Chapter Three
3.1 The First Five Year Plan (1951-56)

The First Five Year plan envisaged welfare measures for women. In 1953, the Central Social Welfare Board (C.S.W.B) was created as the first government structure to foster voluntary effort in social welfare. The Central Social Welfare Board dispersed grants to voluntary agencies that provided development services to women. The Central Social Welfare Board was also reflective of the community development approach, which envisaged for the first time, the need for organising women into Mahila Mandals or Women’s clubs.

Although rural women came within the purview of the community development programmes, they were not specifically catered to as a target population based on economic or other specific class related criteria. A large majority of poor rural women thus remained unaffected.

3.2 The Second Five Year Plan (1956-61)

It was closely related to the overall approach of intensive agricultural development. The welfare approach to women’s issues persisted. The plan recognised the need for the organisation of women as workers. It also perceived the social prejudices and disabilities they suffered. The plan stated that women should be
protected against injurious work, should receive maternity benefits and creches for children. It also suggested speedy implementation of the principle of equal pay for equal work and provision for training to enable women to compete for higher jobs.

3.3. **The Third Five Year Plan (1961-66)**

During this plan government pinpointed female education as a major welfare strategy. In 1963-64 the government established the department of social welfare which later became a ministry. In social welfare, the largest share was provided for expanding rural welfare services and condensed courses of education. The health programme concentrated mainly on the provision of services for maternal and child health education, nutrition and family planning.

The Central Social Welfare Board gave grants in aid of about Rs. 4.69 crores to the voluntary organisations and about Rs 2.2 crores in the three years following. 625 condensed courses of education benefiting 4,384 women were conducted by voluntary organisations and 790 holiday camps were run for social defence programmes under the Suppression of Immoral Traffic in Women and Girls Act.

3.4. **The Fourth Five Year Plan (1969-74)**

It continued the emphasis on women's education. The basic policy was to promote women's welfare within the family as the base of operation. The outlay on family planning was stepped up
to reduce the birth rate from 40 to 25 per thousand through mass education. High priority was accorded to immunization of pre-school children expectant and nursing mothers. The enrolment of girls will be further increased through the organisation of special programmes. 1
**Table 3.1**

**EXPANSION OF GIRLS EDUCATION.**

(Enrolment in millions)

<table>
<thead>
<tr>
<th>Years (1)</th>
<th>I-V</th>
<th>VI-VIII</th>
<th>IX-XI</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>(2) Total</td>
<td>(3) Girls</td>
<td>(4) Column(3) As per cent of Column(2)</td>
</tr>
<tr>
<td>1950-51</td>
<td>19.15</td>
<td>5.38</td>
<td>28.1</td>
</tr>
<tr>
<td>1960-61</td>
<td>34.99</td>
<td>11.40</td>
<td>3.26</td>
</tr>
<tr>
<td>1965-66</td>
<td>50.47</td>
<td>18.29</td>
<td>36.2</td>
</tr>
<tr>
<td>1968-69</td>
<td>55.48</td>
<td>20.56</td>
<td>37.1</td>
</tr>
<tr>
<td>1973-74 (Target)</td>
<td>68.58</td>
<td>27.33</td>
<td>39.9</td>
</tr>
</tbody>
</table>

Source: Government of India, Fourth Five Year Plan, p. 357.

Planning Commission, New Delhi.
3.5. **The Fifth Five Year Plan (1974-79)**

The plan emphasised the need to train women in need of income and protection. It also recommended a programme of functional literacy to qualify women with skills and knowledge to perform the functions of a housewife.

The plan coincided with the international women's decade and the submission of the report of the committee on the status of women in India. The major outcome of the Central Social Welfare Board report was the national plan of action (1976), that provided the guidelines based on the UN's World Plan of action for women.

The national plan of action (1976) identified areas of health, family planning, nutrition, education, employment, legislation and social welfare for formulating and implementing action programmes for women and called for planned interaction to improve the conditions of women in India.

An immediate outcome of the national plan of action was the setting up of the women's welfare and development bureau in 1976 under the ministry of social welfare to act as a nodal point within the government of India to coordinate policies and programmes and initiate measures for women's development. The bureau was charged with the nodal responsibilities of

1. Coordinating and collaborating with multifarious programmes in other central government ministries.
2. Initiating necessary policies, programmes and measures.
3. Collecting data to serve as clearing house.
5. Working out financial and physical targets.
6. Servicing the national committee on women.
7. Following up on the recommendation of the CSWI by formulating proposals and providing guidelines.
8. Liaising with multi-national / UN agencies in the field of women's welfare.
9. Legal issues and problems concerning women and 10. Implementing programmes and schemes.\textsuperscript{2}
### Table 3.2

**INDUSTRY WISE EMPLOYMENT OF WOMEN IN THE ORGANISED SECTOR**

(As on 31st March each year)

<table>
<thead>
<tr>
<th>S.No.</th>
<th>Industry Division</th>
<th>1971</th>
<th></th>
<th>1979</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>No. of women employed (000)</td>
<td>Proportion of women to total (per cent)</td>
<td>No. of women employed (000)</td>
<td>Proportion of women to total (per cent)</td>
</tr>
<tr>
<td>1.</td>
<td>Agriculture and allied activities</td>
<td>405</td>
<td>37.6</td>
<td>581.6</td>
<td>35.90</td>
</tr>
<tr>
<td>2.</td>
<td>Mining and quarrying</td>
<td>54</td>
<td>8.9</td>
<td>85.8</td>
<td>9.64</td>
</tr>
<tr>
<td>3.</td>
<td>Manufacturing</td>
<td>422</td>
<td>9.0</td>
<td>573.3</td>
<td>9.78</td>
</tr>
<tr>
<td>4.</td>
<td>Electricity, gas and water supply</td>
<td>16</td>
<td>3.7</td>
<td>13.4</td>
<td>2.00</td>
</tr>
<tr>
<td>5.</td>
<td>Construction</td>
<td>56</td>
<td>5.9</td>
<td>59.0</td>
<td>5.29</td>
</tr>
<tr>
<td>6.</td>
<td>Trade and commerce</td>
<td>29</td>
<td>5.0</td>
<td>20.7</td>
<td>5.46</td>
</tr>
<tr>
<td>7.</td>
<td>Transport, and communication</td>
<td>44</td>
<td>1.9</td>
<td>67.9</td>
<td>2.54</td>
</tr>
<tr>
<td>8.</td>
<td>Financial insurance, real estate and business</td>
<td>865</td>
<td>13.4</td>
<td>66.0</td>
<td>7.78</td>
</tr>
<tr>
<td>9.</td>
<td>Community social and personal services</td>
<td>Included in its (8)</td>
<td>1194.2</td>
<td></td>
<td>---</td>
</tr>
</tbody>
</table>

|       | Total                                         | 1891 | 11.1 | 2760.8 | 12.40 |

Source: Government of India, Sixth Five Year Plan, p. 429, planning commission, New Delhi,
### FIFTH FIVE YEAR PLAN OUTLAYS AND EXPENDITURE

**TABLE 3.3(a)**

<table>
<thead>
<tr>
<th>Head</th>
<th>Draft 5th plan: outlay</th>
<th>1974-75 anticipated expenditure</th>
<th>1977-79 proposed outlay</th>
<th>Revised 5th plan outlay</th>
</tr>
</thead>
<tbody>
<tr>
<td>Girls hostels</td>
<td>4.00</td>
<td>2.04</td>
<td>1.73</td>
<td>3.77</td>
</tr>
</tbody>
</table>

Source: Government of India, Fifth Five Year Plan, p. 159, planning commission, New Delhi.

