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Development Planning for Women -

Indian Case Study

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Foreword

Writing up the case study revealed to us more than anything else the enormity of the task ahead of those who wish to ensure that women, especially from the economically and socially weaker sections, participate in the more dynamic sectors of the development process.

The tasks can be broken ^{down} out into several constituent elements, each of which makes stiff demands on the mobilisation and organisation capacities of concerned individuals and activists. For example, there is need to persuade planners, economists, administrators and political leaders that women in this region perform multiple roles and, therefore, while it is important to see them as deserving all social welfare services, it is vital to notice and enhance their roles as producers of economic goods and services as well. This task seems easier than the one that would follow, presuming that we succeed in the first, namely, to provide the type of disaggregated statistics and other kinds of field information which could be woven into the other hard technical exercises that go into economic and social development planning.

When should women form part of income-group classifications and when should they be separated? When should they be treated as members of families and when as individuals? What is the case for inclusion and the case for separation? Extremely careful and intelligent exercises

have to be conducted in order to make an acceptable case for having women-specific programmes within plan targets.

We were further assailed by the doubt that while sharing an experience from one country even in a technical subject like the planning processes and its data base, how far can this be useful to others, if their data collection systems or supporting institutional systems are different or non-existent? It is for this reason that in the following paper we have dwelt at length on a recent exercise conducted for the Indian Planning Commission, closely describing the various data systems and institutions that were required in order to prepare a plan for women's employment, so that this particular exercise is seen as a complete unit in its own context.

The format:

In this case study an attempt is made to review the Indian experience in planning, and its relationship to women in five parts.

For purposes of background, a few broad magnitudes indicating the size of the Indian economy are given.

(Part I)

This is followed by a description of the Planning Commission which is the premier organisation in charge of planning in India, with special emphasis on the methodologies used by the Commission in designing the plans.

(Part II)

The next section examines the approach that India's Five Year Plans have adopted towards programmes for women and reviews its adequacy in relation to the roles women play in the economies of the region. (Part III)

The following section (part IV) is a detailed description of the exercises in relation to women's employment that have been recently completed in India as part of the work preparatory to formulation of the Five Year Plans by the Planning Commission. This review constitutes the crux of the present case study as it reveals both the problems of integrating women in national plans as well as some of the data and institutional requirements which are necessary for the purpose.

It is this exercise which provides the basis for some recommendations which are placed before the Training Course for further discussion. (Part V)

Introduction

Most of the countries of the ESCAP region have adopted the methodology of planning for economic development. These plans are an attempt to make optimal utilisation of the resources available to the country starting with the premise that these are less developed countries and therefore, ready resources like finance are scarce. Planning is an attempt to allocate resources in such a manner that the output -- economic growth and social goals -- is maximised. The two main questions before us then are :

- 1 Can women be identified in some way as a set of the population different from the sets into which the population is usually stratified for planning purposes?
- 2 Presuming that it is possible to distinguish them, where can such distinctions be made meaningfully in order to be incorporated in the planning process as a group that deserves special attention?

It is our experience that while it may look simple enough to say that women should be integrated into national plans, it is a complex issue which does not lend itself to a universally acceptable solution.

Before considering the issue of planning for women, some important and topical questions need to be raised viz. is sexual dichotomy prior to class analysis? For those countries which believe that the distributional problem is not based on sexual lines, but class lines, the division of class further into sexual division seems a destruction and weakening of solidarity. The argument is that there is no real inequality between men and women in the distribution of goods and services. Poor women are poor because of poverty, just like poor men. Therefore, it is not necessary to identify women as a separate set in the national plan, except in their roles as mothers. Another commonly held view is that when the economy is divided into categories such as employed/unemployed urban/rural, rich/poor, educated/uneducated, women are already a part of each of these sets. Hence what is the case for separating each set into men and women? If plans reach the poor, then women and children are automatically covered by the planning process. Economists and administrators are among the supporters of this argument, and their bias is reflected in the methods of data collection for planning.

Since 1975, the International Women's Year, there is a growing recognition of the need to develop special strategies to reach women in particular. Documentation has begun to appear in the developed and developing world about the lack of conceptualisation of women's interest in development plans. By and large, the plans have not perceived women in their economic roles, so that women have had unequal access with men to the fruits of development.

The Indian experience in employment planning, for instance, shows that unless women are considered as a sub-set of the labour force, the wide disparity in the impact of investment in 'employment schemes' on male and female workers will continue. In India, the case for employment planning for women rests on certain unique characteristics which either thwart their full participation in aggregate programmes of employment generation or call for special assistance. For instance, the pattern of distribution of income by women between food and prestige-experiencing consumption is markedly different from men; women tend to allocate a higher percentage of income to essentials for survival. Again, women may not be able to accept offers of a certain type of work because rigid conventions govern sexual role specialisation in most given occupations which employ both male and female workers. In paddy cultivation, for instance, men might plough and women might transplant; in tea gardens men might plant or prune shrubs while women pick the leaves. Often in agriculture men's and women's 'busy' and 'lean' seasons do not coincide, and may be sequential. A programme which is not sensitised to these aspects of the nature of men's and women's work would have an inherent tendency to neglect women workers.

Similarly, aggregated programmes of education have missed a large catchment of girls and women which is reflected in the lower retention rate of enrolled girls in secondary and high schools than boys. The irrelevance of school

curriculum in training girls for supplementing income, unsuitable timings, the traditional fear that might alienate girls from social values etc. are some of the reasons why education programmes must be oriented specially towards the education of girls and women.

In health too, the programmes are clustered around the delivery of support in maternity, whereas surveys have revealed that there is an equally urgent need to correct the health imbalances of women before and after pregnancy. The evidence relating to the system of sequential feeding in the family, in which the adult males and boys are fed first, and then the female children and women share the residual food, reveals the magnitude and quality of the real problems facing women, most of which call for a special orientation of plans to women's needs.

Part I : Selected magnitudes of the Indian Economy

India is a continental economy. With an estimated population of 608 million (1976) and a geographical area of 3.3 million sq. kms., it encompasses a vast human and physical segment of Asia. The country is a union of 22 States and 9 Territories, and is a sovereign socialist democratic republic with a parliamentary form of government elected on the basis of universal franchise.

Demography: 80% of the population lives in rural areas. A little over 52 per cent of the urban population of the country lives in towns having a population of 100,000 and more.

There are more males than females in India. In 1971 the sex ratio was 930 females per 1000 males.

The rate of growth of population was 2.48 in the decade 1961-71, and is only marginally lower according to current estimates.

Work participation and occupational structure: Roughly 33 per cent of the population is in the labour force¹. A wide disparity exists between male and female participation rates. According to the dicennial census of 1971, male work

1 'Labour force' includes all persons who are engaged in gainful activities and those who are seeking or available for work.

participation rate was 52 per cent, and the corresponding adjusted female work participation rate was 28 per cent. There is evidence of a steady fall in woman's work participation rate in the present century.

The distribution of the work force by main industrial divisions shows that agriculture accounted for 73.8 per cent of workers in 1971, comprising predominantly cultivators and agricultural labourers. This share has remained almost constant in the last 50 years, in spite of a steady decline in the share of agriculture in the national product in the corresponding period. This implies that increases in industrial production in the organised sector have not led to a proportional increase in employment. Its relatively limited impact on employment has been more intensive on men's employment than female employment whose share in total employment in the organised sector was 11 per cent in 1971.

Table 1 : Distribution of Work Force in 1971 by male Industrial Divisions

Sl. No.	Industry Division	Work Force in 1971 (March)	
		(Million)	(Percentage)
1.	Agriculture	167.33	73.8
2.	Mining and Quarrying	1.05	0.4
3.	Manufacturing and Repair	21.32	9.4
4.	Electricity, Gas & Water	0.56	0.2
5.	Construction	2.43	1.1
6.	Wholesale & Retail Trade etc.	9.70	4.3
7.	Transport, Storage and Communications	4.60	2.0
8.	Services	19.88	8.8
	All Divisions	<u>226.87</u>	<u>100.00</u>

Source : Planning Commission

Unemployment: Chronic unemployment is a very small part of the Indian unemployment problem as very few workers remain unemployed throughout the year. The bulk of the unemployed man-days are accounted for by underemployed workers who are forced into idleness from time to time due to lack of work.

According to current estimates the unemployment rate is 1.6 per cent as measured by the strict criterion of the chronically unemployed, and 8.34 per cent as measured by the proportion of unemployed man-days on a typical day. On the basis of the daily-status calculations, unemployment was 20.6 million person years in the country in March '78: 16.5 million in the rural areas and 4.1 million in the urban areas.

About 40 per cent of the total unemployment of 20.6 million person-years is accounted for by women. The Draft Five Year Plan 1979-83 points out that their share in unemployment (40 per cent) is higher than their share in the labour force (33 per cent). In the face of this evidence it must be concluded that the labour market, as it is operating, is not neutral as between men and women."

National Product: In 1976-77 India's net national product at factor cost stood at Rs 642,790 million, and per capita income was Rs 1049 (both at current prices)¹.

1 These figures are based on the Quick Estimates of the Central Statistical Organisation (CSO) in the Planning Commission.

The extent of poverty in India has been estimated by various methods, and depending on the norms used, 40-60 per cent of the population is considered to be below the minimum acceptable standard. The current Draft Five Year Plan, 1979-83, notes, 'According to a recent estimate using norms of caloric consumption, the percentage of population below the poverty line in 1977-78 may be projected at 48 per cent in rural areas and 41 per cent in urban areas'. Of the total of 290 million 'poor', 160 million fall below 75 per cent of the poverty line.

Table 2 presents data relating to net national product and per capita income at current and 1970-71 prices for the period 1970-71 to 1976-77. The Table also shows the index numbers of percentage growth rates in total and per capita income at current and 1970-71 prices.

Table 2 : Gross National Product and Net National Product (i.e. National Income)

Year	Gross National Product at factor cost (Rs. crores)		Net National Product at factor cost (Rs. crores)		Per Capita Net National Product (Rs.)		Index Number of Net National Product		Index Number of per capita net National product	
	At Current Prices	At 70-71 Prices	At Current Prices	At 70-71 Prices	At Current Prices	At 70-71 Prices	At Current Prices	At 70-71 Prices	At Current Prices	At 70-71 Prices
	1970-71	36654	36654	34412	34412	636	636	100.0	100.0	100.0
1971-72	39194	37202	36728	34871	663	629	106.7	101.3	104.2	98.9
1972-73	43159	36788	40391	34323	714	606	117.4	99.7	112.3	95.3
1973-74	53704	38701	50498	36183	874	626	146.7	105.1	137.4	98.4
1974-75	63203	38889	59417	36455	1007	618	172.7	105.9	158.3	97.2
1975-76	64996	42200	60596	39626	1008	659	176.1	115.2	158.5	103.6
1976-77	69047	42887	64279	40164	1049	655	186.8	116.7	164.9	103.0

ANNUAL GROWTH RATES

1971-72	6.9	1.5	6.7	1.3	4.2	1.1
1972-73	10.1	(-) 1.1	10.0	(-) 1.6	7.7	(-) 3.7
1973-74	24.4	5.2	25.0	5.4	22.4	3.3
1974-75	17.7	0.5	17.7	0.8	15.2	(-) 1.3
1975-76	2.8	8.5	2.0	8.7	0.1	6.6
1976-77	6.2	1.6	6.1	1.4	4.1	(-) 0.6

Source : Economic Survey, 1977-78

The share of the primary sector (row 1, Table 3) in the net national product is currently 44.2 per cent, having declined from 50.1 per cent in 1970-71. The shares of the secondary (row 2, Table 3) and tertiary sectors (row 3, Table 3) have shown significant increases. From 20.1 per cent in 1970-71 the share of the secondary sector has increased to 22.0 per cent in 1976-77, and the corresponding increase in the tertiary sector has been from 16.0 per cent to 17.2 per cent.

