc. Other areas of concerns identified included problems relating to child trafficking, HIV/AIDS positive women, restraining child marriage, protecting girl child domestic labourers. The review recommended universalizing programs like Integrated Child Development Services (ICDS), expanding crèches, strengthening the delivery mechanism and assessing the gender impact of all programs. The Ministry has taken note of these recommendations and tried to address these issues not only through the ongoing various policies, programs and schemes, but also through innovative program/ scheme interventions in different sectors. Thus the planning, policies, programs and schemes of the MWCD are specially formulated to ensure that the above objectives in terms of social and economic empowerment of women and gender justice reach the targeted groups.



*Senior Officers of MWCD in an informal meeting with Smt. Renuka Chowdhury, Minister of State( Independent Charge), Ministry of Women and Child Development(MWCD)*

1.9 The sectoral areas where the Ministry is deeply concerned with are:

### ***Health and Women***

1.10 The approach of the Ministry towards the health and well-being of women has been that of a ‘life cycle approach’ wherein unique health requirements of the women at different stages of life are recognized and catered to. Women, especially in the reproductive age-group are particularly vulnerable to various ailments resulting in high incidence of morbidity and mortality in terms of MMR and IMR. The Ministry has focused inputs for health needs of women, which include health check up for pregnant women and new mothers, pre and post natal care through the ongoing ICDS programme.

### ***Food and Nutrition Security***

1.11 The Ministry has devised a multi cultural strategy under the National Nutrition Policy (1993) and the National Nutrition Mission, identifying direct nutrition interventions for vulnerable groups to tackle various forms of malnutrition as well as micro and macro nutrient deficiency amongst pregnant women and lactating mothers as well as undernutrition amongst women and children, especially adolescent girls who will be future mothers. The Supplementary Nutrition Programme (SNP) and the Nutrition Programme for Adolescents Girls (NPAG) are specialized interventions for upgrading nutrition standards.

### ***Access to Minimum Basic Needs and Services***

1.12 Realizing the importance of providing access of important basic facilities such as access to clean safe drinking water, sanitation facilities, transport services, fuel and fodder, the Ministry has been taking up these issues with concerned Ministries, State Governments in different forums and through the Gender and Child budgeting exercises.

### ***Education and Literacy***

1.13 The 86<sup>th</sup> Constitutional Amendment Act 2002, makes free and compulsory education a justiciable fundamental right for all children in the 6-14 year age group, and the

Government is committed to the goal of realizing elementary education for all, bridging gender and social gaps by 2010. To facilitate these national goals, pre school education of children has been given due importance under the ICDS programme.

### ***Women and Employment***

1.14 The incidence of poverty especially among poor assetless women is generally quite high and taking cognizance of this, these women are mobilized into self help groups under schemes like Swayamsiddha, Swa-Shakti, STEP with access to micro credit facilities and provision of training in different vocations, upgrading of skills, capacity building etc. These efforts provide them with abilities in acquiring life skills to start income generation activities either through wage employment or self-employment.

### ***Women in Distress***

1.15 For women who will need protection and relief from various factors arising out of natural or man made calamities (such as victims of earth quakes, floods, prostitution and trafficking, marital conflict, HIV/ AIDS positive victims, destitute widows etc.), relief and rehabilitative measures are provided under special schemes such as Short Stay Homes, Swadhar homes and proposed new schemes focusing on the special needs of rape victims, trafficked women and children and women with HIV / AIDS.

### ***Gender Justice***

1.16 At least 42 women specific and women related Acts exist to provide legal safeguards and protect women from various kinds of harassment. These are being reviewed by the National Commission for Women (NCW) in order to modify or amend them to make them more effective. In addition the MWCD is also initiating new legislation, amending / modifying existing ones so that they become more potent in protecting women.

1.17 With this background, the activities of the various programmes and schemes of MWCD can broadly be categorized as those of :

I. Social and Economic Rehabilitation and Empowerment;

- II. Providing Relief, Protection and Rehabilitation to Women in Difficult Circumstances; and
- III. Gender Justice and Legal Safeguards

## I. Socio-Economic Rehabilitation and Empowerment

1.18 It was realized that important social empowerment inputs such as health, reducing the levels of MMR, food and nutrition security, education etc will need to work in tandem with economic empowerment requirements such as employment and training, income generating activities etc. as one without the other cannot deliver optimum benefits or bring out the full potential of women.

1.19 For this purpose two major steps were taken. One, holistic programs covering important inputs from both social and economic areas were judiciously converged so that all round development of beneficiaries could take place. Two, to reach the many facilities arising from these programs,

and to provide the women with a platform for articulating their needs and perspectives, special initiatives were taken to mobilize them into viable self help groups. These grass root level agencies have proved highly successful in garnering economic and social support for their development. The activities under the plan programs / schemes are summarized below:

### ***Interventions under ICDS programme***

1.20 To reduce MMR and IMR and improve the health status of mothers, both pregnant and lactating, the integrated program of ICDS provides for supplementary nutrition and health checkups. In this context, 499.00 lakh mothers and children have been covered.

### ***Hostels for Working Women***

1.21 In order to enable greater mobility of women in the employment market, the scheme of Working Women's Hostels (launched in 1972-73) aims at providing suitable, safe and inexpensive accommodation to working women

## **Special achievements and initiatives of MWCD for women**

### ***Social and economic rehabilitation and empowerment :***

- Upgrading nutrition intake, through supplementary nutrition, micro and macro nutrient deficiencies, health check ups, of pregnant and lactating mothers under **ICDS programme benefiting 91 lakh mothers**;
- to enable greater mobility and safe and inexpensive accommodation to working women , **917 working women hostels in position benefiting 57,264 women**;
- **special hostel** in Delhi to accommodate 500 **women from North East** under process;
- **Swayamsiddha - empowering SHGs** for income generation through micro credit and other facilities- **650 blocks, 67,971 groups and 9,89,485 beneficiaries**;
- **Swawlamban – training and skill development** in 36 trades for securing employment ; **167 proposals benefiting 9560 beneficiaries** were processed upto December 2005;
- **STEP - mobilizing women into groups and providing them** with comprehensive package of services of access to credit, training, skill upgradation, market linkages etc. **19,200 beneficiaries benefited** in 2005-06 (upto 15.1.2006);
- **Swa-Shakti –a rural women development and empowerment programme** through SHGs and micro credit; **17,647 SHGs and 1213 clusters formed**;
- **Rastriya Mahila Kosh** – provision of micro finance to start income generation activities- **16,246 beneficiaries assisted in 2005**;
- **Gender budgeting** – spearheading gender budget initiatives in Center and State Governments;
- **585 Condensed Courses of Education** benefiting **14,625 women**;
- **5070 Awareness Generation Camps** involving **125 lakh women beneficiaries**

residing in places away from their hometowns as well as to those women who are undergoing training for professional courses. For this purpose, financial assistance is provided for construction of hostels. The scheme is implemented through voluntary organisations, Women's Development Corporations, State Governments etc. Till date, 917 hostels are in operation. During the year 2005-06, 5 new proposals with a total capacity for 343 women were approved.

#### ***Swayamsidha***

1.22 Swayamsidha, an integrated project for the development and empowerment of women through the formation of Self Help Groups (SHGs) was launched in 2001, with the emphasis on converging services, developing access to micro credit and promoting micro enterprises. The long term objective of the scheme is to achieve all-round empowerment of women, especially socially and economically, by ensuring their direct access to, and control over, resources through a sustained process of mobilization and convergence of all ongoing sectoral programmes. The programme covers 650 Blocks, 67,971 self help groups, and 6234 clusters and 9,89,485 women beneficiaries.

#### ***Swawlamban***

1.23 The Swawlamban scheme (earlier known as NORAD) implemented from 1982, aims to provide training and skill development to the poor and needy women to enable them to secure employment on a sustained basis or become self-employed. There are 36 traditional and non-traditional trades for which assistance is provided to the NGOs / corporations / Institutions under this scheme. During 2005-06, (as on 31.12.2005) a total of 9560 beneficiaries were helped through 167 projects. With the approval of the Planning Commission, it has been decided to transfer the scheme to the States w.e.f. 1.4.2006 after this Ministry meets its all the committed liabilities.

#### ***STEP***

1.24 The Scheme of 'Support of Training and Employment Programme for Women' (STEP) was launched in 1986-87 with the primary aim of enhancing and broadening employment opportunities including self employment and development of skills in 10 traditional trades amongst women, mainly through mobilizing women into viable

groups. A comprehensive package of services, such as, training, extension services, infrastructure, skill development, market linkages etc are provided besides access to credit. Support services like legal awareness, nutrition, health care, crèche facility etc are also part of the programme. 7 new projects have been sanctioned and the number of beneficiaries under this program is 19200 (upto 15.1.2006)

#### ***Swa-Shakti***

1.25 The Swa-Shakti project (rural women's development and empowerment project) was launched in 1999 and was operational till June 2005 as a pilot project with assistance from World Bank and International Fund for Agriculture Development, with specific objective of promotion of socio economic development of women, strengthening grass root institutions and self help groups with micro credit inputs. A total of 17647 self help groups and 1213 clusters were formed under the programme.

#### ***New Initiatives***

1.26 The Phase II of the Swa-Shakti project with the fund assistance from World Bank/other international agencies is being examined to improve the coverage of the program, especially in States which are singularly lacking in gender development indices such as female literacy , sex ratio and poverty, and with a special focus in the North and North East region.

### ***II. Providing Relief, Protection and Rehabilitation to Women in Difficult Circumstances***

1.27 In spite of the social and economically empowering programmes undertaken by the Ministry, there are certain sections of the women who will need protection and relief from various factors some of which are societal in nature (such as victims of prostitution and trafficking, marital conflict, destitute widows etc); victims of man made disasters (victims of communal conflicts or terrorist activities) or natural disasters (earthquakes, tsunami etc.). These women (and their children) require relief and support till such time they are able to stand on their own. The Ministry has conceived special programs for these sections of women.

### ***Short Stay Homes***

1.28 This programme aims at providing shelter for women afflicted by various problems like marital conflict, emotional disturbances, crime etc. Facilities of counseling, guidance, medical treatment, vocational training, referrals, rehabilitation and follow up services are provided. The scheme is implemented by the Central Social Welfare Board (CSWB) through voluntary organizations. The number of short stay homes in operation is 342.

### ***Family Counseling Centers***

1.29 These centers are implemented by the CSWB through a network of voluntary agencies with the objective of providing counseling, referral and rehabilitative services to women in distress as well as sensitizing public opinion on important women's issues.

### ***Swadhar***

1.30 This scheme was launched by the Ministry during the year 2001-2002 for providing holistic and integrated services to women in difficult circumstances, such as destitute widows deserted by their families in religious places like Vrindavan and Kashi; women prisoners released from jail and without family support; women survivors of natural disasters who have been rendered homeless and are without any social and economic support; trafficked women/girls etc. The scheme provides a number of facilities like food, shelter, medical help, legal aid and clinical counseling. A special facility is Helpline a 24-hour telephone facility (1091-1092) that a woman in distress can access for help. The scheme is implemented through NGOs / Women and Child Development Ministry of State Governments, reputed public/private trusts etc. The number of Swadhar homes being supported are 129 and 124 Helplines have been established.

### ***Relief for tsunami and earthquake victims***

1.31 To provide relief and support to tsunami victims, two Swadhar Shelter Homes in Tsunami hit areas of Nagapattinam and Kanyakumari in Tamil Nadu, for 100 inmates each, were approved.

1.32 Three proposals for Swadhar Shelter Homes received from Government of Jammu & Kashmir to provide shelter

to earthquake victims were also sanctioned. These homes will be located one each in Kralpora (Kupwara) and Poonch and one in Uri.

### ***New Initiatives***

1.33 While the above programmes are more or less generic in nature in the sense they cater to the most common problems faced by women in distress, it was realized that there are some sections of women whose problems are unique and they need suitably tailored programs catering to their specific requirements. For instance, for the victims of rape and assault, the interventions have to be so designed that help mitigate the emotional and physical abuse, trauma and stigma afflicted on them.

### ***Rehabilitation of Victims of Rape***

1.34 The Supreme Court, in a judgment dated 19.10.94, had directed the Government to evolve a scheme to mitigate the sufferings of victims of rape and to constitute Criminal Injuries Compensation Board to pay them compensation. It is in this context that the new scheme 'Scheme for relief and rehabilitation of victims of rape' is being formulated. The scheme is proposed to be administered by the National Commission for Women and has broadly two components. The first component is the constitution of a Criminal Injuries Relief and Rehabilitation Board at every district to award compensation to the victims; the second component calls for district monitoring committees to provide shelter, protection, legal and medical aid and rehabilitation to the victims. The scheme is under examination of the Ministry in consultation with other line Ministries.

### ***Trafficking and Prostitution***

1.35 The problem of trafficking of women and young girls for sexual exploitation is a matter of growing concern requiring a multi-dimensional approach for their rescue and rehabilitation. A significant distinction is now being made in treating victims of trafficking not as a moral or law enforcement issue but as a human right violation, as these for the most part arise out of trafficking compulsions rather than from organized crime. Gender discrimination, poverty, little or no access to education and health care, a lack of livelihood options are some of the underlying causes for trafficking. There are traditional and historical causes like

prostitution practiced by certain communities like Sansi, Bedias, or the Devdasis and Jigin tradition. Therefore the approach of the Ministry towards these victims is more reformative and rehabilitative in nature through humane rather than punitive measures.

1.36 The women rescued from trafficking are generally living in unhygienic surroundings with poor health care, highly vulnerable to STD as HIV / AIDS etc. Moreover, they are emotionally very traumatized. Special care has to be taken to physically and emotionally recuperate them and reintegrate them back into society so that they can lead their life with self-respect and dignity.

1.37 The Ministry had formulated a National Plan of Action on combating trafficking of women and children in 1998 wherein steps covered include prevention, legislation, law enforcement, provision of basic services to the victims of prostitution, rescue and rehabilitation, awareness generation etc. A Central Advisory Committee under the Chairpersonship of Secretary MWCD monitors the activities under the Action Plan.

1.38 Apart from the preventive aspects such as awareness generation and food and nutrition programs, economic improvement programmes, the Ministry also provides for relief and shelter based rehabilitation for these victims under schemes like Swadhar, Short Stay Homes etc.

1.39 To ensure rehabilitation specially designed for these groups, a new scheme is being formulated called ‘Scheme for Rescue of Trafficked Women’ with inbuilt components

of temporary shelter homes, medical assistance and health care, food, vocational training etc. In the first instance it is proposed to target about 1000 victims under this scheme.

### **HIV/ AIDS and Women**

1.40 The feminization of spread of HIV/AIDS in the country is a growing cause of concern especially so when women and children from the most marginalized and vulnerable sections of the community, become victims to the life threatening illness. The transmission of the virus from the infected male to the female is no longer a phenomenon restricted to commercial sex activities but to marital life as well. An Action Plan has been formulated by the Ministry to address the problems of mainstreaming the victims of HIV / AIDS. For this purpose, wide spread consultations and workshops were held and a Task Force constituted to implement key action points. The Ministry is actively trying to generate awareness on gender and HIV in different forums.

### **III. Gender Justice and Legal Safeguards**

#### **Special achievements and initiatives of MWCD for women**

##### ***Providing relief, protection and rehabilitation to women in difficult circumstances :***

- **342 Short Stay Homes** for women afflicted by problems like martial discord, emotional disturbances etc;
- **Family Counseling Centers** to provide referral and rehabilitative services to distressed women;
- **129 Swadhar homes** for holistic and integrated services to women in difficult circumstances;
- **Special Swadhar homes opened in tsunami and earthquake afflicted regions;**
- **124 Helpline** (24 hour telephone facility) – **emergency call** for help facilities set up;

##### **New initiatives**

- **Special scheme for rape and assault victims** awarding compensation and shelter and legal facilities being formulated;
- **Special schemes for victims of trafficking and prostitution** being formulated with inbuilt components of temporary shelter homes, health care, food etc;
- Efforts for **mainstreaming of women afflicted by HIV/ AIDS.**

women and create a positive environment for them with equal opportunities. This is proposed to be achieved through a combination of Legislative Acts, institutional mechanisms such as the NCW and through advocacy, and awareness and gender sensitization programmes.

### **Institutional Mechanisms - National Commission for Women**

1.42 The National Commission for Women is a statutory body constituted on 31<sup>st</sup> January 1992 under the National Commission for Women Act, 1990 with the mandate to protect and promote the interest of women and safeguard their legal rights. It investigates into individual complaints, atrocities or denial of rights and takes remedial action. It also plays an important role in advocating various measures for women at different forums. The Commission was also given the responsibility of reviewing 42 women legislations having direct or indirect bearing on women and make recommendations on their efficacy. So far the NCW has reviewed 32 such legislations.

### **Empowering Legislation**

1.43 To affirm empowerment in the true sense of the term, the Government has passed a number of women specific and women related legislations which, interalia, aim to protect them from social discrimination and give them equal opportunity. The women specific Acts being reviewed by NCW on which requisite amendments are

being carried out include Commission of Sati (Prevention) Act, 1987 which aims at exempting women attempting to commit sati from prosecution; Indecent Representation of Women (Prohibition) Act, 1986; Dowry Prohibition Act, 1961; Immoral Traffic Prevention Act, 1956, etc.

1.44 In addition the MWCD is also in the process of initiating new legislation, amending / modifying existing ones so that they become more potent in protecting women. These include the *Protection of Women from Domestic Violence Act, 2005*, which was notified on 14-9-2005. The Act aims to provide for more effective protection to women, who are victims of violence of any kind occurring within the family. It confers on the aggrieved woman the right to reside in a shared household, whether or not she has any title or rights in the same. Rules for the purposes of the Act are being framed. *The Protection against Sexual Harassment of Women Bill, 2005* that aims at conferring upon women the right for protection against sexual harassment at workplace is being re-drafted by the NCW based on the feedback received.

1.45 The Ministry has also made pertinent suggestions on Acts pertaining to the other Ministries, but which have implications on women. One such is the *Amendment to the Hindu Succession Act 1956*, which removes gender discriminatory provisions from it so that daughters get their share of the ancestral property and widows can inherit the property of the intestate even though remarried.

### **Gender Budgeting**

1.46 Efforts to bring about greater gender equality have been in force throughout the Plans. The Ninth plan introduced the concept of the Women's Component Plan (WCP) wherein the Centre and the States were directed to earmark at least 30 percent of funds/benefits in all women-related sectors. The Tenth Plan reinforced the commitment to gender budgeting to establish its gender-differential impact and to translate gender commitments into budgetary commitments not only for the women related sectors but also for all the Ministries/Departments.

1.47 The Ministry has been spearheading gender budget initiatives both in the Government of India and with the

### **Special achievements and initiatives of MWCD for women**

#### **Gender justice and legal safeguards :**

- **NCW –a statutory body to promote and protect interests of women** and safeguard their legal rights;
- **NCW reviewing important women's legislations** to make recommendation for improving their efficacy;
- **Protection of Women from Domestic Violence Bill notified on 14.9.05**; rules under the Act being finalized
- **Important Acts reviewed** include Commission of Sati (Prevention) Act 1987, Indecent Representation of Women (Prevention) Act 1986, Dowry Prohibition Act 1961, Immoral Traffic (Prevention) Act 1956 etc;
- **Protection against Sexual Harassment of Women Bill 2005** is being drafted

State Governments. “Budgeting for Gender Equity” was adopted as a Mission Statement in 2004-05. Guidelines for gender sensitive review of public expenditure and strategic framework of activities that constitute Gender budgeting have been developed. In the year 2005-06, the main focus was on major advocacy and sensitization drive undertaken across all Ministries of Government of India, which has enabled setting up of gender budget cells in 41 Ministries/Departments. To sensitize the State Governments, regional advocacy and training workshops for the relevant functionaries were organized, emphasizing on the need for participative budgeting, to include women in the process of planning, budgeting, implementation etc.

1.48 ‘Gender Mainstreaming’ is the mantra of the Ministry to ensure that gender concerns are not restricted to conventional sectors considered as women related like education, health, employment, etc. An attempt is being made to go beyond and focus on gender sensitive resource allocation, implementation and policies in all sectors including transport, power, petroleum etc. The ultimate objective of gender budgeting is to transform and transcend traditional perceptions and mind-sets toward women and awaken a gender sensitive consciousness which will not only enable women to come into the mainstream but also give them their due recognition as equal citizens of this country.

## **Development of Children**

1.49 The development of children has received considerable priority especially in view of the fact that they are the country’s prime assets and future human resources. In fact, the Constitution of India has given a voice to this vulnerable group when it lays down special safeguards with regard to their survival, protection and development. It is the commitment of this Ministry to ensure that every child is given the opportunity to lead a well-balanced, healthy, productive life and achieve his/ her full potential in a safe enabling environment. In order to ensure these objectives, the endeavor has been to put in place, well formulated holistic child related policies and programs broadly comprising those that are more focused on their welfare and development and those that protect the child’s rights and privileges.

### **Integrated Child Development Services (ICDS)**

1.50 One of the largest child intervention programs in the

world is the Integrated Child Development Services, a programme launched in 1975 with a package of six basic services – health checkups, immunization, referral services, supplementary feeding, pre school education and health and nutrition education for children upto 6 years and expectant and nursing mothers through a single window delivery system. Starting with a modest 33 Blocks (projects) it has gradually expanded to 5671 projects of which 5635 projects with 7.44 lakh Anganwadi Centres have become operational.

1.51 To fulfill its commitment contained in the National Common Minimum Programme to universalize the ICDS Scheme so as to provide a functional Anganwadi in every settlement and ensure full coverage of all children and to comply with Supreme Court’s directives, the Government has sanctioned expansion of the ICDS Scheme to cover 467 additional ICDS Projects and 1,88,168 Anganwadi Centres. The total number of women and child beneficiaries is 499 lakhs (children 408 lakhs and pregnant and lactating mothers 91 lakhs).

1.52 A number of new initiatives have been taken to improve the impact of the programme which include sharing of 50% cost of supplementary nutrition with the States; requesting State Governments to set up Coordination committees for effective convergence of the services of health, education, safe drinking water etc at the Anganwadi level, motivating the Anganwadi workers and helpers through scheme of awards and extending them insurance coverage etc.

### ***World Bank assisted ICDS projects***

1.53 The World Bank assisted ICDS III came into existence in October 1999 for a period of five years (now extended up to 31.3.2006) in the States of Kerala, Maharashtra, Rajasthan, Tamil Nadu and Uttar Pradesh with a view to improve the nutrition and health of women and Pre School aged children. Subsequently the ICDS III was restructured to include a number of other States.

1.54 The end line surveys are being initiated to assess the impact of the Project .The World Bank Supervision Mission in September 2005 had stated that the overall implementation

of the project was very good and monitoring and evaluation framework formulated was defined as best practices amongst similar projects sanctioned by them.

### **Kishori Shakti Yojana (KSY)**

1.55 The KSY is a special intervention for the adolescent girls (11-18 years) using the ICDS infrastructure. An all round development is proposed under this scheme including nutrition, literacy, vocational skills- in other words to make the girl child empowered in every respect for developing their full potential. The programme being implemented in 2000 blocks has now been expanded to cover all ICDS blocks across the country.

### **Nutrition Programme for Adolescent Girls (NPAG)**

1.56 Realizing that nutritional intake of the adolescent girls, is of prime importance, especially to prevent low birth

weights, reduce MMR and IMR, the Planning Commission had launched the NPAG in 2002-03 in 51 districts. The scheme is being implemented as a pilot project by the MWCD during 2005-06.

### **Crèches**

1.57 The program of Crèches and day care centers caters to the children of poor working women or ailing women. The services for the children include food, supplementary nutrition, medical facilities etc. Thus they are of great help to both mothers and their children as they provide a safe environment to children while their mothers are working.

1.58 Cabinet has approved an integrated program titled ‘Rajiv Gandhi National Crèche Scheme for Children of Working Mothers’ by merging the two existing Crèche schemes. The revamped scheme envisages an addition of 7000 crèches in 2005-06 and another 7719 crèches in

## **Special achievements and initiatives of MWCD for children**

- One of the largest child intervention programs in the world – **ICDS with six basic services** – health checkup. Immunization, referral services, supplementary feeding, pre school education and health and nutrition education for children up to 6 years and expectant and nursing mothers through a single window delivery system;
- **Commitment of the NCMP – Universalisation of ICDS** – provide a functional anganwadi in every settlement;
- **461 additional ICDS projects and 1,88,055 AWCs** have been sanctioned in 2005-06;
- **From 33 blocks in 1975 to 5671 projects in 2005** of which 5635 projects with 7.44 lakh AWCs have become operational;
- **Total number of beneficiaries are 499 lakhs– mothers 91 lakh and children 408 lakh;**
- The **financial norms for supplementary nutrition have been doubled** in October 2004 to Rs2/ children/ day; Rs 2.70/malnourished child/ day; Rs 2.30/ pregnant and lactating mothers/day. The **Centre will bear 50% of actual expenditure by States**;
- **KSY** which was initially sanctioned in 2000 blocks, has also been **extended to all ICDS Projects throughout the country**;
- **NPAG** has been taken up in 2005-06 by this Ministry in **51 districts** as a pilot project to cater to holistic needs for adolescent girls;
- Existing schemes of Crèche/ Day Care Centres and National Crèche Fund have been integrated into “**Rajiv Gandhi National Crèche Scheme for Children of Working Mothers**”;
- **Financial norms for crèches revised upward** from Rs. 18480 to Rs. 42384 per crèche
- **14719 new crèches to be set up by end of 10<sup>th</sup> five year plan**;
- **The Commissions for Protection for Child Rights Act, 2005** notified as Act No.4 of 2006 on 20<sup>th</sup> January 2006;
- **Child budget** – translating outlays into outcomes for children;
- Special initiatives proposed for **Children affected by HIV/AIDS**;
- Special initiatives proposed for **preventing child abuse child trafficking**.

2006-07 thus adding 14719 numbers of crèches by the end of the Tenth Plan. The scheme also has provision for an upward revision in financial norms from the existing Rs.18,480 to Rs. 42,384 per crèche as recurring grants and from Rs. 4000 to Rs.10000 as non recurring grants.

#### **National Plan of Action for Children 2005**

1.59 A National Plan of Action for Children 2005 has been launched on 20<sup>th</sup> August 2005 with the goals, objectives, strategies and activities for improving the nutritional status, reducing MMR and IMR, increasing enrolment ratio, universalizing primary education, immunization etc. The Plan of Action has four sections covering Child Survival, Child Development, Child Protection and Child Participation.

#### **National Commission for Protection of Child Rights**

1.60 A National Charter for children was notified in February 2004 for emphasizing India's commitment to children's rights and development. The Commission for Protection of Child Rights Act, 2005 was notified on 20<sup>th</sup> January 2006 as Act No.4 of 2006. The Act provides for a National Commission for Protection of Child Rights at the Centre and State Commissions at the State levels.

#### **Child Budget**

1.61 The Ministry is undertaking an annual analysis on Child budgeting. An initiative in this regard was already taken in the Annual Report of 2002-03 and continued in the subsequent years. The initial analysis showed that there were very few schemes and programs, which directly benefit the children, apart, from the ICDS. As a result, the direct spending on children is very low and States have practically no schemes exclusively for children. In order to elevate the overall status of the children in the country it is found necessary that spending on children be enhanced.

1.62 The Ministry of Women and Child Development (MWCD) and UNICEF organized a special workshop on 26.10.2005 titled 'Child Budgeting: From Outlays to Outcomes' with related Departments and Ministries including State finance secretaries to propose a new concept to analyse budget allocations, utilization of funds and focus analytical and practical attention on the translation of budgetary outlays into desired outcomes for children. Also discussed were procedural and administrative constraints in

the effective and timely utilization of resources and strengthening of expenditure tracking and outcomes monitoring were proposed. The workshop was attended by Sri Arjun Singh, Minister of Human Resources Development, Government of India, Ms. Reva Nayyar, Secretary, Ministry of Women and Child Development, representative of UNICEF, etc.

#### **Child Related Legislations**

1.63 The legislations pertaining to children too are being examined and after wide consultations it has been concluded that certain issues relating to child abuse and violence are not adequately covered under the present legal provisions of existing Acts such as the Juvenile Justice (Care and Protection of Children) Act 2000 or Indian Penal Code 1860 or other child related legalisations. Hence, the Ministry is in the process of preparing a draft Bill to address all offences against children and consultations are on with Home Ministry for appropriately amending the Indian Penal Code. Special manuals have been prepared for sensitization of key functionaries and the public in dealing with child victims of trafficking and sexual exploitation.

### **Autonomous Organisations under MWCD**

#### **Rashtriya Mahila Kosh (RMK)**

1.64 RMK was established on 30.03.1993 with an initial corpus of Rs.31 crore, with the prime objective of facilitating credit support or micro finance to poor women to start income generating activities. The funds are channelised through NGO/ Women' Development Corporations etc. The organisation has sanctioned total cumulative loans as on 31.01.2006 of Rs.179.00 crore and disbursed Rs.142.00 crore. The number of NGO Partners implementing RMK's programme is 1216. The total number of women beneficiaries as on 31.01.2006 was 5,37,652. The RMK has made conscious efforts for expanding its services to new areas and introduced innovative loan products schemes like Gold card, Franchise Scheme etc.

#### **Food and Nutrition Board (FNB)**

1.65 The Government of India adopted the National Nutrition Policy under the aegis of Ministry of Women and

Child Development in 1993. FNB is primarily engaged in Nutrition Education and Training, Mass Awareness Campaigns, promotion of various instruments of National Nutrition Policy like Infant and Young Child Nutrition, Prevention and Control of Micronutrient Malnutrition, Reaching Nutrition Information to the People, Establishing Nutrition Monitoring and Surveillance System.

#### **National Commission for Women**

1.66 The National Commission for Women is a statutory body constituted on 31<sup>st</sup> January 1992 under the National Commission for Women Act, 1990 to safeguard the interests of women. It has a very wide-ranging mandate covering almost all aspects of women's development. Some of the important functions of the Commission include investigating and examining the legal safeguards provided for women under the Constitution, look into complaints and take suo moto notice of matters relating to deprivation of women's rights, studies/research etc on issues of relevance to women.

1.67 Apart from reviewing Central Acts concerning or impacting on women for their efficiency and removing gender discriminatory provisions, the NCW also sponsored a number of studies in order to address the specific problems and situations arising out of discrimination and atrocities against women and recommended strategies for their removal. The Commission also visited a number of States, in order to evaluate the progress of the development of women.

#### **National Institute of Public Cooperation and Child Development (NIPCCD)**

1.68 National Institute of Public Cooperation and Child Development (NIPCCD), seeks to develop and promote voluntary action in social development; take a comprehensive view of child development, develop and promote programmes in pursuance of the National Policy for Children; develop measures for coordination of governmental and voluntary action in social development with emphasis on women empowerment and evolve framework and perspective for organizing children's programmes through governmental and voluntary efforts. During 2005-06 (till January 2006), the Institute organised 87 programmes against the target of 60 programmes for the year. 2971 participants attended these programmes against the target of 1500 participants for the year.

#### **Central Social Welfare Board (CSWB)**

1.69 The Central Social Welfare Board was set up by a Resolution of Government of India dated 12th August, 1953 with the object of promoting social welfare activities and implementing welfare programmes for women, children and the handicapped through voluntary organizations. Till 1969, the Board functioned as a limb of the Government and subsequently was registered as a charitable company under the Companies Act to give a legal status to the Board. The Board was given the dual responsibility of taking welfare services to the disadvantaged sections of society especially women and children, and also develop a nationwide infrastructure of voluntary agencies through which these services could be made available.

1.70 The Central Social Welfare Board is implementing a number of Schemes, such as Family Counselling Centres, Short Stay Homes, Condensed Courses of Education, Crèches for Children of Working and Ailing Mothers, Awareness Generation Programme, Innovative Schemes for Women & Children, etc.

#### **Information Technology**

1.71 NIC has designed and developed a portal for National Resource Centre for Women as a warehouse for women's development and progress achieved over the years in various sectors. NIC has also developed a web-based software to monitor the Quarterly Progress Report for Swayamsidha scheme in 33 States/ UTs.

1.72 A special project undertaken by NIC include a network based GIS application, integrating spatial data up to State, district and village level and non-spatial data including MWCD data and census, which maps all sanctioned projects under grants in aid schemes, up to the district level and gives a graphical depiction of regional spread of various schemes and identify areas requiring interventions.

#### **Special Initiatives for the North East**

##### ***Working women's hostels***

1.73 As on 31.3.2005, 60 Working Women's hostels benefiting 3087 women have been set up in the North East States. These include 10 in Arunachal Pradesh

(441 women beneficiaries), 15 hostels in Assam (837 beneficiaries) 12 hostels in Manipur (579 beneficiaries), 3 hostels in Meghalaya (benefiting 214 women), 4 hostels in Mizoram (149 beneficiaries), 15 hostels in Nagaland (817 beneficiaries) and 1 hostel in Tripura (with 50 beneficiaries). A proposal for the Construction of Working Women's Hostel in Delhi for the ladies of North East Region with capacity of 500 women is being processed by the Ministry.

#### **ICDS**

1.74 Population norms for setting up of anganwadi centers have been relaxed for tribal areas (including the North East) with one center per 700 population in these areas, while it is one per 1000 population in non tribal areas. Further, in sparsely populated hilly areas where villages may be very small or divided into small hamlets, an Anganwadi may be set up in a village or a hamlet having a population of 300 or more. Also Mini Anganwadi Centre can be set up to cover the remote and low populated hamlets/villages in tribal blocks, having a population between 150 to 300.

1.75 An Inter-Ministerial Task Force was set up in 2004 to review the existing population norms for sanction of an ICDS Project/AWC and suggest revised norms. They recommended that tribal areas with a population of 300-500 are eligible for a AWC while an area with a population of 150-300 can have a mini AWC. Thus the tribal areas especially in the North East region are given special relaxations in order to allow further expansion of the ICDS program in the region. Keeping in view the special needs of North Eastern States, the Central Government sanctioned construction of 4800 Anganwadi Centres at the cost of Rs. 60 crore in 2001-02 and 7600 Anganwadi Centres at a cost of Rs. 95 crore have been sanctioned in 2002-03. Another 7600 AWCs, at a cost of Rs.95.00 crore, were sanctioned in 2004-05. It has now been decided to construct Anganwadi Centres in North Eastern States on regular basis at enhanced cost of Rs.1.75 lakh per centre out of North Eastern Component of Ministry's Plan outlay. The flow of funds to North East (by February, 2006) was 15% of the total outlay for ICDS programme.

#### **Rashtriya Mahila Kosh (RMK)**

1.76 To disseminate information and knowledge on income generating activities, a special workshop on Awareness cum Business Development was held in Nagaland. For the first time RMK organised a Training Course for NGOs of Eastern and North Eastern States through the Regional Office of NIPCCD at Guwahati from 21<sup>st</sup> Nov.2005 to 25<sup>th</sup> Nov.2005 where 40 NGO members from States of Assam, Manipur, Tripura, Nagaland, Mizoram, Meghalaya, Orissa, Bihar and Jharkhand participated. RMK will continue its focus on the North East by holding five one week training courses for Nodal Officers/Training of the trainers for NGOs sector at NIPCCD's Regional Centre, Guwahati, during the year 2006-07.

#### **Swayamsiddha**

1.77 Under the scheme, special attention has been given to the NE for setting up projects. The scheme is now in operation in 6 districts and blocks in Arunachal Pradesh; 20 districts and 24 blocks in Assam; 3 districts and 3 blocks each in Manipur, Mizoram and Tripura; 5 districts and 5 blocks in Meghalaya, and 5 districts and 6 blocks in Nagaland.

#### **Swawlamban**

1.78 The scheme has been extended to 34 projects benefiting 1780 beneficiaries in Manipur. Projects in other North Eastern States were handled by CSWB.

#### **Swadhar**

1.79 Swadhar homes for helpless women and widows are operational in North East in States like Assam (5), Manipur (11), Mizoram (2) and Nagaland (1). While a provision of Rs.50.00 lakhs were allotted for the North East region in 2005-06, Rs.85.00 lakhs have been sanctioned under the scheme.

#### **NIPCCD**

1.80 The Institute has four regional centres, of which one is in Guwahati, which caters to the north east region-specific needs in training, research and consultancy in the areas of women empowerment, child development and voluntary action. The NIPCCD has separately conducted a study on Voluntary Efforts for Child Development in NE Region.

## **STEP**

1.81 The programme which seeks to upgrade skills and enhance employment opportunities of poor assetless women covered beneficiaries in the North Eastern States of Assam, Arunachal Pradesh, Manipur, Nagaland, Tripura in implementation of projects on piggery, dairy farms, poultry, sericulture etc.

## **Swa-Shakti**

1.82 The successful programme for improving the overall socio economic development and empowerment of women is proposed to be launched in the North East in the course of Swa-Shakti phase-II.

## **FNB**

1.83 To improve the nutritional status of women and children in the North East, FNB has set up Community Food and Nutrition Extension Units (CFNEUs) in Guwahati, Imphal, Shillong and Itanagar. Nutrition Education material in the form of posters / charts / booklets were published in North Eastern languages. A Regional Consultation Meet on Nutrition was organized in Shillong with involvement of senior policy makers.

## **Plan Outlays and Expenditure**

1.84 The Tenth Plan (2002-07) Outlay for various schemes and programmes of the Ministry of Women and Child Development was Rs.13,780 crore. The details of year-wise Annual Plan allocation and actual expenditure from 2003-04 to 2005-06 are given below:

(Rs. in crore)

<b>Year</b>	<b>Allocation</b>	<b>Expenditure</b>	<b>% of E/A</b>
2003-04	2600.00	2051.99	78.92
2004-05	2400.00	2399.78	99.99
2005-06	3875.29	3790.72	97.82
as on 10.3.2006			

1.85 There has been steady improvement in the utilization of the budgeted outlays over the years for the Ministry with almost 100% in 2004-05 and the same is expected in the

year 2005-06. The outlay for the year 2006-07 is approved at Rs 4795.85 crore, nearly 24% increase over the outlay for 2005-06.

## **Outcomes, Impact Assessment and Evaluation of Schemes**

1.86 The Ministry is undertaking many methods to assess the impact of the programs, assess outcomes and beneficiary incidence. These range from inspection reports, surveys and evaluation studies, impact assessment of programmes, monitoring of specific programs such as 27 beneficiary oriented programmes, women's component plan etc. One of the tools of the Gender budgeting and Child Budget is measuring and assessing outcomes and beneficiary incidence of the programs of this Ministry as well programs of other Ministries / Departments / State governments which are women /child specific or women / child related. Some of the important programs reviewed/ evaluated include:

### ***Evaluation of Integrated Child Development Services (ICDS)***

1.87 A number of evaluation studies of the ICDS programme have been conducted over the years. These include evaluation of ICDS by the Programme Evaluation Organisation of the Planning Commission in 1982; National Evaluation of ICDS scheme by National Institute of Public Cooperation and Child Development in 1992; Evaluation results of Annual survey during 1975-1995 published by the Central Technical Committee on Integrated Mother and Child development on completion of 20 years of ICDS. A Nation-wide evaluation of ICDS was conducted by NCAER (1996-2001), the salient features of which revealed that IMR of ICDS area was lower than IMR of ICDS plus non- ICDS areas; most AWCs across the country were located within accessible distance (100-200m) from beneficiary households; more than 80% of the children were immunized against all major diseases in the country; community leaders found the ICDS programme beneficial. However, the evaluation also brought out some constraints in the program and the need to upgrade infrastructure facilities as well as in service training of functionaries. It also pointed out that referral systems were quite weak and

needed review. A nationwide evaluation of ICDS project is once again being undertaken through NIPCCD and the study results are awaited

1.88 A number of research studies were sponsored for performing appraisal and impact assessment of the ICDS programme in States like Maharashtra, Madhya Pradesh, Rajasthan, Assam and Meghalaya which have made useful observations on the performance and suggestions to further improve the service delivery. On the anvil are studies for evaluation of the programme in Orissa.

1.89 Monitoring of supplementary feeding component of the ICDS program is periodically undertaken by CFENU of the FNB. Apart from various parameters of supplementary nutrition (such as supply and storage of supplementary food and its quality, regularity of the feeding, nutrition and health education, micro nutrient intake etc) various other parameters such as staff availability, sanitation facilities, supply of safe drinking water etc, are also checked.

#### ***Evaluation of Swadhar***

1.90 The functioning of the Swadhar centres is monitored by a District level Committee, which meets twice a year to review the functioning of the center and suggest improvement measures. At the behest of the MWCD, field officers of the State Social Welfare Boards conducted inspections of Swadhar Shelter homes in various districts of Andhra Pradesh, Himachal Pradesh, Uttar Pradesh, Tamil Nadu, Gujarat, Orissa, Assam, Karnataka, and West Bengal. The reports generally found the homes to be running satisfactorily with training facilities provided to the inmates. In some of the homes, Helpline facilities were found functional. Further improvements in infrastructure, and other facilities were suggested to provide reasonable comfort levels to the inmates. The Ministry has also advertised for seeking expression of interest for country wide evaluation of functioning of Swadhar shelter and short stay homes and women Helplines sanctioned so far.

#### ***Evaluation of Crèches***

1.91 The crèches being run by the Bharitya Adim Jati Sevak Sangh, CSWB and ICCW were inspected by

various agencies. A total of 412 crèches (out of 12451) were inspected of which 94% were found to be working satisfactorily and fulfilling their objective of serving the needs of children of poor families especially in backward areas. To enable more effective service delivery of the crèches, a number of suggestions were made to improve medical check up facilities, quality of nutrition provided, recreation facilities and training of the service providers.

#### ***Evaluation of Swawlamban***

1.92 The program evaluated by an independent team of Norwegian Agency for Development and Cooperation (NORAD) as well as other evaluation studies had listed the programme as a best practice for replication in other developing countries; it was also seen that almost 60-70% of the women trained under the programme were either self employed or wage employed. The average cost of training of the women under the scheme too was found economical compared to similar other programmes organized by other training institutions in the organized sector.

#### ***Evaluation of Swayamsidha***

1.93 Evaluation of Swayamsiddha had been commissioned to the ‘Indian Institute of Public Opinion, New Delhi which highlighted the increasing levels of awareness of beneficiaries in various fields like decision making, banking procedures etc.

#### ***Evaluation of STEP***

1.94 The mechanism of concurrent evaluation is built into the scheme and carried through by an independent agency. Some of the evaluating agencies, which have submitted reports, include Indian Institute of Entrepreneurship, Guwahati, Assam. Institute of Management in Government, Trivandrum, Institute of Social Studies Trust, New Delhi, Agricultural Finance Corporation, Mumbai etc.

1.95 The varied findings reported that gainful employment has been provided to the beneficiaries; projects have enabled best practices in various areas such as breeding of healthier animals, fodder management etc. An encouraging feature is that Women Development Cooperative Societies

have emerged as a nuclei for other development programmes aimed at women and child development

#### **Evaluation of Family Counseling Centers (FCC)**

1.96 Monitoring of the FCCs is regularly done by the field officers of various State Boards. Separately the performance of FCC have been evaluated through agencies like NIPCCD, Tata Institute of Social Sciences. However the real impact assessment of the scheme comes through in the many success stories of FCCs, some of which have been detailed elsewhere in the Annual Report.

#### **Evaluation of Swa-Shakti**

1.97 The concurrent monitoring and evaluation of the project has been done in eight rounds by the Agricultural finance Corporation along with a separate impact study in 2004-05. These studies revealed that the most disadvantaged groups like SC/ST/ women headed households/ marginal and landless farmers have benefited; also the good empowering practices such as savings habits, self confidence etc have been inculcated. The most heartening outcome was the impact on poverty where the average annual income of women almost doubled (from Rs. 4399 to Rs. 8766) increasing their share in the total household income.

### **The Path Ahead**

1.98 The Ministry will continue to give focus to the persisting problems faced by women and children. These include crucial issues like declining girl child sex ratio, reducing female foeticide and infanticide, reducing IMR and MMR, improving nutrition education and literacy, health, employment, equal access to resources, eliminate gender discrimination, and provide legal safeguards. These concerns are also reflected in the Millennium Development Goal 3 (adopted by the UN, in September 2004,) mission statement to promote gender equality and empower women.

1.99 Special attention will be given to the girl child, not only those below 6 years, but also adolescents as these very girls are the future women and potential mothers. The concept and tools of Gender Budgeting and Gender

Mainstreaming and Child Budget will be disseminated throughout the Central and State Governments to ensure that the requirements and needs of women and Children are kept in view in all the programs/policies/ schemes. This will also be used as a tool for measuring the quantum of flow of funds and benefits to women and children.

1.100 While the problems of women and children are generally interlinked and hence can be accommodated under composite schemes, there are a number of problems/issues which are exclusively child specific or woman specific and hence require separate intervention and separate schemes. Therefore, the programmes and schemes of Ministry will be categorized into those which are mainly women development oriented and those that are mainly child development oriented. A third category will include those schemes, which contain provision for both women and children.

1.101 The **Path Ahead** for the year 2006-07 and the Eleventh Plan (2007-2012) can be succinctly summed in the following objectives:

- Comprehensive and holistic National Plan of Action for Children has come into force in 2005. Under the aegis of this plan, this Ministry will orient its activities in a mission mode in favour of the Endangered Girl Child.
- Social and Economic empowerment of women through well formulated schemes as well as convergence and networking with programs / schemes of other Departments and State Governments
- Providing relief and rehabilitation to women in difficult circumstances
- Legal safeguards and gender justice
- Programmes for the welfare and development of children and protection of child rights.

### **Organization of MWCD**

1.102 The Department of Women and Child Development was under the overall charge of Shri Arjun Singh, the Hon'ble Minister for Human Resource Development. Smt

Kanti Singh, Minister of State for Women and Child Development, assisted him during the year 2005-06 (till 29.01.2006).

1.103 The Department became a Ministry of Women and Child Development on 30.1.2006 with Smt. Renuka Chowdhury as the Minister of State with Independent Charge. In order to harmonise and converge child welfare activities, a number of child related activities were transferred to MWCD, notably - legislations such as Juvenile Justice Act, 2000, Child Marriage Restraint Act, 1926; programmes/Schemes pertaining to Juvenile delinquency and vagrancy, street children, orphans, child help line, adoptions including Central Adoption Resource Agency.

1.104 The Ministry is divided into three Bureaus, each Bureau headed by a Joint Secretary, namely, (i) Child Development, (ii) Child Welfare and (iii) Women's Development and Women's Welfare. The work relating to Plan, Monitoring and Evaluation, Coordination and Research was under the charge of Economic Adviser. A Statistical Adviser looks after the work relating to development of gender data base. The work relating to Accounts and Audit was under the charge of the Joint Secretary and Financial Adviser who looked after the work of this Ministry in addition to his responsibilities in other Departments, under the Ministry of Human Resource Development. An organizational chart of the Ministry is at **Annexure I**. The list of subjects being dealt in Ministry of Women and Child Development is given at **Annexure II**.

1.105 The Ministry has under its aegis one statutory body and three autonomous organizations, namely, (a) Statutory Body: National Commission for Women and (b) Autonomous Organizations: (1) National Institute of Public Cooperation and Child Development (NIPCCD), (2) Central Social Welfare Board (CSWB) and (3) Rashtriya Mahila Kosh (RMK).

1.106 While the NIPCCD and RMK are registered under the Societies Registration Act, 1860, the CSWB is a charitable company registered under Section 25 of the Companies Act, 1956. The National Commission for Women has been set up under the National Commission for Women Act, 1990.

1.107 The Food and Nutrition Board was transferred to the Ministry of Women and Child Development from the Ministry of Food w.e.f. 1<sup>st</sup> April 1993 in pursuance of the National Nutrition Policy.

## Reservation for SCs and STs

1.108 Reservation Policy of the Government of India in the services is being followed in this Ministry and the organizations under its control. Out of 41 Group 'A' officers in the Ministry, 8 belong to the Scheduled Castes (SCs) and 2 to the Scheduled Tribes (STs). Out of 72 Group 'B' officers, 10 belong to SC and 2 to ST communities. In respect of 83 Group 'C' personnel, 15 officials are from SC, 5 from ST and 6 from OBC communities. Out of 56 Group 'D' personnel, 27 officials belong to the SC, 2 to ST and 1 belongs to OBC communities.

## Public and Staff Grievances

1.109 A Facilitation Counter has been opened in the Ministry to which the public has unhindered access. Copies of the schemes, programmes and guidelines of the Ministry are available for distribution to the public in the counter. The details of the programmes and the present status of various applications from non-governmental and other organizations for grants and other assistance as also the details of the organizations blacklisted by the Ministry have been posted on the website of the Ministry. This can be accessed at the address [www.wcd.nic.in](http://www.wcd.nic.in). The Ministry has also adopted a Citizen's Charter, which proclaims its mission, objectives and commitments.

1.110 The public grievances received in the Ministry are attended on priority. The Public Grievances Redressal Officer through a monthly return to Ministry of Administrative Reforms and Public Grievances regularly monitors this.

1.111 A suitable mechanism exists in this Ministry for redressal of grievances of staff at all levels and at regular intervals. Being a small Ministry, the inter-personal

communication in the Ministry is good which substantially helps in speedy redressal of grievances.

## Right to Information Act

1.112 In pursuance of the provisions contained in sub section (1) section 5 of the Right to Information Act, the Ministry has designated 11 officers as Central Public Information Officers for the concerned divisions looked after by them; as per sub section (5) of Section 5 of the Act, 17 officers have been designated as Assistant CPIO for the sections/ Desks looked after by them. As per the provisions in sub section (1) of Section 19, 4 Senior CPIOs have been designated for the concerned Bureaus looked after by them,

1.113 The names and other details are available at the website of the Ministry [www.wcd.nic.in](http://www.wcd.nic.in)

## Composition of Parliamentary Standing Committee

1.114 The composition of the Ministry related Parliamentary Standing Committee on Human Resource Development (as on 29th January, 2006) is at **Annexure III**. The composition of the Committee on Empowerment of Women for the year 2004-05 is at **Annexure IV**.

## Parliamentary Standing Committee on Human Resource Development

1.115 The meeting of the Ministry related Parliamentary Standing Committee on Human Resource Development to discuss the Demands for Grants 2004-05 was held on 10<sup>th</sup> August 2004.

1.116 The Parliamentary Standing Committee on Human Resource Development met on 4<sup>th</sup> October 2004 and deliberated on the implementation of various schemes of the Ministry. The main issues were non-settlement of accounts and non-submission of utilization certificates, overlapping of the schemes and lack of independent feedback mechanism at the National level, lack of effective and independent monitoring and coordination with the State Governments. The Ministry is taking measures to deal with the gaps pointed out and will submit a reply to the Committee.

## Parliamentary Committee on Official Language

1.117 On 11<sup>th</sup> October 2004 Parliamentary Committee on Official Language held a meeting in India International Centre, New Delhi with Secretary (WCD) and took note of the position of use of Hindi in the office and action taken by the Ministry for encouraging Hindi in official work.

### Extracts from speech of UNDP Chief Kemal Dervis on International Women's Day March 8, 2006 – Women decision – makers are key to development

- The fight against poverty is not a campaign of charity – it is a **mission of empowerment**. This is especially true as regards, women, given that, of the world's one billion poorest people, three-fifths are women and girls. Gender equality and women's empowerment – as set out in the internationally agreed Millennium Development Goals – is, therefore, crucial to development.
- Within the UNDP itself I am committed to ensuring that “we practice what we preach” on gender equality. We are investing resources in **placing gender as a central consideration** of all our programmes and policies and will hold staff accountable for results.
- Equality is not just a worthy goal, but a proven way of accelerating human development. Whether working to ensure equal access to water and energy services, to strengthening the response to HIV/AIDS, or building lasting peace processes, **women need a strong voice** at the table so that they can determine the future.
- New-elected women leaders give hope to women worldwide that from the highest political level to the most personal, equality between women and men is a goal that can be achieved. On this International Women's Day, the UNDP reaffirms its commitment to ensure that we help **to provide women with the capacity to make this goal a reality**.

# Programmes for Women

## Introduction

2.1 The Ministry of Women and Child Development was set up in the year 1985 as the national machinery for advancement of women in the country. In its nodal capacity, the Ministry has been striving to secure gender justice by substantially increasing coverage of programmes for affirmative action, review the laws to remove gender bias, campaigning for equal rights to women in property, credit facilitation, income generating opportunities, providing support services like day care facilities, crèches and working women hostels. The Ministry also mobilises women into self help groups and cooperative societies and takes up programmes for awareness generation and gender sensitization.

2.2 In terms of its mandate, the Ministry of Women and Child Development has taken several initiatives during the past years for bringing about social equality, empowerment and development of women. These initiatives are discussed below:

## Empowering Women Through Self Help Group Initiatives

2.3 Since Independence, Government's policy on women's development has progressed from the initial welfare oriented approach to the current focus on development and empowerment. For the first time, Seventh Five Year Plan focused the Planning Commission's concern for equality and empowerment and attempted schemes that would inculcate among women, confidence and awareness about their rights and privileges and train them for economic activities and employment. The Eighth Five Year Plan marked a further shift towards empowerment of women,

emphasizing women as equal partners and participants in the development process. All these measures, coupled with 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments, resulted in (1) an increased participation of women in local government institutions and decision making processes, (2) increased focus of poverty alleviation programmes on women, (3) a mandate to eliminate discrimination against girl child and adolescents in the matters of food, health, and education, (4) steps to reduce, and gradually eliminate, child labour and (5) recognition of the need to sensitize all levels of bureaucracy, legislators, law enforcement agencies and line Ministries to gender issues.

2.4 The Planning Commission in order to ensure that the benefits in the social and economic development sectors reach women, envisaged "inclusion of an identifiable women component plan in the programmes of the respective Ministries right from the planning process, and to monitoring and implementation of programmes to ensure the reach of benefits to women". The Ninth Plan Document (1997-2002) laid emphasis on the participation of people in the planning process, and the promotion of self-help groups. The approach was to access women living in poverty and guide them to help themselves. The experience of Indian experiments in SHGs in the 1980's yielded encouraging results, which gave an added fillip to the initiatives taken to universalize the SHG movement. Some major initiatives to use SHGs/Cooperative groups as a tool to empower women include STEP, Swawlamban, a pilot project viz. Swa-Shakti Project assisted by IFAD and World Bank and Swayamsiddha, an Integrated Project for Women's Empowerment etc. Given the long-term nature of the social and economic issues confronting women, the overall objectives of these projects were to put into place processes to promote the social and economic development

of women and create an environment for social change to improve their quality of life.

2.5 The strategy adopted in these projects emphasized the importance of a holistic approach including a judicious blend of empowerment and development activities in order to have a broader impact on the lives of poor women. These projects drew their strength from many factors, including the growing response of banks to group lending, the increasing opportunities provided through the Panchayati Raj system for women to play a role in decision-making; and experience gained through other programmes including the IDA-assisted U.P. Sodic Lands Reclamation Project and IFAD's Tamil Nadu Women's Development Project.

## Swayamsiddha

2.6 Swayamsiddha is an Integrated Scheme for Women's Empowerment through formation of self-help groups. The scheme was launched in February 2001 across the States and Union Territories of the country with a total budget outlay of Rs. 116.30 crore. The scheme is expected to culminate in March 2007. The long-term objective of the programme is holistic empowerment of women through a sustained process of mobilization and convergence of all the on-going sectoral programmes by improving access of

women to micro credit, economic resources etc. The programme is being implemented in 650 blocks in the country including 238 IMY blocks, covering 336 districts. Each block consists of 100 self-help groups. The programme is being implemented in many States through ICDS infrastructure; while in some States NGOs operate as the delivery mechanism.

2.7 The most important component of the programme is the formation, implementation and monitoring of block specific composite project for 4-5 years incorporating the following four elements:

- Group formation/mobilization activities;
- Community oriented innovative interventions;
- Specific schemes of DWCD, namely STEP, SEP and AGP, alongwith other schemes, if there is a felt need for the same; and
- Schemes of other Ministries, whether converged under GOI directions or State Government initiative.

## Achievements:

- 67,971 women self-help groups have been formed against the target of 65,000;



Sh. P. Chidambaram, Finance Minister greeting Swayamsiddha group members after awarding Group leaders for mobilising maximum micro-credit in Pondicherry state.

- 9,89,485 beneficiaries were covered against the target of 11,37,500;
- 6234 clusters have been formed;
- 387 federations have been formed
- Many States have created community assets and the process is going on;
- Basic training on ten important aspects have been imparted to SHGs

2.8 State-wise spread of funds released, number of Districts, Blocks allocated and SHGs formed under the Swayamsiddha is at **Annexure V**.

#### **Recent Initiatives:**

- A National Consultative Meet on Phase-II of Swayamsiddha was organized jointly by the Ministry of Women & Child Development and LTA-Swayamsiddha, NIPCCD at Vigyan Bhawan, New Delhi on 18<sup>th</sup> August, 2005. The purpose of the meet was to brainstorm with umbrella NGOs, bankers, line Ministries

of Government, international agencies and practitioners working in the field of micro-finance, micro-enterprise, SHGs and other social aspects to evolve a broad spectrum of issues which could be dovetailed while preparing a plan of action for the second phase of Swayamsiddha to be remodelled on the line of Swa-Shakti Project.