**TABLE 3.3(b)**

<table>
<thead>
<tr>
<th>Programmes</th>
<th>Draft 5th plan outlay</th>
<th>1974-75 Anticipated Expenditure</th>
<th>1977-79 Proposed outlay</th>
<th>Revised 5th plan outlay</th>
</tr>
</thead>
<tbody>
<tr>
<td>(A) Women</td>
<td>21.00</td>
<td>5.25</td>
<td>9.40</td>
<td>14.65</td>
</tr>
<tr>
<td>Welfare</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(B) Centrally sponsored schemes</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>women welfare</td>
<td></td>
<td></td>
<td>1.00</td>
<td>1.00</td>
</tr>
</tbody>
</table>

Source: Government of India, Fifth Five Year Plan, p. 160, planning commission, New Delhi.

#### 3.6. The Sixth Five Year Plan (1980-85)

Through the review on status of women conducted before planning the 6th Five Year Plan, the government observed the main drawbacks in women’s development. They were repeated pregnancies without respite in physical work load, lack of education, formal and non-formal, and a preponderance of social prejudices along
with lack of economic generation activity or independent assets. Thus the strategy stressed the important issues of education, employment and health which are interdependent and dependent on the total developmental process.

I. PROGRAMMES FOR IMPROVING THE EDUCATION LEVELS OF WOMEN AND GIRLS

(a) The programmes for universalisation of elementary education will be specially directed towards higher enrolment and retention of girls in schools. For this Balwadi-cum-creches are attached to the schools to enable the girls to attend school since otherwise they would have to stay at home to look after the younger brothers and sisters in the absence of mother, at work. It would require income generation work for girls outside the school hours to supplement the family's income. Other incentives like uniforms, free books and stationary etc., already in force would need to be effectively expanded. Women teachers where necessary, would be appointed in rural areas to encourage girl's education. Residential quarters for women teachers would also be constructed. Science teaching will be strengthened to achieve greater participation of women in science and technology. Admission policies will be streamlined to promote greater enrolment of women in engineering, electronics, agricultural, veterinary, fishery and forestry courses. In education and training women would thus be brought to the mainstream along with men to share the facilities fully.
(b) The functional literacy programme would be expanded specially in areas having low female literacy rates. Special non-formal educational programmes will be introduced for girls in the age group of 15-20 years who could not complete formal schooling earlier. Every effort will be made to ensure that at least 1/3 of trainees under the Training for Rural Youth for Self Employment programme (TRYSEM) are girls. Special Krishi, Udyog and Van Vigyan Kendras will be established for women.

(c) For boosting the programmes for education of women belonging to backward classes, the number of girls hostels would be increased. The rates of post-metric scholarships for different courses are higher for girls as compared to boys. This scheme would be further expanded to provide larger opportunities for girls. Instead of increasing separate women’s polytechnics which were developed as multipurpose institutions for imparting training in arts, crafts etc., co-educational institutions would be encouraged as far as possible.

II. Developmental programmes for good health

(a) In health, provision will be made for continuing and expanding the maternal and child health schemes including antenatal, and postnatal services training of popular "DAIS" who are already practising in every village so as to reduce the maternal and neo-natal deaths and complications. Training capacity for Auxiliary Nurse Mid-wife’s (A.N.M) would be further
augmented to meet the requirements of sub-centres. To overcome the field problems faced by A.N.M's efforts would be made to select girls from local areas, relax minimum educational qualifications, raise upper age limit and give preference to widows or deserted wives. Training facilities for nursing personnel will be expanded. Family welfare programmes will receive high priority. Sustained effort would be made to create consciousness, acceptance and demand for this programme. Cooperation of the voluntary organisations would be sought for disseminating relevant health and family planning information and for launching a national movement for population stabilisation.

(b) Effort would be made to expand the minimum health facilities integrated with family welfare and nutrition. The nutritional status of a child at birth is influenced by the nutritional status of its mother. It is well documented that a vast majority of pregnant and nursing mothers especially belonging to the low socio-economic group live on diets which are inadequate. The high incidence of pre-maturity, low birth-weight of babies and neo-natal mortality can be attributed to poor nutritional conditions among the mothers. In view of this importance will be given to improving the maternal nutrition status.

(c) Till the long-term programme effectively builds up, nutrition intervention to most vulnerable groups of women, namely pregnant and nursing mothers from the weakest sections of the society, would continue to get nutrition supplement under the supplementary
nutrition programme. Education will also be imparted on the production and consumption of nutritious foods and on the adoption of simple horticultural remedies involving kitchen gardening for the major nutritional maladies of each block.

III. IMPROVING EMPLOYMENT OPPORTUNITIES FOR WOMEN

(a) Areas and sectors where women’s employment is either low or on the decline would be identified and corrective measures initiated to promote additional avenues for employment. Effort would be made to offer larger employment for them in the schemes for public distribution system, rural godowns, operation flood II, dairy development and social forestry and armed forces. Modernisation of traditional occupations of women such as spinning and weaving, matchmaking, choir, cashew, rural marketing, agriculture, animal husbandry and fishery etc., would be selective and would include simultaneous development of skills for alternative employment for them. Mechanisation will be encouraged in such areas where the processing or manufacturing involves extremely strenuous and debilitating hardwork which is injurious to health.

b) Family aid services would be supported so as to enable women to remain in employment. Enforcement of statutory obligations for setting up creches would be pursued vigorously. Creches would be established in the hostels for working women, State and Central Government offices, public sector undertakings, residential colonies and project sites. Creches will have to be designed for
regular establishments as well as for agricultural, construction and migrant labour families. In rural areas this would be linked up with the scheme of National Rural Employment Programme (NREP). The implementation of the equal remuneration act would be reviewed and appropriate measures introduced for their effective functioning. Measures would be taken for the payment of wages earned by women directly to them.

(c) The specific needs and problems of self-employed women will be identified and steps taken to extend appropriate support to self-employed women like street vendors, petty shop-keepers, weavers etc.