Table 3 : Estimates of Net National Product by Industry of Origin Percentage Distribution
(At 1970-71 Prices)

Industry Group	70-71	71-72	72-73	73-74	74-75	75-76	76-77
1. Agriculture, forestry and logging, fishing, mining and quarrying	50.1	49.1	46.6	47.5	46.1	47.2	44.2
2. Manufacturing, Construction, Electricity, gas and water supply	20.1	20.4	21.6	20.9	21.2	20.5	22.0
3. Transport, Communications and trade	16.0	16.2	16.7	16.5	17.0	16.8	17.2
4. Banking and insurance, real estate and ownership of dwellings and business services	4.8	5.0	5.3	5.1	5.0	5.0	5.6
5. Public administration and defence and other services	9.8	10.2	10.7	10.6	11.0	10.7	11.2
6. Net domestic product at factor cost	100.8	100.9	100.9	100.6	100.3	100.2	100.2
7. Net factor income from abroad	- 0.8	- 0.9	- 0.9	- 0.6	- 0.3	- 0.2	- 0.2
8. Net National product at factor cost	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source : Planning Commission

Consumption, saving and capital formation: Estimates of private consumption expenditure show that in 1975-76, private consumption amounted to Rs 555,380 million and claimed 78 per cent of the gross national product. The per capita consumption expenditure in 1975-76 was Rs 926 at current prices. The increase in per capita consumption expenditure at 1960-61 prices was from Rs 276 in 1960-61 to Rs 321 in 1975-76. Food accounted for 66 per cent of total consumption expenditure in 1975-76; expenditure on clothing was 7 per cent, and on fuel and power 4 per cent. The pattern of distribution of consumption expenditure has not shown any significant variation in the period 1960-61 to 1975-76 (Table 4).

Table 4 : Private Final Consumption Expenditure

	1960-61	1975-76
1. Private Final Consumption Expenditure (Rs. million)	119,680	555,380
2. Private Final Consumption Expenditure at 1960-61 prices (Rs. million)	119,680	192,450
3. Per capita Consumption Expenditure (Rs.)		
(a) at current prices	276	926
(b) at 1960-61 prices	276	321
4. Consumption Expenditure main items (Rs. million with % share in bracket at current prices)		
(a) Food	79,760 (67)	367,020 (66)
(b) Clothing	92,10 (8)	39,660 (7)
(c) Fuel & Power	4,790 (4)	19,570 (4)
(d) Others	25,920 (21)	129,130 (23)

Source : Planning Commission

In 1976-77 gross domestic saving was 21.1 per cent of the gross domestic product at market prices and the corresponding proportion of gross domestic capital formation was 19.2 per cent. Whereas there have been substantial increases in absolute terms in both variables, there has been no clear trends in the rate of savings and capital formation in the recent past. According to estimates for 1976-77, the proportion of savings to gross national product was higher for the preceding year, leading to an increase in foreign exchange reserves.

Table 5 : Domestic saving and domestic capital formation as per cent of gross domestic product at market prices

	Gross domestic Saving	Gross domestic capital formation
1960-61	13.7	16.9
1970-71	17.0	17.9
1974-75	18.1	19.0
1975-76	19.7	19.6
1976-77	21.1	19.2

Source: Economic Survey, 1977-78

part II : The Indian Planning Process

This section describes the machinery of the Indian planning system. Starting with the national planning Commission, its functions and powers, we state the methodology of plan formulation, with emphasis on the data base used in planning exercises. A brief review of five Five Year Plans, covering the period 1951-78, is included. The recent shift in planning methodology and focus of the current Five Year Plan, 1979-83, is also described.

1. Institutions for Planning

(1) The Planning Commission:

Organisational Structure: The Planning Commission is a technical, advisory body which is the apex institution for planning in the country. The Prime Minister is its Chairman, and a Deputy Chairman, usually an economist or an eminent public figure, heads this organisation. He is assisted by 4 Members who are appointed by the Government for a fixed tenure. The Commission is structured into a number of divisions like Agriculture, Power, Irrigation, Health, Education, Social Welfare etc. These Divisions are headed by specialists and administrators. Each Member of the Planning Commission is incharge of a particular number of divisions. The Secretary, Planning Commission coordinates and guides the work relating to the Plan formulation and evaluation.

The divisions, in collaboration with the concerned Central and State Ministries, as well as various research and evaluation organisations, are expected to evolve policies and formulate programmes for implementation under special sectors. The Plans of the States are fitted into the overall policy frame prepared and approved by the national Planning Commission.

Constitution, Functions, Powers: The Planning Commission was set up in March, 1950 by a Resolution of the Government of India with the following terms of reference :

"The Constitution of India has guaranteed certain Fundamental Rights to the citizens of India and enunciated certain Directive Principles of State Policy, in particular that the State shall strive to promote the welfare of the people by securing and protecting as effectively as it may be a social order in which justice, social, economic and political, shall inform all the institutions of national life, and shall direct its policy towards securing, among other things, -

- a) that the citizens, men and women equally, have the right to an adequate means of livelihood;
- b) that the ownership and control of the material resources of the community are so distributed as best to subserve the common good; and
- c) that the operation of the economic system does not result in the concentration of wealth and means of production to the common detriment."

Having regard to these rights and in furtherance of these principles and to promote a rapid rise in the standard of the living of the people the Planning Commission is expected to frame policy for the efficient exploitation of the resources of the country, increasing production, and

offering opportunities to all for employment in the service of community. The Planning Commission has the following functions:

- 1) "make an assessment of the material, capital and human resources of the country, including technical personnel, and investigate the possibilities of augmenting such of these resources as are found to be deficient in relation to the nation's requirements;
- 2) formulate a Plan for the most effective and balanced utilisation of the country's resources;
- 3) on a determination of priorities, define the stages in which the Plan should be carried out and propose the allocation of resources for the due completion of each stage;
- 4) indicate the factors which are tending to retard economic development, and determine the conditions which, in view of the current social and political situation, should be established for the successful execution of the Plan;
- 5) determine the nature of the machinery which will be necessary for securing the successful implementation of each stage of the Plan in all its aspects;
- 6) appraise from time to time the progress achieved in the execution of each stage of the Plan and recommend the adjustments of policy and measures that such appraisal may show to be necessary; and
- 7) make such interim or ancillary recommendations as appear to it to be appropriate either for facilitating the discharge of the duties assigned to it; or on a consideration of the prevailing economic conditions, current policies, measures and development programmes; or on an examination of such specific problems as may be referred to it for advice by Central or State Governments".

The Planning Commission is empowered to :

- 1) prepare general guidelines for plan formulation of the Five Year Plans and the Annual Plans of the Centre and the States; and determination of the overall strategy;
- 2) allocate resources among the competing sectors on the basis of priorities indicated by the National Development Council - the highest policy-making body;
- 3) determine the size of each State Plan by taking into consideration the financial resources of the concerned State Government, the likely availability of Central assistance and institutional finance;
- 4) make allocations to various Central Ministries on the basis of priorities set in the Plan;
- 5) approve all schemes, both Central and State, which are to be included in the Plan;
- 6) approve major changes in the inter-se and inter-sectoral allocations of either a Central Ministry or a State Government.

(ii) planning Units in the States:

Attention was focussed on the State Planning machinery by the Administrative Reforms Commission of 195 . The Commission recommended the setting up and strengthening of the planning departments/boards at the State level, so that each State was equipped with units for perspective planning, monitoring, project formulation, regional and district planning, plan information and plan coordination. The Centre extended financial assistance to the States to institute and strengthen the planning departments. It may be mentioned

that while setting up of these units, States have built in a certain flexibility and therefore have not necessarily followed the model suggested by the Planning Commission. There are inter-State differences in the composition of the planning departments. For instance, Andhra Pradesh has approved the creation of a perspective planning and economic analysis unit; evaluation, monitoring and information unit; project formulation cell and regional and district planning units as part of the State Planning departments.

Bihar has approved employment and man-power cell only, and it proposes to organise a Central monitoring agency, plan formulation wing and a project appraisal wing in the State Planning department.

Haryana State has approved the setting up of a perspective planning and monitoring division, a plan implementation cell, district planning units, evaluation cell, a project formulation cell, and manpower and employment division. However, it appears that only the manpower and employment cell of the district planning unit are active.

The Planning department of Karnataka has an economic division, project formulation division, evaluation division, bureau of economics and statistics, plan information and statistical unit, perspective unit, plan monitoring and

information, district and regional planning and publication unit.

The Planning department of Madhya Pradesh has divisions for programme formulation and evaluation, perspective planning, research/inventory planning, project formulation, plan coordination, monitoring and information and administrative division.

In each State, the planning department in the State capital is linked to the districts either through the district planning units or other implementing-cum-coordinating bodies which are expected to furnish data on agriculture, industry and the progress of special developmental schemes. The district planning unit services the District Planning and Development Committees/Councils which determine policy and priorities in planning and finalise integrated plans for the district. The District Planning Councils comprise representatives of the district administration, representatives of local self government institutions, officials of cooperative banks and the lead banks and nominated individuals.

2. Plan formulation

In India, the area of development planning commenced in 1951 with the First Five Year Plan. In the period 1951-78, five Five Year Plans have been launched, each

disaggregating into Annual Plans. However, from the current year, the concept of Five Year Plans has been modified into a Rolling Plan system. The rolling plan takes into consideration the physical performance at the end of each year - the important sectors and allows maximum adjustments both in the financial and physical targets immediately without awaiting the completion of 5 years. This system is based on the development of a strong monitoring and evaluation machinery which provides a quick feed back to policy makers at national level on the performance of various programmes.

Exercises involved in the preparation of five year plans relate to (a) appraising of past trends and performance, (b) assessment of major current problems and (c) determination of measures and policies for future growth. Besides, an attempt is also made to take stock of the knowledge of natural, material and human resources which may have become available in the course of the preceding plan and to assess the significance of economic and social data for understanding the structure and functioning of different parts of the economy.

In order to formulate plan policy, the Planning Commission constitutes expert groups (K.C. Working Groups, Task Forces etc) to recommend policy with respect to special subjects.

The expert groups comprise members representing various Ministries, State Governments, specialised bodies and voluntary associations concerned with the specific subjects. Such^a diversified composition and multi-disciplinary approach ensures the examination of the problems ^{from} different angles and enables the identification of all possible factors that might have relevance to ^{the consideration of} the question in an integrated manner. The composition of these groups is broadly representative of the economic, technical, managerial, administrative, research and evaluation, data processing and manpower interest specialisation. The terms of reference generally consist of (i) review of on-going plan programmes; (ii) identification of the existing bottlenecks and weaknesses in policies and programmes and suggestion of corrective measures; (iii) suggestions for a long term perspective; (iv) formulation of proposals in the light of the perspective, indicating priorities, policies, programmes and outlays in a phased manner.

Each task force or working group has a convener who prepares a position paper setting out the constitutional provisions with respect to the responsibilities of the states in the relevant subject, and drawing inference for policy. With the background of this paper, the Working Group draws its own criteria for reviewing on-going programmes, Field visits and analyses of existing evaluation studies are conducted. After a series of deliberations, the Group

prepares a report and submits it to the Government for further consideration.

The reports submitted by various Working Groups are reviewed in the line-divisions of the Planning Commission and a policy paper based on these reports is prepared by the line-divisions and submitted for the consideration of the Planning Commission. Further discussion on these reports are held with the State Governments, Central Ministries, Members of Parliament, and other interested groups for taking a final view. After such a detailed exercise, policies are formulated.

Simultaneously, plan proposals received from the Central and State Governments are examined in the respective divisions of the Planning Commission with the representatives of the Central Ministries and State Government. Proposals are scrutinised from the point of view of their technical and financial feasibilities in the light of recommendations of Working Groups and necessary allocation of funds for them are broadly determined. The concerned Ministries and State Governments are also informed at or after the discussions are over. Proposals so cleared by the Planning Commission become the approved plan scheme to be implemented by the concerned authorities. This type of exercises take place well ahead of the formulation of a five year plan or

an annual plan. Follow-up matters arising therefrom are also taken up with the concerned authorities through correspondence or with field visits if found necessary.

The Planning Commission issues general guidelines to the Central Ministries and to the governments of the States and Union Territories. These guidelines spell out the main strategy of development, sectoral policies and programmes, pattern of financing, role of voluntary action etc.

In order to facilitate administration of the Plan proposals, special sectoral schemes are formulated which delineate responsibility as between the centre and states. The plans are classified into 3 categories viz. (i) central; (ii) centrally sponsored, and (iii) state schemes.

The central schemes are under the sponsorship, both financial and implementation, of the Central government. Centrally sponsored schemes are those which are of significance to the entire country, but for which an aggregate financial/material provision has been made, and which have an inter-state or inter-regional character. These schemes are formulated and funded by the central government and implemented by the state governments. State schemes are those which administratively fall directly within the sectoral programme of the state and are formulated and implemented by the local government, but for which the centre makes a block grant or block loans.

3. The Information Base

The information base is maintained by the Planning Commission and the State Planning Units. The information is collected from various sources and is used for the preparation of the Five Year Plans. The information is also used for the assignment of priorities and making sectoral allocations.