- The Ministry, through Lead Training Agency of Swayamsidha (NIPCCD), had organised three exposure-cum-review meetings for nodal officers and PIAs of Swayamsiddha.

#### **Exposure-cum-Review Meetings**

Date	Venue	Participants
24 <sup>th</sup> -25 <sup>th</sup> May, 2005	Delhi	29 participants
22 <sup>nd</sup> -23 <sup>rd</sup> August, 2005	Delhi	26 participants
19 <sup>th</sup> -20 <sup>th</sup> October, 2005	Srinagar	28 participants

2.9 These review and exposure meets served as a platform to discuss the achievements made in previous quarter with focus on training, convergence, bank linkages, income



*Women SHG members organized under the scheme of Swayamsidha having their Sales Day in Nagaland*

generation/micro-enterprise activities and community assets created under the Project. Expenditure and utilization of funds, problems and issues relating to implementation etc. were also discussed. Technical guidance was also given to the States. The nodal officers were taken to field to study best practices adopted in the States during exposure visits.

- The Ministry through Lead Training agency of Swayamsiddha organized an Induction Training Programme for Master Trainers of Swayamsiddha from 17<sup>th</sup> August – 1<sup>st</sup> September 2005 at NIPCCD Regional Centre, Lucknow. The programme was exclusively organized for the PIAs (NGOs) inducted under Swayamsiddha. In all, 24 participants attended the programme;

### ***Transforming poverty into well being***

**Roshni Swa-Shakti Mahila Samooh of Jharkhand comprises of 13 members of which 11 members are from ST category. All the 13 members are saving Rs.20/- per month and their cumulative savings is Rs.9710/-. The group received a cash credit of Rs.25,000/-, and were given training in piggery and goat rearing. After receiving training, they took a loan of Rs.15,000/- jointly and started piggery and goat rearing activity. The NGO assisted the members in planning and also helped them to conduct feasibility study to choose the IGA. The members take care of the activity by rotation and earn Rs.500/- per member per month.**

### ***Women's Empowerment – the Milky Way (Gulbarga – Karnataka)***

**Smt. Jagadevi, member of the Mahalakshmi group received training under animal husbandry programme after which she started her own dairy activity. She gets five litres of surplus milk every day after utilizing two litres for her own family. She further procures 45 litres of milk from other SHG members and sells it in Gulbarga city, which is 10 kms away from her village. She now earns on an average Rs.200 per day.**

### ***Choosing a new Life***

**Sannarangamma (of Karnataka) and her family were in abject poverty, struggling for survival. After joining Shri Rajeshwari Swa-Shakti SHG, she was trained for 'Petty Business' set up under the Enterprise Development Programme. She started her own shop with micro credit fund of Rs.5000/- and today nets a daily profit of Rs.40-50/-.**

- The Ministry, in partnership with UNIFEM, is developing a training manual and training material for use of trainers on Gender Dimension of HIV-AIDS. A workshop and Steering Committee Meeting was organized on 19<sup>th</sup> December 2005 to appraise selected trainers and to share the material developed. After field testing of the manual and material, these would be printed for wide dissemination;
- The Ministry and the Khadi & Village Industries Commission (KVIC) have signed a MoU to initiate micro-enterprise activities and evolve marketing strategies for the products produced by the SHGs by utilizing the services of State Khadi Boards and Swayamsiddha PIAs. This path breaking Memorandum of Agreement was signed on September 9<sup>th</sup>, 2005. As per the MoU, this initiative will provide consultancy services, process project proposals to generate employment in rural areas and help skill development of women covered by Swayamsiddha and Swa-Shakti;
- In order to streamline the implementation process and remove the bottlenecks, the senior officials dealing with Swayamsiddha in the Ministry visited the States of Gujarat, Uttar Pradesh and Jharkhand and held review meetings with the senior officials of these States.

### ***Evaluation and Outcome Assessment***

2.10 The Ministry commissioned Indian Institute of Public Opinion Pvt. Ltd. to evaluate Swayamsiddha scheme. The evaluation highlighted the benefits accrued to the beneficiaries specifically in raising their awareness level on social issues, increase in negotiation skills, increase in the knowledge about the legal rights, increased participation in

### **Natural Resource – Natural Empowerment**

**Jai Chamunda Swa-Shakti group of village Piludra, District Sabarkantha (Gujarat) started manufacturing of PADIA-PATRALA plates in June 2002 with an initial investment of Rs.5000/-.** *PADIA-PATRALA* is made from the leaves of Khakhra tree and the manufactured items are in great demand during marriages/social occasions for serving food items to the guests. The group makes an annual turnover of Rs.60,000/- and an annual profit of Rs.20,000/- after payment of labour charges.

family decision making, knowledge of banking procedures, decrease in borrowing from money lenders and capacity building etc. The scheme has been able to provide a forum for women empowerment, collective reflection and united action. In quintessence, the evaluation showed that Swayamsiddha intervention had made women come into their own – a symbolic ‘Swayamsiddha’.

### **Swa-Shakti Project**

2.11 The Swa-Shakti project jointly funded by IFAD, World Bank and Government of India was launched in October 1999. The Project culminated on 30<sup>th</sup> June 2005. It was implemented in 335 blocks of 57 districts of 9 States, viz. Haryana, Bihar, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Karnataka, Uttar Pradesh and Uttarakhand.

2.12 The overall objectives of the programme was to bring out socio economic development and empowerment of the women through promotion of women’s self help group, micro credit and income generating activities (IGAs). The Project was conceived as a pilot project. The achievements of the Project have been substantial. The Project has established 17,647 SHGs against the original target of 7,400 covering about 2,44,000 women.

2.13 All the Groups have received the basic training in SHG concept, book keeping, accounts, leadership, group dynamics and credit management. The Project has also aimed at the formation of clusters of SHGs which is an

important strategy for sustainability. Total 1213 clusters have been formed and 876 clusters have been registered, out of which 13 clusters have been registered during the year 2005-06 (from April 2005 to June, 2005). 1164 clusters have undergone basic training on cluster concept whereas 536 clusters have undergone exposure visit during the project period. Clusters were given intensive training as well as exposure visits for their overall strengthening.

2.14 Linkages with the credit institution have been impressive which is evident from the fact that a total of 12,256 Groups were linked with the Banks with total Bank credit of Rs.34.59 crores. 333 Business counseling centres which are providing appropriate support services in terms of counseling and guidance on enterprise development have been formed and 420 BCC Consultants in total, were trained during the project period.

2.15 Community Assets creation, an important activity of the Project, has helped women members to meet some of their basic needs as well as creating a sense of ownership in the community. The Groups have proactively taken up this initiative and formed 1934 community assets during the project period. There had been a considerable increase

### ***Enterprising Women and their enterprises***

**Janki and Shanti are two Swa-Shakti groups comprising of 13 and 14 members in village Sirsia, in Bihar. Janki group received a loan of Rs.25,000/- and Shanti group received Rs.50,000/- under SGSY scheme. Together they started a Ration Shop and a STD Booth. Today each member is earning Rs.250/- per month.**

over access to basic services with the existing programmes and schemes across the States and 14,743 Groups were converged with the Govt. schemes.

### **Achievements made during the year 2005-06 (April-June, 2005)**

□ Number of clusters received training	-	50
□ Number of clusters registered	-	13
□ Exposure visit of clusters	-	72

□ Linkages with the Bank credit	- 112
□ BCC Counsellors trained	- 145
□ Community Assets Created	- 318
□ Convergence with Govt. Schemes	- 339

2.15 The concurrent monitoring and evaluation of the Project was done in eight rounds by the Agriculture Finance Corporation and separate impact study was also undertaken by them in the year 2004-05. Following results have emerged.

- By and large the programme has benefited the most disadvantaged groups viz. Scheduled Castes (27.0 %), Scheduled Tribes (18.0 %), women headed households (11.0), marginal farmers (43.0) and the landless households.
- Savings Habit: More than 0.24 million women have been helped to develop regular savings habit. The project also made it possible for un-registered women groups to open savings bank account.
- **Emergency Loan:** Regular saving habit of the group members provides an opportunity to avail emergency loan as and when required. The households earlier were totally dependent on money lenders and landlords even for small amounts (32.0 % in the project districts and 46.0 % in expanded districts and like-wise 35.74% in control villages during base-line). The reduced dependency on money lenders also to some extent, elevated the status of women both in the family and in the community level. Further inter-loaning habit inculcated repayment culture among women which got due recognition by the banks for extending cash credit limit.
- **Self-Confidence:** The most significant achievement of the project is that there is a new air of confidence among the members. Significantly, there is a growing willingness of group members to approach the Panchayats and collectors with petitions or grievances and in several cases members have contested and won elections to both Gram Panchayats and Block Panchayats. The study has also reflected that around 45% of women have been consulted in important family decision making compared to 18% during base line

### ***Converging for a Good Cause***

**Hakimpura village in Chhattarpur** is a village of backward classes and dalits. Handicapped by the lack of a hospital in the vicinity, SHG members took the matter into their own hands, and with the support of the DPIU, they started construction of a hospital building in the village. The land was provided by the village panchayat and convergence was established with I.D.P Project for construction of a delivery room, where as an approach road was constructed with DPIU cooperation. Initially, the SHG convinced a doctor to provide free consultation at least twice a week. Later on, the district administration provided help in running the hospital and also posted doctors there on a regular basis.

- **Mobility:** The project has created a remarkable space for women to come out of their homes and enter the public domain. In fact, social network of women have expanded which has created ripple amongst non-members as well. It was encouraging to note that around 60.0 percent women were able to visit alone to all places compared to base-line survey.
- **Voicing Demands:** Group meetings have allowed women to undertake collective action such as;
  - Reduction in drinking habit among men
  - Increase in enrolment of girl child in school
  - Greater awareness and increased access to health care
  - Accessing minimum needs of the community – drinking water, roads, health facilities, etc.
- **Accessing Credit from Banks:** The project has registered a great success in associating the normally non-bankable rural women with formal credit channel
- **Impact on poverty.** The average annual income of women has increased from Rs 4399 to Rs 8766 and their percentage share of income to household income has increased from 12% to 24%. Overall, the average household income had significantly increased from Rs.21000 to 36000. It needs to be mentioned that with

the increase in income level of households the expenditure have also gone up over the project period. The overall impact of Swyamsidha and Swa-Shakti in the area of holistic empowerment of women can be summarised as follows:

#### **A. Economic Empowerment**

- (i) More than 84,000 Women's groups have been formed and the group members are helped to develop the habit of systematic savings;
- (ii) Women members of these groups are able to open their respective saving bank accounts;
- (iii) Women have developed a "repayment culture", wherever they get chance to take and repay several small, internal loans for a variety of purposes, including consumption loans;
- (iv) The recovery rate of bank loans has been consistently very good due to extensive support system developed under these projects.

#### **B. Social Empowerment**

- (i) Qualitatively, there is evidence that the two projects have had considerable social impact on women, particularly in well-functioning, homogenous groups of

very poor women. Women in such groups have exhibited a greater degree of self-confidence, greater mobility and greater ease to visit banks and converse with different officials.

- (ii) Women are now able to get out of their houses, attend group meetings, particularly where considerable opposition from their husbands has been observed. The evaluation studies indicate positive results in their social empowerment indicators.

#### **C. Skill Development**

- (i) Landless women, who were formerly labourers, had since become small-scale entrepreneurs. The assistance given to them through these projects have helped them achieve economic strength.

#### **D. Community Asset Creation**

- (i) The group members are able to initiate collective actions, ranging from petitions for street lighting, arranging for milk routes to stop at their villages, building check dams and health facilities.
- (ii) The SHG women have created many community assets ranging from ladies toilet, small hospitals/schools and community Bhavans. They have also been involved in environment improvement, afforestation, etc.



*A Self Help Group Member after having purchased a hybrid cow for self-employment*

#### *E. Convergence of Services*

- (i) The two projects have enabled women to develop appropriate attitudes as well as skills and know-how in dealing with external “modern” institutions (such as NGOs, line agencies, banks etc.).
- (ii) Perfect coordination could be achieved among the beneficiaries, NGOs, banks and line Ministry's through the pro-active role played by the project implementation agency.

2.16 All these factors reinforce the positive brand image at various levels of operations all over the country acquired

#### **A STEP Forward**

ARTFED of Government of Assam has successfully implemented 4 projects in 22 districts.

- 18360 women weavers provided skill upgradation in weaving, designing, dyeing etc.
- 15140 women weavers assisted with looms, yarn, etc.
- 24 Common facilities centres set up for production, creation of linkages etc.
- 236 lakh sq. meters of fabric produced.

#### **Many STEPS to Success**

Karnataka Milk Federation is implementing STEP project since 1998. Some of the achievements are as follows :

- formation of 1050 women dairy cooperative societies
- 2.17 lakh liters of milk procurement per day
- Rs.5 crore average payment per month
- 13,110 animals purchased with margin money
- 1168 SHGs formed
- Rs.2.67 crore deposits with SHGs
- 3.62 lakh women provided legal literacy skills, Health and nutrition inputs etc.

by Swa-Shakti which gave encouragement to the Ministry to explore the options to extend the life of the Project with necessary modifications and improvements so as to ensure that the benefits accrued by the Project so far are not frittered away.

2.17 The Ministry is now examining the feasibility of undertaking Phase – II of Swashakti with greater coverage in the North and North-Eastern States during the 11<sup>th</sup> Plan.



*Self-employed women supplying milk in a Milk Collection Center in Karnataka*

## **Support to Training and Employment Programme for Women (STEP)**

2.18 This Programme launched in 1987, seeks to provide updated skills and new knowledge to poor and asset-less women in the traditional sectors, such as, agriculture, animal husbandry, dairying, fisheries, handloom, handicraft, khadi and village industries, sericulture, social forestry and wasteland development for enhancing their productivity and income generation. This would enhance and broaden their employment opportunities, including self-employment and development of entrepreneurial skills. Women beneficiaries are organized into viable and cohesive groups or co-operatives. A comprehensive package of services, such as, health care, elementary education, crèche facility, market linkages, etc. are provided besides access to credit.

2.19 During the 9<sup>th</sup> Plan period about 2,55,635 women were covered under 66 projects launched in the States of Andhra Pradesh, Assam, Bihar, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, J&K, Kerala, Karnataka, Orissa, Madhya Pradesh, Maharashtra, Manipur, Nagaland, Tamil Nadu, Tripura, Uttar Pradesh, Uttranchal and West Bengal. So far, women in the dairying sector have been receiving the maximum support, keeping in view the nature of demands. This is followed by handlooms, handicrafts, sericulture, Piggery and poultry.

2.20 In the year 2004 – 2005, 9 projects were sanctioned to benefit 15,900 women. In the following year 2005-06 (upto 10.1.2006) new projects were sanctioned and an amount of Rs. 988.35 lakhs (including installments released for Projects Sanctioned earlier) was released to benefit 19,200 women beneficiaries in different States/UTs. Statewise amount sanctioned and beneficiaries covered during 2005-06 (upto 10.1.2006) are at **Annexure VI**. Trade-wise position of STEP Projects sanctioned during 2005-06 is at **Annexure VII**.

## **Swawlamban Programme**

2.21 Swawlamban Programme, previously known as NORAD/Women's Economic Programme, was launched

in 1982-83 with assistance from the Norwegian Agency for Development Cooperation (NORAD). The objective of the programme is to provide training and skills to women to facilitate them to obtain employment or self-employment on sustained basis. The target group under the scheme are the poor and needy women, women from weaker sections of the society, such as Scheduled Castes and Scheduled Tribes, etc.

2.22 From 1996-1997 onwards, the assistance by NORAD was supplemented with domestic resources. GOI has since decided to discontinue receiving aid from small bilateral donors including Norway in terms of new aid policy. The NORAD assistance is, therefore, not available now for this Scheme. An independent team of NORAD had earlier evaluated the programme and rated it highly. The programme has also been listed as a best practice for replication in other developing countries.

2.23 Financial assistance under the programme is provided to Women's Development Corporations, Public Sector Corporations, Autonomous Bodies and Registered Voluntary Organisations/Trusts, to train poor women in both traditional and non-traditional trades and to ensure their employment in these areas. Some of the trades are Computer programming, Medical Transcription, Electronics, Watch Assembling, Radio and Television Repairs, Garment Making, Handloom Weaving, Secretarial Practice, Community Health Worker, Embroidery, etc. Financial assistance is also provided to the grantee organisations for hiring of training-cum-production sheds, training cost, machinery and equipments, stipend to the trainees and remuneration for the trainers. The upper ceiling for assistance under this scheme is normally confined to Rs.8000/- per beneficiary.

2.24 The State Women's Development Corporations (WDCs) are the nodal agencies for implementation of scheme mostly through the voluntary organisations in the States. However, in the States with no WDCs, the programme is being implemented by CSWB/State Social Welfare Advisory Boards, through the NGOs. Many training programmes in new areas like Computers, Electronics, Medical Transcriptions, etc. are being conducted by the State Government Undertakings specializing in

Computers etc. The Women's Development Corporations are required to conduct pre-appraisal of project proposals and Monitoring and Mid-Term Evaluation of projects sanctioned by GOI.

2.25 In order to enhance involvement of the States in the implementation of the programme, a State Level Empowered Committee has been set up in all the States, which is chaired by the Secretary in charge of Women & Child Development/Social Welfare in the States. The State Level Empowered Committee scrutinizes the project proposals received from various NGOs/Corporations/Undertakings in the State and submit the same, alongwith its recommendations, to GOI for consideration. All eligible and complete project proposals received through the State Empowered Committee are placed before the Project Sanctioning Committee (PSC) of the Ministry for consideration.

2.26 In order to ensure more effective implementation and for better monitoring/evaluation of the Scheme, it has been decided, in consultation with the Planning Commission, to

### ***Mission Shakti leads the way in empowering women in Orissa***

Mission Shakti was launched by Government of Orissa to achieve holistic empowerment of women with a target of forming and nurturing 2 lakh Women Self Help Groups.

Puspala, a poor woman of Mayurbhanj District was not even able to sustain her family with even two square meals a day. She joined Pragati Self Help Group and took up production of Badi, Papad with a loan of Rs. 200/. She on repaying her first loan took another loan of Rs 500/ from the Self Help Group and expanded her activities to Sabai Grass products manufacturing, which gave her good profit. Now she has repaid all her loans and has been nominated as a change agent for the village. She dreams of taking up Namkeen manufacturing and providing technical education to her children.

transfer the Swawlamban Scheme to the States with effect from 1.4.2006. The Ministry is accordingly making vigorous efforts to liquidate its committed liabilities on the on-going projects/activities under the Scheme during the current financial year.

2.27 As on 15.12.2005, 138 proposals, involving release of second installment, to benefit 7660 beneficiaries have been sanctioned by the Ministry during the current financial year incurring an expenditure of Rs.2.18 crores. A State-wise list of second installments sanctioned, number of women beneficiaries and amount released, is enclosed at **Annexure VIII.**

### **Hostels for Working Women**

2.28 The scheme of assistance for construction or expansion of hostel buildings for working women with day care centre for children is in implementation since 1972. Under this Scheme, financial assistance is provided to non-governmental organisations, cooperative bodies and other agencies engaged in the field of women's social welfare, women's education etc., public sector undertakings, women's development corporations, local bodies, universities, state governments etc., for construction of buildings for Working Women's Hostel. This scheme envisages provision of safe and affordable accommodation to working women (single working women, women working at places away from their home-towns, working but husband out of town, widows, divorcees, separated women etc.) and women being trained for employment and girl students studying in post school professional courses. Trainees are permitted to stay for a period of one year and girl students for a period of five years, but with the condition that first preference would be given to working women. It is also stipulated in the scheme that the category of women who are being trained for employment and girl students should not exceed 30% of the total number of women of the hostel.

2.29 During the year 2005-06, 5 new proposals with a total approved cost of Rs.2,71,32,186/- and total capacity of 343 women were approved under the Scheme of Working Women's Hostel.

2.30 A proposal for the Construction of Working Women's

Hostel in Delhi for the ladies of North-Eastern Region with a capacity of 500 women is under consideration of the Ministry of Women and Child Development.

### **Balika Samridhi Yojana (BSY)**

2.31 Balika Samridhi Yojana is a comprehensive girl child specific scheme to address the discrimination against the girl child who, in many parts of the country, have a lower status and enjoys fewer rights, opportunities and benefits of childhood as compared with the boy child. The Prime Minister in Nilothi Village in Delhi launched the scheme formally on 2<sup>nd</sup> October, 1997 with the objective of raising the overall status of the girl child and bringing about a positive change in family and community attitudes towards her. The Scheme covers up to two girl children born on or after 15<sup>th</sup> August 1997 in a family living below the poverty line as defined by the Government of India in any rural or urban area. The sex ratio, which stood at 976 in 1961, declined to 927 in 2001. The incidence of female foeticide and female infanticide, lower nutritional and calorie intake and lesser hours of breast feeding for infants, neglect of health of girl children, lower rates of literacy, enrolment and retention, increasing trend of crimes against the girl child and women, and lack of a safe and secure environment for them are all indicators of the lower status of the girl child in India. This discrimination is not merely a result of poverty and illiteracy but is rooted in traditionally ingrained attitudes and mindset.

2.32 During 1997-98 and 1998-99, the scheme was implemented as a Central Sector Plan Scheme under which the funds were released to district-level implementing agencies such as DRDAs and DUDAs for giving a grant of Rs. 500/- to the mothers of the new born girl children. The scheme was reviewed in 1999-2000 and was recast as a Centrally Sponsored Scheme to extend 100% Central Assistance to States and UTs to provide benefits under the scheme through Integrated Child Development Services (ICDS) Scheme infrastructure. As per the recast scheme, the post delivery grant of Rs.500/- will be deposited in an interest bearing account in a bank or post office in the name of girl child. In addition the girl child will be entitled to receive scholarship for each class of study successfully completed by her, ranging from Rs. 300/- for class I to Rs.

1000/- for class X. The scholarship amounts will also be deposited in the above account. The accumulated value of the deposits in the account will be payable to the girl child on her attaining the age of 18 years and having remained unmarried till then.

2.33 The Planning Commission had proposed transfer of BSY to States since 2005-06. Therefore, no funds were released to States. The scheme has not yet been transferred to the States.

### **Relief and Rehabilitation of Women in Difficult Circumstances**

#### ***Swadhar***

2.34 This scheme was launched by the Ministry during the year 2001-02 for the benefit of women in difficult circumstances with the following objectives:

- To provide primary need of shelter, food, clothing and care to the marginalized women/girls living in difficult circumstances who are without any social and economic support;
- To provide emotional support and counseling to such women;
- To rehabilitate them socially and economically through

#### ***Swadhar – to the rescue and relief of women in distress***

Neetu, a school girl from Nepal was lured by her friend Maya to Mumbai without the knowledge of her family. She was tricked into entering a brothel and subsequently forced into prostitution for over a year. Many a time she tried to escape, but was unsuccessful. All her efforts to contact her family were also futile. Luckily one of the clients took pity on her and posted her letter to her family.

Neetu's parents came rushing to Mumbai and with the help of Rescue Foundation, she was rescued from the brothel in 2005 and placed in Swadhar shelter Home. She is now studying English and learning computer skills and also counselling other similarly placed Nepali girls.

- education, awareness, skill up gradation and personality development through behavioral training etc;
- To arrange for specific clinical, legal and other support for women/girls in need of those intervention by linking and networking with other organizations in both Government and non-Government sectors on case to case basis;
  - To provide Help line (24 hour telephone facility) or other facilities to such women in distress; and
  - To provide such other services as will be required for support and rehabilitation to such women in distress.

#### ***Target Group/Beneficiaries***

- Widows deserted by their families and relatives and left uncared at places where they are victims of exploitation;
- Women prisoners released from jail and without family support;
- Women survivors of natural disaster, who have been rendered homeless and are without any social and economic support;
- Trafficked women/girls rescued or runaway from brothels or other places or women/girl victims of sexual crimes, who are disowned by family or who do not want to go back to respective family for various reasons;
- Women victims of terrorist/extremist violence who are without any family support and without any economic means for survival;
- Mentally challenged women (except for the psychotic categories) who are without any support of family or relatives;
- Women with HIV/AIDS deserted by their family or women who have lost their husband due to HIV/AIDS and are without social/economic support; or
- Similarly placed women in difficult circumstances.

#### ***Implementing Agencies***

The implementing agencies can be the Social Welfare/Women & Child Welfare Ministry of State Governments, Women's Development Corporations, Urban Local Bodies

and reputed Public/Private Trust or Voluntary Organizations, who are willing to take up the responsibility of rehabilitating such women. The organizations must have adequate experience and expertise for taking up such work of rehabilitation.

#### ***Performance during 2005-06***

2.35 The budget allocated by Govt. of India for Swadhar Scheme for the year 2005-06 is Rs.6.00 crores (Rs.5.50 + 0.50 for N.E. States). Out of this, Rs. 85.00 lakhs have been sanctioned for N.E. states and Rs. 4.44 crores for other states. Till March 2005, 77 Shelter Homes and 49 Helplines were sanctioned and in the year 2005-06 i.e. up to 10<sup>th</sup> February 2006, 52 Shelter Homes and 75 Helplines more have been sanctioned. 5 Shelter Homes have been closed by the organizations. At present, a total of 129 Shelter Homes and 124 Helplines are functional.

#### ***Post Tsunami Activities***

#### ***Swadhar Shelter Homes – support for distressed women Nilachal Seva Pratishthan (Puri, Orissa)***

Malathi was subjected to severe mental and physical trauma by her son and daughter-in-law. Unable to bear it anymore, she came to the Swadhar home where she was given counseling, work therapy etc. Her family was also counselled regularly and gradually realized their misdeeds. Her son signed a bond to behave well and the mother was successfully reintegrated back into her family.

Bharti and her three children came to Swadhar home because of ill treatment by her husband. In the home, she was taught tailoring and earned an income of Rs.300 per month. Meanwhile, the shelter staff counseled her family and made them realize their mistakes. Bharti was successfully rehabilitated within her family and with her new vocational skills; she is a much more confident person.

2.36 Government of Tamilnadu submitted a proposal for setting up of two Swadhar Shelter Homes in Tsunami hit areas of Nagapattinam and Kanyakumari for 100 inmates each. The Project Sanctioning Committee of Swadhar in its meeting held on 16.5.2005 has approved the proposal for construction of two Swadhar Shelter Homes at Nagapattinam and Kanyakumari.

## Post Earthquake Activities in J&K

2.37 The Financial Commissioner/Secretary to the Government of Jammu & Kashmir, Social Welfare Ministry was offered relief and rehabilitation measures in respect of women and child victims of earthquake-hit areas of the State, by the way of setting up of Swadhar Shelter Homes. The Secretary to the Government of Jammu & Kashmir convened a meeting of State Level Empowerment Committee on 24.10.2005 and decided to set up three Swadhar Shelter Homes one each in Kralpora (Kupwara), Poonch and one in Uri.

2.38 A special meeting of the Project Sanctioning Committee was held on 19<sup>th</sup> December 2005 to consider the three proposals of Swadhar Shelter Homes received from Government of Jammu & Kashmir and all the proposals were approved.

## Initiatives taken by Ministry of Women & Child Development to combat trafficking of women & children

2.39 Combating trafficking of women and children is one of the important and mandated concerns of the Ministry. Trafficking of women and children for commercial sexual exploitation is one of the worst forms of violation of the rights of women and children. It shatters the body, mind and spirit of the victim. Rescue and rehabilitation of such victims, therefore, is one of the toughest challenges before the government and civil society. India is known to be a source, transit and destination for victims of trafficking. Sporadic researches have given some details of the extent and the enormity of the problem, and the Ministry is seized of this major challenge and has enacted the Immoral

Traffic (Prevention) Act to combat it.

### ***Some major initiatives include:***

- Ministry of Women and Child Development had formulated a National Plan of Action to Combat Trafficking and Commercial Sexual Exploitation of Women and Children in 1998, with the objective to mainstream and to reintegrate the women and child victims of commercial sexual exploitation in society. National Plan of Action consists of various action points grouped under the heading of Prevention, Trafficking, Awareness Generation and Social Mobilisation, Health Care Services, Education and Child Care, Housing, Shelter and Civic amenities, Economic Empowerment, Legal Reforms and Law Enforcement, Rescue and Rehabilitation.
- The Ministry issued guidelines to the States for the implementation of National Plan of Action. It also devised reporting formats on the implementation of NPA and implementation of ITPA and IPC that were required to be submitted to the Central Government on Biannual and Quarterly basis.
- The Ministry has constituted a Central Advisory Committee which functions under the chairpersonship of Secretary, Ministry of Women and Child Development, Government of India with members from Central Ministries like Ministry of Home Affairs, Ministry of External Affairs, Ministry of Tourism, Ministry of Health, Ministry of Social Justice and Empowerment, Ministry of Information Technology, Ministry of Law and Justice, State Governments, NGOs working in this area, international organisations working in this field, NCW, CSWB and NIPCCD. Director, NCRB; Director General, BSF; Director, IB; Director, CBI, Director General, SSB etc and some of the Director Generals of Police of important States where the magnitude of the problem is stated to be acute, are being nominated on the Advisory Committee as special invitees. The CAC has held meetings at three months intervals.
- Most of the State Governments/UT administrations have constituted State Advisory Committees under the chairpersonship of either Chief Secretary or Additional Chief Secretary with members like State's Director

- General of Police, Secretary, Ministry of Women and Child Development; Secretary, Ministry of Home Affairs; prominent NGOs from the respective States and others working in the field of trafficking.
- Meetings of the Central Advisory Committee were held on 1.6.2005, 1.9.2005 and 1.12.2005. The Committee discussed various issues like:
    - (a) Status of rehabilitation of girls rescued at Delhi through order of Delhi High Court in 2002.
    - (b) Anti-trafficking activities implemented by Karnataka, Maharashtra, Andhra Pradesh and West Bengal.
    - (c) Holding of meetings of State Level Advisory Committees in the States
    - (d) Protocol for pre-rescue, rescue and post-rescue operations conducted by State and Police to rescue victims of trafficking for the purpose of Commercial Sexual Exploitation.

***Extracts from “Trafficking in Persons Report”, June 2005 - Department of State, USA.***

- The Ministry of Women and Child Development **improved coordination of support services delivery** through greater coordination with States' Departments of Women and Child Development and Civil Society Organisations. Government run shelters in some localities like Mumbai improved significantly over the last year.
- In 2004 the **newly installed Secretary** for Women and Child Development was **designated the nodal officer** to coordinate and oversee all anti-trafficking programmes and policies. She has **reinvigorated the National Central Advisory Committee** on Trafficking Persons, including civil society organizations and state-level agencies in frank and productive consultations.
- The Committee has introduced **much needed revisions to ITPA** and changes to the 1998 National Plan of Action on Trafficking. The Secretary and her staff have traveled widely, training hundreds of state and police officials in over 20 training sessions.
- The Ministry formulated a protocol for Pre-rescue, Rescue and Post-rescue operations of child victims of trafficking for the purpose of Commercial Sexual Exploitation. The protocol takes care of human rights of victims and advises strategies to be adopted by State Governments, Police and Rescue teams. It stresses necessary involvement of an NGO or Social Worker in rescue operations carried out by the police or by the community. It further advised on keeping confidential the identification of victim and prohibits publication of name, address and photographs of victims in any case. The details of the protocol are given at the Appendix.
- A scheme for rescue of trafficked victims is under formulation in consultation with NGOs and State Governments, and contains two components. One for preventive activities to be undertaken through awareness generation programmes like peer education, rally, campaign, poster, booklet, wallpaper, handbill, street play, puppet show or through any other traditional art, the radio and local news paper. The other component is for rescue and rehabilitation of victims of trafficking for commercial sexual exploitation and provides for rescue cost, counseling to overcome psychological trauma, shelter home, medical care, legal aid, witness/victim protection, education, vocational training, networking with various stakeholder, repatriation and restoration.
- All State WCD Secretaries have been requested for holding regular meetings of State Advisory Committees constituted under National Plan of Action to Combat Trafficking and Commercial Sexual Exploitation of women and Children, 1998 and to monitor initiatives being undertaken on prevention, rescue, rehabilitation, reintegration and repatriation of victims of trafficking in their respective States. All State Secretaries and Director Generals of Police are to provide information on appointment of Special Police Officers, number of protective homes in the State, number of raids conducted and girls rescued, and details on prevention programme implemented by States.
- All Chief Secretaries have been requested to sensitise the lower level functionaries at cutting edge level, on

- issues related to sexual abuse or molestation, so that perpetrators of child abuse are severely dealt under the provisions of Indian Penal Code and other child specific laws.
- The Ministry of Women and Child Development in collaboration with National Institute of Public Co-operation and Child Development (NIPCCD) is organising a series of workshops for NGOs on issues related to trafficking of children for commercial sexual exploitation. As of 1 December 2005, workshops have been conducted in Lucknow, Pune, Chennai and Bangalore. Around 150 participants have participated in the workshop.
  - In collaboration with STOP (Stop Trafficking and Oppression of Children and Women), UNIFEM and International Organisation for Migration (IOM), the Ministry organised a two-day workshop on 'Regional Experience Sharing Dialogue Between the Change Makers from the Civil Society Organisations, Policy makers, Judiciary, Law Enforcing Agency and Survivors including other stakeholders in the field of Elimination of Human Trafficking' on 28<sup>th</sup> and 29<sup>th</sup> April, 2005 in New Delhi.
  - The Ministry of Women and Child Development, in collaboration with Shakti Vahini, an NGO and UNIFEM organised a Regional consultation on Partnerships to Combat Cross Border Trafficking in Human Being and Sex Tourism in Chandigarh on 25<sup>th</sup> and 26<sup>th</sup> May 2005.
  - The Ministry of Women and Child Development in collaboration with Unicef and Tata Institute for Social Sciences, Mumbai organised a two-day workshop on 19-20 November, 2005 to discuss the modalities for a wider dissemination of the Manual for Social Workers dealing with Child victims of Trafficking and Commercial Sexual Exploitation
  - The Ministry of Women and Child Development in collaboration with Unicef and Nirmala Niketan, College of Social Work is organising a series of six training workshops for field functionaries using the Manual of Social Workers as a tool. As of 1<sup>st</sup> December 2005, training workshops have been conducted in Delhi, Hyderabad, Chennai and Kolkata. Around 160 participants representing Protective Homes run by Government or NGOs, Child Welfare Committees and District level social welfare officers participated in the workshop.
  - Ministry of Women and Child Development in collaboration with Unicef and Indian Medical Association is organising four regional workshops for building capacity of medical officers on issues related to trafficking, medical examination of child victims of trafficking, particularly on conducting age determination test.
  - A three member delegation under the leadership of Ms. Loveleen Kacker, Joint Secretary, MWCD attended the conference on violence against children organised by UNICEF from 19 to 21 May 2005 in Islamabad.
  - Five projects have been sanctioned to Voluntary Organisations to Combat Trafficking of Women and Child for the purpose of Commercial Sexual Exploitation. An amount of Rs. 9.09 lakhs has been released.
- National Plan of Action for implementing the National Policy for the Empowerment of Women**
- 2.40 The Government has adopted the National Policy for the Empowerment of Women on 20<sup>th</sup> March 2001. The main objective of this Policy is to bring about the advancement, development and empowerment of women and to eliminate all forms of discrimination against women and to ensure their active participation in all spheres of public life and activities.
- 2.41 To ensure that the Policy prescriptions get implemented, the Ministry is in the process of drafting a Plan of Action (POA). Under the Policy's operational strategy, the Action Plan has to be drawn up with goals achievable by the year 2010. The POA will also identify commitment of resources and responsibilities for implementation and strengthen institutional mechanisms and structures for monitoring. The operational strategy also mentions the need to develop Gender Development Index as a method of gender auditing and stresses the importance of collecting gender-disaggregated data, which will be useful for planning, implementation and monitoring.
- Scheme for relief and rehabilitation of victims of rape**
- 2.42 The Supreme Court, in a judgment dated 19.10.94,

directed the Government to evolve a scheme to mitigate the sufferings of victims of rape and to constitute Criminal Injuries Compensation Board to pay them compensation. A meeting of the Committee of Secretaries (COS) was held on 4-3-2005 to discuss the implementation of the Supreme Court judgement. In pursuance of the decision taken in the COS meeting, the NCW has formulated a scheme titled ‘Scheme for Relief and Rehabilitation of Victims of Rape, 2005’ providing for constitution of (i) Criminal Injuries Relief and Rehabilitation Board in every district to award compensation to rape victims; and (ii) District Monitoring Committees to provide shelter, protection, legal and medial aid and other rehabilitative measures for the victims. The scheme is under examination of the Ministry in consultation with the line Ministries.

## Laws on Women

### ***Protection of Women from Domestic Violence Act, 2005***

2.43 The Protection of Women from Domestic Violence Act, 2005, which provides for more effective protection of the Constitutional rights of women, who are victims of violence of any kind occurring within the family, was passed by both the Houses of Parliament. The Bill received the assent of the President on 14-9-2005. The Protection of Women from Domestic Violence Act, 2005 (No.43 of 2005) has been published in the Gazette of India on 14-9-2005. The copies of the Act have been sent to the Chief Secretaries of all States with the request to give it wide publicity and to include the study of the Act as part of the curriculum in the State Police Training Schools and other institutions. Rules for the purposes of the Act are being framed. The Act will be brought into force by notification, as soon as this is done.

#### ***Salient features of the Act:***

1) It covers those women who are or have been in a relationship with the abuser where both parties have lived together in a shared household and are related by consanguinity, marriage, a relationship in the nature of marriage, or adoption. In addition, relationships with family members living together as a joint family are also included. Even those women who are sisters, widows, mothers, single women, or living with the

abuser are entitled to the protection under the proposed legislation. However, whereas the Act enables the wife or the female living in a relationship in the nature of marriage to file a complaint against any relative of the husband or the male partner, it does not enable any female relative of the husband or the male partner to file a complaint against the wife or the female partner.

- 2) It defines “domestic violence” to include actual abuse or the threat of abuse that is physical, sexual, verbal, emotional or economic. Harassment by way of unlawful dowry demands to the woman or her relatives would also be covered under this definition.
- 3) It confers on the aggrieved woman the right to reside in a shared household, whether or not she has any title or rights in the same. In fact, a respondent, not being a female, can be directed under the Act to remove himself from the shared household or to secure for the aggrieved woman the same level of alternate accommodation as enjoyed by her in the shared household or to pay rent for the same.
- 4) The orders for relief the aggrieved woman is entitled to under the Act include protection orders, residence orders, monetary relief, custody orders and compensation orders.
- 5) It empowers the Magistrate to pass protection order in favour of the abused to prevent the abuser from aiding or committing an act of domestic violence or any other specified act, entering a workplace or any other place frequented by the abused, attempting to communicate with the abused, isolating any assets used by both the parties and causing violence to the abused, her relatives or others who provide her assistance against the domestic violence.
- 6) It provides for appointment of Protection Officers and recognizes and involves non-governmental organisations as service providers for providing assistance to the abused with respect to her medical examination, obtaining legal aid, safe shelter etc.

### ***The Protection against Sexual Harassment of Women Bill, 2005***

2.44 A Bill titled ‘the Protection against Sexual Harassment

of Women Bill, 2005' conferring upon women the right to protection against sexual harassment has been drafted and put on the web-site of the Ministry seeking comments from the general public on the provisions of the Bill. The National Commission for Women (NCW) organised a National Consultation on 6th and 7th October 2005 at India Habitat Centre, New Delhi to discuss the Protection of Women Against Sexual Harassment Bill, 2005. A number of suggestions came up during the consultation, on the basis of which the Bill is being re-drafted by the NCW.

#### ***Administration of special laws concerning women***

2.45 The WW Bureau of the Ministry of Women and Child Development is concerned with the legislative aspects of the following four Acts:

- (1) The Indecent Representation of Women (Prohibition) Act, 1986.
- (2) The Dowry Prohibition Act, 1961.
- (3) The Commission of Sati (Prevention) Act, 1987.
- (4) National Commission for Women Act, 1990

2.46 The National Commission for Women has reviewed all the above Acts to make their provisions more effective and to remove lacunae. The recommendations made by the NCW in respect of the Acts at S. No. (1), (2) and (3) were considered by a Task Force on Women & Children constituted by the Government during 2001. The present status of review of the above four Acts is as follows:

#### ***The Indecent Representation of Women (Prohibition) Act, 1986.***

2.47 A proposal to amend the Indecent Representation of Women (Prohibition) Act, 1986 in order to widen its scope and to make its implementation more effective is under consideration of the Ministry. It is proposed to amend the definition of 'Indecent Representation of Women' and 'advertisement' as given in the Act to widen its scope, include internet services within its scope and to enhance the penal provisions.

#### ***The Dowry Prohibition Act, 1961***

2.48 In respect of Dowry Prohibition Act, the NCW has held nation-wide consultations to consider the amendments

in that Act. The final recommendations of NCW are awaited.

#### ***The Commission of Sati (Prevention) Act, 1987***

2.49 The Task Force on Women & Children recommended that:

- Section 3 of the Act (Attempt to commit Sati) to be deleted so that in no case should a woman be treated as an offender
- Sections 5 and 6 may be amended to enhance punishments for glorification of sati and for violating the orders of the District Authorities to prohibit commission of sati, abetment to the commission of sati or its glorification.

2.50 The proposed amendments have been considered by a Committee of Secretaries in a meeting held on 12.4.2005. On the basis of recommendations made by the Committee of Secretaries, the following amendments have been proposed in the Act:

- The woman attempting to commit sati will be treated as a 'victim of social conditioning' and not as an 'offender of law'. In this context, two additional provisions are proposed to be added to judge a woman's culpability under the Act. According to the first, it will be presumed that Sati was attempted under force or duress and that the immediate family of the women committing the act was in a position to stop her but did not. If this assumption is proved wrong, then it will be presumed that attempting sati was a result of 'social conditioning'. Only if this assumption too is not established, a case of sati will be treated as a case of suicide for sentencing.
- To discourage the practice of sati, it is suggested that the Act prescribes for imposition of collective fines on the community to exert social pressure.
- Taking into account the spread of Panchayati Raj, it is proposed to include panchayat functionaries in curbing the evil while also holding them accountable for it.
- Punishment for 'glorification of sati', contravention of

district magistrate's prohibition orders on sati are also sought to be hiked.

- It is also suggested that State be asked that like the Parliament and State Assemblies, those convicted under the Commission of Sati (Prevention) Act, 1987 be disqualified from election to Panchayats for upto a period of five years after their release.

#### ***National Commission for Women Act, 1990***

2.51 A proposal to amend the National Commission for Women Act, 1990 was forwarded to the Ministry of Women and Child Development by the NCW during November 2000. The same had been under the consideration of the Ministry. On the Commission having been re-constituted in May 2005, the said proposal has been returned to the re-constituted Commission for examination afresh. As such the Government do not have any proposal under consideration on the subject at present.

#### ***Constitution of Inter-Ministerial committee on complete legal equality for women***

2.52 Under the Chairpersonship of Secretary, Ministry of Women and Child Development, a Committee has been set up comprising of representatives of the concerned administrative Ministries / Departments and women voluntary organisations has been constituted on 19-4-2005. The Committee monitors the status of consideration/examination and implementation of the recommendations made by the National Commission for Women and the Task Force on Women and Children (2000-2001) with regard to the amendments in various legislations, which have provisions relating to women or affecting them. The Committee held a meeting on 13-6-2005 and deliberated on the course of action to expeditiously finalise the amendments in the laws.

#### ***Amendment of Immoral Traffic Prevention Act (ITPA)***

2.53 The Ministry is in process of amending Immoral Traffic (Prevention) Act to make it more stringent and humane to victim of trafficking. The proposed amendments are as under:

- (i) Amendment of the definition of "child" provided in

section 2(aa) to raise the age of child from sixteen years to eighteen years.

- (ii) Omission of the terms 'minor' and 'major' wherever they occur in the Act.
- (iii) Amendment of section 3 so as to enhance the punishment for a person who keeps or manages or acts or assists in keeping or management of a brothel.
- (iv) Insertion of new section 5A to define the offence of "Trafficking in Persons" on the lines of International Protocol to Prevent, Suppress and Punish Trafficking in Persons. Section 5B has been inserted to provide punishment for the said offence.
- (v) Insertion of a new clause 5B to provide for punishment for persons involved in 'trafficking in persons'.
- (vi) Insertion of a new section 5C to provide punishment for a person who visits or found in a brothel for the purpose of sexual exploitation.
- (vii) Amendment of section 6 with a view to enhance the punishment provided for the offence of detaining a person in a premise where prostitution is carried on.
- (viii) Omission of section 8 which provide punishment for seducing or soliciting for the purpose of prostitution.
- (ix) Amendment of section 10A to enhance the term of detention in a corrective institution from 5 years to 7 years.
- (x) Amendment of section 13(2) to give the powers of Special Police Officer under this Act to the Sub-Inspector in the place of Inspector of Police.
- (xi) Insertion of a new section 13A to constitute a Central Authority by the Central Government for the purpose of effectively preventing and combating the offence of trafficking in persons. The appointment of the chairperson and members of the said Central Authority shall be made by the Central Government as per the prescribed rules.
- (xii) Inserting of a new section 13B that empowers the State government to constitute a State Authority for the purpose of effectively preventing and combating

the offence of trafficking in persons. The appointment of the chairperson and members of the said Authority shall be made by the respective State Government as per the prescribed rules.

- (xiii) Omission of section 20 that relates to the removal of a prostitute from any place.
- (xiv) Amendment of section 22 to make provision for *in camera* proceedings to protect the privacy and dignity of the victims.
- (xv) Amendment of the Schedule to the Prevention of Money-Laundering Act, 2002 to make applicable the provisions of confiscation of the property of the persons involved in the offence of trafficking in persons. From the said Schedule, the entry relating to section 8 of the Immoral Traffic (Prevention) Act is being omitted as a consequential nature.

## National Commission for Women

2.54 The National Commission for Women (NCW) was constituted on 31.1.1992 as an apex level statutory body under the National Commission for Women Act, 1990. The main task of the Commission is to study and monitor all matters relating to the Constitutional and legal safeguards provided for women, to review the existing legislations and suggest amendments, wherever necessary. NCW is also mandated to look into the complaints and take suo moto notice of the cases involving deprivation of the rights of women in order to provide support, legal or otherwise, to helpless and needy women. Ensuring custodial justice is another important function. The NCW is empowered to monitor the proper implementation of all the legislations made to protect the rights of women so as to enable them to achieve equality in all spheres of life and equal participation in the development of the nation (*more details are given in Chapter 10 on ‘National Commission for Women’*).

2.55 The NCW has suggested a draft Bill titled ‘the Compulsory Registration of Marriages Bill, 2005’ for the consideration of the Government. The objective of the Bill is to compulsorily register all marriages in the country to protect the rights of women and to combat the evil of child

marriage. The Commission has also proposed amendments in the laws relating to rape. Amendments have been proposed in section 375 (amendment of definition of rape), the explanation as to what amounts to ‘consent’, age of victim, increase in the quantum of punishment for the offence of rape, amendment of definition of unnatural offence, inclusion of offences of marital rape as well as stalking of women.

## General

### *Stree Shakti Puraskar*

2.56 As a measure of recognition of achievements of individual women in the field of social development, the Government of India has been giving five national awards called Stree Shakti Puraskar every year. These awards are given annually in the name of Devi Ahilya Bai Holkar, Kannagi, Mata Jijabai, Rani Goidinlu Zeliang and Rani Laxmi Bai – the eminent personalities in Indian history who are acknowledged for their courage and integrity. Each award carries a cash Prize of Rs.1 lakh with a citation. Awardees of Stree Shakti Puraskar for the years 2002 and 2003 are:

#### **2002**

1. Smt. Shanta Trivedi, Udaipur
2. Smt Mahjabi Sarbar, Patna
3. Smt. Sunita Yadav, Durg
4. Smt. Auda Viegas, Goa
5. Smt Yamuna Sarojini Devi, Imphal

#### **2003**

1. Dr. Sunita Krishnan, Hyderabad
2. Smt Vandana Gopikumar, Chennai
3. Smt Kamla Khora, Koraput,
4. Smt. Bhagirathi Dutta, Kolkata
5. Dr. Gopa Kothari, Mumbai

### *UNDP Project on Promoting Gender Equality*

2.57 The Ministry signed a MOU with UNDP in July 2004 for implementation of a project titled “Promoting Gender Equality”. A Standing Committee under the chairpersonship of JS (WW) was constituted to facilitate programme implementation. The project has three components as given

below:

- Action Research on Women Leaders: Increased understanding of the factors that enable/ constrain women to assume leadership in various spheres
- Action research on Vulnerable women - Increased information base of the approaches and actions adopted by the diverse agencies to address the social security concerns of women belonging to the vulnerable groups
- Impact of macroeconomic polices on women workers - National and State level dialogue and consensus on benchmarking and tracking gender-related impacts of key processes such as globalisation, liberalisation and WTO

2.58 The project aims at supporting the Ministry of Women & Child Development in its role of tracking and monitoring progress across sectors in achievement of national commitments to gender equality and empowerment of women. The areas of focus of these projects are aligned to cross cutting strategies that are central to gender mainstreaming efforts in the country

#### ***Convention on Elimination of Discrimination against Women (CEDAW)***

2.59 India signed the Convention on Elimination of Discrimination against Women (CEDAW) on 30th July 1980 and ratified it on 9th July 1993 with one reservation and two declaratory statements. The convention obligates the State parties to undertake appropriate legislative and other measures to eliminate discrimination against women and for guaranteeing them the exercise and enjoyment of human rights and fundamental freedom on the basis of equality with men. The First Report was submitted (on 21st October) in 1997. This was considered (on 24th and 30th) in June 2000, when the Indian delegation led by the Secretary, Ministry of Women & Child Development made an oral presentation before the Committee. A combined 2nd and 3rd Report was submitted in June 2005

As the implementation of the provisions of CEDAW requires a greater dialogue and convergence among the various ministries responsible for implementing different legal provisions, policies and programmes that work

towards women's equality and elimination of discrimination against women, an Inter-Ministerial Committee has been constituted, under the chairpersonship of the Secretary, Ministry of Women & Child Development. India is the second country in the world to have such a Committee for implementation of CEDAW.

#### ***Prevention and Combating HIV/AIDS***

2.60 The Ministry has prepared following Action Plan on mainstreaming of HIV/AIDS within the Ministry

- Incorporate HIV prevention Education in the training component for Anganwadi workers - ensure that HIVPPTCT linkage is addressed in the contact every AWW has with a pregnant women.
- Integrate HIV prevention education in Kishori Shakti Yojana and ensure operationalisation in 10 high prevalence districts (Support NGOs as resource partners for providing district level support to AWW in conducting HIV prevention Education with adolescent girls)
- Integrate HIV prevention education within Swayam Sidha and Swa-Shakti and integrate components in the Swayam Sidha – Phase II programme being currently developed.
- Standardize and disseminate National Prototypes on standards of institutional care in Short Stay Homes, Family Counselling Centres etc to improve effectiveness, quality and scale of programme Swadhar, Anti-trafficking Scheme.
- Coordinate a national level taskforce to ensure implementation of key action points recommended by the National Consultation on Children affected and vulnerable to HIV/AIDS.
- Support NACO in development and implementation of bridge plan for two years to accelerate a coherent response for children affected by HIV/AIDS in place until NACP 3 is operational.

2.61 Various initiatives have been taken by the Ministry on generation of Awareness on prevention and combating of HIV/AIDS.

- The revised job training syllabus of ICDS functionaries i.e. CDPOs, Supervisions and AWW as well as in the

orientation training of Trainers of AWTCs/METs/STIs has been included a session on ‘causes and prevention of Emerging Diseases among children which includes HIV/AIDS.

- Training Programmes for voluntary organisation also includes components of HIV/AIDS and Reproductive Health.
- The voluntary organisations are being sanctioned funds under various programmes of this Ministry with the condition that they will spread awareness on prevention of HIV/AIDS.
- A pilot project scheme on funding of HIV/AIDS intervention is under formulation.
- Monthly journals published by CSWB carry special articles relating to HIV/AIDS.

#### ***Sex-ratio & Female Foeticide***

2.62 The representative of MWCD is a member of National Inspection and Monitoring Committee for ensuring implementation of Pre-Natal Diagnostic Technique (PNDT) (Regulations and Prevention of Misuse) Act, 1994 in

States/UTs. The Committee visited Punjab, Haryana and Chandigarh to inspect certain ultrasound clinics and to discuss the issue with State Government representatives.

2.62 A meeting with Principal Secretary, Government of Punjab was held to discuss initiatives taken by the State Government to check female feticide. The Government of Punjab was advised to send a proposal clearly specifying the approach required in the state to convey the message.

2.63 The Ministry of Women and Child Development has given financial assistance to seven voluntary organisations, namely, Women's Coalition for Peace and Development, New Delhi, Young Women Christian Association of India, New Delhi, Joint Women's Programme, New Delhi, Shakti Vahini, Faridabad (Haryana), Action India, New Delhi, Family Planning Association, Mohali, Punjab to organise five two-day workshops to address female foeticide in the States of Delhi, Haryana, Punjab and Rajasthan. In addition to this, an amount of Rs. 7.6 lakhs has also been sanctioned by the Ministry to support Sarvadeshik Arya Pratinidhi Sabha of New Delhi to organise 10 seminars for mobilizing public opinion against female foeticide.

8th March 2006

# *International Women's Day*

## Empowerment, Education and Employment for women



Smt. Sonia Gandhi  
Hon'ble Chairperson  
National Advisory Council



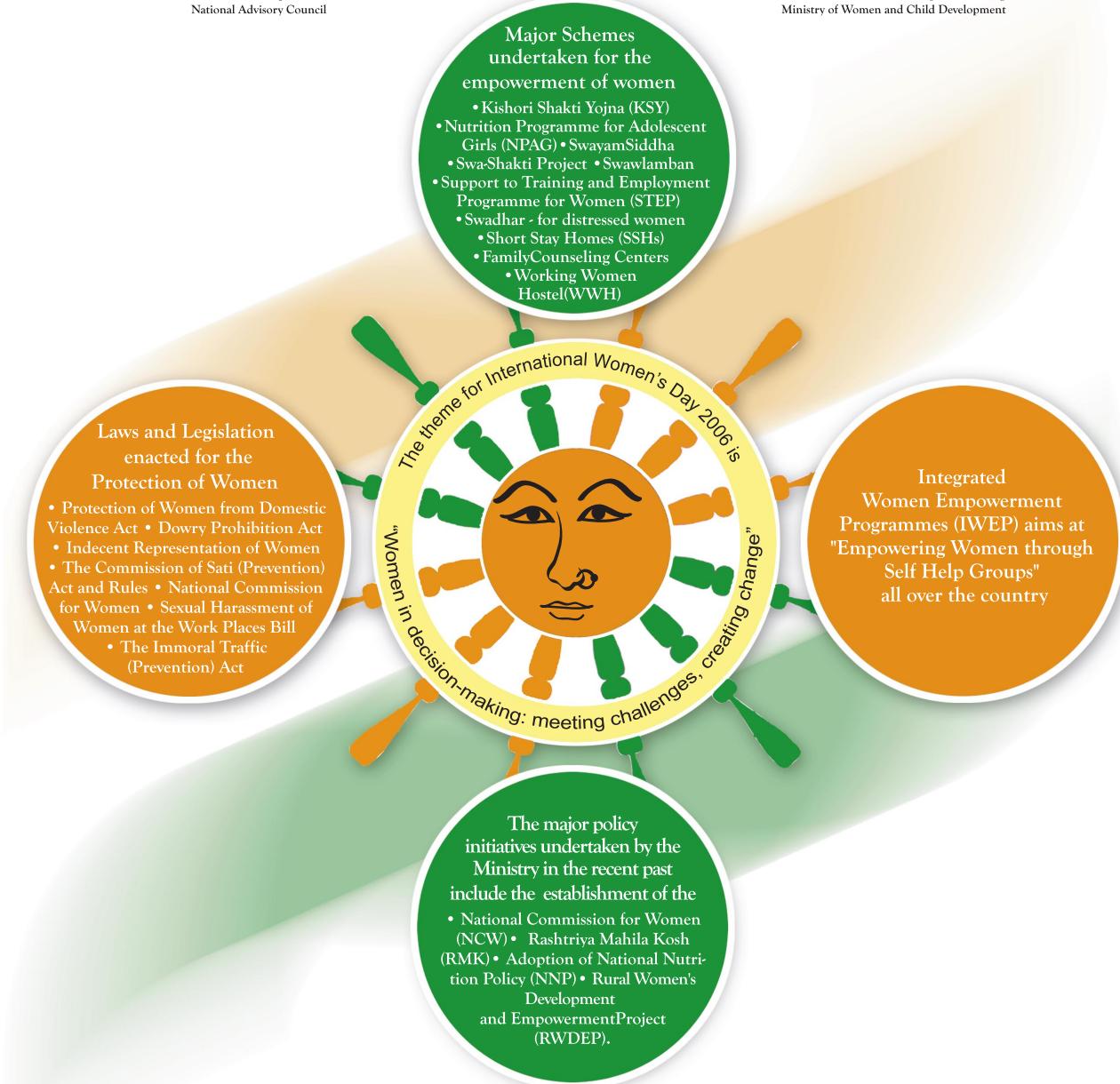
Dr. Manmohan Singh  
Hon'ble Prime Minister Of India



Smt. Renuka Chowdhury  
Hon'ble Minister of State(Independent Charge)  
Ministry of Women and Child Development

**Major Schemes undertaken for the empowerment of women**

- Kishori Shakti Yojna (KSY)
- Nutrition Programme for Adolescent Girls (NPAG)
- SwayamSiddha
- Swa-Shakti Project
- Swavlamban
- Support to Training and Employment Programme for Women (STEP)
- Swadhar - for distressed women
  - Short Stay Homes (SSHs)
  - FamilyCounseling Centers
  - Working Women Hostel(WWH)



STATE GOVTs/UTs & CIVIL SOCIETY - OUR PARTNERS IN WOMEN EMPOWERMENT



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



Towards a new dawn

# Programmes for Children

3.1 As per the 2001 Census, India has around 347.54 million children (0-14 years) constituting 33.8% of the total population. These future human resources of the country deserve concerted commitments for their survival and development. The Ministry of Women and Child Development's Programme and Schemes are aimed at a holistic full-fledged development of children in terms of tackling declining sex ratio, infant mortality, health, nutrition, education, protection of their rights etc.

