

कार्यालय प्रधान मुख्य वन संरक्षक, राजस्थान, जयपुर
क्रमांक एफ 3(1)98/कार्मिक/प्रमुवसं/6126-6236 दिनांक 24/6/15

निमित्त,

समस्त वनाधिकारीगण।

विषय : महिला नीति 2014 के प्रारूप में सुझाव प्रस्तुत करने बाबत।
महोदय,

उपरोक्त विषय के क्रम में उप शासन सचिव, वन विभाग राजस्थान जयपुर के पत्रांक प. 9 (13) वन/2014 दिनांक 12 मई 2015 से प्राप्त महिला नीति 2014 के प्रारूप का विभागीय वेबसाईट पर अवलोकन कर इस संबंध में अपने सुझाव इस कार्यालय में भिजवाने का श्रम करें।

भवदीय,


(एस.के.जैन)

मुख्य वन संरक्षक एवं प्रावैधिक सहायक
प्रधान मुख्य वन संरक्षक
राजस्थान जयपुर

राजस्थान सरकार

वन विभाग

क्रमांक प. 9 (13) वन/2014

जयपुर दिनांक 12 MAY 2015

प्रधान मुख्य वन संरक्षक(हॉफ)
राजस्थान, जयपुर।

F(A) विषय:-महिला नीति 2014 के प्रारूप में सुझाव प्रस्तुत करने बाबत।

महोदय,

उपरोक्त विषय के क्रम में निदेशालय, महिला अधिकारिता, जयपुर के पत्र क्रमांक-11601 दिनांक 23.04.2015 से प्राप्त महिला नीति 2014 के प्रारूप की प्रति मूल ही संलग्न कर निर्देशानुसार लेख है कि इस संबंध में अपने सुझाव मय मूल प्रारूप की प्रति सहित वापिस इस विभाग को भिजवाने का श्रम करे।

संलग्न:-उपरोक्तानुसार

भवदीय

12.5.15
(चुन्नीलाल सैनी)
उप शासन सचिव



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अतिरिक्त मुख्य सचिव
वन एवं पर्यावरण विभाग
राजस्थान, जयपुर

सन्त. R.B
2017

विषय- महिला नीति 2014 के प्रारूप में सुझाव प्रस्तुत करने बाबत।

सन्दर्भ- राजस्थान राज्य महिला आयोग से प्राप्त पत्रांक 7661 दिनांक 20.11.2014 के क्रम में।

महोदय,

उपरोक्त विषयान्तर्गत सन्दर्भित पत्र के क्रम में निवेदन है कि राजस्थान राज्य महिला आयोग द्वारा तैयार महिला नीति 2014 के प्रारूप की प्रतिलिपि संलग्न कर भिजवायी जा रही है। अतः महिला नीति के प्रारूप पर अपने अमूल्य सुझावों से विभाग को लाभान्वित करवाने का श्रम करावें।

संलग्न :- उपरोक्तानुसार।

25/4/15

(राजेश यादव)
निदेशक
महिला अधिकारिता
राजस्थान, जयपुर

Draft

Rajasthan State Policy for Women-2014 **(November 2014)**

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Preface

It gives me great pleasure to present the Draft Rajasthan State Policy for Women, 2014. The said policy document is a result of broad based consultations with academics, civil society organizations and other stakeholders and experts committed to upholding the constitutional values of the state especially in the realm of Gender and Women's Empowerment.

As per Section 11(V) of The Rajasthan State Commission for Women Act, 1999, an important role of the Commission is to make recommendations to the Government regarding the welfare measures to be adopted and implemented with a view to improve the status of women in Rajasthan. In light of the same, the Draft Rajasthan State Policy, 2014 is an effort to further the very objective of the Act as well as the Commission.

The Amman Declaration, 2012 of which India is a signatory, stipulates that National Human Rights Institutions like the Rajasthan State Commission for Women, must prioritize and mainstream the human rights of women and girls and gender equality throughout all their strategic planning, processes, policies, programmes and activities with a view to establishing sustainable interventions to achieve gender equality. The Draft Rajasthan State Policy is also an initiative to comply by this Declaration and furnish a policy document in tandem with National and International law.

We feel that the Draft Rajasthan State Policy, 2014 is the need of the hour considering the existing policy on women in the state of Rajasthan is 14 years old, as it was made in year 2000 and important changes have been happened since then. In addition, this policy document is required as a motivational framework in the context of rising violence and Human Rights violations of women in order to ensure safety and security to women of all ages within the state of Rajasthan.

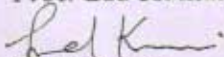
The draft policy has been the outcome of a team effort and I as the Chairperson and on behalf of the Commission would like to gratefully acknowledge the contribution of the Convenor, Prof. Asha Kaushik, who agreed to take up the challenge, when I requested her. Without the hard work of the members of the drafting committee, Prof. Kanchan Mathur, Dr. Meeta Singh, Shri. Radhakant Saxena, Dr. Renuka Pamecha, Ms. Mamta Jaitley and Ms. Kavita Srivastava and the valuable inputs of Dr. Ashok Khandelwal, Dr. Nesar Ahmed, Dr. Shobhita Rajagopal, Ms. Neelam Singh and Ms. Yashasvi Datta this document would not have taken shape, my heartfelt thanks are due to all of them.

I am also thankful to the Honourable members of the Commission, Dr. Lata Choudhary, Ms. Dhamyanti Bakolia and Ms. Roopa Tiwari.

Thanks are also due to the Member Secretary, Officer on Special Duty, Registrar and other personnel at the Commission.

Last but not the least special thanks are also due to the Directorate of Women's Empowerment and the Department of Women and Child Development, Government of Rajasthan.

Prof. Lad Kumari Jain


Chairperson,

(Rajasthan State Commission for Women).

Date: November 20, 2014

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Draft Rajasthan State Policy for Women-2014

Vision:

A truly democratic society wherein all women shall without reservation or inhibition partake in the opportunities provided by the State in a gender equal, equitable, and enabling environment, ensuring that their autonomy, agency and human rights are recognized.

Mission:

To accelerate gender equality, equity and women's empowerment through advocacy, capacity building, socio-economic and political empowerment related consultative processes, networking of governmental and civil society organizations, private sector, the media and development partners in order to achieve sustainable gender equality and parity at all levels and in all spheres of life.

Goal:

The overall growth of this draft policy is to mainstream gender-equality concerns in all state-wide and sectoral policies, programmes, plans and budgets to achieve gender equality, equity, and women's empowerment in the developmental process.

1. Introduction

- 1.1 The principle of gender equality is enshrined in the Indian Constitution in its Preamble, Fundamental Rights, and Directive Principles, and the State is empowered to adopt measures of positive discrimination in favour of women. Along with India's international human rights obligations, these constitutional provisions lay down the framework, which provides meaning and legitimacy to the various laws, policies, and Governmental action. Embedded in this rights-based framework and recognition of substantive equality of women, is not only the interpretative tool for existing laws and policies, but also the source to enact new laws and policies on divergent issues.

Constitutional Privileges

Fundamental rights

- *Article 14*: Equality before law for **women**
- *Article 15 (1)*: Non-discrimination by the State on grounds only of religion, race, caste, sex, place of birth or any of them
- *Article 15 (3)*: Special provision for women and children
- *Article 16*: Equality of opportunity for all citizens in matters relating to employment or appointment to any office under the State
- *Article 19*: Freedom of speech and expression, including the right to form unions and associations; the right to assemble peaceably.
- *Article 21*: Right to life and liberty. The Courts have, time and again, interpreted and expanded the scope of the rights under Articles 15, 19 and 21 to include the right to livelihood and housing, right/access to healthcare, the right to clean environment, right to free education.
- *Article 21A*: Right to free and compulsory education to all children of the age of 6-14 years. The recognition of right to education as a justiciable right by the Courts was formalised through the 86th Constitutional Amendment in 2002

Directive principles

- *Article 38* State to secure a social order for the promotion and welfare of the people
- *Article 39 (a)*: The right to an adequate means of livelihood for men and **women** equally
- *Article 39 (d)*: Equal pay for equal work for both men and **women**
- *Article 39 A*: Justice on a basis of equal opportunity and free legal aid to ensure opportunities for securing justice for all citizens
- *Article 42*: Just and humane conditions of work and for maternity relief
- *Article 46*: Emphasis on educational and economic interests of the weaker sections of the people and their protection from social injustice and all forms of exploitation
- *Article 47*: Improvement in the level of nutrition and the standard of living
- *Article 51(A)(e)*: Harmony and the spirit of common brotherhood amongst all people and renunciation of practices derogatory to the dignity of **women**

73rd and 74th Amendments to the Constitution in 1993: Reservation of seats for women in the local bodies of Panchayats and Municipalities

- *Article 243 D(3)*: At least one-third reservation (including the number of seats reserved for women belonging to the Scheduled Castes and the Scheduled Tribes) of the total number of seats to be filled by direct election in every Panchayat; and rotation of such seats to different constituencies in a Panchayat.

