APPENDIX – III

PART – C

(A) APPROACH TO THE TENTH PLAN (2002-07)

If women are to be economically empowered, it is necessary to equip them with vocational skills; provide employment and income-generation, extend free channels of micro-credit, provide management/entrepreneurial skills, social security and thus allow greater visibility. If women are to be politically empowered, the immediate need is to resort to different forms of affirmative discrimination so that women in proportionate numbers reach critical places to ensure that their voices are heard.

The Ninth Plan’s commitment to empower women through the adoption of a National Policy has come true when the Government adopted a National Policy on Empowerment of Women in April 2001. The country has now got a mandate to translate the Policy into Action. Therefore, nothing could provide a better approach in the Tenth Plan other than the National Policy (mentioned in the subsequent chapters) itself.
(1) Economic Empowerment of Women: The suggested policy measures for economic empowerment of women in the Tenth Plan will be:

a) Macro economic policies and poverty eradication programmes will specifically address the needs and problems of women who comprise the majority of the population below the poverty line and are very often in situations of extreme poverty.

b) New micro-credit institutions shall be established and existing institutions strengthened to enhance women's access to credit for consumption and production.

c) Women's contribution in the informal sectors (including home based workers) will be recognized by way of reinterpretation and redefinition of conventional concepts of work wherever necessary and this will include Census records, preparation of satellite and national accounts etc.

d) Strategies will be designed to empower women to meet the negative social and economic impacts, which may flow from the process of globalization and at the same time enhance their capacity so that they can utilize the opportunities opened by this process.

e) In view of the critical role of women in the agriculture and allied sectors, as producers, concentrated efforts will be made to ensure that benefits of training, extension and various programmes will reach them in proportion to their numbers. The programmes for training women in soil conservation, social forestry, dairy development and other occupations allied to agriculture like
horticulture, livestock including small animal husbandry, poultry, fisheries etc. will be expanded to benefit women workers in the agriculture sector.

f) The important role-played by women in electronics, information technology and food processing and agro industry and textiles has been crucial to the development of these sectors. They would be given comprehensive support in terms of labour legislation, social security and other support services to participate in various industrial sectors.

(2) **Social Empowerment of Women**: For social empowerment of women, Policy prescribes the following measures as the approach in the Tenth Plan.

a) Equal access to education for women and girls will be ensured and special measures will be taken to eliminate discrimination, universalize education, eradicate illiteracy, create a gender-sensitive educational system, increase enrolment and retention rates of girls and improve the quality of education to facilitate life-long learning as well as development of occupation/vocation/technical skills by women. Reducing the gender gap in secondary and higher education would be a focus area. Sectoral time targets in existing policies will be achieved, with a special focus on girls and women, particularly those belonging to weaker sections including the Scheduled Castes/Scheduled Tribes/Other Backward Classes/Minorities. Gender sensitive curricula would be developed at all levels of educational system in order to address sex stereotyping as one of the causes of gender discrimination.
b) A holistic approach to women's health which includes both nutrition and health services will be adopted and special attention will be given to the needs of women at all stages of the life cycle. Measures will be adopted that take into account the reproductive rights of women to enable them to exercise informed choices, their vulnerability to sexual and health problems together with endemic, infectious and communicable diseases such as malaria, TB, and water borne diseases as well as hypertension and cardio-pulmonary diseases. The social, developmental and health consequences of HIV/AIDS and other sexually transmitted diseases will be tackled from a gender perspective.

c) Men and women will have access to safe, effective and affordable methods of family planning of their choice. The child marriages shall be eliminated by 2010 by measures like compulsory registration of marriage, spread of education and programmes like BSY.

d) Focused attention would be paid to meeting the nutritional needs of women at all stages of the life cycle, particularly of the adolescent girls and pregnant and lactating mothers.

e) All forms of discrimination against the girl child and violation of her rights shall be eliminated by undertaking strong measures both preventive and punitive within and outside the family. These would relate specifically to strict
enforcement of laws against prenatal sex selection and the practices of female foeticide, female infanticide, child marriage, child abuse and child prostitution etc. There will be special emphasis on the needs of the girl child and earmarking of substantial investments in the areas relating to food and nutrition, health and education, and in vocational education.

f) Special attention will be given to the needs of women in the provision of safe drinking water, sewage disposal, toilet facilities and sanitation within accessible reach of households, especially in rural areas and urban slums.

g) Special attention will be given for providing adequate and safe housing and accommodation for women including single women, heads of households, working women, students, apprentices and trainees. Women's perspectives will be included in housing policies, planning of housing colonies and provision of shelter both in rural and urban areas.

h) Measures will be undertaken to provide women in difficult circumstances such as destitute, disabled and old women, women heading households, women affected by natural calamities, those displaced from employment, migrants, deserted women and women who are victims of marital violence and prostitutes etc.