## **Integrated Child Development Services (ICDS) Scheme**

3.2 The Integrated Child Development Services (ICDS) scheme was launched in 1975 with the following objectives:

- (i) to improve the nutritional and health status of children below the age of six years and pregnant and lactating mothers;
- (ii) to lay the foundation for the proper psychological, physical and social development of the child;
- (iii) to reduce the incidence of mortality, morbidity, mal-nutrition and school drop-outs;
- (iv) to achieve effective coordination of policy and implementation among various Ministries to promote child development;
- (v) to enhance the capability of the mother to look after the normal health and nutritional needs of the child through proper health and nutrition education.



*Immunisation Session at Anganwadi Center*

**Services:** The Scheme provides a package of following services to children below 6 years and pregnant and lactating mothers from disadvantaged sections:

- (i) supplementary nutrition,
- (ii) immunization,
- (iii) health check-up,
- (iv) referral services,
- (v) pre-school non-formal education and
- (vi) nutrition & health education.

**Pattern:** It is an ongoing Centrally sponsored scheme implemented through the State Governments with 100 per cent financial assistance from the Central Government for all inputs other than supplementary nutrition which the States were to provide from their own resources. However, from the year 2005-06, the Government of India has decided to provide Central assistance to States for

supplementary nutrition also to the extent of 50% of the actual expenditure incurred by States or 50% of the cost norms, whichever is less.

### ***Population Norms***

**Existing Norms:** The Scheme envisages that the administrative unit for the location of ICDS Project will be the CD Blocks in rural areas, tribal blocks in tribal areas and ward(s) or slums in urban areas. An Anganwadi Centre is sanctioned on an average, for 1,000 population in rural/urban projects and 700 population in tribal Project, with suitable adjustments, wherever necessary, in the light of local conditions.

**Sparsely populated hilly/desert areas:** In hilly or desert areas, which may be sparsely populated, villages may be very small or divided into small hamlets. In such cases, an Anganwadi may be set up in a village or a hamlet having a population of 300 or more.



*Growth Monitoring of Children <3 years of age in Anganwadi Centers*

**Mini-AWCs:** Mini Anganwadi Centre can be set up to cover the remote and low populated hamlets/villages in tribal blocks, having a population between 150 to 300.

**Revised Norms:** An Inter-Ministerial Task Force was set up in 2004 to review the existing population norms for sanction of an ICDS Project/AWC and suggest revised norms. The Task Force submitted its reports/recommendations in May 2005. The revised population norms recommended by the Task Force are as follows:

**Project:** CD block in a State should be the unit for sanction of an ICDS Project. In rural/tribal areas, irrespective of number of villages/population in it.

#### ***Anganwadi Centre (For Rural projects)***

##### **Population**

500-1500	-	1 AWC
150-500	-	1 Mini AWC

##### **For Tribal Projects**

##### **Population**

300-1500	-	1 AWC
150-300	-	1 Mini AWC

[For habitation with less than 150 population, specific proposal should be submitted by the State Governments for consideration and appropriate decision by the Government of India.]

#### **For Urban Projects**

##### **Population**

500-1500	-	1 AWC
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3.3 To consider further expansion of the ICDS Scheme States/UTs have been requested to carry out micro-level planning and furnish their requirement of additional AWCs/ Mini-AWCs, if there are still some villages/habitations which are not covered by the Scheme.

**3.4 Support to States for Supplementary Nutrition:** It has been decided that from 2005-06, the GOI will support States up to 50% of the financial norms or 50% of the expenditure incurred by them on supplementary nutrition, whichever is less.

#### ***Supplementary Nutrition norms:***

**Nutritional Norms:** On an average the effort should be to provide daily nutritional supplements as indicated below:



*A child getting micro-nutrient in an Anganwadi in Uttar Pradesh*

**Financial Norms:** Under the Schematic pattern, the States are responsible for providing supplementary nutrition. The nature and type of food provided as supplementary nutrition varies from State to State. In view of Supreme Court's order and price escalation over the years, financial norms for supplementary nutrition under the ICDS Scheme, fixed in 1991, have been revised in October 2004, which are as follows:

3.5 The States have to necessarily assess the current unit cost of meeting the nutritional norms and budget accordingly and to ensure that supplementary nutrition is provided as per the prescribed nutrition norms of the Scheme to all ICDS beneficiaries.

3.6 In view of the fact that some States do not provide adequate funds in their budget for supplementary nutrition, the Planning Commission has been requested to address this aspect during formulation and monitoring of State Annual Plans and also consider earmarking of funds for supplementary nutrition in States' Plans.

**Registration of beneficiaries:** States have to ensure registration of all eligible beneficiaries in accordance with the applicable guidelines and norms. The norms are based

Beneficiaries	Calories (cal)	Protein (g)
Children below 3 years*	300	8-10
Children 3-6 years	300	8-10
Severely malnourished Children (on medical advice)	(Double of above)	
Pregnant & Lactating (P&L) Mothers, Adolescent girls (under KSY)	500	20-25

\**Provisions regarding promotion of breast-feeding in the IMS Act are also relevant.*

on average population coverage in an AWC and were indicated in 1982 (based on the 1981 census). They imply coverage of 40 children for 0-3 years, 40 for 3-6 year and 20 for pregnant and lactating mothers (including 4 being those recommended by the ANM/Doctor on medical grounds), per AWC, in non-tribal areas and 42,42 & 25, respectively, in tribal areas. By the very nature of these norms, the same i. Would vary from area to area, ii. Are but indicative and iii. Cannot be construed to imply either an upper-limit or a lower-limit for registration. All eligible beneficiaries who come to Anganwadi Centre have to be registered and provided services under the Scheme.

	Old Rates	Revised Rates
(i) Children (6 months to 72 months)	95 paise per child/per day	Rs.2.00 per child/per day
(ii) Severely malnourished children (6 months-72 months)	135 paise per child/per day	Rs.2.70 per child/per day
(iii) Pregnant Women and Nursing mothers/Adolescent Girls (as per KSY)	115 paise per beneficiary per day	Rs. 2.30 per beneficiary per day

### *Tackling Malnutrition – Bal Sanjivini way*

Bal Sanjivini Abhiyan launched in Madhya Pradesh to tackle high levels of IMR and MMR, malnutrition and extremely low reach of immunization . Features include:

- **health mapping and identifying malnourished children**
- **provide children with Vit-A supplements, immunization and health services**

#### *Achievements*

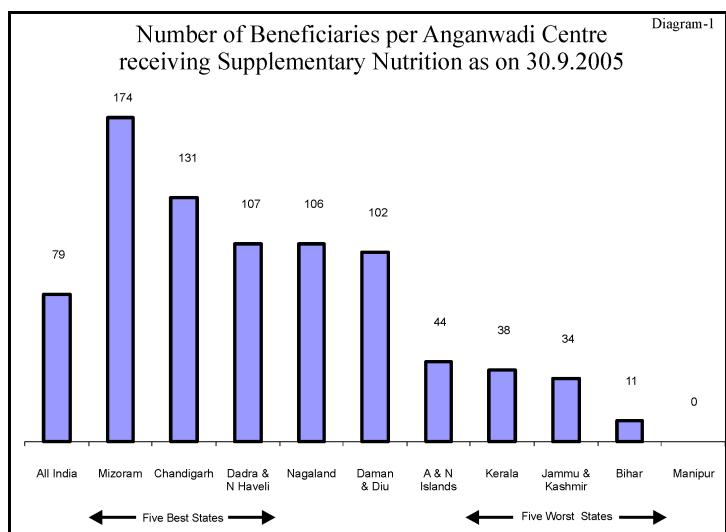
- **level of severe malnutrition** in all age groups **declined from 78% in 2001 to 6.5% in 2005**
- **moderate malnutrition** came down from **57.6% in 2001 to 50% in 2005**
- **total beneficiaries** gone up to **over 7.3 million**

#### *Care of the severely malnourished – Bal Shakti*

- **identification, grading** and examination and physical examination of **severely malnourished** children
- provision of ID cards and **extra SNP** to malnourished children
- **hospitalization** of severely malnourished
- hospital facilities upgraded and financial support of mothers

**Wheat Based Nutrition Programme:** Government of India allocates foodgrains (wheat and rice) at BPL rates to States, on their demand, for meeting their requirements for supplementary nutrition under ICDS. Due to concerted efforts in this regard, the year-wise allotment of foodgrains has increased substantially. During 2003-04, under WBNP, this Ministry allocated 434120 MTs of wheat and 100792 MTs of rice and in 2004-05; this Ministry allocated 341941 MTs and 115749 MTs of wheat and rice respectively. During 2005-06, this Ministry allocated 300481 MTs of wheat and 101988 MTs of rice (up to 31.01.2006) to various States/UTs under Wheat Based Nutrition Programme.

**CARE:** Cooperative for Assistance and Relief Everywhere (CARE), an international voluntary organization, had been providing food aid namely refined Vegetable Oil (RVO) for supplementary nutrition under the ICDS Scheme in some Projects in the States of Andhra Pradesh (70 projects), Bihar (36 Projects), Jharkhand (125 Projects), Madhya Pradesh (29 Projects), Chhattisgarh (96 projects), Orissa (104 projects), Rajasthan (64 projects), Uttar Pradesh (132 projects) and West Bengal (91 projects). Besides, CARE is implementing some non-food Projects in areas of



maternal and child health, girls' primary education, micro-credit etc. During 2003-04 & 2004-05, CARE provided 19265 MTs and 19875 MTs of RVO respectively to cover 66.25 lakh beneficiaries. During 2005-06 CARE proposes to provide 19875 MTs of Refined Vegetable Oil to cover 66.25 lakh beneficiaries.

**WFP:** World Food Programme (WFP) a UN Agency has been extending food aid for supplementary nutrition in



*Child being taught hygienic habits at an Anganwadi Center*

### **Enriched food inputs – to tackle anaemia**

**Enriched Wheat flour** (atta) premixed with Vitamin A, Iron and Folic acid has been distributed through 270 PDS outlets in Darjeeling. As a result the mean haemoglobin levels in pregnant and lactating mothers increased with a fall in anaemia by 7%. There was a decrease in anaemia levels by 16% for adolescent girls.

**Fortified candies** containing Vitamin A, Iron, Vitamin C and Folic acid was distributed amongst children (2-6 years) and pregnant and lactating mothers in Howrah and north 24 Parganas district. This resulted in decrease in anaemia levels for both the groups.

some ICDS Projects in the States of Madhya Pradesh (14 projects), Orissa (50 projects), Rajasthan (20 projects) and Uttaranchal (38 projects) covering about 11.01 lakh beneficiaries. During 2003-04 & 2004-05, WFP provided 25762 MTs each of fortified blended food to cover 8.66 lakh beneficiaries. During 2005-06, WFP proposes to provide 27830 MTs of fortified blended food to cover 11.01 lakh beneficiaries.

### **Coverage**

**Projects:** The ICDS Scheme was introduced in 33 Blocks (Projects) in 1975. It was gradually expanded to 5671 Projects, of which 5635 Projects with 7.44 lakh AWCs have become operational. State-wise number of sanctioned and operational Projects/ AWCs are given at **Annexure-IX**.

**Beneficiaries:** Currently, services under the scheme are being provided to about 499 lakh beneficiaries, comprising of about 408 lakh children (0-6 years) and about 91 lakh

pregnant and lactating mothers through a network of 7.44 lakh Anganwadi Centres. State-wise details of beneficiaries are given at **Annexure-X**.

### **Tackling severe malnourishment - Positive Deviance Approach (Aame Bi Paribu – We also can do it!)**

Innovative solutions to tackle severe malnourishment of tribal children in Kalhandi and Mayurbhanj districts of Orissa include:

- using mothers of healthy children as peer groups to sensitize the malnourished child's family;
- indigenously available nutritious food supplements with high iron and vitamin content ; as a result

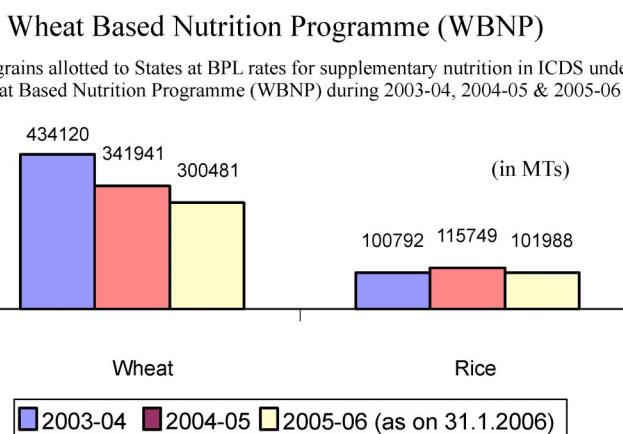
**Implementation of ICDS in the Tenth Plan:** The Scheme was approved for implementation in the X Plan in the existing 5652 Projects with no expansion activity in view of resource constraints. Out of the sanctioned 5652 Projects, 922 operational Projects are being funded with loan from the World Bank, which will be available up to 31.3.2006.

**Expansion of the Scheme:** In Public Interest Litigation, the Supreme Court directed the Government of India to increase the number of Anganwadi Centres to cover 14 lakh habitations. The National Common Minimum Programme (NCMP) of the Government envisages that the ICDS Scheme will be universalized. Therefore, to fulfill its commitments in the NCMP and to comply with the Supreme Court's directives, the Government of India has expanded the Scheme to cover all Community Development blocks and major slums of the country by sanctioning 461 additional Projects and 1,88,055 additional AWCs for all States/UTs. Statewise number of additional Projects/AWCs sanctioned is at **Annexure XI**. Expansion of the Scheme involves financial implications of about Rs 467.15 Crore per annum.

### **Expenditure under ICDS:**

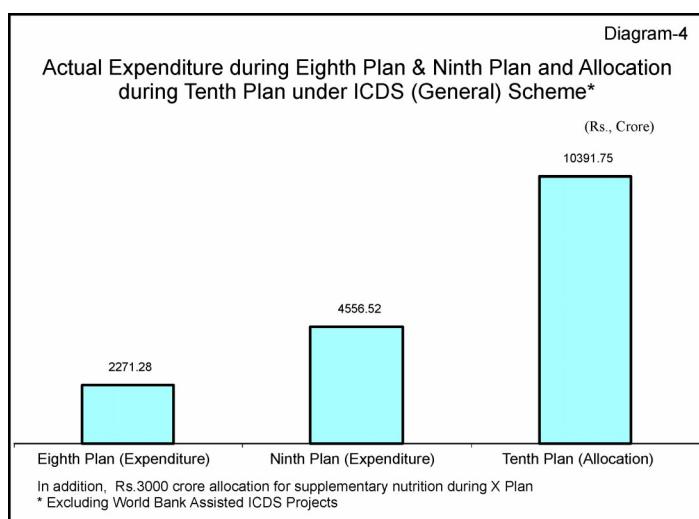
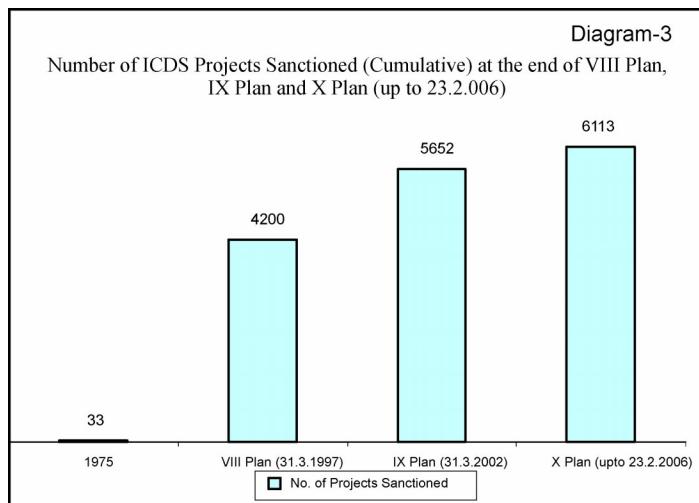
3.7 Alongside gradual expansion of the Scheme, there has also been significant increase in the Central Government's spending on implementation the Scheme. As against an expenditure of Rs. 2271.28 crore during the VIII Plan a sum of Rs. 4556.52 crore was spent on the ICDS Scheme

Diagram-2



in the Tenth Plan. The Plan allocation for ICDS for the tenth plan is Rs. 10391.75 crore. Details of allocation, funds released and expenditure incurred under ICDS (Gen) during Tenth Plan are as under:

3.8 State-wise details of funds released by GOI during 2004-05 and 2005-06 (upto 31.12.2005) are at **Annexure- XII.**



**Special Focus on North East:** Keeping in view the special needs of North Eastern States, the Central Government sanctioned construction of 4800 Anganwadi Centres at the cost of Rs. 60 crore in 2001-02 and 7600 Anganwadi Centres at a cost of Rs. 95 crore have been sanctioned in 2002-03. Another 7600 more AWCs at a cost of Rs. 95 crore have been sanctioned in 2004-05. With this, the ICDS Projects in North Eastern States have been brought at par with the World Bank assisted projects where civil works are the main additionality.

### Holistic Development

3.9 The Ministry's emphasis has been on integrated and holistic development of children, as far as the two basic elements of human resource development, i.e. health and education, are concerned.

3.10 Article 45 of the Constitution has been recently amended to state "The State shall endeavor to provide early childhood care and education for all children until they complete the age of 6 years".

3.11 In this light, in addition to emphasis on supplementary nutrition and convergence with health services, special focus is also being given to the pre-school education component of the ICDS Scheme, so that the children are fully prepared for entering Class I at the age of 6 years under the Sarva Shiksha Abhiyaan & District Primary Education Programme. For this, the States have been requested to ensure necessary convergence between ICDS Scheme and Sarva Shiksha Abhiyaan & District Primary Education Programme.

(Rupees in lakh)						
2002-03		2003-04		2004-05		2005-06 (upto 31.01.2006)
Funds released	Exp. Reported by States	Funds released	Exp. Reported by States	Funds released	Exp. Reported by States	Funds released
150497.71	138656.15	145867.51	173542.99	172654.87	179524.54	196364.80

## **Major initiatives**

**Anganwadi Karyakartri Bima Yojana:** In line with the aim of the Government to provide risk coverage for workers in the unorganized sector, a benefit has been extended to Anganwadi Workers and Helpers through an insurance scheme under the Life Insurance Corporation's Social Security Group Scheme. The Scheme is optional for the target group. As per information received from the States till 16.8.2005, 413229 Anganwadi Workers and 267931 Helpers have joined the scheme.

**Awards:** To motivate the Anganwadi Workers, a Scheme of Awards for exemplary work done by them has been introduced. This provides for Rs.25,000/- cash and a Citation at Central level and Rs.5000/- cash and a Citation at State level.

**Convergence:** There has been emphasis on convergence of services under various schemes/programmes viz. health, education, safe drinking water so as to achieve the desired impact. States have been requested to activate/set up Coordination Committees at State, district/block and village level to ensure proper delivery of services at Anganwadi

level by concerned line functionaries of various Ministries.

**Expansion of the ICDS Scheme:** To fulfill its commitments contained in the National Common Minimum Programme and to comply with Supreme Court's directives to increase the number of Anganwadi Centres, the Government has expanded the ICDS Scheme to cover all community Development Blocks and major slums of the country. With the expansion of the Scheme, the total number of Projects has increased to 6113 and that of Anganwadi Centres to about 9.4 lakhs.

**Supplementary Nutrition:** With a view to improving the nutritional and health status of children and women, the Government has decided to share the cost of supplementary nutrition, with the States in the ratio of 50:50, which was hitherto the responsibility of the States/UTs.

**Significant Achievement:** As a result of concerted efforts and constant follow-up with the States, the number of operational Projects/AWCs and supplementary nutrition beneficiaries have increased considerably as indicated below:

Year	No. of operational Projects	No. of operational AWCs	No. of supplementary nutrition beneficiaries
2003	4903	6.00 lakh	3.88 crore
2004	5267	6.49 lakh	4.15 crore
2005	5422	7.06 lakh	4.84 crore
2006 (upto Feb., 06)	5635	7.44 lakh	4.99 crore



*Children in an Anganwadi Center being distributed Supplementary Nutrition by Anganwadi Worker in Uttar Pradesh*

### **Why Can't we do it? (Kano Parbo Na)**

The positive deviance (PD) approach in early childhood care has reaped rich dividends in 5241 AWCS in selected districts of West Bengal. Through peer examples from similar socio economic milieu, the community at large are acquainted with best practices in hygiene, nutrition and child care.

There has been a steady reduction in malnutrition especially among the girl children .For example in 8 blocks of Dakshin Dinajpur district, the number of malnourished girls (Grades II to IV) were 1070 in 0-3 age group before the advent of PD approach; and with constant sessions the figure has come down to 207 girls.

### **Nutrition Programme for Adolescent Girls (NPAG)**

3.12 The Planning Commission had implemented NPAG as a pilot project during 2002-03 & 2003-04. Now, the Government has 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 districts. The selection of districts has been made on specific parameters i.e. in 2 backward districts each in major States on the basis of ranking developed by RD (Rural Development) Division of the Planning Commission and in the most populous district excluding the capital district each, in smaller States/ UTs. The list of the districts is at **Annexure-XIII**.

3.13 The scheme covers undernourished Adolescent Girls in the age group 11-19 years who are underweight (weight < 35 kg.). Free foodgrains @ 6 kg. per beneficiary per month are provided to them. The programme has been operationalised through the administrative set up of ICDS at the State, district, block and Anganwadi Center level. The success of the intervention is dependent on effective linkages with the Public Distribution System (PDS) and effective synergy and convergence with health services.

3.14 Allocation of funds for NPAG is made as Special Central Assistance (SCA), on 100% grant basis to States/ UTs. As on 31.01.2006, Ministry of Finance has released a sum of Rs. 58.80 crore [50% of estimated requirement] as first installment to the States. Similarly, Ministry of Home Affairs has allocated a sum of Rs. 1.67 crore as



*A glimpse of children in a pre-school education session in an Anganwadi Center in Mizoram*



An Anganwadi Worker at a shop in Lucknow testing salt sample for Iodine

first installment to the UTs. Ministry of Food & Public Distribution allotted 1,24,700 MTs of Rice 10,400 MTs of Maize and 35,200 MTs of wheat under NPAG for 2005-06 on 16 August 2005, against which 102750 MTs of foodgrains have been allotted to States/UTs as on 31.1.2006. The Project was approved by the Government on 5.5.2005. It is being implemented from 1<sup>st</sup> August 2005 onwards.

3.15 Statement indicating State-wise SCA allocated/released and food grains allotted/released under NPAG in the year 2005-06 is at **Annexure-XIV**

### Kishori Shakti Yojana (KSY)

3.16 Ministry of Women and Child Development is implementing Kishori Shakti Yojana using the infrastructure of ICDS. The scheme targets adolescent girls in the age group of 11-18 years, for addressing their needs of self-development, nutrition and health, literacy and numerical skills, vocational skills etc. This scheme was being implemented in 2000 ICDS blocks. Now, the scheme has been extended to all the 6108 ICDS Blocks in the country. List of the blocks sanctioned for KSY is at **Annexure-XVI**.

3.17 Under KSY, various programmatic options are

available to the States /UTs to selectively intervene for the development of the adolescent girls on the basis of specific needs of the area. This scheme also seeks convergence with schemes of the Health Ministry in order to improve the nutritional and health status of the Adolescent Girls. Grant- in-aid @ of Rs.1.10 lakh per block is released to the States/UTs every year for the implementation of KSY.

### World Bank Assisted ICDS-III Project (Women and Child Development Project 1999-2006)

3.18 The World Bank assisted ICDS-III (Women and Child Development Project) was made effective in October 1999 for a period of five years in five States of Kerala, Maharashtra, Rajasthan, Tamil Nadu and Uttar Pradesh. The project envisaged covering of 318 new blocks in these States except Tamil Nadu and 685 old blocks in all the five States. The goal of the Project is to improve the nutrition and health of pre-school-aged children and women, by increasing the quality, impact, and cost-effectiveness of the ICDS programme. The major objectives of the Project are:

- (i) To improve quality of service delivery to beneficiaries
- (ii) To expand ICDS to benefit uncovered communities
- (iii) To strengthen Institutional framework for programme implementation

- (iv) To consolidate gains made by earlier World Bank assisted Projects
- (v) To replicate successful innovations and initiatives from previous projects
- (vi) To introduce new activities in line with the latest paradigms of child development

3.19 In addition, the Project aimed to strengthen the ICDS programme in all the States and UTs, by improving the quality of training of ICDS functionaries (Project Udi莎). The total cost of the Project was Rs. 1000.11 crore for a period of 5 years (excluding Training cost). The Project provides some additional items over and above the items admissible in the ICDS General Scheme viz, construction of civil works, items for better service delivery (baby & adult weighing scales, display boards, outdoor-indoor play materials, medicine box, water filters) and several quality improvement (innovative, study tour, FREQI, Training for IEC etc) and Monitoring & Evaluation activities (development of computerized MIS, Social Assessment and Operational Research Studies, Baseline and Endline Surveys).

3.20 Due to delayed and slow implementation in the initial years as the Project States took time in obtaining administrative and financial sanctions, the project had savings during mid-term review in 2002-03. Additional funds in Rupee terms also became available due to depreciation of Indian Rupee vis-à-vis US Dollar over the period. In order that soft IDA loan is not lost, the Project was re-structured in 2003 and the States of Madhya Pradesh, Bihar, Chhattisgarh, Jharkhand, Orissa and

Uttaranchal were included w.e.f. 1.10.2002. Provisions were also made for Civil Works, Innovatives and AG Scheme in all the aforesaid 6 States. In addition, provision for base cost for 461 blocks was made in respect of the States of Madhya Pradesh, Bihar, Chhattisgarh and Jharkhand. Besides, provisions of Rs. 42.15 crore have been made for construction of 4496 Anganwadi Buildings in the non-World Bank, non-NE and Sikkim States.

3.21 The Project was scheduled to end on 30.9.2004. However, with the approval of CCEA and of the World Bank, the project has been extended by a period of 18 months upto 31.3.2006. So far, the World Bank has disbursed US \$ 200.29 million under the Project including audit recovered of US \$ 18.00 million and rejections to the tune of US \$ 4.5 million by the office of CAAA. Balance of IDA Credit exclusively for the Project amounting to US \$ 31.79 million is expected to be disbursed by the end of the Project i.e. 31.3.2006.

3.22 To gauge the impact of the Project in respect of its development objectives, endline surveys have been initiated and currently in progress in the original five States of Uttar Pradesh, Rajasthan, Maharashtra, Kerala and Tamil Nadu through State-based external research agencies. Final results are expected before March 31, 2006.

## **(ii) World Bank assisted Nutrition Component of APER Programme (1999-2005)**

3.23 World Bank Assisted Nutrition Component of APER Programme was made effective in Andhra Pradesh in Feb 1999. The Project envisaged covering a total of 251 new

### **Observations of the World Bank Supervision Mission during September 2005**

#### **Salient Points:**

- Overall implementation continues to be **very good**. Most of the benchmarks during the previous mission have been met and implementation is in accordance with the planned schedule;
- The Monitoring & Evaluation framework for the ICDS-III Project is a **best practice** among all projects supported by the World Bank in India and elsewhere. Timely implementation of the endline survey is also appreciated.
- Much progress has been observed with respect to financial management of the Project. Due to intensive supervision and monitoring by the Ministry, there has been a sharp increase in the disbursement in the past nine months.

blocks at a cost of Rs. 392.75 crore for a total period of 5 years from 1998-99 to 2003-2004. The Project components were similar to that of ICDS-III Project. This Project was included in ICDS-II Project for the period upto September 2002. Thereafter, Nutrition component of APER Project came under the Original APER Programme.

3.24 Originally IDA Credit for the Project was US \$ 75 million. However, the IDA credit for the Project was revised to US \$ 14.5 million, which got increased to US \$ 19.05 million due to depreciation of SDR vis-à-vis US Dollar, over the period. With the approval of CCEA and consent of the World Bank, the Project was extended by 18 months with enhanced project outlay of Rs.431.81 crore. The Project has ended on 30.9.2005. Expenditure under the Project is expected to be in the vicinity of Rs.419.00 crore. However, there is every, likelihood that total IDA Credit for the project will be disbursed.

### **World Bank Assisted ICDS Training Programme – Project Udisha**

3.25 Training is the most crucial element in ICDS as achievement of programme goals depends upon the effectiveness of frontline workers in improved delivery of packages of services under ICDS. Keeping in view the

importance of the programme and its likely positive impact on the quality of ICDS Scheme, the World Bank agreed to provide financial assistance for training of ICDS functionaries over a period of five years alongwith ICDS-III Project. Udisha had an outlay of Rs. 600.55 crore over a five-year period (4.10.1999 – 30.9.2004), which has since been reduced to Rs. 409.03 crore under the restructured project. Now the project has been extended upto 31.3.2006. It has three main components, viz. (i) Regular Training (wherein basic job training is provided), (ii) Other Training (wherein innovative, area specific trainings are provided and (iii) IEC.

3.26 For timely and qualitative implementation of the Project, State Training Action Plans for 2004-05 and 2005-06 were approved for (i) fulfilling the physical targets for regular training as per the Project Implementation Plans, (ii) the revision and adaptation of the training syllabi for ICDS functionaries, (iii) the qualitative and productive implementation of the ‘Other Training’ and ‘IEC’ components, and (iv) all round qualitative delivery and sustainability.

3.27 Till 31.12.2005, over 8.64 lakh ICDS functionaries have been imparted job training and about 4.55 lakh have been given refresher training (Table below). Against the target fixed in the Project Implementation Plan (PIP) for

<b>Physical Status in Udisha Training Programme - All India [35 States/UTs]</b> <i>As on 31.12.2005</i>									
<b>Type of ICDS Functionaries</b>	<b>Job Training</b>				<b>Refresher Training</b>				
	<b>PIP Target*</b>	<b>Revised Target**</b>	<b>Trained</b>	<b>% of Actual Target</b>	<b>Untrained</b>	<b>PIP Target</b>	<b>Revised Target</b>	<b>Trained</b>	<b>% of Actual Target</b>
<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>
<b>Anganwadi Workers</b>	341365	432143	330942	76.58	101201	554352	646226	433913	67.15
<b>Supervisors</b>	18180	14931	11466	76.79	3465	28781	26304	20358	77.40
<b>CDPO/ACDPOS</b>	4419	4592	3548	77.26	1044	6586	4394	1452	33.05
<b>Anganwadi Helpers</b>	440104	612957	518682	84.62	94275				
<b>All Functionaries</b>	<b>804068</b>	<b>1064623</b>	<b>864638</b>	<b>81.22</b>	<b>199985</b>	<b>589719</b>	<b>676924</b>	<b>455723</b>	<b>67.32</b>

\* Targets given in the Project Implementation Plan (PIP), estimated during 1998-99. Based on the current manpower position, actual training targets vary from State to State.  
\*\* Revised Target estimated as: No. of persons trained up to 31.12.2005 under Udisha Project (+) No. of untrained persons as on 31.12.2005, which include vacancies and anticipated recruitment in view of the expansion of ICDS Scheme

Udisha, the achievement in respect of job training is more than 100% as on December 2005, whereas the same stands at 82% against the target revised due to increase in the backlogs.

3.28 NIPCCD has revised the training module for ‘job training’ of all categories of functionaries and States have been requested to impart training to the functionaries as per the revised syllabi and incorporate 25% State-specific subjects in the revised syllabi. The revised duration of Job and Refresher training of CDPOs/ACDPOs, Supervisors and Anganwadi Workers is 30 days and 7 days respectively. The revised duration of Orientation and Refresher training of Anganwadi Helpers is 8 days and 5 days respectively. The revised duration of Job and Refresher training of Trainers of AWTCs/MLTCs is 11 days and 7 days respectively.

3.29 State-wise funds released during 2004-05 and 2005-06 so far are given in **Annexure-XVI**.

### **Provision of Crèches**

3.30 The Ministry was implementing two schemes, namely ‘Assistance to Voluntary Organizations for Crèches for the Children of Working/Ailing Women’ and ‘National Crèche Fund’. Assistance to Voluntary Organizations for Crèches for the Children of Working/Ailing Women was introduced in 1975 in pursuance of the objectives of the National Policy for Children adopted in 1974. The facilities provided to children under the scheme include sleeping and day care facilities, supplementary nutrition, immunization, medicines and recreation. The scheme was being implemented through Central Social Welfare Board and two other National Level voluntary organizations i.e. Indian Council for Child Welfare and Bhartiya Adim Jati Sevak Sangh. An amount of Rs. 20.30 crore was released under the scheme to benefit 3.11. lakh children.

3.31 National Crèche Fund was set up with a corpus of Rs. 19.90 crore during the year 1993-94 with a view to meet the growing need for opening more crèches. Assistance under the scheme was made available to registered voluntary organizations/mahila mandals to convert existing Anganwadi Centers into Anganwadi-cum-Crèche

Centers and this assistance comes out of the interest earned from the corpus fund. These crèches were financed for five years after which they were supposed to be running on self-supporting basis. Under the scheme, 5137 crèches have been sanctioned out of which 2543 crèches are running with the financial assistance at present. An amount of Rs. 3.70 crore was released under the scheme during 2004-05.

3.32 Details of number of crèches sanctioned and beneficiaries thereunder are given at **Annexure XVII**.

### **Rajiv Gandhi National Crèche Scheme for the Children of Working Mothers**

3.33 In order to provide better and improved Crèche/Day Care facilities to children of working mothers, Ministry of Women and Child Development has taken a remarkable step by launching a new scheme i.e. Rajiv Gandhi National Crèche Scheme for the Children of Working Mothers with effect from 1<sup>st</sup> January 2006. The new Crèche Scheme has been prepared by merging the National Crèche Fund and the Scheme of Assistance to Voluntary Organizations for Crèche for Working and Ailing Women’s Children. This provides improved services and enhanced financial allotments besides increasing the number of crèches in the country. The financial norms have been revised from Rs. 18,480/- to Rs.42,384/- per crèche per annum and it has been decided to set up 14,719 new crèches by the end of 10<sup>th</sup> Five Year Plan. Thus, the new Scheme will provide great relief and support to working mothers by providing services to their children.

3.34 With a view to provide better services, to build up child friendly environment in the Crèche Centre and to orient the crèche workers as well as the implementing agency, the component of a short term training has been added to the new Scheme. The training module will be prepared with the help of National Institute of Public Cooperation and Child Development and the training will be organized through the agencies identified in consultation with the concerned State Government.

3.35 The main objectives of the scheme of crèches is to promote a healthy all round development of children of the

working/ailing mothers particularly those employed in the unorganized sector and belonging to the BPL category. In order to ensure better results of the scheme, guidelines have been formulated which will be followed by the implementing agencies. The guidelines stipulate general instructions for the programme implementers with regard to Physical Environment, Food and Essentials etc.

3.36 Under the new Scheme, 7000 new crèches will be set up by 31<sup>st</sup> March 2006. These crèches will be allocated to the Central Social Welfare Board, Indian Council for Child Welfare and Bhartiya Adim Jati Sevak Sangh in the ratio of 80:11:9. Thus, each organization will open 5600, 770 and 630 new crèches respectively. Eligibility criteria for those entitled to availing services under the new Scheme have also been enhanced from Rs.1800/- to Rs. 12,000/- per month per family.

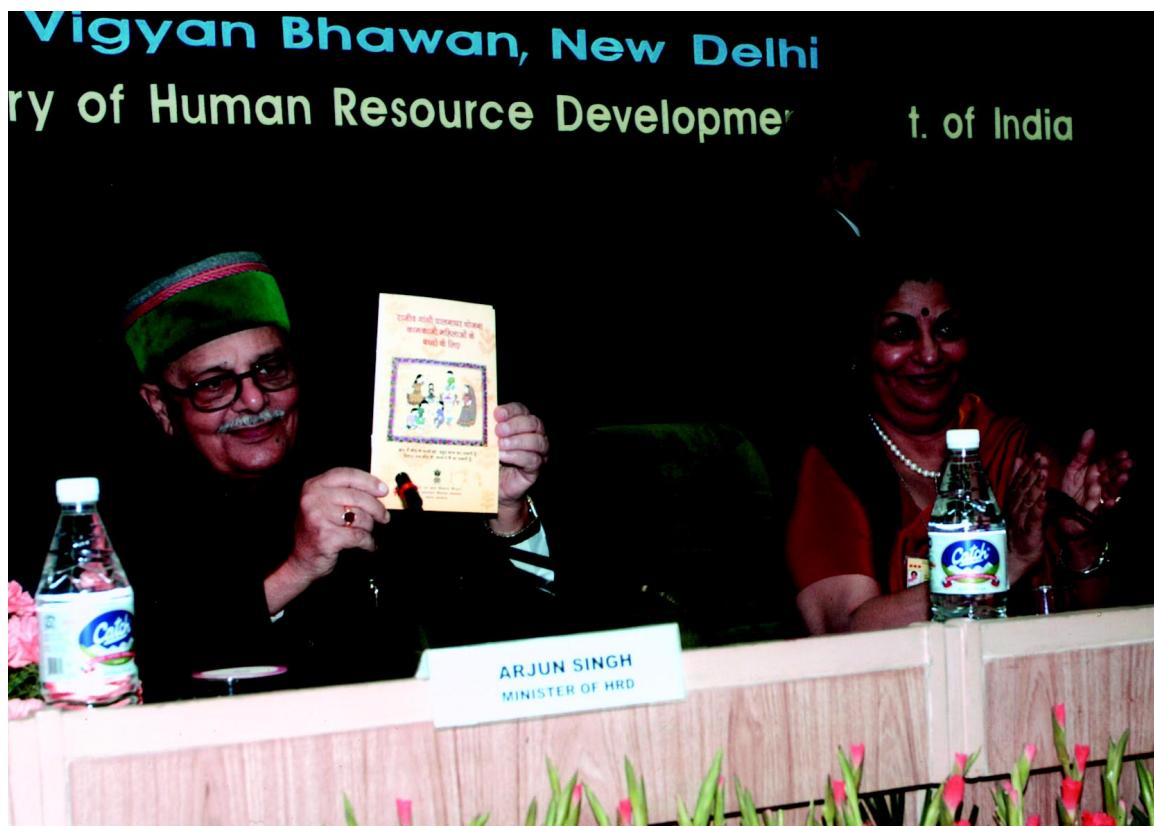
3.37 To strengthen monitoring of crèches, the scheme provides engaging of independent monitoring agencies. These agencies will be identified in consultation with the concerned State Government and will conduct regular monitoring of crèches. In the course of inspection, these agencies are expected to assess the motivation and

capacity of the implementing agencies also. It is expected that every crèche will be inspected at least once in the period of two years.

3.38 For proper implementation of the scheme, Memorandum of Understanding will be signed with the implementing agencies. The MOU specifically mentions that implementing agencies will run the scheme as per the latest guidelines and give mandatory training to all its crèche workers. The priority will be given to uncovered districts/areas and tribal areas while extending the scheme to maintain balance regional coverage.

### **Programme of Cooperation with UNICEF**

3.39 UNICEF projects are being implemented in India through Master Plan of Operations, which is prepared after mutual consultation and consensus. Ministry of Women Child Development (MWCD) is the nodal Ministry for coordinating the implementation of the Master Plan of Operations (MPO) for 2003-2007. The programme contributes towards (a) reduction in infant and maternal mortality (b) improvements in levels of child nutrition (c)



*Sh. Arjun Singh, Minister of HRD while launching the new scheme of Rajiv Gandhi National Creche Scheme for Children of Working Mothers. Smt. Reva Nayyar, Secretary (MWCD) witnessing the event.*

# THE CHILDREN OF WORKING MOTHERS

BY

**SHRI ARJUN SINGH**

MINISTER OF HUMAN RESOURCE DEVELOPMENT

January, 2006, Hall No. 6, Vigyan Bhawan, New Delhi

Department of Women and Child Development, Ministry of Human Resource Development, Govt. of India



Smt. Renuka Chowdhury Minister of State (Independent Charge), Ministry of Women and Child Development addressing the inaugural session on the launching of new scheme of Rajiv Gandhi National Creche Scheme for Children of Working Mothers

ensuring universal elementary education (d) enhancing child protection (e) protection of children and adolescents from HIV/AIDS. An amount of US \$ 400 million has been allocated by UNICEF for the India Country Programme for the period from 2003-07. The allocation has been enhanced by UNICEF by US\$100 million for the remaining period of the MPO. The third year of the programme is concluding on the 31<sup>st</sup> Dec., 2005. As required under the programme, a Mid Term Review of the Programme has been conducted to identify the gap areas and to seek additional funds for the areas relating to child protection. India's contribution to UNICEF has been enhanced to Rs.3.87 crore which has been released by November 2005. As per the pledge event 2005 held in New York, the yearly contribution has to be maintained @ US \$ 900,000 in the year 2006.

## The Commissions for Protection of Child Rights Act 2005

3.40 The Government has notified the Commissions for

Protection of Child Rights Act, 2005 on 20<sup>th</sup> January 2006 as Act No.4 of 2006.

3.41 The Act provides for setting up of a National Commission at the National level and the State Commissions at the State level. The National Commission will be a statutory body, set up under an Act of the Parliament. The proposed Commission will have a Chairperson and six other Members, a Member Secretary and other supporting staff. The Chairperson would be a person of eminence in the field of child development. The members would be the experts in the field of child health, education, childcare and development, juvenile justice, children with disabilities, elimination of child labour, child psychology or sociology and laws relating to children. The officers and the staff of the Commission will be provided by the Central Government. The proposed Commission would be set up for proper enforcement of children's rights and effective implementation of laws and programmes relating to children.

## National Plan of Action for Children

3.42 The Ministry of Women & Child Development in the Ministry of Human Resource Development has prepared a National Plan of Action for Children 2005 to improve the overall status of the Indian child. It has been prepared after harmonizing the goals for children set in the UN General Assembly Special Session on Children held in 2002 and the monitorable targets set in the Tenth Five Year Plan, and goals for children in related Ministries/Departments. The Action Plan has been prepared in consultation with concerned Ministries and Departments, States/Union Territories Governments, Non Governmental Organizations and experts. The National Plan of Action includes goals, objectives, strategies and activities for improving nutritional status of children, reducing IMR and MMR, increasing enrolment ratio and reducing drop out rates, universalization of primary education, increasing coverage for immunisation etc. The National Plan of Action 2005 has been released by HRM at a function in New Delhi on 20<sup>th</sup> August, 2005. Concerned Ministries and Departments and State Government have been asked

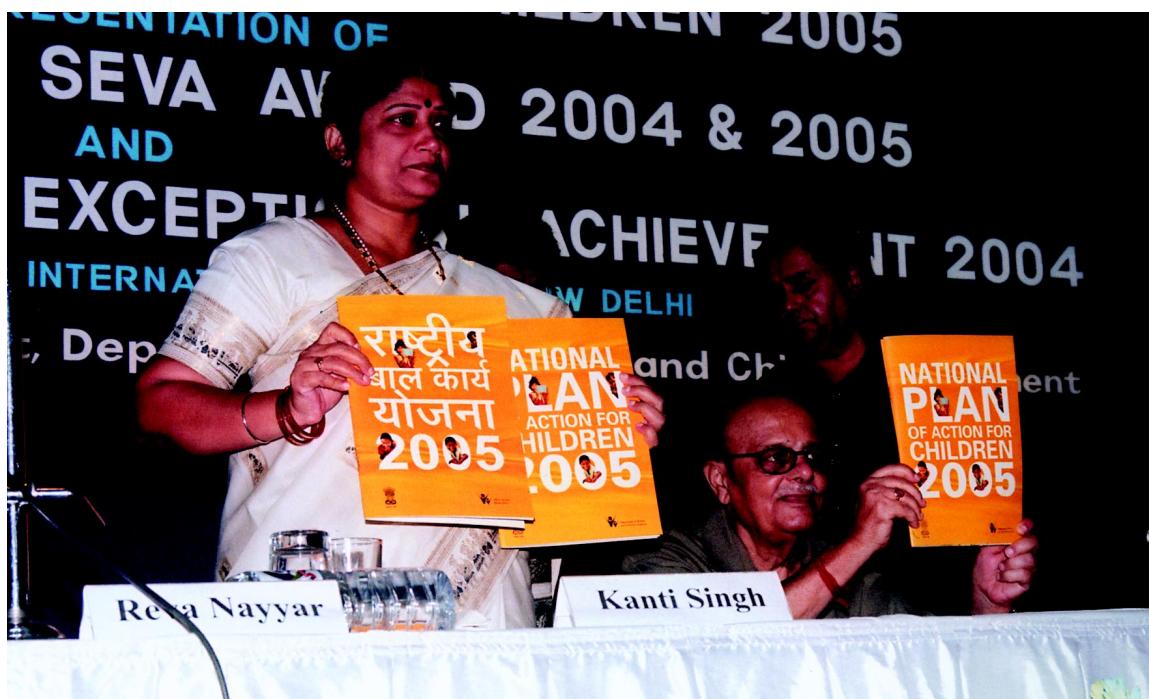
for the implementation of the provisions of the Plan in order to achieve the targets in time.

## Awards

3.43 CW Division of the Ministry of Women & Child Development deals with three Schemes of National Awards.

### National Child Awards for Exceptional Achievement 2004

3.44 The Selection Committee for National Child Awards for Exceptional Achievement met under the chairpersonship of MOS (HRD) and finalized 36 awardees for the year 2004. The list of the awardees is at **Annexure XVIII**. Minister of Human Resource Development presented the Awards on 20.8.2005 in a function organized at IIC, New Delhi. The Award carries a cash prize of rupees twenty thousand, a gold medal and a certificate for the national award winner and a cash prize of rupees ten thousand, a silver medal and a certificate for the State level 35 awardees.



Sh. Arjun Singh, Minister of Human Resource Development and Smt. Kanti Singh, MoS (WCD) at the launch of National Plan of Action for Children-2005

## Rajiv Gandhi Manav Sewa Award

3.45 Rajiv Gandhi Manav Sewa Awards for the year 2004 & 2005 were presented to Smt. Zapututuo Angami of Nagaland for 2004 and posthumously to Late Balakrishna Acharya of Mumbai for 2005. The Award includes a cash prize of Rs. 1.00 lakh and a certificate.

## National Awards for Child Welfare

3.46 The National Awards for Child Welfare for the years 2003 & 2004 were presented to ten institutions and six individuals in a function conducted on the occasion of Children's Day on 14<sup>th</sup> November 2005 in New Delhi. The Award carries a cash prize of Rs.3 lakhs and a citation for each institution and Rs.1 lakhs and a citation for each individual. List of awardees is at **Annexure-XIX**.

## National Bravery Award

3.47 This is an award instituted through the Indian Council for Child Welfare since 1957. The award carries a prize of Rs.5000/- each, a medal and a certificate. The list of awardees for the year 2005 is at **Annexure-XX**.

## Recent Initiatives

### Cultural Exchange Programme

3.48 The Ministry of Women and Child Development has conducted two training programmes for the Mauritius delegation in February and April 2005 under Cultural Exchange Programme. The first training programme was conducted during 14 to 23 February 2005 on The "Orientation training programme on child development and child welfare" and the other training programme conducted on 18<sup>th</sup> to 27<sup>th</sup> April, 2005 on Course of Self Help Group and Micro Enterprise Development. Both the programmes were conducted by the Ministry of Women and Child Development through NIPCCD.

### Offences Against Children Bill

3.49 After detailed examination of all legislations pertaining to children and after wider consultations and discussions with the interest groups, NGOs, Social workers, and legal experts it has come out that there are certain issues relating to child abuse and violence against children which are not adequately covered under the present legal



*Children in a Painting Competition in Nagpur (Maharashtra) on the eve of Children's Day Celebrations*



*Sh. Arjun Singh, Minister of Human Resource Development, Smt. Kanti Singh (MoS, WCD) and Smt. Reva Nayyar, Secretary, MWCD with National Child Awardees*

provisions of Indian Penal Code 1860 or Juvenile Justice (Care and Protection of children) Act 2000 or other child related legislations. The Ministry has, therefore, decided to prepare a draft of the Bill to address all offences against children. A broad outline of the Bill has been prepared which is being considered with all concerned before finalizing in consultation with Law Ministry and other authorities. The draft prepared for the Offences Against Children Bill has, however, been taken up with the Home Ministry for considering amendment in the IPC to include all provisions mentioned in the draft Bill. Home Ministry has advised the Ministry of Women and Child Development to consider drafting a separate Bill for offences against children and rehabilitation of such child victims through provision of necessary support mechanism.

### **Universal Children's Day**

3.50 India observes Universal Children's Day on 14<sup>th</sup> November every year. The Day enables a review of the progress made in attaining the decadal goals, identify gaps

and constraints and work out strategies to reach the time-bound goals. The Children's Day was celebrated in 2005 in a function by presentation of the National Awards for Child Welfare for the years 2003 and 2004.

### **South Asian Regional Consultation on Violence Against Children**

3.51 A South Asian Regional Consultation on Violence Against Children was held at Islamabad during 19-21 May 2005. The consultation was held in accordance with a study on violence against children as mandated by the UN General Assembly in 2001, following a recommendation from the UN Committee on the Rights of the Child, organized by South Coordinating Group against commercial sexual exploitation of women and children. The following delegation attended the Regional Consultation Meet.

- Smt. Loveleen Kacker, Joint Secretary, Ministry of Women and Child Development
- Shri R. K. Ojha, Dy. Secretary, Ministry of Women and Child Development

- Shri J. S. Kocher, Director, M/o Social Justice and empowerment

## **Children affected by HIV/AIDS**

3.52 The Ministry of Women and Child Development in association with NACO, UNICEF and CMMB organized a two-day Workshop on children affected by and vulnerable to HIV/AIDS at Samrat Hotel on 28-29 March 2005. The inaugural session was attended by Smt. Sharmila Tagore, Smt. Loveleen Kacker, Joint Secretary, MWCD, Mr. Cecilio Adorna, Country Representative, UNICEF and Smt. Sadhna Rout of NACO. The meeting was attended by representatives of a large number of Government and non-Government organizations, religious and faith leaders, etc. It was jointly committed to work for the children affected by and vulnerable to HIV/AIDS. An analysis has been done by Future's Group in association with WHO and UNICEF on estimates of number of children affected and vulnerable to HIV/AIDS in India. The estimates have been worked out in the States of Maharashtra, Tamil Nadu and Uttar Pradesh for the present. The analysis is being continued for other States. The estimates would, thereafter,

be taken up with appropriate authorities like NACO and M/o Social Justice and Empowerment for addressing the issues concerning the children affected and infected by HIV/AIDS and the children who are vulnerable to HIV/AIDS.

## **Workshop on existing laws pertaining to children.**

3.53 The Ministry of Women and Child Development in association with Socio Legal Information Centre, New Delhi conducted a two day workshop on 15<sup>th</sup> & 16<sup>th</sup> June, 2005: at India International Center, New Delhi to discuss the existing laws pertaining to children in order to identify the gaps, inadequacies that are required to be amended and modified. These laws include JJ Act, ITPA, Child Labour Act, etc. More than 100 participants from Government and non-Government agencies took part in the discussions.

## **Child Abuse**

3.54 The Ministry of Women and Child Development is the national nodal Ministry in Government of India for all



*Sh. Arjun Singh, Minister of Human Resource Development, Smt. Kanti Singh (MoS for WCD) in a function for distribution of National Child Award for Exceptional Achievement-2004 on 20th August, 2005*

issues pertaining to children. The Ministry of Women and Child Development has acknowledged a need for a consultation on child abuse, which has remained a neglected area so far. A number of consultations have been held on the subject. The Ministry organized a two-day Workshop with the cooperation from Prayas in New Delhi on 20-21 April 2005 for consultation on child abuse. It was decided therein that there is a need for a national level study on child abuse. The report of the Workshop also includes a suggestion for undertaking a Training of Trainers workshop.

3.55 Subsequently, after careful consideration, Prayas was asked to conduct a national level study on child abuse at the direction of MWCD. The study is being funded by Save the Children and UNICEF. The objective of the Study is to develop a common understanding of child abuse in the country. Prayas will conduct the study in a period of

one year from September 2005 to August 2006. In view of the expertise and experience of Prayas in the field, they have been requested to organize the training programmes. The study will assess the extent and magnitude of different forms of abuse in India and study the profile of the abused and exploited children, their situation and relationship with the perpetrator and also to recommend measures and strategies for policy, legislations and programme development.

3.56 Training of Trainers was conducted by PRAYAS on behalf of Ministry for the field officers conducting the nation wide study on child abuse. The workshop was held on 28<sup>th</sup> and 29<sup>th</sup> October 2005 in New Delhi. The Study is expected to be completed shortly. The Government would thereafter assess the magnitude of the problem of child abuse in the country and draw interventions to address the problem.

# Other Programmes

## Grant-in-aid for Research, Publications and Monitoring

### Research

4.1 The Ministry is operating the scheme of grants-in-aid for research, publication and monitoring since 1986-87 with an objective to promote research studies for testing the feasibility and efficacy of existing programmes and services on emerging issues in the field of women and child development. Under the scheme, the Ministry also supports workshops / seminars which help in formulating research proposals and disseminating research findings or in social situational analysis, likely to be helpful in planning, programming and review of implementation.

4.2 Priority is given to research projects of an applied nature keeping in view the policy requirements of the Department, social problems requiring urgent public interventions and evaluation of the ongoing programmes. A list of new research and Workshop projects supported under the scheme during the year 2005-06 is at **Annexure-XXI**.

### Monitoring

4.3 The Ministry undertakes Inter-Ministerial Review of the progress of 27 Beneficiary Oriented Schemes for Women. Monitoring of these women specific programmes is being carried on a half yearly basis and includes schemes of this Ministry, Ministry of Family Welfare, Ministry of Elementary Education and Literacy, Ministry of Science and Technology, Ministry of Labour, Ministry of Social Justice and Empowerment, Ministry of Tribal Affairs and Ministry of Rural Development. A critical

assessment of the performance made during half year is done on the basis of progress reports generated under different schemes. Physical and financial progress, including internal reviews / evaluation of different programmes done by the implementing agencies are also discussed to consider improvements in the pace of implementation of these programmes and remedial measures for rectifying the lacunae observed, wherever required.

## Information and Mass Education Activities

4.4 The Media Unit of the Ministry aims to generate awareness about issues concerning the development of women and children by giving wide publicity to the policies, programmes and developmental activities formulated and implemented by the Ministry. The objective is being achieved through multi-media publicity campaigns for which the electronic media, print media and outdoor publicity tools are being effectively utilized.

4.5 Publicity campaigns to inform, educate, and motivate people for bringing about attitudinal changes to achieve social development goals were launched. The focus of the campaign has been to mobilize public opinion on issues pertaining to girl child, the development of children, women's empowerment, early childhood development, nutrition, equal status for women and social evils like child marriage, dowry, trafficking, gender equality, sexual abuse of girl child, exploitation of women and children. Multi-media publicity was given to the issues through release of advertisements in prominent newspapers and magazines, telecast of spots on DD-I (National Network channel and regional channels) in Hindi, English and regional languages and also broadcast of radio programme based on social issues through AIR.