(d) A major step to be taken to promote female employment would be to expand and diversify the education and training opportunities available to women. Under the apprenticeship training scheme, placement of increased number of women trainees would receive special attention. Under the vocational training programme for women, rural training component and setting up of more regional institutions are envisaged.

The National Scheme of Training of Rural Youth for Self-Employment (TRYSEM) is expected to cover a large number of rural women. These would also be expected to facilitate the removal of skill constraints, and biases working against the recruitment of women trainees. As an incentive, special prizes and awards may be instituted for women trainees or students in recognised
institutes. Programmes would be integrated with production activities.

IV SOCIAL WELFARE

The coverage of the programmes of hostels for working women would be stepped up with emphasis on making this scheme a self-financing project as far as possible. Measures for re-entry of women who go out of employment for raising their families would be considered along with the provision of part time jobs in an organised manner besides arrangements for keeping their knowledge upto date, specially in science and technology would be considered. Training and rehabilitation schemes for women in need of care and protection would be formulated to facilitate their absorption into the normal stream of socio-economic life. Institutional services would be expanded selectively to provide shelter to the most needy and unrehabilitative category only. The socially and physically handicapped women would be helped to take advantage of the services provided under social defence and handicapped sub-sectors of social welfare programmes. However the trades under the training programmes under various institutions would have to be diversified to make their rehabilitation successful.11

MAJOR ACHIEVEMENTS

(a) Three regional vocational training centres, one each at Bangalore, Bombay and Trivendrum and a National Vocational
Training Institute at New Delhi with a total annual intake capacity of 600 women trainees were set up by the Directorate General of Employment and Training (DGE&T). 144 Industrial Training Institutes (ITI’s) exclusively meant for women were functioning in different states by the end of 6th Plan.

(b) The Integrated Rural Development Programme (IRDP) accorded priority to women heads of households. On the whole women comprised 7 per cent of the beneficiaries covered under the I.R.D.P. during the 6th Plan. A decision was also taken that a minimum of 1/3 of the beneficiaries under T.R.Y.S.E.M would be women and thereby about 3.27 lakh women constituting 34.8 per cent of the total number of beneficiaries were trained. A new scheme namely Development of Women and Children in Rural Areas (D.W.C.R. A) was started in 1982-83 as a pilot project in 50 blocks of the country. Women who were not in a position to take advantage of schemes under the I.R.D programme were organised into homogeneous groups of 15 to 20. Each such group was provided training in a chosen economic activity along with necessary infrastructure. The scheme has proved quite popular. Over 1900 groups were formed and trained benefiting about 30,000 women during the two year period, 1983-85.

(c) The enrolment of women under the adult education programme in December 1984 reported 2.89 million, the coverage being about 52 per cent of the total enrolment. Besides 4,62,000 women were
also covered under the programme Functional Literacy for Adult Women implemented by the ministry of Social Welfare.

(d) At the end of the 6th Plan more than 1.2 million women were receiving benefits under the scheme of Integrated Child Development Services (I.C.D.S).

(e) Prophylaxis programmes against nutritional anaemia of pregnant and lactating mothers were implemented. Iron and folic acid tablets were distributed to more than 72.5 million pregnant women and nursing mothers. Tetanus toxin was administered to about 36 million pregnant women.

(f) Under the family welfare programme, the couple protection rate was expected to have reached 35.6 per cent by the end of March 1985. It is worth mentioning that the female infant mortality rate had fallen from 148 in 1972 to 115 in 1980, whereas the male infant mortality rate fell from 132 in 1972 to 113 in 1980.

(g) A number of schemes were taken up in the social welfare sector to benefit destitute and needy women. By the end of 1984-85 voluntary organisations were assisted in the construction of 344 hostels for working women. Nearly 3,000 women were given training in skills in modern industries and provided employment under the scheme 'Employment and Income Generating Training cum Production Centres for Women, condensed courses of education and vocational training courses were organised by a number of voluntary organisations benefiting 1,11,000 women. Under the
'Socio-Economic Programme' 3,589 units were sanctioned with a coverage of 47,011 women. The scheme of 'assistance to women in distress' covered only 9,260 women through 267 vocational courses in non-traditional trades with the aim of making these women economically independent.

(h) For creating increasing awareness of the role of women in development and the need for improvement of their status, various media units under the ministry of information and broadcasting presented appealing programmes on social and economic problems and other related issues faced by women.

(i) To mould public opinion against atrocities on women a number of interviews and discussions were held with legal experts, social workers and officials of women’s organisations.

(j) A major step was taken by the University Grants Commission (U.G.C) to provide a boost to women's participation in the field of science and technology by enhancing 10 years the ages of eligibility for women scientists to receive research fellowships.

(k) A report was brought out on 'occupational and environmental health problems of Indian women'.

(l) Under the scheme 'science and technology for women' a wide spectrum of activities was taken up.
### Table 3.4

**SIXTH PLAN OUTLAY, SOCIAL WELFARE, CENTRAL AND CENTRALLY SPONSORED SCHEMES**

(Rs. in Crores)

<table>
<thead>
<tr>
<th>Plan outlay</th>
<th>1974-79</th>
<th>1980-85</th>
</tr>
</thead>
<tbody>
<tr>
<td>CENTRAL</td>
<td></td>
<td></td>
</tr>
<tr>
<td>I. WOMEN WELFARE</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Family and child welfare</td>
<td>2.40</td>
<td>Programme is looked after by states</td>
</tr>
<tr>
<td>2. Functional literacy</td>
<td>2.69</td>
<td>2.37</td>
</tr>
<tr>
<td>3. Condensed course of education</td>
<td>2.89</td>
<td>7.00</td>
</tr>
<tr>
<td>4. Socio-economic programme</td>
<td>4.00</td>
<td>9.25</td>
</tr>
<tr>
<td>5. Hostels for working women</td>
<td>5.07</td>
<td>13.75</td>
</tr>
<tr>
<td>6. Promotion and strengthening grassroot level women's organisations</td>
<td>---</td>
<td>1.97</td>
</tr>
<tr>
<td>CENTRALLY SPONSORED</td>
<td></td>
<td></td>
</tr>
<tr>
<td>WOMEN WELFARE</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Welfare of destitute women and children</td>
<td>1.00</td>
<td>0.75</td>
</tr>
</tbody>
</table>

Source: Government of India, Sixth Five Year Plan, p. 436, planning commission, New Delhi.

### 3.7. The Seventh Five Year Plan (1985-90)

In the Seventh plan the basic approach would be to inculcate confidence among women and bring about an awareness of their own potential for development as also of their rights and privileges.
MAJOR SOCIO AND ECONOMIC PROGRAMMES

(a) EDUCATION

(1) During the 7th plan sustained efforts through various schemes would have to be made in order to reach cent per cent coverage in elementary education for children up to the age of 14 years. Efforts would be made to retain girls in school especially in rural areas and children belonging to scheduled castes, tribes and other weaker sections. At the elementary level education has been made compulsory for girls in all states.