Approach to the Tenth Plan is governed by the policy prescriptions of the National Policy for Empowerment of Women. While the Policy has given a vision
for the future, the Plan can facilitate realization of this vision by converging the approach and strategy of all the related sectors, fixing priorities, setting measurable goals and also allocating resources for the achievement of those goals within a time frame of a five year perspective. The Plan can also prescribe an implementation strategy and a monitoring mechanism for the realization of those goals.

The guidelines for the operational strategy, as prescribed in the National Policy, says, “All the Central and State Ministries will draw up time bound Action Plans for translating the Policy into a set of concrete actions, through a participatory process of consultation with Centre/State Departments of Women and Child Development and National /State Commissions for Women.” The Plans will specifically include the following:

- Measurable goals to be achieved by 2010.
- Identification and commitment of resources.
- Responsibilities for implementation of action points.
- Structures and mechanisms to ensure efficient monitoring, review and gender impact assessment of action points and policies.
- Introduction of a gender perspective in the budgeting process”.

Tenth Plan should be able to offer the opportunity for adopting this operational strategy in implementing the National Policy for Empowerment of
Women. Preparation of an Action Plan giving the road map for the next five years is a must. It can fix certain measurable goals, which can be achieved by the end of the Plan. It can allocate resources and also prescribe an institutional mechanism for the achievement of these goals. It can initiate the process of the development of Gender Development Indices (GDI) and Gender Auditing and Evaluation. It can strengthen the Women's Component Plan and further carry it forward by introducing a gender perspective in the entire budgetary process, which will include both the plan and the non-plan as also the flow of institutional finance for the development of women.

(B) RECOMMENDATIONS FOR THE EMPOWERMENT OF WOMEN

Keeping the suggested Approach in view, the Steering Committee made the following recommendations to initiate action during the Tenth Plan period (2002-07):

(i) General Challenge in the New Millennium

The global setting of the Tenth Five Year Plan is completely different from the earlier Plans. It is characterized by new challenges of 'market driven forces' on the one side, and expectations of the people – women and men – fast getting sensitized to their rights and entitlements, on the other. This new scenario calls for an approach based on recognition of 'people's entitlements' and the
responsibilities of the State to facilitate and provide the conditions for achieving these entitlements.

(ii) Approach to Development

Limitations of earlier approaches to development that relied on 'trickle down effects' are well known. The prevailing social environment of discrimination, which limited the outreach of the programmes, conditioned 'Access' to benefits of development. The ever-increasing population, the burden of 'diseases of poverty', limited supply of services, and even more pathetic absence of 'effective' demand, further smothered the advantages of relatively 'meager' investments in the social sectors. The challenge, more than ever before, is to design strategic investments whose outcome will sustainable enhance social gains in terms of good health, education and capabilities and usher in social justice and equity in distribution, in effect holistically bringing about empowerment of women in the entirety of its connotation.

(iii) Social Development and Economic Progress

The inevitable link between social and economic development has emerged as an important factor to be reckoned. The Annual Economic Survey 2000 – 2001 emphasizes the economic gains of investment on social sectors, particularly on women: "From the efficiency point of view, what is important is the
social rate of return of investment in women, and in many cases, this can be
greater than the corresponding rate for men”.

(iv) Decline in Development Expenditure

The Economic Survey highlights that the total central plan outlay on social
sector (education, health, family welfare, women and child development and
social justice and empowerment) and rural development as percentage of total
plan expenditure has declined from 27.13% in 1997-98 to 26.43% in 2000-01.
Likewise, the percentage share of GDP on these sectors at current market prices
has also declined from 1.21% to 1.08% during the same period. Further, actual
plan expenditure has shown a consistent downward trend as compared to the
budget and revised estimates. This trend at a time when investment in
development is very critical is a serious cause for worry. It is therefore urgent to
sharpen the approach in the Tenth Plan to focus on strategies to optimize the
very scarce public resources to increase gains for larger numbers of people and
remove inequities. Government resources have to be supplemented from the
corporate sectors as well as the community to reach the aspired goals of social
development.