- **Article 243 D(4):** At least one third reservation for women in the total number of offices of Chairpersons in the *Panchayats* at each level.
- **Article 243 T(3):** At least one-third reservation for women (including the number of seats reserved for women belonging to the Scheduled Castes and the Scheduled Tribes) in the total number of seats to be filled by direct election in every Municipality; and rotation of such seats to different constituencies in a Municipality.
- **Article 243 T(4):** Reservation of offices of Chairpersons in Municipalities for the Scheduled Castes, the Scheduled Tribes and women in such manner as the legislature of a State may by law provide.

1.2

The Government of India has renewed its commitment to securing equal rights of women as a State Party to various international conventions and human rights instruments, including the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW), 1993 and signatory to International Declarations such as the DEVAW and the BDPfA.

International Treaties

Universal Declaration of Human Rights, 1948: Proclaimed in 1948, the UDHR, for the first time, set out fundamental human rights to be universally protected. It recognised the right to equality of women.

Paris Principles, 1991: A set of international standards, which frame and guide the work of National Human Rights Institutions (NHRIs).

Vienna Human Right Declaration, 1993: Violation against women is a violation of human rights.

Declaration on Elimination of All Forms of Discrimination Against Women, 1992 (DEDAW): Recognised violence against women as a form of discrimination against women.

Convention on Elimination of All Forms of Discrimination Against Women, 1993 (CEDAW): Referred to as the Women's Convention, the CEDAW, for the first time, collated and recognized women's right to substantive equality.

Article 1

the term "discrimination against women" shall mean any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.

Founded on this overarching principle, the Convention elaborates on specific rights, including:

Article 2 (non discrimination); Article 4 (temporary special measures), Article 5 (customary practices), Article 6 (trafficking and exploitation of prostitution), Article 7 (political and public life), Article 10 (education), Article 11 (employment), Article 12 (health), Article 13 (other areas of economic and social life), Article 15 (equality before the law), and Article 16 (marriage and family life).

Beijing Declaration and Platform for Action, 1995 (BDPPA): Acknowledgement of women's rights as human rights, the diverse voices of women...

Re-commitment to:

- Equal rights and inherent human dignity of women and men as embodied in the UN Charter, the Universal Declaration of Human Rights, the Convention on the Elimination of All Forms of Discrimination Against Women (the Women's Treaty), and other international human rights instruments.
- The progress made at previous UN conferences, including the conference on women in Nairobi (1985), on children in New York (1990), on the environment and development in Rio de Janeiro (1992), on human rights in Vienna (1993), on population in Cairo (1994), and on social development in Copenhagen (1995).
- The full implementation of the human rights of women and the girl child as an inalienable, integral, and indivisible part of all human rights and fundamental freedoms.

Declaration on Human Rights Defenders, 1998: Based on human rights standards enshrined in legally binding international instruments such as the International Covenant on Civil and Political Rights and articulating the collective commitment of States and civil society, the Declaration seeks the protection and realization of human rights at the national and international levels. Specifically, it recognises the right of human rights defenders to assemble and form associations, to seek and receive funding, and to protection for the activities that they carry out lawfully and peacefully in this capacity. It also enjoins corresponding duties on the State to recognise and protect human rights defenders.

Millennium Development Goals (MDG), 2000

Goal 1: Eradicate extreme poverty and hunger

- **Target 1.B:** Achieve full and productive employment and decent work for all, including women and young people

Goal 2: Achieve universal primary education

- **Target 2.A:** Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling

Goal 3: Promote gender equality and empowerment of women

- **Target 3.A:** Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015

Goal 5: Improve maternal health

Target 5.A: Reduce by three quarters the maternal mortality ratio

Target 5.B: Achieve universal access to reproductive health

Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, 2000:

The Protocol aims to:

- (a) To prevent and combat trafficking in persons, paying particular attention to women and children;

(b) To protect and assist the victims of such trafficking, with full respect for their human rights; and

(c) To promote cooperation among States Parties in order to meet those objectives.

Convention on Rights of the Child, 2000: Respect a child's inherent right to life and identity; ensure to the maximum extent possible the survival and development of the child; ensure protection of all forms of discrimination or punishment; 'best interest of the child' is the preeminent principle.

Amman Declaration and Programme of Action, 2012: The Amman Declaration re-affirms the rights of women and girls are human rights, which are guaranteed in all human rights treaties. These human rights include political, civil, economic, social and cultural rights.

The Declaration proposes the following directives for all National Human Rights Institutions.

- Prioritize and mainstream the human rights of women and girls and gender equality throughout all their strategic planning, processes, policies, programmes and activities with a view to establishing sustainable interventions to achieve gender equality.
- Respond to, conduct inquiries into and investigate allegations of violations of women's and girls' human rights, including all forms of discrimination against women and girls, gender-based violence, violations of economic, social and cultural rights, violations of reproductive rights and discrimination in public and political life, and identify systemic issues which may perpetuate these violations.
- Promote the realization of the human rights of women and girls, including as found in CEDAW, the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, the Convention on the Rights of the Child, the Convention on the Rights of Persons with Disabilities, and other human rights norms and standards, into national law and policies;
- Undertake education, promotion and awareness-raising activities on the human rights of women and girls, gender equality and relevant international standards.

1.3 Rajasthan has for long been acknowledged to be one of the states where women's low status is a cause of concern and successive State Governments have sought women's advancement in different spheres through legislation, development policies, plans and programmes. Cognizant of the need to ensure gender equality and equity, the Government of Rajasthan formulated and promulgated the State Policy for Women, 2000.

1.4 Yet, gender equality and equity nonetheless remain major concerns for the State and society due to the deeply embedded norms of patriarchy in the social ethos, which continue to hinder efforts to mitigate women's marginalization and to secure their entitlements in both private as well as public domains. Albeit the State has made strides in several spheres of development during the last few decades, the share of women in development has not been equitable. An objective analysis of gender-disaggregated human development indicators shows that women experience discrimination at every stage of their life and the lack of equitable access to quality healthcare, nutrition, education and other services contributes to their subordination and marginalization.

1.5 Recognizing several shortcomings which have affected its implementation of the State Policy for Women, 2000, as well as seeking to address many issues of women that have acquired urgency in the last decade or so, the State Policy for Women was reviewed through a year-long

process of consultation with a cross section of society including the representatives of women's movement, women's organizations, activists, lawyers and academicians.

- 1.6 Based on a holistic analysis of women's issues and articulation of the State's response, the emphasis of the State Policy for Women, 2014 (Draft) is on strengthening the agency and autonomy of women and creating an enabling and protective environment. It needs to be viewed together with the recent State Policy for the Girl Child 2013 as a composite statement of the State's commitment and intent to gender equity and equality.

2. Rationale

The State Policy for Women, 2000, had many important features and, in retrospect, several shortcomings that affected its implementation adversely.

- 2.1 *Articulation in the language of rights:* Depicting women positively in terms of their courage, strength, determination to survive amidst adversities and as repositories of culture and making liberal use of the terminology of development and feminism, it referred to issues of women's rights, equity, social justice and empowerment. But according to women's rights activists, the language of "welfare" rather than of "empowerment" was used with reference to particular groups of women, including the scheduled castes (SCs), scheduled tribes (STs), backward castes (OBCs) and minorities.
- 2.2 *Strengthening institutional response:* It recognized the need to address cultural and traditional factors, which keep women in subordinate positions in the state, towards creating an environment which supports and promotes women's struggle for equality and social justice at all levels. However, the mechanisms and processes for ensuring convergence, collaboration and accountability were weak, and the engagement with diverse stakeholders from the civil society and communities in the implementation of various programmes could not be secured.
- 2.3 *Defining the work in progress:* The policy was presented as a working document that provided a framework for equitable distribution of resources with the challenge of bridging the gap between policy and programmes, ensuring convergence between various Government departments, and responding to the ground realities. While it outlined the strategies for achieving the goals stated in the policy, a time-bound action plan and clarity on budgetary arrangements were lacking.
- 2.4 *Responding to social changes and recent developments:* There have been several far reaching developments since 2000 when the policy came into effect. There has been a sharp decline in child sex ratio due to sex selection and pre birth elimination of the female foetus. Protection of women has emerged as a serious issue which needs an urgent response due to a surge in reported cases of violence against women. The decline in work participation rates among women continues unabated.
- 2.5 *Need of the hour:* The challenges to women against the backdrop of globalization and liberalization by all accounts have increased. As the State has been enabling a growing role for the private sector through various arrangements for improving investment and thereby the outreach of infrastructure, goods and services, the patriarchal norms in society are not only preventing women from partaking the benefits but are marginalizing them further.

- 2.6 **Role of Civil Society:** On the positive side, the incremental increase in awareness of gender issues due to the contribution of the women's movement and women's organizations in Rajasthan has helped in nuanced understanding of women's vulnerabilities and the identification of the most disadvantaged groups among women. The incessant discussions and debates are helping to shape a consensus on the responses and interventions necessary for ameliorating the condition of women, promoting their agency and empowering them.