## **Outdoor Publicity**

4.6 Posters on socially relevant issues, carrying messages against female foeticide and rape were displayed on public utilities in Delhi at prominent places for awareness generation. Posters on Eve teasing were displayed on 20 display boards at Metro Stations in Delhi and 12 messages on Dowry, Child labour, Educational empowerment of girl child, Child marriage, Domestic violence, Breastfeeding, Inclusion of seasonal fruits in daily diet, Female foeticide, Inclusion of green leafy vegetable in diet to prevent anaemia and Personal hygiene and sanitation were displayed on 70 Metro inside panels on Shahadara-Rithala Track of DMRC. Posters carrying social messages against (i) Female foeticide, (ii) Dowry, (iii) Child marriage, and (iv) Nutrition (Supplementary feeding) were displayed on Bus back panels in 19 States outside Delhi.

## **Print Media**

4.7 During the current financial year 2005-06, following advertisements were issued in newspapers and magazines:

1. Advertisement inviting public comments/suggestions on "Protection Against Sexual Harassment of Women Bill 2005."
2. Advertisement on evils of Female foeticide and Child marriage.
3. Advertisement regarding release of National Plan of Action for Children 2005 and presentation of Rajiv Gandhi Manav Seva Award 2004 & 2005 and National Child Award for Exceptional Achievement 2004.
4. Advertisements (2) inviting project proposals for 2<sup>nd</sup> installment under Swavalamban (NORAD) Scheme.
5. Advertisement for publicity of 'Swadhar' Scheme for emancipation and alleviation of disadvantaged women.
6. Advertisement inviting Expression of Interest for Evaluation of Swadhar Scheme and Short Stay Home Scheme.
7. Advertisement inviting nominations for 'Stree Shakti Puraskar 2004'.

8. Advertisement on the occasion of International Women's Day on 8-3-2006 (Proposed).

## **Television Campaign**

4.8 Publicity campaign through electronic media was launched to highlight focused issues on Women's Empowerment, Female Foeticide, Gender Discrimination, Trafficking etc. The following spots were telecast on Doordarshan DD-I National Network and private TV channels:-

1. Lalli : On Trafficking
2. Human Chain : Women's Empowerment
3. Census : Falling Female Sex Ratio
4. Empowered Girl : Empowerment of Girl Child
5. Mujhe Mat Maro : Female Foeticide
6. Mera Beta Hai Na : Gender Discrimination
7. Mujhe Beti Hi Chahiye: Encouraging Birth of Girl Child
8. Child Sex Abuse : Child Sex Abuse
9. Speak up : Sexual Harassment
10. Naye Sadi Ka Naya Tarana : Girl Child Abuse /Girl Child Education.

4.9 Since TRP during the Cricket match on Doordarshan is very high and Urban and Rural population across the country usually watch the cricket match, 5 spots on (i) Child marriage, (ii) Falling female sex ratio (Census), (iii) Female foeticide, (iv) Dowry, and (v) Domestic violence were telecast during India – Sri Lanka ODI series 2005 at Mohali, Jaipur, Pune, Ahmedabad, Rajkot and Vadodara.

4.10 In order to make programmes of the Ministry more visible, 12 scroll social messages on Dowry, Child labour, Educational empowerment of women, Child marriage, Domestic violence, Breastfeeding, Complementary feeding, Inclusion of seasonal fruits and vegetables in daily diet, Female foeticide, and Personal hygiene and sanitation have been telecast on DD News channel for every 5 minutes

for 24 hours from December 2005 and will continue up to 31<sup>st</sup> October, 2006.

#### **All India Radio**

4.11 Campaign has been launched through broadcast of radio spots from AIR (20 station of Primary channel, 29 National Network Stations of Vividh Bharati, FM channel (12 Rainbow and 4 Gold stations) to make the programme more popular. A prize of Rs.200/- per question per episode has been introduced. Following spots were broadcast:

1. Dowry (2)
2. Gender Discrimination
3. Educational Empowerment of Girl Child

4.12 A 15 minute duration weekly sponsored radio programme "Aakash Hamara Hai" to highlight policies and programmes of the Ministry and to generate awareness on social issues concerning women and children is being regularly broadcast in Hindi and regional languages from Commercial Broadcasting Service Stations of AIR across the country and also from primary stations of AIR in North East Region.

#### **Quarterly Newsletter**

4.13 A quarterly Newsletter 'Sampark', to highlight the policies and development programmes formulated and implemented by this Department, is being brought out regularly.

#### **Innovative Work on Women and Children**

4.14 Under the scheme, assistance is given to voluntary organisations working in the field of child and women welfare for innovative projects and activities, which are not covered under the existing schemes of the Ministry of Women and Child Development. An amount of Rs.65.00 lakhs was utilized during the year 2004-05. The revised allocation for the year 2005-06 is Rs.60.00 lakhs. The funds will be utilized during the year 2005-06.

#### **Use of Hindi in official work**

4.15 Hindi Section has been mandated to implement the Official Language policy of the Central Government in the Department. In pursuance of the policy, efforts were made, during the period under report, to maximise the use of Hindi in the Ministry. All the officers and employees have acquired working knowledge of Hindi. A one day Hindi workshop was organised on 27-5-2005 for officers and employees of the Department. Entries in the service books continued to be made in Hindi. Letters received in Hindi were replied to in Hindi. Article 3(3) of the Official Language Act is being complied with in the Department. All the officers and sections in the Ministry have been provided Hindi software in their computers.

4.16 Copies of the Annual Programme brought out by the Ministry of Official Language were circulated for compliance. The meeting of the Official Language Implementation Committee was held on 26-9-2005 under the chairpersonship of the Joint Secretary in charge of Hindi in which a review of the progressive use of Hindi in the Ministry as well as in the offices under the Administrative control of the Ministry was undertaken and remedial measures to overcome the shortcomings suggested. Hindi Fortnight was celebrated in the Ministry from 14<sup>th</sup> to 28<sup>th</sup> September 2005. During the period, Debate, Essay and Noting & Drafting competitions were organized. Thirteen officials have been awarded prizes. Secretary (MWCD) has given these awards away.

4.17 The Joint Hindi Advisory Committee Meeting of Ministry of Human Resource Development was held on 9-11-2005 under the chairpersonship of Hon'ble HRM, Shri Arjun Singh.

4.18 In addition to the above items of work relating to the implementation of Official Language, the important documents/material translated in Hindi during the period under report include Annual Report, 2004-05, Performance Budget 2005-06, material for Parliamentary Standing Committee, speeches and messages from Prime Minister, Human Resource Development Minister, Minister of State for Women and Child Development and Secretary (MWCD),

material relating to Rajiv Gandhi Manav Seva Puraskar, National Child Awards for Exceptional Achievement, National Awards for Child Welfare, replies to Parliament Questions, Cabinet Notes etc.

## **Information Technology**

4.19 National Informatics Centre (NIC) is managing the Computer Centre of the Ministry of Women and Child Development which has a Pentium P-IV Processor based Windows NT Server, a Unix Server and a Local Area Network with facilities like information sharing, electronic mail and graphical user interface (GUI) based INTERNET surfing. NIC continued to provide software, hardware and consultancy support to Ministry in developing computer based Management Information Systems. A team of officers of NIC works in close coordination with the officials of the Ministry to maintain existing software and develop new programmes.

4.20 A brief description of some of the programmes introduced in 2005-06 by the Ministry with the help of NIC is as follows:

schemes of various Central, State Government bodies and of non-Government sector to large masses of population especially through modern IT gadgets is an essential and inevitable proposition. Taking advantages of IT innovations, NRCW is being conceptualized totally on virtual cyber space for its location and access not only in India but across the entire world.

### ***State Level Monitoring of Swayamsiddha Scheme***

4.21 NIC has developed a web-based software to monitor the quarterly progress report of 33 States/UTs. The State can enter online the Quarterly Progress Data and generate the reports for their respective States, transmit circular/Orders. Suggestions and queries can also be entered so as to get the reply/solution, immediately. The status of sanctions also can be secured online.

4.22 A training programme was organized at Srinagar to train State Functionaries. About 15 State officials participated in the workshop

National Informatics Centre had organized Video Conferencing in consultation with NIPPCD on 12<sup>th</sup> April 2005. Eminent resource persons interacted with about 900 cluster leaders. Office bearers of clusters, group members and business counselors were targeted by the programme through seven interactive centers located in Bihar, Madhya Pradesh, Gujarat, Chhattisgarh, Uttar Pradesh, Uttarakhand and Delhi and 38 DAMA Network Management Systems housed in the Collector's office in the District headquarters of Swa-shakti districts.

### ***Dak Diary and NGO Grant Monitoring System***

**Dak Diary** – The system tracks all proposals received under various grants-in-aid schemes and gives an on line status of action taken on the proposals.

**NGO Directory** – Records registration details and other particulars of all voluntary organisations implementing departmental schemes. The software generates a unique code for each NGO based upon the registration number, name and State so as to enable tracking of the performance under various schemes.

**Sanctioned Project Detail** – Captures all important information including location, amount sanctioned and number of beneficiaries of sanctioned projects under various grant-in-aid schemes.

**Utilization Certificate Details** – Captures details of financial releases and submission of Utilization Certificates against these and gives an early warning on delay in implementation of projects.

**Reports** – Cover Scheme-wise/State-wise Projects, Pending/Rejected Cases, Outstanding Utilization Certificates, Geographical Coverage, Cash flows etc.

### ***GIS Mapping of Schemes of the Ministry***

4.23 The Ministry commissioned the National Informatics Centre to develop network based GIS application, integrating spatial data up to State, district and village level and non-spatial data including MWCD data and census.

4.24 This software maps all sanctioned projects under grants in aid schemes, up to the district level, to give a graphical depiction of regional spread of various schemes and identify areas requiring interventions. For example, the software enables listing of districts where no projects have been sanctioned under any scheme (like Working Women Hostel or Short Stay Homes) and lists all districts where no projects of Women and Child Development have been sanctioned so far. This software will enable a more focused approach in planning for investments under various schemes.

#### ***Application software in use in the Ministry***

**Intranet Based Integrated Office Automation** A web based application has been designed and developed for office automation procedures like Personnel Information, Office Orders/Circulars, Payroll, GPF, Income Tax, Leave Records, Official Forms, etc. The Ministry is updating the relevant data regularly and the employees are using this system to get their Circulars, Pay Slips, GPF Statements, IT Statements, Forms, etc. from this website directly. This system is developed using ASP and MSSQL Server.

**Budget Monitoring System** was developed and implemented in the Finance wing of the Ministry. It is an online application capturing scheme wise details of funds sanctioned and released.

**Swawlamban and STEP Grant Monitoring System** was developed for monitoring the implementation of Women's Economic Programmes. The database consists of information regarding details of voluntary organisations who have applied for or availed of grants under the programme, the nature of training programme, duration and course content, enrolment and number of beneficiaries, financial sanctions etc. The system generates various types of reports for efficient management of the programme.

**Management Information System** for monitoring the scheme of Integrated Child Development Services has been in operation for more than 10 years. The package has been implemented at a geographically wider area in the country comprising Central, State and District levels. NICNET communication facility has been extensively used

for transmission of information from/to District and State Administrations.

4.25 File Status Information System (FSIS) and other related software were developed in the office of Minister and residence of Minister of State.

4.26 NIC has computerized the State wise MPR of Grants Released for all the Schemes from Central Social Welfare Board.

4.27 NIC provided assistance to the Parliament Section for regular on line transmission of Parliament Questions to Lok Sabha and Rajya Sabha Secretariat.

4.28 The Ministry of Women and Child Development has a website which is maintained by the NIC and updated periodically.

4.29 With the help of NIC, Ministry is running various software like store Inventory, Payroll and Hardware Maintenance Package very successfully.

4.30 Technical consultancy and guidance to various organizations under the control of the Ministry like National Commission for Women, NIPCCD, RMK and CSWB is provided by NIC.

#### ***Financial Assistance to Voluntary Organizations***

4.31 A list of voluntary organizations and Government Organizations that received assistance from the Ministry for various activities in the field of women and child development during 2005-06 is given at **Annexure XXII**.

#### ***Annual Plan and Action Plan***

4.32 The Plan and Non-Plan outlays for the year 2005-06 were fixed at Rs.3875.29 crore and Rs.55.82 crore respectively. The revised outlays (Plan) have been fixed at the same level i.e. Rs.3875.29 crore whereas Non-Plan have been revised to Rs.56.05 crores. Scheme-wise details are given at **Annexure XXIII**. The Ministry prepared the Annual Action Plan (AAP) for the schemes

and activities of the Ministry, setting out the targets, both financial and physical, for the four quarters of the year. This AAP was monitored on a quarterly basis in the Ministry to review the financial and physical achievements as per the targets fixed at the beginning of the year. Quarterly progress reports were also furnished to the Planning Commission and Standing Committee of the Parliament.

4.33 The Ministry completed the exercise for the preparation of the Annual Plan 2006-07. The Plan was discussed in the Planning Commission. The Planning Commission allocated an amount of Rs.4795.85 crores under plan for the Ministry for the year 2006-07, which represented a step up of 23.75% over the outlay of the previous year.

## **Plan for the North-East Region**

4.34 As per the guidelines of the Planning Commission and the Ministry of Finance, the Ministry has allocated 10% of the Annual Plan outlay for the implementation of its programmes in the seven North-Eastern States of Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland and Tripura and the State of Sikkim. During the year efforts were made to involve social organisations of North East with the existing support available under various grants-in-aid schemes of the Ministry of Women & Child Development.

## **Special Component Plan (SCP) for SC and Tribal Sub-Plan (TSP)**

4.35 The Programmes for women and children implemented by the Ministry are primarily directed towards the most disadvantaged sections of the population like Scheduled Castes and Scheduled Tribes and other economically backward classes living in backward rural and tribal areas and urban slums. The nature and design of implementation of the programmes is such that it is difficult to design schemes exclusively for SCs and STs or to earmark funds for SCP and TSP. However, every effort is being made to

ensure that the benefits of the schemes flow to the disadvantaged sections of the population, including SC and ST, women and children.

4.36 The Ministry has been implementing one of the largest area based scheme, namely the Integrated Child Development Services (ICDS), which makes up for more than two-third of the Department's annual budget. The Annual Plan outlay for the Ministry for the year 2005-06 was Rs.3875.29 crore (BE), out of which Rs.3686.30 crore was earmarked for ICDS. The ICDS envisages provision of vital services to most vulnerable groups among disadvantaged sections of the population, namely SCs/STs etc. Of 5632 ICDS projects operationalized in the country, 763 projects are located in tribal areas.

4.37 Under the scheme of Hostels for Working Women implemented by the Ministry, there is a stipulation that 15% of the seats in hostels should be reserved for SCs and 7.5 % for STs. The schemes of Food and Nutrition Board (FNB) are aimed at improving nutritional status of people in general and of the vulnerable sections of the population in particular.

4.38 Most of the programmes of the Ministry for women are implemented through voluntary organizations. Efforts are made to encourage more and more voluntary organizations to come forth with proposals in tribal and backward rural areas by extending special concessions and relaxations under grant-in-aid. The Central Social Welfare Board (CSWB) has relaxed the condition regarding the minimum experience of three years for voluntary organizations in tribal areas to be eligible for grants-in-aid. Similarly, under the scheme of Condensed Courses of Education for adult women, the Board makes efforts to enroll Scheduled Caste and Schedule Tribe women. In the case of SC and ST candidates, conditions regarding educational qualifications for admission to the courses are relaxed wherever necessary. Records are kept of the SCs and STs admitted to these courses.

# Food and Nutrition Board

5.1 The Food and Nutrition Board (FNB) of the Ministry strives to improve nutritional status of the people in the country by creating nutritional awareness among the people particularly on the nutritional needs of the vulnerable groups comprising of infants, young children, adolescents, pregnant and lactating mothers, making them aware of the consequences of various forms of malnutrition and simple ways to prevent and control various nutritional deficiencies.

5.2 Nutritional status is internationally recognized as an indicator of national development. Nutrition is both an input into and an output of the development process. A well nourished, healthy workforce is a pre-condition for successful economic and social development, and as such food security, nutrition, health and sanitation are a responsibility of all development sectors.

5.3 Ignorance about the consequences of malnutrition, functional significance of various nutrients, nutritive value of local foods, increased needs of vulnerable groups like infants, pre-school children, adolescent girls, pregnant and lactating women, elderly population, is widespread in all sections of society starting from policy makers down to the village functionaries and the public. Awareness generation on various aspects of nutrition is the only sustainable strategy to combat malnutrition and promote nutrition of the people.

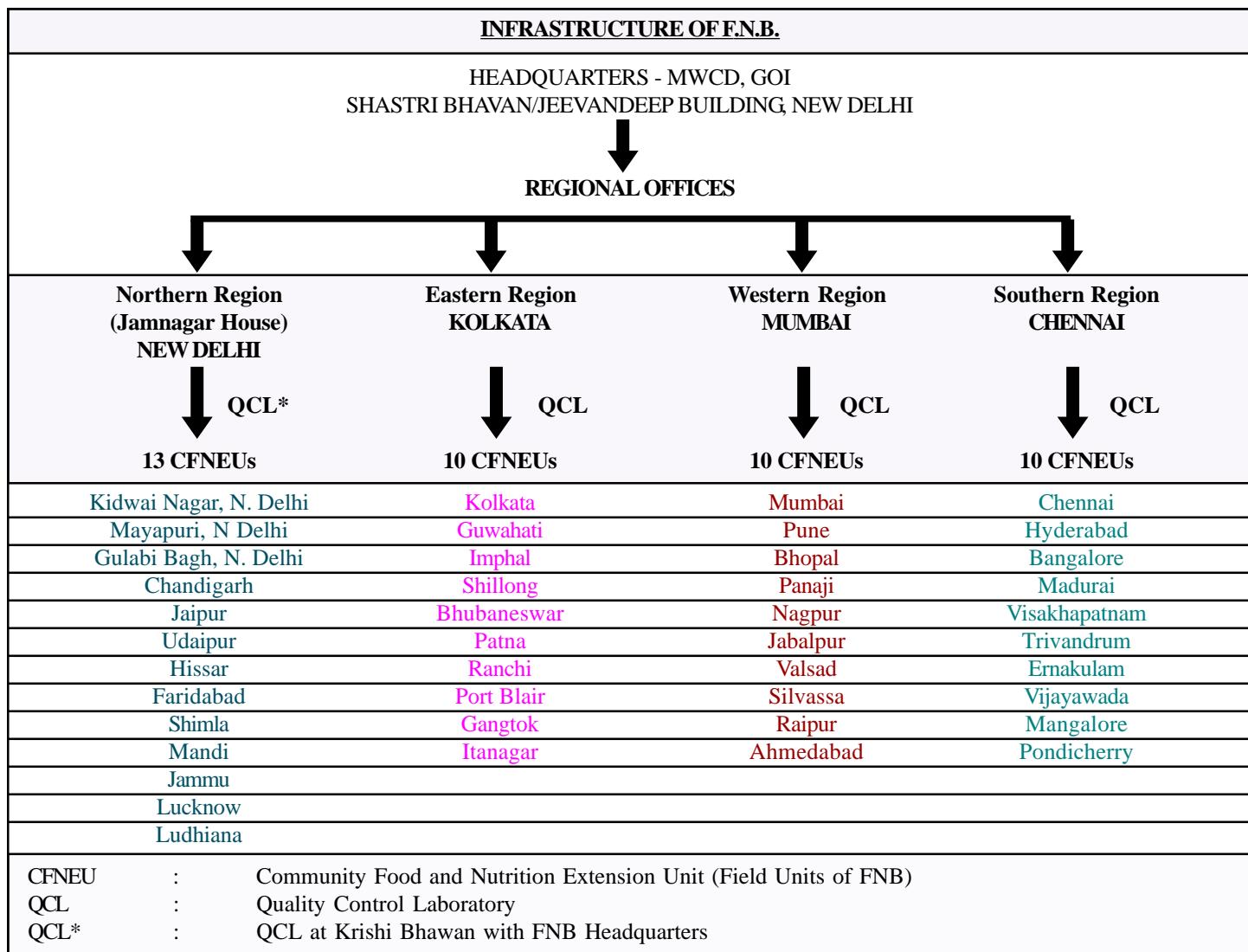
5.4 FNB infrastructure comprising of a technical wing at the Centre, 4 Regional Offices and Quality Control Laboratories at Delhi, Mumbai, Kolkata and Chennai and 43 Community Food and Nutrition Extension Units (CFNEUs) located in 29 States/UTs is as follows:

5.5 FNB has been engaged in the following activities during the year 2005-06:

- i) Capacity Building of Trainers on Nutrition
- ii) Nutrition Orientation of Field Functionaries and Volunteers
- iii) Training in Home Scale Preservation of Fruits and Vegetables and Nutrition
- iv) Nutrition Education Programme in Rural, Urban and Tribal Areas
- v) Mass Awareness Campaigns on Nutrition
- vi) Development and Production of Nutrition Education and Training Material
- vii) Monitoring ‘Supplementary Feeding’ Component of ICDS.
- viii) Food Analysis and Standardization
- ix) Promoting Instruments of National Nutrition Policy
- x) Nutrition Advocacy of Policy Makers of States/UTs through Consultation Meets on Nutrition

## **i) Capacity Building of Trainers on Nutrition**

5.6 In order to reach nutrition messages to the community through the vast network of anganwadi workers in the country, five day Training of Trainers (ToT) Courses are organised for Child Development Project Officers, ACDPOs, Medical Officers, Senior Supervisors, Lady Health Visitors etc. on various aspects of nutrition so that they in turn could orient the grassroot level functionaries of ICDS and Health through two day Orientation Training Courses and also during the course of regular work. During April-November 2005, 345 Master Trainers were trained by conducting 23 ToTs.



## ii) Nutrition Orientation of Field Functionaries and Volunteers

5.7 The technical Staff of CFNEUs as well Master Trainers trained through TOTs organise two day Orientation Training Courses (OTCs) on infant and young child nutrition and management of malnourished children at home for anganwadi workers, adolescent girls and other volunteers from the community. 59 OTCs benefiting 1770 grass root level functionaries were organised during the period.

## iii) Training in Home Scale Preservation of Fruits and Vegetables and Nutrition

5.8 Five day training in Home Scale Preservation of Fruits and Vegetables and Nutrition is provided to housewives

and adolescent girls by all CFNEUs with a view to promote consumption of fruits and vegetables, the rich source of micronutrients, fibre and antioxidants, and also to serve as an income generation activity for the participants. 462 training courses were organised benefiting 14073 adolescent girls and housewives.

5.9 A **Ready Recokner on Home Scale Preservation of Fruits and Vegetables** printed by FNB in 12 regional languages is provided to each trainee. There has been a lot of demand for this Ready Recokner.

5.10 **Processing facilities** are also provided to the community at these units at nominal charges so as to enable them to preserve fruits and vegetables when available in plenty in glut season. Four CFNEUs located at

Udaipur, Bhopal, Ranchi and Vishakhapatnam organised six training courses each for SC/ST adolescent girls giving a stipend of Rs. 100/- per candidate to meet the expenses of the training. 11 such courses benefiting 330 adolescent girls were organised upto November, 2005. The performance of CFNEUs during the year is given at **Annexure - XXIV**

#### **iv) Nutrition Education Programme in Rural, Urban and Tribal Areas**

5.11 Live demonstrations on various aspects of nutrition are organised by CFNEUs in rural and tribal areas, and urban slums to create nutritional awareness among the people. 3142 nutrition education programmes were organised by CFNEUs during the period.

#### **v) Mass Awareness Campaigns on Nutrition**

5.12 FNB celebrates annual nutrition events namely National Nutrition Week (1-7 September), World Breastfeeding Week (1-7 August), World Food Day (16<sup>th</sup> October), Global Iodine Deficiency Disorders Prevention Day (21<sup>st</sup> October), Universal Children's Day (14<sup>th</sup> November), International Women's Day (8<sup>th</sup> March) in collaboration with State Governments, National Institutes and field agencies throughout the country with a view to intensify awareness generation on nutritional issues. These events are organised on specific themes. The theme of the World Breastfeeding Week (1-7 August, 2005) was 'Breastfeeding and Family Foods: Loving and Healthy' and the National Nutrition Week (1-7 September, 2005) 'Micronutrient Deficiencies: A Drain on Indian Economy'. Nutrition advocacy and awareness generation is intensified during these events utilising all channels of communication. Some of the special programmes organised to celebrate these events included the following:

##### **Advertisement campaign**

- One half page and two quarter page advertisements during the World Breastfeeding Week highlighting the importance of breastfeeding and complementary feeding.

- 3 quarter page advertisements during National Nutrition Week giving critical information on micronutrient deficiencies.
- One quarter page advertisement on World Food Day highlighting the importance of millets/coarse grains, pulses, fruits and vegetables.
- One half page advertisement on Global Iodine Deficiency Disorders Prevention Day highlighting the importance of iodine for physical, mental and cognitive development, regulation of body metabolism, determining the I.Q. of a person and serious consequences of its deficiency.
- A collage of various advertisements can be seen in this Chapter.
- A quarter page coloured advertisement on nutrition of children appeared on 26<sup>th</sup> January 2006.
- A regular advertisement campaign by giving quarter page newspaper supplement in Hindi, English and regional languages on various aspects of nutrition has been planned for the 4<sup>th</sup> quarter of the year.
- **State level workshops** were organised in 29 States/UTs including the five States of North Eastern Region during the World Breastfeeding Week as well as National Nutrition Week.
- **Special awareness generation programmes** like Orientation Training Course, community meetings, camps, essay competitions, healthy baby shows etc, were organised during these events.
- Broadcast of three audio spots on nutrition of infant and young children was undertaken during August-September, 2005 and 1-15 January 2006.
- **Mobilization of the State machinery** through D.O. letters of the Secretary (WCD) was undertaken for creating nutritional awareness in the State during these events.

##### **Exhibitions**

5.13 FNB participated in prestigious Melas/Fairs organised in different States by putting up nutrition

exhibitions with a view to disseminate nutrition information to the people. Some of the prestigious exhibitions in which FNB participated during the year are as under:

- 29<sup>th</sup> Industrial Handicraft Exhibition at Exhibition Ground, Jammu, 12<sup>th</sup> April to 9<sup>th</sup> May, 2005.
- “Mamatva Mela” organised by M.P. Mahila Arthik Vitta Vikas Nigam, Bhopal, 15<sup>th</sup> to 19<sup>th</sup> October, 2005.
- “Perfect Health Mela”, Shivaji Palace, Raja Garden, New Delhi, 22<sup>nd</sup> to 30<sup>th</sup> October, 2005.
- Mahila Krushi Mela at Dhamna, Nagpur on 15.11.2005 and Krishi Pravartika Prashikshan, Maharajbad, Nagpur
- “AIDS Day”, Raipur, 1<sup>st</sup> December, 2005
- “Destination Uttranchal” Parade Ground, Dehradun, 7<sup>th</sup> to 11<sup>th</sup> December, 2005.
- “Aprant Mando – A craft exhibition”, Goa, 17<sup>th</sup> to 20<sup>th</sup> December, 2005
- Sundarban Kristi Mela O-Loko Shanskriti Utsab at Kultali, 24 Parganas, West Bengal, 20<sup>th</sup> to 29<sup>th</sup> December, 2005.
- Regional Consultation Meets on Nutrition at Pune for Western States on May 19-20, 2005, for Eastern States at Bhubaneswar on July 18-19, 2005 and for Northern States at Chandigarh on 9-10 January 2006.

- Regional Conferences of the State Secretaries of Food, Civil Supplies and Consumer Affairs of Western States at Mumbai on 12<sup>th</sup> September, 2005 and for Northern States at Shimla on 23<sup>rd</sup> September, 2005 and for Eastern States at Kolkata on 30<sup>th</sup> January 2006.
- 11<sup>th</sup> Agriculture Industry Tourism & Science Festival at Barvipur Science Fair Campus, Distt. Purba - Midnapore, West Bengal, 23<sup>rd</sup> January to 30<sup>th</sup> January, 2006.

#### **vi) Development and Production of Nutrition Education and Training Material**

5.14 Development of educational and training material on nutrition has been one of the important activities of FNB Headquarters. Some of the important publications include Handbook on Integrated Nutrition Education, Guidelines for Management of Grade I and II Malnutrition, Ready Reckoner on Home Scale Preservation of Fruits and Vegetables and Nutrition, Wall Hanger on Nutrition of Pregnant Women, Posters on Child's Health, Girl Child, Nursing Mothers, Complementary Feeding, Instant Food Mixes, Iodised Salt, folders on mother's milk, green leafy vegetables, fruits and vegetables for vitality, stickers for school children, National Plan of Action on Nutrition, Task Force Report on Micronutrients, India Nutrition Profile



Smt. Reva Nayyar, Secretary(WCD) on the eve of World Breastfeeding Week and released Training Material on Infant and Young Child Feeding Counselling.



1998 giving disaggregated picture of malnutrition upto district level from 18 States/UTs and Food Based Dietary Guidelines.

5.15 The posters/charts/booklets are produced in Hindi, English and 16 regional languages including North Eastern languages and distributed widely through DAVP and CFNEUs of FNB located in 29 States/UTs.

- A Poster Calendar on Nutrition for 2005 titled ‘Nutrition – Nation’s Health, Wealth and Strength Depends upon it’ was printed in Hindi and English and widely disseminated in the country.
- Three new posters on Nutritional Anaemia, Vitamin-A Deficiency and Five Steps to Healthy Eating have been developed for printing in all regional languages.
- Nutritious Recipes for Complementary Feeding of Infants and Young Children being popularized by CFNEUs of FNB in different regions have been compiled for printing.
- National Guidelines on Infant and Young Child Feeding were reprinted in Hindi and English and printed in

regional languages for wide dissemination. Ready Reckoner on Home Scale Preservation of Fruits and Vegetables and Nutrition was also reprinted in all the languages.

5.16 Some of the audio-video software developed by FNB is as under:

- 27 short films under the title *Poshan Aur Rashtra Nirman* in Hindi, English, Assamese and Bengali.
  - These films have been converted into a set of 7 CDs and have been provided to all State Secretaries incharge of WCD, H&FW, Education, Training Institutions, NIPCCD and its regional centres, MLTCs etc. for wider dissemination.
  - These films have been dubbed into North Eastern languages during the year.
- 30 episode radio sponsored programme on *Poshan Aur Swasthya* in 12 regional languages and 8 North Eastern languages was broadcast from 15<sup>th</sup> September, 2005 twice a week (Saturdays and Sundays) for a period of three months, throughout the country, covering North East Region also.



Smt. Kanti Singh, MoS, WCD and Sh. Navin Patanaik, Chief Minister of Orissa are visiting the exhibition placed during Regional Consultation Meet on Nutrition at Bhubaneswar (18<sup>th</sup>-19<sup>th</sup> July, 2005)

- The following three audio spots on Infant and Young Child Nutrition were produced during the year in regional languages. These were broadcast through primary channels of AIR during August-September 2005 and 1<sup>st</sup> to 15<sup>th</sup> January, 2006
  - Importance of Infant and Young Child Nutrition
  - Correct Norms for Infant Feeding
  - Encouraging Adequate Complementary Feeding
- Three video spots on Infant and Young Child Nutrition have been produced and telecast during 18<sup>th</sup> January to 1<sup>st</sup> February 2006 on DD-1.
- FNB sponsored a programme on *Khel Khel Mein Badlo Duniya* for giving Nutrition message, to Petroleum Conservation Research Association (PCRA), which is being telecast from 1<sup>st</sup> January 2006 through National Channel of Doordarshan on every Sunday at 11.00 A.M.
- Three audio-video spots on micronutrient malnutrition are in the process of development.
- Films on *Poshan Bagiya*, infant feeding etc.

## vii) Monitoring of ‘Supplementary Feeding’ Component of ICDS

5.17 The CFNEUs inspect the quality and regularity of supplementary feeding at anganwadies in their area of operation and offer their suggestions for improving the same. Storage of foodstuffs and hygienic practices in preparation of supplementary food for children also are observed. The observations are communicated to the State Secretaries incharge of WCD at the headquarter level also. The CFNEUs covered all the districts of their respective States during the year and the report is under preparation. During the period April to November 2005, 3942 inspections were conducted by the CFNEUs.

5.18 The visits of the technical staff of CFNEUs to the anganwadies for conducting inspections of supplementary feeding component of ICDS are utilised for imparting nutrition education to the anganwadi workers and the community. Basic nutrition information on critical issues

like infant and young child nutrition, nutrition of adolescent girls, pregnant and lactating women, micronutrient malnutrition and the importance of growth monitoring is imparted during these sessions.

5.19 The Technical Officers/Officials of the Field Units of FNB are also associated with the ICDS training conducted by the NIPCCD, MLTCs and AWTCs as Resource Persons for nutrition.

## viii) Food Analysis and Standardization

5.30 Four Quality Control Laboratories (QCLs) of FNB at Delhi, Mumbai, Kolkata and Chennai continued to analyse processed fruit and vegetable products as well as samples of supplementary foods used under ICDS and also the Mid Day Meal Scheme received from the State Governments. A total of 9924 samples were analysed by the 4 QCLs during 2005-06 out of which 5772 samples were of the supplementary foods.

5.31 FNB rendered technical expertise in various food quality and standardization committees of Ministry of Health like Codex Committees, Food Labeling Committee etc, and of Bureau of Indian Standards and DRDO (Defence Research Development Organisation).

5.32 The Shadow Committee of Codex Committee on Nutrition and Foods for Special Dietary Uses (CCNFSDU) was termed as Shadow Committee on Nutrition and Bio Technology amalgamating the Shadow Committee on CCNFSDU and Task Force on Bio Technology. The Ministry having the chair of Shadow Committee on Nutrition and Bio Technology organised four meetings of the Shadow Committee and prepared India’s View Point on Agenda Items of the two Codex Committees. Shri Chaman Kumar, Joint Secretary in the Ministry led the Indian Delegation to the –

- 5<sup>th</sup> Session of Codex Ad-hoc Intergovernmental Task Force on Foods Derived from Biotechnology held at Chiba, Japan from 19-23 September, 2005, and
- 27<sup>th</sup> Session of CCFNSDU held at Bonn, Germany from 21<sup>st</sup> to 25<sup>th</sup> November, 2005.

## **ix) Promoting Instruments of National Nutrition Policy**

### **Infant and Young Child Feeding**

- The Food and Nutrition Board developed National Guidelines on Infant and Young Child Feeding which have been distributed to various concerned partners like Health and Family Welfare, Medical and Home Science Colleges, Training Institutions for Nutrition and Health, State Departments of WCD and Health, and field infrastructure of FNB and ICDS. These have also been integrated into training curricula of RCH II and ICDS. The Chief secretaries and State Secretaries in charge of Women & Child Development were requested to draw up action plans and mobilize the State Machinery for implementation of the Guidelines. All States/UTs have taken steps for implementation of these Guidelines. The Guidelines are being translated into Regional languages to reach the same to remote corners of the country.
- **The Infant Milk Substitutes, Feeding Bottles and Infant Foods Act, 1992 and its Amendment Act, 2003** has been protected against the repeal by the forthcoming Food Safety and Standards Bill 2005 through concerted efforts of the Department. Efforts are in progress for awareness generation and strengthening the implementation of the Act.
- Technical Adviser (FNB) participated in the Celebration of 15<sup>th</sup> Anniversary of Innocenti Declaration held at Florence, Italy on November 21-22, 2005. The 1990-2005 Celebrating the Innocenti Declaration on Protection, Promotion and Support of Breastfeeding – Past Achievements, Present Challenges and the Way Forward for Infant and Young Child Feeding discussed and recommended future course of action for promoting exclusive breastfeeding for the first six months and safe and adequate complementary feeding thereafter while continuing breastfeeding for two years and beyond.
- **Intersectoral Coordination** with key partners was intensified with –
  - **Health and Family Welfare** for reimposing ban on sale of non-iodised salt. The ban has since been reinstated through a Gazette Notification dated 17<sup>th</sup> November 2005.
  - **Food and Public Distribution** for including iodised salt under TPDS, fortifying wheat flour with iron and folic acid and distribution through PDS. Iodized salt has been included under TPDS.
  - **Elementary Education and Literacy** for provision of a Nutritionist at the district level for Mid Day Meal programme, use of iodized salt only in the Mid Day Meal Programme.

#### **FNB Promotes Infant and Young Child Nutrition**

Malnutrition in young children is more an interplay of female illiteracy, ignorance about nutritional needs of infants and young children and inappropriate feeding practices. Optimal infant and young child feeding practices are promoted utilising all available channels of communication:

- National Guidelines on Infant and Young Child Feeding have been disseminated to State Governments, Professional Organisations and Training Institutions. These are being printed in regional languages for wider dissemination.
- Correct norms for infant and young child feeding are disseminated through newspapers supplements in regional languages, broadcast and telecast of audio and video spots, orientation training programmes for grassroot level functionaries.
- State Departments of WCD were advised to implement National Guidelines and create State level core trainers and skill development of frontline workers. State/UTs have made special efforts to implement the National Guidelines on Infant and Young Child Feeding.

- ICMR, MHW for expediting action on double fortified salt.
- **Expert Consultations** on important issues like infant and young child feeding, micronutrient malnutrition, nutrition monitoring and surveillance etc were organised and the decisions communicated to State Secretaries (WCD) for implementation.
- **Nutrition Monitoring, Mapping and Surveillance** is an important instrument of National Nutrition Policy. FNB continued the project on developing Nutrition Monitoring and Surveillance System in five States namely Karnataka, Maharashtra, Madhya Pradesh, Meghalaya and Rajasthan. State, divisional and district level workshops and training programmes have been completed in all the 5 States.

A meeting was taken by the Secretary on 13<sup>th</sup> April, 2005 on establishing Nutrition Monitoring, Mapping and Surveillance System in the country. The State Departments of Madhya Pradesh, Orissa and NIN, Hyderabad made presentations.

The project in these States was reviewed in the meeting held on 8<sup>th</sup> September 2005 and efforts were made to institutionalize nutrition monitoring and surveillance in the MIS of ICDS. Many of the indicators of nutrition surveillance have already been included under MIS of ICDS.

## **x) Nutrition Advocacy of Policy Makers of States/UTs.**

### **● Regional Consultation Meets on Nutrition.**

- Four Regional Consultation Meets on Nutrition for North Eastern, Western, Eastern and Northern States have been organised at Shillong, Pune, Bhubaneswar and Chandigarh respectively with active involvement of senior policy makers from Women and Child Development, Health and Family Welfare, Food, Education and Panchayati Raj, professional bodies like Home Science and Medical Colleges, NGOs and international organisations to facilitate greater focus on malnutrition reduction in these States.

## **RECOMMENDATIONS OF THE REGIONAL CONSULTATION MEET ON NUTRITION AT PUNE, 19-20 MAY, 2005**

5.33 The important **recommendations** that emerged from the two-day Regional Consultation Meet on Nutrition for Western Region, covering the States/UTs of Maharashtra, Gujarat, Goa, Dadra & Nagar Haveli, Lakshadweep and Daman & Diu, are enumerated here:

### **1. Giving high priority to malnutrition control**

5.34 Nutrition is an input into development. Nutrition was



*Smt. Kanti Singh , MoS(WCD), Sh. Bhupinder Singh Hooda, Chief Minister of Haryan and Smt. Reva Nayyar , Secretary(WCD) in Regional Consultation on Nutrition held in Chandigarh*

considered critical for human and economic development and its neglect would have adverse impact on health, cognitive development of children, productivity of the people, economic growth and slow pace of national development. Nutrition agenda, therefore, needs to be given high priority with greater investment for accelerating human, economic and national development.

5.35 A proactive approach for prevention and control of malnutrition was needed.

5.36 A revolution in nutrition programming to reach all infants and young children, to address every stage of the life cycle including adolescent girls, to strengthen micronutrient malnutrition control programmes and to monitor behavioural change was required.

## 2. State Nutrition Mission

5.37 Every State should have a State Nutrition Mission to reduce malnutrition and mortality rates among children and women on the pattern of Maharashtra Nutrition Mission. The Mission should focus on eradication of malnutrition

among children and women, motivation and training of the cadre, accountability and flexibility, addressing mother child dyad and empowering community to address the problem of malnutrition on their own. After antenatal registration of the pregnant women, each case should be followed up to ensure child survival as well as optimal infant and young child feeding, immunization etc. Village Health Committees and Panchayati Raj Institutions need to be empowered.

## 3. Convergence for synergistic impact

5.38 Achieving convergence between Departments implementing developmental programmes was crucial for achieving the synergistic impact. The village level community based micro planning was essential to involve all the available functionaries, numbering about 17-20, in nutrition related services. A resource team was needed to build alliance between Government functionaries and the community so that Assessment, Analysis and Action could become a regular activity. Training institutions like NIPCCD, YASHADA etc could be utilised in micro planning exercise.



*Participants of Regional Consultation meet on Nutrition at Chandigarh (9<sup>th</sup>-10<sup>th</sup> Jan., 2006)*

## **Nutrition Award Instituted in Haryana**

The Hon'ble Chief Minister of Haryana, Shri Bhupinder Singh Hooda announced the institution of a **State level award for districts having no case of Grade III and IV malnutrition in children** while inaugurating the two-day Regional Consultation Meet on Nutrition at Chandigarh on 9-10 January, 2006. The Government of Haryana has initiated a number of innovative measures for improving nutrition of children and women in the State. Some of these include:

- Each anganwadi worker adopts severely malnourished children from four families and gives intensive inputs for 3 months. Out of 665241 children, 186835 children have improved their grade and 385049 have improved their weight.
- Nutrition and Health Education component has been strengthened. About 3.30 lakh women are given nutrition and health education every month.
- Improving Infant and Young Child Feeding scheme has been formulated and implemented during the year with a budget of Rs. 60.00 lakhs with a view to eradicate malnutrition in infants and young children from Haryana.
- 'Best mother award' has been instituted to encourage mothers to adopt good quality child rearing practices and ensure optimal physical, mental, social and intellectual development of children with a budget of Rs. 18.97 lakhs.
- Strategies for community participation were strengthened by creating the awareness among Gram Panchayats, Sarpanchs and motivating them to pass Resolutions showing their awareness about ICDS. 942 Panchayats have contributed land and Rs. 25,000/- for construction of each anganwadi building in their villages.

Smt. Kartar Devi, Social Welfare and Health Minister, Government of Haryana suggested that Nutrition be included as subject in schools to make children conscious from an early age and highlighted the importance of nutrition education camps to be organised by FNB in rural areas.

## **Regional Consultation Meet on Nutrition at Chandigarh**

The two-day Regional Consultation Meet on Nutrition for Northern States namely Haryana, Punjab, Himachal Pradesh, Uttaranchal, Jammu & Kashmir, Delhi and Chandigarh was organised by the Food and Nutrition Board, MWCD on 9-10 January, 2006 at Chandigarh. About 86 participants comprising of senior representatives of Centre and State Departments of Women and Child Development, Health & Family Welfare, Education, Food and Public Distribution and Panchayati Raj, experts from national and international organisations, Home Science and Medical Colleges and NGOs participated in the Consultation Meet.

Smt. Kanti Singh, Hon'ble Minister of State for WCD, GOI expressed concern over the prevalence of malnutrition levels in this part of the country which was self sufficient in food and highlighted the importance of bridging the knowledge gap.

The Consultation brought out detailed recommendations under the following strategies for nutrition promotion:

- Integrating Nutritional Considerations in Developmental Programmes
- Establishing Nutrition Monitoring, Mapping and Surveillance System
- Launching Vigorous Awareness Campaign for Prevention and Control of Malnutrition
- Ensuring Optimum Infant and Young Child Feeding (IYCF) Practices
- Addressing Micronutrient Malnutrition in a Holistic Manner
- Improving Content and Delivery of Existing Interventions

5.39 The Ministry of WCD being the nodal Ministry for implementing the National Nutrition Policy in the country needs to establish stronger linkages with Ministries of Agriculture, Food and Public Distribution, Elementary Education and Literacy, Health & Family Welfare, Information & Broadcasting, Rural and Urban Development, Tribal Affairs to ensure improved food and nutrition security and access to health care. “Community Grain banks” in hunger hot spots to be managed by Gram Sabhas, Women Self Help Groups utilising grain surpluses should also be set up.

#### **4. Utilising Civil Registration System**

5.40 Civil Registration System needs to be gainfully utilised to provide valuable information on sex ratio, low birth weight of the new borns as was being done in Gujarat. Computerised civil registration at district level interlinked to State level needs to be set up. Audit of all deaths needs to be undertaken.

#### **5. Urban Malnutrition**

5.41 The problem of malnutrition was invariably much worse in urban slums than in rural areas. Urban malnutrition, therefore, needs to be addressed more effectively.

#### **6. Tribal Areas**

5.42 Special attention was required to address the problem of malnutrition in tribal pockets.

#### **7. Infant and Young Child Nutrition**

5.43 National Guidelines on Infant and Young Child Feeding needs to be integrated in the curricula of various training institutions particularly for health and ICDS functionaries. A diploma in Lactation management needs to be instituted. Certification of crèches was necessary to prevent bottle feeding and other harmful practices concerning breastfeeding and complementary feeding.

5.44 The ICDS needs to focus on children under three years with due emphasis on the care of the pregnant

women, new born care, breastfeeding issues, complementary feeding, hygienic practices for feeding infants and psychosocial stimulation through active feeding. Skill development training of ICDS personnel was an important prerequisite to focus on IYCF issues.

### **8. Nutrition and Health Education**

5.45 A paradigm shift was required from Nutrition and Health Education (NHE) to Nutrition & Health Education and Communication (NHEC) in ICDS. Empowerment of women is an important objective of ICDS but NHEC from an empowerment and behaviour change perspective was one of the weakest links in ICDS.

5.46 NHEC has great potential to improve infant and young child feeding practices, improve utilization of services and reduce malnutrition in women and children under-three years. Reorientation of ICDS was needed to make time and resources available for NHEC on a regular and sustained basis, strengthening supervision and monitoring of NHEC. Adequate budget allocation for development, production and dissemination of quality NHEC materials was required. Training in communication and counselling and ensuring outreach of services through home visits also needed strengthening.

5.47 NHE should focus on communication for behaviour change, should address family as a whole and not just the women, and should have gender sensitivity built into it.

5.48 NHEC has not been given a chance so far. It needs to be taken up as a service and successful experiences giving cost benefit analysis and operations for best practices need to be documented.

5.49 Strong networking between Government, Home Science and Medical Colleges, international organisations, private sector etc was needed. The role of media and opinion leaders in NHEC need to be recognized and their representation ensured in various nutrition and capacity building workshops etc so that they serve as the secondary target group and contribute to the communication and advocacy efforts by covering nutrition issues regularly.

## **9. Networking with Home Science Faculties and Colleges of Standing**

5.50 Home Scientists with foods and nutrition specialization were a large untapped human resource that needs to be utilised for improving the nutritional status of families and communities. Premier nutrition teaching institutions need to be identified and regional and zonal centres for nutrition promotion established. These centres should help in building the capacities of extension Home Scientists/Nutritionists in improving the nutrition situation in their state or region. International organisations working in the area of food and nutrition could come forward and support the setting up of such centres by providing necessary infrastructure, expertise and support.

5.51 Good nutrition and dietetic practices need and must be a part of daily life if people are to be healthy. It was, therefore, important that those who do not pursue a professional career in food and nutrition must have “**NUTRITION LITERACY**” so that they do not fall a prey to wrong mass media advertisements. A compulsory course on “**NUTRITION LITERACY**” needs to be included by UGC in all academic courses for all students.

5.52 It is high time to work towards “**NUTRITION REVOLUTION**” in the country.

## **10. Improving status of Training Centres.**

5.53 The present status of Middle Level Training Centres (MLTC) deserved strengthening in terms of honorarium, career management, motivation and recognition to attract properly qualified trainers and Principals on a sustainable basis (currently the Principal was drawing only Rs. 4900/- and Trainer Rs. 4500/- per month)

## **11. Involvement of Women’s Technical Education and Research Institutes**

5.54 The area of work of Women’s Technical Education and Research Institutes of Ministry of HRD has been currently extended to cover BPL population of urban areas including physically and mentally challenged people although it is basically a rural based project. There are 450

community polytechnics in the country (Maharashtra having 37 each) with a fund allocation of Rs. 7.00 lakhs. Networking with community polytechnic of India would help reach nutrition and health information to villages. Rural Diet Counselling Centres could be started in each extension centres of these Institutes.

## **12. Formation of Nutrition/Diet Council of India**

5.55 A Nutrition or Diet Council like the Medical Council of India is needed to promote the cause of nutrition and dietetics in the country. Quality management of various courses and training programmes in this field, employment potential, recruitment details for this important paramedical course, associated matters like nutrition/health tourism and hospitality industry, intellectual property rights, nutraceuticals etc factors could be looked into by such a Council. All these are needed for improving the quality of teaching in this area and its utilization in the overall nutrition and health delivery system of the country.

## **13. Micro-nutrient Malnutrition Control**

5.56 A holistic approach for addressing the widespread problem of micronutrient malnutrition was required. The prevalence of vitamin A deficiency (VAD) being still of public health significance required concerted efforts for its elimination. The prevalence of VAD was high in 3-6 year age group also besides 1-3 years and hence it was necessary that Vitamin A Supplementation Programme was extended to children upto the age of six years, as was being done in other South East Asian Countries also.

5.57 Nutritional Anaemia continued to be a cause of concern as its prevalence was above 70% in high risk groups namely infants and young children, adolescent girls, pregnant and lactating women. Iron and folic acid supplementation for adolescent girls needs to be undertaken on a national scale on top priority. Similarly, IFA supplementation for infants who were not covered so far under the programme deserved top priority.

5.58 The Ministry of Consumer Affairs, Food and Public Distribution need to make adequately iodized salt available

through the Targetted Public Distribution System. Supplementary Feeding Programmes under ICDS and Mid Day Meal to use only adequately iodized salt.

## 14. Fortification of Common Foods

5.59 Fortification of common foods is one of the important strategies for addressing the problem of micronutrient deficiencies in a short time in cost effective manner. Fortification of wheat flour with iron and folic acid and double fortification of salt with both iron and iodine need to be taken on priority.

5.60 The supply of wheat through various Government schemes, PDS needs to be changed to fortified wheat flour. States with some reservations could initiate a pilot project. Roller Flour Milling industry needs to be motivated to wheat flour fortification till mandatory provisions are enacted. The Integrated Food Law being enacted may include micronutrient fortification of foods as per the CODEX guidelines.

5.57 The Information, Education and Communication (IEC) on wheat flour fortification was also required to create awareness among the people. States could examine accessing funds for Staple Food Fortification Programme from GAIN (Global Alliance for Improving Nutrition) through their State Nutrition Mission/Fortification alliance.

### Recommendations of the Regional Consultation Meet on Nutrition held on 18 - 19 July, 2005 at Bhubaneswar

5.58 The important **Recommendations** that emerged from the two-day Regional Consultation Meet on Nutrition for Eastern Region, covering the States of Bihar, Jharkhand, Orissa and West Bengal, are enumerated here:

#### 1. Malnutrition is a drain on Economy and a silent emergency requiring urgent multipronged action

- Malnutrition is a drain on economy and adversely affects national development. Thus, malnutrition was a Silent Emergency and required innovative measures for its prevention and control. A

multipronged action involving all developmental sectors was required urgently to address the problem of malnutrition in a time bound manner.

- The action and progress to be monitored in months and not years.
- Urban malnutrition was as bad as rural picture if not worse, and deserved due emphasis.

#### 2. Panchayati Raj Institutions for convergence and effective delivery of services at periphery

Out of the six services provided through ICDS, three and a half services concerned health sector. Convergence of services was important and the Panchayati Raj Institutions could be utilized to achieve convergence. Interface between Government and PRI system needs to crystallize.

#### 3. Food and Nutrition Mission at the State Level

State Level Coordination Mechanism is essential for policy initiatives and greater synergy between various programmes. A centrally sponsored Food and Nutrition Mission at State level could be the best option to address the problem of malnutrition in a mission mode.

#### 4. Better Linkages between ICDS and Ministry of Elementary Education and Literacy

- “*Balwarg*” comprising of 3 – 6 year old children need preschool education as well as supplementary feeding and micronutrient supplements. Such children covered under ‘*Sarva Shiksha Abhiyan*’ should be provided quality preschool education and nutrition through convergence between MID Day Meal and ICDS as Education has a separate teacher for ‘*Balwarg*’.
- The existing training institutions under Education like Block Resource Centres (BRCs), Cluster Resource Centres (CRCs) (for a group of villages in good middle school) and DIETs should be utilized for training ICDS personnel too. One training centre could take care of two ICDS projects.

- Joint Committee of Education and ICDS should look after both programmes for better convergence.
- Nutrition Education should become an important service under ICDS.
- Syllabi of all formal and non-formal educational systems should have basic nutrition information. The syllabi should be reviewed and nutrition content incorporated utilizing the expertise of FNB and NIN.
- School children can prove to be the best change agents. NIN has converted FAO “Feeding Minds Fighting Hunger” publication to suit Indian system. The Indian module on Feeding Minds Fighting Hunger should be incorporated in primary, secondary and senior secondary school curricula.

## **5. Effective positioning of Infant and young child Feeding in ICDS, RCH, NRHM etc.**

- Optimal breastfeeding i.e., early initiation, exclusive breastfeeding for the first six months and continued breastfeeding upto two years and beyond alongwith complementary feeding introduced at six months of age, was considered critical for child survival, development and health. Exclusive breastfeeding for first six months and continued breastfeeding for another six months along with adequate complementary feeding has shown to reduce infant mortality rate by 16% (Lancet 2003).
- Priority to infant and young child feeding has to be reflected in national/state/local plan resources and goals.
- Effective positioning of infant and young child feeding in ICDS, Reproductive and Child Health, National Rural Health Mission and others – focusing on best possible start to life, survival, growth and development, maternity protection and family support is required.
- Adopting / translating National Guidelines on Infant and Young Child Feeding, integrating these in the training curricula under ICDS, Reproductive and Child Health, Panchayati Raj Institution and

Rural Development needs to be undertaken on priority.

- ICDS monitoring to include indicators on early initiation of breastfeeding, exclusive breastfeeding for first six months, complementary feeding with home based foods from six months along with continued breastfeeding up to two years or beyond.
- Facts like breastfeeding prevents obesity, it has economic value, exclusive breastfeeding prevents HIV in infants, etc. need to be utilized in Behavioural Change Communication.
- Reposition ICDS with a focus on under twos. Deliver IYCF counseling as a service in ICDS.
- BPNI’s network in States and Districts to be utilized for skill development training, capacity building and awareness generation on IYCF.

## **6. Promoting production of low cost processed and fortified complementary foods for infants and young children at District, Block and Village levels**

- Production of low cost processed and fortified blended foods for ICDS beneficiaries utilizing Self Help Women Groups needs to be promoted at district and block levels.
- Self Help Women Groups to be the owners of such production units (2 MT capacity/day) with one time financial assistance as has been done in Orissa.
- Public – Private partnership for reaching ‘Sattu’ like instant infant mixes at village shops should also be explored.

## **7. Addressing critical stages of life cycle adopting life cycle approach**

- Focus on prenatal care and counseling, under threes, pregnant and lactating mothers and adolescent girls.

- Emphasis on early action and preventive approach is required.

## **8. Joint Training and Supervision of ICDS and Health personnel for synergetic impact**

- Joint training of ICDS and health personnel is essential.
- Using a common mother-child growth and development card by RCH and ICDS and an entitlement card for unreachd population would be desirable.

## **9. Monitoring of performance under ICDS to be based on “Outcome indicators” and not “Process indicators” alone**

Monitoring of ICDS through Monthly/Quarterly Progress Reports to be based on “Outcome” indicators like improvement in nutritional status of the children rather than “process” indicators like receiving supplementary food, preschool education etc.

## **10. Ensuring 100 % weighing efficiency in ICDS**

- Weighing efficiency was reported to be directly proportional to reduction in malnutrition levels.
- Universalisation of ICDS should also mean 100 % registration of all children under three years, all under threes to be weighed and all under three families to be provided with mother child card.

## **11. Addressing micronutrient malnutrition in a holistic manner**

- Micronutrient malnutrition control requires concerted action on all the five major strategies viz. Dietary Diversification, Supplementation, Food Fortification, Horticultural Interventions and Public Health Measures.
- Ensuring universal coverage under Iron and folic Acid supplementation programme and extending the anaemia control programme to cover infants

and adolescent girls needs to be taken up on priority.

- ICDS workers could identify moderate and severe anaemia through pallor of mucosal membranes and take remedial measures.
- Importance of iodine in brain development to be emphasized in communication efforts.
- Vitamin A supplementation coverage should be universalised for children under 3 years and all efforts made to cover children up to 6 years. Household and community production and consumption of red, yellow and green coloured fruits and vegetables besides milk and eggs needs to be promoted.

## **12. Fortification of Foods**

- Multipronged strategies with due focus on fortification is required for addressing micronutrient malnutrition.
- Micronutrient malnutrition has been effectively addressed through fortification in West and also in some South American and African countries. Fortified wheat flour in Darjeeling district of West Bengal demonstrated a significant reduction in anaemia (15 – 16 % in adolescent girls) in 18 months period.
- Supplementary foods for ICDS beneficiaries and Mid Day Meals for primary school children should be fortified with essential micronutrients.
- Iodised salt and fortified supplementary foods should be made available to people through fair price shops.
- Fortification of cereals with iron and folic acid, salt with iron and iodine needs to be adopted on priority.