Sources of data are (i) official statistics and data generated by semi-official or private institutions on special subjects. Some of the main sources of information are the reports of the (1) Registrar-General, India;

- (2) Central Statistical Organisation; (3) National Sample Survey of India²; (4) Indian Statistical Institute;
- (5) Programme Evaluation Organisation of the Planning Commission; (6) State Statistical Bureau; (7) Statistical Cells attached to the Central/State Departments; (8) Universities including Agro-Economic Research Centres; (9) Schools of Social Work; (10) Tribal Research Institutes; (11) Public and Private Industrial Undertakings etc. This data relates selectively to the national, regional and local level.

Besides these sources of information, the subject Divisions of the Planning Commission collect information on their own account and maintain a data bank. These Divisions are serviced by research wings of several Central Ministries which supply data on a regular basis. Some

1 Annexure 1 provides a summary review of National Sample Survey Organisation (NSSO)
2 Annexure 2 is a brief statement of the functions of the Central Statistical Organisation (CSO).

Central Ministries finance research institutions which are quasi-permanent or voluntary organisations, to conduct research evaluation of specific problems in depth. These Ministries include the Ministry of Education and Social Welfare, Ministry of Home Affairs, Ministry of Health and Family Welfare etc. A large number of studies in the areas of education, health and social welfare have been undertaken and the findings of these reports have been utilised in plan formulation. The Department of Social Welfare at the central level, brings out a monograph of the various research studies assisted by it on a periodical basis. The Indian Council for Social Science Research, National Council for Educational Research and Training, National Institute of Health Education etc., are some of the special research institutions that have been established for undertaking research in areas of education, health etc. and social problems. The Programme Evaluation Organisation of the Planning Commission undertakes evaluation studies of plan programmes with a view to assess their impact, identify the bottlenecks and to improve the programme efficiency.

The absence of standardised definitions and concepts and the multiplicity of data collecting agencies at the national, regional and local levels presents problems of data collection, and the task of comparability difficult. However, these sources of information for plan formulation

constitute the basic quantitative framework of planning in the country.

Recently, the Planning Commission has established a new division, the Monitoring and Evaluation Division, which is expected to strengthen and streamline the system of inflow and outflow of information relating to plan policies and programmes from the national to the local level and vice-versa.

4. Five Year Plan, 1978-83 : Change in emphasis

In the First Five Year Plan, the total plan outlay was Rs 3,760 crores. This increased to Rs 66,370 crores by the Fifth Plan. For the next Plan, 1978-83, total outlay has been proposed at Rs 1,16,240 crores of which Rs 69,380 crores will represent public outlay. In the first plan a growth rate of 3.6 per cent was achieved. In the Fifth Plan, the growth rate was around 3.9 per cent. In the next Plan, taking into consideration the achievements of growth rates in the previous Plans, the targeted growth rate is 4.5 per cent.

Each Five Year Plan in the past has had a pivotal programme or focus which has reflected national priorities at the time. For instance, the First Five Year Plan, 1951-56, emphasised the development of agriculture, while the emphasis of the Second Plan, 1956-61, was on the creation of an infrastructure of heavy industries. The Fifth Plan, 1974-75, highlighted the satisfaction of minimum needs of the population.

Outlays and Growth Rates Over
the Five Year Plans at a Glance

(Rs. in crores)

	First Plan 1951- 56	Second Plan 1956- 61	% in- crease from that of Pre- vious Plan	Third Plan 1961- 66	% in- crease from that of Pre- vious Plan	Annual Plan 1966- 67 to 1968- 69	Fourth Plan 1969- 74	% In- crease from that of Pre- vious Plan	Fifth Plan 1974- 79	% In- crease from that of Pre- vious Plan	Draft Plan 1978- 83	% In- crease from that of Pre- vious Plan	
	1	2	3	4	5	6	7	8	9	10	11	12	13
Public Sector Outlays Actual Expenditure	1960	4672	138	8577	84	6625	15779	84	39322 (Plan Prov.)	149	69380 (Plan Prov.)	76.4	
Private Sector Outlay	1800	3100	72	4100	32	-	10000	144	27048	170.5	46860	73	
Total Plan Outlay	3700	7772	107	12677	63	-	25779	103	66370	157	116240	75	
Growth Rate Target (Annual Av.growth rate)	2.3	5.0	117	6.0	20	-	3.5	- 8.4	4.37	- 20.5	4.7	7.5	

However, despite the significant developments in different sectors such as power, irrigation, agriculture, during the last 27 years, there has not been a perceptible impact on the removal of unemployment and poverty and reduction in disparities of income and wealth. In fact, the position in respect of unemployment and inequalities has deteriorated over the years. More than 40 per cent of the population do not have adequate income to maintain even a living at a subsistence level. Therefore, a new strategy has been proposed for the removal of unemployment and significant under-employment and to achieve an appreciable rise in the standard of living of the poorest sections of the population. The Five Year Plan 1978-83, has been termed an 'Employment Plan' which has subordinated all other objectives to the central objective of achieving full employment. The Plan 1978-83, has also focussed on the provision of basic needs of the poorest through the minimum Needs Programme. The programme consists of universal coverage of elementary education, (age groups 6-14); adult education for adults (age groups 15-35) provision of one community health worker and a trained dai (midwife) for a village of 1000 population, rural roads connecting all villages with population of 1000 and above, drinking water facilities to all problem villages, rural electrifications for 50 per cent of the villages, house sites and lands for the construction of homes for the landless poor, provision of mid-day meals for school children belonging to weaker sections and supplementary nutrition programmes for pre-school children and nursing mothers.

The Plan makes a distinct departure from earlier plans in its commitment to area planning. The Plan envisages formulation of comprehensive block development plans, where a block covers approximately 8200 villages and a population of 80,000 to 1,20,000. In these block plans, the production programmes will be integrated with various social services programmes for making maximum impact on the beneficiaries. The area Plan takes into consideration the potentialities of each block for further development and the capabilities for the absorption of local surplus labour. Area plans would also involve people to the fullest extent both in the formulation and implementation. All schemes which are of local nature particularly social services would be amenable for planning at the block level. Broad sectoral production projects have been determined with reference to the area plans and their input requirements.

Besides, the above emphasis on area planning, minimum needs, etc., the urgent need to reduce the growth of population has been recognised in the Plan. An overall population policy to reduce birth and deaths and morbidity pattern has been framed and incorporated in the next Plan. The success of population policy is expected to have a favourable impact on the growth and distribution of incomes, status of women in employment, employment pattern of labour, internal migration and the rate of urbanisation. The emphasis on population control is intended to change age-composition of the population pyramid and to reduce the dependency ratio.

part III : Planning for Women

This section reviews some facets of the planning for women, as they have operated in the country in the last three decades. The process of formulation of policy for 'women-interest' plans, and the involvement of various government departments, both at the central and state levels, is described. The information base used in plan formulation for women is also noted. Following this, the machinery for implementation of women's programmes is reviewed briefly. A summary outline of sectoral plans/programmes for women in the period 1951-78 (i.e. the first Five Year Plan) is provided. The final part of this section, 'Review', extracts from the reports of national committees and surveys are provided as documentation of the impact of plans on women.

1. Planning Process

In the past, women have been identified by planners as a specific target population mainly in social welfare planning. They have 'figured' separately in programmes of health, literacy and social welfare. Whereas there is no separate Ministry on the central government for women's development, nor a separate Division in the Planning Commission to formulate policy on women's programmes, two official departments at the central level have been vested with the responsibility of framing and evaluating policy with respect to women. These are (i) the Social Planning

Division in the Planning Commission, and (ii) the Department of Social Welfare in the Ministry of Education and Social Welfare.

Of the two, the Department of Social Welfare is the leading organisation in planning for women. It combines the functions of formulating policy, implementation of plans and monitoring and evaluation of women's programmes in the country. The Department consists of subject sub-divisions relating respectively to child welfare, woman's welfare, welfare of the handicapped, research, evaluation and monitoring, and administration. The Women's Welfare and Development Wing is headed by a Joint Secretary who represents the highest authority in formulation of women's programmes in the Central Government. The Department provides programme guidelines to the Planning Commission on the basis of its own analysis of women's felt needs. Broadly, its central concern is with servicing the requirements of the "welfare-needing" sub-sets of the population. The target groups include children, destitute women (including prostitutes), physically handicapped persons, etc. The programmes are chiefly rehabilitative and offer support to the target group through schemes of functional literacy, supplementary feeding, socio-economic programmes etc. The Department emphasises family welfare, and it aims at promoting the well-being of the family as a unit, without necessarily separating women for special assistance. Working Groups

have been constituted by the Department from time to time to make policy recommendations in respect of special schemes for women to be included in Five Year Plans.

The Department of Social Welfare incorporates three semi-autonomous organisations, which implement a large proportion of its programmes through their own extension infra-structure, and provide research and training support. These are (i) Central Social Welfare Board¹, (ii) National Institute of Public Cooperation and Child Development², and (iii) National Institute of Social Defence.

The Social Planning Division of the Planning Commission depends largely on the Department of Social Welfare for information regarding the magnitude and direction of schemes for women. The Division has three units, (i) the Backward Classes Unit which looks after the interests of Scheduled Castes, Scheduled Tribes and other backward classes, (ii) the Social Welfare Unit to formulate policy for children, women, handicapped and other disadvantaged groups and (iii) the Nutrition Unit to evolve appropriate strategies and identify schemes for vulnerable sections of the population regarding nutrition education and supplementary feeding programmes. The Division consists of

1 Annexure 3 provides a summary statement on the Central Social Welfare Board.

2 Annexure 4 provides a summary statement on the National Institute of Public Corporation and Child Development.

specialists in sociology, social work, anthropology and nutrition. This Division consults with the Department of Social Welfare to formulate schemes for women within the Five Year and annual plans. It also reviews policy for women's planning from time to time and identifies new areas in which women require support.

Certain Central Ministries mount their own development programmes which are either specifically for women or in which women are among the participants. These run concurrently with the schemes of the Department of Social Welfare and the Social Planning Division. They include health programmes of the Ministry of Health and Family Welfare and State Health departments, education programmes of Central Department of Education and its state counterparts, vocational training programmes of the Ministry of Labour etc. Two important divisions in the Ministry of Agriculture & Irrigation are also involved in women's programmes. These are the Department of Rural Development and the Extension Directorate in the Department of Agriculture.

At the State level there do not exist special cells for planning of women's programmes. The state departments of social welfare and their district offices collect information regarding the priority needs of the target groups of destitutes and the disabled, and maintain vertical links with the Department of Social Welfare at the centre.

The following is a list of major departmental schemes of the government for women in operation in the country today.

List of Major Programmes for Women under Different Sectors

Social Welfare

- 1 Functional literacy
- 2 Social-economic programme
- 3 Condensed courses of education for employment and vocational training for adult women
- 4 Hostels for working women
- 5 Family and Child Welfare Projects
- 6 Grants-in-aid to voluntary organisations
- 7 Institutional and non-institutional services for the socially and physically handicapped women
- 8 Welfare Extension Projects in rural/urban/border areas
- 9 Integrated Child Development Services - covering pregnant and nursing mothers
- 10 Scholarships for the handicapped

Rural Development

- 1 Applied Nutrition Programme

Employment and Manpower

- 1 Vocational Training Programmes
- * 2 Employment Exchanges
- * 3 Vocational Guidance and Employment Consulting Programmes (in Employment Exchanges)
- * 4 University Employment Information & Guidance Bureaux
- * 5 Apprenticeship Training Schemes

* Women are among the participants.

Education

- 1 Elementary/Middle/High/University/Technical
- 2 Adult education
- 3 Scholarships
- 4 Hostels
- 5 Physical education
- 6 Art & Culture

All the programmes are both for males and females

Health & Family Welfare

- 1 Primary Health Centres
- 2 Rural Health Programme
- 3 Hospitals and dispensaries
- 4 Training programmes
- 5 Urban Family Welfare Centres
- 6 Maternity and Child Health

2. Data Base

The Census provides standardised data on important variables such as the size of the population by sex, male-female ratio, age-wise distribution of the population by sex, infant mortality, maternal mortality rates, fertility rate, levels of education, enrolment at various educational levels, personal status in terms of widowhood, divorce etc. The information is tabulated in some cases by rural-urban residence. Data is also available on housing, broad social and cultural aspects, migration etc.

Sources of data on women's employment include the Census, the National Sample Survey (NSS) and the Employment Market Information (EMI). The first gives information relating to a point of time, while the other two provide a time series constructed from frequent surveys. The Census and NSS cover both the organised and unorganised sector while the EMI is restricted to employment in the organised sector, and is maintained by the Directorate General of Employment and Training in the Ministry of Labour.