3. Women in Rajasthan: A Situational Analysis

3.1 Patriarchy and its subjugation of women

- 3.1.1 Gender-based discrimination and neglect is a fact of life for women of all ages and in all communities in Rajasthan due to deeply embedded social norms of patriarchy. Women play an important role in the family, community, society and the state but their right to equal opportunities tends to be overlooked and undermined. Their status in society is characterized by discrimination and marginalization, through socialization processes and cultural practices that ascribe gender based roles and responsibilities, restrict their mobility and enforce patriarchy, neglect and inequitable access to education, health and other development services, and minimal control over resources such as land, property, and other means of production. As a result, their role in decision making in private as well as public spheres is reduced.
- 3.1.2 The widespread preference for sons and aversion to daughters is the most obvious manifestation of gender discrimination. The tradition of female infanticide in several communities of Rajasthan has been well-documented but easy availability of sex selection technology is leading to widespread sex selective abortions. Thus both female infanticide and sex selective abortions are prevalent across the State. It is well established that the easy availability of prenatal sex selection technology has resulted in the steep decline in sex ratios at birth, further compounded by gender based discrimination once the girl child is born.
- 3.1.3 For the State of Rajasthan the adult sex ratio has shown a slight improvement in favour of women. However, the child sex ratio (CSR) in the 0-6 year age group continues to show a decline. The CSR has fallen from 916 in 1991 to 906 in 2001 to a dismal 888 in 2011 in the age group of 0-6 years. In Rajasthan in 2001 the CSR in rural areas was 914 which have declined to 886 in 2011 whereas the urban areas showed a CSR of 886 in 2001 which has now fallen to 869. Many more districts are showing a decline according to the Census of India figures of 2011.

3.1.3 (a) Table No. 1: CSR In 2001

S.No.	Prevalent CSR in 2001	Number of Districts	Districts
1.	800-849	0	NIL
2.	850-899	10	Alwar, Bharatpur, Dholpur, Hanumangarh, Jaipur, Jaisalmer, Jhunjhunu, Karauli, Sikar, Sri Ganganagar
3.	900-949	20	Ajmer, Baran, Barmer, Bikaner, Bhilwada, Bundi, Chittorgarh, Churu, Dausa, Jalore, Jhalawar, Jodhpur, Kota, Nagor, Pali, Rajsamand, Sawai Madhavpur, Sirohi, Tonk, Udaipur
4.	950 and above	3	Partapnagar, Dungarpur, Banswara

process of consultation with a cross section of society including the representatives of women's movement, women's organizations, activists, lawyers and academicians.

- 1.6 Based on a holistic analysis of women's issues and articulation of the State's response, the emphasis of the State Policy for Women, 2014 (Draft) is on strengthening the agency and autonomy of women and creating an enabling and protective environment. It needs to be viewed together with the recent State Policy for the Girl Child 2013 as a composite statement of the State's commitment and intent to gender equity and equality.

2. Rationale

The State Policy for Women, 2000, had many important features and, in retrospect, several shortcomings that affected its implementation adversely.

- 2.1 *Articulation in the language of rights:* Depicting women positively in terms of their courage, strength, determination to survive amidst adversities and as repositories of culture and making liberal use of the terminology of development and feminism, it referred to issues of women's rights, equity, social justice and empowerment. But according to women's rights activists, the language of "welfare" rather than of "empowerment" was used with reference to particular groups of women, including the scheduled castes (SCs), scheduled tribes (STs), backward castes (OBCs) and minorities.
- 2.2 *Strengthening institutional response:* It recognized the need to address cultural and traditional factors, which keep women in subordinate positions in the state, towards creating an environment which supports and promotes women's struggle for equality and social justice at all levels. However, the mechanisms and processes for ensuring convergence, collaboration and accountability were weak, and the engagement with diverse stakeholders from the civil society and communities in the implementation of various programmes could not be secured.
- 2.3 *Defining the work in progress:* The policy was presented as a working document that provided a framework for equitable distribution of resources with the challenge of bridging the gap between policy and programmes, ensuring convergence between various Government departments, and responding to the ground realities. While it outlined the strategies for achieving the goals stated in the policy, a time-bound action plan and clarity on budgetary arrangements were lacking.
- 2.4 *Responding to social changes and recent developments:* There have been several far reaching developments since 2000 when the policy came into effect. There has been a sharp decline in child sex ratio due to sex selection and pre birth elimination of the female foetus. Protection of women has emerged as a serious issue which needs an urgent response due to a surge in reported cases of violence against women. The decline in work participation rate among women continues unabated.
- 2.5 *Need of the hour:* The challenges to women against the backdrop of globalization and liberalization by all accounts have increased. As the State has been enabling a growing role for the private sector through various arrangements for improving investment and thereby the outreach of infrastructure, goods and services, the patriarchal norms in society are not only preventing women from partaking the benefits but are marginalizing them further.

- 2.6 *Role of Civil Society:* On the positive side, the incremental increase in awareness of gender issues due to the contribution of the women's movement and women's organizations in Rajasthan has helped in nuanced understanding of women's vulnerabilities and the identification of the most disadvantaged groups among women. The incessant discussions and debates are helping to shape a consensus on the responses and interventions necessary for ameliorating the condition of women, promoting their agency and empowering them.

3. Women in Rajasthan: A Situational Analysis

3.1 *Patriarchy and its subjugation of women*

- 3.1.1 Gender-based discrimination and neglect is a fact of life for women of all ages and in all communities in Rajasthan due to deeply embedded social norms of patriarchy. Women play an important role in the family, community, society and the state but their right to equal opportunities tends to be overlooked and undermined. Their status in society is characterized by discrimination and marginalization, through socialization processes and cultural practices that ascribe gender based roles and responsibilities, restrict their mobility and enforce patriarchy, neglect and inequitable access to education, health and other development services, and minimal control over resources such as land, property, and other means of production. As a result, their role in decision making in private as well as public spheres is reduced.
- 3.1.2 The widespread preference for sons and aversion to daughters is the most obvious manifestation of gender discrimination. The tradition of female infanticide in several communities of Rajasthan has been well-documented but easy availability of sex selection technology is leading to widespread sex selective abortions. Thus both female infanticide and sex selective abortions are prevalent across the State. It is well established that the easy availability of prenatal sex selection technology has resulted in the steep decline in sex ratios at birth, further compounded by gender based discrimination once the girl child is born.
- 3.1.3 For the State of Rajasthan the adult sex ratio has shown a slight improvement in favour of women. However, the child sex ratio (CSR) in the 0-6 year age group continues to show a decline. The CSR has fallen from 916 in 1991 to 906 in 2001 to a dismal 888 in 2011 in the age group of 0-6 years. In Rajasthan in 2001 the CSR in rural areas was 914 which have declined to 886 in 2011 whereas the urban areas showed a CSR of 886 in 2001 which has now fallen to 869. Many more districts are showing a decline according to the Census of India figures of 2011.

3.1.3 (a) Table No. 1: CSR In 2001

S.No.	Prevalent CSR in 2001	Number of Districts	Districts
1.	800-849	0	NIL
2.	850-899	10	Alwar, Bharatpur, Dholpur, Hanumangarh, Jaipur, Jaisalmer, Jhunjhunu, Karauli, Sikar, Sri Ganganagar
3.	900-949	20	Ajmer, Baran, Barmer, Bikaner, Bhilwada, Bundi, Chittorgarh, Churu, Dausa, Jalore, Jhalawar, Jodhpur, Kota, Nagor, Pali, Rajsamand, Sawai Madhavpur, Sirohi, Tonk, Udaipur
4.	950 and above	3	Partapnagar, Dungarpur, Banswara

3.1.3 (b) Table No. 2: CSR In 2011

S.No.	Prevalent CSR in 2001	Number of Districts	Districts
1.	800-849	2	Jhunjhunu, Sikar
2.	850-899	19	Alwar, Bharatpur, Bundi, Dausa, Dholpur, Hanumangarh, Jaipur, Jaisalmer, Jalore, Jodhpur, Karauli, Kota, Nagor, Pali, Sawai Madhavpur, Sirohi, Sri Ganganagar, Tonk
3.	900-949	13	Ajmer, Banswara, Baran, Barmer, Bhilwada, Bikaner, Chittorgarh, Churu, Dungarpur, Jhalawar, Partapgarh, Rajsamand, Udaipur
4.	950 and above	0	NIL

Several studies have shown the negative impacts of the Two Child Norm (TCN) in eight states of India where this law was enacted. There appears no indication of any positive/intended outcomes of the policy. Some of the major **negative unintended outcomes of the TCN** which have been reported include disqualification of a large number of Panchayats representatives mostly from the socially disadvantaged groups. It is claimed that there are direct linkages between negative outcomes for women and the TCN law (forced abortions, sex-selective abortions, desertions, etc). The law has been withdrawn in several states but Rajasthan continues its enactment. It is pertinent at this point in time that the law may be withdrawn due its discriminatory and coercive nature resulting in direct negative impact on women.