(v) Correction of Regional Imbalances
Regional disparities continue to prevail in the country, despite special efforts in the national planning process to bring up backward regions with special economic incentives. The process of liberalization has exacerbated existing imbalances and deepened the schisms since investments under the liberalized regime tend to flow in the direction of regions and States, which have a head start in infrastructure development. The flagging economic situation of the less developed States has also slowed down the process of their social development further jeopardizing human resource development in those regions. Intra-state differences are equally marked creating pockets of prosperity amidst poverty and deprivation. It is urgent to evolve a new set of sustainable strategies to eliminate the regional imbalances in social and economic development.

(vi) Gender Equity

The planning process for the development of women has evolved through 'welfare' to 'development' to 'empowerment' to 'participation'. Despite the dynamism of the approach, the constitutional and legal provisions for affirmative action, the institutional build up and attendant step up in investments, gender discrimination continues to be a daunting challenge.

Significant gains have, however, been made in the life expectancy of women, literacy and representation in the local self-governing institutions. An active and grassroots level leadership is emerging from among women. If
properly harnessed this can be a very effective and catalytic agent for transforming the social conditions of women in the country.

(vii) National Policy on Empowerment of Women

The National Policy for Empowerment of Women, which was announced by the Government in April 2001, has outlined the approach to the whole gamut of issues for the empowerment of women and laid down a number of policy prescriptions for the national, state and local governments. Therefore, the Tenth Plan should essentially be in the nature of an Action Plan for the implementation of the National Policy.

(viii) Social Empowerment Demographic Imbalances

Although the Census 2001 has registered a marginal improvement in the overall sex ratio in the country, the juvenile sex ratio (age group 0-6) has sharply declined from 945 per 1000 male in 1991 to 927 in 2001. It has declined in all the States and Union Territories except Kerala, Tripura, Mizoram and Sikkim. The decline has been very sharp even in the prosperous States of Punjab, Haryana, Maharashtra and Gujarat. A massive awareness campaign involving the community, religious leaders and opinion-makers at all levels is necessary to counter this trend along with effective policies and programmes in favour of the Girl Child.
Gender Asymmetry in Population

A strange gender asymmetry in population pyramid is taking place, with 'males outnumbering females' and 'females outnumbering males' at the lower and upper end of the pyramid respectively, while the middle is swelling with numbers. This would create new demands for intervention at each level – protection and care of the girl child, social security for the aged, and training, capacity building and employment of more and more women in the working age group.

Rights of the Girl Child

Measures undertaken in the Ninth Plan do not seem to be having the desired impact on the condition of the girl child who is facing all round discrimination within the family and outside. The Pre-Natal Diagnostic (Regulation and Prevention of Misuse) Act 1994 has completely failed to prevent female foeticide. Balika Samriddhi Yojana (BSY) also could not enhance the value of girl child in society. Implementation of BSY has been tardy as is reflected in huge unspent balances with the State Governments and a complete mismatch between the birth of girl child and disbursement of incentives under the scheme. A completely new strategy based on a holistic approach of awareness,
incentives, education, nutrition and enforcement need to be worked out to protect the rights of the girl child.

(xi) **Women’s Health and Nutrition**

The complex socio-cultural determinants of women’s health have cumulative effects over a lifetime. Early child bearing and consequential serious pregnancy-related complexities compound discriminatory childcare, under-nutrition and micronutrient deficiency in early adolescence. This is reflected in very high MMR\(^{217}\), IMR\(^{218}\) and underweight babies (47%). Therefore, interventions for women’s health and nutrition are extremely crucial not only for the health and the well being of the women but of the nation as a whole. National Socio-Economic Goals of NPP 2000 aims, inter alia, to bring down MMR to 100 and IMR to 30 by 2010. These goals should be broken into certain achievable targets upto the year 2007 and measured by national level surveys.