## **13. Vigorous Awareness Campaign on Nutrition**

- The link between nutrition education and health needs to be emphasized. Awareness on

consequences of malnutrition on physical and mental growth, school performance, productivity and economic growth needs to be generated.

- Nutrition education should address family as a whole and not just the women. Nutrition education should focus on communication for behavioural change.
- Advocacy and sensitisation of policy makers and Parliamentarians should be undertaken to create “Administrative” and “Political” will.
- Networking with professional institutions like Food and Nutrition departments of Home Science Colleges, Medical Colleges and NGOs was needed to extend the coverage under nutrition education.
- Electronic media to be involved in Advocacy and Behavioural Change Communication.
- All commercial advertisements need to be censored and celebrities need to dissociate themselves from the same.

#### 14. Achieving Convergence between ICDS and RCH

- Observe Nutrition and Health days in AWCs to increase outreach coverage with focus on ANC, weighment, immunisation and micronutrient supplementation.
- Regular subcentre level meetings for better coordination between AWWs, ANMs and PRI functionaries.

- Continuous capacity building of AWWs and ANMs.

#### 15. Nutrition Monitoring, Mapping and Surveillance

- The successful experiences of West Bengal and Orissa on reducing malnutrition through Nutrition Monitoring, Mapping and Surveillance need to be replicated in other States.
- Community based monitoring to be adopted and Social audit at the village level using social maps/para-maps done on a regular basis.
- Resources available with the ICDS could be utilized effectively for monitoring and data analysis.
- The **Monitoring Procedure** could be as under:
  - Data compilation at the Project level by CDPO.
  - District level compilation by the DPO
  - Electronic transmission and state level compilation at the Directorate.
  - Data analysis with various indicators
  - Nutritional and growth monitoring on the basis of these indicators and available resource maps.
- Coordination Committees at State and District levels, monitoring Committees at Subdivision and Project levels and Village Level Committee at the AWC should be the **Monitoring Infrastructure**.

# “Budgeting for Gender Equity”

## - a Step Forward

6.1 For various historic and socio-cultural reasons, women are a vulnerable section of our society and several macro indicators related to education, health, employment, economic participation, etc. point towards an adverse status for women vis-à-vis men. Women also comprise a sizeable segment of the poverty-struck population. Development and Empowerment of women has been a priority in successive Plans and several public expenditure programmes are directed to this objective. However,

outcomes of administrative intent are not often realized. Women face gender specific barriers to access of public services and expenditure. Gender Budgeting lends itself to strengthening of administrative processes and actions to achieve the targets for improvement in the position of women. It not only entails a look at allocation of resources for women but goes beyond to cover tracking the utilization of allocated resources, impact analysis and beneficiary incidence analysis of public expenditure and

**Box 1: Mission statement- “Budgeting for Gender Equity”-Strategic Framework of Activities**

**Mission statement- “Budgeting for Gender Equity”**

**Broad framework of activities**

- **Quantification of allocation of resources for women in the Union, States and Local Administration budgets and expenditure thereof.**
  - Refining and standardizing methodology and development of tools.
  - Trend Analysis
  - Analysis of change in pattern, shift in priorities in allocation across clusters of services etc
  - Variations in allocation of resources and actual expenditure
  - Adherence to physical targets
- **Gender Audit of policies of the Government- monetary, fiscal, trade etc. at the Centre and State levels**
  - Research and micro studies to guide macro policies like credit policy, taxes etc
  - Identification of gender impact of policies/interventions viewed as gender neutral
  - Micro studies to identify need for affirmative action in favour of women towards correcting gender imbalances
- **Impact assessment of various schemes in the Union and State budgets**
  - Micro studies on incidence of benefits
  - Analysis of cost of delivery of services
- **Analyzing programmes, strategies, interventions and policy initiatives from the perspective of their impact on status of women as reflected in important Macro Indicators** like literacy, MMR, participation in work force
  - E.g.- analysis of substance and content of various interventions directed at health of women and correlate the same with indicator like MMR to establish need for corrective action in formulation of scheme/ approach.
- **Institutionalizing the generation and collection of gender dis-aggregated data**
  - Developing MIS for feed back from implementing agencies
  - Inclusion of new parameters in data collection in Census and surveys by NSO, CSO etc
- **Consultations and Capacity building**
  - Collation of research and exchange of best practices
  - Developing methodologies and tools for dissemination
  - Forums and Partnerships amongst experts and stakeholders.
- **Review of decision making processes to establish gender equity in participation-** review of extant participation of women in decision making processes and to establish processes and models aimed at gender equity in decision making and greater participation of women.
- Formulation and reflection of **satellite accounts** to capture the contribution of women to the economy by way of their activities in areas that go unreported like care economy, unpaid work in rearing domestic animals etc.

policy from a gender perspective. As the nodal Ministry for women, the Ministry of Women and Child Development has been undertaking several initiatives for empowerment of women. In this context the Ministry has honed Gender Budgeting as a tool for achieving the goals and targets enshrined for women in our Constitution and Plans and Policies. In 2004-05 the Ministry adopted "Budgeting for Gender Equity" as a Mission Statement. A Strategic Framework of Activities to implement this mission was also framed and disseminated across all Ministries of Government of India. (Box1). The year 2005-06 has been devoted to carrying forward this exercise and universalizing gender budgeting initiatives in the Government at the Centre and States.

### ***Gender Budgeting- a definition***

6.2 The term Gender Budgeting has been defined differently in various documents on the subject. A simple definition is as under:

6.3 Gender Budgeting is a dissection of the Government budget to establish its gender-differential impacts and to translate gender commitments into budgetary commitments.

- Thus Gender Budgeting 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 does not seek to create a separate budget but seeks affirmative action to address specific needs of women.
- Gender Responsive Budgeting initiatives provide a way of assessing the impact of Government revenue and expenditure on women.

6.4 Critical activities constituting the gender budgeting exercise include :

- a) Addressing gap between policy commitment and allocation for women through adequate resource

### ***Box 2 Policy Commitments for Women***

#### ***Constitutional Provisions***

The commitment to gender equity is well entrenched at the highest policy making level- the Constitution of India. A few important provisions for women are:

- Article 14 – Equal Rights and Opportunities in Political, Economic and Social Spheres
- Article 15 – Prohibits discrimination on grounds of sex
- Article 15(3) – Enables affirmative discrimination in favour of women
- Article 39 – Equal means of livelihood and equal pay for equal work
- Article 42 – Just and Humane conditions of work and maternity relief
- Article 51(A)(e) – Fundamental Duty to renounce practices, derogatory to dignity of women

The National Policy for Empowerment of Women 2001 envisaged introduction of a gender perspective in the budgeting process as a operational strategy.

These provisions are effected and supplemented by the legal framework. A few laws and legislations are:

#### ***Women specific Legislations***

- Immoral Traffic (Prevention) Act, 1956, •The Maternity Benefit Act, 1961, •The Dowry Prohibition Act, 1961
- Indecent Representation of Women (Prohibition) Act, 1986, •The Commission of Sati (Prevention)Act, 1987,
- Protection of Women from Domestic Violence Act 2005

#### ***Economic***

Factories Act 1948, Minimum Wages Act, 1948, Equal Remuneration Act, 1976, The Employees' State Insurance Act, 1948, The Plantation Labour Act, 1951, The Bonded Labour System (Abolition) Act, 1976

#### ***Protection***

Relevant provisions of Code of Criminal Procedure, 1973; Special provisions under IPC, The Legal Practitioners (Women) Act, 1923, The Pre-Natal Diagnostic Technique (Regulation and Prevention of Misuse ) Act, 1994.

#### ***Social***

Family Courts Act, 1984, The Indian Succession Act, 1925, The Medical Termination of Pregnancy Act, 1971, The Child Marriage Restraint Act, 1929, The Hindu Marriage Act, 1955, The Hindu Succession Act, 1956 (& amended in 2005),The Indian Divorce Act, 1969

- allocation and gender sensitive programme formulation and implementation
- b) Mainstreaming gender concerns in public expenditure and policy
- c) Gender audit of public expenditure, programme implementation and policies – relating to public expenditure, fiscal & monetary matters etc.
- various stages like programme / policy formulation, assessment of needs of target groups, review of extant policies and guidelines, allocation of resources, implementation of programmes, impact assessment, reprioritization of resources and so on. *A gender sensitive budget is the culmination of this process.* A few tools that have been disseminated in this context, during the Workshops organized by the Ministry, are indicated below:

***The challenge of Gender Budgeting lies in translating stated policy commitments in to budgetary allocations and outcomes. The commitments towards women are reflected in our Constitution, Policies, Legislations and Plan documents.(see Box 2 and Box 3). Gender Budgeting lends itself to realizing the goals outlined therein.***

## Tools of Gender Budgeting

### Distinction between Budgeting and Budget

6.5 In the various capacity building and advocacy meetings, workshops and discussions organized and attended by the MWCD, it has been stressed that *Gender Budgeting is a process* that entails maintaining a gender perspective at

#### a) Guidelines for Gender Sensitive Review of Public Expenditure and Policy

6.6 These have been framed by the Ministry of Women and Child Development in the form of *Checklists I and II*. *Checklist I* is for programmes that are beneficiary oriented and consciously target women. *Checklist II* covers mainstream sectors. These guidelines help in reviewing Public expenditure and policy from a gender perspective to enable identification of constraints in outreach of programmes and policies to cover women and to enable suitable corrective action

#### *Checklist I for Gender Specific Expenditure*

6.7 Conventionally, gender budget analysis, by way of

#### BOX 3 : Planning for Women

The plan documents have over the years reflected the evolving trends in gender matters. Formal earmarking of funds for women began with the Women's Component Plan. However, gender sensitivity in allocation of resources starts with the Seventh Plan

- The **Seventh Plan** introduced the concept of monitoring of 27 beneficiary oriented schemes for women by DWCD. The exercise continues and the number of schemes covered is being expanded.
- The **Eighth Plan** (1992-97) highlighted for the first time a gender perspective and the need to ensure a definite flow of funds from the general developmental sectors to women. The Plan document made an express statement that "...the benefits to development from different sectors should not bypass women and special programmes on women should complement the general development programmes. The later, in turn, should reflect great gender sensitivity".
- The **Ninth Plan** (1997-2002) adopted the 'Women's Component Plan' as one of the major strategies and directed both the Central and State Governments to ensure "not less than 30 per cent of the funds/benefits are earmarked in all the women's related sectors. Special vigil advocated on the flow of the earmarked funds/benefits through an effective mechanism to ensure that the proposed strategy brings forth a holistic approach towards empowering women.
- The **Tenth Plan** reinforces commitment to gender budgeting to establish its gender-differential impact and to translate gender commitments into budgetary commitments.

#### Extracts from Tenth Plan:

"—the Tenth plan will continue the process of dissecting the Government budget to establish its gender –differential impact and to translate gender commitments into budgetary commitments. —the Tenth Plan will initiate immediate action in tying up these two effective concepts of Women Component Plan and Gender Budgeting to play a complementary role to each other , and thus ensure both preventive and post facto action in enabling women to receive their rightful share from all the women – related general development sectors. "

isolation of women related expenditure, has been carried out for **Ministries/Departments like Health and Family Welfare, Rural Development, Human Resource Development, Urban Employment and Poverty Alleviation, Youth and Sports Affairs, Labour, Social Justice and Empowerment, Tribal Affairs, Drinking Water, Small Scale Industries and Agro and Rural Industries, Science and Technology, Non-Conventional Energy Sources, Textiles and Agriculture.**

6.8 Suggested steps that may be undertaken by these various Ministries/Departments who are running programmes/schemes of a gender specific nature i.e. where the targeted beneficiaries are primarily women are as follows:

### **Planning and Budgeting**

- i. **List of schemes and programmes** which are **gender specific**
- ii. Briefly indicating **activities undertaken** under the programme for women.
- iii. Indicating expected **output indicators** like number of women beneficiaries, increase in employment of women, post project increase in resources/income/skills etc.
- iv. **Quantifying allocation of resources** in annual budget and physical targets thereof.
- v. Assessing **adequacy of resource** allocation in terms of population of targeted beneficiaries that need the concerned schematic intervention, the trend of past expenditure etc.

### **Performance Audit**

- vi. Reviewing actual performance- physical and financial vis a vis the annual targets and **identifying constraints** in achieving targets (like need for strengthening delivery infrastructure, capacity building etc.)
- vii. Carrying out **reality check- Evaluation of programme intervention**, incidence of benefit, identifying impact indicators like comparative status of women before and after the programme etc

- viii. Compiling a trend analysis of expenditure and output indicators and impact indicators.

### **Future Planning and Corrective Action**

- ix. **Addressing constraints** identified from step (vi) above.
- x. Establishing requirement of resources in terms of population of targeted beneficiaries/ magnitude of perceived problems like IMR, MMR, literacy ratio etc.
- xi. Reviewing **adequacy of resources** available – financial and physical like trained manpower etc.
- xii. Planning for **modification in policies and/or programmes/schemes** based on results of review.

### **Checklist II**

6.9 **Mainstream sectors** like **Defence, Power, Telecom, Communications, Transport, Industry, Commerce** etc. may consider adopting the following check list to determine the gender impact of their expenditure.

- i. **List of all programmes** entailing public expenditure with a brief description of activities entailed.
- ii. Identifying target group of **beneficiaries/users**.
- iii. **Establishing whether users/beneficiaries are** being categorised by sex (**male/female**) at present and if not, to what extent would it be feasible.
- iv. Identify possibility of undertaking **special measures** to facilitate **access of services for women**- either through affirmative action like quotas, priority lists etc. or through expansion of services that are women specific like all women police stations, women's special buses etc.
- v. Analysing the **employment pattern** in rendering of these services/programmes from a gender perspective and examining **avenues to enhance women's recruitment**.
- vi. Focus on **special initiatives** to promote **participation of women** either in employment force or as users.
- vii. Indicating the extent to which **women are engaged in decision making** processes at various levels within

the sector and in the organizations and initiating action to correct gender biases and imbalances.

6.10 These exercises can be commenced by each Ministry/Department of the Government, to start with, for a few select programmes/schemes which may be selected either in terms of their perceived gender impact, or the selection can be based on considerations of heaviest budget allocation. Based on the result of carrying out the above steps, the gender budgeting exercise may be institutionalized in the manner detailed in checklist-I.

6.11 A few illustrative examples of gender initiatives in mainstream sectors are given below:-

- Priority in awarding commercial/ domestic power connections for women entrepreneurs, widows, households headed by women, etc.
- Priority in allocation of industrial licenses/commercial plots/petrol pumps and gas stations for women, women cooperatives/self help groups etc.
- Earmarking funds for women in Export Promotion schemes
- Tax incentives for industrial units that reflect high ratio of women days in work force

- Incentives for introducing health insurance scheme for women, particularly in unorganized sector
- Affirmative action to allocate ration shops, PCOs and cyber café for women
- Provision of more buses/reserved compartments for women commuters
- Preferential rates in bank loans for women

### **b) Gender Based Profile of Public Expenditure**

6.12 This entails review of all schemes and public expenditure from a gender perspective and isolating the gender component by way of expenditure and physical targets. Preparation of this profile gives a clear situational analysis of constraints like non availability of Gender disaggregated data, need to determine reasons for non adherence to targeted expenditure on women etc. Trend of the gender component, allocation and expenditure, is indicative of extent to which budgeting is gender responsive. **Suggested format at Table I.**

### **c) Beneficiary Needs Assessment**

6.13 Establishing requirements from the point of view of women and reviewing effectiveness of public expenditure accordingly.

**Table I- Gender based profile of Public Expenditure**

Programme	Expected Outcome/Objective	Gender Component of Programme /Sub programme	Total Public Expenditure (Rs)		Public Expenditure on women/girls (Rs)		Gender Disaggregated Beneficiaries (extent of benefits to women)	Remarks
		By Definition or practice	GOI	State	GOI	State	Physical targets and performance i.e. number of female beneficiaries etc.	
1.								
2.								

## **d) Impact Analysis**

6.14 Establishing actual impact of public expenditure and policies from gender perspective, through monitoring, evaluation and field level surveys. This would include tracking flow of intended benefits. Results of impact analysis of programmes from a gender perspective help identify barriers in access to public services/expenditure by women, enable gender sensitive review of policy & programme design, change in quantum of allocation and implementation guidelines etc.

## **e) Gender-Disaggregated Public Expenditure and Revenue Benefit Incidence Analysis**

6.15 *This entails analysis of the extent to which men and women benefit from expenditure on publicly provided services. This exercise helps in selection of programmes, prioritising allocation of resources etc from a gender perspective. Revenue analysis* entails analysis of the different effects on women and men produced by the kind of revenues raised by governments. It seeks to understand the gender perspective of direct (income, corporate taxes) and indirect taxes (value added tax) and user fees.

## **f) Participative Budgeting**

6.16 Involvement of women in decision making is seen as a key to success of all gender budgeting initiatives. Women have to be treated as equal partners in decision making and implementation rather than as beneficiaries. Thus Gender Budgeting advocates capacity building of elected women representatives, women self help groups etc and their active involvement in decision making and budgeting at the field level.

## **g) Spatial Mapping- Macro level planning for micro level needs**

6.17 Women's empowerment is a holistic concept which entails adequate resource allocation in all areas including health, education, water sanitation and nutrition, sustained employment, access to credit and asset ownership, skills, research and design technology and political participation.

Further, regional imbalances have to be corrected. For this it is necessary to focus on specific needs of women residing in villages and towns. Spatial mapping of social infrastructure and access to employment opportunities for women, would clearly highlight resources available, overall gaps, resource allocation required based on size of population and yardsticks for availability of facilities etc. so that universalization of basic social-economic infrastructure is achieved progressively, and allocations and interventions are more focused. These spatial maps would then form the basis for concomitant regional plans and projections on funds for gender requirements, with maximum local participation. This would also enable taking in to account regional imbalances within states and districts.

6.18 An action plan for gender budgeting is explained in BOX 4

### ***Initiatives taken by the Ministry in 2005-06***

6.19 In 2005-06 the Ministry adopted a multi pronged strategy to effectively wield gender budgeting as a tool for women's empowerment. Initiatives ranged from advocacy, training and capacity building to strengthening partnerships, supporting policy dialogues and strategy sessions.

### ***Capacity Building- At the Centre***

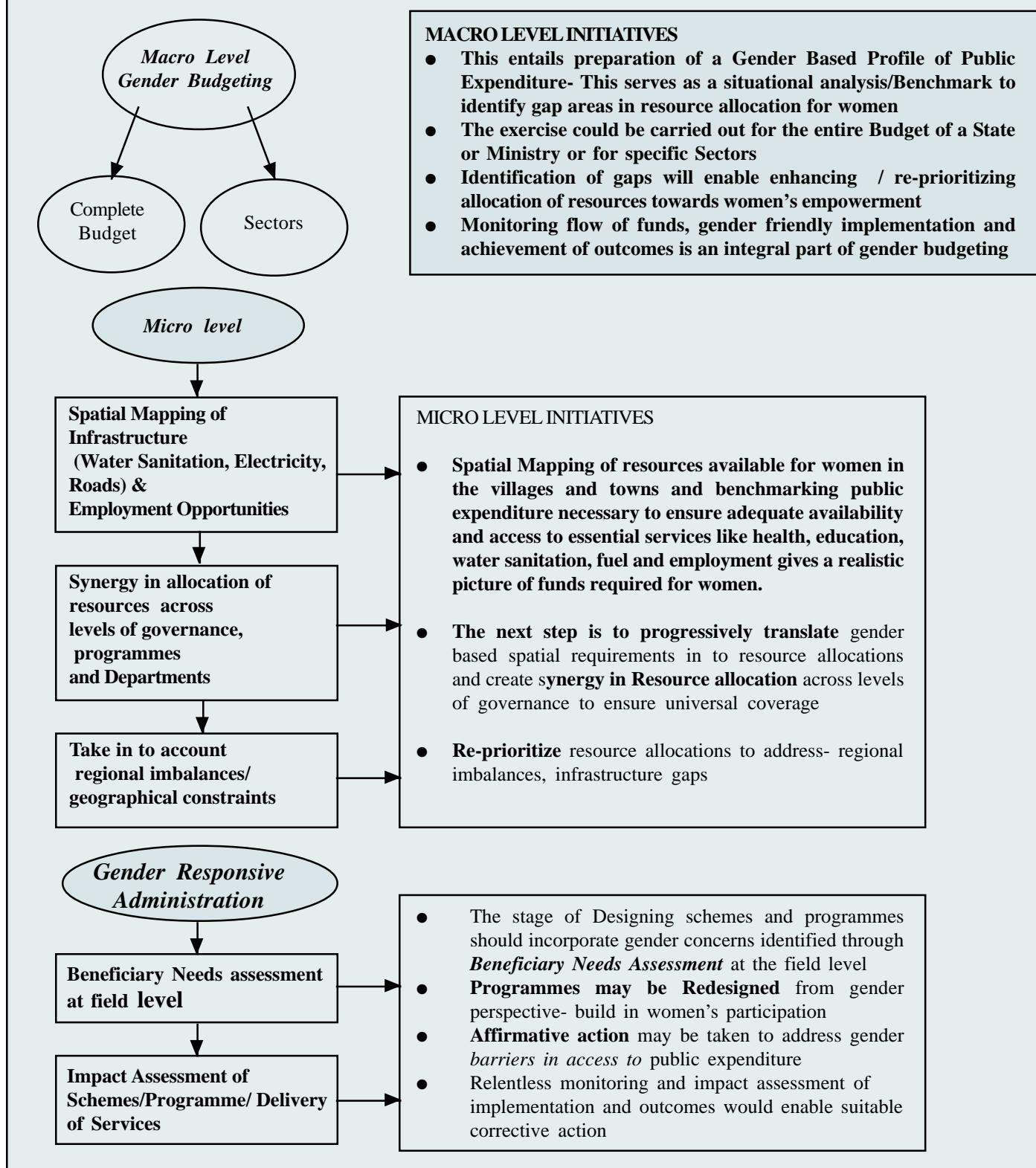
6.20 *Gender Budget Cells:* In the first meeting of the inter-Ministerial Committee, held on 7.12.2004, Secretary (WCD) had pressed for establishing Gender Budgeting Cells in all Ministries and Departments. During 2005-06, the Ministry has actively pursued setting up GB cells with all Ministries and Departments. As of now, 41 Ministries have confirmed setting up of a cell/nominating a nodal person. ( see Box). These gender budget cells serve as focal points for coordinating gender budgeting initiatives within their Ministries and across Departments. The role envisaged for these cells includes:

- Act as a nodal agency for all gender responsive budgeting initiatives.
- Pilot action on gender sensitive review of public expenditure and policies (Expenditure/Revenue/Policies/

- Legislation etc.) as per Checklist I and II
- Guide and undertake collection of gender disaggregated

data- for target group of beneficiaries covered under expenditure, revenue raising/ policy/ legislation.

**Box 4: Gender Budgeting- an Action Plan**



- Guide gender budgeting initiatives within Ministries as well as in field units responsible for implementation of government programmes.
- Conduct gender based impact analysis, beneficiary needs assessment and beneficiary incidence analysis to
  - Establish effectiveness of public expenditure
  - Identify scope for re-prioritization of public expenditure
  - Improve implementation etc.
  - Collate and promote best practices on participative budgeting for and implementation of schemes

**List of Ministries/Ministries having Gender Budgeting Cells**

1. Department of Ocean Development
2. Ministry of Overseas Indian Affairs
3. Ministry of Petroleum & Natural Gas
4. Department of Posts
5. Ministry of Power
6. Department of Public Enterprises
7. Ministry of Rural Development
8. Department of Scientific & Industrial Research
9. Department of Shipping
10. Ministry of Small Scale Industries
11. Ministry of Social Justice & Empowerment
12. Ministry of Statistics and Programme Implementation
13. Department of Telecommunications
14. Ministry of Tribal Affairs
15. Ministry of Urban Development
16. Ministry of Urban Employment & Poverty Alleviation
17. Ministry of Water Resources
18. Ministry of Youth Affairs & Sports
19. Ministry of Tourism
20. Ministry of Panchayati Raj Institutions
21. Ministry of Agriculture & Coop
22. Department of Bio-technology
23. Department of Chemicals & Petrochemicals
24. Department of Commerce
25. Department of Consumer Affairs
26. Ministry of Culture
27. Department of Elementary Education & Literacy
28. Department of Fertilizers
29. Department of Food & Public Distribution
30. Department of Health & Family Welfare
31. Ministry of Heavy Industry
32. Ministry of Home Affairs
33. Ministry of Information & Broadcasting
34. Department of Information Technology
35. Department of Industrial Policy & Promotion
36. Ministry of Labour & Employment
37. Ministry of Law & Justice
38. Ministry of Non-Conventional Energy Sources
39. Department of North Eastern Region
40. Ministry of Coal
41. Ministry of Civil Aviation

6.21 As the nodal Ministry for women, the Ministry of Women and Child Development has been interacting with and guiding the gender budget cells through Workshops and Discussions.

6.22 A Workshop was organized for nine Departments/Ministries on **4 August 2005** - *Health, Family Welfare, Elementary Education and Literacy, Labour and Employment, Rural Development, Social Justice and Empowerment, Tribal Affairs, Urban Employment and Poverty Alleviation and Small Scale Industries*

6.23 These nine Ministries had been asked to prepare a gender based profile of public expenditure, conduct beneficiary incidence analysis and review the operational guidelines of their schemes from a gender perspective. During the Workshop, the approach towards Gender Budgeting was discussed along with the Working Paper prepared by National Institute of Public Finance and Policy for implementing the commitment given by Ministry of Finance in the Expenditure Budget 2005-06.

6.24 Another Workshop was held on **10<sup>th</sup> August 2005** for guiding several other participating Ministries that have set up Gender Budget cells.

6.25 Action areas identified in these Workshops include:

- Identifying and **Breaking barriers to access** faced by women **availing services** of public utilities like road transport, power, water and sanitation, telecommunication, banking & credit and various employment generation public programmes
- **Training** of women as highly skilled workers- top end skills to enhance their productivity
- **Research/Technology** for women- women workers in sectors like agriculture, construction etc should be given women friendly tools
- Enhanced participation of Women in the work force
- Facilitating **Asset ownership** by women to establish their economic identity and enable access to credit
- Training Women as **Entrepreneurs**

- **Implementation of Laws** like:
  - Equal remuneration
  - Minimum Wages
  - Factories Act
- Provision of **Infrastructure** for women like:
  - Water and sanitation at workplace
  - Creches
  - Working Women Hostels
  - Transport services
  - Security
  - Generating **gender-disaggregated data as a part of the regular reporting and MIS activity** in programme implementation

***Constraints identified in undertaking gender budgeting include:***

- Non-availability of gender disaggregated data.
- Need to train administrative cadres in gender budgeting perspectives and practices
- Need for concerted multi-departmental action for successful and holistic empowerment of women
- Need to build capacity of women as decision takers
- Need for research into gender concerns in several mainstream sectors like Finance, Transport, Power, Wasteland Development, Roads

6.26 Apart from these workshops, follow up discussions and one to one interactions with several Departments were pursued to ensure that gender concerns are pursued in all sectors. Several Departments evinced interest and asked the Ministry to give detailed insight into gender budgeting for their officers and divisions. Prominent amongst these Departments are Departments of Agriculture, Telecommunications, Urban Employment and Poverty Alleviation, Culture and Social Justice and Empowerment.

***Gender Mainstreaming***

6.27 Gender concerns in areas like Health and Education are well-known and are often focused upon in discussions

on Development. However, what tends to be ignored is gender concerns in mainstream sectors like Finance, Energy, Transport, Industries, etc. The Ministry of Women and Child Development, however, has focused on ***Gender Mainstreaming*** and at the insistence of the Ministry, Gender Budget Cells have been set up in several Ministries in the GOI, including Power, Petroleum, Culture, Heavy Industries, Science and Technology etc. In this context Planning Commission was addressed to include a gender perspective while discussing Annual Plans of all Departments and Ministries so that there would be an overall increase in allocation of resources of women and action would be taken to facilitate access of public services by women.

6.28 The Ministry has been making efforts to generate awareness in Government organizations, administrators and officers of the various important gender issues that must inform both policy and implementation of all Government programmes. A few of the gender concerns that the Ministry has raised with various Ministries in Government of India are highlighted below.

- The need for curbing ***diversion of Kerosene Oil*** from the Public Distribution System has been raised with Ministry/Departments of Petroleum, Consumer Affairs and Public Distribution since need for clean cooking fuel for women is a priority concern today.
- The importance of keeping a gender perspective while rationalizing ***interest subsidy*** on account of ***small savings***, especially postal savings schemes like National Savings Schemes has been taken up with Department of Economic Affairs.
- A reference has also been made to Department of Economic Affairs and Revenue on the need to conduct a gender sensitive review of ***incidence of taxes, trade off between higher taxes or lowering of subsidies, impact of inflation, regulation of interest rates in micro credit sector, and providing social security*** to women through insurance schemes.
- In order to promote innovative financing for alternative sources energy for women, this ministry has requested the Ministry of Environment to guide Departments like Non Conventional Energy sources and Urban Employ-

ment and Poverty Alleviation in availing Carbon Emission Reduction (CER) credits under the Kyoto Protocol. This would give a major boost to provision of clean cooking and lighting fuel in rural and urban areas.

- Ministry of Sports and Youth Affairs has been addressed on the need for raising *participation of women in sports* and according due recognition to success stories.
- The subject of ***Health Insurance Scheme*** for women in view of their vulnerabilities and barriers to access to medical services has been raised with Ministry of Health and Family Welfare
- ***The Planning Commission has been requested to engender State Plan discussions*** and insist upon quantifiable outcomes for women being reflected in state plans
- Secretary (Exp.) and Member Secretary, Planning Commission have both been requested to include a column on *gender outcomes* in the Outcome Budget of GOI.
- Department of Rural Development was urged to ensure earmarking of funds for women in the Rural Employment Guarantee scheme and to encourage due priority being given to creation of gender friendly infrastructure like crèches, toilets, anganwadis etc

6.29 From the above, it may be seen that Gender Budgeting has wide ramifications, if implemented in the true spirit and it has been the endeavor of our Ministry to pursue gender concerns in every area of the society and economy. When such initiatives are extended to mainstream sectors, there is automatically an increase in resources allocated for women and women are empowered in a more holistic manner rather than as beneficiaries of grants-in-aid schemes.

#### ***Capacity building of administrative cadres***

6.30 While interacting with various Ministries and Departments of Government of India and States, it has been observed that there is a considerable gap in awareness and knowledge about recent initiatives, in the realm of gender budgeting, amongst most administrators.

Several new tools and methodologies have been developed for direct application by Government organizations and State Governments, which need to be disseminated. In short, Gender Budgeting is fast emerging as a tool for socio-economic development, besides women's empowerment. Understanding and utilizing this tool needs to be made an integral part of the training imparted to all officers in the Government. Further, it has to be imbibed as an approach to administration and therefore is of particular importance in the training of fresh recruits.

The Ministry of Women and Child Development has taken up this matter with the Department of Personnel and Training and has recommended that a compulsory capsule be introduced in the main training curriculum of the probationers who are trained by the Lal Bahadur Shastri National Academy of Administration, BSNA Academy and a more detailed capsule could be incorporated in the Refresher Training Courses in the Academy. At the behest of the Department, the Minister of State Finance has written to the Minister, DOPT on the need to train officers on Gender Budgeting.

6.31 The National Centre for Gender Training, Planning & Research (NCGTPR) and the Ministry of Women and Child Development plan to coordinate in this matter to develop modules in this discipline. This training at the recruitment stage will also serve as a sound foundation for an engendered administrative cadre in the country. It has also been suggested that administrative cadres in states be made fully conversant with gender budgeting practices and State Administrative Training Institutes should integrate gender budgeting concepts in their training programmes. A detailed training capsule for in-service training is being developed with LBSNAA, Mussoorie. A strategy meeting on this subject was organized with Department of Personnel and Training and LBSNAA, Mussoorie on 14<sup>th</sup> February 2006 in New Delhi. State Secretaries in charge of Training of administrative cadres were invited.

6.32 A few salient recommendations and action points that emerged in the Workshop are as under :

- a. There is a need for developing a panel of Master Trainers on Gender Budgeting, in all Central Training Institutes (CTI s) and State Administrative

## BOX-5 MAINSTREAMING GENDER CONCERNS

**Inflation:** The rate of inflation is a gross index and a low rate could gloss over the impact that high levels of prices of day to day consumption items, transportation, petrol, etc. have on the household budgets. Women contribute to the economy both as workers (mostly in the informal sector) and care givers. They are often entrusted with the task of managing their household on meager resources. Besides, more than 10% households are women headed. Even the consumer price index may not fully capture the impact of inflation on the vulnerable sections of our society. Thus a gender based analysis of the impact of inflation, could guide policy makers in improving welfare levels in society.

**Micro Credit:** Another area of concern is the interest rate prevalent in the micro credit sector. Experience has shown that women Self Help Groups are successful in generation of thrift based savings and are good pay masters when it comes to returning micro-credit loans. This has perhaps spawned considerable activity in the micro credit sector with several private players and banks entering the field for good returns. These private institutions tend to offer good commissions/margins to NGO's to expand their outreach. However, in the process, the cost of credit for women is increasing (to accommodate margins of lenders and intermediaries). The justification being offered is that the only other alternative would be the moneylender whose rates of interest are exorbitant. However, in a country where the prime lending rate is in single digit, it appears unfair that credit should be offered to needy women at rates of interest like 24% or 36%, with no upper ceiling! There is an evident need to regulate interest rates in the micro credit sector since women are main beneficiaries.

**Kerosene oil** is a very vital clean fuel for cooking purposes and the availability of this oil to poor rural and urban households is critical to protect the women from drudgery of collecting the fuel. Women have to traverse several kilometers and spend several hours a day for collecting fuel for cooking and this, it has been established, leads to considerable adverse impact on their health- due to physical health problems and exposure to pollutants associated with bio-mass based cooking fuel. There is also loss of productivity given the time that is spent on collecting fuel. Thus the importance of ensuring availability of affordable clean cooking fuel cannot be overstated. Reports of the National Institute of Public Finance and Policy and National Council of Applied Research on kerosene oil subsidy indicate that the subsidy on kerosene oil is not fully reaching the poor households and kerosene oil consumption tends to be utilized more for lighting purposes rather than cooking. The NCAER report indicates 38% diversion in subsidized kerosene oil. Given the paucity of the kerosene in any case, the priority use is lighting rather than cooking. Thus it is important that diversions be checked; it would go a long way in contributing to gender equity. There is evident need for better monitoring of the entire chain starting with distribution of kerosene oil to the kerosene oil depots and onwards to the fair price shops.

**Energy:** *availability of clean cooking fuel and water sanitation* are priority sectors for improving the status and welfare of women. Investment in providing an alternative source of energy for women especially in rural areas so as to avoid drudgery associated with collection of fire wood and exposure to pollutants that results from utilization of non-clean cooking fuels is necessary. The Ministry of Non Conventional Energy Sources could frame projects for providing clean cooking fuels/alternate sources of energy in such a manner so as to become eligible for CER credits, which will also help to generate resources for investment in this gender sensitive area. This approach could help fund provision of solar power, biomass power, hydel power and projects that entails switching from fossil fuel to green fuels like biomass and rice husk. In urban areas the Department of Urban Employment and Poverty Alleviation could undertake better management of urban waste and landfill gases to generate CER credits . Ministry of Environment could guide in framing these projects and the ownership of managing these projects may be given to women self-help groups so that there is double advantage from this exercise. On the one hand the projects will help supplement required funds and on the other, empowerment of women through participative decision making and implementation would be facilitated.

**Small savings:** Debt instruments like Kisan Vikas Patras and National Savings Certificates and Post Office Deposit Schemes are periodically under review for rationalizing interest rates and revamping the schemes. Before action is taken the gender impact of these instruments needs to be appreciated. Postal savings, NSCs and KVPs are the simplest savings instruments available to women particularly from low income groups. In the absence of social security net for vulnerable sections of society small savings with minimal transaction cost are an integral part of support systems for poor women who are able to accumulate savings in small quantities only.

- Training Institutes (ATIs) so that administrative cadres have ready access to concepts, tools and best practices in Gender Budgeting.
- b. The State ATI s and CTI s would also act as *Resource Centers on Gender Budgeting* under the coordination of Ministry of Women and Child Development.
  - c. Ministry of Women and Child Development and LBSNAA could collectively develop training modules appropriate to various levels of administrative cadres. Material available with State ATI, Karnataka and SIRD, Mysore could also be adapted.
  - d. Training of Panchayat functionaries, especially Elected Women Representatives, requires special attention and an appropriate approach.
  - e. Exposure on Gender Budgeting could be built in at the recruitment stage, induction stage and during in-service training.
  - f. Field visits of trainee officers should include exposure on best practices in gender mainstreaming.
  - g. Case studies will have to be developed in consultation with Women Study Centres and experts to identify gender concerns in sectors like agriculture, industry, commerce, trade, unorganized sectors, etc.
- h. There is a need for building up a demographic profile on gender issues and a strong engendered data base.
  - i. Stakeholders involvement- the community, beneficiaries, NGOs, PRIs, etc.- through panel discussions and structured field visits should be an integral part of training on gender budgeting.
  - j. The Women and Child Development Website could be developed as a portal for exchange of information on Gender Budgeting and dissemination of best practices.
  - k. All States/ UT s should open a Gender Budgeting Cell

### ***Engendering Macro Economic Policy***

6.33 Under the joint DWCD- UNDP project Promoting Gender Equality, a National Conference on Engendering Macroeconomics and Macroeconomic Policies was organized in collaboration with the University of Mumbai with participation of experts from across the country. The focus of the conference was on broad issues pertaining to fiscal, monetary and exchange policies as well as on sector specific issues of employment, access to services and trade. The key recommendations emerging from the conference are as follows:



*National Conference on Engendering Macro-Economics and Macro-Economic Policies, Mumbai*

1. Foreign Direct Investment (FDI) has resulted in major changes in the economic structure of the economy which have led to declining employment opportunities, increasing feminization of the workforce and deteriorating terms and conditions of employment. Hence, trade, social security and labour laws have to be redesigned to counter adverse effects.
2. It is important that the focus on expenditures is complemented with focus on revenue generation as well, particularly for Value Added Taxation (VAT) and commodity-specific taxes.
3. Given the nature of gender-differentiated effects of user fees and toll charges all policies, both economic and extra-economic need to be examined through a gender lens before changes are considered and amendments implemented. This is true especially of the Public Distribution System (PDS), various subsidies, educational benefits, health and nutrition policies.
4. It is important to quantify and map human, natural, economic characteristics at the village level to identify gaps and structure an area plan for sustainable livelihoods and for the provision of basic services. (Details available at [http://wcd.nic.in/gbsummary/GBppr\\_AG.pdf](http://wcd.nic.in/gbsummary/GBppr_AG.pdf) )
5. It is essential to mainstream gender in educational syllabi at all levels in all regions and in all subjects relating to both social as well as physical sciences. This is essential if all members of society and not ‘merely women’ are provided a non-patriarchal perspective.

#### ***Sharing our initiatives with other countries***

6.34 The Department was also represented at the Regional Conference on Gender Budgeting organized by UNDP held at Sri Lanka where participants from government, academic institutions, civil society and international agencies from 16 Asian and Pacific countries were present. The representative of MWCD actively led and contributed to the discussions. This forum gave the Ministry an opportunity to profile the diverse initiatives undertaken by the country in gender budgeting. These were widely appreciated and it was universally accepted that India has taken a lead role in Gender Budgeting.

#### ***Gender Budgeting in Academic Curriculum***

6.35 In order to address the need for capacity building in the area of gender budgeting in public administration as well as academic circles, the Ministry requested the University Grants Commission to make the study of Gender Budgeting and Gender Mainstreaming practices an



*Workshop on Gender Budgeting for Departments of Government of India*

**Table2 Expenditure on Women's Development**  
(Rs. in crore)

YEAR	CENTRE		STATES		TOTAL
	AMOUNT	%	AMOUNT	%	
1993-94	440.32	41	643.25	59	1083.57
1994-95	643.48	48	700.17	52	1343.65
1995-96	558.22	37	960.88	63	1519.09
1996-97	811.40	44	1050.35	56	1861.75
1997-98	893.60	43	1169.21	57	2062.81
1998-99	1178.17	47	1348.47	53	2526.64
1999-00	1382.04	50	1398.29	50	2780.33
2000-01	1550.80	48	1709.84	52	3260.63
2001-02 (RE)	1838.64	48	2031.73	52	3870.37
2002-03 (BE)	1507.59	41	2211.57	59	3719.16

integral part of academic curriculum at university level especially in Departments like Economics, Sociology, Political Science, Public Administration and so on. As an example, the course syllabus of the Women Studies Center in the Economics Department of Mumbai University was also sent to UGC with the request that similar modules may be

made an integrated part of all graduate and post-graduate courses in Central and State Universities. The matter was also taken up with the Department of Secondary and Higher Education. The UGC had responded positively and has addressed all Central Universities in this regard.

### **Taking Gender Budgeting to the States**

6.36 In the meeting of the National Development Council held on 27-28 June 2005, the Prime Minister has emphasized upon the need for State Governments to join hands in this area.

6.37 “The issue of gender bias is another area which needs focused attention. In the Union Budget for 2005-06, we have made a beginning in gender budgeting by incorporating a separate statement highlighting gender

### **Gendering Urban Development –**

There is increasing concentration of population in urban areas and 47.37% of the urban population comprises females and urban poverty is largely concentrated in small and medium towns. The poor have limited access to basic civic services in urban areas like access to tap water supply, toilet facility, drainage system, etc. There is a tendency for low priority to be given to expenditure on infrastructure which is critical for women like water supply, sanitation, low cost public transport, slum development and education and health facilities. Participation of women in decision making is limited. In major urban centers the focus is shifting towards high end infrastructure development like highways, proper roads, etc, sometimes at the cost of provision of basic facilities. There is need for improving the finances of the urban local bodies and greater participation of women in decision making while according prioritization to various infrastructure urban projects.

Source: Ms. Darshini Mahadevia, School of Planning, CEPT University, Ahmedabad, available at [http://wcd.nic.in/gbsummary/gener\\_budworkshopdet.htm](http://wcd.nic.in/gbsummary/gener_budworkshopdet.htm)

### **Gender Budgeting concerns in Energy**

In rural India where 95.6 per cent of households use bio fuels and only 16.5 per cent uses kerosene oil for cooking, there are serious health and physical hazards faced by women in terms of drudgery and physical labour involved in collection of fuel and the resultant pressure on the spine. Besides this there is exposure to the pollutants associated with utilization of less clean fuels. This is also an economic problem since 3 billion days in rural India are spent in gathering fuel and more days in processing them. 12 billion days are lost in fetching water and impact of water related disease. There is an urgent need for prioritization of resource allocation towards providing clean fuel for cooking, safe water for drinking and sanitation facilities. Cooking fuel being made freely available for women should be promoted as a micro enterprise development activity encouraging women self help groups. The drive should also be for promotion of employment opportunities for women and building their capacity to assist and manage energy programmes. This would have a spill over benefit in the health sector.

Source: Dr. Jyoti Parikh, Executive Director, Integrated Research and Action for Development (IRADe), available at [http://wcd.nic.in/gbsummary/gener\\_budworkshopdet.htm](http://wcd.nic.in/gbsummary/gener_budworkshopdet.htm)

## **Need for Gender Mainstreaming- some evidences from Agriculture and Forests**

Gender mainstreaming is critical for achievement of Development Goals. In agriculture and forestry sectors, women contribute significant labour but their contribution mostly goes un-paid. In contrast, an activity like horticulture affords significant reduction in labour but control over produce still remains with men. Even in water shed programmes that aim at community participation, independent role of women is not ensured. There is a need for making programmes specific to local needs, training and capacity building for women and financial support by way of access to credit. Gender Audit of all programmes is necessary to ensure gender mainstreaming.

*Source Dr Aparna Negi Asstt. Professor, Department of Economics, H.P. University, Shimla, available at [http://wcd.nic.in/gbsummary/gener\\_budworkshopdet.htm](http://wcd.nic.in/gbsummary/gener_budworkshopdet.htm)*

Gender Audit of Employment Guarantees scheme –Importance of employment guarantee schemes lies in the fact that in poor households the only source of purchasing power for food and health is current income which in turn depends on availability of work/employment opportunities and fair remuneration for work. Analysis of the Maharashtra Employment Guarantee Scheme (based upon the works of Krishnaraj Pandy and Kanchi 2003) indicated that while the scheme was not designed to be women friendly, women were the major beneficiaries as it offered work close to the residence and also provided for crèches and special provision of maternity benefits, etc. However, the impact assessment indicates that calculation of wages was subjective and women got paid less, maternity benefit did not materialize as anticipated and shelters and creches were not provided. There is need for stricter monitoring of various public expenditure programmes and greater participation of women in the decision making and implementation. For the National Rural Guarantee Scheme to be effective, it is necessary that people must know their rights under the Act which would require an effective multi media campaign.

Source: Dr. Asha Kapoor Mehta Professor of Economics, IIPA, New Delhi,available at [http://wcd.nic.in/gbsummary/gener\\_budworkshopdet.htm](http://wcd.nic.in/gbsummary/gener_budworkshopdet.htm)

## **BUILDING BUDGETS FROM BELOW-**

There is intense need for capacity building amongst women and elected women representatives of the panchayats for effective gender budgeting at the grass root level. Training women in the budgeting process is vital for effective leadership by women. It is a process of economic governance linked to political governance. It entails federating the women and then asking them to prepare the “ought” budget based upon the perceived priorities of the women. This process enables women to better understand the budgeting process and working of the public distribution system, health services, etc. As a result of the exercise carried out in Karnataka in select areas, there was an enhancement in utilization of funds for projects like integrated women development programme. In some areas specific ear-marking of funds for women’s development was undertaken. After considerable capacity building there was a significant improvement in effectiveness of women in panchayats.

Source: Dr. Ahalya Bhatt, SSF, Bangalore, available at [http://wcd.nic.in/gbsummary/gener\\_budworkshopdet.htm](http://wcd.nic.in/gbsummary/gener_budworkshopdet.htm)

sensitivities of budgetary allocations under 10 Demands for Grants, to be extended to all Central Ministries. But this task will remain incomplete unless all the States join hands in ensuring development justice to women. This is one of the important instruments to tackle the growing violence against women, which begins even before their birth and continues through their entire life span. It cuts across

caste, class community and prevails in all parts, rural and urban. This is the right forum to pledge our wholehearted and unequivocal support for ensuring a violence-free world for our women and girl children.”  
(quoted from the presentation made by the Prime Minister on 27<sup>th</sup> June 2005 in the 51<sup>st</sup> meeting of the National Development Council)

The State Governments collectively reflect a higher amount of women related expenditure than GOI.

6.38 DWCD has stressed upon the importance of State Governments taking up Gender Budgeting initiatives in view of their dominant contribution in allocation of resources for women and critical role in implementation of all major public expenditure programmes. The success of Gender Budgeting rests on gender sensitive implementation of important centrally sponsored schemes entrusted to the states and on engendering the State Budgets. In order to ensure clarity on the concept of Gender Budgeting and awareness about the tools available in the Indian context, the Ministry of Women and Child Development organized three Regional Workshops, in collaboration with UNDP, to share and discuss the strategy of the Government on Gender Budgeting and Gender Mainstreaming. The participants in the three Workshops were State Secretaries/representatives of Departments of Finance, Planning and Women & Child Development. The **first Workshop** was held in **New Delhi at IIPA on 23<sup>rd</sup> and 24<sup>th</sup> November 2005 for States of the Northern and Western Region-Haryana, Uttar Pradesh, Himachal Pradesh, Jammu & Kashmir, Punjab, Rajasthan, Uttranchal and Delhi.** The second Workshop was held at Yashda, Pune on 15<sup>th</sup> December 2005 for the Southern and Central States-**Andhra Pradesh, Tamil Nadu, Karnataka, Madhya Pradesh, Maharashtra, Gujarat, Kerala, Goa, Chattisgarh.** The third Workshop was organized through ATI, Kolkata for the North Eastern and Eastern States-**Arunachal Pradesh, Assam ,Bihar, Jharkhand, Manipur,**

*Meghalaya, Mizoram, Nagaland, Orissa, Sikkim, Tripura and West Bengal*

6.39 The Workshops were designed to serve as a learning and value creation platform and to lead to a better understanding on how Gender Budgeting can be effectively utilized and implemented as a tool for Women's Empowerment. Exposure was given to the participants on tools of gender budgeting and gender concerns in development. Resources persons were inducted to explain gender based issues in Urban Development, Agriculture, Energy and Fuel, Agriculture, Forestry etc. (see Boxes)

6.40 During discussions, a clear consensus emerged that effective gender budgeting requires adequate allocation of public expenditure for addressing gender concerns in priority sectors like Education, Health, Water & sanitation, Nutrition, Road connectivity, Fuel for cooking, sustained Employment and Asset Ownership. This implies that a gender perspective has to be built into public expenditure of multiple Departments like Agriculture , Rural Development, Energy and Transport, besides the conventional gender related Departments of Health, Education and Women Welfare. All States representatives stressed that effective focus on gender concerns in State Budgets would require that, while discussing State Plans, the Planning Commission insist upon clear gender provisions in priority sectors like education, health, water sanitation, nutrition, employment, road connectivity, fuel for cooking.

*Handout I and II were the basis for discussions during the workshop on strategy for Gender Budgeting in the States.*

Handout I: Status of Gender Budgeting in Participating State

State \_\_\_\_\_

Department \_\_\_\_\_

Represented by \_\_\_\_\_

Status of Gender Budgeting in the State

Action Taken

**Started in Year** \_\_\_\_

1. Policy
2. Budgetary Process
3. Other Initiatives

Actors that have launched the initiative

(State Legislature/ Finance/ Women Welfare etc.)

Additional actors involved

Donors that have supported the initiative

Focus of the initiative

(Expenditure, Policies, Public Programmes, Implementation, Outcomes etc)

Sectors covered

Social sector

Economic: For example?

Agriculture?

Rural development?

Industry?

Antipoverty schemes

Activities

Planning and Budgeting	Programme formulationImpact analysis, Research, Data etc
Scope	State,District,Village
Results of Gender Budgeting Initiatives	<ol style="list-style-type: none"> <li>1. Increase in allocation</li> <li>2. Increase in awareness</li> <li>3. Mainstreaming</li> <li>4. Institutionalization in budget documents</li> <li>5. Others</li> </ol>
Problems encountered	
Material produced	
Suggestions for DWCD/ Assistance Required	

### **Handout II- Action Plan for Gender Budgeting by States**

6.42 As an outcome of the Workshop, a consensus action plan on certain critical activities under Gender Budgeting, which may be undertaken universally by all States was attempted.

Core Activities would include:

I) Preparation of a gender based profile of public (see Annexure I)

This would give a bird's eye view of the gender sensitive allocation of each State

### ***II) Sectoral Activities***

II a) Identification of priority areas for gender sensitive investment

- Sustained Employment and Economic security
  - Ownership of Economic Assets
- Access to Health and Education
- Water, Sanitation and Fuel
- Others (like protection from violence- States may please indicate)

**II b) Identification of all schemes related to priority areas**

<u>Sustained Employment and Economic security</u>	<u>Education</u>
1.	1.
2.	2.
3.	3.
4.	4.
5.	5.
Health	<u>Water and Sanitation</u>
1.	1.
2.	2.
3.	3.
4.	4.
5.	5.
Fuel and Power	<u>Others (please specify)</u>
1.	1.
2.	2.
3.	3.

**II c) Identification of key gender sensitive performance indicators** for schemes selected above

**For example**

*Number of female beneficiaries/ ratio* ( This would depend on the nature of scheme: For eg; is State is looking

at Fuel / Water /Sanitation the indicator would be – Time required for collecting fuel and water. If they are looking at Micro-credit schemes then it would be – number of trained and volume of credit given to women/men  
*Availability of Support Services* to make scheme effective



*First Regional Workshop on Gender Budgeting for States, IIP, Delhi*

**Barriers to access by women**, if any- action necessary to remove barriers

**Timely release of funds**

**Utilization of funds**

II d) Conducting beneficiary needs assessments and impact analysis for gender sensitive corrections

III) Review all schemes from gender perspective to amend operational guidelines using beneficiary needs assessment and impact analysis for gender sensitive corrections

Identification of Schemes

- 1.
- 2.
- 3.
- 4.
- 5.

IV) Identification of schemes for beneficiary incidence analysis

(for eg- User charges for State Transport, Public Health Services)

- 1.
- 2.

V) Pilot projects for gender based Revenue Incidence Analysis

1. Municipal Taxes
2. Octroi
3. States Sales Tax/VAT
4. Land revenues

6.43 Participants expressed the need for consultation within their respective Departments in their respective States, before finalizing their recommendations. However, preliminary outcomes of the discussions are tabulated in Tables A, B and C.

6.44 Based upon discussions during the workshop and strategy session, certain key priority areas for action by State Governments and recommendations were identified. These are as under :

**Recommendations of the Workshops**

- i. Setting up of a Gender Budget Cell in all State Governments with representation of important Departments like Planning, WCD, Rural Development, Agriculture, etc, would help to strengthen Gender Budgeting initiatives.
- ii. Allocation of resources in the State Plans has to be gender sensitive for which the Planning Commission should consider insistence upon gender component being introduced in important State sector schemes, during Annual State Plan Discussions.



Third Regional Workshop on Gender Budgeting for States, Kolkata

- iii. Simple instructions and how to do Gender Budgeting may be issued by the Ministry of Women and Child Development to guide the Gender Budget Cells.
- iv. It was agreed that gender mainstreaming is necessary given the active participation of women, though at sometimes economically invisible, in both the rural

economy and in unorganized sectors. Preparation of a gender-based profile of Public Expenditure will reveal the true position of allocation of resource for women. Thereafter, Rural Development, Industry and Agriculture Departments could be focused on for Gender mainstreaming.