Data on unemployment or job-seekers is available from the Census, as also from the Labour Force Surveys of the National Sample Survey. Employment Exchanges maintain live registers which provide the only time series available in the country on unemployment. However, live registers are not considered relevant to the measurement of female unemployment since they do not reflect the rural sector which accounts for a bulk of the female unemployment problem, and also because a large proportion of the actually unemployed women do not register at the Employment Exchanges.

Supplementing these major sources of demographic, sociological and economic data are the findings of special committees which are instituted to examine a particular subject-matter, as well as the reports of various data collecting agencies at the national, regional and local

levels. The Planning Commission and the Department of Social Welfare have access to these reports, some of which they commission themselves.

The most notable among the recent national level probes was the Committee on the Status of Women (constituted by the Government of India in 1971). It analysed existing information relating to women's socio-political and economic roles, and conducted primary research. Its report is a reference point for analysts of women's problems, and is an important documentation of women's status in the country.

Based on the recommendations of this Committee, a Country Plan of Action for Women (1977) was prepared by the Department of Social Welfare. This plan is a resume of priority planning areas for women in respect of legislative reforms, administrative measures, employment, health care, nutrition, family planning and implementation of women's programmes.

Among the agencies/institutions which collect data on women through direct or sponsored research on a regular basis, the Indian Council for Social Science Research (ICSSR), New Delhi, is prominent. Structurally under the Ministry of Education, the Council is a nodal point for independent intensive research on women. It has an on-going Women's Studies Programme which seeks to "promote social science

research to understand women's lives and problems and the manner in which they are being affected by the process of social change, economic modernisation and population dynamics."

ICSSR is net-worked into several smaller research institutions including the research/extension departments of Home Science Colleges in the country. The Institute of Social Studies, New Delhi, where this paper was prepared, is also closely associated with the ICSSR and other organisations engaged in women's research. These institutions provide micro evidence of various facets of women's lives, and their reports are important inputs to the official planning organisations.

Developmental agencies such as the All India Handicrafts Board and the Khadi & Village Industries Commission provide qualitative information on women in the decentralised sector in occupations such as handicrafts, village industries etc. The Planning Commission is 'fed' this information regularly. Occasional reports of autonomous organisations which represent women's endeavours (such as the Self Employed Women's Association of Ahmedabad) are also considered by the Commission for inferences for planning women's programmes.

3. Implementation of Women's Programmes

An earlier section has shown that schemes for women are included in various sectoral programmes e.g. health, education, employment and training etc. For central programmes, the central government departments make a block grant to the corresponding state department, which further disaggregates the grant by sub programmes and then makes district-wise disbursements. The States follow the same procedure in respect of state schemes. The respective district departments receive the allocation from the state department, and make provisions for each block or group of blocks, in consultation with the district Collector. At the block level, the funds are received by the office of the Block Development Officer (BDO) and it is here that the actual disbursements are made on the basis of recommendations of technical specialists at the block level and sectoral plans are implemented. In other words, although sectoral plans are mounted departmentally, they are executed by a common extension staff.

The Department of Rural Development in the Ministry of Agriculture and the Central Social Welfare Board are the two main agencies which maintain a permanent network of extension personnel at the block and village level. This extension infrastructure is used by all departments - agriculture, industry, health to deliver the woman's component of their respective plans.

The Department of Rural Development is structurally composed of three divisions viz. - agriculture, animal husbandry, and public cooperation. It is the latter division, public cooperation, which handles women's programmes. The central department, through its state counterparts, maintains a cadre of trained personnel in each block of the country. This staff is provided training in developmental and coordination work. The prime functionary of the team, the Block Development Officer (BDO), is the administrative head of all development plans in approximately 100 villages. He is a trained administrator, and is generally assisted by 8 Extension Officers. Each of those officers is a programme specialist in agriculture, animal husbandry, cottage industries, rural engineers public health, cooperation, Panchayat administration (local self-government), and social education. These Extension Officers work through 12 Village Level Workers who are resident in villages. This structure may be considered representative of the country although inter-state and intra-state variations exist in the composition and number of field personnel of the Department of Rural Development, depending on local requirements.

This block level team of 25-30 development workers includes 2-3 women. There are 2 Gram Sevikas (Women Village Workers) and 1 Mukhya Sevika is the Extension Officer incharge of Social Education, and it is her function to impart instruction in family planning, hygiene, civic sense, political

system etc. The Gram Sevikas assist the Block Development Officer in implementing all sectoral programmes which have schemes or allocations for women and children.

In addition to the block level team described above, several state departments also have specialists posted at the block levels. For instance, the department of Agriculture appoints a Soil Conservation expert, the department of Industries has a resident Cottage & Small Scale Industries Officer, the department of Health maintains a trained medical staff in the Primary Health Centres, etc. Yet all these officers work through the Block Development Officer and his team in the implementation of their projects. The Block Development Officer is directly linked to the district administration and the District Collector. Similarly, the subject specialist officers at the block level also exist in a departmental hierarchy, although operationally the BDO wields direct authority over them.

The Department of Rural Development at the Centre makes a block grant to the state departments of Rural Development to maintain the extension infra-structure at the block and village levels.

The Extension Directorate in the Department of Agriculture (Ministry of Agriculture and Irrigation) assists the Department of Rural Development in cadre training. This Directorate has an infra-structure of training colleges

across the country to provide training to block and village level extension workers. It runs 1 to 2-year training courses for Gram Sevikas and Mukhya Sevikas.

The other major organisation involved in implementation of schemes is the Central Social Welfare Board (CSWB) in the Department of Social Welfare. The Board is the coordinating agency for voluntary action, and has direct access to the extension infra-structure of the constituent agencies¹. These agencies maintain block and village level operational units. In general, the staffing pattern and the salary scale of the voluntary organisations is parallel to the corresponding grade of workers of the block development team.

The CSWB receives annual grants from the central government, either for earmarked projects or for the Board's on-going programmes. In turn, the CSWB extends financial assistance to voluntary agencies to implement their own programmes and other central/state sectoral programmes.

Both the Department of Rural Development and the Central Social Welfare Board preside over approximately 50,000 rural women's clubs or Mahila Mandals. These village level organisations have a female membership of 25-100 village residents each, and exist in almost all states of

1 Voluntary organisations extend to all parts of India and represent a wide sweep of ideological and philosophical commitment.

the country. They are important grassroot institutions for the delivery of departmental programmes for women and children. Gram Sevikas are closely associated with the activities of the Mahila Mandals, a staff of 3-4 women workers is posted at each Mahila Mandal to conduct the regular activities of craft training, creche and balwadi¹ service etc. In delivering a sectoral programme, as the supplementary feeding programme, the staff of the Mahila Mandal is mobilised to assist in its implementation.

The Department of Social Welfare also has a cadre of permanent staff at the State and district level. A District Social Welfare Officer is posted at each district headquarters. In most of the Southern states there is a district level officer (always a woman) who is incharge of programmes relating to women's welfare and development. The main functions of this officer include the strengthening of extension services to women in respect of agriculture, industry, health, welfare services, education etc. by ensuring coordination between the other organisations operating in the area. Surveys have shown that close inter-departmental cooperation has had a beneficial impact on the absorption of programmes by rural women.

In certain cases the Department of Social Welfare has implemented its own programmes by creating a cadre of trained

1 Balwadi : A nursery for pre-school children.

extension workers. For instance, it has formulated as well as implemented the Integrated Child Development Services (ICDS) project in selected blocks of the country to provide a package of services to children viz. including immunisation, health check-up, referral services, supplementary nutrition, non-formal education for pre-school children, etc. A Child Block Development Officer has been posted at each ICDS block. He is assisted by a team of 80-90 village level workers (Anganwadi and Balwadi workers).

4. Outline of Programmes for Women in Five Year Plans, 1951-78

Each of the five Five Year Plans in the period 1951-78 (with three 'Plan holiday' years) made a provision for women and children in sectors such as health, education, social welfare etc. While some sectoral plans included special schemes for women, others made only aggregate allocation. The following is a brief statement of the policy direction of selected sectors, with a focus on women's programmes.

Health: The broad objectives of health programmes in the first four five year plans were (i) control/eradication of major communicable diseases, (ii) provision of curative, preventive and promotional health services, (iii) augmentation of training programmes of medical and para-medical personnel and (iv) strengthening the primary health centre (PHC) complex for undertaking preventive and curative health services in rural areas. The Fifth Plan tried to provide minimum public health facilities integrated with family welfare and nutrition for vulnerable groups - children, pregnant women and nursing mothers. The accent of the schemes during the period has been on (i) increasing the accessibility of health services to rural areas, (ii) intensification of the control and eradication of communicable disease, (iii) qualitative improvement in education and training of health personnel and (iv) attempts to develop referral services by providing specialists' attention to common disease in rural areas. Women have been equal beneficiaries under all these schemes.

Family Planning and Welfare: Family planning has found a place in the Plans as a programme of high priority. In the first and second Five Year Plans, the family planning programme was implemented on a limited scale. It was in the Third Plan that emphasis was shifted from a clinical approach to the more vigorous extension education approach for motivating the people for acceptance of the small family norm and for provisioning of services. In 1965-66 the family planning programme was expanded. During 1966-69, the programme took firmer root. The family planning infrastructure in the form of PHC and Sub-Centres, Urban Family Welfare Planning Centres, District and State Bureaux etc. was strengthened. In the Fourth Plan efforts were made to achieve enduring results through appropriate education and motivation and integration with general health services. A minimum network of centres and sub-centres was sought to be created all over the country, with emphasis on the expansion of maternity beds in hospitals. There was integration of health, family planning and maternity and child health (MCH) activities. The Medical Termination of Pregnancy Act 1971 came into force with effect from April 1, 1972.

The Fifth Plan laid stress on integrating family planning services with those of health - MCH nutrition. The objective was to achieve a 'healthy family life' through the small family norm. The Plan emphasised education before marriage and intensive motivation of high priority couples in the 25-35 age-groups and recently married couples. Terminal methods were advocated for men and women who had 2 or more children, with special emphasis on women in the 25-35 age-group.

Social Welfare: The First Five Year Plan stressed the need to provide adequate welfare services for women in order to enable them to fulfil their legitimate role in the family and community. Since there was no special machinery at the Central or State levels, funds were placed at the disposal of the Central Social Welfare Board (CSWB) to extend financial assistance to voluntary organisations rendering welfare programmes for women. Effort was also made to provide welfare services to women in rural areas through Welfare Extension Projects started by the Central Social Welfare Board.

In the Second Plan, State Governments also stepped in and included a few welfare programmes for women in the State Plans. The Central Social Welfare Board also sponsored a few programmes such as the condensed courses of education for adult women, socio-economic programme, Welfare Extension Projects (urban) etc. In the Third Plan the emphasis was on expansion of existing activities. To this extent, the development of new services tended to be limited.

During the Fourth Plan, women's programmes got a boost. The basic policy was to promote women's welfare with the family as the base of operations. The approach was to let the voluntary sector operate the bulk of the welfare programmes for women. The Central Social Welfare Board, through its State Boards, provided the chief operational agency. Government effort was confined to the provision of institutional services for socially and physically handicapped women.

A major thrust in the Fifth Plan was the integration of social and economic aspects of planning for the weaker sections, particularly for children and women. Welfare services were promoted taking the family as a unit of development and integrated with programmes of employment, economic development and distributive justice. Simultaneously, efforts were made to provide basic health services such as maternity care, family planning, immunisation, functional literacy, child care, nutrition and other social services to the poorest families. These efforts were further supplemented by the Minimum Needs programmes to cater primarily to the needs of families of vulnerable groups.

Among the programmes of women's welfare, priority was accorded to the claims of women in need of care and protection, women from low income families, needy women with dependent children and working women. A programme of functional literacy, which endows women with necessary knowledge and skills to perform the functions of the house-wife, such as child care, nutrition, health care, home economics etc., was launched for women in the age group 15-45 years. A scheme to assist voluntary organisations in extending hostel facilities for working women in cities, was also proposed to provide residential accommodation at reasonable rates.

Education: The major schemes in the educational sector in the various plans were (i) pre-school education, (ii) elementary education, (iii) secondary education, (iv) university education, (v) post-graduate education and research, (vi) scholarships, (vii) social/adult education, (viii) physical education, (ix) cultural programmes and (x) technical education. Successive Five Year Plans have consistently placed emphasis on the acceleration of women's education. The aim of education policy has been to equip her for the multiple roles of citizen, housewife, mother and contributor to family income. Efforts have been directed during the last two decades of planned development to enrol more girls in schools, to encourage girls to stay in schools, to continue their education as long as possible, and to provide non-formal education opportunities for women. In pursuance of the constitutional directive in respect of

providing free and compulsory education upto the age of 14 years, the Minimum Needs Programme of the government included education as a component.