3.1.4 Due to a large number of girls and women missing from the population, there are serious concerns about the strains in the social and moral fabric of communities and regions. Studies have shown an increased sexual violence against women, buying of brides who are often trafficked, conditional marriages, distortions in customary cohabitation (eg. nata) and age mismatched marriages, polyandry, and coercive sex by multiple male family members is evident.

3.1.5 The custom of child marriage is another serious concern although it has declined drastically from 58.4 per cent in the last decade to almost 22 per cent (Census 2011). Rajasthan is the only state in India where the mean age at marriage for boys and girls is lower than the legal age at marriage. Nearly one-fourth of girls get married before the age of 18 years whereas the average age for boys is 20.7 years (AHS)¹. The districts with particularly high prevalence of child marriages are Bhilwara (54), Rajsamand (42), Bundi (38.4), Jhalawar (36.6) and Dausa (34.6).

3.1.6 The strong hold of *jati* panchayats and *khaps* in rural areas influences families into performing their perceived responsibility towards girls, including controlling her sexual behavior, and thereby protecting family honor. Once married, the education and opportunities for socio-economic empowerment of the girls are severely restricted. Women's bodies are still considered as repositories of honour and men as controllers of women's bodies.

3.1.7 Various customary laws and traditional social practices control and subjugate women. Their representation in language and social ethos violates their dignity and autonomy. Evolving over time, several derogatory idioms, words and phrases in the local dialects depict women and

¹ AHS: Annual Health Survey, 2011-2012

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girls in an offensive and degrading manner and represent them as possessions and symbols of male honour. In the process, they are deprived of their basic human rights and agency.

- 3.1.8 Albeit illegal, practices such as Sati continue to be glorified in many communities and areas, the phenomenon of dowry is widespread and bigamy is often not contested. Institutions such as *jati panchayats*, *khaps* and religious leaders also pronounce regressive diktats that violate women's right of choice and agency. Inherent conservatism and the diktat of community leaders have in many instances led to reported cases of "honour" crimes. Lack of codification has rendered Muslim women highly vulnerable to practices such as triple talaq, Iddat and Meher. Women of communities such as Nats, Sansis and Kanjars are often forced into caste based prostitution and other illegal activities.

3.1.8(a) Table No. 3

Existing Regressive Social practices violating Women's Rights	
<i>Ata Sata</i>	The marriage of a brother and sister from one family with a sister and brother from another family is intended to bind or control the females. Frequently, in case one of them complains or leaves the husband, the marriage and relationship of the other is jeopardised.
<i>Be\square-male Vivah</i>	Mismatched marriages - Young girls are married off to much older men or vice versa in mismatched marriages.
<i>Dhapa</i>	Payment of "bride price" by the husband and/or his family to the girl's family for marriage to compensate for their loss of a working hand.
<i>Dahej pratha</i>	Dowry is demanded by the in-laws family, including the groom, from the bride's family during and post matrimony. This practice is now prevalent across all communities, irrespective of caste, class and region in the State and the country.
<i>Nata</i>	This practice is prevalent in all communities, except the "upper castes" where men and women cohabit under customary law. The woman's status could be that of being widowed, deserted, pregnant before marriage or unmarried can get into a relationship of nata. The social status of women in such relationships is on many occasions much lower than of married women.
<i>Jhagada</i>	Parents or the husband of the woman who gets into <i>Nata</i> receives payment from the prospective "nata husband". If the "nata wife" reverts to her family for whatever reason, the money is to be returned. Acrimony, clashes and at times kidnapping of the woman occurs in the process.
<i>Bahu Patni Pratha</i>	Polygamy, this is widely prevalent in all caste Hindu communities and Tribals and minorities.
<i>Bahu Pati pratha</i>	Polyandry, this is prevalent in a subtle way in some farming communities with small land holdings, where the woman has to sleep with all the men in the family, leading to subjugation, high rate of suicide amongst women.
<i>Buying of wives, including the phenomena of Paro</i>	In regions where the number of women has declined in proportion to men (e.g. Mewat and in the Shekhawati region in N. Rajasthan), the purchase of poor women from other States/religion for procreation and performance of household chores has been reported.
<i>Kukadi</i>	All women who get married in communities practising caste based prostitution (eg. Sansi, Kanjars etc), are subjected to a virginity test after the ritual of marriage. This practice is called Kukadi. Incase, the sheet does not stain, then the woman is subjected to various tests called "dheesh", including dipping her hands in boiling oil, or holding a burning piece of

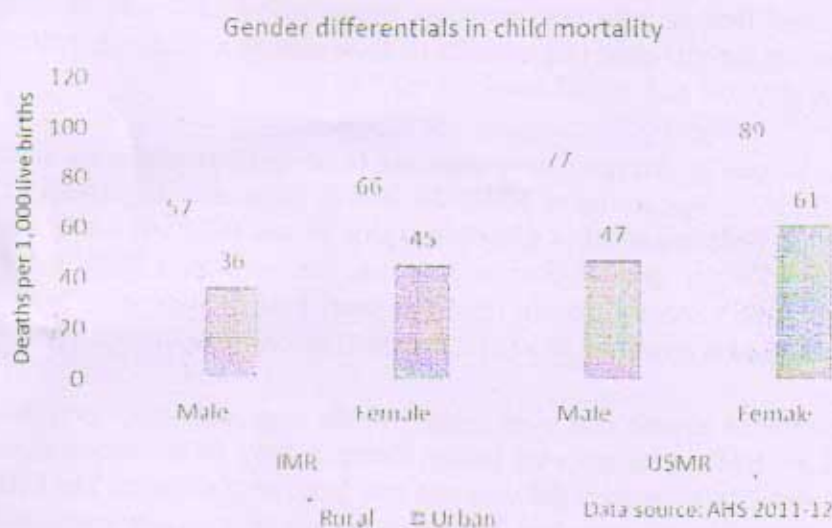
	coal or getting underwater in a pond for long periods of time. Those women who fail the test are publically humiliated and huge payments are recovered from the girl's family.
<i>Dayan</i>	Women are branded as witches and tortured whenever, children or milch animals die, fall sick or any other tragedy that befalls the community. Mostly, these are single, poor women, who are shorn of their property through this process.

3.1.9 These practices have evolved and gained institutional sanction instead of fading away with passage of time and the strengthening of market forces. Despite special laws, which criminalise these practices continue, without the fear of the law.

3.2 Women's health and well-being

3.2.1 Women's health and well-being throughout their life cycle remains a major concern. The under-five mortality rate (U5MR) and infant mortality rate (IMR) among females has shown a decline but due to neglect during infancy and early childhood it continues to be less in comparison with males. More females in rural as well as urban areas die in infancy and before reaching the age of five years than males. AHS 2011-12 reported female IMR of 61 per 1,000 live births compared with male IMR of 53 and female Under five Mortality Rate (U5MR) of 83 per 1,000 live births compared with 70 among males. The gender differentials have been evident consistently in both rural and urban areas. See Table below :

3.2.1(a) Table No. 4



3.2.2 Infant mortality is closely linked with maternal health. Many pregnant women and mothers who are underage have experienced discrimination, deprivation and delays in terms of access to nutrition, healthcare and education in their life time and are disempowered in terms of personal autonomy and decision-making. According to NFHS III, (2008) every sixth girl in the 15-19 years age group (16 per cent) in Rajasthan was either a mother or pregnant. Delay in age of marriage and first pregnancy are therefore imperative to improve the health and well being of girls and women in addition to contributing towards possibility of greater role in exercising their reproductive rights.

3.2.3 Proper nutrition and timely healthcare can go a long way in improving the overall well being of women. Though improvement in terms of women's reproductive health indicators has been

noted but persistently high maternal mortality ratio (MMR), 226 per 100,000 live births (AHS 2011-12), reflects gaps in the access and availability of quality health care services for women throughout their life cycle. Only one in three (32.7 per cent) women was registered for ante-natal care (ANC) in the first trimester of pregnancy, 27.6 per cent received the recommended three ANC during pregnancy and 28.9 per cent received two postnatal checkups (DLHS² 2007-08). Significant differentials between rural and urban areas, among social groups and wealth quintiles have also been noted. Nearly two-third women from the lowest wealth quintile did not undergo safe deliveries.