Women should have access to comprehensive, affordable and quality ‘health care’ which should go beyond the ‘reproductive health’ to take into account their vulnerability to various endemic, infectious and communicable diseases. The social and health consequences of HIV/AIDS and sexually transmitted diseases also need to be tackled from a gender perspective.

\(^{217}\) 407 per 100,000 live births

\(^{218}\) 70 per 60,1000 live births
(xii) **Education and Training**

Although the gender disparity in the level of literacy both in urban and rural areas continues, the urge for women's literacy has taken the shape of a movement throughout the length and breadth of the country. For the first time, the number of absolute female illiterates has come down, rate of growth of female literacy has out-paced that of male and the gap between female and male illiterates and dropouts are narrowing down.

The Mission of Sarva Siksha Abhiyan should also be broken into measurable goals to be achieved by the end of Tenth Plan in 2007. Tenth Plan should also further focus on reducing the gender gap in secondary and higher education and on the special category groups including SC/STs, OBCs and Minorities.

The vocationalisation of secondary education and vocational training for women is another priority area, which would require greater attention during the Tenth Plan. The existing network of regional vocational training centres should be extended to all the States and the women IITs with residential facilities be opened in all districts and sub-districts. More and more women should be trained on the emerging areas of technical education such as bio-technology, bio-engineering, food processing, electronics and computer systems and
applications, fabric designing, communications, media etc. which have high employment potential.

(xiii) Women and Environment

Departmentalisation of forest management and commercialisation of forest extraction directly impinge on the interests of tribal and other women living in the vicinity of forest areas who depend on non-timber minor forest produce for their livelihood. The complementarities of relationship between the women and the forest can be strengthened and institutionalised through the proper implementation of the mechanism of Joint Forest Management. There are instructions that 50 per cent of the members of the JFM should be women and that the 50 per cent of women members should be present for holding the General Body meeting. There are reports that these instructions are not being followed in many States.

There is also a need for change in the silvi cultural practices in the forests so that trees and plants, which generate a lot of fodder, fruits, nuts, twigs and branches, are planted in place of timber and other conventional species. This will enable the local community driven by the women's groups to take greater role and interest in the management and conservation of the forests.
Women are the most interested group for consumption of domestic fuel and therefore their involvement for the spread of non-conventional energy sources like bio-gas, non-smoke chullahs etc. are of critical importance for success of this programme. Air pollution arising out of conventional cooking system affects the health and the respiratory system of the women. The existing programme of smokeless chullahs and other non-conventional energy resources should be taken up on a massive scale for the benefit of women.

(xiv) Drinking Water and Sanitation

This is an area of critical concern for the public health. Although 85 per cent of the villages have been covered under safe drinking water supply, the actual coverage of the hamlets and households have been much less particularly in the hilly, tribal, drought prone and desert areas where women have to travel a long distance for fetching the drinking water. The priority concern for the Tenth Plan should be to ensure that every woman could access safe drinking water in the neighbourhood.

More than 70 per cent of the population in India is not covered by toilet and sanitation facilities. The women, particularly living in the urban slums, are the worst sufferers since their privacy is disturbed severely. The low cost sanitation scheme for the liberation of the scavengers had unfortunately a very tardy performance. Even the meager allocation of the Plan resources are not being
fully utilized by the State Governments and the demeaning practice of manual scavenging of night soil by the female scavengers is still continuing in many urban areas. The Tenth Plan should have a fresh look into the entire issue of urban sanitation in the country, which badly affects the interests of the women.

(xv) Housing and Shelter

Although the women are the house-keepers their perspectives are not generally considered in the planning of houses and housing colonies and provision of shelters in both urban and rural areas. The gender bias in planning of human settlements should be removed by necessary amendments in the building bye-laws and the rules and regulations of the town planning.

Special attention should be given for providing adequate and safe housing and accommodation for women including single women, heads of households, working women, students, apprentices and trainees.

(xvi) Women and Media

A carefully planned mass media strategy is of critical importance for women's empowerment. Men and women in decision-making position - in family, community, workplaces and society at large - can be gender sensitized through media intervention. The issues of women's rights, health and education, access
to resources, men's sharing of domestic responsibility, girl child's right to be born, survive, develop and many other related issues can be packaged in interesting, viewer friendly programmes for assimilation and absorption in social psyche.