(2) Non formal elementary education would be expanded to benefit girls in the age group 6-14 years.

(3) Under the adult education programme, apart from increasing the coverage, the educational content of the programme would be modified to incorporate new value systems in the community regarding the role of women in the family and community.

(4) Integrated Rural Development Programme (I.R.D. P), National Rural Employment Programme (N.R.E.P.), Training of Rural Youth in Self-Employment (T.R.Y.S.E.M) and other such programmes would have a component of functional literacy for women beneficiaries.

(5) Open learning systems and women polytechnics would be set up for encouraging talented girls. Additional facilities for development of backward classes would be continued. Under the National Sports Policy participation of women and girls in sports
and games would be encouraged.

(b) HEALTH

All programmes which are implemented by the government in the 6th plan period are continued in the 7th plan also. Under the health sector the major thrust during the next 10 years will be directed towards the reduction of the prevailing high maternal and infant mortality rates. Women’s organisations and ‘D I A S’ will be employed to spread knowledge about simple remedies for common disorders.

(c) EMPLOYMENT

(1) AGRICULTURE AND ALLIED SECTORS: Special attention would be given to improve existing skills of women and imparting to them new skills under the programme of farmer’s training exchange of development, fodder production, post-harvest technology, application of pesticides, budding and grafting, farms training in horticulture, fisheries, poultry, dairy, social forestry, etc.

Horticultural Research and Development Programme would play a significant role in economic and nutritional progress, particularly with respect to the problem of under-nutrition in pregnant women and nursing mothers and their children.

2. RURAL DEVELOPMENT

IRDP has been extended to all the 5092 blocks in the country during the 6th plan. About 20 million beneficiaries would be covered during the 7th plan. This would include 50 per cent of
old beneficiaries who may require a second dose of assistance at an average rate of Rs 500. The new beneficiaries however would receive an enhanced rate of subsidy of Rs. 1,335. The scheme D.W.C.R.A would be strengthened and modified in order to ensure that the benefits reach the target groups. Stress would be laid on giving adequate employment to women under the schemes of the National Rural Employment Programme (N.R.E.P) and Rural Employment Guarantee Schemes (R.E.G.P).

3. LAND REFORMS

The scheme for providing financial assistance to the Assignees of Ceiling Surplus Land (A.C.S.L) obtained from the implementation of land ceiling laws is under operation since August 1975. The central assistance for this scheme is intended to enable allottees to buy inputs and other necessary where withthals of cultivation. The policy will be oriented to confer benefits on a large number of households headed by women. Families of landless agricultural and other sections of the vulnerable groups will be given usufruct rights to grow trees on roadsides, waste lands etc.,

4. INDUSTRY

Attempts would be made to identify and target the women beneficiaries under Entrepreneurial Development Programme (E.D.P) and industrial estates.
5. VILLAGE AND SMALL SCALE INDUSTRIES

Rural technology institutions and mobile technology and training units would be considerably expanded. These organisations would regularly conduct special programmes for women by agencies like Process-cum-Product Development Centres (P.P.D.C) training centres and Small Industries Services Institutes (S.I.S.I) would be examined.

The District Industries Centres (D.I.C’s) will play a special role in the identification of groups of women for disseminating information relating to avocations to be taken up and the nature of support that would be extended by government agencies. Special facilities like sheds and flats at subsidised rates to units exclusively run by women and/or employing female labour will be given.

The National Small Industries Corporation and other apex organisations would extend support for marketing, product design and financial support for raw material procurement. Coir making, sericulture and small scale industries are some such sectors which offer great potential to women under the programme of training of workers and entrepreneurs.

6. KHADI AND VILLAGE INDUSTRIES

During the 7th plan the employment coverage under khadi and village industries is likely to increase from the present 3.80 million persons to 5.86 million persons. A considerable
proportion of this additional employment will come to women and
the percentage share of women is expected in increase from 46 to
48 per cent during the 7th plan.

7. OTHER MEASURES

Studies would be sponsored to examine whether equal
remuneration under the act is related to work outputs under
different sectors of employment. Similarly studies will be under
taken on the implementation of the Factories Act 1948, the
Plantation Labour Act 1951, and the Mines Act of 1952 to assess
whether the interests of women are adequately protected. Special
agencies will be set up for extending credit facilities for self-
employment and home based workers. Relaxation of age limit for
women for entry into government services and public sector
undertakings will be considered. Avenues for creation of part
time employment for women will also be explored.

8. SCIENCE AND TECHNOLOGY

Assistance of voluntary organisations would be sought for
taking need based technologies to the target groups and in
obtaining feedback regarding the acceptance of the programmes and
in identification of factors that influence the transfer of
technologies under the concept of Vigyan kendras. The possibility
of setting up rural banks for lending improved agricultural tools
would be explored and new groups would be identified, preferably
those in which scientists and technologies are actively involved for taking up development programmes for women at the grass root level.

Special research would be conducted and training programmes would continue to be sponsored for women in polytechnics and other institutions of technical education. Home science colleges would be ensured.

d. **SOCIAL WELFARE**

The Central Social Welfare Board (C.S.W.B) would continue to extend grants-in-aid to voluntary organisations to setup a variety programme for the benefit of needy women. The scheme of assistance to public undertakings and autonomous organisations for supporting women from weaker sections on a sustained basis with the help of Norwegian agency for International Development (N.O.R.A.D) would be further expanded with focus on diversified occupations and inculcating new skills required by the job market. The scheme of training of rural women in public cooperation will be extended to develop leadership qualities among them and to involve them in the developmental activities of the country.

A women's development planning and monitoring cell will be set up for collection of data and monitoring of plan programmes.
e. VOLUNTARY ORGANISATIONS

At present the effort by voluntary agencies is rather uneven and is mostly concentrated in the urban areas. These agencies have to be stimulated to extend their programmes to rural, hilly and backward areas. They would be encouraged to create public opinion against social evils like child marriage, dowry, illiteracy and atrocities on women. They work to bring among women awareness about their rights and privileges.

The voluntary organisations would be involved in delivering the messages on preventive and promotive health and social and nutritive care for women and children.