- 3.2.4 Malnutrition is widespread in Rajasthan:** About 44% children under 3 years of age are stunted/short for age (chronic undernourished), 23% are wasted/thin (acute undernourished) and 37% children are underweight in Rajasthan. About 7 % children are severely acutely malnourished (SAM) in the state (NFHS-3 2005-06). More than 75% of children in the age group of 6-35 months suffer from iron deficiency anaemia, which inhibits their growth and development. About one-third of adolescent girls suffer from chronic energy deficiency (BMI<18.5 kg/sqm). About 53% adolescent girls 15-19 years suffer from anaemia (NFHS 3, 2005-06). Therefore, intensified efforts and a robust monitoring mechanism are required to improve child nutrition in the state in general and for girls in particular. Gender disaggregated data is not easily available for malnourished female children. It is suggested that gender disaggregated data for all indicators including health must be made available in the future.
- 3.2.5** Insufficient availability of food is exacerbated by acute gender differentials in intra-household distribution of resources, including food, lead to poor nutritional status and health of girls and women. Child feeding practices (including breastfeeding) discriminate against the girl child. Indeed, feeding the girl child less quantity of food is also a cultural practice aimed at delaying puberty and physical and sexual development.
- 3.2.6** The effects of gender discrimination in access to adequate nutrition are evident at later stages of women's lives. According to NFHS III, one in three married women (33.6 per cent) had below normal body mass index (BMI) and one in ten (10.2 per cent) were overweight. In comparison, 33.8 per cent of married men had below normal BMI and 8.4 per cent were overweight. Every second woman (53.8 per cent) in the 15-49 years age group suffers from anemia, compared with one in five (21.2 per cent) among men in the 15-49 years age group.
- 3.2.7** The prevalence of anemia was even higher during pregnancy (61.7 per cent among pregnant women). Low BMI and anemia are known factors in poor foetal outcomes, maternal mortality, peri-natal mortality, premature delivery and low birth weight babies. The health and nutritional status of women in rural areas and belonging to poor and socially marginalized communities (especially the scheduled tribes) is even worse. Amongst Sahariyas of Baran and Bhils of Udaipur, Anaemia is almost 90% in women, especially, in the reproductive age group. Also it has been observed that in old persons Anaemia is low 5 to 6 gms, due to lack of nutrition.
- 3.2.8** Early marriages and pregnancies often without sufficient gap indicate unmet needs for family planning. But in most cases, the decisions regarding sex, child birth and reproductive healthcare are not taken by women. Women's health and well-being also need to be viewed in terms of their control over their own body. Socialization processes, the myths, misconceptions and taboos regarding their reproductive system, the phenomenon of under-age marriages, and early and frequent pregnancies are among the factors that impact on women's sexuality and

² District Level Health Survey (DLHS)

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fertility and undermine their agency. The delays in taking decision to seek care, in reaching care, and in receiving health care are a consequence of subordinate position of women and the lack of gender sensitive health care services.

- 3.2.9 Distinct lack of awareness among women on health issues needs to be viewed against this backdrop. In the NFHS III, 33.8 per cent of women in the 15-49 years age group had heard of HIV/AIDS compared with 74.2 per cent of men. While 63.2 per cent of men knew that consistent use of condoms can reduce the chances of getting HIV/AIDS, only 27.3 per cent of women had this information. This information deficit needs to be viewed against the backdrop of limited control they have over their own bodies due to the patriarchal social norms, and population stabilization and health policies that have tended to target them.
- 3.2.10 The patriarchal mindsets, which defined the formulation and implementation of several policies for population stabilization and women's health in the past, have not had the desired effect due to an excessive focus on women's fertility and maternal health and the neglect of critical issues across women's life cycles. However, there is an urgent need to provide quality services of contraception including awareness, availability and access to contraceptives to avoid unwanted pregnancies and prevent chronic ill health in women due to frequent, unplanned and unwanted pregnancies. About 8% of pregnancy related deaths occur due to unsafe abortions and contribute to the high maternal mortality rates. Therefore, it is imperative that awareness and provision of services for safe abortion as laid out in the Medical Termination of Pregnancy Act 1971 are ensured by the state.
- 3.2.11 The inability to receive adequate nutrition, health care and timely health services affects women's potential and prospects. It also has far reaching (and intergenerational) consequences for the families and children. However, inadequate health care for women has been attributed to human resource constraints in the primary health centres, inadequate training and deployment of staff (especially doctors and paramedical) in public hospitals, housing, safety and security, issues of supervision and systems for accountability.
- 3.2.12 Women at different stages of their lives and in different socio-economic and geographical settings have different needs and issues. Unlike maternal health, the health issues of post-menopausal and elderly women have neither been the subject of public health researches nor have they received adequate policy focus. Several women's health concerns (e.g. backaches, and menstrual disorders following tubectomy, and post-partum psychosis) have not been considered serious enough although they are commonly reported and can be disabling. Psychosomatic problems, mental health and issues arising from violence against women, poverty or prosperity induced lifestyles and environmental factors also need to be researched. Indoor and outdoor pollution which affects women's health significantly continue to be neglected in researches and services.
- 3.2.13 Mental health and non-communicable diseases (e.g. diabetes, thyroid problems) of women are other areas that remain neglected regarding availability and access of appropriate health services. It is important that sensitive and appropriate health care services to counter these illnesses be available and accessible to women who need such attention.
- 3.2.14 Targeted family planning programmes are aimed at females rather than males even though the health risks for women are much higher as compared to men. Often outcomes of tubectomies, especially in state run family planning tubectomy camps result in post tubectomy complications that may range from chronic ill health like backache and menstrual

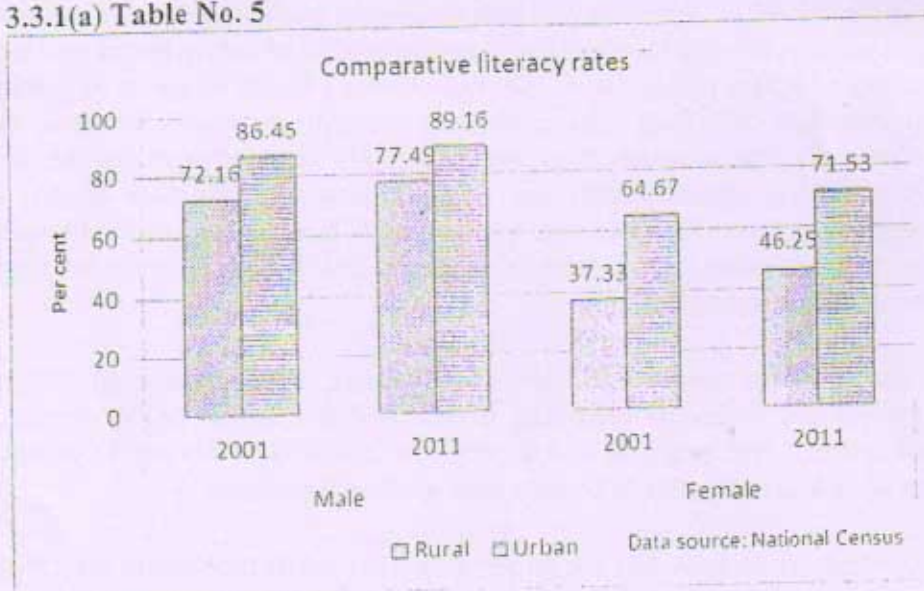
disturbances, failure of the operation to death. Besides appropriate compensation for such lapses there is a huge need to popularize NSV (non scalpel vasectomy) in men. This may be done through mass awareness campaigns to break the myths related to male sterilization and attractive incentives for men who choose to undergo vasectomy.

- 3.2.15 There is a huge dearth of awareness regarding the reproductive system and reproductive rights among young people. Correct, complete and sensitively delivered life skill education is imperative in enabling men and women in taking informed reproductive decisions and improved utilization of reproductive rights. It also empowers girls and women to guard against sexual exploitation that eventually affects their reproductive health.
- 3.2.16 As per NFHS II, 43.2% of ever married women have reported symptoms suggestive of reproductive tract infections. Reproductive tract infections of women must be identified early and treated effectively to reduce the burden of chronic ill health among women of all ages.
- 3.2.17 Lack of proper legislations regarding surrogacy are not in place and women who offer themselves for surrogacy often find themselves in exploitative situations. There is an urgent need for surrogacy legislations that safeguard the interest of such women.
- 3.2.18 Women centred, gender sensitive provision of quality health services is an urgent and immediate requirement to improve the health seeking behavior of women.

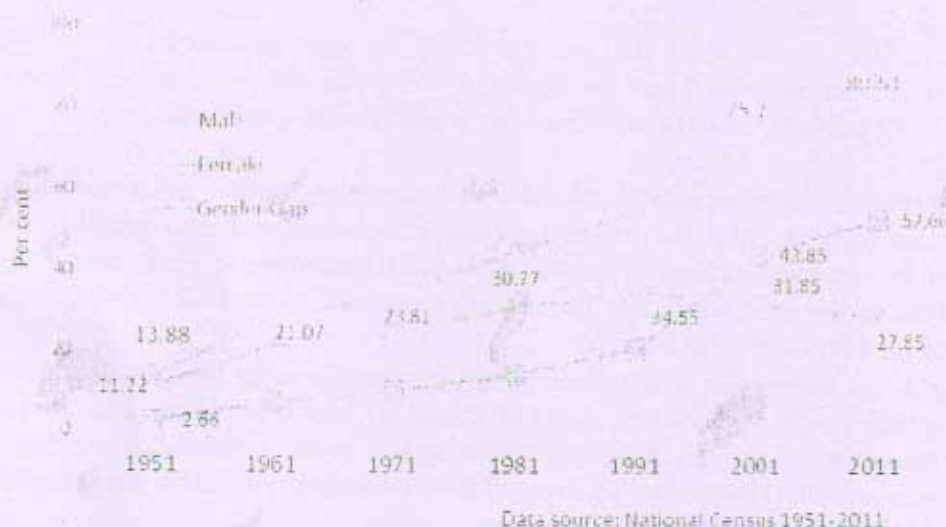
3.3 Women's Education

- 3.3.1 Rajasthan ranked the lowest among all the states of India in the Census 2011 in terms of the female literacy rate (52.66 per cent) with significant differences among the districts (ranging from 38.73 per cent in Jalore to 66.32 in Kota). Compared with the all India average of 65.46 per cent, the State recorded 52.66 per cent overall and below 50 per cent in 17 districts. Although female literacy levels have improved over the years, the gender gap persists with significant differences among the districts and sub-populations.