These measures have resulted in an increase in the enrolment of girls in class I-V as a percentage of total enrolment from 28.1 in 1950-51 to 37.6 in 1973-74. This is also true of girls' enrolment in the classes VI-VIII (proportional percentage increase from 17% in 1950-51 to 37.6 in 1973-74) and higher classes IX-XI and XII (proportional percentage increase from 14% in 1950-51 to 27.1% in 1973-74).

Despite these trends in enrolment, literacy among women is uniformly lower than among men in the country today. In the age group below 15 years, the over-all literacy rate is 23%, while female literacy rate is 14%; in the age group 15-24 years, the overall literacy rate is 47.5%, and female literacy is 32.5%.

Drop-out rate is very high among female children in classes I-V (estimated at 42.9 percent) and is specially accentuated in the case of girls from rural areas and from less privileged sections of society. And although there have been sharp increases in overall enrolment of girls, in the higher classes enrolled girls constitute a very small proportion of the female population in the relevant age group.

Employment and Manpower: The earlier five year plans did not make any specific reference to women's employment.

5. Review of Impact of Planning on Women

There has been a general consensus amongst researchers, both evaluation committees and individual scholars, that planning has not resulted in a uniform increase in the well-being of males and females. It has been pointed out that in the last three decades the socio-economic status of women in India has not improved except marginally, and

that there is evidence of a hardening of the forces which have thwarted their participation in development.

The following extracts from the findings of two National Committees, the Planning Commission's Draft Five Year Plan for 1978-83, and a research institution document a prevailing view of women's condition in the country after 25 years of planning effort.

Committee on the Status of Women, 1975 :

"The review of disabilities and constraints on women, which stem from socio-cultural institutions, indicates that the majority of women are still very far from enjoying the rights and opportunities guaranteed to them by the Constitution. Society has not yet succeeded in framing the required norms or institutions to enable women to fulfil the multiple roles that they are expected to play in India today. On the other hand, the increasing incidence of practices like dowry indicate a further lowering of the status of women. They also indicate a process of regression from some of the norms developed during the Freedom Movement. We have been perturbed by the finding of the content analysis of periodicals in the regional languages, that concern for women and their problems, which received an impetus during the Freedom Movement, has suffered a decline in the last two decades. The social laws, that sought to mitigate the problems of women in their family life, have remained unknown to a large mass of women in this country, who are as ignorant of their legal rights today as they were before independence."

"The impact of transition to a modern economy has meant the exclusion of an increasing number and proportion of women from active participation in the productive process. A considerable number continue to participate for no return and no recognition. The majority of those who do participate fully or on sufferance, without equal treatment, security of employment or humane conditions of work. A very large number of them are subject to exploitation of various kinds with no protection from society or the State."

"Measures to remove women's disability and handicaps in the field of economic participation have proved extremely inadequate. While several factors have handicapped and prevented women's integration into the process of development, the lack of a well defined policy, indicating areas where they require special assistance and protection, leaves them without access to knowledge, skills and employment."

"The progress of women's education in India reveals that while there has been a tremendous increase in the number of girls receiving formal education in the period after independence, the gap between the enrolment of boys and girls has continued to increase at all levels and the proportion of girls in the relevant age groups covered by the school system still remains far below the constitutional target of universal education upto the age of 14. The reasons for the variation in social attitude and the consequent slow progress of women's education are both social and economic, which are intensified by inadequate facilities and the ambivalent attitude regarding the purpose of educating girls."

"Demographic indicators, viz. female, maternal and infant mortality rates, and indicators of access to medical care, both reveal an increase in the neglect of female lives as an expendable asset. This is the only reasonable explanation for the declining sex ratio observed to persist over several decades. In our opinion, the neglect of maternity and child health services and general public health services through over-concentration on efforts for family planning have contributed to this trend as well as defeated the ultimate objective of the family planning programme."

National Commission on Agriculture, 1976 :

The Commission observed that planners have

"taken women for granted and ignored the multiple and major roles that they play in rural life, in both productive and social spheres. Greater attention to strengthening and widening their productive, decision-making and managerial roles, removing the obstacles that now prevent their

access to available resources and services for development, increasing their strength to resist economic and social exploitation, and, above all, enabling them to play their full and proper role in decision-making bodies at the Panchayat, block, district, state and central levels are essential to utilise this vast untapped source of power available in the rural sector."

Draft Five Year Plan 1978-83 :

"Recent empirical studies show that just as laissez-faire in the labour market has discriminated over a long period against scheduled castes, scheduled tribes and other weak sections of the population, it has also discriminated against women in certain parts of the country. They have lost traditional occupations as a result of changes which have transferred productive activity from homes and cottages to factories and machines. Conscious and unconscious biases of employers operate against their recruitment in various occupations. The power structure in traditional families and communities prevents them from seeking and obtaining adequate education and outside employment and thereby securing an independent income and status."

Indian Council for Social Science Research, 1977 :

"Independence brought the promise of equality of opportunity in all spheres to the women of this country; and laws guaranteeing them equal rights of participation in the political process and equal opportunities and rights in education and employment were enacted. The object of these laws was to widen women's participation in all areas of social activity - economic, social and political. But unfortunately the developments in the years since independence have produced the opposite results in actual practice. It must also be pointed out that the government sponsored developmental activities have benefited only a small section of women, mainly of the urban middle class. The large majority of women have not benefited from development; on the other hand, there is now indisputable evidence of steady decline in the value of women in society."

(Critical issues on the Status of Women, ICSSR publication).

Part IV : Current Trends in Planning for Women

The women's lobby in India which comprises women and men, though low-keyed and urban based, has begun to mobilise opinion about the need for appropriate intervention by planning to integrate women in development. The earlier practice of including women's programmes as off-shoots of sectoral plans for 'needy' women has been proved to be ineffective in strengthening women meaningfully. The significance of perceiving women in their economic roles simultaneously with their roles as home-makers in developmental planning has begun to be established.

Current planning methodology in the country reflects a shift in official planning policy for women from an ameliorative and rehabilitative approach to a movement for economic and socio-political elevation of women's lives. For the first time since planned development in the country, the central government has sponsored diverse high-level research-cum-evaluation bodies to recommend new strategies for women's economic participation and socio-political advance.

The International Women's Year, 1975, served to nudge and crystallise latent views on the women's question of politicians, administrators, academics and a section of urban women. The ministerial departments which have been involved in women's programmes (e.g. Department of Social Welfare) analysed the dominant themes in country-wide discussions on women during the IWY. The analysis formed the basis of the National Plan of Action for Women and the Blue Print of Action Points (1977) which was prepared by

the Department of Social Welfare in the central government. This might be considered a bench-mark in new policy formulation for women. The Action Plan made a cogent assessment of priority needs of women as citizens, home-makers, income earners and builders of a new society, and made recommendations which catered to all the multiple roles of women.

In the same year, 1977, three unique Working Groups were instituted by the Planning Commission to service it in respect of planning for women in a manner that ensured them a fair share in the development process. At the time of writing, these groups have finalised their reports. The Planning Commission has incorporated some suggestions in the Draft Five Year Plan, 1978-83, and is considering the rest for inclusion in Annual Plan. The Working Groups separately considered the question of women's employment, scope for collective action and education as summarised below :

<u>Subject matter</u>	<u>Sponsoring Department of the Central Government</u>
1 Working group on Employment of women (instituted in 1977, report to be finalised in September, 1978)	Ministry of Labour, Directorate General of Employment and Training
2 Working group of Village level Organisations of Rural Women, (Instituted in November 1971, report finalised in June 1978)	Ministry of Agriculture and Irrigation, Department of Rural Development (Public Cooperation Section)
3 Sub-group on Women's Welfare and Development and Education, Working group on Social Welfare (instituted in March '77, report finalised in April 1977).	Ministry of Education, ^{and} Social Welfare, Department of Social Welfare.

The Working groups reviewed existing strategies in their respective areas with the objective of identifying their impact on women's integration in development. The composition of the Working Groups was broad-based and included representatives of the convening department, the Planning Commission, representatives of allied Ministries and departments (e.g. Health and Family Welfare, Central Social Welfare Board), state representatives of corresponding and allied departments, representatives of semi-official and autonomous research organisations, academicians, and resident representatives of international organisations such as UNICEF.

Consistent with the established pattern, the Working Groups organised themselves into smaller sub-groups, each of which focussed on a particular facet of the broader subject matter. The reports of the sub-groups formed the basis of the final reports of the Working Group.

The Working Group on Women's Employment has produced a significant impact on employment planning in the country. The deliberations of the Working Group deployed its resources between a statistical review of women's employment, investigation of the nature of women's work, and identification of implementational techniques. Its methodology and approach has been recommended by analysts of women's problems in the country.

A detailed review of the Working Group on Employment is presented here as an illustration of the exercises that are relevant in planning for women's integration in development.

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Illustration I Employment Planning for Women : Working Group on Women's Employment

The Working Group on Employment is the first such body to be instituted by the central government in India's planning experience.

It was convened by Directorate General of Employment Training in the central Ministry of Labour.

The group comprised 18 members including officials, academics, private researchers and organisers :

Organisation Represented No. of Representatives

Central Government Officers

Ministry of Labour	I
Employment & Manpower Division, Planning Commission	I
Small Scale Industries Development Corporation, Ministry of Industry	I
Directorate of Extension & Service, Department of Agriculture, Ministry of Agriculture & Irrigation	I
Agricultural Prices Commission, Ministry of Agriculture & Irrigation	I
Handicrafts Development, Ministry of Commerce	I
Women's Welfare & Departmental wing, Department of Social Welfare Ministry of Social Welfare & Education	I

State Government Representatives

Department of Social Welfare	I
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Research/Academic Institutions

Indian Council of Social Science Re- search, New Delhi	I
Centre for Population Studies, Jawaharlal Nehru University, New Delhi	I
Institute of Social Studies, New Delhi	I
Centre for Social Sciences, Calcutta	I
Gokhale Institute of Politics and Eco- nomics, Pune	I
Department of Economics, University of Rajasthan, Jaipur	I

Organisers/Mobilisers

Self Employed Women's Association, Ahmedabad	I
Balash Trust, Ellora	I
Comprehensive Rural Health Programme Aurangabad	I
Women's Co-operative Credit Finance Cor- poration, Hyderabad	I

The terms of reference of the Working Group were :

- 1) to examine the ways to increase the employment of women in the organised and unorganised sectors both in rural and urban areas;
- 2) to identify groups of unorganised self-employment of women and suggest steps to strengthen their employment by resolving difficulties relating to marketing, availability of raw material and eliminating middlemen wherever necessary or possible;
- 3) to study the feasibility of initiating viable pilot projects amongst groups of women for generating economic activities; and
- 4) to examine the possibility of organising unorganised women workers into associations/unions on the lines of the Self-Employed Women's Association in Ahmedabad.

The Working Group interpreted the terms of reference to imply a review of both the quantifiable and qualitative aspects of women's employment. Correspondingly, it formed 5 sub-groups. The choice of subjects for the sub-groups reveals the Working Groups' assessment of the important classification in women's employment planning. The sub-groups were :

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|-------|--|---|
| (i) | Sub-group on Existing Programmes/schemes for women | <u>Convener</u>
Director, Women's Welfare and Development Wing, Department of Social Welfare, Ministry of Education and Social Welfare |
| (ii) | Sub-group on Statistics on Employment for Women | Adviser (Employment and Manpower Planning) Planning Commission. |
| (iii) | Sub-group on Development of Self-employment and Entrepreneurship among Women | Development Commission for Handicrafts, All India Handicrafts Board, Ministry of Commerce |
| (iv) | Sub-group on skill Development of Women | Additional Secretary Ministry of Labour. |
| (v) | Sub-group on Cadre Development and Grass Roots Women's Organisations. | Director, Women's Studies Programme, Indian Council for Science Research. |

The Working Group did a status appraisal of women's employment in terms of numerical magnitudes and inter-sectoral distribution of women workers as well as departmental programmes. Based on this review, the Group determined present official policy in respect of women's employment. Simultaneously it analysed micro case studies and intensive research exercises of women workers as sub-sets of the population/agricultural occupations/self employed work categories/industrial categories etc. in varying spartial and temporal conditions. The analysis yielded insights into the nature and quality of women's work and their constraints.

Matching the on-going employment programmes and their implementation with women's constraints and needs, the Working Group was able to identify the distortions in current employment planning. The exercises also provided a basis for outlining an employment planning policy based on women's felt needs and institutional and skill constraints. The most effective delivery systems for ensuring maximum absorption of employment offers were also examined closely by the Working Group.