MONITORING

Steps will be taken to minimize leakages and to strengthen the machinery for monitoring progress of various schemes at state and district levels.13
## TABLE 3.5

<table>
<thead>
<tr>
<th></th>
<th>6TH</th>
<th>7TH</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1980-85</td>
<td>1985-90</td>
</tr>
<tr>
<td><strong>PLAN OUTLAY SOCIAL WELFARE CENTRAL AND CENTRALLY SPONSORED SCHEMES</strong></td>
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<tr>
<td><strong>(Rs. Crores)</strong></td>
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<tr>
<td><strong>I. CENTRAL</strong></td>
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<tr>
<td>1. Welfare and Development of Children</td>
<td>9.75</td>
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<td>2. Creches/day care centres for children of working/allied mothers</td>
<td>&amp;</td>
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<td>3. International year of the child</td>
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<tr>
<td>4. Social work education and training</td>
<td>7.00</td>
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<td><strong>II. WELFARE AND DEVELOPMENT OF WOMEN</strong></td>
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<td></td>
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<tr>
<td>1. Functional literacy for adult women</td>
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<tr>
<td>2. Hostels for working women</td>
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</tr>
<tr>
<td>3. Setting up of employment and income generating cum production centres for women</td>
<td>0</td>
<td>2.00</td>
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<tr>
<td>4. (a) Condensed courses for primary level</td>
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<td></td>
</tr>
<tr>
<td>(B) Condensed courses for middle/high school levels</td>
<td>7.00</td>
<td>25.00</td>
</tr>
<tr>
<td>(C) Vocational training courses</td>
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<td></td>
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<td>5. Socio-economic programmes</td>
<td>9.25</td>
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<td>6. Training of public women in public co-operation</td>
<td>1.97</td>
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<td>7. Women's development corporations</td>
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<td>16.00</td>
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<td>8. Women's development, planning and monitoring cell</td>
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70

Contd
9. Support to training-cum-employment programme for women -- 45.00

10. Grant-in-aid to voluntary organisations through central social welfare board 16.75 20.00

III. WELFARE OF HANDICAPPED

1. Expansion and improvement of national institutes for the visually handicapped, the orthopaedically handicapped and the mentally handicapped 6.80 10.00

2. National institute for rehabilitation training and research 2.00* 2.00

3. Scholarships research, training and grants to voluntary organisations 12.78 20.00

4. District rehabilitation centres @ 1.00

IV. SOCIAL DEFENCE

1. Short stay homes L 1.00

2. Education work for prohibition and prevention of atrocities on women 0.75 1.00

3. National institute of social defence 0.25 1.00

V. OTHERS

1. P R E M and innovative action cum research projects 1.00 1.00

2. Grants-in-aid to all India voluntary organisations 2.75 1.00

3. Information and mass education cell in the ministry of social and women’s welfare @ 0.50

Total centre 95.68 272.57

Contd
**CENTRALLY SPONSORED**

I. **WELFARE AND DEVELOPMENT OF WOMEN**

1. Services for children in need of care and protection  
   | 5.75 | 20.00 |

2. Integrated child development services  
   | 45.00 | 500.00 |

II. **WELFARE AND DEVELOPMENT OF WOMEN**

1. Assistance for setting up women’s training centres/institutions for rehabilitation of women in distress (welfare of destitute of women and children)  
   | 0.75 | 1.00 |

III. **WELFARE OF HANDICAPPED**

1. Integrated education  
   | 2.80 | -- |

2. Placement of handicapped through special employment exchange/special cell in employment exchanges  
   | 0.02 | 1.00 |

IV. **SOCIAL DEFENCE**

1. Prevention and control of juvenile maladjustment  
   | -- | 2.50 |

2. Welfare of prisoners  
   | -- | 2.50 |

   Total: Centrally sponsored  
   | 54.32 | 527.00 |

Grand total: Centre and Centrally sponsored  

| 150.00 | 799.97 |

& provision made under rural development sector

@ provision was made on year to year

* originally the outlay was for artificial limbs manufacturing corporation/National Institute for Prosthetic and Orthotic training

L included under item V-2.

Source: Government of India, Seventh Five Year Plan, p. 306, planning commission, New Delhi.

The strategy in the eighth plan will be to ensure that the benefits of development from different sectors, do not by-pass women and special programmes are implemented to complement the general development programmes. The latter, in turn, should reflect greater gender sensitivity. The flow of benefits to women in education, health and employment need to be monitored. Women must be enabled to function as equal partners and participants in development and not merely as beneficiaries of various schemes. Extending the reach of services to women, both quantitatively and qualitatively, will be an important objective of the eighth plan. Socio-cultural and administrative constraints to the realisation of women’s full potential need to be removed and there has to be greater societal awareness of their contribution to national well-being. The media, both mass and folk, will be assigned an important role. Voluntary agencies will be supported in their advocacy and social activism programmes for gender equality and prevention of atrocities on women. Panchayathi Raj institutions will be involved in the designing and implementation of women’s programmes.

A more holistic view of women’s role in the family and society would be conceived as opposed to the perception of a restricted role of motherhood and home maker. The issues relating to women will be integrated in the total development endeavours. The
different ministries would allocate resources in a manner that the benefits flow to women.

A major thrust in the strategy for women’s development will be on the formation and strengthening of grass root level women’s groups, which will articulate local women’s needs and play an important role in decentralised planning and implementation of programmes. Services for women under various programmes of employment, education, health care, family welfare, drinking water and nutrition would be made available at the grass root level in the form of a package through convergence and integration.

Adolescent girls out of the school system have been a neglected category in the matter of reach of social services. The development needs will require special attention in order to prepare them for adult roles. Special programmes would be developed for adolescent and young girls as their groups have generally suffered on account of poor nutrition, lack of health care, education and training and restrictive special customs and practices.

The existing level of safe guards for women against injustice and atrocities need to be reviewed, loopholes removed and their implementation monitored. One of the basic requirements for improving the status of women is to bring about changes in the law relating to inheritance of property to fully protect the interests of women and enable them to get an equal share in the parental property, whether inherited or self-acquired. Social legislations
for women will be effectively enforced with the help of women’s groups. A national commission on women has recently been set up to act as a watch dog body on matters concerning women. A Commissioner of women’s rights will be appointed.

It is equally important to usher in changes in societal attitudes and perceptions in regard to the role of women in different sphere of life. This will be facilitated by the empowerment of women and will imply adjustments in traditional gender specific performance of tasks. Mass media and inter-personal communication techniques will be extensively utilised to achieve these needs.15


### TABLE 3.6

<table>
<thead>
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<td><strong>A. CENTRAL</strong></td>
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<tr>
<td>I</td>
<td>Welfare and development of women and children</td>
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<td></td>
</tr>
<tr>
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<td></td>
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</tr>
<tr>
<td>2</td>
<td>Schemes for the welfare and the development of children</td>
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<td></td>
<td></td>
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<tr>
<td>II</td>
<td>Welfare of the handicapped</td>
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<td>Institutes for the handicapped</td>
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<td>12.80</td>
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<td>47.95</td>
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<td>III</td>
<td>Social defence and welfare of the aged</td>
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<td></td>
</tr>
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<td>13.26</td>
<td>17.30</td>
</tr>
<tr>
<td>2</td>
<td>Schemes for the welfare of the aged</td>
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<td>3.00</td>
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<td>195.40</td>
<td>170.73</td>
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Contd..
B. CENTRALLY SPONSORED