The Tenth Plan must consciously address to the need for a well-planned media strategy not only for bringing a massive awareness and education on the gender issues but also preventing a derogatory and biased portrayal of women in the media. Such a Plan would not only cut across issues but also across agencies, Ministries and Departments. The Plan should also provide adequate resources for implementation of such a comprehensive and holistic media strategy for social change.

(xvii) Economic Empowerment of Women

(a) Employment and Work: Census 1991 had registered that only 22.3% of adult female population of India are workers, which may be a gross under statement since much of the work that women do, other than in the domestic and care sector, is not recorded in the work participation format of the Census. This format was revised for the Census 2001, which is expected to give a more realistic assessment of women's work. A pilot Time Use Survey conducted by the Central Statistical Organisation came out with the startling revelation that 51% of the work of women, which qualify for inclusion in GDP, are not recognized and remain unpaid.
Census 1991 further recorded that 95.8% of the women workers in India are employed in the unorganized sector where there are no legislative safeguards even to claim either minimum or equal wages, leave aside the other benefits that the women in the organised sector enjoy. The Report of the National Commission of Self Employed Women Workers (1988) gave a comprehensive account of the problem of women workers in the informal sector and recommended an intervention strategy, which is largely valid even today.

(b) **Access to Resources**: Traditionally women have been discriminated in her access to the productive resources. She has been denied coparcenary rights over the ancestral property. She has been denied ownership of land, cattle, trees, harvest and shelter. She has been discriminated in accessing credit and marketing facilities for her economic activities. Major interventions at the macro economic and social policy levels are required to eliminate these age-old discriminations against women. While on the one hand there is there is the need to recognize women's economic activities in the domestic sector, which largely go unpaid, on the other hand all the shackles should be removed for women's access to the productive resources so that she can be self-reliant and enjoy all the benefits of development. During the Tenth Plan various intervention strategy shall be required to improve the access of women to productive resources.

(c) **Women in Agriculture**
The overwhelming majority of female workforce in the country is employed in the agricultural sector. Therefore concerted efforts should be made to ensure that the benefits of training, extension and various programmes reach women in proportion to their numbers. Programmes for training women in soil conservation, social forestry, and other occupations allied to agriculture, horticulture, livestock including small husbandry, poultry, fishery, etc. should be expanded to benefit women workers in this sector.

(d) Women in Industry

The important role played by women in electronics, technology, food processing, agro industry and textiles have been crucial to the development of these sectors. They should be given comprehensive support in terms of labour legislation, social security and other support services to participate in various industrial sectors.

Women at present cannot work in night-shift factories even if they wish to. Suitable measures should be taken to enable women to work in night-shift in factories. This should be combined with support services for security, transportation etc.

(e) Equal Wages for Women

Although the twin legislations of the Minimum Wages Act and Equal Remuneration Act have granted equal means of livelihood and equal pay for
equal work to the women, these rights are violated with impunity particularly in the informal sector. Administrative infrastructure of the Labour Department is not conducive to the enforcement of the provisions of the Act through the functionaries of the Department. Therefore, a new approach for involving women's groups and other civil society organizations for facilitating the enforcement of the laws is called for.

(xviii) Women and Poverty

Women comprise nearly 70 per cent of the population below the Poverty Line. Many women like destitute, disabled and female-headed households face extreme situations of poverty. Although 40 per cent benefits of Swaran Jayanti Gramin Rozgar Yojana (SJGRY) and 30 per cent under Swaran Jayanti Shahari Rozgar Yojana (SJSRY) have been earmarked for women, various studies have shown that the actual benefits have not flown to them in the same proportion. It has been experienced that these programmes have a greater chance of success in a group approach rather than individual beneficiary approach and therefore the women's self help groups should be fully mobilised at the block level and the programmes should be converged with the Block Level Action Plan of Integrated Women's Empowerment Programmes (IWEP).

(xix) Women and Micro-Credit
In order to enhance women's access to credit for consumption and production the micro credit institutions in the country should be further strengthened and the actual flow of fund should be substantially enhanced so that self-employed groups of women have access to adequate credit for the income generating activities.