**Table A: ACTION PLAN FOR BUDGETING FOR GENDER EQUITY FOR NORTHERN and WESTERN STATES- DELHI WORKSHOP held on 23<sup>rd</sup> and 24<sup>th</sup> November 2005**

States	On going initiatives	Critical Sectors	Pilot Projects	Assistance Required
<b>Delhi</b>	Concerted focus on programmes on Economic Empowerment and reaching health facilities to doorstep	Education and Health Services in slumsCreche facilities and better working conditions Female Foeticide	To be identified	MWCD to write to Chief Secretary  Formation of GB cell
<b>Himachal Pradesh</b>		Rural tourism Women's HealthWater and SanitationAging population	Public expenditure profile Beneficiary incidence Participative budgeting GB cell in Planning and Finance Advocacy	To be identified
<b>Punjab</b>		PNNDT Act	To be identified	Write to Planning Commission to include gender concerns in state plansPlan Department should coordinate GB- MWCD to write to StateIssue a directive for the GB cell Need guidance to prepare gender budgets- instructions should be issued
<b>Rajasthan</b>	Political commitment to Gender Audit Impact studies of ICDS, Education, STEP and Stamps and Registration	Water, Female Education and Health, Employment Social Reengineering Recognise the limitations of SHGs	Need to identify allocations in mainstream sectors – Horticulture, Industry	Suggest to Planning Commission to focus on gender budgeting issues during State Plans Discussion
<b>Uttaran-chal</b>	Working towards outcomes budgeting Planning for separate head of account for women related expenditure	Drudgery Reduction combined with income -generation by focussing on Fuel, Fodder and Water  Marketing and Entrepreneurship Development for SHGs	Revenue impact studies	Suggest to Planning Commission to focus on gender budgeting issues during State Plans Discussion  Need for Gender Budget Cell
<b>Uttar Pradesh</b>	Head of account being considered  Insurance for poorer women	Secondary Education, Health, PWD Sex – disaggregated database Non – conventional energy CBO's formation across user groups Marketing and Entrepreneurship for SHGs	Situational Analysis of women  Impact Studies	Formation of GB cells Women SHG's to be strengthened  Letter to State Government and involve Planning and Rural Development Departments

**Table B: State Wise Action Plan on Gender Budgeting-Workshop held on 15<sup>th</sup> December 2005 at Pune**

S.No.	States	Current Status on Gender Budgeting	Critical Sectors from gender perspective	Assistance Required
1	<b>Andhra Pradesh</b>	Gender mainstreaming efforts have been made in education, rural development , housing , revenue and health	Agriculture Health and Education Need for Women's component Plan to be institutionalized	MWCD to write to Chief Secretary for setting up a Gender Budgeting CellSpecific guidelines necessary for action to be undertaken by States
2	<b>Chhattisgarh</b>	—	Health and Education Access to forest produce and resources Non – conventional energy	MWCD to write to Chief Secretary for setting up a Gender Budgeting Cell
3	<b>Goa</b>	—	Need for more employment opportunitiesTraining for women to benefit from tourism and horticulture	MWCD to write to Chief Secretary for setting up a Gender Budgeting Cell
4	<b>Gujarat</b>	Political will exists but no direct action on gender budgeting	Employment generation – its should be mandate to engage 40 per cent women Women specific schemes to be clubbed to be more effective Helpline for women can be started Water and Sanitation,Water Harvesting should be a priorityNeed to identify gap areas in women's empowerment	Letter for setting up a Multi-disciplinary Gender Budgeting Cell Suggest to Planning Commission to focus on gender budgeting issues during State Plans discussion
5	<b>Karnataka</b>	Gender budgeting initiative in 1993 Karnataka Mahila Abhiruddhi Yojane – A scheme of Intersectoral Allocation for Women with 1/3 <sup>rd</sup> resources and physical targets ear-marked for women in select schemes and sectors Review is chaired by Additional Chief Secretary and Secretary, DWCD is a Member-Secretary	Need for untied funds at PRI level and greater fiscal devolution  Need for more gender mainstreaming starting with select sectors  Capacity building of women in decision making	MWCD to write to Chief Secretary for setting up a Gender Budgeting Cell  Suggest to Planning Commission to focus on gender budgeting issues during State Plans Discussion
6	<b>Kerala</b>	Women empowerment has been strengthened through SHGs	Women' s component plan on line of Tribal Sub-Plan should be in place Secretary (DWCD) should vet all schemes from a gender perspective	MWCD to write to Chief Secretary for setting up a Gender Budgeting Cell to be headed by Secretary Finance /Planning
7	<b>Madhya Pradesh</b>	Finance Secretary has taken leadership Gender Budgeting have been initiated	Tribal education and health Ownership of Non- timber Forest produce by women Need to gender sensitise department of agriculture and Rural Development Impact studies of select programmes	MWCD to write to Chief Secretary for setting up a Gender Budgeting Cell

S.No. States	Current Status on Gender Budgeting	Critical Sectors from gender perspective	Assistance Required
8 <b>Maharashtra</b>	Women's empowerment through SHGs being undertaken	Health services in rural areas Facilitating access to self employment schemes	MWCD to write to Chief Secretary for setting up a Gender Budgeting Cell
9 <b>Tamil Nadu</b>	Commitment to gender equality at policy level  Action being taken for sectoral allocation for women Strong SHG movement	Strengthening of participative budgeting and capacity building of women in decision making  Gender concerns to be mainstreamed in the existing HD cells  Need to reflect gender sensitive allocation in budgets	MWCD to write to Chief Secretary for setting up a Gender Budgeting Cell

- v. The Women Self-Help Groups set up under various schemes should be strengthened and financially supported, to achieve end objective of empowerment through gender budgeting.
  - vi. Health, water sanitation, roads, communication, forestry, clean fuels, sustained employment, skill up-gradation and training and capacity building for greater participation in decision-making, access to untied funds at panchayat level, exploitation of migrant women in urban areas, rights of tribal women in accessing forests for livelihood were some of the key areas of concern identified for women
  - vii. The exercise of Gender Budgeting will require active coordination of Plan and Finance Departments. Secretary (MWCD) may write to Chief Secretaries.
  - viii. A separate head of account would facilitate the exercise.
  - ix. Capacity building of administrative cadres is required. ATI s and Women Study Centres should develop master trainers.
- 6.45 Outcomes of the Workshop were communicated to the Planning Commission and Chief Secretaries of all State Governments.



*Gender Budgeting- One Day Workshop organized for Trainers in collaboration with Lal Bahadur Shastri National Academy of Administration, New Delhi*

**Table C: ACTION PLAN FOR BUDGETING FOR GENDER EQUITY FOR EASTERN AND NORTH EASTERN STATES-  
Kolkata Workshop held on 23<sup>rd</sup> December 2005**

States	On going initiatives	Critical Sectors	Pilot Projects	Assistance Required & general observations
Assam	Rs 10 cr earmarked for gender budgeting	Drinking Water and Sanitation, Health, Migrant labour, Agriculture and Allied sectors, Rural Electrification, Horticulture		Letter to Chief Secretary for setting up the GB cell
Bihar		IMR /MMR is high. Access to Health services, Education, Water, Sanitation, Migration		Guidance required for setting up the GB cell.  Need untied funds for flexibility in implementation  GB cells must involve both Planning and WCD and nodal role would have to be with Chief Secretary's Office
Jharkhand		Low level of literacy among tribal women  Education, health  Witch craft  Power/Firewood  Women migrants to urban areas are exploited	—	Suggestions – Baseline surveys to establish current status  High Level committee to monitor GB initiatives – nodal officer should be ear-marked in every Department for Gender Budgeting.  NIPCCD/ATI's to develop capacities of trainers  Inter- State sharing of best practices on Gender Mainstreaming via MWCD
Meghalaya		Access to health facilities in rural areas  Rural drinking water supply and sanitation  Electrification and Fuel wood  Communications and Transport  Alternative income from Animal husbandry, horticulture etc. Marketing outlets for agriculture and Horticulture products	Need for monitoring the extent of gender mainstreaming  Need to generate satellite accounts on women's economic participation	Directive required from GoI to set up the GB cell  Sensitization of officials and council members
Orissa	Eight Departments have a women's component plan  Strong focus on SHGs  Joint Pattas Drive	Abandoned and Destitute women  Trafficked women  Water and sanitation  Sustained livelihood  Access to health services	Impact evaluation studies – SWADHA, SHISHU MAHILA DESK  Focus on SC/ST, health and agriculture	Policy directive required to set up the Gender Budget cell ( to be set up in Planning Deptt with representation from Agriculture, RD, etc.)  Need to establish accountability of the Gender Budgeting initiatives in the State to MWCD, GOI through institutionalize mechanism

States	On going initiatives	Critical Sectors	Pilot Projects	Assistance Required & general observations
	Mahila Shishu Desk and alternative public distribution system are some best practices	Need for skill upgradation		Women's component plan not enough, gender outcome of all schemes should be established
Sikkim	No evident gender bias problem. Participation of women in work force is more than 50%.	Mainstreaming needs strengthening  Health facilities and rural sanitation Specialized health care facilities  Inadequate higher education institutes in state. Women's hostel in metros and main study and work centers	Medical insurance is being examined  Impact assessments are being carried out	Directive required that funds under pro-women schemes are not re-appropriated  Guidance required for setting up the GB cell
Tripura	Gender Budgeting formally introduced. Rs 149 cr earmarked for women  Chief Secy will be monitoring the women specific expenditure	Education  Health  Domestic Violence  Handicrafts  Skill upgradation	Impact studies to assess whether women's participation is effective	Guidance for setting up the GB cell needed. Cell should be headed by MWCD  Earmarking of funds in beneficiary oriented schemes should be 2/3 <sup>rd</sup>  Separate Demand for Grant/ head of account is necessary  All Development Committees should have 50% representation of women
West Bengal	Mapping of women's component in all schemes being undertaken	Water and Sanitation  Electricity  Fuel  Agriculture  Need for sustained livelihood programmes based on training and subsequent wage/self employment	Impact Assessments and beneficiary assessments of various Pension schemes  Action Research on Child marriage, Dowry and Trafficking  Study on Revenue and Subsidies	Directive required from Planning Commission for gender sensitive planning  Workshop on Gender Budgeting at State level-Need to sensitise Principal Secys of all Departments including Agriculture, Rural Development, PRI, etc.  Need for sensitisation of Political and Executive bodies  Involvement of women study centers and Universities in Gender Budgeting  Need for a head of account to isolate expenditure on women

6.46 The Ministry has also been actively supporting all queries and assistance requirements expressed by a few State Governments that have embarked upon gender budget initiatives. In the month of January 2006, the Department representatives participated as resource persons

in a workshop organized by the Rajasthan Government, UNIFEM and UNFPA to gender analyse the budgets of Departments like Health, Education, Agriculture, Social Welfare and Stamp Duties.

### ***Strengthening Partnerships: Consultations with experts***

6.47 Periodic consultation on Gender Budgeting are held by the Ministry of Women and Child Development to ensure that views of various stake holders are obtained while formulating action plans. On 21 September 2005, Secretary(MWCD) held a meeting with representatives of Planning Commission, Department of Expenditure, Ministry of Finance, Ministry of Panchayati Raj Institutions and Rural Development, UNIFEM, UNDP and various experts to discuss an action plan for extensive capacity building on Gender Budgeting in the administration cadres at all levels and gender mainstreaming in important Ministries and Departments. Discussions also covered bridging the gap between academic research and field level surveys and administrative action, Gender Budgeting in State Governments and strategizing for the 11<sup>th</sup> Plan. Some of the suggestions for future action were

- Tapping the resource material developed at SIRD and ATI Mysore on Gender sensitive training for Panchayat level functionaries
- Gender analysis of large scale public expenditure programmes like National Rural Employment Guarantee Programme, Backward Areas Development Programme and National Rural Health Mission so as

to engender a large chunk of public expenditure.

- Setting up of an e-group for Gender Budgeting
- Undertaking capacity building in terms of development of best practices and gender budget tools under 4 groupings of Ministries/Departments (a) infrastructure (b) social sector (c) economically productive departments and (d) regulatory departments. Gender inputs specific to these sectors could be developed in collaboration with gender and subject experts.
- Taking up development of master trainers through a network of expert agencies and Government training institutes like LBSNAA, NIFM, IGNOU, IIPA, NIRD, NIPFP, IEG, etc.

### ***Institutionalizing Gender Budgeting in the Union Budget***

6.48 The Expenditure Budget Volume I 2005-06, includes for the first time a statement on Gender Budgeting- Statement 19. The introduction of a Gender Budget statement in the Union Budget has served the purpose of institutionalizing the gender budgeting initiative of the Government. At the behest of MWCD, the outcome budget is also being engendered with a column on gender outcomes being introduced.



*Representatives from States/U.T.s in the Workshop for Trainers, New Delhi*

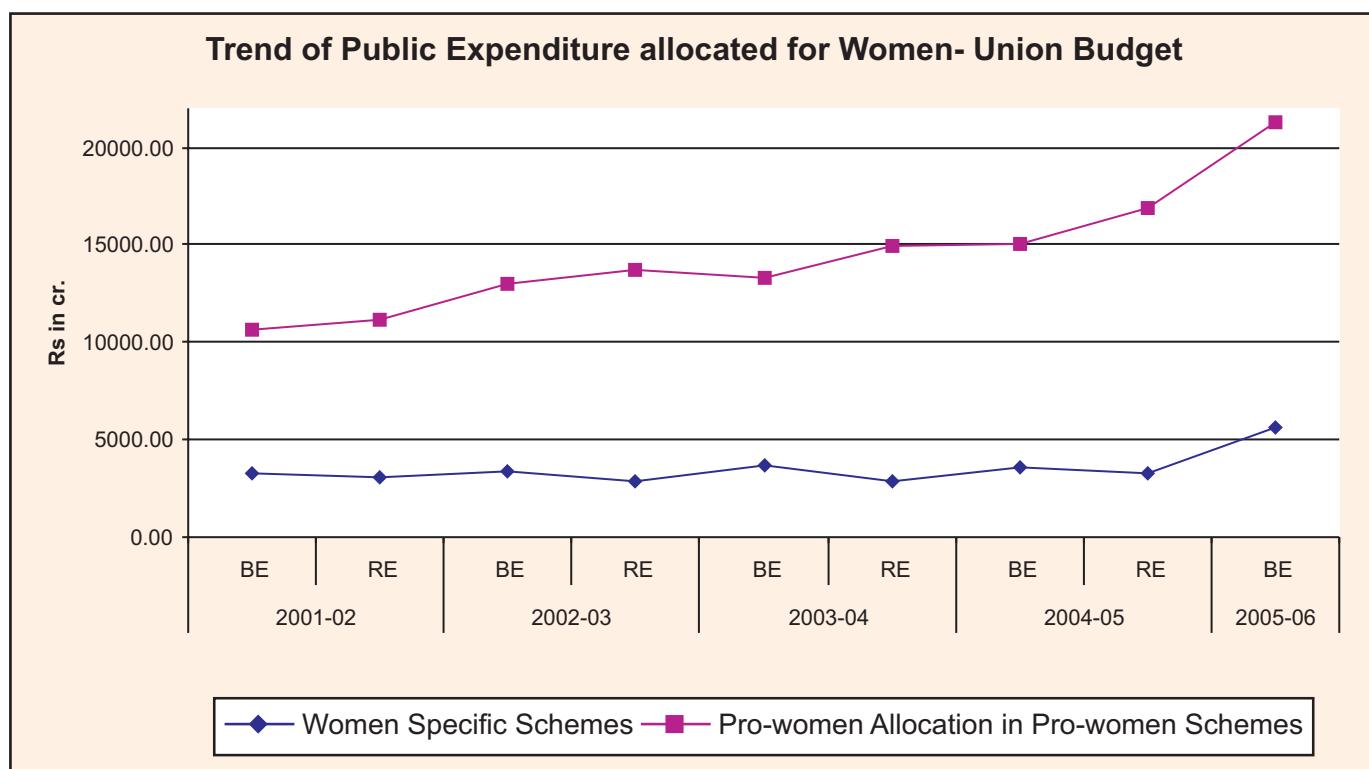
6.49 The MoF has indicated in the Expenditure Budget 2005-2006 that nine Departments ( Health, Family Welfare, Elementary Education and Literacy, Labour & Employment, Rural Development, Social Justice & Empowerment, Tribal Affairs, Urban Employment and Poverty Alleviation and Small Scale Industries) will prepare public profile of expenditure from gender perspective, review operational guidelines and conduct beneficiary incidence analysis. The Ministry of Women and Child Development and National Institute of Public Finance and Policy organized a Workshop for these nine Departments on 4<sup>th</sup> August 2005 wherein the methodology for these activities was explained and discussed. Lack of gender disaggregated data emerged as a major concern along with the fact that a large share of

public expenditure is incurred through States and extant MIS does not have gender based dis-aggregation. The need for qualitative review of schemes was also explained. Follow up discussions were held with these nine Departments on 5<sup>th</sup> September 2005 and 12<sup>th</sup> January 2006. It has been observed that most Departments are undertaking special studies to examine impact of schemes from a gender perspective and are on to the task of collecting gender dis-aggregated data.

#### ***Analysis of Union Budget***

6.50 The Ministry of Women and Child Development has been analyzing the Union Budget from a gender perspective

Carrying this exercise forward, analysis of the Union Budget 2005-06 reveals the following trend									
(Rs in crores)	2001-02		2002-03		2003-04		2004-05		BE
	BE	RE	BE	RE	BE	RE	BE	RE	
<b>Women Specific Schemes</b>	<b>3259.88</b>	<b>3034.87</b>	<b>3358.21</b>	<b>2852.61</b>	3675.37	2896.83	3555.49	3224.50	5590.23
<b>Pro-women Allocation in Pro-women Schemes</b>	<b>10596.37</b>	<b>11204.45</b>	<b>13036.01</b>	<b>13700.44</b>	13297.40	14956.07	15001.24	16934.88	21334.10



based upon the model adopted by the National Institute of Public Finance and Policy when they had analysed the Union Budget 2001-02. Essentially the exercise entails identifying quantum of allocation of resources under

- (a) **Women Specific schemes** – those that specifically target women and
  - (b) **Pro Women schemes** – those that have a significant women's component.
- Allocation for women specific schemes has increased in BE 2005-06 to Rs. 5590.23 crores reflecting an increase of 57% per cent over the previous year's BE of Rs 3555.49 cr. This increase is attributable to the considerable step up in the allocation for schemes like the Integrated Child Development Services scheme, Swadhar, RCH programme, etc.
  - Pro-women allocation in pro women schemes reflects an increase of 42.22% in B.E. 2005-06 as compared with B.E. 2004. This increase is primarily seen in pro-women schemes of the Health, Education, Labour and Rural Development Departments

The pro-women allocation under pro women schemes is calculated as indicated in the box below.

#### NIPFP's Formula for Calculation of Pro-Women Allocation

- a) For mainstream social sector Ministries like Health and Family Welfare, Education, Labour and Rural Development, where women constitute a significant part of the beneficiaries of almost all the schemes.

$$\text{Pro-women allocation} = (\text{TE} - \text{WSP}) * \text{WC}$$

- b) For other Ministries like, Agriculture and Cooperation, Small Scale Industries, Agro and Rural Industries etc. where only a few programmes have Women Component. Pro-women allocation is calculated on the basis of following formula.

$$\text{Pro-Women allocation} = \text{Summation} (\text{SCS} * \text{WC})$$

Note TE = Total Expenditure of Ministry; WSP = Women Specific Programmes of the concerned Ministry; WC = Women Component, specified as a percentage of the total outlay of the Ministry being exclusively spent on women; and SCS = Specific Composite Scheme.

6.51 The gender based analysis of the Union Budget is expected to be further strengthened by the initiatives being undertaken by various Departments in the Government of India to identify in a more comprehensive manner the gender component under various schemes and programmes.

#### ***Path Forward***

- a) In the financial year 2005-06, the Ministry has been successful in communicating the philosophy, concepts and practice of Gender Budgeting to cover several Departments of the Government, at both, the Centre and State level. This has catalyzed several gender budgeting initiatives, giving rise to the need for capacity building of administrative cadres. Sustaining the gender budgeting exercise will require action on country wide training of administrative cadres in gender budgeting through national level institutions like IIPA, New Delhi, LBSNAA Mussoorie, ASCI, Hyderabad and State Administrative Training Institutes.
- b) Training modules will have to focus on gender specific concerns in mainstream sectors like Agriculture, Rural Development, Industry, Unorganized sector, Commerce and Trade and even Finance as women are differentially impacted by many policy decisions in these sectors.
- c) The Ministry would continue to coordinate with the Ministry of Finance and Planning Commission to engender the Planning and Budgeting process for all Ministries and States.
- d) The gender budgeting initiatives undertaken by Departments/ Ministries in the GOI will be supported by the Ministry to facilitate gender sensitive resource allocation and implementation in all Ministries and Departments and ensure that application of gender budgeting concepts and tools strengthens the mission of empowerment of women.
- e) Priority areas for resource allocation based on a gender perspective have been identified during the State level Regional Workshop. A follow-up on action taken by the states and constraints faced by them will be a priority.

- f) There is a continuous need for administrative action and policies to be informed by Action Research. Bridging the gap between academic research and administration will be actively pursued and periodic consultations will be held with a panel of stakeholders (representatives of Planning Commission, other Departments/Ministries, International agencies like UNIFEM and UNDP, Women Study Centres, experts etc.)
- g) Women Study Centres will be tapped to undertake gender budgeting studies at the macro and micro level. This will help in identification and dissemination of best practices and sharing of methodology to conduct impact analysis and beneficiary incidence analysis of various public expenditure programmes.

# Child Budgeting

## Translating Outlays into Outcomes

7.1 In its Annual Reports of 2002-03 and 2004-05, the Ministry has been undertaking a series of analyses on ‘Child Budgeting’. In 2004-05, the Ministry’s report noted that the analysis of expenditures by the Centre and States on children’s issues showed an increased commitment although actual expenditures ‘may however fall short of budgets for reasons like lack of capacity to spend/absorb funds, procedural delays, slackness in implementation’ amongst other factors.

7.2 The Ministry has since taken forward this analytical work and commitment in several ways. In October 2005, the Ministry held a one-day workshop in New Delhi titled ‘Child Budgeting: From Outlays to Outcomes’ inviting officials representing Finance and Women and Child Development Ministries. This workshop attended by Hon’ble Minister of Human Resource Development, Shri Arjun Singh focused on the importance of ‘Child Budgeting’ and provided the framework for analysis for States to follow. In particular, the workshop highlighted the gaps between outlays for children and the outcomes that are arising in relation to key child-related indicators: mortality, nutrition, and education amongst others.

7.3 Analysis of the allocations made in the budget and the actual expenditures incurred subsequently on different sectors/ programmes/ schemes point to the priorities of the government. It must be noted here that better outcomes in any sector, for instance, in 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 sectors. However,

financial constraints could pose serious challenges to development in any sector, and hence the focus on identifying such constraints and advocating for their removal must not be diluted.

7.4 Investments in children need to be measured in two ways: first, through analysis of expenditures on child-specific schemes (see Box 1), that is, schemes aimed at children under the age of 18. Second, analysis of wider social sector expenditure is important because these sectors particularly affect child well-being outcomes. For example, while total investments in health and education may not be easy to disaggregate to identify the specific

### **Box 1: Components of Child Budgeting**

Expenditures meant specifically for children, have been grouped into four categories, viz.

Child Development  
Child Health  
Child Education  
Child Protection

Programmes/ schemes undertaken by several Ministries have been considered under the above mentioned categories. These Ministries are given below:

- 1) Ministry of Women and Child Development
- 2) Ministry of Human Resource Development
- 3) Ministry of Health and Family Welfare
- 4) Ministry of Labour and Employment
- 5) Ministry of Social Justice and Empowerment
- 6) Ministry of Tribal Affairs
- 7) Ministry of Youth Affairs and Sports

benefits that accrue to children as a group, general investments in health and education are likely to have an impact on family well-being and poverty which, in turn, can have positive implications for children in general. Thus, alongside calculations of child-specific investments, child budgeting requires some analysis of the broader picture of expenditure and investment in social services, as a way to assess the wider resource envelope within which investments for children are being made.

**7.5 Building on analysis of Child Budgeting presented in previous years, this report provides updated information on trends in child-specific expenditure by Union Budgets.** First, the overall investments in social services in the Union Budget are reviewed particularly as a proportion of GDP. This analysis indicates that budgetary allocations have

been steadily increasing in the social sectors over the past decade. However, as a proportion of GDP, these increases remain quite small. Second, Union Budget investments in child-specific programmes from 2000-01 to 2005-06 in relation to child development, health, education and child protection are analysed. This analysis shows that Child Education continues to attract the largest share of investment in children, and Child Protection the least. Finally, the chapter concludes with an assessment of the gap between outlays and outcomes, and identifies further work required to bridge this gap, particularly in the disadvantaged states.

**7.6 The analytical work in this chapter represents the continued efforts of the Ministry to make Child Budgeting an integral part of efforts to improve child outcomes in the**

#### **Box 2: Selected Government targets and results for children**

<ul style="list-style-type: none"> <li>● Reduction of poverty ratio (proportion of people below poverty line) to 21%</li> </ul>	<ul style="list-style-type: none"> <li>● 47% of children under 3 in India are malnourished, and up to a third of the world's undernourished children are Indian. There are large variations in incidence of malnutrition</li> <li>● Girls are more affected than boys. About one-third of adult women are underweight.</li> <li>● Under-nutrition begins early. Up to 25% of infants are born with low birth weight, predisposing them to under-nutrition and increased vulnerability</li> </ul>
<ul style="list-style-type: none"> <li>● All Children in School by 2003</li> <li>● All Children to complete 5 years of schooling by 2007</li> </ul>	<ul style="list-style-type: none"> <li>● Gross enrolment in primary schools rose from 84.6% in 1992-93 to 95.4% in 2002-03. Net enrolment ratio in primary education is 87</li> <li>● Proportion of pupils starting in Grade 1 who reach Grade 5 is 59% as per data for 1999/2000 (HDR 2004)</li> <li>● Literacy rate of 15-24 year olds is 76.</li> </ul>
<ul style="list-style-type: none"> <li>● Reduction in gender gaps in literacy and wage rates by 50%.</li> </ul>	<ul style="list-style-type: none"> <li>● Ratio of girls to boys in primary education is 0.94 and in secondary education is 0.81. In tertiary education this ratio (gross) is 0.68</li> <li>● Ratio of literate females to males aged 15-24 is 80</li> <li>● Girls' enrolment has increased from 49.8 million in 2001-02 to 57.3 million in 2002-03 at the primary level. Girls are disadvantaged compared to boys, with 82% of boys attending school compared to 72% of girls. There is also a significant difference between urban and rural areas, and also among children from scheduled castes or tribes.</li> </ul>
<ul style="list-style-type: none"> <li>● Reduction of Infant mortality rate (IMR) to 45 per 1000 live births by 2007 and to 28 per 1000 live births by 2012.</li> </ul>	<ul style="list-style-type: none"> <li>● Of the 26 million infants born in India every year, about 2.3 million die before reaching the age of five years, over a million of whom die before they are one month old. This amounts to almost 30 percent of worldwide neonatal deaths. The current neonatal mortality rate (NMR) of 40 per 1,000 live births accounts for nearly two-thirds of all infant deaths in India and half of under-five mortality</li> <li>● Infant mortality rates (IMR) have declined slowly, now at 60 per 1,000 live births, but current rates of progress will not meet the National Development Target of 45 per 1,000 live births by 2007.</li> <li>● Under-five mortality rates are 85 per 1,000 live births</li> <li>● Only 56% of 1 year old children are immunized against measles. Girls have higher IMRs than boys; 64 compared to 57, indicating a male preference in caregiving.</li> </ul>

country. Crucial Tenth Plan targets are likely to be missed (see Box 2) and will need renewed attention in the Eleventh Plan period (2007-2012). Child Budgeting at state level will play a crucial role in helping to identify the resources required to make national targets and goals a reality in the coming Plan period. Ensuring that outlays translate into outcomes represents the broader challenge.

## Note on Methodology

7.7 The analysis presented in this report is based on research support provided by the Centre for Budget and Governance Accountability with the support of UNICEF. Pioneering work in this area by Haq Centre for Child Rights is also acknowledged. Clarity about methodology is an important aspect of budget analysis and details are provided as relevant. Data for this exercise have been taken mainly from Union Budget documents, in particular the Annual Financial Statements and Expenditure Budget Vol. II (Notes on Demands for Grants). Data for Social Services have been collected from the Annual Financial Statements (AFS). Data for Union Government's allocations for programmes/ schemes meant specifically for children as a proportion of total Union Government allocations have been taken mainly from Notes on demands for Grants for various years.

7.8 It must be noted here that the selection of programmes/ schemes (from among all programmes/ schemes funded by the Union Government) as directly addressing the specific needs of children, in other words as a part of child budget, is a subjective exercise, and hence may stimulate debate. For instance, objections may be raised to the inclusion of certain schemes or the exclusion of certain others. However, the programmes/ schemes included in this analysis may very well be considered as a fair approximation of the total child budget component in Union Budget.

7.9 Some of the schemes included in this analysis undertake expenditures on children as well as some other

sections of population (for instance, Reproductive and Child Health programme under Min. of Health & Family Welfare, Improvement in Working Conditions of Child/ Women Labour under Min. of Labour & Employment, and Sports Authority of India under Min. of Youth Affairs & Sports, etc.). However, since Union Budget documents (Expenditure Budget Vol. I and II) do not give disaggregated information on expenditure under such programmes/ schemes, the aggregate expenditures in such cases have been included. Thus, some of the figures in this analysis may overestimate the child specific expenditures under certain categories.

7.10 Some of the figures may also underestimate the child specific expenditures under certain categories. This is because the compilation of child-specific programmes/ schemes in this analysis might have excluded certain relevant programmes/ schemes which do not figure in the Expenditure Budget Volume II documents of Union Budget. For example, National Rural Health Mission under the Ministry of Health and Family Welfare (outlay of Rs. 6731.16 crore in 2005-06)\*; schemes for Educational Complex in Low Literacy Pockets (outlay of Rs. 6.00 crore in 2005-06), Post Matric, Book Banks & Upgradation of Merit of ST Students (outlay of Rs. 260.50 crore in 2005-06) under Ministry of Tribal Affairs♦; and schemes for Setting Up of Residential Schools for SC Students Studying in Class VI to XII (outlay of Rs. 5.00 crore), Maulana Azad Education Foundation (outlay of Rs. 30.00 crore in 2005-06), Merit Based Scholarships for SC Students (outlay of Rs. 23.00 crore in 2005-06), and Merit Based Scholarships for OBCs and Minority Students (outlay of Rs. 46.11 crore in 2005-06) under Ministry of Social Justice and Empowerment♦ have not been included in the analysis presented in this chapter.

7.11 Also, since Union Budget documents (Expenditure Budget Vol. I and II) do not give information on actual expenditure (i.e., Actuals or Accounts) under different Ministries, data from the Revised Estimates for 2001-02 to

\* Outcome Budget of Dept. of Family Welfare, Min. of Health and Family Welfare, GOI, 2005

♦♦ Outcome Budget of Ministry of Tribal Affairs, GOI, 2005

♦♦♦ Outcome Budget of Ministry of Social Justice and Empowerment, GOI, 2005 ([http://www.finmin.nic.in/the\\_ministry/dept\\_expenditure/outbud/outbud.htm](http://www.finmin.nic.in/the_ministry/dept_expenditure/outbud/outbud.htm))

2004-05 and Budget Estimates for 2005-06 are utilised. Thus, the figures for Union Government spending are not actual expenditure figures but budgetary support released from the Union Government in the respective years.

## Social Sector Investments

7.12 Analysis of the broad trends in budgetary allocations in India show that as a result of the growing economy, social sector expenditures have been increasing as measured both as a proportion of aggregate government expenditure and real expenditure since the 1990s.

7.13 As Chart 1 below shows, while Union Government

expenditure (measured as a proportion of Gross Domestic Product (GDP)) has been increasing steadily, there is not much change for 2005-06 over 2004-05. Detailed analysis of data in Table 1 further shows that the increase between 1996-97 and 2005-06 allocation represents just under 0.3%, with an increase from 0.71 % in 1996-97 to 0.98 % in the Budget Estimates for 2005-06. In view of the severity of the problems in social sectors of the country, this increase appears inadequate. Also, almost the entire increase over the ten years from 1996-97 to 2005-06 BE has been in Revenue Expenditure (from Rs. 9014.15 crore to Rs. 33,313.67 crore), while Capital Expenditure has been almost stagnant over this period (Rs. 658.09 crore in 1996-97 and Rs. 762.57 crore in 2005-06 BE).

**Table 1: Union Government's Expenditure on Social Services\* (1996-97 to 2005-06) <sup>a</sup>**

(Rs. in Crore)

	1996-97	1997-98	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05 RE	2005-06 BE
Revenue Account	9014.15	11239.86	13683.22	16134.86	17130.53	19064.64	20234.58	22826.23	28810.23	33313.67
Capital Account	658.09	604.43	973.47	1085.99	805.85	-3377.76 <sup>b</sup>	901.81	1062.95	939.75	762.57
Loans	35.75	108.23	93.82	133.75	178.96	5194.58 <sup>b</sup>	1590.24	1569.65	875.46	580.58
Total	9707.99	11952.52	14750.51	17354.6	18115.34	20881.46	22726.63	25458.83	30625.44	34656.82
GDP at current market prices	1368209	1522547	1740985	1936831	2089500	2271984	2463324	2760025	3118828 <sup>c</sup>	3524276 <sup>d</sup>
Union Govt. Expenditure on Social Services as a Proportion of GDP (in %)	0.710	0.785	0.847	0.896	0.867	0.919	0.923	0.922	0.982	0.983

### Notes:

\* Social Services as per Annual Financial Statement of the Central Government for 2005-06 include: General Education, Technical Education, Sports and Youth Services, Art & Culture, Medical and Public Health, Family Welfare, Water Supply and Sanitation, Housing, Urban Development, Information and Publicity, Broadcasting, Welfare of SCs, STs and other backward classes, Labour and Employment, Social Security and Welfare, Nutrition, Relief on account of Natural Calamities, Other Social Services, Secretariat- Social Services

<sup>a</sup> Figures for 1996-97 to 2003-04 are Actuals, those for 2004-05 are Revised Estimates (RE), and those for 2005-06 are Budget Estimates (BE).

<sup>b</sup> Capital account disbursements for Social Services record a negative value (-3377.76 crore rupees) for Actuals of 2001-02 on account of a large negative value (-4258.08 crore rupees) recorded for Broadcasting (major head 4221) in that year (Refer to Annual Financial Statement of Central Government for 2003-04). At the same time, due to a large positive value (Rs. 4400.13 Crore) for Loans for Broadcasting (major head 6221), Loans for Social Services for 2001-02 (actuals) record a very high positive value.

<sup>c</sup> Extrapolated assuming a nominal growth rate of 13 % (in the GDP at current prices) over the previous year.

<sup>d</sup> Extrapolated assuming a nominal growth rate of 13 % (in the GDP at current prices) over the previous year.

### Source:

1. Annual Financial Statement of Central Government- for various years.
2. Economic Survey 2004-05, GOI.

## Health and Education Expenditure

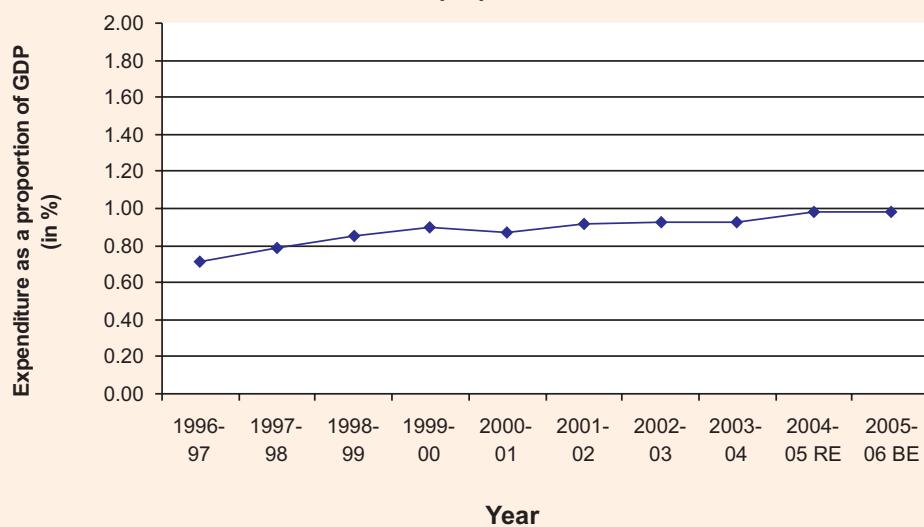
7.14 Both allocations and expenditures have shown an increase in the budgets of 2004-05 and 2005-06, as a result of ambitious targets and commitments stated in the National Common Minimum Programme (NCMP) where a commitment has been made to increase health expenditure from 0.9 to 2-3% of GDP, and to increase education expenditure from 3 to 6% of GDP. While there have been clear increases in allocation in both these sectors, as a proportion of GDP, allocations represent only small increases. Tables 2 and 3 present the figures for the Union Government's expenditure on Education, Sports, Art and Culture, and Health and Family Welfare, respectively.

7.15 Expenditure on Education, Sports, Art & Culture as a proportion of GDP has increased from 0.24 % in 1996-97 to 0.45 % in 2005-06 BE. As is evident from Table 2, Union Government's capital expenditure on Education, Sports, Art & Culture is only Rs. 70.95 crore even in 2005-06 BE. If we take into account total public expenditure on education in the country (i.e., both Centre and States' expenditures), capital expenditure constituted only 0.9 % (Rs. 868.4 Crore out of Rs. 95,535.5 Crore) of the total in 2003-04 (RE) and only 0.86 % (Rs. 865.93 Crore out of Rs. 99,937.18 Crore) of the total in 2004-05 (BE)\*. Inadequate infrastructure for education has been highlighted

by many observers as one of the major obstacles in universalizing elementary education (UEE) in the country. Since many of the backward States do not have the carrying capacity (in terms of physical infrastructure, planning, and contribution of matching grants) for UEE, such States are lagging behind in utilization of funds under Sarva Shiksha Abhiyan. In such a scenario, meager allocations by Union Government for capital expenditure on education constitute a concern.

7.16 Union Government allocations for Health and Family Welfare policies and programmes have also seen a steady increase (Table 3), and have doubled as a proportion of GDP between 1996-97 and 2005-06. Union Government's expenditure on Health and Family Welfare as a proportion of GDP registers a rise from 0.08 % in 1996-97 to 0.16 % in 2005-06 BE. Between 2004-05 RE and 2005-06 BE also, this figure registers an increase from 0.13% to 0.16%. However, in view of the fiscal crisis of the States, Union Government's allocations for health need to be much higher in order to take total public spending on health (i.e., total funding by Centre and States) to the desired level of 2-3% of GDP. As in the case of education, in health and family welfare also allocations by Union Government for capital expenditure are at a very low level.

**Chart 1: Union Government's Expenditure on Social Services as a proportion of GDP**



\* Analysis of Budgeted Expenditure on Education 2002-03 to 2004-05, Planning and Monitoring Unit, (Dept. of Secondary and Higher Education) Min. of HRD. GOI, 2005

## Budgetary Provisions for Children

7.17 Increased policy efforts and the expansion of programmes in nutrition (ICDS) and education (Midday Meal Scheme) have resulted in steady increases in

expenditure on children. Total expenditure on children as a proportion of total expenditure by Union Government has shown an increase from 2.15 % in 2001-02 to 3.85 % in 2005-06 (Chart 2). Given that children under the age of 14 constitute over a third of the country's population, this

**Table 2: Union Government's Expenditure on Education, Sports, Art & Culture<sup>a</sup> (1996-97 to 2005-06)**

(Rs. Crore)

	1996-97	1997-98	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06
									RE	BE
Revenue Expenditure on General Education	2509.63	3481.6	4771.49	4912.89	5128.6	5368.28	7330.91	8420.13	10633.21	13138.21
Revenue Expenditure on Technical Education	511.92	582.25	804.72	980.05	1064.9	1185.25	1364.38	1368.71	1416.32	1570.71
Revenue Expenditure on Sports & Youth Services	98.31	124.56	159.82	180.81	209.58	273.43	278.99	290.5	345.99	426.68
Revenue Expenditure on Art & Culture	194.57	250.48	280.06	317.16	350.1	431.62	526.21	524.28	553.68	734.02
Total Revenue Account (1+2+3+4)	3314.43	4438.89	6016.09	6390.91	6753.18	7258.58	9500.49	10603.62	12949.2	15869.62
Capital Expenditure on Education, Sports, Art and Culture	13.66 <sup>b</sup>	12.94	12.51	14.33	14.11	17.27	18.42	26.05	49.52	70.95
Union Government's Total Expenditure on Education, Sports, Art & Culture (5+6)	3328.09	4451.83	6028.6	6405.24	6767.29	7275.85	9518.91	10629.67	12998.72	15940.57
GDP at Current Market Prices	1368209	1522547	1740985	1936831	2089500	2271984	2463324	2760025	3118828	3524276 <sup>d</sup>
Union Govt. Expenditure on Education, Sports, Art & Culture as a Proportion of GDP (in %)	0.24	0.29	0.35	0.33	0.32	0.32	0.39	0.39	0.42	0.45

**Notes:**

<sup>a</sup> Union Budget documents (Annual Financial Statements) show capital account disbursements for Education, Sports, Art & Culture taken together. Hence, for the sake of consistency, we have taken all these in case of revenue account disbursements as well. Figures for 1996-97 to 2003-04 are Actuals, those for 2004-05 are Revised Estimates (RE), and those for 2005-06 are Budget Estimates (BE).

<sup>b</sup> Capital account disbursements for 1996-97 (actuals) include Loan account disbursement of Rs. 0.5 crore on Education, Sports, Art & Culture. Loan account for the same head is nil in all the subsequent years.

<sup>c</sup> Extrapolated assuming a nominal growth rate of 13 % over the previous year.

<sup>d</sup> Extrapolated assuming a nominal growth rate of 13 % over the previous year.

**Source:**

1. Annual Financial Statement of Central Government- for various years.
2. Economic Survey 2004-05, GOI.

proportion grossly underestimates the needs of children to grow, develop and build capacities that can serve them well in adulthood.

7.18 A comparison of figures for 2004-05 (Chart 3) and 2005-06 (Chart 4) show that allocations for Child Development as a proportion of total Child Expenditure have gone up from 15.9% in 2004-05 to 18% in 2005-06. On the other hand, the allocation for education, which continues to dominate in terms of proportion of total resources for children allocated, has declined from 68.3% to 65.9%. While Child Health allocations have slightly risen from 14.7% to 15.2%, Child Protection figures, insignificant as a proportion of total resources allocated for children, show a decline from 1.1% in 2004-05 to 0.9% in 2005-06.

7.19 As noted earlier (Box 1), Child Budgeting when focused on allocations for programmes and policies aimed specifically at children mainly includes the following areas:

Child Development (including nutrition), Child Health, Child Education and Child Protection.

7.20 Expenditure on **Child Development** as a proportion of total expenditure of the Union Government has increased to 0.69 % in 2005-06 from 0.43 % in 2001-02 (Table 4). Union Government's budgetary provisions for Child Development at constant (1993-94) prices do not show any significant increase between 2001-02 RE (Rs. 965.8 crore) and 2004-05 RE (Rs. 1085.8 crore). In 2005-06 BE, however, it shows a substantial increase. This significant rise in allocations in 2005-06 BE is almost entirely due to the stepped up allocations under the ICDS scheme of MWCD.

7.21 Expenditure on **Child Health** by the same measure also shows an increase from 0.33 % in 2001-02 to 0.58 % in 2005-06 (Table 5). Union Government's budgetary provisions for Child Health show a noticeable increase between 2004-05 RE and 2005-06 BE, not merely in

**Table 3: Union Government's Expenditure on Health and Family Welfare (1996-97 to 2005-06)**

(Rs. in crore)

	1996-97	1997-98	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06
									RE	BE
Revenue Account	1053.84	1336.07	1690.8	2102.55	2483.66	2798.08	2990.3	3664	4167.2	5661.7
Capital Account	55.31	25.65	57.11	55.75	-11.33 <sup>a</sup>	28.53	37.74	97.09	54.15	48.43
Loans	5.29	0	0	0	0	0	0	0	0	0
Total	1114.44	1361.72	1747.9	2158.3	2472.33	2826.61	3028	3761.09	4221.35	5710.13
GDP at current market prices	1368209	1522547	1740985	1936831	2089500	2271984	2463324	2760025	3118828 <sup>b</sup>	3524276 <sup>c</sup>
Union Govt. Expenditure on Health and Family Welfare as Proportion of GDP (in %)	0.081	0.089	0.100	0.111	0.118	0.124	0.123	0.136	0.135	0.162

**Notes:**

Figures for 1996-97 to 2003-04 are Actuals, those for 2004-05 are Revised Estimates (RE), and those for 2005-06 are Budget Estimates (BE).

<sup>a</sup> Capital account disbursements for Health & Family Welfare record a negative value (-11.33 crore rupees) for Actuals of 2000-01. Expenditure Budget Vol. 2 (Dept. of Health) for 2001-02 shows a negative value (- 6.67 crore rupees) as Non-plan Capital Spending on Medical Stores Organisation in the Revised Estimates for 2000-01.

<sup>b</sup> Extrapolated assuming a nominal growth rate of 13 % over the previous year.

<sup>c</sup> Extrapolated assuming a nominal growth rate of 13 % over the previous year.

**Source:**

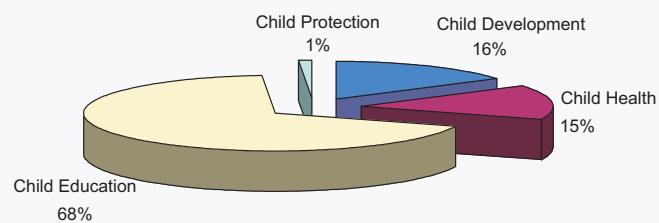
1. Annual Financial Statement of Central Government- for various years.
2. Economic Survey 2004-05, GOI.

current prices but also in constant (1993-94) prices. The increase in this group of allocations comes mainly on account of stepped up allocations for the RCH Project under the Dept. of Family Welfare. The National Maternity Benefit Scheme has been renamed as Janani Suraksha Yojana and merged under RCH Flexible Pool in 2005-06.

7.22 Expenditure on **Child Education** (Table 6) shows an increase from 1.37 % in 2001-02 to 2.54 % in 2005-06, which is mainly on account of Sarva Shiksha Abhiyan under Dept. of Elementary Education and Literacy of Ministry of HRD. Total allocations for child education in the Union Budget register a significant increase from Rs. 8802.03 Crore in 2004-05 (RE) to Rs. 13045.75 Crore in 2005-06 (BE).

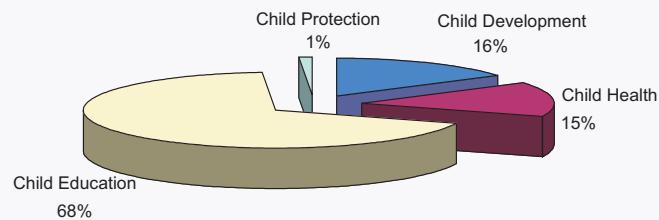
7.23 The increase for **Child Protection** (Table 7), however, can be judged to be marginal, from 0.027 % in 2001-02 to 0.035 % in 2005-06. Needless to add that if we take into account the huge population of children who are exposed to various kinds of risks and deserve protection by the state, Union Government spending on Child Protection is too small.

**Chart 3: Budgetary Provisions for Children by the Union Government 2004-05 (RE)**



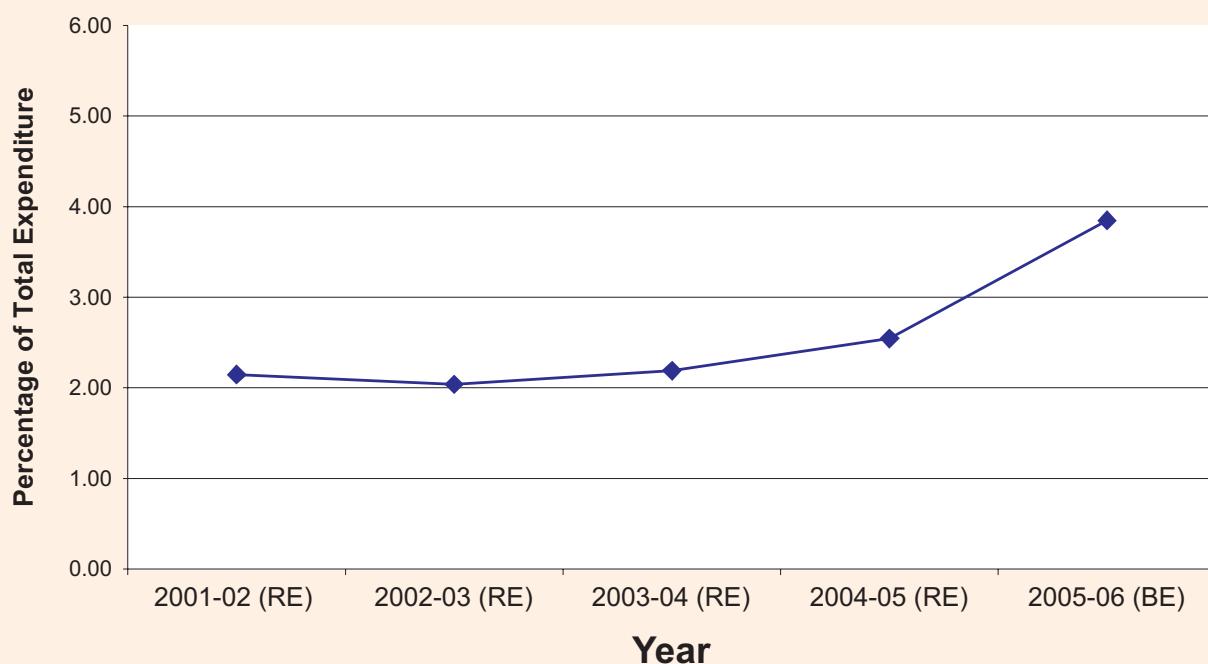
Sources: *Expenditure Budget, Vol. II, Union Budget, GOI - Various Years.*

**Chart 4: Budgetary Provisions for Children by Union Government 2005-06 (BE)**



Sources: *Expenditure Budget, Vol. II, Union Budget, GOI - Various Years.*

**Chart 2: Allocations for Children as a proportion of Total Expenditure by Union Government**



Source: *Expenditure Budget Vol. II, Union Budget, GOI. Various Years.*

7.24 In summary, calculated at constant (1993-94) prices, increases can be seen in most of the allocations, as Chart 5 below shows for Child Development for the five year period 2001-02 to 2005-06.

## Role of States

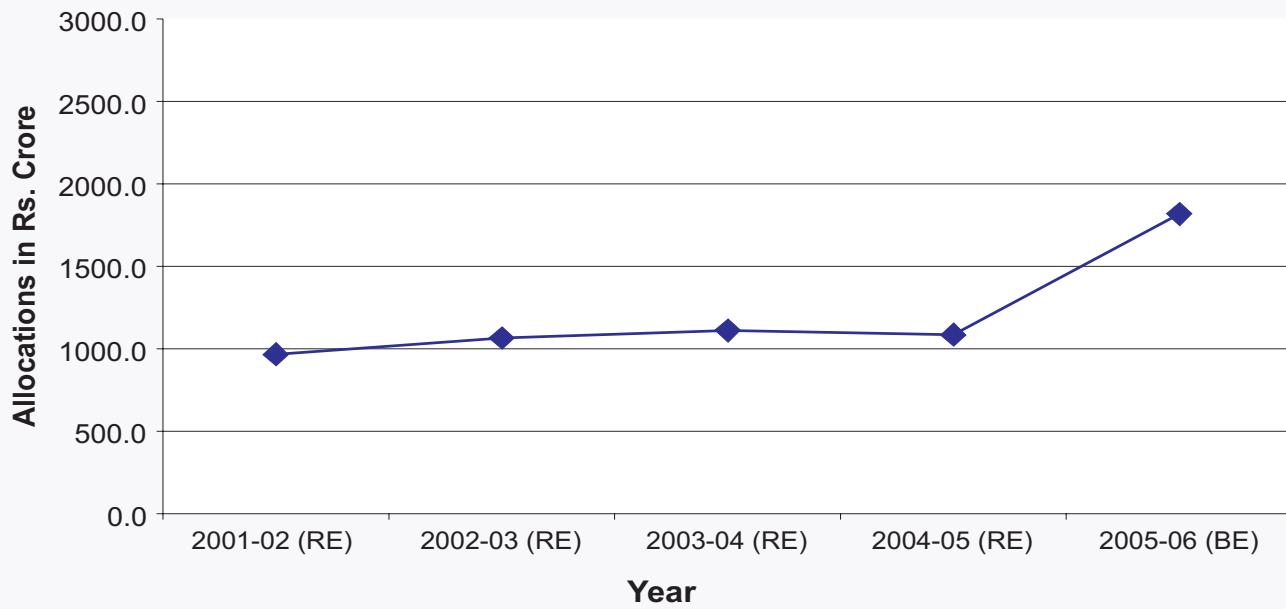
7.25 States are primarily responsible for the provision of social sector services, yet are dependent on flows from Central government. For example, in the health sector, 85% of total expenditure is provided by States. Yet, states are still not contributing sufficient finances to social sector spending. Where states are unable to match Central grants, the implementation of important social schemes may be adversely affected. The capacity of states to raise matching grants could be explained to a large extent by the accumulation of debt and mounting debt service burden, as well as the rising share of committed but non-developmental

expenditures in a context of low and declining non-state revenues and increasing contingent liabilities, such as guarantees on loans.

7.26 In the Ministry's Annual Report of 2004-05, variations in State allocations for child-focused expenditures were highlighted, particularly noting that States with larger child populations are spending disproportionately less on child-related sectors, with some exceptions and variations. Table 8 below captures some of these variations for health and education. Charts 6 and 7 show the decline in expenditure by all states on education and health, respectively, as a proportion of both aggregate disbursements and GDP.

7.27 In this context, declining flows of funds from the Centre to the States may adversely affect the provisioning of social services in States. For example, recent analysis

**Chart 5: Allocations for Child Development in Union Budget at Constant (1993-94) Prices**



**Note:** Figures in constant price have been calculated on the basis of Wholesale Price Index (WPI)- all commodities, all India. WPI value for 2005-06, used in this analysis, is the average for the WPI values for first 36 weeks of the financial year 2005-06.

**Source:** For WPI values- Website of Economic Advisor to Ministry of Industry and Commerce, GOI (<http://eaindustry.nic.in>)

for the education sector shows a decline in central transfers to states, which may result in states also curtailing their own expenditures for expansion in the social sectors. The crisis in finances of many of the States in the last decade, especially since late 1990s, has significantly constrained their ability to step up funding for the social sectors. Union Government funding for education has for the last few decades constituted only 10 to 15% of the total public expenditure on education. In such a scenario, even when the Union Government has stepped up its allocations for education in 2005-06, the total quantum of government funding for education in the country cannot be expected to have shown any significant rise.

7.28 To address this significant set of financial constraints, effective policy action is required, either in the form of

increased transfers from the Centre, and/or greater pressure on States to prioritise their expenditures in line with policy commitments to the social sectors and to children. In the Ministry's Statement of Outlays and Outcomes/Targets and Achievements for the Annual Plan of 2005-06, the importance of States taking a lead in monitoring and evaluation of programmes for which they release funds has been emphasized, in order to improve implementation. Improved targeting of districts having high incidence of Infant Mortality, Child Mortality, Maternal Mortality, low literacy, high dropouts from school, high malnutrition and anemia rates, have all been identified as measures that can improve outcomes. Further, focus on hard to reach groups and areas are also identified as an important strategy. Timely release of funds and close monitoring of implementation are both necessary actions on the parts of States and Union Government.

**Table 4: Union Government's Budgetary Provisions for Child Development (2001-02 to 2005-06)**

	2001-02 (RE) <sup>a</sup>	2002-03 (RE)	2003-04 (RE)	2004-05 (RE)	2005-06 (RE)
1 Integrated Child Development Services <sup>b</sup>	1492.54	1726.72	1801.46	1934.4	3315.25
2 Day Care Centres	21.95	22.1	21.4	29.25	41.5
3 Contribution to UNICEF	3.83	3.1	3.1	3.1	3.1
4 National Institute of Public Cooperation &Child Development	8.4	8.5	10.2	11.75	11.35
5 Other Schemes	5.17	6.13	4.62	13.56	14.12
6 Balika Samridhi Yojana	16.0	1.8	0.01	48.0	0.03
7 Nutrition	9.85	7.59	7.48	8.6	11.53
8 Central Assistance for State and UT Plans for Nutrition Programme for Adolescent Girls (NPAG) <sup>d</sup>	...	...	100.0	0	162.97
<b>9 Expenditure on Child Development in Union Budget (1+2+3+4+5+6+7+8)</b>	<b>1557.74</b>	<b>1775.94</b>	<b>1948.27</b>	<b>2048.66</b>	<b>3559.95</b>
10 Total Expenditure of Union Government <sup>c</sup>	364436	404013	474255	505791	514344
11 Expenditure on Child Development as a proportion of Total Expenditure of Union Government ( <b>in %</b> )	0.43	0.44	0.41	0.41	0.69

**Notes:**

<sup>a</sup> Expenditure Budget (Notes on Demands for Grants) in the Union Budget documents do not give Actuals, hence we have taken Revised Estimates for the years from 2001-02 to 2004-05.

<sup>b</sup> Figures of expenditure under ICDS also include expenditures under World Bank assisted ICDS Projects and Training Programme under ICDS.

<sup>c</sup> The Total Expenditure figures for 2001-02 to 2004-05 are also Revised Estimates, though Actuals are available. This has been followed for the sake of consistency in the analysis.

<sup>d</sup> Figures taken from Expenditure Budget Vol. I (Statement 16), Union Budget, various years

**Source:** Expenditure Budget Vol. II, Union Budget, GOI- various years.

## Taking Child Budgeting Forward

7.29 The Ministry's agenda is to take child budgeting forward and ensure that such analysis becomes an integral component of state planning. Taking into account the variations in performance of states towards achieving National Targets relating to children and development, much work needs to be done to improve the allocations for, expenditures on and performance of programmes that are directly aimed at improving outcomes for children. The Ministry will be initiating state-level exercises on Child Budgeting in partnership with Planning and Finance Ministries across the country. Such an exercise will strengthen the planning process for the 11<sup>th</sup> Plan and beyond.

7.30 Taking note of the requirements for acceleration of spending and programmes for child protection, the Ministry has launched new Schemes and developed new policy mechanisms that will accelerate spending and implementation in this important area in the budget year of 2006-07 and beyond. These policy and programme measures include the following:

- The Commission for Protection of the Child Rights Bill, 2005 has been passed by the Lok Sabha and the Rajya Sabha in the winter Session of the Parliament in December 2005. The assent of the President of India is being obtained before notifying the Bill in the official Gazette of India. The Bill proposes to set up a

**Table 5: Union Government's Budgetary Provisions for Child Health (2001-02 to 2005-06)**

		2001-02 (RE)	2002-03 (RE)	2003-04 (RE)	2004-05 (RE)	2005-06 (BE)
1	Kalawati Saran Children's Hospital, New Delhi (Dept. of Health)	13.32	14.5	15.08	17.25	18.07
2	BCG Vaccine Laboratory, Guindy, Chennai (Dept. of Health)	4	4.6	6.33	6.05	6.15
3	Reproductive and Child Health Project (Dept. of Family Welfare)	933.36	445.54	442.35	485.93	1380.68
4	Strengthening of Immunisation Programme & Eradication of Polio (Dept. of Family Welfare)	12.32	460.1	763.2	1017.48	1304.6
5	Maternal Benefit Scheme (Dept. of Family Welfare)	72	65	40	50	0
6	Information, Education and Communication Activities <sup>a</sup> (Dept. of Family Welfare)	33.53	50.99	104.18	158.35	121.83
7	Training, Research and Evaluation <sup>b</sup> (Dept. of Family Welfare)	117.69	128.24	142.53	154.97	170.42
8	<b>Expenditure on Child Health in Union Budget (1+2+3+4+5+6+7)</b>	1186.22	1168.97	1513.67	1890.03	3001.75
9	Total Expenditure of Union Government	364436	404013	474254	505791	514344
10	<b>Expenditure on Child Health as a proportion of Total Expenditure of Union Government (in %)</b>	0.33	0.29	0.32	0.37	0.58

**Notes:**

<sup>a</sup> Expenditure under this head is meant for activities carried out to achieve wider publicity of RCH and Population Control programmes. A part of such expenditure may be beneficial for children.