A summary of the deliberations of some of the sub-groups of the Working Group on Women's Employment is provided below :

Sub-Group on Statistics on the Employment of Women : The sub-group identified and evaluated the sources of quantitative information of women's employment and classified them by periodicity, regularity, coverage and comparability of data.

Examining the important estimates of female work participation - rates of various macro level sources, it developed a case for rationalisation of the estimates in order to construct an unvitiated time-series to establish longitudinal trends in female work participation rates. A sensitive formula was evolved by which variations in concepts and definitions used in a few recent estimates (viz. 1961 and '71 census and the 27th Round of the National Sample Survey) were rendered comparable.

The classificatory variables used in presenting trends in women's employment included rural-urban residence, organised and unorganised sectors, and public and private sectors.

A novel exercise conducted was the classification of industrial categories by extent of 'women-proness' in employment (measured as the percentage of women employed in each industry; 40% share of women in total identifies an industry as 'women-prone'). The growth rate in employment in these industries was examined and related to the impact on women's employment. This exercise later constituted the statistical base of a critical recommendation of the Five Year Plan, 1978-83, in respect of sectoral investment planning and employment generation.

The sub-group documented the problem of women's unemployment and under-employment by reviewing existing macro data of the major sources of information disaggregated by rural-urban residence, literacy, marital status etc.

The findings of recent studies, which were limited in scope and coverage, were also reviewed by the sub-group to examine special aspects of women's employment e.g. the impact of technology and rationalisation, wage differentials between male and female workers etc.

The sub-group made a set of recommendations for strengthening the methodology of data collection in terms of coverage, relevance, accuracy and up-to-dateness. It identified the scope of reorienting or streamlining existing data collection/infra-structural agencies to the collection of data pertinent to woman's employment.

Sub-group on self-employment and Entrepreneurship among Women : Recognising self-employment as a means of livelihood which provides maximum scope to women to distribute their time optimally between domestic work and income generating activities, the sub-group probed the areas which provide self-employment to large number of women e.g. handicrafts, village industries, dairying etc. It then recommended measures to strengthen women's activities in these areas in terms of income, productivity, regularity of work and durability. Its recommendations included suggestions for government intervention in strengthening and extending entrepreneurship. It commented separately on the content and institutions of training and identified for the purpose specialised technical agencies such as the All India Handicrafts Board, Small Industries Organisation, etc.

The sub-group further provided guidelines to organisations which engage large numbers of women in self-employment. It highlighted the need for supplying technical and market information to the women, and for providing basic infra-structural facilities for production, management and marketing. Focussing on the role of credit in initiating women into entrepreneurship, the sub-group suggested terms at which credit should be extended, as also credit institutions which should be involved.

The sub-group offered suggestions for inter-meshing the programme of strengthening women's self-employment with the on-going programmes of grass-roots development units of national agencies such as the All India Handicrafts Boards etc.

Sub-group on Skill Development of Women : Analysing the causes for women's lower work participation rates and preponderance in low-skilled jobs, the sub-group highlighted the negative influence of women's low skill attainment. A statistical review of the present pattern of women's enrolment in training institutions caused the sub-group to record that women comprised a negligible proportion of higher level technical training institutions and courses and this was an important factor in keeping women out of skilled jobs.

The sub-group identified a three-pronged strategy to increase women's skill attainment viz. by encouraging women, by enthusing employers, and by outlining policy for government intervention.

The sub-group has suggested that women will feel encouraged to join training institutions if, in addition to being assured of an income after training, special facilities are provided to them during the training period. Provision of stipend, hostel etc. are listed as measures which will support women trainees.

A case is made out for reservation of seats in training institutes for women to be achieved through modifications in policy. In trades where training capacity falls short of demand, reservation is considered vital for ensuring participation by women trainees. Additionally, it is recommended that the stipulation for minimum educational requirements should not be allowed to operate against women who do not possess the requisite qualifications. The sub-group has also suggested ways in which existing rural infra-structural organisations e.g. Mahila Mandals, Small Industries Development Organisation could be linked to the drive for strengthening the skill attainment of women. Mobile training units have been recommended for short orientation training to women in rural areas.

Recommendations for encouraging employers to increase the proportion of women workers and to provide in-service training, include incentives and awards.

The sub-group has outlined a comprehensive survey methodology for determining the training needs of women workers in relation to the resource base of an area and sectoral investment pattern.

The Working Group on Employment has addressed the problem of Women's employment in its entirety, in contrast to earlier attempts at creating expensive jobs for a few needy groups of women. In its consideration of the role of voluntary organisations of women in reaching for employment offers on their own, the Working Group on Employment worked closely with the Working Group on organisations of rural women.

Illustration 2 : Associating women for collective action : Working Group on Development of Village Level Organisations of Rural Women

The deliberations of the Working Group on Development of Village Level Organisations of Rural Women, described below, reflect current emphasis on grass-roots organisations of women as foci of their development.

The Working Group which was convened by the Department of Rural Development, comprised 22 members drawn from various institutions. The group was chaired by the Director of Women's Welfare and Development Division in the Department of Social Welfare.

<u>Organisation represented</u>	<u>No. of representatives</u>
<u>Central Government Officials</u>	
Department of Social Welfare, Ministry of Education and Social Welfare	2
Department of Education, Ministry of Education and Social Welfare	1
Department of Rural Development Ministry of Agriculture & Irrigation	1
Department of Small Scale Industries, Ministry of Industry	1
Ministry of Health & Family Welfare	1
Directorate of Extension (Women's Programmes) Department of Agriculture Ministry of Agriculture & Irrigation	1
Planning Commission (Agriculture & Research)	2

<u>Organisation represented</u>	<u>No. of representatives</u>
Department of Labour Ministry of Labour	1
Central Social Welfare Board Department of Social Welfare	2
<u>State Government representatives</u>	
Department of Community Development/ Social Welfare	2
<u>Voluntary Agency</u>	
<u>UNICEF</u> (Rural Development Section)	1
<u>Research Institutions</u> (engaged in research on women, children, coope- ration etc.)	4
<u>Academicians</u> (Agricultural Universities)	2
<u>Youth Organisation</u>	1

The Working Group's first task was to formulate a set of objectives for the programme of rural women's organisation viz. "The basic objective of the new programme should be to draw a majority of rural women into the mainstream of development and to enable them to function as instruments of social change, by providing them with programmes in which they will have a stake or a sustained interest, such as improving their income or productivity or employability or employment".

Reviewing the existing programme of women's rural organisations against these objectives, the Working Group noted that the programmes were inadequate because they "have viewed rural women as a homogenous group whose primary role is home making. They

have thus mainly emphasised the training of women in home management without taking into consideration the basic needs of different groups, i.e. landless agricultural labourers, artisans, marginal farmers and relatively less affluent sections. As a result, they have tended to serve the better-off sections of rural society while the needy or weaker groups, particularly the workers, have been deemed only as beneficiaries of feeding and similar programmes."

The Working Group proposed unambiguous developmental functions for rural women's associations, and for this purpose it noted that a single organisational framework would be inappropriate in the prevailing structure of socio-economic inequalities. It recommended a flexibility of organisational structure in rural women's organisations e.g. a cooperative, trade union, registered society etc.

Under the proposed new strategy, the tasks and functions assigned to rural women's organisations by the Working Group extend from economic strengthening through self-reliance to active political participation in community institutions. In particular, the Group envisaged that the rural women's organisation would:

- Reduce unemployment and underemployment of women and provide rural women with a base for their participation and training in income generating activities and in all developmental activities, such as agriculture, animal husbandry, khadi and village industries, small scale industries, handloom and handicrafts and other industries that may be located in rural areas, nutrition programmes, adult education etc.;
- Promote self-reliance and collective action by rural women for the betterment of the home and family, village and community, facilitate better management of resources, and improve conditions for the bearing and rearing of children; and ultimately to become instruments for social change;

- Provide forums to enable women, especially from the poorer/weaker sections, to participate freely and fully in decisions that affect their lives and that of the community, i.e. for the social, economic, political and legal advancement of women;
- Enable women to have full access to development resources and services.

recommended.
 The coverage of Rural Women's Organisations is one unit per 500 people, to be initially organised around the dominant need/interest of a majority of the women in the target population. The Working Group has explored effective entry points and listed viable alternatives.

Staffing of the Rural Women's Organisation has been closely considered by the group in view of its importance to the success of the new programme. It has mooted an hierarchical structure of personnel based on the concept of intensive servicing and coordination. Starting from a village level woman worker, who is linked to field level organisers, the model pattern includes block level coordinators and district level officers. Emphasis has been laid on recruiting motivated village and block workers who have local roots. At each level, the functions have been clearly defined, with an emphasis on developing a cadre of mobilisers and catalysts who are able to identify prior needs of women and to translate them into schemes of the grass-roots of women's organisation.

Guidelines for training institutions of staff, both course and content, have been provided by the Working Group, which has also suggested the span and phasing of training programmes. For example, the recommended course on economic ventures includes instruction in market survey methodology, assessment of local resources, cost and financial accounting, preparation of project reports, marketing techniques etc.

The financial implications of the proposal to establish several hundred thousand women's organisations all over the country have been considered in detail. The Working Group has recommended a fixed annual administrative grant to each rural women's organisation, and grants/loans for specific schemes. In conformity with the objective of self-reliant growth, the group has recorded a need for procurement of credit from financial-cum-development institutions by the rural organisations themselves.

In sum, the new trends in planning for women in the country are a first acknowledgement of the inadequacy of rehabilitative planning of the past. Steps have been taken to identify the levers of lasting change in woman's lives, socio-economic and political. To a limited extent, current planning exercises address critical areas of deprivation and backwardness, as for example in respect of women's employment and the need for collective action. These measures might generate permanent social change and economic well-being if the prevailing recognition of women's problems continues to be reflected in planning.

Planned outlays of the Five Year Plan 1978-83, in sectors in which women have been identified as a target group.

Education: In the five year plan - 1978-83, the programme of adult education has been accorded high priority. An attempt will be made to develop a nation-wide and large-scale programme of adult education with special emphasis on illiterates in the age-group 15-25, including women. A far greater priority will be given to the programme of universalising elementary education in the age group 6-14. There will be special emphasis on the enrolment of girls. It is proposed to regulate enrolments in the general academic streams of higher secondary and high education, to keep down the expansion of facilities of the stages to the minimum and to shift the emphasis to vocationalisation at the secondary stage and to the improvement of quality in the secondary stage and higher education. An effort will also be made to improve the quality of implementation of educational programme, especially in States.

The vast bulk of the non-attending children at present consists of girls and children of weaker sections of population. Special efforts will be made to enrol them. These will include : appointment of more women teachers, free supply of text books or even clothing,

provisions of mid-day meals where necessary and possible under the revised minimum needs programme, establishment of 'ashram' schools, intensive educational propaganda among the people, setting up separate targets for the enrolment of girls etc. These measures might reduce disparities in enrolment and educational attainment between sexes, social strata etc.

An outlay of Rs.195⁵ crores has been provided for various schemes under education in the five year plan - 1978-83. Separate estimates for girls' education are not available.

Health: In the five year plan - 1978-83, it is proposed to develop an alternative model of health care services which will emphasise preventive and promotive aspects and will be fully geared to serve the rural areas and the poor. Earlier, the emphasis was on the construction of well-equipped hospitals and training of specialists etc. which were initially concentrated in urban areas. Now the effort will be to develop a cadre of health workers from among the community itself to take care of the common day-to-day ailments as well as make the best medical aid available to every individual through a well organised referral system and a chain of block, district and State hospitals. Additional multi-purpose workers, both male and female, would be provided wherever there are shortages and the norm of one female multi-purpose worker for 5,000 population would be achieved. Facilities for medical education have already been over-expanded during the last 30 years and there will be no further expansion of these facilities.

Maternity The Five Year Plan - 1978-83 will continue to accord high priority to the family welfare programme and increasingly integrate it with Health, Child Health (MCH) and Nutrition Services at all levels. It is also proposed to revise the age of marriage, improve women's educational level through formal and non-formal channels, spread population values and small family norms and impart family planning education through women's organisations, youth organisations and all ministries/departments at the Centre and State levels etc. Since a large number of couples will be entering the reproductive age stage, educational programmes will be directed towards them for securing better demographic results.

MCH services will be further enlarged and intensified. These include immunisation of infants, pre-school children, expectant mothers with DPT, DT and TT respectively. In addition, there are schemes of prophylaxis against nutritional anaemia among mothers and children and prophylaxis against blindness in children caused by Vitamin 'A' deficiencies under the Family Welfare Programme.