(xx) Women and Globalization

With the removal of all quantitative restrictions on import of various products the self-employed women's groups, mainly in the informal sector, have started facing competition of low price imported consumer goods, which are invading the market. This has the imminent danger of throwing out a large number of women from their self-employment. At the same time the process of globalization has opened up opportunities for exporting the products to new markets all over the globe. Unfortunately the country has not fully geared itself to face the challenges of the globalization. It is necessary to identify the areas where skill and quality upgradation is required to make the informal women's groups more competitive. The training, infrastructure and credit requirement of all such activities should be fully arranged by the Government. The scope of the existing Women's Employment Programme (WEP) and Support for Training and Employment for Women (STEP) should be restructured and the allocation of resources under these two programmes substantially stepped up to meet the new requirement.
A number of women-specific technologies have been developed by the various research institutes to reduce the drudgery of women in their domestic and farm works. There is a need for dissemination of these technologies through the collaborative efforts of the research institutes, manufacturers and the women's groups. Research should be more focused for development of new technologies, which would have greater chances of acceptability, by the women.

Although more and more women students are taking up higher education in the fields of science and technology there is still a large gender gap in this area. Liberal scholarships and other incentives should be given to the girl students to pursue higher studies on scientific research and technology.

Department of Women and Child Development is implementing a number of schemes to provide social support services to the women. A number of State Governments have also initiated innovative schemes on support services, which are duplicating the efforts of the Central Government. While on the one hand there is a need for merger and convergence of similar schemes and restructuring of many schemes according to the changing situations there is also pressing
requirement of professionalisation of some of the services like Family Counseling Centres, Crèches, and Short Stay Homes etc.

Similarly there are new areas of support services, which require the attention of Government. The long awaited scheme on Women in Difficult Circumstances which is expected to be launched during 2001-02, should be expanded to cover various types of women in distress like widows in religious places, prostitutes, migrant women, women affected by natural calamities, disabled women, women ex-prisoners, mentally retarded and disordered women, women in conflict situations etc.

(xxiii) Women and Social Security

Similarly there is a dire need for introducing social security system for women in the unorganised sector, which employ maximum number of women but do not provide them any protection or safety network.

The Personal Accident and Social Security Insurance Scheme of the LIC and GIC, which provide compensation for disability and death, should be extended to the women in the informal sector. The women in the BPL families should be covered by insurance benefit when the male earning members sustain disability or die and the families are pauperised further.
Although the Constitution of India has granted equality to women and further empowered the State to make positive discrimination in favour of women for neutralizing the cumulative socio-economic, educational and political disadvantages faced by them, there are still some areas where rights of women are not fully secured by laws and there are laws which are either discriminatory against women or provide a week enforcement and punishment mechanism which do not deter the recurrence of crimes of against women.

The entire gamut of laws on women or related to women need a comprehensive and thorough review. The National Commission on Women has done some exercise in the past and some major legislative initiative has been taken in hand. This process should be continued and completed during the Tenth Plan.

Considerable institutional development has already come about for facilitating women’s advancement. Various institutions like the National Commission have also done useful work for Women, Central Social Welfare Board, National Institute of Public Cooperation and Child Development, Rashtriya Mahila Kosh, Parliamentary Committee for Empowerment of Women, State
Women Development Corporations etc. While these institutions should be further strengthened and streamlined according to their felt needs, various grassroots level institutions and initiatives should be involved with the process of empowerment of women.

(xxvi) Panchayats and Municipalities

Panchayati Raj institutions and the Municipalities, created under the 73rd and 74th Constitutional Amendments, have both the Constitutional mandate and potential as grassroots institutions to bring about a sea change of development in the social sector. They should be empowered with resource support for the purpose of enhancing the status of women in societal as well as developmental terms. A nation wide capacity building exercise should be taken up for all elected women members of PRI and Municipalities. They should be given responsibility of planning, implementation and monitoring, particularly in the areas of health services, primary education, child development programmes, drinking water, irrigation, management of all natural resources – land, forest and water, social security for women in BPL families, aged, disabled, deserted women de facto female headed households etc.

(xxvii) Women’s Self-Help Groups

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Self-help groups of women have been found to be very effective grassroots institutions in facilitating access for women to means of development, be it information, financial and material resources or services. The 'self-help group' mode should be encouraged, so that the groups become dynamic change agents in bringing about empowerment and socio-economic development of women.