3.3.1(a) Table No. 5



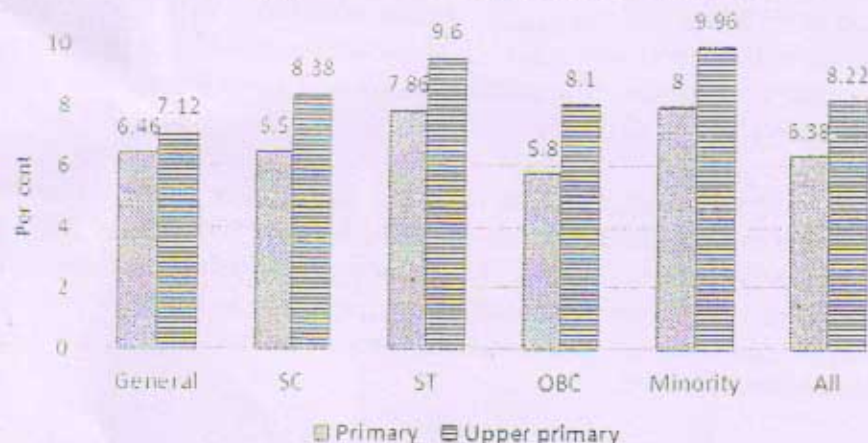
Literacy rates and the gender gap in Rajasthan



3.3.2 While girls are more likely to enter school than before they are still out-numbered by boys. In 2010-11, there were 45.9 per cent girls compared with 54.1 per cent boys in elementary education. However, the plateauing of the share of girls in total enrolment at 45.43 per cent in 2009-10 and 2010-11 after increasing from 43.03 per cent in 2003-04 to 45.35 per cent in 2008-09 has raised fears of stagnation in girls' enrolment. In any case, girls are less likely to attend school and more likely to drop-out in comparison with boys. School attendance among boys is generally higher than girls in different age groups and particularly in rural areas.

3.3.2(a) Table No. 7

Gender gap in enrolment by social groups, 2010-11



Data source: DISE 2010-11

3.3.3 Through the Right of Children to Free and Compulsory Education Act, 2009, every child in the 6-14 years of age has the right to free and compulsory education in a neighborhood school till completion of elementary education. Rajasthan has been doing well in terms of enrolment levels, the "last mile" problem is largely due to the inability to bring older girls (11-14 years) to school and to ensure that they continue to attend. According to ASER 2012, 11.2 per cent

of girls in the 11-14 years age group compared with 4.9 per cent boys were not enrolled in schools.

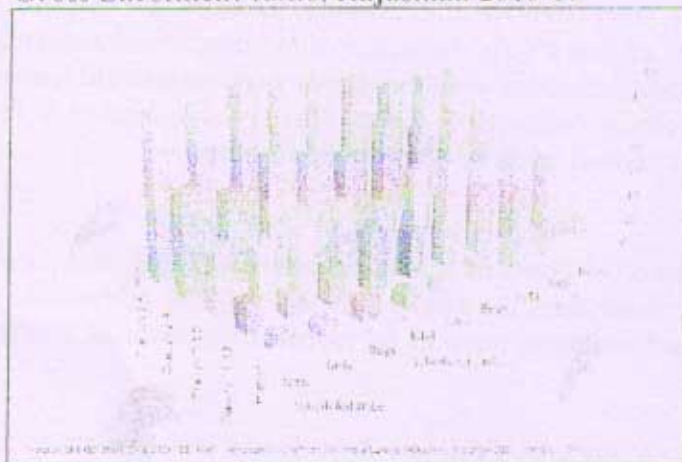
- 3.3.4 The ASER 2012 report notes that more than 40 per cent of children in 6-14 years were enrolled in private schools. There are indications that families prefer to send their boys than girls to private schools, which are perceived to provide better quality education.
- 3.3.5 Discrimination in intra-household allocation of resources, burden of domestic work and sibling care on girls and child marriages along with inadequate provisioning of physical infrastructure and human resource explain sub optimal outcomes in girls' education. In many communities in the rural areas, families are often reluctant to send their girls to schools that are located at a distance after Class V.
- Muslim girls are among the most vulnerable groups as they suffer from inadequate number of schools in their neighbourhood and going to school far from home is not a favored option for their communities. Although Madarsas have spread with considerable support from the communities and the Government but most of them do not accommodate girls and the teaching is mainly in the realm of religious education.
 - The main role of the Tribal girl even today remains that of supporting survival of the family. Which is why the largest number of "out of school" girls and child labourers are Tribals. Yet there is awareness about sending girls to school. However there is a complete failure of the school system in Tribal areas which is one of the main reasons for denial of education amongst Tribal girls.
- 3.3.6 A sizeable number of schools lack female teachers who have been recognized as a strong incentive for girls' schooling in a social milieu that discourages co-education. According to DISE, the proportion of female teachers increased from 24.18 per cent to 30.15 per cent between 2003-04 and 2010-11 but the number of schools with a female teacher increased only marginally from 63.74 per cent to 64.49 per cent. A recent study on women teachers notes that in Rajasthan, representation of women, especially from the marginalized communities, in the teaching profession at the secondary and even as teacher educators is very limited. The lack of women teachers at the tertiary level devolves back to the whole issue of girls' participation and completion of secondary education. The number of women science and math teachers is worryingly low (Jandhyalaya et, al, 2014).
- 3.3.7 Secondary education – In Rajasthan, as shown in Chart 1 and 2 below indicates that, there has been some improvement in Gross Enrolment Ratio (GER) between 2004-05 and 2010-11. One could infer that the improvement in GERs at the secondary level reflects the impact of UEE and enhanced completion rates at the elementary level. However, as we move from primary (classes 1-5) to higher education we see continuing gender and social gaps and significant dropout rates at each successive level.

3.3.7(a) Table No. 8

Gross Enrolment Ratio, Rajasthan 2004-2005



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Data for 2010-11 indicates a sharp GER drop at the higher education level to just 14.9 for girls as a whole. The lowest higher education GER is for SC girls at 8.9 followed by ST Girls at 10.3. This is not a very surprising picture because the share of student enrolment in higher education, across all marginalized groups in Rajasthan, is less than their proportionate share in the population. This indicates continued persistence of educational backwardness among these communities. There are several factors that impinge and influence access to education, especially in a traditional cultural context such as Rajasthan. In case of girls, and especially from marginalized and excluded communities, strong cultural and traditional constraints on girls' mobility and perceived threat to the safety and security of older girls needs to be taken on board. The latter issue of safety and security is emerging as a key constraint and barrier to girls' education at secondary level. While there is an overwhelming demand for girls only school at secondary and senior secondary level, currently there are very few girls-only schools and the policy does not expressly promote or support separate schools for girls, which is a matter of concern.

In addition the ratio of elementary to secondary and secondary to higher secondary schools gives us a picture of the challenges in ensuring access. In the World Bank report on secondary education (2009) it has been commented that, "Access to secondary education is highly inequitable, across income groups, gender, social groups, geography, and states...In some states (e.g. Rajasthan, Uttar Pradesh, Madhya Pradesh) there is more than a twenty-point percentage gap in enrolment between boys and girls. Secondary attendance of the general population is 80 per cent higher than that for STs, SCs and Muslims

3.3.8 Marriage and restricted mobility play an important role in determining women's access and choices regarding higher education. Although the visibility of women in institutions of higher learning has increased manifold and many of them have been making strides in male dominated bastions, for many communities higher education is not a feasible option... Just like secondary and higher secondary education, enrolment trends at the collegiate level hold no surprises. The participation from SC, ST and Muslim communities is very negligible and social hierarchies are reflected in the pattern of enrolment with more students from general and OBC communities pursuing higher education as compared to those from marginalized communities, especially girls.

The Annual Status of Higher Education in States and UT 2013, points out that in terms of overall GER Rajasthan ranks 9 among all the major states in India and that the state ranks fifth in terms of total colleges in the state. However in terms of gender, the enrolment is skewed as 60.9% comprises males while only 39 percent of females are enrolled indicating significant gender disparity. The GER

for males at 20.9 is higher than the GER for females (15.2) resulting in a gender parity index of just 0.72 which is lesser than the all India level 0.86. Out of 272 women colleges, 226 are situated in 14 districts (each of the 14 districts has more than 5 girls' colleges in their jurisdiction) and remaining 18 districts have only 46 colleges. In addition, females are significantly underrepresented among faculty and staff in higher education institutions as compared to males. This is also indicative of the gender disparities in the access to resources at various levels of education in the state.