I. Welfare and development of women and children

1. Schemes for the welfare and the development of women
   1.00  1.22  1.60  0.50  0.21

2. Schemes for the welfare and the development of children
   482.00  760.07  613.65  561.80  1640.74

II. Welfare of the handicapped

1. Institutes for the handicapped
   1.00  0.45  3.10  0.31  4.00

III. Social defence

1. Schemes for the social defence
   25.00  21.06  25.00  18.88  41.00

SUB-TOTAL (B) 509.00  782.80  643.35  581.49  1685.95
SUB-TOTAL (A+B) 802.62  1039.88  838.75  752.22  2375.00

Source: Government of India, Eighth Five Year Plan, p. 413,
planning commission, New Delhi.
a. EMPLOYMENT

Women, who form nearly half of the population, will be recognised as a target group in the promotion of employment. The employment strategy for women will be integrated with the respective sectoral planning. It will be based on promotion of opportunities for self-employment and creation of wage employment. A better deal for the women work force in the unorganised sector would require encouragement to the formation of producers groups and cooperatives. This would help improve their bargaining power and access to inputs. Special, condensed, job-oriented courses will be organised for women. District federations and associations of women’s groups will be encouraged to train village women and help them secure technical support, credit and marketing facilities.

Attempts would be made to expand women’s employment in the household sector by providing adequate support in the areas of technology upgradation, training, credit, raw materials and marketing. A decentralised approach for providing these facilities will help considerably in the expansion of women’s employment in these sectors.

The existing poverty alleviation programmes like IRDP, TRYSEM and Jawahar Rozgar Yojana would ensure that the target set for women beneficiaries is reached. The scheme of Development of Women and Children in Rural Areas (DWCRA) would be strengthened. Greater
flexibility will be provided in the areas of training inputs for organisational and managerial skills and support for raw materials, marketing and services from the departments concerned.

The programmes of training women in soil conservation, dairy development, social forestry and other occupations allied to agriculture like sericulture, dairying, horticulture and poultry will be expanded. The existing syllabus will be reviewed to make the training more relevant to the needs of women. Extension services will be modified and strengthened, keeping in mind women's role as producers. Special measures will be made to cover a large number of women under extension services. The number of women extension workers will be increased. They would actively assist rural women to take advantage of the schemes and training programmes and help in formation of cooperatives and Mahila Mandalas.

In the programmes of agricultural production, emphasis would have been laid on implementation of land reforms, restructuring of agrarian institutions and promotion of rural industries. In this context, the role of women in agricultural production has to be given due recognition. Women's control over economic resources and services will have to be encouraged as a large number of women are heading rural households. Measures would be necessary to distribute surplus land to women-headed households as well and titles granted to women in the allotment of house sites as also in respect of other productive assets. For married women, joint
titles would be desirable for productive assets, houses and house sites.

Vocational training of women will be a special thrust area. The training programmes for women in the ITIs and other training institutions will be diversified and expanded. New areas with a high employment potential will be identified. Part time and short term courses will be organised as per the local needs of industries. Women will be encouraged in new expanding areas of technical education such as electronics, computer systems, bio-engineering, communications and media.

Women in rural areas spend a large part of the day in procuring fuel, fodder, food and water for the family. Measures will be taken to reduce the element of drudgery through improved sanitary and environmental conditions, smokeless chullahs, bio-gas plants, solar cookers and other low cost technologies.

b. NUTRITION

Deprived of proper nourishment and health care since childhood, women in our country remain under-weight and suffer from nutritional anemia. Efforts would be made to bring about a change in the discriminatory attitude of the society with regard to the food intake of females within the family and in the traditional beliefs and practices, wherever prevalent with regard to the nutritional needs of women. It would be necessary to facilitate woman’s access to, and control over income and use of
locally available foods so as to ensure adequate nutrition. Particularly iron and iodine intake nutrition programmes will lay emphasis on nutrition education, particularly increasing the awareness about the nutritional needs of women especially during infancy, adolescence, pregnancy and breast feeding of the new born.

Mass media would play a major role in spreading the messages regarding women’s nutrition. Documentary films, video tapes and audio cassettes will be provided and transmitted through television, radio, cinema and other communication channels. Booklets and pamphlets will be produced on a large scale for the community. Exhibitions on the theme of ‘women’s nutrition and health’ will be organised in rural, tribal and urban slum areas. Camps and short term nutrition training programmes will be organised for women, adolescent girls, women’s organisations and school girls by trained ICDS workers, ANMs, teachers, members of Mahila Mandals and informal channels. For effective implementation of training programmes, educational material will be produced in local languages.

Local women’s organisations and adolescent girls would be encouraged to promote participation of women in the monitoring of nutrition care and social support measures for them. Nutrition education programme would be linked with other programmes like family planning, environmental sanitation, potable water supply, ecological, balance horticulture, kitchen garden, education and training for income generation.
c. EDUCATION

Education of women is a critical input for improving nutrition levels, raising the age at marriage, acceptance of family planning, improvement in self image and their employment. Experience of voluntary organisations and some of the innovative government programmes have shown that a group of motivated women can be effective instruments for mobilising the community for women's education. Emphasis will be laid in the eighth plan on creation of conditions which would enable women to participate in the educational process in a more meaningful way.

Retention of girls in schools upto elementary stage will be pursued as an important objective. Universalisation of education would comprise not merely universal enrolment but also universal participation. Provision of school uniforms and other incentives would improve the enrolment of girls in rural areas, particularly in educationally backward states. Since girls find it difficult to go long distances to attend schools, it is necessary to have schools in the vicinity of the villages. Non-formal centres for girl's education, flexible timings and literacy programmes will involve women's groups. Flexible modules for education and conducted courses would be designed for rural girls and women. Women's access to science education has to be improved and this would require careful planning to generate a pool of trained mathematics and science teachers. Institutional mechanisms will be developed so that the teachers are made to feel responsible to
the community. Adult female education will be promoted, a process which will also help in the enrolment and retention of young girls and children in the school system.

Appointment of female teachers would be of great help in improving the attendance of girls in schools. Although the proportion of female teachers according to the Fifth All India Educational Survey, has reached 30 percent, their number is still inadequate in rural areas. In order to induct local women as teachers, relaxation in educational qualifications may have to be made in some areas.