(xxviii) Organizations of the Civil Society

Efforts of the governmental institutions have to be supplemented by the Organizations of the Civil Society (NGOs). Already a large number of such institutions have emerged in different parts of the country and they have to their credit significant contribution and experience at the grassroots level in projecting and addressing women's issues. The services of these institutions should be encouraged, supported and availed of, so that advancement of women becomes a truly national and people's movement.

(xxix) Corporate World

The Corporate world, especially of late, has evinced significant interest in social development issues including women's development, transcending their limited business mandates. As employers, corporate bodies have strategic interface with the working people. Their services should be utilized for further
gender sensitization of the corporate world as a whole as well as the working people. Their infrastructure and resources should also be drawn upon in implementation of women's development programmes.

(xx) UN and other Agencies

The United Nations and its various specialized agencies, as a matter of pro-active and coordinated in-house policies have taken very keen interest in women's development in their own respective areas of competence. They have been providing resource support for various gender-oriented programmes. More importantly, they have been facilitating sharing of international experience in addressing women's issues and catalyzing national action. Full support should be given to the efforts of these agencies at the national, regional and grassroots level. World Bank, Asian Development Bank and other multilateral as well as bilateral agencies are increasingly providing resource support for social development including gender development programmes. Their assistance should also be availed of to maximize investments in human resource development amongst women.

(xxxi) Implementation Strategy Women's Component Plan

Ninth Five Year Plan adopted Women's Component Plan as one of its major strategies and directed both the Central and State Governments to ensure
that “not less than 30 per cent of the funds /benefits are earmarked in all the women’s related sectors”. It also directed that a special vigil be kept on the flow of the earmarked funds/benefits through an effective mechanism to ensure that the proposed strategy brings forth a holistic approach towards empowering women.

Although 12 Ministries/Departments and 4 State Governments have confirmed their efforts to extend the benefits to Women’s Component Plan, it has not been possible to exactly quantify the allocations, although substantial benefits from the core sectors of health and family welfare, education, labour and employment, rural development, urban development, agriculture, science and technology are stated to be flowing to the women.

The concept of the Women’s Component Plan must not be abandoned or weakened merely because it was not operationalised effectively. Rather it should be further strengthened with comprehensive guidelines and instructions and an effective system for monitoring the progress should be developed both in the Planning Commission and in the Department of Women and Child Development.

Tenth Five Plan should also enlist the schemes and programmes of the various Ministries/Departments, which will be covered under WCP. The estimates of allocation and expenditure of these schemes should be shown as a separate account head in the Demands for Grants on the pattern of Tribal sub-
plan and Special Component Plan for Scheduled Castes. No re-appropriation from WCP to the general schemes should be permitted without the prior approval of Women and Child Development Department. Various schedules and formats for reporting progress should also be devised to include separate columns on men and women so that the benefits flowing to women can be monitored more closely.

(xxxii) Gender Budgeting

Gender budgeting is not a separate budget for women; rather it is a dissection of the government budget to establish its gender-differential impacts and to translate gender commitments into budgetary commitments. The main objective of a gender-sensitive budget is to improve the analysis of incidence of budgets, attain more effective targeting of public expenditure and offset any undesirable gender-specific consequences of previous budgetary measures.

The Department of Women and Child Development has taken the initiative of starting a gender budgeting exercise from the current year. For the first time a separate section on Gender Inequality has been included in the chapter on Social Sector in the Annual Economic Survey of the Government. An analysis of the Budget 2001 from the gender perspective has been carried out and this should be continued as a regular feature every year.
Various Ministries/Departments and their agencies engaged in women's development have often tended to function in a compartmentalised manner, leading to duplication of services, escalation of costs and fragmentation of efforts at various levels. Strategies and mechanisms for bringing about coordination and convergence of services and sequencing multi sectoral functions for social development have to be given priority in programme design and implementation. Identification of best practices, critiques on failures and the analysis thereof of the causes leading to those failures and adoption of measures for mid-course corrections would need to be a continuous process.

Various bottlenecks that have been exposed in the implementation of several well-intentioned projects and programmes have to be identified for specific scrutiny to strategize the elimination of those bottlenecks.