- 3.3.9 The education system is still seized with the issues of enrolment, attendance and retention while the pedagogy has not received sufficient focus from the gender perspective. The curriculum, syllabus, text books and teaching learning methodologies need to be reviewed in terms of life skills and livelihood skill.

Some communities fare even worse. A study by Professor Zoya Hasan and Ritu Menon across 40 districts in 12 States in 2000-2001 found higher illiteracy among Muslim women than their peers. Compared with the national average of 40 per cent, illiteracy among Muslim women was 50 per cent. Less than 10 per cent of them had completed higher secondary education.

3.4 Women, Land Ownership and Food Security:

3.4.1 The role of the women in current basis of food security in agriculture production is primary, historic and fundamental as is the case with very existence of human beings. In the words of Prof Swaminathan, the famous agricultural scientist, *"...some historians believe that it was woman who first domesticated crop plants and thereby initiated the art and science of farming. While men went out hunting in search of food, women started gathering seeds from the native flora and began cultivating those of interest from the point of view of food, feed, fodder, fibre and fuel."* The role of women in food security in history of mankind has only further advanced though the social position of women, ironically, has deteriorated in relation to men.

3.4.2 The question of Food Security in relation to women at household as well as community level is multifaceted. One important dimension includes food insecurity of women themselves in relation to men within family and also to due to their special needs for instance at the time of pregnancy or lactating period. The second relate to their dominant social role at the present historic juncture as domestic work like cooking i.e. processing of food at home including management of fuel. Third, women not only continue to play an important role in agriculture production and allied activities but in fact playing an increasingly larger role mainly as unpaid family worker. Fourth, women as mothers and care takers of children play an important role in food security of the future generation of the household. Fifth, they contribute to household income through wage or other self-employed work of myriad kind to enhance food security at household level in the present market economy based social system.

3.4.3 Food security is determined by availability, access, processing and assimilation of culturally suitable balanced food in terms of recommended dietary allowance of each individual at all times and in all places. The role of women in all the aspects of food security are very important, as noted in above Para, for the simple reason that they contribute in good measure in facilitating availability and access and play a dominant role in processing and assimilation. The present Patriarchy based social system, however, undermines their roles increasing food insecurity at household as well as community level.

3.4.4 The secondary position of women impacts food security of women themselves as well as the family adversely especially in an agrarian economy like Rajasthan for several reasons-like lack of

ownership and control over land, assets and incomes, double-triple work burden, lack of proper education and skills, lack of decision making, domestic violence, seclusion and so on. Because of these reasons following their social position women miss opportunities to contribute to best of their ability not only in production and marketing/distribution but also as food processors, earners and care takers/guides. There is large body of evidence to suggest that gender inequalities, inter alia, affect rural and agricultural development adversely and deepens the agricultural crisis and food insecurity (Agarwal 2003; FAO 2006). Moreover, there are several studies that suggest that gender inequality in decision making or control over budget has several implications for education and nutrition of the children and food security of the household. With women's say and control in the house, the intra household gender biases in food, health care and education declines, and sex ratio improves. The reason for this is the well researched and documented fact that men are less concerned about the household requirements and spend money on their personal requirements rather than requirement of the household. Women on the other hand spend their income on family's general consumption [Mencher, 1988].

3.4.5 There is direct well-established relationship between the food security of mothers and children. The health related status as discussed above in terms of indicators related to child and maternal mortality, high rates of stunted and wasted growth among children, low weight at birth, high rates of anaemia among women, etc testify the status of food insecurity among large number of women and children. The education and skills in this context are particularly crucial. For instance, evidences suggest that if mothers are educated then the extent of child mortality significantly declines. Studies suggest that children of mothers who have spent five years in primary education are 40% more likely to live beyond the age of five.

3.4.6 Barring exception, it is invariably women in the house who are mainly cooking the meals therefore they play an important role in ensuring nutrients and safety of food which is directly related with assimilation and balanced diet. A better understanding of food processing therefore can impact the household food security positively. Further, women as mothers and guides contribute to food security by teaching and cultivating good food habits, hygiene and cleanliness practices among the children which are related with assimilation. Understanding of women in the family of what to cook, how to cook, what not to eat, washing of hands, clean water etc are important aspects of women's role in relation to food security. At household level therefore the role of women in relation to food security is of high import irrespective of economic status of a family.

3.4.7 Unfortunately, women's role as cook is adversely affected due to issues related to type and management of cooking fuel. In large part of the rural areas of Rajasthan and also to some extent in urban areas the women do not have access to clean and readily available fuel. Women have to spend hours in collecting fuel that adds to their work-burden. Non-availability of clean fuel like gas and *nirdhum chulhas* adds to food insecurity of a household especially the future food security as the young girls have to share the mother's burden of work and are deprived of education that is so essential for food security. In fact, the life cycle of women especially the rural women promotes inter-generational food insecurity.

3.4.8 In present times, the question of arable land and food security is crucial in relation to household food security in state like in Rajasthan where, as per Census 2011, three-fourths of the rural population is dependent on agriculture and related work wherein the women perform increasingly a significant and important role due to the prolonged agrarian crisis and other factors making the agriculture relatively un-remunerative forcing men to look for better options outside the agriculture within and/or outside of place of residence.

3.4.9 The ownership of land is a crucial factor in determining the status of women in general and agriculture in particular, both of which have strong positive relation with food security. Effective land right would lead to overall development as it would have a positive impact on welfare, efficiency, equality and empowerment. There is direct benefit in terms of crops, fodder, trees, vegetable garden, livestock etc and indirect advantages in bargaining power, gain help/support, access to credit, social status etc [Agarwal, 1998, P 27-30]. Ensuring equal lands and asset rights to women and men increases economic opportunities; encourages investment in land and crop production; improves household food security; enhances women's agency and leads to better agricultural management. Social and cultural gender norms change when women acquire control on land/property/assets.

"My fieldwork findings (in connection with production networks, microfinance and sex trafficking) in rural areas in Bangladesh, India and Nepal suggested that women's control over assets or land results into effectively breaking the vicious circle of poverty-patriarchy-illiteracy-ill health, including HIV infection. With independent land rights, women are able to address the local world of male dominance, and of stigma and humiliation in case of any transgression of the gender norms [Kelkar]"

3.4.10 Rural poverty i.e. food insecurity is deeply rooted in the imbalance between what women do and what they have [The International Fund for Agricultural Development]. Lack of **effective ownership** is a major social barrier for women to realize their potentials. The importance of the land ownership for women farmers has not only been highlighted by scores of studies but has been articulated by the women themselves. How crucial women consider this is obvious from the voices of women from the field [Box below]. The voices of women indicate that in the perception of the women themselves the ownership is important for change in the social situation of women in rural areas. Ownership will open opportunities for better agriculture as it would provide access to inputs like credit, seeds, water, etc. Secondly, it would also help women in raising voice against domestic violence as their dependence on men would come down and they would be able to assert and oppose injustices.

BOX: Voices from Field

- (i) "Land [like other productive assets] is an opportunity for change. It is a way to have access to other resources, such as water, seeds, new technologies and bank loans"
- (ii) "When we earn our own money, we are less frightened of arguing with our husband, on spending decisions"
- (iii) "If our husbands want us to eat, then we eat, it totally depends on them. If the land were in my name, he would no longer beat me, and he would take care of the children as well"

Source: ILC and IFAD, 2004

That women consider land important is reflected not only in the voices referred to above but in practices. For instance, in Andhra Pradesh women in groups have leased land through the money in their Self Help Groups. The importance of land for women is aptly reflected in the following statement of women, "*We had tongues but could not speak, we had feet but could not walk. Now that we have the land, we have the strength to speak and walk*" [Quoted in Agarwal, 1998, P 40]

3.4.11 Land ownership in India is overwhelmingly in favour of men. The NSSO data for the year 1999-2000 related to landholding pattern of women headed household, for instance, reveal that 90.9% of such households own less than one hectare and 96.5% up to two hectare.

75 83

Ownership of land in the name of women is very low. A study conducted on the status of women farmers in Uttar Pradesh, for instance, shows that **only 6% of women own land**, less than 1% have participated in government training programs, 4% have access to institutional credit and only 8% have control over agricultural [Oxfam].

Following tables on data on land ownership in Rajasthan shows that situation in Rajasthan is also the same.