At the secondary and higher stages of education it will be necessary to provide diversified courses in technical fields such as agriculture, health sciences, food production activities like dairy, food preservation, poultry etc., correspondence courses and self-study programmes for girls and open school system would be expanded.

d. SCIENCE AND TECHNOLOGY

Application of science and technology is vital for the advancement of women. Technology should reduce household drudgery and provide better working conditions for women particularly in rural areas. Science and technology should aim at improvement of the environment and quality of the life of women at affordable cost. At present, although the women are represented in science and medical courses to an appreciable degree, the number engaged
in scientific professions is perceptibly low at the higher levels of research and management. This may be because such professions make a heavy demand on time and energy, which women may find difficult to devote on account of their responsibility at home. Efforts would be made to encourage part-time employment for women. Relaxations which will permit married women to leave the work force and seek re-entry at a later date would be necessary so that she can fulfill her child caring responsibility and also her career ambitions.

e. WELFARE

A number of programmes for self-employment would be supported under social welfare sector. High priority will be given to improve the incomes of women and skill formation. The existing scheme of "Support to Training-cum-Employment Programmes" (S.T.E.P) for implementation of projects seeking to provide training and employment to women in agriculture and allied activities will be strengthened. The central social welfare board’s scheme of assisting voluntary organisations to provide work and wages to poor women will be continued. The scheme of "Employment-cum-Income generating Training-cum-Production centres" with the assistance of N.O.R.A.D, will be consolidated. The activities of women development corporations as guarantors and promoters of credit to poor women or groups of women will continue. The corporations will also provide marketing and managerial facilities to participating women. To meet the credit needs of women
producers special institutional arrangements will be made by streamlining the existing lending procedures of banks and cooperative societies, removing bottlenecks for women borrowers and setting up a national credit fund for women.

Condensed courses of education and vocational training will be strengthened to benefit women and girls in rural and backward areas in a large way. Hostel facilities for working women migrating to towns, cities and metropolitan areas for employment will be provided. Relaxations will be made in the income ceiling and duration of stay of working women in hostels.

Priority will be given to generation of awareness about the need for improving women's status. Mass communications and folk media will be effectively geared to this end. Programmes will be produced highlighting women's issues. The positive role models of women as cultivators, entrepreneurs and managers will be projected. Women's colleges and universities and women's study centres will be encouraged to take up awareness generation activities through publication of women's journals and research on women's issues.

Programmes will be designed for destitute women and women in distress by providing the necessary rehabilitation measures to make them economically self-sufficient. Special projects will be developed for economic rehabilitation of socially disadvantaged groups of women like devadasis and prostitutes.
Awareness and knowledge about the legal provisions and infrastructure for availing these are extremely important. Programmes for generation of legal awareness would therefore be initiated. Legal aid will be extended. In order to ensure effective implementation of legal provisions, orientation and training of personnel will be given due importance.

Voluntary organisations will be promoted and supported to accelerate the process of women's development. Areas will be identified where the voluntary sector is weak. Efforts will be made to promote and stimulate agencies to work in such areas. Grants-in-aid procedures will be streamlined to reduce delays in releasing grants. Voluntary organisations will be involved in the designing of the programmes as well as their implementation. Policy research and evolution will be supported and the findings widely disseminated so that the improvements needed in policies and programmes can be more clearly articulated.16

3.9 LIST OF IMPORTANT REPORTS FOR IMPROVING THE STATUS OF WOMEN

For improving the status of women beyond various welfare programmes several studies were conducted at the national and international levels. Some of the important reports are given below.

(1) Report of the National Committee on role and participation of women in agricultural and rural development, 1979-80.
(2) Report of the working group on personnel policies for bringing greater involvement of women in science and technology, 1981.


(7) India - A status paper, 1980.


(9) Report of the regional inter governmental preparatory meeting for the world conference to review and approach the achievement of the U.N Decade for equality, development and peace, 1984.

(10) Report of the committee on the status of women in India, 1974, etc., 3

3.10 LIST OF EXISTING GOVERNMENT PROGRAMMES FOR THE WELFARE OF WOMEN

(1) The department of women and child development is the nodal agency to guide, coordinate and review the efforts in this area.

(2) Hostel for working women started in 1972
(3) Training centres for rehabilitation of women in distress in the age group 18-50 years began in 1977.

(4) Employment and Income generating prediction unit aimed at income generation and employment on a sustained basis to needy women was started in 1982-83.

(5) An omnibus scheme for rendering support to women's employment in various sectors agriculture, dairy, animal husbandry, fisheries etc.,

(6) Women's development corporations to make them economically independent and self-reliant.

(7) Condensed course of education for adult and needy women launched in 1958 by the central social welfare board. Vocational training programme component added to the programme in 1975.

(8) Central Social Welfare Board set up Voluntary Action Bureau (V.A.B) at the central level and in states to combat atrocities against women and children to provide preventive and rehabilitative services.

(9) A scheme of education to work for prevention of atrocities on women is implemented through voluntary organisations with cent per cent central assistance.

(10) Grant-in-aid to voluntary organisations for establishing and running 'short stay home' to protect and rehabilitate
women facing social and moral danger due to family problems, mental strain, social norms.

(11) Other programmes include: Assistance to village level Mahila Mandal, vocational training centres, homes for destitute women, women development centres in colleges, training of rural women in public corporations, hostels for working women, publicity programmes etc.\textsuperscript{17}

Government of India introduced 27 schemes for women, these schemes are located in different departments and ministry of the Government of India.

Support to Training and Employment of Programmes (S.T.E.P).
Awareness Generation Camps for Rural and Poor Women.
Free Legal Aid and Para Legal Training.
National Rural Employment Programme (N.R.E.P).
Accelerated Rural Water Supply Programme (A.R.W.S.P).
Minimum Needs Programme (M.N.P).
Mahru Yuvak kendras (M.Y.Ks).
Development of Women and Children in Rural Areas (D.W.C.R.A).

The twenty-point programme (1986) gives importance to equality for women. It lays stress on

(1) Raise the status of women.
(2) Create mass consciousness about women's rights.
(3) Implement a national programme of training and employment for women.

(4) Enable women to participate with equality in socio-economic development and nation building.

(5) Rouse public opinion against dowry and ensure effective implementation of anti-dowry legislation. 4

The thrust of various programmes is to provide

(a) Employment and income generating services.

(b) Educational and training services.

(c) Support services.

(d) General awareness services and

(e) Legal support services. 5

3.11 THE MAJOR GOVERNMENT STRUCTURE FOR IMPLEMENTING DEVELOPMENT PROGRAMMES FOR WOMEN AT THE CENTRE ARE

The ministry of education and social welfare, the ministry of health and family planning and the ministry of labour. Other ministries have programmes which may include women. In 1985 the Government of India constituted a separate Department in the Ministry of Human Resource Development, for the development of women and children. This Department funds the Central Social Welfare programmes for women. The Department also plans and executes programmes for women besides monitoring programmes for women in other Ministries/Departments. Although distributive justice has been categorically underlined in all the development
plans, the need of rural women which constitute nearly 80 per cent of the female population have not been adequately addressed. Rural women organisations are also mechanisms for restructuring and distributing power on behalf of rural women.6

**REPORT ON THE NATIONAL COMMISSION ON SELF EMPLOYED WOMEN AND WOMEN IN THE INFORMAL SECTOR WAS** constituted by the Government of India in 1987 to make a comprehensive study of the working and living conditions of poor women. The commission set up five task forces to study,

1. Impact of macro policies and the role of development agencies and the concept adopted by the official data collecting agencies.
2. Occupational health.
3. Communication network systems.
4. Legislative protection.
5. Area of exploration, experience of organising women workers priority as perceived by them. 7

**THE NATIONAL PERSPECTIVE PLAN** for women is an effort at a long term overall policy for Indian women. The plan aims at

1. Economic development and integration of women into the mainstream of the economy.
2. Equity and social justice for all women.