The Integrated Child Development Services (ICDS) is almost universalized. The units under this programme (Anganwadis) have become the ubiquitous grassroots level institutions. This infrastructure should be used for converged delivery of a variety of social services - immunization, health, nutrition, and preschool education, life-long education of adolescent girls, adult literacy, population education, AIDS awareness etc., apart from general Awareness Creation.
Restructuring of Programmes

With the introduction of Swarna Jayanti Gramodaya Yojana, Sarva Siksha Abhiyan, and success of National Literacy Mission and National Open School etc some of the existing schemes like Socio Economic Programme, Condensed Courses for Women's Education and Vocational Training etc have completely lost their relevance and should be converged with the new institutions and programmes. The women specific programmes of the Department should be completely restructured. There should be two main programmes, (a) Programmes for Social Empowerment, and (b) Programmes for Economic Empowerment, which should offer a wide range of choices according to the specific situations in particular States, regions and sub-regions.

Resources and Priorities

The share of women specific programmes constitutes a fraction of the total fund allotted to the DWCD. During the financial year 2000-01 out of the total expenditure of Rs 1335.93 crores in the Department, expenditure on women specific programmes was only Rs 115.71 crores.\textsuperscript{219}

\textsuperscript{219} This constituted a meager 8.57\%. 

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It is also a matter of concern that the Central Plan investment on women-specific programmes has been shrinking over the years. The total outlay of Ninth Plan on women specific programmes of the DWCD was Rs.1238.76 crores, but the actual budget allocation during these five years was only Rs 851.49 crores (68.73%). The revised budget allocation for the first four years was Rs. 568.73 crores (45.91%), out of which only Rs 472.35 crores (38.13%) could be actually spent. It is unfortunate that nearly one-fourth of the sanctioned budget allocation of the Department on women specific schemes could not be utilized during the Ninth Plan and had either to be surrendered or diverted to some other schemes due to limited capacity of absorption of funds under existing strategy. Both these trends must be reversed during the Tenth Plan.

(xxxvi) Delivery Mechanism

The existing mechanism of implementation of most of the schemes of the Department of Women and Child Development, either directly by the Department or through the Central Social Welfare Advisory Board, severely constraints the capacity of the system to reach the target women. This model had its relevance when no institutional machinery existed at the State level for the delivery of services to the women. Today State Government has its Department of Social Welfare, besides Women and Child Welfare Department and Women Development Corporation. Panchayat Raj institutions with one-third women members and a large number of women self-help groups have come up at the
grassroots all over the country. These new institutions can take up the responsibility of the implementation of most of the schemes on women. The Tenth Plan must recognise this changed scenario and accordingly restructure the entire institutional mechanism for the delivery of the programmes of women.

(3xxvii) Research, Evaluation and Monitoring

Any developmental plan to be realistic is to be based on information on ground truths in terms of cultural traditions, practices, problems and their magnitude as well as developmental experience itself. Reports and feedbacks on all these factors have to be obtained through field level research conducted on credible and scientific basis. For the purpose, scientific researches would be undertaken on women's issues and concerns through various governmental and non-governmental institutions having competence and credibility. The system of concurrent evaluation of the major schemes through independent organisations should be built into the programme itself. Important State and national level research organisations and other academic institutions and societies should be involved for the regular evaluation of the major programmes of the Department.

Monitoring systems and mechanisms need to be developed both at the community and Panchayat level at one end and State and National levels at the other end to ensure allocations, expenditure and implementation of programmes and projects as per the Component Plans. Evaluation and midcourse correction
of the gender-budgeting and monitoring system should be done systematically and the experience gained there from should be applied to evolve and establish fine-tuned institutionalized procedures. The critical mass of technically qualified persons should be positioned in the Planning Commission, Ministries/Departments and States to undertake this task on a half-yearly basis.

The system of concurrent evaluation of the major schemes through independent organisations should be built into the programme itself. Important State and national-level research organisations and other academic institutions and societies should be involved for the regular evaluation of the major programmes of the Department.

(388) Gender Development Index

Gender segregated data on the various indices of human development at the State, district and sub-district level are not available for preparation of region specific projects for empowerment of women. D/WCD had taken an initiative for preparation of 18 minimum indicators on gender development at the district level. There should be further discussions on these Indices for establishing certain uniform and comparable indicators at the national and international levels. The statistical system of the country should be strengthened for generating such data at district and sub district levels at a regular intervals.
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