A total outlay of Rs.1330 crores and Rs.765 crores have been provided for Health and Family Welfare Programme for the Five Year Plan, 1978-83

Social Welfare: The Five Year Plan 1978-83 has continued to lay great stress on the welfare of women belonging to lower socio-economic groups, working women and those in need of care and protection. All the existing programmes will be continued in an expanded way. An outlay of Rs.26.14 crores has been allocated for these programmes.

There is likely to be no major change in the earlier programmes of social welfare.

Employment & Manpower: The Five Year Plan - 1978-83 makes a specific mention of the female employment situation and outlook. It notes the magnitude and gravity of female unemployment, and on the basis of its review it infers "that a smaller proportion of the women are in the labour market for regular whole-time employment. The primary need of a majority of women is part-time employment, or employment in certain parts of the year."

The first major step to be taken during the plan period to promote female employment is to expand and diversify the education and training opportunities available to women. "The existing biases which prevent women from joining certain types of courses of education and training will have to be eliminated by issuing clear instructions to the effect that special consideration should be given to the admission of women students to all educational and training programmes on a strictly non-discriminatory basis."

The other important policy to promote female employment is that all the stimulation of investment in industries and occupations which have been identified as "women-preferred" and in some women-preferred occupations in the organised sectors, e.g. office work, work in textiles, chemical and electronic industries, preference would be given to qualified women.

The Plan also records that in order to promote self-employment and small industry employment among women, a reasonable share in the allocation of cooperative, commercial bank credit and other aid (training, technical assistance, marketing facilities, purchase of machinery/skill etc.) should be made available for potential women entrepreneurs and women cooperative employing a majority of women workers.

It is also stressed that in all comprehensive area development plans, manpower budgeting of the female labour force should be carefully designed to offer a variety of training and work opportunities to women. Its recommendations have sensitised 'Area Skill Surveys' at the district and block levels to assessing the existing level of women's skill attainment and training requirements with reference to area plans.

Part V : Some guidelines for Planning for Women

Women's needs are most often associated with human rights issues such as the right to vote, right to property, right to equal remuneration etc. In some traditional societies of the Asian and Pacific region, the women-supporting movements have a social reformist character. Directed against infructuous social practices, such as the custom of 'dowry' in India, these movements are relevant and have been effective in relieving stress on women.

Similarly, the universal emphasis on maternity and child care has sought to protect women in their unique biological role of reproduction. Concomitantly, programmes for supporting women's role as home-makers have also found world-wide support.

Examined critically, these measures appear to be rooted in the stereotyped perception of women as 'vulnerable and dependent' members of the community. If a tag was to be assigned to the bulk of planning/mobilisation effort in respect of women, it would probably be close to 'protective and rehabilitative'. Yet clearly, assuasive measures are peripheral to the central question of women's all-round equation in development.

There is a rejection of ad-hocism in women's planning by a section of social scientists in India today. We believe that there is a prior need for enunciation of national goals for women and then for development planning to be evolved

with reference to these goals. To illustrate, India has adopted the national goal of poverty eradication, and has derived suitable strategies, such as the Minimum Needs Programme, from this goal.

A statement of national goals for women would provide the basic framework from which development strategies could be derived. Sectoral, spatial or population-specific programmes could be fitted into these strategies. Such an approach would remove the motivation for a ritualistic insistence on attaching a 'women's component' to every plan. It would, at the same time, build in evaluation criteria into women's planning efforts.

Recent exercises in women's planning in India indicate a trend towards introspection and critical examination of the objectives of such planning. These exercises suggest certain conceptual and implementational insights for women's planning, which are presented here for consideration of the Training Course.

Conceptual Issues: The development process may not be inherently neutral as between men and women due to a lack of conceptualisation of women's needs and constraints. Therefore, it may be necessary initially to institute a wide-angle enquiry into the variables that collectively constitute women's 'well being', with reference to their socio-economic environment. This exercise would help in formulating broad objectives of planning for women. Based

on such a survey, priority areas and sectors for women's planning could be determined.

It may not be necessary to cast special sectoral plans for women, as the Indian experience suggests that there is scope for orienting existing development plans to women's needs by building into them ex-ante criteria. An assessment module may be lodged in all relevant programmes, projects and schemes such that it provides automatic self-evaluation of the impact on women.

The reorientation of existing programmes to cater to women's needs, or the formulation of special plans for women, would have to be based on a clear conception of what constitutes women's 'well-being'. Each region, programme and target group would lend itself to varying interpretations. Yet the commonality of sex might cut across regional and class disparities, and in essence the irreducible component of women's 'well being' in all situations might be co-terminus.

Planning for women calls for certain concessions in the prevailing norms of cost-benefiting of projects. A new scale of ranking of projects may have to be evolved which incorporates subtle criteria of impact on women. For instance, it is possible to conceive of a plan which does not deliver any of the conventional services of planning -- health, education, employment etc. -- but only increases

women's access to family income. Or another plan might be aimed only at rendering women 'foot-loose' so that they can avail of employment/educational activities with the same mobility as men.

The case for shifting the unit of planning from the household to the individual has rested in the main on the differences in the distribution of income by men and women between essentials and non-essentials and the unequal access of women to developmental inputs e.g. employment, income, medical care, education etc. This case is further strengthened by the evidence of the growing numbers of female supported households. In a classificatory exercise, we have found that the concept of 'head of household' introduces a definitional bias in planning. In traditional societies this is a title with social connotations, and misrepresents households in which females are the primary contributors to family income. In fact in some cases where females do not contribute the major share of income, they are still primary 'bread winners' for the reason that they allocate almost their entire income to the purchase of survival needs.

The Indian experience suggests that planning for women should be multi-aspected. Programmes for women must be based on a careful consideration of many facets of their ~~lives~~ ^{lives}, regardless of their core content. Such a well rounded

plan alone is likely to impact women in the direction and to the extent envisaged. To illustrate, we present below some considerations which ought to be subsumed in a programme of women's employment.

- Employers find women 'cheap' and are able to pay them lower wages because of special constraints of women workers e.g. absenteeism on account of family sickness, work breaks to feed infants at project site, lack of collective strength etc. Women may be averse to the implementation of the Equal Remuneration Act because it would make them as expensive as men and thereby erode their special 'cheap' attribute. They fear that this might cause their substitution in the market for casual labour;
- Women and children might be complementary workers;
- Women may not have available to them continuous stretches of time for participating in time span-bound employment offers. They might only be able to engage in gainful activities for discrete hours;

- Income earning and domestic work might impose a cruel physical burden on women;
- Lack of infra-structural facilities such as creche, common stables for animals etc. might prevent them from accepting wage offers;
- Women might have low skill attainment because of traditional bias against education;
- Nutritional and energy levels of women might be the lowest in the family due to the prevalence of the custom of sequential feeding by which male adults and children are fed first, and female children and women eat the residual of a meal. This might render women particularly in the poorest households, unsuited to jobs requiring arduous manual labour;
- Technological rationalisation aimed at increasing productivity in traditional occupations, such as cottage-based village industries, might impact male and female workers unequally. Women workers might be displaced, while the productivity of male workers' rises;

- Economic security might not be synonymous with social security. The capacity to earn income might not be associated directly with status. Non-economic stimuli might have to be incorporated in an income generation programme to ensure a simultaneous gain in status.
- Similarly, exercises of planning for women's health, education, political consciousness etc. would have to be based on a consideration of a wide sweep of direct and allied factors.

The weakest link in women's planning in India has been ex-post monitoring and evaluation in a coordinated and scientific manner. Much investment and effort is dissipated due to insufficient analysis of the feed-back, such as it is, from 'real-life' situations. Adequate provision needs to be made to ensure close monitoring of the socio-economic impact of planning efforts on women, both spatially and population-specific. Each project might be linked to a regional or national data bank which provides up-to-date information to evaluation systems.

Statistical Issues : Distortions in planning for women can be linked to a large extent to distortions in quantification of female needs. In particular, the use of outdated and rigid concepts in enumeration of female workers was caused imbalances in employment planning. There is urgent need for sharpening the tools of measurement of female employment. For example, enumeration of women workers might

include concepts of time intensity (i.e. part-time, full time), time allocation between different activities, identification of women-prone and women-deficient sectors and a causal cross classification, women's perception of their needs and their preference for supportive measures etc.

Time disposition techniques may be employed more widely in probing the nature and extent of underemployment. "What do you do?" invariably yields more accurate estimates in traditional economies with a large population of casual workers than the query, "Are you a worker?"

Implementational considerations : The two conventional channels of delivering women's programmes are the official extension infra-structure and private voluntary effort. A third delivery system is now being proposed in several countries viz. women's own organisations for collective action. These organisations are expected to prove effective implementors of women's programmes, since they will have the necessary base for securing changes in policy through the popular will. As self-reliant and internally managed units, these organisations are likely to emerge as nodal institutions for women's development.

The success of programme implementation in women's programmes is closely associated with the sex and motivation of extension personnel. A high representation of women workers, preferably local women, is a necessary condition for implementing programmes successfully.

Close coordination between personnel in an extension hierarchy, as well as between parallel developmental programmes (spatial or subject content) is vital for reducing wasteful effort.

In the final analysis, women's development planning will continue to be negated as long as social systems with sexually unbalanced power structures are allowed to exist unchallenged. The insidious rot in sexually inequalitarian societies reduces development efforts to nought, unless the eradication of these systems is incorporated into the goals of development planning.

National Sample Survey Organisation

A country-wide sample survey called the National Sample Survey (NSS) was started by the Government of India in 1950 to collect, by statistical sampling, comprehensive socio-economic data relating to different sectors of the economy. The first survey between October 1950 to March 1951 was conducted in 1833 sample villages distributed all over the country.

The National Sample Survey Organisation (NSSO) under the Department of Statistics (Ministry of Planning) has 4 functional divisions, namely -

- (i) Survey Design and Research
- (ii) Field Operations
- (iii) Data Processing
- (iv) Economic Analysis

The Governing Council of the NSSO consists of 15 members, five of whom are officials of the Organisation. These officers are the Chief Executive Officer (CEO) and the four directors of its functional divisions. The director of the Central Statistical Organisation (also under the Department of Statistics) is also a member of the Governing Council. Other members include officials of Central and State Government departments.

The NSSO conducts broadly three types of surveys, viz.

- i) Socio-economic surveys covering social and economic aspects of the life of the people
- ii) Annual survey of Industries (ASI)
- iii) sample check of area and yield of crops to improve the quality of the estimates of agricultural production framed by the State authorities

Socio-economic surveys: In the socio-economic field, NSS surveys have been continuing, multi-subject integrated surveys, conducted in the form of successive annual rounds. Earlier, the subjects covered more or less regularly were: household income and consumer expenditure, rural retail prices of selected commodities, employment and unemployment particulars, labour force statistics, and demographic characteristics. Data on subjects like small scale enterprises, professions and services, village statistics, land holdings, savings and indebtedness etc. were collected periodically. Subjects such as vital statistics, disposal of cereals by producer households, capital formation, building and construction, farming practices, economic condition of agricultural or rural labourers, animal husbandry, livestock products, family planning, migration etc. were also taken up on some rounds. Besides a few ad hoc surveys such as income and expenditure of middle class and working class, post-census enumeration of population and livestock were also undertaken. With a view to obtaining a comprehensive data at the State level, the

State Statistical Bureaus have also been participating in these socio-economic enquiries with a matching sample.

On the basis of experience gained so far and considering the importance of the subjects suitable for large scale socio-economic surveys, the Governing Council for the NSSO has prepared a tentative 10-year programme. During the period of a decade, the items proposed to be covered are :

- | | | |
|--|---|-------------------|
| i) population, births, deaths, disability, morbidity, fertility, maternity and child care and family planning; | : | |
| ii) Debt, investment and capital formation; | : | Once |
| iii) Land holdings and livestock enterprises; | : | in 10 years |
| iv) Employment, unemployment, rural labour enquiry and consumer expenditure; and | : | |
| v) Self-employment in non-agricultural sector | : | Twice in 10 years |

The following principal subjects were covered in the successive rounds of the NSS since July 1970:

- i) 25th round (July 70 - June 71):
 - a) Economic conditions of the weaker sections of the rural population;
 - b) household consumer expenditure, receipts and disbursements.
- ii) 26th round (July 71 - Sept. 72):
 - a) Land holdings;
 - b) Debt and Investment;
 - c) Household Consumer expenditure

- iii) 27th round (Oct. 72 - Sept. 73):
 - a) Employment and unemployment;
 - b) Current building activity in rural areas;
 - c) H₀usehold Consumer expenditure
- iv) 28th round (Oct. 73 - June 74):
 - a) Population, births, deaths, disability and morbidity;
 - b) Fertility, maternal and child care and family planning;
 - c) Housing condition;
 - d) H₀usehold consumer expenditure
- v) 29th round (July 74 - June 75):
 - a) Self-employment in non-agricultural enterprises;
 - b) Rural labour enquiry
- vi) 30th round (July 75 - June 76):
 - Livestock numbers, products and enterprises
- vii) 31st round (July 76 - June 77):
 - a) Performance of irrigation projects and electrification in rural areas;
 - b) Economic condition of slum dwellers in the urban areas;
 - c) Jhum cultivation and education including drop-outs in the States and Union Territories in the North-eastern Region;
 - d) Indebtedness of tribal households in Himachal Pradesh.
- viii) 32nd round (July 77 - June 78):
 - a) Employment and unemployment;
 - b) Consumer expenditure with the Rural Labour enquiry.