The overall purpose of this plan is to find the highest common denomination for all national endeavour, cutting across the
spectrum of class and religion; functions sectors and disciplines to harness the resource represented by the people; both women as well as men. 8

The first Statutory Commission for Women with full powers of a civil court has been set up. An official announcement made on 1-2-1992 stated that the commission would study and monitor all matters relating to the constitutional and legal safeguards for women, review existing legislation, and suggest changes where necessary. It will also have power to look into complaints and take suo motu notice of cases involving violation and depreciation of women’s rights. It would provide legal and other support in certain cases. N.C.W will be a statutory body to investigate the deprivation of women’s rights, the non-implementation and review of laws affecting women and the inspection of remand homes and the housing of female prisoners. 18

NATIONAL POLICY ON EDUCATION (1986) lays stress on women’s equality and has identified for the first time three areas for special attention.

(1) Review of school text books to remove sexist bias and developing approaches to promotion of the value of the gender equality through school curricula.

(2) Re-orientation of teachers to promote gender equality through their teaching, and
(3) Increasing the coverage of women and women's issues in the research and teaching activities of higher education.9

The plan envisaged that education will be used as an agent of basic change in the status of women. A component of women's development is being added to all the ongoing programmes of human resource development department.10

3.12 CAUSES FOR UNSUCCESS AND STEPS FOR BETTER IMPLEMENTATION OF DEVELOPMENT PROGRAMMES

Development programmes in the field of rural development, social welfare, health and education differ substantially from the large investment projects. They do have some investment component mainly in the form of buildings and other construction, but the dominating components are rather different. In some cases it is staff expenses, in some other subsidies for specific purposes, while in a few cases it is promotional activity. Generally the facilities set up are not revenue-earning and even current expenditure is financed from the budget. In many cases the effectiveness of the programmes in terms of end result depends largely on the response of private households and enterprises. Hence the problems of formulation and implementation are quite complex and not readily amenable to managerial solutions at the programme level.

Development programmes, unlike large investment projects are geographically diffused and are implemented simultaneously at a

93
large number of locations. They often require simultaneous action by more than one department at the local level. The effectiveness of programmes depends on the response of the local community. Development programmes require a local input at the formulation stage. Standard schemes designed at the state or central secretariat level will be able to take into account the diversity of conditions to be found in our country and rigid norms may defeat the purpose of many of the programmes.

Hence a measure of local flexibility in working out the details of each scheme is necessary. The geographically diffused nature of development programmes makes it difficult to control implementation from a central level. Hence leakages and misappropriation tend to take place. Greater local involvement can play an important role in reducing these abuses. To secure local involvement decentralisation of planning and involving voluntary organisations and effective monitoring system is essential.

(A) DECENTRALISATION OF PLANNING

There are not sufficient arrangements in the organisation of technical administrative personnel at the state level and below to facilitate decentralisation. The lack of adequate machinery for decentralised planning and administration continues to be a critical weakness in the existing system. In June 1982, the planning commission addressed the states, urging them to take steps towards four important aspects of decentralised district
level planning set up. They are:

(1) **Effecting Functional Decentralisation**

This involves identification of exclusive functions that must be planned and implemented at the district level. This procedure will help in defining the role of district planning in the multi-level planning structure.

(2) **Effecting financial decentralisation**

This is necessary in order that the district planner is closely aware of the funds likely to be available for district development.

(3) The establishment of appropriate planning

Mechanism at the district level; This would include the setting up of district planning boards or councils with appropriate composition and strengthening of the planning machinery at the district level.

(4) Establishment of appropriate budgeting and reappropriation procedure

The touchstone of decentralisation would be the freedom available at the district level to plan according to its local needs and local potential. In this context, much greater stress needs to be placed upon the delegation of powers and local resources development and the stimulation of local initiativeness within the community.

(B). **MONITORING**

Monitoring has several aspects and it is necessary to
identify the scope for monitoring for effective plan implementation. It would cover quantitative and qualitative progress of implementation of programmes where physical targets are set, e.g., MNP, IRDP, NREP, Hill area programme etc.

Monitoring will continue to be undertaken through reports, reviews, meetings and field visits. However for the better implementation of programmes, the information content, channels of communication, frequency presentational formats etc will have to be reframed in the nature, type, size and importance of projects, programmes and levels of monitoring.

Decentralised district planning by year 2000, the basic conceptual framework.

STAGE I (INITIATION) ESTABLISHING PREREQUISITES.

(1) Define scope of district planning, district and state sector schemes.

(2) Disaggregate plan funds to the district level.

(3) Formulate criteria for inter-district allocation of plan funds.

(4) Strengthen planning capability (Establishing district planning machinery and organising training for district planning personnel)

(5) Establish horizontal monitoring machinery at district level and link it vertically with the other monitoring mechanism at higher levels.
(6) Establish district planning board/councils/committees with representation from the public.

(7) Establish planning procedures for five year plan and annual plans.

(8) Introduce the concept of free-united funds and initiate planning for the free funds.

STAGE = II (LIMITED DECENTRALISATION)

Bring limited sectors of activity, e.g., Minimum seeds programme agriculture and allied activities and all target group planning within the purview of planning at district level, limited location in district planning improve multilevel resource allocation for development budgeting grant extensive powers to district level including powers of reappropriation, streamlining of procedures dovetailing district plan into the state plan and for deriving annual plans and five year plans.

STAGE = III

Enlarge localism to cover decision making in all district sector activities. Effect administrative reforms to delegate all decision making power to the district level. Ensure high level of popular participation. Adopt budgetary practices that would encourage local initiative. Render functionaries of development departments accountable to the district planning body. Establishment of integrated resource information system. Prepare forward integrated perspective plans to guide Five Year Plans and
annual plans. Improve personnel planning capability and strengthen local grants. Evolve healthy relationship between political executives and state officials.\textsuperscript{14}
REFERENCES
2. Ibid., pp. xiii - xiv
3. Ibid., p. 201
4. Ibid., p. lxxxi
5. Ibid., p. xv
6. Ibid., pp. xv & 3
7. Ibid., p. xciii
8. Ibid., p. lx
9. Ibid., p. x
10. Ibid., p. lxxxi
13. Ibid., pp. 313-317
14. Ibid., pp. 402-410
16. Ibid., pp. 390-395