<sup>b</sup> Expenditure under this head is meant for activities related to training, research and evaluation. A part of such expenditure may be beneficial for children.

Outlays for the National Rural Health Mission under the Ministry of Health and Family Welfare in 2005-06 have not been included here.

**Source:** Expenditure Budget Vol. II, Union Budget, GOI- various years.

National Commission at the National level and the State Commissions at the State level. The National Commission will be a statutory body set up under an Act of the Parliament. The proposed Commission will have a Chairperson and six other Members, a Member Secretary and other supporting staff. The Chairperson would be a person of eminence in the field of child development. The members would be the experts in the field of child health, education, child care and development, juvenile justice, children with disabilities, elimination of child labour, child psychology or sociology and laws relating to children. The officers and the staff of the Commission will be provided by the

Central Government. The proposed Commission would be set up for proper enforcement of children's rights and effective implementation of laws and programmes relating to children. Recently few changes have been proposed in the document which include additional powers, constitution of State Commissions and Children's Courts and designation of a Children's Court at district and state level.

- The Ministry of Women and Child Development has prepared a National Plan of Action for Children 2005 to improve the overall status of the Indian child. It has been prepared after harmonizing the goals for children set in the UN General Assembly Special Session on

**Table 6: Union Government's Budgetary Provisions for Child Education (2001-02 to 2005-06)**

	2001-02 (RE)	2002-03 (RE)	2003-04 (RE)	2004-05 (RE)	2005-06 (BE)
1 Elementary Education under Ministry of HRD <sup>a</sup>	3577.05	3764.37	5219.47	7227.88	11219.79
2 Secondary Education Under Ministry of HRD <sup>b</sup>	1235.6	1232.55	1397.81	1360.42	1591.61
3 Child Education under Min. of Social Justice and Empowerment <sup>c</sup>	51.61	57.5	64	51.3	77.0 <sup>f</sup>
4 Child Education under Min. of Tribal Affairs <sup>d</sup>	7.5	24	26.38	19	0 <sup>g</sup>
5 Child Education under Min. of Youth Affairs and Sports <sup>e</sup>	116.36	107.2	118.07	143.43	157.35
<b>6 Expenditure on Child Education in Union Budget (1+2+3+4+5)</b>	<b>4988.12</b>	<b>5185.62</b>	<b>6825.73</b>	<b>8802.03</b>	<b>13045.75</b>
7 Total Expenditure of Union Government	364436	404013	474254	505791	514344
<b>8 Expenditure on Child Education as a proportion of Total Expenditure of Union Government (in %)</b>	<b>1.37</b>	<b>1.28</b>	<b>1.44</b>	<b>1.74</b>	<b>2.54</b>

**Notes:**

<sup>a</sup> This figure represents the Total Expenditure on Elementary Education under Dept. of Elementary Education and Literacy of Min. of HRD, GOI.

<sup>b</sup> This figure represents the Total Expenditure on Secondary Education under Dept. of Secondary and Higher Education of Min. of HRD, GOI.

<sup>c</sup> Figures under this head include the expenditures on Pre-Matric Scholarship Scheme, Girls Hostels, Boys Hostels, and UNDP Assistance for support to children with disabilities under the Min. of Social Justice and Empowerment, GOI.

<sup>d</sup> Figures under this head include the expenditures on Establishment of Ashram Schools in Tribal Sub-Plan Area, and Schemes for Hostels for ST Girls and Boys under the Min. of Tribal Affairs, GOI .

<sup>e</sup> Figures under this head include the expenditures on Grant to Rural Schools for development of Playfields etc., and Sports Authority of India under the Min. of Youth Affairs and Sports, GOI. It may be noted here that one of the mandates of the Sports Authority of India (SAI) is also to spot and nurture talented children in different age groups for achieving excellence by providing them with requisite infrastructure equipment, coaching and other facilities.

<sup>f</sup> Outcome Budget for Min. of Social Justice and Empowerment, GOI, 2005 shows outlay of Rs. 16 Crore on Pre-Matric Scholarship Scheme and Rs. 61 Crore on Hostels for SC and OBC Boys and Girls for the year 2005-06.

<sup>g</sup> This does not include schemes for Educational Complex in Low Literacy Pockets (outlay of Rs. 6.00 crore in 2005-06), and Post Matric, Book Banks & Upgradation of Merit of ST Students (outlay of Rs. 260.50 crore in 2005-06) under Ministry of Tribal Affairs.

**Source:** Expenditure Budget Vol. II, Union Budget, GOI- various years.

Children held in 2002 and the monitorable targets set in the Tenth Five Year Plan, and goals for children in related Ministries. The Action Plan has been prepared in consultation with concerned Ministries, States/Union Territories Governments, Non Governmental Organizations and experts. The National Plan of Action includes goals, objectives, strategies and activities for improving nutritional status of children, reducing IMR and MMR, increasing enrolment ratio and reducing drop out rates, universalization of primary education, increasing coverage for immunisation etc. The National Plan of Action 2005 was released by HRM in a function at IIC, New Delhi on 20<sup>th</sup> August, 2005. Concerned Ministries and State Governments have been asked for the implementation of the provisions of the Plan in order to achieve the targets in time.

- A Scheme for Prevention, Rescue, Rehabilitation and

Re-integration of the victims of trafficking for commercial sexual exploitation has been prepared for granting financial assistance to voluntary organizations for combating trafficking in the country and will be shortly placed before the Standing Finance Committee for its approval.

- The Immoral Traffic (Prevention) Act is being amended in the interest of the victims of trafficking and to impose strict punishment and penalty to the offenders. Under the Act, an Anti-Trafficking Central Nodal Authority would be established to deal with all cases of trafficking.
- Two schemes, the National Crèche Fund and Crèches for Children of Working and Ailing Mothers, have been integrated and expanded into the Rajiv Gandhi National Crèche Scheme for Children of Working Mothers. This expansion will result in a major budgetary boost, as the amount allocated per crèche per annum has increased from Rs. 18,480 to Rs. 42,384 from 1<sup>st</sup> Jan.,

**Table 7: Union Government's Budgetary Provisions for Child Protection (2001-02 to 2005-06)**

	2001-02 (RE)	2002-03 (RE)	2003-04 (RE)	2004-05 (RE)	2005-06 (BE)
1 Prevention & Control of Juvenile Social Maladjustment (under Min. of Social Justice and Empowerment)	11.25	14.4	14.4	18.9	22.69 <sup>a</sup>
2 Child Welfare (under Ministry of Social Justice and Empowerment)	23.8	23.02	21.14	22.66	34.55
3 Scheme for Rescue of Victims of Trafficking (under MWCD, Min. of HRD)	...	...	...	0	0.25
4 Improvement in Working Conditions of Child/ Women Labour (under Min. of Labour and Employment)	62	70.56	68.26	98.38	125.05
5 Initiative to Develop Skills, ITIs & Elimination of Child Labour in 10th Plan <sup>b</sup> (under Min. of Labour and Employment)	0	0	0	0	0
6 Expenditure on Child Protection in Union Budget (1+2+3+4)	97.05	107.98	103.8	139.94	182.54
7 Total Expenditure of Union Government	364436	404013	474254	505791	514344
8 <b>Expenditure on Child Protection as a proportion of Total Expenditure of Union Government (in %)</b>	0.027	0.027	0.022	0.028	0.035

**Notes:**

<sup>a</sup> Figure for outlay in 2005-06 as per the Outcome Budget of Min. of Social Justice and Empowerment, GOI, 2005.

<sup>b</sup> Budget Estimates for 2002-03 showed an allocation of Rs. 4 Crore under this head, though no amount was recorded in the Revised Estimates for that year or in any of the subsequent years.

**Source:** Expenditure Budget Vol. II, Union Budget, GOI- various years.

2006. The number of crèches will also double in the 10<sup>th</sup> Plan period.

- The Ministry of Women and Child Development is in the process of preparing two pilot schemes for the children infected, affected and vulnerable to HIV/AIDS and for the children affected by disasters. The Grant in aid for these schemes would be given to the voluntary organizations under the existing schemes of the Ministry titled General Grant in Aid for Voluntary Organizations Working in the field of Women and Child

Development.

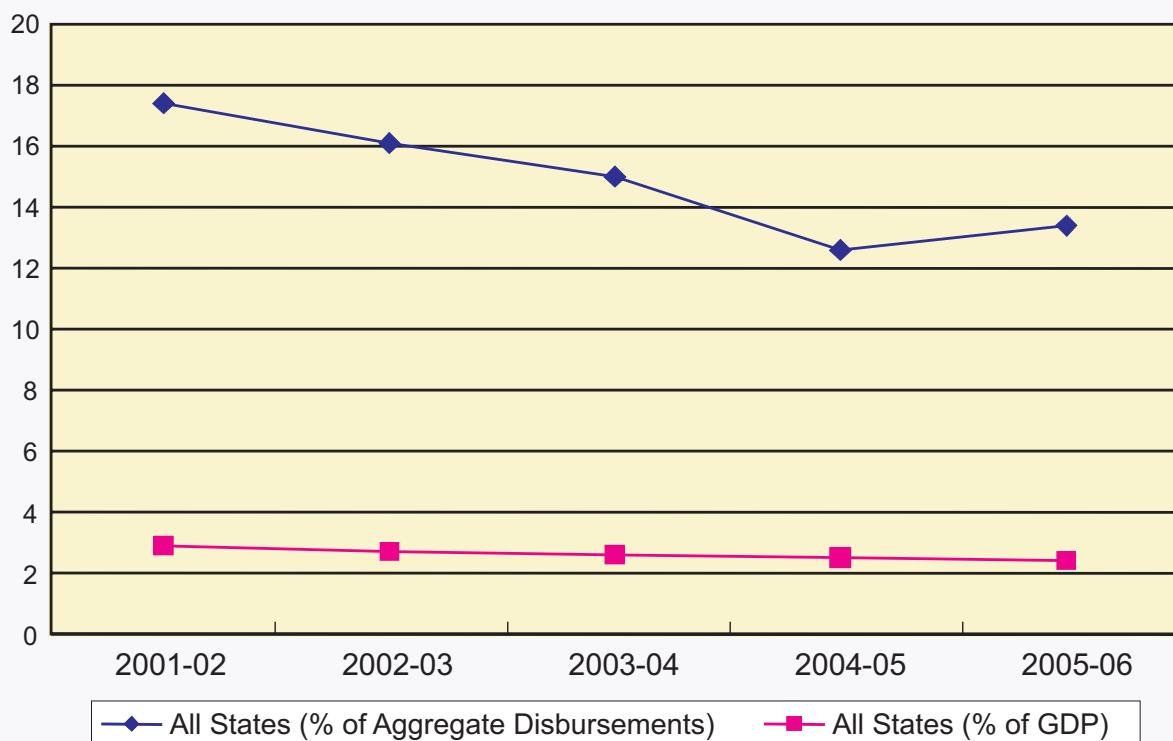
7.31 These measures represent efforts by the Ministry to ensure that programmes for Child Protection cover as many children affected by lack of protection in relation to different concerns. Through efforts to introduce Child Budgeting exercises at State level and with our partner ministries, the Ministry hopes to see acceleration of allocation, spending, and implementation, in order to maximize results for children in India.

**Table 8: Expenditure on Education**

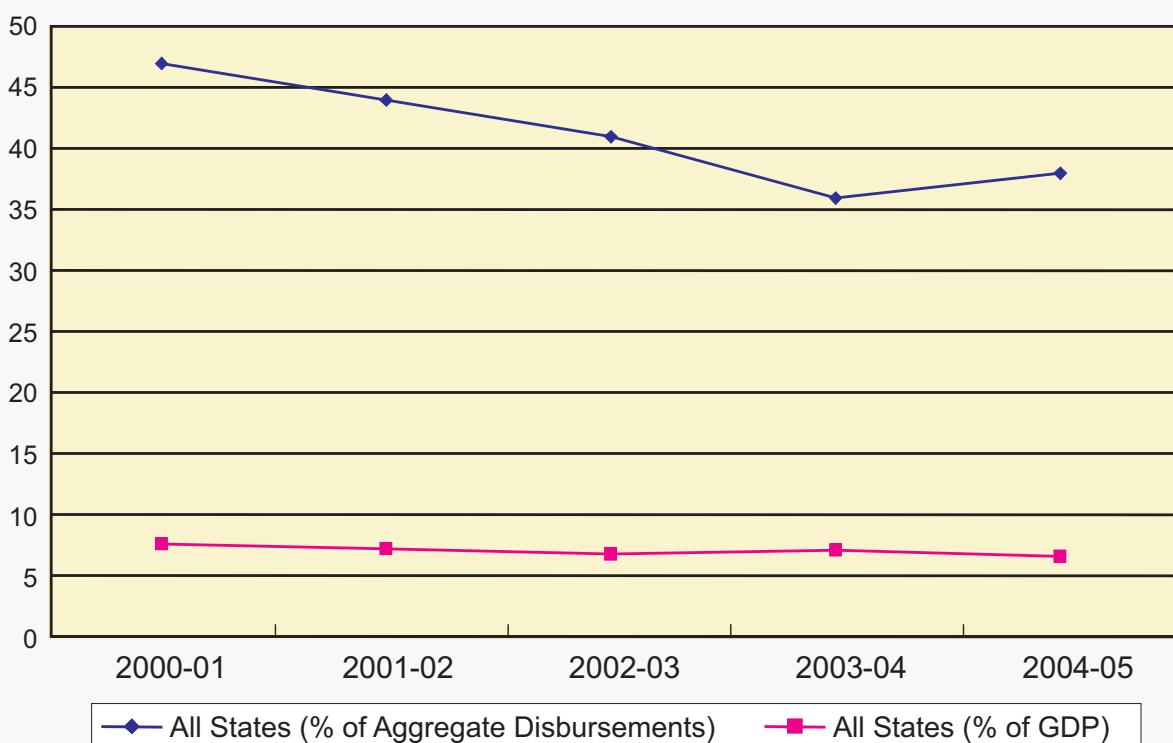
States	2001-02	2002-03	2003-04	2004-05	2005-06	(Per cent)
Andhra Pradesh	13.3	12.5	11.7	10.7	11.4	
Arunachal Pradesh	6.4	13.3	12.1	10.2	11.2	
Assam	25.5	21.9	22.4	22.1	14.3	
Bihar	23.7	20.7	18.4	18.9	17.9	
Chattisgarh	13.1	12.4	11.0	12.1	12.2	
Goa	11.9	10.5	12.0	11.8	9.1	
Gujarat	13.6	12.7	13.5	10.4	12.5	
Haryana	14.6	13.8	13.7	13.7	13.1	
Himachal Pradesh	17.0	16.2	14.5	15.1	15.5	
Jammu and Kashmir	11.1	11.6	10.9	11.1	10.7	
Jharkhand	NA	16.2	19.0	14.2	15.9	
Karnataka	17.7	16.0	14.8	12.5	13.8	
Kerala	20.0	19.0	17.6	15.6	17.1	
Madhya Pradesh	16.3	12.5	12.2	9.4	8.7	
Maharashtra	22.3	22.1	18.9	15.0	16.4	
Manipur	20.2	13.7	13.3	11.7	13.1	
Meghalaya	16.6	17.9	15.3	19.4	17.2	
Mizoram	16.2	16.0	14.5	11.9	13.9	
Nagaland	13.8	11.0	11.0	10.6	10.2	
Orissa	15.9	14.6	14.3	11.7	10.6	
Punjab	13.2	11.7	12.1	10.9	11.3	
Rajasthan	18.8	18.2	15.5	14.2	14.4	
Sikkim	14.2	8.0	7.6	13.6	8.9	
Tamil Nadu	18.0	17.3	13.8	13.5	14.3	
Tripura	19.3	18.6	19.2	17.7	17.5	
Uttar Pradesh	16.8	16.0	14.6	9.2	12.5	
Uttaranchal	21.5	21.1	20.0	15.2	17.3	
West Bengal	17.1	16.2	15.9	12.0	12.7	
NCT Delhi	15.1	13.7	12.1	10.6	12.6	
All States (% of Aggregate Disbursements)	17.4	16.1	15.0	12.6	13.4	
All States (% of GDP)	2.9	2.7	2.6	2.5	2.4	

**Source:** State Finances: A Study of Budgets of 2004-05 (Reserve Bank of India, 2004)

**Chart 6: State Expenditure on Education**  
**(Revenue Expenditure and Capital Outlay as Ratio to Aggregate Disbursement)**



**Chart 7: Expenditure on Medical and Public Health & Family Welfare**  
**(Revenue Expenditure and Capital Outlay as Ratio to Aggregate Disbursement)**



**Table 9: Expenditure on Medical and Public Health and Family Welfare** (Rs in Crore)

<b>States</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Andhra Pradesh	4.7	4.4	4.0	3.8	3.4
Arunachal Pradesh	5.0	4.9	4.5	3.7	4.3
Assam	4.7	4.2	3.7	3.4	3.1
Bihar	5.9	4.9	4.2	3.8	3.2
Chattisgarh	4.1	4.3	4.0	3.6	3.7
Goa	4.4	3.8	4.0	4.4	3.3
Gujarat	3.4	2.8	3.2	2.5	3.0
Haryana	3.3	3.0	3.3	2.8	2.8
Himachal Pradesh	5.6	4.9	4.5	5.2	5.1
Jammu & Kashmir	4.9	5.5	5.2	5.5	4.8
Jharkhand	NA	4.9	4.2	4.1	3.7
Karnataka	5.1	4.9	4.2	3.5	3.5
Kerala	5.3	5.8	4.8	4.5	4.7
Madhya Pradesh	5.1	4.1	4.1	3.1	3.4
Maharashtra	3.9	4.3	3.7	3.3	3.5
Manipur	4.8	3.4	2.9	3.2	3.7
Meghalaya	5.6	6.6	5.9	4.8	5.2
Mizoram	5.4	5.4	5.0	5.6	4.0
Nagaland	5.2	4.1	4.6	4.0	4.7
Orissa	4.2	3.7	3.8	3.4	3.9
Punjab	4.5	3.9	3.5	3.4	3.1
Rajasthan	5.2	5.2	4.2	3.9	3.9
Sikkim	3.7	2.2	2.0	3.2	2.6
Tamil Nadu	4.9	4.9	4.1	4.0	4.2
Tripura	4.0	3.7	3.8	4.2	3.8
Uttar Pradesh	4.0	3.6	3.8	3.1	4.5
Uttaranchal	3.1	4.4	3.8	3.9	4.3
West Bengal	5.6	5.0	4.9	3.9	3.8
NCT Delhi	7.2	6.7	6.3	5.9	7.0
All States (% of Agg. Dis)	4.7	4.4	4.1	3.6	3.8
All States (% of GDP)	0.77	0.73	0.69	0.72	0.67

*Source:* State Finances: A Study of Budgets of 2004-05 (Reserve Bank of India, 2004)

# National Institute of Public Cooperation and Child Development

8.1 Established in 1966, the National Institute of Public Cooperation and Child Development (NIPCCD) is an apex institution engaged in promoting voluntary action, research, training and documentation in the overall domain of child development and welfare, women empowerment and related issues. The Institute functions under the administrative control of the Ministry of Women and Child Development.

8.2 The two constitutional bodies of the Institute are: the General Body and the Executive Council. The General Body formulates policy for management and administration of the Institute. The Union Minister of State for Women and Child Development is President of the General Body and Chairman of the Executive Council. There are also committees to oversee academic programmes and administrative matters.

8.3 The ultimate objective of the Institute is to promote voluntary action in social development with emphasis on need-based programmes for the holistic development of child and for creating awareness about gender issues and women rights - political, social and economic.

8.4 In pursuance of the above objectives, the Institute conducts research and training programmes, seminars/workshops, conferences etc. on different aspects of public cooperation, child development and women empowerment. The Institute is also an apex body for training of functionaries of Integrated Child Development Services (ICDS) programme. It has been providing technical advice and consultancy to government and voluntary agencies and implementing policies and programmes for child development and voluntary action. The Institute also collaborates with regional, national and international agencies, universities,

research institutions and technical bodies.

8.5 The partnership with national and international agencies has widened the vision of the Institute making its training and research activities more relevant to the needs of its clients. The Institute is continuously strengthening its research base on issues of women and child development, developing its academic capabilities, expanding its contacts with voluntary organisations to enhance exchange of voluntary initiatives, undertaking innovations in training methodologies, designing and revising of training curricula and monitoring the situation of women and children in the country. Its Headquarters and Regional Centres continue to build up capacities of the child care functionaries and civil society organisations and promote voluntary action, organise programmes sponsored by various international agencies such as WHO, UNESCO, UNICEF, CARE, WFP etc. The Institute also undertakes research and training activities sponsored by various Central Ministries and the State Government. The Regional Centres also take up projects at the request of State Governments. The Institute and its Regional Centres have also been identified as a nodal agency for Early Childhood Care and Development, Childline Services, etc.

8.6 The activities of the Headquarters of the Institute are carried out through two Departments, viz. Department of Mother and Child Care and the Department of Training and Common Services. Each Department is headed by an Additional Director as an administrative head who is responsible for providing academic inputs to its activities and programmes. Presently there are five programme divisions, viz. (i) Public Cooperation, (ii) Child Development, (iii) Women's Development, (iv) Training, and (v) Monitoring and Evaluation, each supervised by a Joint Director. The

Documentation Centre of the Institute on Women and Children (DCWC) is a specialised documentation and reference centre, which disseminates information on children and women both within the country and abroad.

8.7 The Institute has four regional centres located at Bangalore, Guwahati, Lucknow and Indore which cater to the region-specific needs in training, research and consultancy in the areas of women empowerment, child development and voluntary action.

8.8 The Institute is supported by well qualified interdisciplinary faculty equipped with appropriate skills to generate innovative ideas on various issues related to women and children. Many faculty members, by virtue of their academic or professional contribution have been able to carve a niche for themselves both at national and international level.

## Programmes and Activities

8.9 The Institute conducts training programmes under three broad categories, namely (i) *regular training programmes*, (ii) *training of ICDS functionaries*, and (iii) *training programmes under Other projects*, in the areas of Public Cooperation, Child Development and related issues.

### Regular Programmes

8.10 Under regular training programmes, the Institute organises orientation/training courses and workshops/seminars for representatives of voluntary organisations and officials of government departments engaged in implementation of programmes of mother care, child development and women's development. The Institute also conducts programmes on subjects of topical interest in these fields to highlight the role of voluntary organisations and government departments in tackling emerging social problems including those having a bearing on welfare and development of children and strengthening the service delivery system.

8.11 The Institute progressively extends its target groups and areas of concern. The Institute has expanded its areas of coverage, inter-alia, early childhood care and

development, adolescent development and health, juvenile justice system, trafficking among women and children, domestic violence, gender budgeting. An Advanced Diploma in Child Guidance and Counselling, a one-year programme, from the academic year 2005-06 has also been started.

8.12 During 2005-06 (till January 2006), the Institute organised 87 programmes against the target of 60 programmes for the year. 2971 participants attended these programmes against the target of 1500 participants for the year.

8.13 Following are the highlights of some of the major initiatives of the Institute during the year 2005-06 (till January, 2006) under regular programmes.

### Prevention of Trafficking of Women and Children

8.14 Trafficking of Women and Children has assumed alarming proportion in recent years. With a view to facilitate GO-VO interface to tackle the problem of trafficking as a joint venture, the Institute initiated a series of training programmes on Prevention of Trafficking of Women and Children for Govt. Officials and representatives of NGOs. During the year (upto January, 2005) five such training programmes, one at Headquarters and 4 programmes at Regional Centre, Bangalore were organised.

### Capacity Building of Voluntary Organisations

8.15 The Institute, with its mandate to promote and strengthen voluntary action in the country organised series

#### Major Initiatives of 2005-06

- Prevention of Trafficking of Women and Children
- Extension of Counseling Services for Trafficked Children
- Capacity Building of Voluntary Organisations
- Development of Training Module for Crèche Workers
- Development of an Innovative Model Resource Centre at the District Level
- Advanced Diploma Course in Child Guidance and Counseling
- Up scaling Child Guidance Services in the Country

of programmes at its Headquarters, and Regional Centres in the diversified fields. These included: Community Mobilisation and participation for Social Development; Nutrition and Health Education; Formation of Self-Help Groups (SHGs); Identification and Prevention of Iodine Deficiency Disorder (IDD); Integrated Management of Childhood Illnesses; Programme Planning and Management; Project formulation and Management techniques etc. Apart from this, the Institute organised three training programmes at Headquarter and at Regional Centres at Bangalore and Guwahati on Capacity Building of voluntary organisations on Legal Regulations and Financial Management.

### **Development of Training Module for Creche Workers**

8.16 A Project on Developing Training Modules for Creche workers in the year 2004-05 was undertaken. The Institute finalised this Training Module during 2005-06, which was prepared based on the findings of Training Need Assessment of Creche Workers and subsequently considered by the members of Expert Group constituted for the purpose.

### **Development of an Innovative Model Resource Centre at the District Level**

8.17 With assistance from World Food Programme (WFP), the Institute undertook a Project on Development of an Innovative Model Resource Centre at the District Level (DMRC) for improving quality of Health and Nutrition Education services, thereby impacting the outcome. The Hon'ble Chief Minister of Madhya Pradesh inaugurated the Centre. An orientation training on District Model Resource Centre was organised by Headquarter at Bhopal in November, 2005 with the objectives to develop capacity of health workers and ICDS Functionaries.

### **Advanced Diploma Course in Child Guidance and Counselling**

8.18 At its Headquarters, NIPCCD has initiated an Advanced Diploma in Child Guidance and Counselling during the academic year 2005-06. This one-year programme has been designed to cope up with the dearth of trained professionals for undertaking counselling and guidance of children and families in different settings. The



*Advance Diploma on Child Guidance and Counsing being held at NIPCCD, New Delhi*

course has been designed with a Developmental, Ecological and Rights Perspective to enable the learner to function effectively as a mental health professional with updated understanding of theoretical constructs, and the requisite skills. The emphasis of the programme is on ‘Development of Self’ and ‘Acquisition of Skills’ through experiential and action learning.

8.19 After a rigorous process of selection, 15 students have been admitted in the 1<sup>st</sup> batch. All the students possess a post graduate degree in Psychology, Social Work or Child Development.

### **Extension of Counselling Services for Trafficked Children**

8.20 At the instance of Ministry of Women and Child Development, the Institute undertook a project entitled ‘Extension of Counselling Services for Trafficked Children’ with the objective to develop a module and a facilitator guide on Counselling of Child Survivors of Trafficking. The project also aims to build the capacity of Institute’s faculty to act as master trainers in the area of Counselling of Trafficked Children. A Rapid Need Assessment Study on Counselling Services in India for Child Survivors of Trafficking and Sexual Exploitation was conducted during the year. On the basis of the Need Assessment and recommendations of expert group, a training module and facilitator’s guide has been prepared. The Training module has been conceived in two parts – Part A on Trafficking Issues and Part B on Counselling of Child Survivors of Trafficking.

8.21 Four training programmes would be conducted to build the capacity of NIPCCD faculty and NGO’s working in the area.

### **Training of Gender Trainers**

8.22 Gender Training, the concept of which emerged during later part of 1980, is now in process of being widely institutionalised. It is a methodology for making work force of development agencies and government agencies aware of gender issues, and gaining momentum in government

circles and NGOs. Gender training is being carried out of by a large number of institutions and individuals. The Institute, therefore, imparts training to master trainers who conduct gender training for NGO personnel, Panchayat Raj institutions, autonomous bodies etc. The Institute during the year organised Training of Gender Trainers for NGOs, Academic and Technical Institutions, school training institutions, and Parliament security staff with the objective to sensitise and strengthen the skills and knowledge of participants for designing effective training on gender issues. A training on Gender Planning and Mainstreaming was also organised at Headquarters with the objective to enable the participants to develop clear perspective about gender analysis and understand link between gender and development.

### **Framework for Female Participation in Agriculture**

8.23 A Regional Workshop on Social and Institutional Framework for Female Participation in Agriculture was organised by Hqrs. at Lucknow so as to suggest dynamic socio-economic framework for women’s participation in the emerging globalised ambience.

### **Child Guidance Centre (CGC)**

8.24 The Child Guidance Centre provides diagnostic, therapeutic and referral services to children upto 14 years of age with developmental, learning and behavioural problems including childhood disabilities. The centre functions on a part time basis (15 hours in a week) and extends its services through a multidisciplinary team comprising social worker, psychiatrist, child development worker, clinical psychologist and speech therapist.

8.25 During the year (April 2005 – January 2006), 132 new cases were registered for assessment, counselling and therapeutic interventions. The dominant problems that were diagnosed were Learning Disability; Attention Deficit; Hyperactive Disorders; Childhood Autism and Asperger’s Syndrome; Minimal Brain Damage; Developmental Delays; Mental Retardation and Borderline Intelligence; and Speech and Language problems.

## **Training Programmes under Udisha Project**

8.26 NIPCCD is the apex Institute for training of functionaries of Integrated Child Development Services (ICDS) Programme. It has been entrusted with the responsibility of planning, coordination and monitoring of training; building up training infrastructure and capabilities of institutions engaged in training; organising training of trainers; designing, revising and standardising syllabi for training of all categories of ICDS functionaries; developing model programme schedules; and preparing, procuring and distributing training material and aids.

### **(i) Training of ICDS Functionaries**

*Training of CDPOs/ACDPOs:* During the year 2005-06 (upto January, 2006), 319 CDPOs/ACDPOs were trained in 14 courses organised by NIPCCD Hqrs. and Regional Centres. Also, 136 CDPOs/ACDPOs received Refresher Training in 5 programmes organised at Bangalore, Guwahati and Indore Regional Centres.

### **(ii) Training of Instructors of AWTCs/ MLTCs**

*Orientation Training for Instructors of AWTCs/ MLTCs:* NIPCCD Hqrs. organised 2 Orientation courses Training to train 32 Instructors of MLTCs functioning in States and UTs. In addition, Regional Centre, Lucknow organised a training programme on Recent Development in Nutrition and Health Care of Women and Children for trainers of AWTCs/MLTCs.

### **(iii) Skill Training**

*Skill Training in Integrated Management of Childhood Illnesses:* NIPCCD Hqrs. and Regional Centre, Lucknow organised two skill training programmes in the areas of Integrated Management of Childhood Illness (IMCI) covering 28 participants. Regional Centre, Lucknow also organised a skill training programme in PLA techniques and trained 19 instructors of AWTCs/MLTCs.

### **(iv) Meeting/Seminar under Project UDISHA**

- a) NIPCCD Hqrs. organised two workshops on use of New Syllabi of ICDS functionaries at Lucknow and Bangalore to train 29 Instructors of MLTCs.
- b) NIPCCD Regional Centre, Lucknow organised a Workshop on Early Childhood Care and Development and trained 18 Instructors of AWTCs.
- b) A Regional Level Workshop on Development of Training and Communication Material was organised in collaboration with UNICEF in Himachal Pradesh. 38 Officers from 15 States attended the workshop.

### **(v) IEC and Documentation**

Instructions and Guidelines on ICDS issued by MWCD since 1975 were reorganised into 12 major areas i.e. ICDS Scheme, ICDS Programme Implementation, ICDS Project Administration Management, ICDS Beneficiaries, Anganwadi Centre, ICDS Functionaries, ICDS Services, ICDS Training, Community Participation, Information Education and Communication, Coordination, Linkages and Convergence and Research Monitoring and Evaluation. The 12-part compilation was sent to MWCD.

### **(vi) Research and Other Projects**

- a) ORG completed the study on Evaluation of Project UDISHA and the report was sent to all States/UTs.
- b) NIPCCD Hqrs. completed a study on 'Impact of Service Delivery of AWWs and the report was printed and disseminated.
- c) NIPCCD, Regional Centre, Lucknow completed two Research Studies entitled An Evaluation of AWTCs in UP and Quick Appraisal of AWTCs in Bihar.

## **Training Programmes under Other Projects**

8.27 The Ministry of Women and Child Development has

commissioned NIPCCD as the Lead Training Agency of Swayamsiddha, a national level empowerment programme for women launched in 2001. It involves evolving training strategy at National and State Level, identifying State training agencies, quality monitoring of training and working out media strategy at National Level.

8.28 Some of the important programmes organised under the project (till January, 2006) are mentioned below.

## Training Programmes

8.29 During the period under report, the Institute organised following training programmes:

- (a) Induction Training Programmes for Master Trainers under Swayamsiddha at Regional Centre, Lucknow for participants from Uttar Pradesh.
- (b) National Consultation Meet on Phase-II of Swayamsiddha jointly with the Ministry of Women and Child Development at Vigyan Bhawan, New Delhi.

## Review Meetings

8.30 The Institute organised Review Meetings related to Swayamsiddha Project during the period under report.

- (a) Review Meeting of Nodal Officers Implementing Swayamsiddha in 21 States.
- (b) Exposure-cum-Review Meeting of Nodal Officers of Swayamsiddha at the Institute of Management and Public Administration (IMPA), Srinagar. Nodal Officers and PIAs of 16 States attended the meeting.

8.31 A summary and list of training/orientation programmes organised by the Institute during 2005-06 (till January, 2006) is at **Annexures-XXV and XXVI** respectively.

## Visit to Tsunami Affected Areas – Assessment of Rehabilitation Needs of Women and Children

8.32 Two faculty members of the Institute, as part of two joint Central Teams of Ministry of Social Justice and

Empowerment and Ministry of Women and Child Development constituted for situational assessment of Tsunami affected areas of Kerala and Tamil Nadu, visited Chennai and Nagapattanam districts of Tamil Nadu and Alleppey and Kollam Districts of Kerala. The teams took stock of the situation and assessed the need for care, protection and rehabilitation of destitute children and women and elderly persons in the wake of Tsunami disaster that struck the coastal belt of these states. The teams submitted reports of their assessment and observed the need of programmes like: Kishori Shakti Yojana, Swadhar, Swawlamban in the coastal belt of worst affected areas of Tsunami.

8.33 Project Officer, National Children's Fund also visited Tsunami affected areas in Krishna, Prakasam and Guntur Distts. of Andhra Pradesh with the objective to assess the need of rehabilitation of children affected by Tsunami so as to provide support under the National Children's Fund.

## Research/Evaluation Studies and Other Projects

8.34 During the year 2005-06 (till January, 2006), the Institute completed the following research studies/documentation projects:

- (i) Study on Desertion of Married Women by NRIs in Punjab and Andhra Pradesh
- (ii) Integrated Support Services with Family Courts in India – An action research
- (iii) Study on Special Arrangements to Combat Violence and Crimes Against Women in the States of Haryana and Punjab
- (iv) A Call Trend Analysis of Lucknow Child Line
- (v) Case Study of an NGO
- (vi) Effect of Migration on the Lives of Children and Women – An Empirical Study in Chhattisgarh.
- (vii) A Study of Voluntary Efforts for Child Development in NE Region

8.35 Besides these, few other studies are at various stages of completion.

## **Documentation and Publications**

8.36 Documentation Centre for Women and Children (DCWC) is a computerised research and reference facility, with a rich collection of published literature and unpublished gray documents on women and children. The Centre was set up to provide a comprehensive perspective about the status, needs and welfare/ development/ empowerment programmes for women and children. It was set up to fill in the gaps and information, and collect and disseminate information at the national and international level.

8.37 DCWC has a computerised Database of Documents. It offers various services, i.e. reference services, photocopying, inter-library loan, issue of books and periodicals, preparation of reading lists, and e-mail printouts of subject searches to out station users.

8.38 The Centre also maintains a Database of Organisations working in the field of women and child development. The regular publications of the Centre are '*DCWC Newsclips*' on monthly basis; '*DCWC Research Bulletin*', containing abstracts of research studies; '*Current Awareness Service*' a compilation of documents collected during the quarter; and '*DCWC Contents Update*', which contains the content page of journals received during the quarter, on quarterly basis.

8.39 DCWC purchased 380 books, subscribed to 84 journals, including 17 foreign and 67 Indian Journals, 38 magazines and 25 newspapers during the year (till January, 2006). It also collected 700 unpublished documents during the current year. The Centre also brings out compilations related to women and children for wider dissemination. The Centre is a member of Developing Library Network (DELNET), which provides inter- library loan services to its members. It also provides document delivery services and other information services such as information about organisations and individuals. The Centre has undertaken projects titled "Fact sheet on Women in India", "Datasheet on Violence against Women" and "Strengthening

Documentation Centre on Women and Children" during the current year. 'Fact sheet on Women in India' is a compilation outlining the situation of women in India and is supported by statistics on various development indicators related to women. Under the project 'Strengthening Documentation Centre for Women and Children', the two databases, namely 'Database of Documents' and 'Database of Organisations' are being made compatible with international standards. During the year, DCWC has undertaken a project 'Women in Difficult Circumstances: Summaries of Research' under which summaries of research on various groups of vulnerable women, namely widows, evicted women, trafficked women, women prisoners, abused women, etc. would be prepared and brought out in the form of a compilation.

## **Promotion of Use of Hindi**

8.40 In order to promote use of Hindi during 2005-06 (till January, 2006), several measures were taken by the Institute. These included Incentive Scheme for original Hindi noting and drafting in official work during 2005-06, scheme of "Grant of Incentive Allowance" to Stenographers and Typists for doing their official work in Hindi in addition to English; Cash Award Scheme for officers for giving dictation in Hindi for 2005-06. Besides, the activities included: organising of a 'Hindi Workshop' to promote use of Hindi in the Institute; convening of meetings of official language implementation committee at the Institute on regular basis; Celebration of Hindi Pakhwara in September, 2005; and translating of different materials of the Institute in Hindi. During the period under report, three Typists were trained in Hindi typing under Hindi Teaching Scheme of Official Language Ministry of Govt. of India.

## **General**

8.41 The approved Budget Estimates 2005-06 under Non-plan and Plan are Rs. 700.00 lakh and Rs.500.00 lakh, respectively. As against this the revised non-plan estimates proposed are Rs.764.00 lakh.

# Central Social Welfare Board

9.1 The Central Social Welfare Board was set up by a Resolution of Government of India dated 12<sup>th</sup> August 1953 with the object of promoting social welfare activities and implementing welfare programmes for women, children and the handicapped through voluntary organisations. Till 1969 the Board functioned as a limb of the Government and then it was registered as a charitable company under the Companies Act to give a legal status to the Board. The Board was given the dual responsibility of taking welfare services to the disadvantaged sections of society especially women & children, and also developing a nationwide infrastructure of voluntary agencies through which these services could be made available.

9.2 In 1954 the State Social Welfare Advisory Boards were set up in the States and Union Territories to implement the programmes of the Board and assist the Central Social Welfare Board in expansion and development of welfare services. The financial assistance to voluntary organisations under various schemes is given on the recommendations of the State boards. Presently there are

33 State Boards.

## Organisational Structure

9.3 The Board is presently, headed by Smt. Rajani Patil as Chairperson. The Board has a 55 member General Body and a 15 member Executive Committee. The composition of the General Body and Executive Committee are as follows:-

### General Body

- All Chairpersons of State Social Welfare Boards, (33)
- Representatives from the Parliament; two from Lok Sabha and one from Rajya Sabha.
- Five Professionals (one each from Law, Medicine, Social Work, Education and Social Development)
- Three eminent persons with extensive experience of social work.
- Representatives from Ministries/Departments of Government of India- Ministry of Women & Child Development, Ministry of Finance, Department of



*Secretary Smt. Reva Nayyar and other senior officers in National Consultative Meet of Swyamsidha programme at Vigyan Bhawan Annexe, Delhi*

Rural Development, Department of Education, Planning Commission, Ministry of Labour, Ministry of Social Justice and Empowerment and Department of Family Welfare.

- Executive Director, Central Social Welfare Board.

## Executive Committee

- Chairperson of State Social Welfare Advisory Boards; 5 States by rotation
- Representatives from Ministries/Departments of the Government of India Department of Women & Child Development, Ministry of Finance, Department of Family Welfare, Department of Rural Development & Poverty Alleviation, Department of Education and Ministry of Social Justice & Empowerment.
- Two Professionals from General Body.
- Executive Director, Central Social Welfare Board

9.4 In keeping with its tradition, the Central Social Welfare Board is implementing important schemes for assistance for several kinds of activities through voluntary efforts for needy, destitute and disadvantaged women and children. There has been a shift in the emphasis from welfare to development and now to empowerment.

## Programmes of CSWB

### Crèches for Children of Working and Ailing Mothers

9.5 The Crèche Programme provides day care services to children in the age group of 0-5 years belonging to lower

income group families. This scheme was formulated to ensure that such children are given proper care even in the absence of their mothers. Under this scheme, financial assistance upto Rs. 18,480/- is provided to Voluntary Organisation as recurring grant for setting up a crèche unit for 25 children. There is also a provision of Rs. 4,000/- for new units, for purchase of equipments as non-recurring grant. Thereafter, a sum of Rs. 2000/- per unit is provided after every five years for equipments. During this year (upto 31.10.2005), an amount of Rs. 899.73 lakhs has been released for a total of 9729 crèche units. With the inception of the new scheme of 'Rajiv Gandhi National Crèche Scheme for Children of Working Mothers, CSWB is called upon to open many more new crèches across the country.

### Welfare Extension Projects (Border Area Project)

9.6 Under this programme, women and children in the remote Border Areas are provided welfare services like craft training maternity and child welfare, social education, medical aid etc. through Balwadiess. These services are rendered through project centres spread over contiguous villages in the Border area. At present, Government of India, Ministry of Women and Child Development has closed down the Boarder Area Project w.e.f. 1/4/2005 and the Govt. of India has given the Extension to run the Boarder Area Project from 2005-06 in the State of Tripura, J &K and Andman and Nicobar Island.

9.7 Statewise amount sanctioned/released during 2005-06 (7.2.2006) is given in Table below:

STATEMENT SHOWING THE AMOUNT SANCTIONED/RELEASED UNDER THE PROGRAMME OF BORDER AREA PROJECT DURING 2005-06						(Rs. In lakhs)
Sl. No.	Name of the State/UT	No. of Project	No. of Centre	Amount Sanctioned	Amount Release	No. of Beneficiaries
1.	J & K	11	55	Nil	103.37	2200
2.	Rajasthan			Nil	0.65	1200
3.	Tripura	5	25	68.94	33.42	1000
4.	A & N Island	5	25	25.80*	47.08	1000
<b>TOTAL</b>		<b>21</b>	<b>105</b>	<b>94.74</b>	<b>184.52</b>	<b>4200</b>

\* amount sanctioned for six months only

## Mahila Mandals

9.8 The Mahila Mandals arrange activities for women and children in their respective areas. The expenditure under the scheme is borne by the Central Social Welfare Board to the extent of 75% of the approved budget and the remaining 25% is met by the Voluntary Organisations or by the State Govt. as their matching contribution. Under the programme, the services like Balwadis to the children craft activities, social Education, maternity services for women etc. are provided. At present, there are 159 units running in 17 States covering 48639 beneficiaries under the Mahila Mandal Programme.

9.9 Statewise amount sanctioned/released during 2005-06 (7.2.2006) is given in Table below:

## Spreading Awareness and Education

### Awareness Generation Project (AGP)

9.10 The scheme of Awareness Generation Project is a platform for the Rural and Poor Women to come together and exchange their experiences and ideas to develop an

understanding of their issues and also the ways to tackle their problems and fulfill their needs. The Central Social Welfare Board introduced the programme of Awareness Generation Camps in the year 1986-87 with the aim to identify the needs of rural and poor women and to increase women's active participation in development and other allied programmes.

9.11 The programme also orients the women in a manner by which they can engage themselves in the efforts to meet their felt needs of social development. These camps take up issues pertaining to the status of women, women and law, women and health, community health and hygiene, technology for women, environment and the economy. The programme also enables women to organize themselves and strengthen their participation in decision making in the family and in society and to deal with social issues including atrocities on women and children.

9.12 Under the programme of Awareness Generation Camps, Organizations are provided a grant of Rs.10,000/- for 8 days camps and two days follow up. During the year 2005-06 (upto 31.10.2005), an amount of Rs.67.76 lakhs have been released for this programme to support

STATEMENT SHOWING THE AMOUNT SANCTIONED/RELEASED UNDER THE PROGRAMME OF MAHILA MANDAL DURING 2005-06 <i>(Rs. In lakhs)</i>						
Sl. No.	Name of the State/UT	No. of Project	No. of Centers	Amount Sanctioned	Amount Released	No. of Beneficiaries
1.	Andhra Pradesh	5	8	1.48	1.31	350
2.	Assam	10	27	7.77	6.29	2570
3.	Bihar	2		1.09	0.90	-
4.	Delhi	2	2	1.55	0.68	475
5.	Gujarat	13	55	4.30	2.07	4377
6.	Himachal Pradesh	5	36	23.90	16.51	8160
7.	Karnataka	6	6	0.30	-	-
8.	Kerala	25	29	2.84	1.02	1327
9.	Maharashtra	7	7	0.39	-	-
10.	Meghalaya	8	8	0.48	0.33	3095
11.	Orissa	12	12	49.97	34.97	8200
12.	Punjab	11	53	27.34	16.00	2345
13.	Tamil Nadu	7	7	0.51	0.46	240
14.	Tripura	4	7	6.26	4.13	820
15.	Uttar Pradesh	7	23	3.92	2.88	-
16.	West Bengal	34	52	27.96	21.17	16680
17.	Uttaranchal	1	1	0.96	0.76	-
<b>TOTAL</b>		<b>159</b>	<b>333</b>	<b>161.02</b>	<b>109.49</b>	<b>48639</b>

organization of 5070 camps in the country, involving participation of about 125.00 lakhs women beneficiaries. Statewise amount sanctioned/released under the programme during 2004-05 and 2005-06 (31.10.2005) are given in Annexures XXVII and XXVIII respectively.

### **Condensed Course of Education for Women**

9.13 The Scheme of Condensed Course of Education was initiated by CSWB in 1958 – to cater to the needs of adult girls/women who could not join mainstream education system or who were dropout from formal schools. The scheme aims to provide educational opportunities to girls/women above the age of 15 years alongwith additional inputs of skill-development/vocational training. The main focus of the scheme is to ensure that contents of the course are need-based and modified according to local requirement and simultaneously targeting towards various stages of education levels of primary/middle/ high school and matric/secondary level courses. The Condensed Course Programme gained immense popularity due to its flexible approach and combination of formal and non-formal structure. There has been persistent demand from State Boards and voluntary organizations to allocate at least one course for each block in the country.

9.14 The programme also aims at instilling confidence among adult women to gain strength and to enhance their accessibility to socio-economic processes. It is a useful programme to promote gender equality and empowerment, to enable women to act as agents of change and development. During the year 2004-05, 585 courses have been sanctioned in order to benefit 14625 women. Statewise amount sanctioned/released under the programme

during 2004-05 and 2005-06 (27.10.2005) are at Annexures XXIX and XXX respectively.

9.15 A National Workshop on the Scheme was organized by the CSWB during 2003 to review and evaluate the Scheme. The workshop was attended by academicians, social workers, policy makers and planners from the field of education and representatives of implementing agencies and beneficiaries of the scheme. As a continuum to National Workshop, state level workshops were conducted during 2004. In pursuance of the recommendations of National/State level workshops, a National Working Group has been constituted for revamping/evaluation of the scheme in the changing socio-economic and work-environment. The report of the Working Group will be submitted shortly.

### **Helping Women and Families in Crisis**

#### **Family Counselling Centres (FCC)**

9.16 The objective of the Voluntary Action Bureau and Family Counselling Centers is to provide preventive and rehabilitative services to women and even families that are victims of atrocities and family mal-adjustments. The programme of Voluntary Action Bureaus and Family Counselling Centres have served a vital role in mending family relations through crisis intervention and systematic counselling. The role of Voluntary Action Bureau has been redefined w.e.f. 1992-93 with a major thrust on monitoring and systematic expansion of the Family Counselling Centre programme through coordination between governmental and voluntary agencies, creating publicity and awareness on atrocities against women,

#### **FCC – Rays of hope**

Meena of **Okhla (Delhi) area** is the step-daughter of Ramesh Kumar. She along with her brother was forced to stay in Ramesh Kumar's household, near Okhla Mandi after her mother married him. Unfortunately her mother also expired leaving her at the mercy of step-father and his two grown-up sons, who took advantage of her helplessness and repeatedly raped her for almost two months and threatened to kill her if she disclosed this to anyone. After one such incident, her neighbors reported the matter to the Police-Station, which sought the help of FCC. On FCCs interventions, her step-father was arrested and Meena and her brother were given shelter by FCC. **Constant love and support from Counselors have helped them to come out of the trauma and see a new ray of hope in life.**

\* Names have been changed to protect the identity.

conducting research on social problems affecting the status of women and organizing training programmes for the FCC Counsellors. Voluntary Action Bureaus are functioning in all the State Boards. Each Voluntary Action Bureau is manned by a trained Counsellor possessing Post Graduate Degree in Social Work/Psychology and a Typist-cum-Clerk. It is also assisted by a Sub-Committee of experts, which meets periodically to review the programme.

9.17 Women's organization and other voluntary social welfare organizations, engaged in work relating to women's issues, can avail grants from Central Social Welfare Board for setting up Family Counselling Centres (FCCs). The FCCs are expected to provide counselling, referral and if possible, rehabilitative services to women victims of atrocities in the family and society and also to those affected by family disputes and social problems.

### **Family Counselling Centres for Special Categories of Clients**

#### **a) FCCs at Police Headquarters**

Family Counselling Centres are being run in some Police Headquarters premises under the administrative control of the State Boards. These FCCs were established with the objective of providing speedy crisis intervention to women in distress whose cases were registered in Police Stations. Such FCCs attempt to arrive at out of Court settlement of family discord cases. 34 such FCCs are functioning in Police Headquarters in the States of Kerala, West Bengal, Orissa, Pondicherry, Assam, Karnataka, Manipur, Maharashtra, Punjab, Nagaland, Andhra Pradesh,

Chandigarh, Sikkim, Tamil Nadu, Haryana, Tripura and Goa.

#### **b) FCCs in Mahila Jails**

23 FCCs are running in Mahila Jails in Delhi, Karnataka, West Bengal, Gujarat, Bihar, Orissa, Tamil Nadu, Uttar Pradesh, Punjab, Chandigarh, Maharashtra and Madhya Pradesh.

#### **c) Rape Crisis Intervention Centres**

2 Rape Crisis Intervention centres are functioning in Delhi. Rape Crisis help lines are available 24 hours at these centres.

#### **d) Pre-Marital Counselling Centres**

The new initiative of the Board is being implemented in the shape of FCCs in 10 Women Development Centres at various colleges in Delhi. These centres lay special emphasis on pre-marital counselling and other areas of psychosocial crisis for young women.

#### **e) Centres for Devdasis/Red Light Areas**

At present, there are 2 FCCs working for the welfare of Devdasis and sex workers and their children in Mumbai (Maharashtra) and Belgaum (Karnataka). The centres are set up with the objective of providing preventive services through awareness campaigns on STD, AIDS and other health and legal matters and also rehabilitative measures for children and other dependents of the prostitutes.

Statewise amount sanctioned/released and number of beneficiaries under FCCs during the years 2004-05 and 2005-06 (31.10.2005) are at **Annexure XXXI** and **Annexure XXXII** respectively.

### **FCC – Rays of hope**

Sudeshna was a victim for no fault of hers as she was raped by Ramlal, and not only disowned by Ramlal but her own parents as well. In the meanwhile, she became pregnant and in due course gave birth to a child under severe mental trauma and tribulations. The matter was taken up by the local Panchayat and parents from both sides were also called to settle the matter. But unfortunately, no solution could be found out. Left with no other alternative, Sudeshna approached the FCC run by Blind and Handicapped Association, Dharamnagar, N. Tripura and given shelter in Short Stay Homes.

FCC was in constant touch with parents of both sides, and the local Panchayat and was successful persuade in convincing Ramlal and his parents to accept Sudeshna and her child and take them to his home, and lead a happy life.

\* Names have been changed to protect the identity.

## **Shelter to Women in Distress**

### **Scheme of Short Stay Home for Women and Girls**

9.18 The scheme, launched in 1969, is meant to provide temporary accommodation, maintenance and rehabilitative services to women and girls suddenly rendered homeless due to family discord or crime. Grant-in-aid is provided under this scheme to voluntary organizations to run Short Stay Homes for such women and girls rendered homeless.

9.19 Initial sanction for setting up a new Short Stay Home is considered by Project Sanctioning Committee of Department of Women & Child Development on the recommendation of SLEC of concerned State Govt. Pre-funding appraisal report is received alongwith the application from State Govt. / State Board.

9.20 The scheme of Short Stay Home for women and girls which was earlier being implemented by the Department of Women & Child Development has been handed over to Central Social Welfare Board for monitoring and running the programme from April, 1999. The scheme of Short Stay Home has been revised from 1999 to make it more effective and financially viable.

9.21 Following categories of women and girls are eligible for staying in the Home:-

1. Those who are being forced into prostitution.
2. Those who as a result of family tension or discord are made to leave their Homes without any means of subsistence and have no social protection from exploitation and facing litigation on account of marital disputes.

3. Those who have been sexually assaulted and are facing the problem of re-adjustment in the family or society.
4. Victims of mental mal-adjustment, emotional disturbances and social ostracism.
5. Those who escape from their Homes due to family problems, mental/physical torture and need shelter, psychiatric treatment and counselling for their rehabilitation and re-adjustment in family/society.

9.22 Short Stay Homes are set up with an objective to rehabilitate the women in distress into the main stream of society and empower them psychologically as well as with skills to lead independent normal life. Rehabilitation and follow-up are vital components of the scheme. Women are looked after through follow-up even after they are relieved from the Short Stay Home.

9.23 The Short Stay Home provides accommodation, medical care, counselling, occupational therapy, social facilitation in adjustment, educational, vocational recreational and cultural activities etc. according to individual requirements. The period of stay normally extends from 6 months to 3 years.

9.24 Special attention has been given to provide shelter and assistance to the women affected due to natural/man made calamities. Homes were also set up in the cyclone affected areas in Orissa, in Jammu & Kashmir to help the women affected due to Kargil War, in earthquake affected areas of Gujarat and in Tsunami affected areas of Tamilnadu and Andaman & Nicobar Islands. Short Stay Home has also been set up in Chennai for the women and girls rescued from the brothels and suffering from HIV positive.

#### ***Short Stay Homes – help for distressed women***

*Nilachal Seva Pratisthan (Puri, Orissa)*

Kaberi and her children were beaten regularly by her husband . She took shelter in the SSH where she was given counseling and taught vocational skills. She started earning Rs.300 per month from tailoring. Her family was constantly being counseled to change their behavior towards her. After sometime, her husband took her back home. Follow up reports indicate that they are living happily and Kaberi is earning at least Rs.500 per month.

Keluni was a widow who got no support from her family. She came to the SSH as a mentally disturbed patient. With repeated counseling and care she has recovered and now works in the SSH campus earning Rs.500 per month.

9.25 Short Stay Homes are regularly monitored through the field machinery of CSWB, which is posted in all the States. Central Board, Central Govt. and State Govt. officials also conduct the inspection of Short Stay Homes. Continuation grant to Short Stay Homes is considered on the basis of inspection reports received regularly from State Boards and on the basis of documents like quarterly progress reports, audited accounts etc. submitted by voluntary organizations. Voluntary organizations also send request for continuation of grant. Each case is examined on merit. Statewise amount sanctioned/released and beneficiaries covered during 2004-05 and 2005-06 (09.12.2005) are at **Annexures XXXIII** and **XXXIV** respectively.

### **Training Programmes –**

#### ***Swawlamban***

9.26 The Central Social Welfare Board started the scheme of vocational training during 1975 to train women in

various trades to upgrade their skills in order to meet the demands of the changing work environment. The main objective of vocational training is to enable and empower women to have access to remunerative employment opportunities and to enhance their self-confidence and self-esteem.