In the North Eastern Region, two special schedules, (1) Village schedule, and (2) Integrated household schedule have also been canvassed.

For each round, a Working Group is appointed which examines and determines the scope of the subjects to be covered and finalises the questionnaire schedules together with related concepts and definitions. A number of officials and non-officials are invited to serve on these Working Groups to ensure wide ranging consultations.

Annual Survey of Industries: The ASI provides estimates/information on the following:-

(1) capital investments, consumption of fuels and lubricants, raw materials and stores, along with industrial services purchased and sold, quantity and value of the goods manufactured during the Survey year;

(2) aggregates of capital, employment and value added by manufacture for estimation and national income and formulation of policies for industrial development; and

(3) man-days worked, absenteeism, labour turnover and details of social security benefits, bonus etc., paid to the industrial workers and the provision of housing facility for them by the management.

Agricultural Statistics: The collection of primary data and building up of estimates of the crop production is the responsibility of the state governments. The role of the NSSO is to assist state governments by developing suitable survey techniques for obtaining timely and reliable estimates, providing training to State Statistical and field personnel

and exercising supervision over the primary field work. In pursuance of this, the earlier NSS Land utilisation Survey (LUS) and Crop Cutting Experiments (CCE) have been reoriented and integrated with the state system of crop estimation. The NSS-LUS so designed is intended to serve mainly as a statistical check on the primary enumeration of crop area done by the State revenue agencies. CCE is undertaken only for assisting the States in ensuring the quality of primary work through supervision. Further, the NSS - LUS is linked with the scheme for timely Reporting of Crop Statistics (TRS) of the Ministry of Agriculture and Irrigation by including the NSS sample villages a sub-sample of the TRS sample.

CENTRAL STATISTICAL ORGANISATION

The years since independence have witnessed a spurt in the statistical activities in India. A Central statistical unit was set up in the Cabinet Secretariat in 1949 which developed into the Central Statistical Organisation (CSO) in 1951 under the Department of Statistics, Ministry of Planning.

One of the primary functions of the CSO is to coordinate the activities of the statistical offices at the Centre and in the States which enjoy a large degree of initiative in organising their statistical programmes. Adequate co-ordination in a decentralised statistical system is essential to avoid duplication of effort and to ensure optimum utilisation of resources.

The CSO also has the responsibility of laying down and maintaining standards (concepts, definitions and procedures), providing consultancy and advisory support to other statistical agencies, disseminating statistical intelligence and keeping liaison with the international statistical agencies.

In 1961 the Government of India decided that the CSO should have the authority and status of a separate department to carry on its functions in relation to the Central departments and State Governments and accordingly the Department of Statistics was created.

The CSO has its headquarters at New Delhi. However, work relating to industrial statistics is mainly carried out at Calcutta. The organisation is headed by a Director who is ex-officio Additional Secretary of the Department of Statistics. He is assisted at New Delhi by one Additional Director, six Joint Directors, nine Officers-on-Special Duty, thirty Deputy Directors, fiftytwo Assistant Directors and supporting staff. The Industrial Statistics Wing at Calcutta is under the charge of a Joint Director, and has in addition, one Officer-on-Special Duty, two Deputy Directors, seven Assistant Directors and supporting staff.

The CSO has close coordination with the Planning Commission. In the CSO units were set up in 1954 to undertake statistical work relating to planning at the Central and State levels. The units were later merged into Planning and State Statistics Division. This Division also functions simultaneously as the Statistics and Surveys Division of the Planning Commission with the Director, CSO acting as the Adviser to the Planning Commission on this subject. It undertakes processing of all plan schemes on development of statistics in the State and Central sectors. The transfer of the Department of Statistics to the Ministry of Planning has further strengthened the coordination between the CSO and the Planning Commission.

Training

Sound training both in methodology and practical applications is an essential pre-requisite to the healthy development of any system. The CSO, accordingly, started in-service training of senior statisticians in 1954. Since then organisation of training programmes has been one of the principal activities of the CSO. A nine months training course for junior statistical officers was organised in 1955 by the CSO and the ISI.

The CSO has also been making concerted efforts to set up training facilities at the State level for primary level statistical personnel. Starting from the Second Five Year Plan (1956-61), plan schemes have been implemented to create adequate training facilities in the States. As a result of this policy, most of the States have set up training units and started organising training programmes, for Progress Assistants working in Community Development Blocks, Computers, Junior and Senior Statistical Assistants/Investigators. The CSO has provided general guidelines for conducting the training programmes on uniform lines.

A number of training courses are regularly conducted by the CSO in official statistics and related methodology for statistical officers employed in Central and State Governments and Public Sector Undertakings at intermediate and senior levels, personnel of the ISS, students of the ISI and participants of International Statistical Education Centre.

Role in improvement of Data Base

Efforts are made by the CSO in effecting improvements in various fields of official statistics. It gives consultative and advisory support in different fields. These include statistics on Demography, Employment and Unemployment, Housing, Education, Culture, Health, Social Welfare, Agriculture, Industries, Prices, Public Finance and regional level statistics.

The CSO also plays a consultative and co-ordinating role in the planning and conduct of sample surveys. It pays particular attention to the methodological aspects to ensure that appropriate survey techniques are adopted and the sample coverage is adequate to provide usable estimates at the desired levels.

National Accounts

The CSO prepares annual estimates of national income both at current and constant prices and the accounts of the public sector in the form of a White Paper.

'National Accounts Statistics-Estimates of Gross Capital Formation in India for 1948-49 to 1960-61' gave the estimates by type of assets at current and constant (1958-59) prices. The saving estimates were presented in 'Financing of Gross Capital Formation in India, 1948-49 to 1959-60'. Later estimates of capital formation and saving for the period

1960-61 to 1965-66 were prepared and the results were discussed at a special Seminar in 1969. The estimates were revised taking into consideration the views of the Seminar and the official estimates were brought out in 1969 in two Brochures : 'National Income Statistics: Estimates of Capital Formation in India, 1960-61 to 1965-66 and 'National Income Statistics: Estimates of Saving in India, 1960-61 to 1965-66'. The measures of capital formation were presented at current prices and also at constant prices of 1960-61.

The White Paper, published in 1970, included the aggregate estimates of both capital formation and saving as also the consolidated accounts of the nation.

Studies on reproducible tangible wealth of the country and annual additions to capital stock by different industries were initiated in 1970.

Statistical Dissemination

In its role as a clearing house of statistical intelligence the CSO issues a number of publications. Key statistical data on various facets of the Indian economy, like national income, industrial stratification, population, employment, production, trade & tourism, communications, banking, currency & finance, prices and national product are presented every month in the Monthly Abstract of Statistics (MAS). The State-wise breakdowns are published annually in the Statistical Abstract. It incorporates the latest available data on as

many as 257 socio-economic indicators. Another annual publication entitled 'Basic Statistics' relating to the Indian economy presents a factual account of the progress of the country, through the various plan periods.

International Relations

The CSO has the responsibility of maintaining liaison with the international statistical organisations on all statistical matters. This takes the form of interchange of statistical intelligence, participation in conferences and Seminars and technical assistance for the development of statistical systems. There is regular flow of statistical material between the CSO on the one hand, and the UN Statistical Office of the Statistical Division of the ESCAP on the other.

Central Social Welfare Board

The Central Social Welfare Board was set up in August, 1953, and is currently under the Department of Social Welfare, Ministry of Education & Social Welfare. Recognising the importance and the role played by voluntary social welfare organisations in the past, the Board was entrusted with the responsibility of bringing numerous voluntary workers and organisations into partnership and coordinate their activities with those of the Government. The functions of the Central Social Welfare Board are to assess the improvement and development of social welfare activities and in particular:

- a) to cause surveys to be made of the needs and requirements of Social Welfare Organisations;
- b) to evaluate the programmes and projects of the aided agencies;
- c) to co-ordinate assistance extended to social welfare activities by various Ministries to Central and State Government;
- d) to promote the setting up of Social Welfare Organisations on a voluntary basis in places where no such organisation exist;
- e) to render financial aid, when necessary to deserving organisations or institutions on terms to be prescribed by the Board.

The Central Social Welfare Board is headed by a Chairman, always a woman, appointed by the Government for a fixed period of time. She is assisted by a full-time Secretary and various Divisional Heads. The Board has

separate units for internal financial checking, social welfare, socio-economic programme, condensed courses and vocational training, family and child welfare projects and other children's welfare programmes, field counselling, research, evaluation and statistics, coordination and administration.

The Board has an Executive Committee and a General Body. The Executive Committee comprises the Planning Commission, Ministries of Education, Community Development, Finance, Social Welfare, Health and Family Planning and representatives of Union Territories and State Governments. Also, social scientists, social welfare administrators, prominent social workers and a few Members of Parliament are represented on this Committee.

The major programmes undertaken by the Central Social Welfare Board are: (i) grant-in-aid to voluntary welfare institutions; (ii) rural welfare services; (iii) condensed courses of education for adult women; (iv) welfare extension projects (urban); (v) socio-economic programme; (vi) special child welfare schemes; and (vii) holiday camps for children.

National Institute of Public Cooperation & Child Development:

The Central Institute of Public Cooperation and Child Development was sponsored by the Planning Commission in 1966 for promoting public co-operation in various fields of development. It was placed under the administrative control and supervision of the Department of Social Welfare in 1968. The Minister in-charge of the Department is the Chairman of the Institute. This Institute was reorganised and was renamed as National Institute of Public Cooperation and Child Development in July, 1975. The main objectives and functions of the Institute are as follows:-

- i) to conduct, promote, sponsor and collaborate in research and evaluation studies in voluntary action and child development;
- ii) to review programmes for children in the light of the National Policy for Children;
- iii) to review voluntary action in social development;
- iv) to identify problems and needs in the area of voluntary action and child development and suggest approaches to meet them;
- v) to organise and sponsor training programmes orientation courses and workshops/Seminars/conferences for personnel in government services (including higher level government staff) and voluntary sector engaged in social action, child development and allied activities;
- vi) to serve as a clearing house for information pertaining to child development and voluntary action, and to organise services for documentation, storage of information, preparation of inventories of research studies, preparation of directories of organisations and publications;

- vii) to advise the Central and State Government and its agencies, and various other institutions, in further development and implementation of policies for child development and voluntary action;
- viii) to provide technical service facilities to governmental and voluntary organisations in the formulation and implementation of programmes of child development and voluntary action;
- ix) to establish liaison with research institutions, universities and other local bodies engaged in studies and activities which relate both to the development of child and voluntary action and undertake collaborative arrangements; and
- x) to do all such other activities as are conducive or incidental to the attainment of the above objectives.

The Institute is guided by the General Body and Executive Council. The Executive Council comprises the Chairman (Minister, Department of Social Welfare), the Vice Chairman (nominated by the Chairman), Secretary (Department of Social Welfare), one nominee each from the Planning Commission and from the Department of Education, Health and Community Development, one representative each of the Central Social Welfare Board and association of schools of social work and 3 institutional members elected by the General Body, 3 other persons having specialised knowledge and experience of child development and public co-operation and 2 members of the Faculty nominated by the Director of the Institute.

The Institute has the following Divisions: Public Cooperation Division, Child Development Division and Common

Services Division, The Public Cooperation Division covers training and research on the problems of voluntary agencies in the field of social welfare and development. The Division also undertakes evaluation of the on-going programmes of voluntary agencies at their request and also collects and disseminates information through workshops and publications.

The Child Development Division undertakes research, evaluation and training programmes in the area of child development. In the field of training, the Division emphasises the training of higher level personnel responsible for the implementation of child development schemes. The Common Services Division offers specialised services needed by the other two Divisions of the Institute. It is also concerned with the collection and dissemination of information on the needs and problems of voluntary agencies and child development.

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