9.27 The Department of Women and Child Development started sanctioning funds to Central Social Welfare Board under NORAD Programme from December 1997 for vocational training being organized in rural, tribal, backward and urban slums through voluntary organizations. Vocational Training are offered both in traditional and non-traditional occupations like computer training, Community Health Workers, para-medical vocations, typewriting and shorthand etc.

9.28 Statewise amount sanctioned/released under the programme during 2004-05 and 2005-06 (31.10.2005) are given in Table **I** and **II** respectively.

**TABLE I**

**STATEMENT SHOWING THE AMOUNT SANCTIONED/RELEASED  
UNDER THE PROGRAMME OF SWAWLAMBAN FOR THE YEAR 2004-05**

**(Rs. In lakhs)**

S.No.	States/U.T.	No. of centres / Units	No. of beneficiaries	Amt. sanctioned	Amount Released
1.	Assam	5	290	19.24	31.64
2.	Bihar	-	-	-	32.61
3.	Gujarat	-	-	-	5.82
4.	Himachal Pradesh	-	-	-	7.46
5.	Meghalaya	2	100	3.68	2.60
6.	Nagaland	-	-	-	3.67
7.	Orissa	-	-	-	34.21
8.	Punjab	2	110	5.09	3.69
9.	Rajasthan	-	-	-	10.98
10.	Tamilnadu	-	-	-	25.68
11.	Uttar Pradesh	6	420	17.91	197.51
12.	Delhi	1	30	1.21	2.27
13.	Mizoram	1	60	4.80	3.02
14.	Chattisgarh	-	-	-	4.17
15.	Uttaranchal	10	520	28.15	24.35
<b>TOTAL</b>		27	1530	80.08	389.68

## **Support Services**

### **Working women's Hostel Programme**

9.29 The Central Social Welfare Board provides maintenance grant to voluntary Organisations for running Hostels for working women belonging to the Lower Income Group. At present, this programme is being implemented in Assam, Karnataka, Kerala, Madhya Pradesh, Manipur, Mizoram, Orissa, Tamilnadu and West Bengal. Under this programme, grant is given to an institution for 5 years only. The funds are provided for the salary of Matron, Chowkidar and the difference between the rent realized from the inmates and the rent paid by institution (if rented building) and for recreational facilities.

### **Innovative Scheme**

9.30 Although the Central Social Welfare Board has many structured programmes and schemes for the development of women and children, there are several problems relating to women and children that are not covered by the existing schemes and programmes of the Board. Voluntary organizations working in the field come across problems, which require special interventions. The Central Social Welfare Board initiated the programme of Innovative

Schemes for the purpose of providing coverage to such group of women and children.

9.31 Under this scheme, an institution is expected to prepare a project giving details of the area, the requirement of the proposed project, areas of intervention, methodology, tools and budget etc. There is no schematic budget for such projects; and the project proposal is prepared by voluntary organizations keeping in view the social necessities. No specific application forms are issued for this programme. However, voluntary organizations are advised to contact the State Social Welfare Boards and submit their detailed project proposals through the State Boards alongwith the budget and details of activities to be organised. In the absence of a structured Proforma, the State Boards have to prepare the project proposals alongwith comprehensive justification, which requires the inclusion of basic data.

9.32 Statewise amount sanctioned/released during 2004-05 and 2005-06 (31.10.2005) are given in Table III and IV respectively

### **Field Counselling and Inspection Division**

9.33 The Field Counselling and Inspection Division monitors the performance of the field officers posted in various State Boards vis-à-vis their duties and functions

**TABLE II**  
**STATEMENT SHOWING THE AMOUNT SANCTIONED/RELEASED UNDER THE  
PROGRAMME OF SWAWLAMBAN FOR THE YEAR 2005-06(31.10.2005)**

S.No.	Name of the State	No. of centres / Units	No. of beneficiaries	Amt. sanctioned	Amount Released	(Rs. In lakhs)
1.	Assam	-	-		2.50	
2.	J&K	-	-	-	2.48	
3.	Punjab	-	-	-	0.77	
4.	Rajasthan	-	-	-	6.10	
5.	Tamil Nadu	-	-	-	1.14	
6.	Tripura	-	-	-	88.37	
7.	Delhi	-	-	-	1.65	
8.	Jharkhand	-	-	-	1.14	
9.	Uttaranchal				2.35	
<b>TOTAL</b>						<b>106.50</b>

in providing counseling and guidance to the institutions implementing the Board's programmes and promoting voluntarism in the districts allotted to them. Conferences, Workshops, Seminars etc. are organized periodically on women related and other social issues through voluntary organization, or directly through State Board and Central Social Welfare Board. Training programmes are regularly held for the field officers to update them on inspection skills, give orientation on monitoring of different programmes and impart skills on management of welfare services rendered by voluntary organizations.

9.34 The field officers also have the responsibility of furnishing performance reports of the institutions aided by the Board as well as pre-funding appraisal reports of institutions applying for grants for the first time. During the year 2004-2005, 9461 inspection reports have been received from various State Boards. These reports were critically examined by the division to ascertain the qualitative inputs given by the field officers to the institutions for programme implementation at the time of visits and their achievements against targets assigned to them during the year 2004-2005.

9.35 Several students from Schools of Social Work from different parts of the country visit Central Social Welfare Board to get first hand information about the Board's

programmes. The students from the following institutes visited CSWB.

1. MSW Students from Shri Ramakrishnan Mission Vidyalaya, College of Art & Science, Coimbatore, Tamil Nadu.
2. MSW Students from Mahatama Gandhi Kashi Vidyapeeth, Varanasi.

## Publicity and Publications

### Magazines of the Board – Samaj Kalyan and Social Welfare

9.36 CSWB publishes a monthly magazine on Social Welfare in order to sensitise the public about social problems, issues and concerns. The magazine was also envisioned as a platform for highlighting the activities of voluntary organisations working for the welfare of women, children and other disadvantaged groups.

9.37 The inaugural issue of 'Social Welfare' was released as early as in April 1954. The first issue of 'Samaj Kalyan' in Hindi followed this in August 1955. The magazines are planned and edited independently to cater to the needs of individual readers. Both magazines have the most extensively

TABLE III					
STATEMENT SHOWING THE AMOUNT SANCTIONED/RELEASED UNDER THE PROGRAMME OF INNOVATIVE SCHEME FOR THE YEAR 2004-05					
S.No.	States/UTs	No. of Institutions	No. of beneficiaries	Amount Sanctioned	Amount Released
1.	Bihar	3	130	8.36	6.49
2.	Madhya Pradesh	3	150	5.96	6.80
3.	Maharashtra	4	330	10.02	9.16
4.	Orissa	1	27	4.80	4.32
5.	Uttar Pradesh	2	141	3.16	2.84
6.	West Bengal	2	50	4.37	2.93
7.	Chandigarh	1	50	3.00	1.50
8.	Delhi	3	210	6.91	6.70
9.	Mizoram	1	20	2.28	2.05
<b>TOTAL</b>		20	1108	48.86	42.79

documented material on all the social problems in Indian society and students of Social Work.

9.38 During the year 2004-05, ‘Social Welfare’ and ‘Samaj Kalyan’ brought out issues covering a wide range of topics concerning Ministry of Women and Child Development.

## **Publicity and Public Relations**

9.39 The Board carries out regular publicity of its activities and programmes through audio-visual and print media. Press conferences are regularly organised to publicize the latest developments and events. The Board also organises exhibitions on special occasions.

9.40 The Board has commissioned several documentary films, such as ‘Khel Khel Mein’ – a film on respect for elders, a documentary on the life of Dr. Durgabai Deshmukh. Films on the institutions that are awarded the Dr. Durgabai Deshmukh Award, spot film for telecast on Doordarshan etc. are also produced. Apart from its magazines, the Board publishes reports of seminars, conferences and evaluation studies. Yearly calendars on specific themes, folders, brochures and booklets about the programmes of the Board are published from time to time.

9.41 The Board has its own website where the latest information pertaining to programmes and activities is posted. The website address is [www.csrb.org](http://www.csrb.org).

## **Implementation of Official Language**

9.42 During the year 2004-05, the use of Official Language Hindi has progressively increased in the Central Social Welfare Board. The meetings of Official Language Implementation Committee were held and progress reports were sent to the Ministry and concerned officers regularly. An incentive scheme for original Hindi Noting and Drafting in official work was implemented during the period under report.

9.43 ‘Hindi Pakhwara’ (Hindi fortnight) was celebrated in the Board’s office during which three competitions – Essay, Poetry recitation & Debate were organised. A Workshop on Hindi was also organised. All the participants were divided in two groups – Hindi speaking and Non-Hindi speaking. Cash prizes were given to candidates having first, second and third position. Consolation prizes were also given to all other participants.

## **General**

### **Helpline for Women**

9.44 Help Line is a project of Department of Women and Child Development and Central Social Welfare Board in collaboration with voluntary organizations working for the welfare and development of women and girls in distress. The scheme is operational from 2002-2003.

**TABLE IV**  
**STATEMENT SHOWING THE AMOUNT SANCTIONED/RELEASED UNDER  
THE PROGRAMME OF INNOVATIVE SCHEME FOR THE YEAR 2005-06 (31.10.2005)**

*(Rs. In lakhs)*

S.No.	States	No. of Institutions	No. of beneficiaries	Amount Sanctioned	Amount Released
1.	Bihar	-	30	-	0.25*
2.	J&K	1		3.00	-
3.	Madhya Pr.	-	100	-	0.51*
4.	Maharashtra	3		9.00	5.40
5.	Uttar Pradesh	2	141	3.16	1.89*
<b>TOTAL</b>		<b>6</b>		<b>15.16</b>	<b>8.05</b>

\* Including Past Liabilities.

9.45 Help Line is a 24 hour phone emergency outreach programme for accessing women/girls needing immediate protection and shelter. It responds to the need of such women and girls linking them to long-term services, as per their requirements and availability of the services.

9.46 The objectives of the programme are as under:

- To provide services to women and girls in need of special care and protection and to ensure that proper care is provided till they are rehabilitated.
- To provide Crisis Intervention Services.
- To provide referral services like Short Stay Home, Free Legal Aid, Police Assistance, Counseling,

Hospitalization etc.

- To arrange suitable rehabilitation services for the target group.
- To provide counseling.
- Awareness, opinion building and documentation.
- Documentation of the type of cases being registered to understand the trends and magnitude of the problem in society.

9.47 Special attention has been given to extend assistance to women affected by natural calamities. Women's Helplines were given funds for providing services in Tsunami affected areas of Pondicherry and Andaman & Nicobar Islands.

# National Commission for Women

10.1 The National Commission for Women (NCW), a statutory body was constituted on 31<sup>st</sup> January, 1992 under the National Commission for Women Act, 1990 to participate, advise on the planning process of socio-economic development of women and evaluate the progress and development of women under the Union and the State Governments. In keeping with its mandate, the Commission initiated various steps to improve the status of women and worked for their economic empowerment during the year under report. The Commission completed its visits to all the States/UTs except Lakshdweep and prepared Gender Profiles to assess the status of women and their empowerment. It received a large number of complaints and acted suo-moto in several cases to provide speedy justice. It took up the issue of child marriage, sponsored legal awareness programmes, Parivarik Mahila Lok Adalats and reviewed laws such as Dowry Prohibition Act, 1961, PNDT Act 1994, Indian Penal Code 1860 and the National Commission for Women Act, 1990 to make them more stringent and effective. It organized workshops/consultations, constituted expert committees on economic empowerment of women, conducted workshops/seminars for gender awareness and took up publicity campaign against female foeticide, violence against women, etc. in order to generate awareness in the society against these social evils.

## Composition

10.2 The composition of the Commission during the period was as under:

### *Chairperson*

- |                   |                         |
|-------------------|-------------------------|
| 1. Dr.Girija Vyas | 16.02.2005 - continuing |
|-------------------|-------------------------|

### *Members*

- |                      |                         |
|----------------------|-------------------------|
| 1. Dr. Sudha Malaiya | 19.04.2002 – 18.04.2005 |
|----------------------|-------------------------|

2. Smt. Nafisa Hussain	03.11.2003 – 20.05.2005
3. Smt. Nirmala Sitharaman	03.11.2003 - 20.05.2005
4. Ms. Anusuya Uike	17.02.2004 – 20.05.2005
5. Mrs. Yasmeen Abrar	24.05.2005 - continuing
6. Ms. Sushila Tiriya	25.05.2005 - continuing
7. Mrs. Malini Bhattacharya	26.05.2005 - continuing
8. Mrs. Neeta Konwar	27.05.2005 - continuing
9. Mrs. Nirmala Venkatesh	15.07.2005 – continuing

### *Member Secretary*

- |                |                         |
|----------------|-------------------------|
| Shri N.P.Gupta | 17.02.2005 - continuing |
|----------------|-------------------------|

## Complaints and Investigation Cell

10.3. The Complaints and Investigation Cell is the core unit of the Commission. The Cell processes oral/written complaints/newspaper reports and takes suo moto notice of cases under Section 10 of the National Commission for Women Act, 1990.

10.4. The Complaints received relate to different types of crimes against women such as domestic violence, harassment, dowry, torture, desertion, bigamy, rape and refusal to

Smt. Shanti Devi of Rajasthan was not receiving her Widow Pension for the last 2 years. In fact she had been declared dead. She represented to the concerned Ministry for redressal but no action was taken. The Commission took up the case with the District authorities. The stand of Shanti Devi was found to be correct hence, necessary instructions were issued for releasing her pension. Action is being taken against the concerned Patwari for stopping the pension on false grounds.

register FIR, cruelty by husband, deprivation of rights, gender discrimination and sexual harassment at work place. During the period April 2005 to 31 December 2005, the Commission received 10,056 complaints pertaining to such offences. The complaints are acted upon in the following manner:

- Specific cases of police apathy are sent to the police authorities for investigation and cases are monitored.
- Family disputes are resolved through counselling.
- For serious crimes, the Commission constitutes an Inquiry Committee, which makes spot enquiries, examines various witnesses, collects evidence and submits a report with recommendations. Such investigations help in providing immediate relief and justice to the victims of violence and atrocities. The Commission monitors the implementation of the recommendations.

Ms. Rupali Jain of Ferozabad represented to the Commission that her services in a school run by a non-governmental organization were terminated without assigning any reason. She had taken leave for appearing in an examination. The Commission took up the matter with the District authorities and Ms. Jain was allowed to join back.

## Inquiries Related to Violence Against Women conducted by NCW

- Inquiry into the case of alleged sexual exploitation of a Dalit woman by a Glass Merchant of Bhopal
- Investigation into the case of Imrana resident of Muzzafarnagar, U.P
- Inquiry into the case of chopping off hands of Smt. Shakuntala Verma, Supervisor, Women and Child Development, Madhya Pradesh
- Sati case of 75 year old Smt. Ramkumari in Village Bahundri district Banda, U.P
- Investigation into the gang rape of a 16 year old girl
- One member Inquiry Committee investigated into the case of alleged suicide of Mrs. Madhu Bucca due to harassment by her husband and in-laws at Morigaon

- Investigation into the case of 6 missing minor girls in the Nithari Village, Noida, Gautam Budh Nagar
- Investigation into the case of alleged gang rape of a woman in district Reeva
- Investigation report in the case of gang rape of a woman resident of village Sant Nagar, Burari under Timarpur Police Station
- One member Inquiry Committee investigated into the case of Sexual Harassment at Work Place in DVC Chandarpur at Thermal Power Station, District Bokaro, Jharkhand
- Investigation into the case of rape of a 30 year old woman in Safdarjung Hospital
- A Two member Committee investigated into the case of sexual harassment/indecent behaviour with female students in the residential complex of DIET, Hapur, Ghaziabad
- Investigation into the dowry death of Smt. Asha Lata in District Jhajjar, Haryana
- Investigation into the case of a gang rape of a 15 year old girl at Lucknow
- Inquiry into alleged rape and murder of a minor girl in District Faridabad
- Investigation into the Dowry Death of Smt. N. Meena at Kengeri Road, District Bangalore, Karnataka
- Inquiry into Tangabilla death/murder case of Smt. Jyotsna Gagarai
- Inquiry into the alleged rustication of Class XI girl student from the school
- Inquiry into alleged kidnapping of Ms. Guddi alias Semma, Alwar, Rajasthan
- Inquiry into alleged murder of Smt. Lakshmi Devi by her in-laws, Alwar Rajasthan

10.9 The recommendations covered various suggestive measures. The follow up was taken up with State Governments and in few cases, compliance reports were received. Overall, NCW's Complaints & Investigation Cell has been able to make its impact in terms of the number of complaints received and subsequently the desirable

remedial action taken by the Commission were noticed everywhere.

#### **NCW – providing gender justice**

Smt. Chanchal Bajaj of Delhi represented to the Commission that her son and daughter-in-law, who were occupying her flat, did not allow her to reside in it. She had to rent a flat, which she could not afford. The Commission provided Counselling sessions for the family and thereafter the son paid his mother her share of the sale of the flat.

### **Important Seminars, Workshops/Public Hearings organized by NCW**

10.5 The NCW organized an Interaction and Consultation Meeting on the “Issues of Achievements and Challenges in Promoting Gender Equality and Women’s Empowerment after Beijing +10” on 7<sup>th</sup> April, 2005 in New Delhi with the objectives to initiate a discussion with women activists, NGOs and Government officials to prepare for the ensuing NAM Conference. During the discussions, the following suggestions emerged:

- Most of the participants appreciated the initiatives taken by the National Commission for Women and appealed to the Commission to create a taskforce to discuss and cull out issues which may be raised during international conferences, viz., NAM, Afro-Asian Summit, UN conference, etc.
- The National Commission for Women should conduct State level studies to review implementation of Government policies.
- The other issues raised were:
  - 33% reservation for women in legislatures.
  - Women’s role in public offices and policies.
  - Violence against women.
  - Girl Child’s rights and
  - Economic Empowerment of women including the right to ownership of land.

10.6. To commemorate the 11<sup>th</sup> Women’s Political Empowerment Day, the Institute of Social Sciences (ISS) organized a seminar in New Delhi on “Panchayats and Child Rights: Birth Registration as the First Right to Identity”, on the 25<sup>th</sup> April, 2005 sponsored by Plan International (India). Inaugurating the seminar, the Chairperson of the National Commission for Women highlighted the five pillars of women’s empowerment: access to education, drinking water, healthcare, sanitation and employment. Secretary, Health & Family Welfare highlighted the importance of Panchayats in preparing, implementing and monitoring health plans in accordance with the new National Rural Health Mission’s objectives.

10.7. NCW in collaboration with the Sikkim State Commission for Women organized a Public Hearing on Women working in Floriculture in Sikkim on 25<sup>th</sup> April, 2005 to identify the problems faced by the women who are engaged in Floriculture activities.

10.8. NCW in collaboration with the Sikkim State Commission for Women organized a Public Hearing on Women working in Agriculture in Sikkim on 27<sup>th</sup> April, 2005 to identify the problems faced by the women who are engaged in Agricultural activities.

Smt. Savitri of Uttarakhand approached the Commission regarding exploitation of her deaf and dumb daughter Sunita, a school student (name changed). The son of a neighbour Rohit Kumar (name changed), developed physical intimacy, on account of which, Sunita became pregnant. Savitri pressurized Rohit Kumar to marry her daughter, where upon Sunita and Rohit Kumar were married in July 2004 in Kotdwara. Rohit Kumar’s father disowned his son and his daughter-in-law inspite of the fact that Sunita delivered a daughter. Thereafter Rohit Kumar also deserted her. Savitri approached NCW, as the police had not taken any action. The Commission summoned Superintendent of Police urging him to take necessary action. The police traced the husband and counselled him. He has now agreed to rehabilitate his wife and daughter.

10.9 The Chairperson, NCW participated in the 5<sup>th</sup> South - Asia Regional Ministerial Conference Celebrating Beijing + 10 at Islamabad, Pakistan from 3<sup>rd</sup> May, 2005 to 5<sup>th</sup> May, 2005.

10.10 The NCW in collaboration with Meghalaya State Commission for Women organized a Public Hearing on the theme ‘Accessibility of Health Facilities to the Women and Children’ in the West Khasi Hills District of Meghalaya on 13<sup>th</sup> May, 2005.

### **Bal Vivah Virodh Abhiyan**

10.11 Deeply concerned about the prevalence of child marriages despite the Child Marriage Restraint Act which is in operation since 1929, the Commission took up this issue on priority basis and prepared an action plan to restrain the child marriages on or around Aakha Teej on 11<sup>th</sup> May, 2005. The following activities were conducted:

□ The Chairperson and Members of the Commission visited six states of Rajasthan, UP, Bihar, Jharkhand, Madhya Pradesh, and Chattisgarh. They had meetings with the Chief Secretaries, DGP's, Principal Secretaries of the Ministry of Women and Child Development, School Education Ministry and the Ministry dealing with the Hindu religious and charitable endowments in Jaipur, Lucknow, Patna, Ranchi, Bhopal and Raipur. Collectors and the Superintendents of the Police of the

Mrs. Sudha Bala (name changed) was allegedly gang-raped by BSF personnel in early 2002 at Indo-Bangladesh Border. Since then the victim along with her young daughter had been passing days in the Presidency Jail at Kolkata simply because of non-submission of charge-sheet by Police although a case under section 376 I.P.C. was duly registered against the BSF personnel. The matter was taken up by the Commission for the release of rape victim from the jail and arrangement for her rehabilitation. The joint efforts of the National Commission for Women and the West Bengal State Commission for Women resulted in the release of Mrs. Bala from jail, who was given into safe custody to her brother.

districts where the child marriages are prevalent were also invited to these meetings.

- The Commission wrote a letter to the Hon'ble Minister for Information and Broadcasting with a request that Directorate of Field Publicity and Song & Drama Division may be directed to show films, skits and cultural programmes to generate awareness in the rural areas known for child marriages in above states.
- The Commission published an advertisement in regional newspapers to generate awareness in the rural areas known for child marriages in above states.
- The Commission took cognizance of a heinous incident in which Ms. Shakuntala Verma an Anganwadi Supervisor of Dhar District, Madhya Pradesh was attacked by a youth on May 10, 2005 for her efforts to prevent Child Marriages. The committee of NCW led by Dr. Girija Vyas, Chairperson, NCW and comprising Ms. Anasuya Uike, Member, NCW and Mrs Relam Chauhan, Chairperson, Madhya Pradesh State Commission for Women visited Indore on 13.5.2005 and met the victim. The Commission directed the State Government of Madhya Pradesh and the local administration to provide adequate security to the victim and her family members.

10.12 National Workshop on Women and Land Rights in Collaboration with Nirmana held at Allahabad on 27<sup>th</sup> May, 2005 to discuss the importance of Property Rights for the Empowerment of Women.

10.13 The NCW in collaboration with the Meghalaya State Commission for Women organized a Seminar on Registration of Marriages and Family Ties at Tura and Shillong, Meghalaya on 4<sup>th</sup> June and 11<sup>th</sup> June, 2005 respectively. The main objective was to create awareness about the need for Registration of marriage as many women in Meghalaya were subjected to violence and abandonment due to the prevalence of the Customary law that does require a proper marriage for a man and woman to live together.

10.14 A Meeting was held on 28<sup>th</sup> June, 2005 with the representatives of Health & Family Welfare, Labour and Nursing Council of India, Delhi Nursing Council etc. to discuss the problems faced by Home Nurses in Kerala. It

was suggested to form a Committee for drafting a Legislation and work out the nomenclature for them.

10.15 Meeting of the Expert Committee on North Eastern States was held on 8<sup>th</sup> July, 2005 to discuss the various programmes that the Commission proposes to take up in the North Eastern States. Dr Girija Vyas, Chairperson, pointed out that the Commission was keen to initiate programmes for the empowerment of the women in the region and that there was an impending need to coordinate and network for the socio- economic political upliftment and remove any gap that exists. A Meeting of the Chairpersons of the State Commissions for Women in the North Eastern States was held on 8<sup>th</sup> July, 2005.

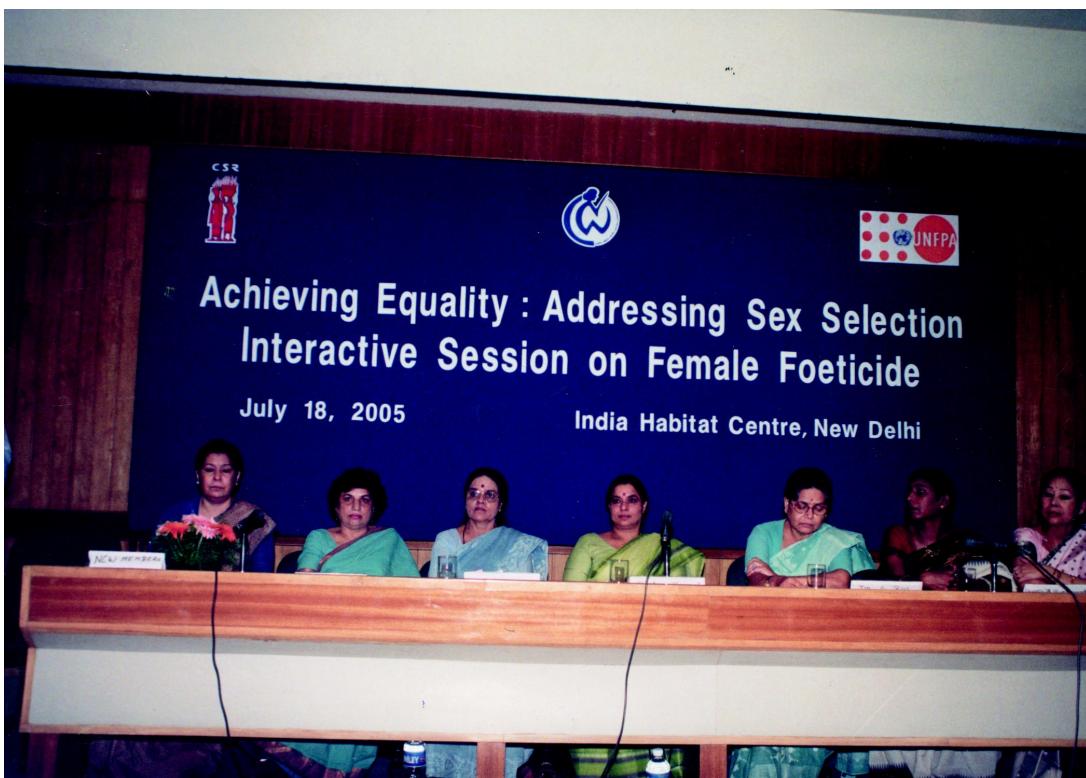
### **An Interaction on ‘achieving equality : addressing sex selection’(18<sup>th</sup> July, 2005)**

10.16 In commemoration of World Population Day, the Commission jointly organized an interaction on ‘achieving equality: addressing sex selection’ with Centre for Social Research and United Nations population Fund on 18<sup>th</sup> July at New Delhi. In view of the grave problem of female

foeticide and the resulting decline in the female child sex ratio, more than 175 participants from all walks of society discussed the plan for an organized campaign aiming towards the elimination of the practice of female foeticide in worst hit states. Dr. Girija Vyas, Chairperson mentioned that gender imbalances are alarming and this would result in a lot of sexual crimes against women and aggravate social problems like rape, polyandry, kidnapping etc. She mentioned that the time has come to work at the villages and grass-root level and learn from the experiences of the tribal areas which value the girl child much more than the civil society.

### **An interactive meeting on pending women concerning Bills with women Members of Parliament and others (25<sup>th</sup> July, 2005)**

10.17 An interactive meeting was organized by the Commission on these issues and the pending bills concerning women with the women members of Parliament, Chairpersons of State Women Commissions and other stakeholders on 25<sup>th</sup> July, 2005 in the Parliament Annex, New Delhi. After a detailed discussion on various issues, the consensus emerged on the following points:



*Foeticide-Dr. Girija Vyas and others in an Interactive Meet organized by UNFPA, National Commission for Women and Center for Social Research (NGO)*

- The meeting strongly supported the passage of Bill on Domestic Violence after taking into account the recommendations made by the National Commission for Women.
- It was also agreed to request all the political parties to support the Bill for the Reservation of Seats for Women in the Parliament and State Assemblies. The bill should be introduced as early as possible in its original form.

10.18 A Meeting with the Chairpersons of State Commissions for Women and National Commission for Women was held on 26<sup>th</sup> July, 2005 to discuss the Action Plan of the Commission so that it may be effectively implemented in the states in collaboration with the State Commissions.

10.19 The All India Conference on the implementation of PC & PNDT Act of State Secretaries-Health, WCD and

DGPs was organized by the Commission on 11<sup>th</sup> August, 2005 at Vigyan Bhawan, New Delhi. This programme is a part of the Commission's campaign against female foeticide and infanticide. Dr. Ambumani Ramadoss, Minister of Health & Family Welfare inaugurated the Conference. He emphasized on the importance of women in the society and quoted the Tamil saying "Mata Pita Guru Daivam", placing mother on the highest pedestal of all. He stated that the practice of female foeticide is a social, health and legal issue. To curb this evil, the PNDT Act needs to be made stringent. He also said that this Ministry is planning to launch a National Surveillance Cells in various states to check the menace. He appreciated the Commission's efforts in this direction and assured his full cooperation and support to the Commission in its regional and village level programmes.



*Smt. Kanti Singh, MoS (WCD), Dr. Girija Vyas, Chairperson (NCW) and other dignitaries in a Meeting of Women Members of Parliament*

## **Meeting with the NGOs working in Delhi and National Commission for Women on 17<sup>th</sup> August, 2005**

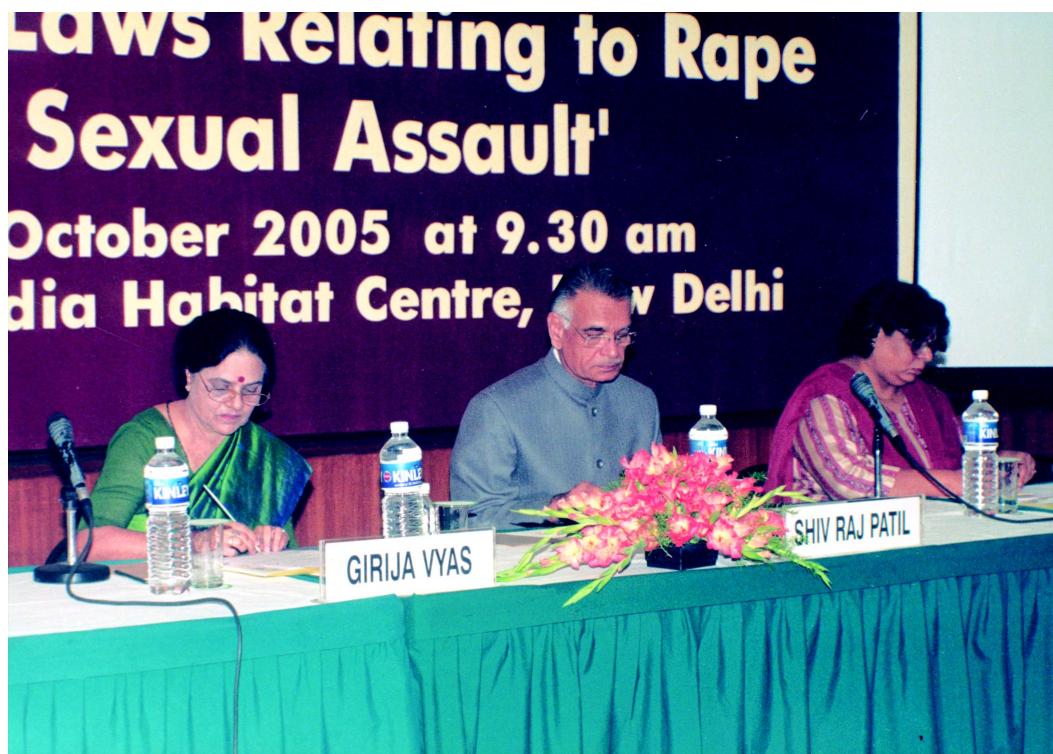
10.20 A Meeting was held with the NGOs working in Delhi with National Commission for Women under the Chairpersonship Of Smt Malini Bhattacharya, Member, National Commission for Women to discuss as to what programmes NCW can have in collaboration with the NGOs in Delhi and requested them to give their valued inputs. She emphasized the need for a meeting with the NGOs working in Delhi on issues regarding women. She informed the participants about the various programmes supported by National Commission for Women.

10.21 A Two Day conclave on "Combat HIV/AIDS A Uniformed Intervention" was held at Shillong under the aegis of Maitri an NGO and the Assam Rifle's Wives Welfare Association.

10.22 Speaking on the occasion, NCW Chairperson, highlighted the alarming rise of HIV/AIDS in North Eastern Region.

10.23 The NCW organized a National Workshop on 'Review of Laws relating to Rape and Sexual Assault', in New Delhi which focused on suggestions to be given to the Centre to review the laws dealing with sexual assault, rape and eve-teasing. The key changes suggested by the NCW are:

- The definition of rape should be widened and not be restricted to vaginal penetration.
- Sexual assault should be punishable with a minimum of 10 years in prison and a maximum of life term.
- The age factor should be looked into more carefully in abduction-cum rape cases as existing law is very often misused by rapists.
- Buying sexual favours (from sex-workers) should also be considered sexual assault.
- Video and audio recordings of the victim's statement should be admitted in court as evidence to save her from embarrassing cross examinations.
- Investigation and trial of the victim should be a time-bound affair and public servants held accountable for any lapse.



*Sh. Shiv Raj Patil, Home Minister and Dr. Girija Vyas, Chairperson (NCW) in a National Workshop on Laws relating to Rape and Sexual Assault*

10.24 The NCW organized a National Convention on 'Amendments relating to Dowry Prohibition Act, 1961 and relevant laws', in New Delhi. Chairpersons of State Women's Commissions, DGPs, Lawyers, representatives of NGOs participated in the programme. The key points raised at the meeting were:

- The Act and the procedure for registering complaints should be made people-friendly and victim friendly.
- Dowry Prohibition officers under the Act should have exclusive functions and existing government officials should not be given the charge only as an additional and secondary responsibility. The notification notifying the Dowry Prohibition Officers should be well publicized and known to the general public.
- Massive overhauling of anti-dowry laws to address the changing times where greedy in-laws have found new ways to circumvent existing laws.
- Members of legislatures and public servants should be made to sign a mandatory declaration that they have not asked for dowry at the time of their children's marriage.

- Men and women holding public offices should conduct marriages without vulgar display of wealth.
- A woman who has slapped charges of dowry harassment on her in-laws should be free to go to court where her parents reside.
- Strict guidelines should be issued to the police for investigating cases of dowry deaths on the lines of one existing for custodial deaths.

10.25 A Convention on Gender Awareness Programme for School Students in Najafgarh, New Delhi to create gender awareness among the school students about the various incidents of sexual violence, criminal abduction, harassment etc. was organized. The first programme was held on 10<sup>th</sup> and 11<sup>th</sup> November, 2005. The participants in the Pilot Programme were selected boys and girls from the neighbouring schools, some college students, teachers, guardians, police personnel and NGOs. The programme was conducted with the help of Directorate of Education and Delhi Police. In the second phase the participation of NCW was only of advisory nature. The third phase of the programme was held on 3<sup>rd</sup> January, 2006. The programme started with a big rally by students both boys and girls from



Dr. Girija Vyas, Chairperson (NCW) and others in a Pilot Programme on Gender Awareness organized by NCW and Directorate of Education, NCT of Delhi

all the schools in Najafgarh complex followed by a convention. The participants in the convention, apart from the 400 students from these schools included 100 teachers, 300 parents, NGOs, activists, police personnel, etc.

10.26 The National Resource Centre for Women (NRCW) was transferred to the National Commission for Women from the National Institute of Public Cooperation and Child Development, New Delhi. The main objective of the NRCW is to serve as a catalyst to speed up the process of development by adopting an integrated approach so that women could drop in, use the resources and interact. The Commission started an online registration of complaints through its website [www.ncw.nic.in](http://www.ncw.nic.in) so that the Commission can be accessed from any part of the country. The NRCW as well as the website were inaugurated by the Hon'ble Minister for Human Resource Development.

## **Studies sponsored by NCW**

1. Research Study on “Domestic Violence among Married Women of BPL Families”
2. Research Study on Manipur Muslim Women
3. A “Policy Research” Study on Problems & Prospects for Women in the ICTs (Information & Communication Technologies)
4. Study of Manipuri Tribal (Kom) Women’s problems accentuated by Insurgency and Ethnic Conflicts
5. Research Study proposal on Status of Muslim Women in Andhra Pradesh: A Comparative Study of Muslim Women Employees, House wives and Muslim Women in Self Help Groups.
6. Research Study on the “Human Rights Violation of Victims of Trafficking”
7. Research study on “The Activities of NCW”.
8. Research Study on the ‘Condition of Women Vendors in the Women Market in Manipur State’
9. Study on “Violence Against women and related Issues in Mizoram”
10. Study on “Needs, Problems, Aspiration and Rehabilitation of women with Disabilities in Rural and Urban areas of Orissa”
11. Research Study on “Micro-financing of women through SHGs in Chakdaha Block of Nadia District in West Bengal
12. Research Study on “Rehabilitation of Women affected by Erosion and Flood in West Bengal”
13. Research Study on “Women Prisoners in UP”
14. Research Study on “Unemployment among Female Graduates: an Explorative Study of Self Employment Avenues in UP”
15. Research Study on “Land Rights of Women of Tripura”
16. Research Study on “Status of Divorced Muslim Women in the Family as well as Community, their Problems & Solutions in Uttar Pradesh”
17. Research Study on “Women Workers in Mining Sector in Udaipur & Bhilwara Districts of Rajasthan”.
18. Research Study on “Role of Women Functionaries in PRI System”
19. Research Study on “Night Shift for Women: Opportunities & Challenges”.
20. Research Study on “Empowerment Project for Widows of Farmers in Punjab” & Seminar on “Status of Widows of Farmers who committed Suicide in Punjab”
21. Research Study on “Rehabilitation of Mentally ill Female Patients”
22. Research Study on “Analysis of Economic Impact of Domestic Violence in Karnataka”
23. Research Study on “Disabilities and Women”
24. Study on “Monographs of Successful Women Anti-Liquor Movement in Uttarakhand Region”
25. Research Study on Discrimination of Girl Child in Uttar Pradesh
26. Research Study on “Violence Against Women in India : Special Study of Uttar Pradesh”
27. Research Study on “Status of Women in Urban Informal Labour Sector in Noida and Greater Noida in Uttar Pradesh”

28. Research Study on “Socio-Economic, Health and Nutritional Status of the Elderly Women and their needs in Uttar Pradesh”
29. Research Study on Health Care for Women and Girl Children
30. Research Study on Status of Women Health in Uttarakhand
31. Research Study on “Muslim Women in West Bengal”
32. Study Report on Inspection of Custodial Institutions for Women such as Protection Homes in Rajasthan and five States of NE Region
33. Research Study on “The condition of Women in Handloom Industry in Manipur”
34. Research Study on Availability of Microcredit to Women and role of SHGs for uplifting downtrodden women in Tripura
35. Research Study on Women with HIV Psycho-Social Prospective
36. Research Study on “Knowledge, Attitude and Practices towards Re-productive Health and Rights among College Adolescent Students”.
37. Research Study to Assess the Impact of Running of Short Stay Homes and Old Age Homes for Destitute Women.
38. Research Study on “Empowering Muslim Women” in Chandpur Village, District Faridabad (Haryana)
39. Research Study on the Problems of Single Women in the State of Kerala
40. Research Study on “Status of Women among Tribals in Rajasthan”
41. Research Study on “Women’s Health and Empowerment in Integrated Child Development Services: An Exploratory Study in West Bengal”
- redefining of the definition of Rape and allied provisions. The recommendations made have been incorporated in the **Criminal Law (Amendment) Act, 2006** and submitted to the Government.
- 2. Older Persons (Maintenance, Care and Protection) Bill, 2005** - The recommendations of the Commission have been submitted to the Ministry of Social Justice & Empowerment
- 3. All India Conference of State Secretaries - Health, WCD, DGP and NGOs on implementation of the PC&PNDT Act** - The Commission had organized a National Workshop on the implementation of the PC & PNDT Act. The final report is presently under print.
- 4. Scheme for Relief and Rehabilitation of Victims of Rape** - The Commission has drafted a Scheme, which provides for relief and rehabilitation to the victims of rape. The scheme has been submitted to the Government.
- 5. The Compulsory Registration of Marriages Bill, 2005** - The draft Bill on the subject has been submitted to the Government.
- 6. National Consultation on “Protection against Sexual Harassment of Women, Bill, 2005”**- The Commission had organized a National level Conference on the Bill drafted by the Lawyers Collective, thereafter, the lawyers collective has resubmitted the redrafted Bill based on the recommendations during the National Conference. The Bill is presently under consideration of the Commission.
- 7. Family Courts (Amendment) Bill, 2005** - Private Members Bill was referred to the Commission and the recommendations of the Commission have been submitted to the Government.
- 8. The Protection of Women from Domestic Violence Rules, 2005** - The recommendations of the Commission including the redrafted Bill has been submitted to the Government.
- 9. National Conference on Review of Dowry Prohibition Act** - The Commission had conducted a National Conference on Review of the Dowry Prohibition Act, which was held in November 2005.

## Review of Laws

- National Commission for Women had organized a **National Convention on Review of Laws relating to Rape and Sexual Assault**, which included

The responses of the State Governments have also been received and the recommendations are now being finalized and would be submitted to the Government by last week of January 2006.

**10. National Workshop on Women and Land Rights -**

**11. Marine Drive Rape case** - Sent to the Government.

**12. Imrana Rape case** - Sent to the Government.

**13. Study sponsored by Legal Cell -**

- Study on Section 498A

- Study on Pendency of cases filed under PC&PNDT Act.
- Study for analyzing cases on commercial sexual exploitation of women and children.
- Study on analyzing rapecases and development of the supplement for Supreme Court on Rape Trials.
- Study on Custodial Establishments in Tamil Nadu and Madhya Pradesh.
- Study on Custodial Establishments in North East and Rajasthan.

# Rashtriya Mahila Kosh

## Setting up of Rashtriya Mahila Kosh (RMK)

11.1 Rashtriya Mahila Kosh (National Credit Fund for Women) was established in the year 1993, under the Ministry of Women and Child Development, Government of India. RMK has completed its 12<sup>th</sup> year of operation. It was started with an initial corpus of Rs.31 crores. This corpus since has been recycled four times to reach cumulative loaning operation of Rs. 178 crores.

## Objectives

11.2 The main objective of RMK is to facilitate credit support or micro-credit support to the poor women for income generating, production, skill development and housing activities in order to make them economically independent. The RMK mainly channelizes its support through non-governmental organisations, Women Development Corporations, Cooperative Societies, Self Help Groups formed under Swayamsidha or Swa-shakti etc.

## Various Loan Programmes of RMK

### *Loan Promotion Scheme*

11.3 RMK provides smaller loan assistance, maximum upto Rs. 5.00 lakhs to newer and smaller but potentially capable organisations having at least six month experience, in formation of Self Help Groups, thrift, credit, and recovery management. The objective is to further upgrade and promote their confidence in handling thrift and credit programmes more effectively.

### *Main Loan Scheme*

11.4 The scheme aims at providing credit to poor women for income generation activities through experienced NGOs.

11.5 Organisations having minimum 3 years experience in formation of Self Help Group, thrift, credit, and recovery management are eligible to apply under this scheme. A maximum loan upto Rs.300 lakhs – (Rs.100 lakhs per State) can be granted at a time under this scheme.

### *Revolving Fund Scheme*

11.6 Organisations having five years experience in the field of micro-credit with satisfactory track record are considered under this scheme. A maximum limit of Rs.5 crores can be given as loan, and the organisations are encouraged

### **RMK – pathway to financial independence through micro credit**

P. Chengamma of Andhra Pradesh and her husband made a livelihood from collecting firewood from nearby forest and selling them in adjacent village. It was a tenuous task even to make both ends meet, let alone provide for their four children. They had a dream of opening a small shop providing minimum necessities to the 50 odd families in their village. But finding finance was a major problem.

It was at this stage that Chengamma got involved in SHGs promoted by Rashtriya Seva Samiti (RASS) and supported by RMK. With a contribution of Rs.30 per month. she took a revolving fund of Rs.500 from the group, and started street vending of fruits and vegetables. Within a short period, she could avail a loan of Rs.6000 and started her own shop. Thus, she not only repaid her loan but also provided for family to lead a respectable life.

to further recycle the principal amount sanctioned by RMK for income generation activities among the SHGs.

#### ***Franchisee Scheme***

11.7 This is an outreach scheme to enable spread of RMK's programmes throughout the country, especially backward areas. Responsible organisations having good track record and experience in the field of micro-credit and franchises undertake the programme. Smaller NGOs of any State can avail loan directly from franchisee appointed by RMK for that State without sending their proposal to RMK office in New Delhi. The maximum credit available under the scheme is Rs.500 lakhs.

#### ***Gold Credit Pass Book Scheme***

11.8 An innovative credit delivery mechanism, this scheme provides hassle-free finance to medium and large NGOs to revolve the fund sanctioned by lending to SHGs for income generation production and consumption needs in a feasible manner. The maximum credit limit is Rs.500 lakhs.

#### ***Housing Loan Scheme***

11.9 This scheme has been designed with a view to provide shelter to Self Help Group members through implementing

#### ***RMK – pathway to financial independence through micro credit***

T. Pushpa, a young woman from a very poor economic background lived in a thatched roof cottage, and did framework to eke out a very modest living. When RASS supported by RMK, started formation of SHGs in their small village, she joined it as a member and saved Rs.30 every month. She than applied for a loan of Rs.600 to purchase a cow. She repaid Rs.400 as loan instalment and still had an additional Rs.300 extra for her own use. In the 2<sup>nd</sup> instalment she availed a loan of Rs.8000 and purchased a second-hand tractor. She could increase her earnings substantially through renting out the tractor. Today, she can afford to put her children in residential schools and construct a pucca-house for her family.

agencies. The maximum credit limit is Rs. 50 thousand per beneficiary for construction of low cost house / repairs / renovation. The loan is repayable within 60 months.

#### ***Family Loan Scheme***

11.10 This scheme is recently launched by RMK help to free poor women from the debt trap of money-lenders for loans to meet their family expenditure such as medical, marriage, education, funeral, festivals and other emergency needs.

#### ***Refinance Scheme***

11.11 RMK provides 100% refinance assistance to Women Urban Co-operative Banks on funds provided by them to poor women either directly or through SHGs within the norms of the RMK Main Loan Scheme.

#### ***Repeat Loan***

11.12 Repeat Loan is also made available to organisations on successful utilization of first loan and the eligibility criteria is that the borrowing organisation has to repay 25% of its existing loan.

### ***Salient features of Credit Programme of RMK***

#### ***Credit delivery Model***

11.13 RMK has a unique successful credit delivery model i.e. "RMK-NGO-SHG-BENIFICIARY model". RMK extends credit support to thrift and credit women Self Help Groups channelising through intermediary organisations such as Govt./Non-Government Organisations/ Civil Society Organisations/ micro finance institutions.

#### ***Margin Money***

11.14 The organisation applying for loan has to contribute 10% of the total credit sanctioned by RMK.

#### ***Security***

1. RMK does not take any collateral security for sanctioning loan up to Rs. 200 lakhs.
2. If total exposure of the borrowing organisation exceeds

- Rs.200 lakhs it has to provide 10% of the sanctioned amount as security in shape of Fixed Deposit.
- In case of State Govt. Organisations - For borrowing from RMK the organisation/Ministry has to arrange State Govt. guarantee if their balance sheet shows deficit/loss.

#### **Interest Rate**

- RMK charges interest @ 8% p.a. (5% p.a. in the case of Franchisee Scheme) on reducing balance from the borrowing agency.
- The borrowing agency charges any rate at or above 8% p.a. on reducing balance from SHG/ultimate beneficiaries subject to maximum up to 18% p.a. The margin given to borrowing agency as interest spread is to meet the operational cost, administrative cost and risk cost etc. to facilitate RMK's financing.

#### **Repayment Schedule**

- The borrowing organisation will repay the loan within 36 months in 11 quarterly installments with an initial grace period of 6 months for income generation activities.

- The borrowing organisation will repay the loan within 60 months in 19 quarterly installments with an initial grace period of 6 months in house construction loan.

#### **Monitoring & Evaluation**

11.15 Before sanctioning credit limit or any other facility to NGO under any scheme, Rashtriya Mahila Kosh satisfies itself about the experience, credibility and infrastructure facilities available with them to implement the programme. This is done by conducting a pre-sanction study either through RMK officials or deputed institutional monitors. Further, monitors are also assigned post-sanction monitoring studies to track the end use of RMK loan released to NGOs/borrowers for implementing the sanctioned programme.

#### **Business Development/Promotional Activities**

##### **Nodal Agency Scheme**

11.16 With a view to expand RMK's business in uncovered /marginally covered areas, RMK appoints Nodal Agencies/ Business Development Agencies in different States to function as representatives of RMK. RMK provides



Smt. Reva Nayyar, Secretary (WCD) with Nodal Officers of Rashtriya Mahila Kosh receiving Capacity Training at NIPCCD

S. No.	Name of the State	Date	Organized by
1	Bhubneshwar, Orissa	25 <sup>th</sup> Apr, 2005	SRADHA – Nodal Agency of RMK
2	Solan, Himachal Pradesh	1-3 <sup>rd</sup> May, 2005	SUTRA – Nodal Agency of RMK
3	Lucknow, Uttar Pradesh	12 <sup>th</sup> May, 2005	RMK workshop with Swa-shakti groups
4	Sonipat, Haryana	16 <sup>th</sup> May, 2005	RMK workshop with Swa-shakti groups
5	Muzaffarpur, Bihar	24 <sup>th</sup> May, 2005	RMK workshop with Swa-shakti groups
6	Nainital, Uttarakhand	01 <sup>st</sup> Jun, 2005	RMK workshop with Swa-shakti groups
7	Raipur, Chattisgarh	03 <sup>rd</sup> Jun, 2005	RMK workshop with Swa-shakti groups
8.	<b>Sikkim</b>		Dept. of Social Welfare, Sikkim
	□ Aritar	02 <sup>nd</sup> Jun, 2005	
	□ Gangtok	03 <sup>rd</sup> Jun, 2005	
	□ Namchi Bazar	04 <sup>th</sup> Jun, 2005	
	□ Tashiding	05 <sup>th</sup> Jun, 2005	
	□ Gyalzing	06 <sup>th</sup> Jun, 2005	
9	Bangalore, Karnataka	08 <sup>th</sup> Jun, 2005	RMK workshop with Swa-shakti groups
10	Kohima, Nagaland	23-24 <sup>th</sup> Aug, 2005	RMK workshop organised by Women Development Corporation, Nagaland
11	Kolkata, West Bengal	23 <sup>rd</sup> Aug, 2005	SUDA – Nodal Agency of RMK
12	Tirupati, A.P	07 <sup>th</sup> Nov, 2005	RASS – Nodal Agency of RMK
13	Kolkata, West Bengal	08 <sup>th</sup> Nov, 2005	West Bengal Women Development Undertaking
14	Bharatpur, Rajasthan	26 <sup>th</sup> -27 <sup>th</sup> Nov, 2005	Lupin – Nodal Agency of RMK
15	Dehradun, Uttrakhand	6 <sup>th</sup> -7 <sup>th</sup> Dec, 2005	Women Development Organization – Nodal Agency of RMK

honorarium of Rs. 5000/- per month to Nodal Officer to undertake various works of Nodal Agency on behalf of RMK. RMK also grants 1% of the amount of loan disbursed and 1% on loan recovered through the Nodal Agency as performance linked incentive.

RMK has so far appointed 19 Nodal Agencies across the country. The details are at **Annexure XXXV**.

## IEC Activities

### Workshops:

11.17 RMK has organised 19 Awareness cum Business Development workshops during the year 2005-2006 (up to 30.11.2005) at various locations of India. Details are as under :

### Training Programs :

- For the first time RMK organised a **Training Course for NGOs** of Eastern and North Eastern States at

Regional Office NIPCCD Gauhati from 21<sup>st</sup> November 2005 to 25<sup>th</sup> November 2005 where 40 NGO members from States of Assam, Manipur, Tripura, Nagaland, Mizoram, Meghalaya, Orissa, Bihar and Jharkhand participated.

- RMK has also organised **Nodal Officer Training Course** at NIPCCD, New Delhi from 28<sup>th</sup> November 2005 to 1<sup>st</sup> December 2005 where 19 Nos. of NGOs & Government Organisations participated.
- RMK has organized an interaction session on "**Role of RMK on Micro-Credit in India**" with senior level officers of Government of Nepal at NIPCCD, New Delhi on 9<sup>th</sup> January 2006.
- ED RMK has attended the workshop at Kohima, Nagaland on 30<sup>th</sup> and 31<sup>st</sup> January 2006 to discuss the issues regarding Prime Minister's announcement in Nagaland on 27<sup>th</sup> and 29<sup>th</sup> October 2003.
- RMK plans to hold five one week training courses for

Nodal Officers/Training of the trainers for NGOs sector at each of NIPCCD's Regional Centres namely Lucknow, Gauhati, Bangalore and Indore as well as at main Training Centre at Delhi during the year 2006-07.

## Recovery follow-up measures

11.18 As a policy decision, RMK initiates action such as filing civil suit, criminal complaint (under section 138 of Negotiable Instruments Act etc.) and blacklisting of defaulter NGOs. So far RMK has filed 187 civil suits and blacklisted 213 NGOs who are categorized as chronic defaulters.

## Performance at a glance

11.19 Cumulative Performance of RMK since 31<sup>st</sup> March 1993 to 31.01.2006:

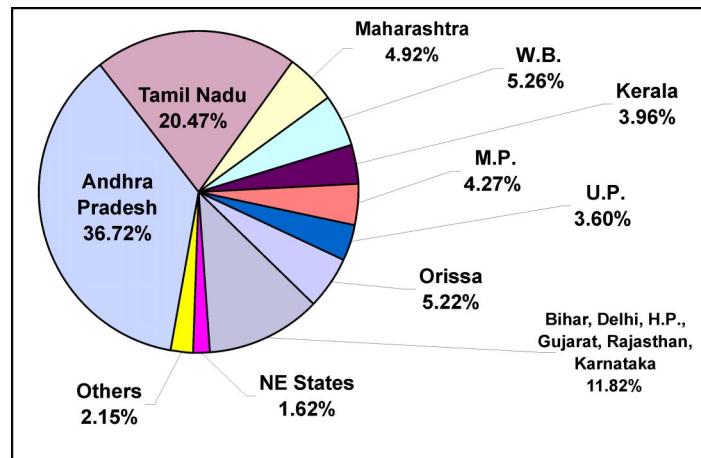
Cumulative Sanctions	:	Rs. 179.00 crores
Cumulative Disbursements	:	Rs. 142.00 crores
Total NGO Partners	:	1,216
Total No. of Women benefited	:	5,37,652
Total No. of SHGs	:	45,447
Recovery rate at apex level	:	92%
Total States covered	:	24
Total No. of Nodal Agencies	:	26

11.20 Statewise RMK sanctions, disbursement, recovery and women beneficiaries since inception to 31.01.2006 are given at **Annexure XXXVI**. Current year's performance from April 2005 to January 2006 is as under

Cumulative Sanctions	:	Rs.12.00 crores
Cumulative Disbursements	:	Rs. 15.00 crores
Total NGO Partners	:	63
Total No. of Women benefited	:	16,246
Total No. of SHGs	:	1083
Recovery rate at apex level	:	92%
Total States covered	:	24
Total No. of Nodal Agencies	:	18

11.21 Details of state-wise position of RMK sanctions, disbursement, recovery and women beneficiaries during the year 2005-2006 may be seen at **Annexure XXXVII**.

## State-wise Sanctions as on 31.01.06



## Strategic vision

11.22 Rashtriya Mahila Kosh has a strategic vision to expand its program uniformly all over the country to empower more and more economically poor women of the country in a phased manner. Some initiatives include:

- a) To create a niche position as an apex micro-credit institution for meeting micro-credit requirement of poor women. In terms of this position, it will advocate for legal frame work for formation and working of MFIs
- b) To upscale its present loaning operation from Rs. 20 crores to Rs. 40 crores.
- c) To diversify its products profile targeting different clients.
- d) To introduce innovative Customer friendly credit delivery mechanism.
- e) To widen its activities from micro-credit to micro-credit plus i.e. from livelihood financing to micro enterprises and micro insurance.
- f) Developing entrepreneurs skills amongst poor women.
- g) To continue to act as bulk credit purveyor and also to encourage the potential small NGOs/VOs etc. to access for their retail credit requirement.

## **Core Business Plan**

11.23 RMK like any other financial institutions has formulated a plan to computerize its activities completely with Nodal Agencies and high value NGO partners by resorting to development of software for automating activities of RMK which, inter-alia, includes Web enabled loan disbursement and recovery monitoring system, on line submission of loan application forms and status of release of loans. National Informatic Centre of Government of India will implement this core business plan, which will give fillip to the loaning and disbursement activities.