3.4.11(a) Table No. 10: Size Class-wise number and area of operational holdings for all social groups (2005-06) (%)

S. No.	Size Class	Individual Holdings					
		Number			Area		
		Male	Female	Total	Male	Female	Total
1	Marginal	93.3	6.62	100	93.4	6.56	100
2	Small	94.08	5.91	100	94.12	5.87	100
3	Semi-medium	94.4	5.57	100	94.4	5.55	100
4	Medium	94.2	5.7	100	94.2	5.7	100
5	Large	94.4	5.5	100	94.4	5.5	100
6	All Size	93.9	6.04	100	94.2	5.7	100

Source: Agricultural Census, 2005-06 taken from Statistical Abstract, 2011 (GoR)

3.4.11(b) Table No. 11: Size class-wise number and area of operational holdings for all social groups (contd.) (2005-06) (%)

S. No.	Size Class	Individual Holdings					
		Number			Area		
		Male	Female	Total	Male	Female	Total
1	Marginal	94.2	5.7	100	94.2	5.7	100
2	Small	94.8	5.1	100	94.8	5.1	100
3	Semi-medium	95.2	4.7	100	95.3	4.7	100
4	Medium	95.2	4.7	100	95.2	4.7	100
5	Large	95.9	4.06	100	96.1	3.8	100
6	All Size	94.8	5.1	100	95.5	4.49	100

Source: Agricultural Census, 2005-06 taken from Statistical Abstract, 2011 (GoR)

The above tables show that women in Rajasthan also do not own more than 5% of total agricultural land, and their share in total land owners is also around 5-6%. This highlights the need of making efforts to provide land rights to women.

3.4.12 The need for land ownership to women has been articulated by eminent agriculture scientist as well. To quote, "A recent analysis of the state of Indian farmers by the National Commission on Farmers (NCF) emphasized that lack of title to land makes it difficult for women farmers to access institutional credit. For example, barely 5 percent of women seemed to have been issued with Kissan credit cards out of the many millions with whom such cards have been issued. Extension and input supply services also do not reach women at the right time and place. Therefore, as stressed by the NCF, there is need for a new deal for women in agriculture" (The Hindu, April 19 2005).

3.4.13 There is an urgent need to set up *A Special Mission for Promoting Landownership in the Name of Women* for actualizing the legal ownership in the name of the women as soon as possible. To facilitate the process a special extensive programme for legal awareness and legal support to women should be part of this mission.

Some specific suggestions for moving towards the goal of ownership of assets for women include:

3.5 Livelihood security and economic empowerment

3.5.1 Employment and Work Participation of women in Rajasthan

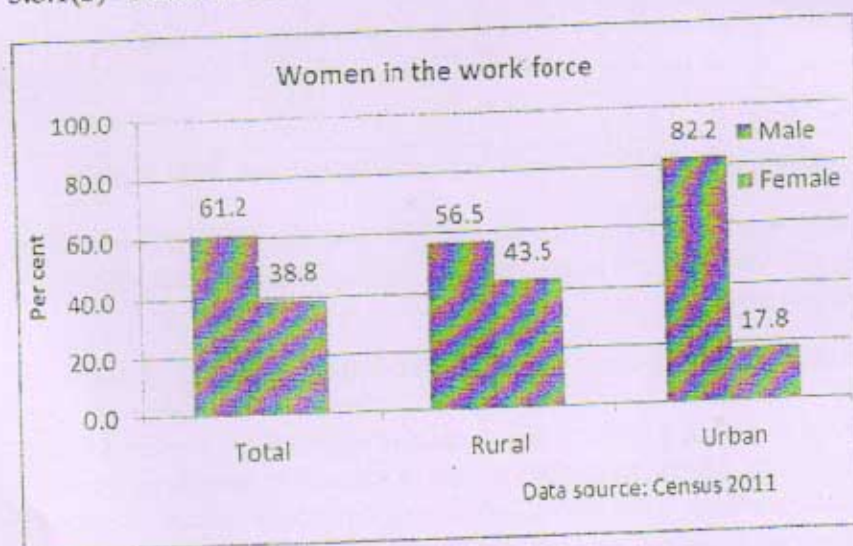
Work participation of women (ratio of total working women to total population) in the state has increased marginally in both rural and urban areas according to 2011 Census, compared to the 2001 census (table below). However, there, still remain a huge gap between the male WPR and female WPR, especially in urban areas, and it seems to have increased in urban areas.

3.5.1(a)-Table No. 12 :Work Participation Ratio – Rajasthan

	2001			2011		
	Total	Rural	Urban	Total	Rural	Urban
Person	42.1	45.9	29.6	43.6	47.3	32.3
Male	50.0	50.7	47.4	51.5	51.7	50.8
Female	33.5	40.6	9.5	35.1	42.7	12.0

Source: Census, India

3.5.1(b)- Table No. 13



Majority of the working women, however, are not employed throughout the year, and are categorized as 'marginal' workers (working less than 6 months in a year). The table below shows that only slightly more than half of the working women are employed as 'main' workers (those working six months or more in a year), while the other half of working women are 'marginal' workers.

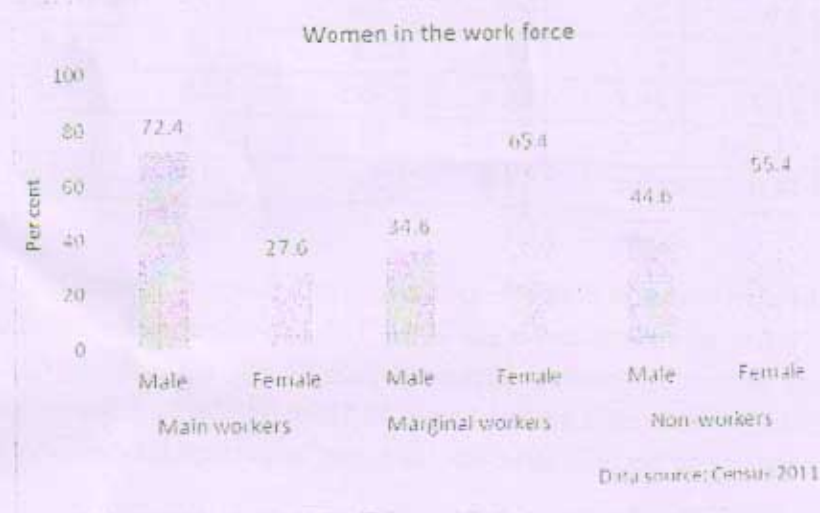
3.5.1(c): Table No. 14

Main and marginal workers in the state (%)

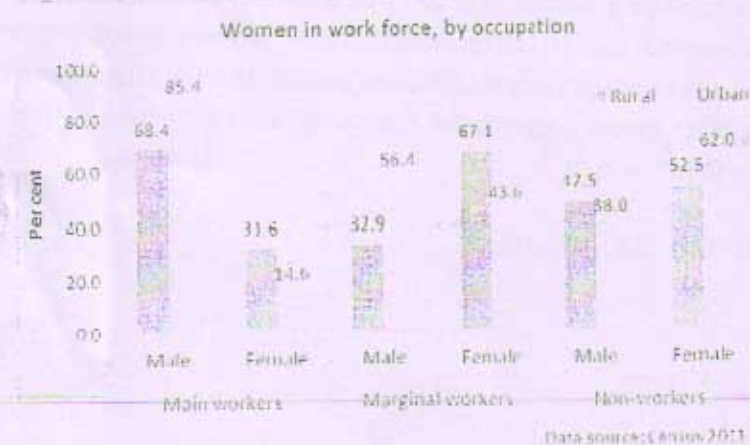
Head/Year		2001			2011		
		Total	Rural	Urban	Total	Rural	Urban
Main Workers	Person	73.4	70.3	88.9	70.5	66.3	88.8
	Male	87.4	85.90	92.6	83.3	80.4	92.30
	Female	50.7	49.4	68.2	50.2	48.1	72.6
Marginal Workers	Person	26.6	29.7	11.1	29.5	33.7	11.2
	Male	12.6	14.1	7.4	16.7	19.6	7.7
	Female	49.3	50.6	31.8	49.8	51.9	27.4

Source: Census India

3.5.1(d): Table No. 15



3.5.1(e): Table No. 16



If we go by sector wise distribution of women workers (table below), we find that more than three-fourth of them (76.8%) are working in agriculture on their families' land (52.6%) and as agricultural workers (24.2%). This percentage is even higher in rural areas where in total 82.2% working women are engaged in agriculture - 56.6% on their family land and 25.6% as agriculture workers. Rests of them are either 'household industry workers' or 'other workers' like: government servants, municipal employees, teachers, factory workers, plantation workers, those engaged in trade, commerce, business, transport banking, mining, construction, political or social work, priests, entertainment artists, etc.

3.5.1(f): Table No. 17

Area/ year		2001			2011		
		Total	Rural	Urban	Total	Rural	Urban
Cultivators	Person	55.3	65.1	5.6	45.6	54.8	4.7
	Male	48.1	60.9	4.0	41.1	53.4	3.7
	Female	67.0	70.7	14.7	52.6	56.6	9.4
Agriculture labourers	Person	10.6	12.3	2.2	16.5	19.4	3.7
	Male	7.2	8.9	1.4	11.7	14.6	2.6
	Female	16.2	16.8	6.9	24.2	25.6	8.8
Household industry workers	Person	2.9	2.2	5.9	2.4	1.8	5.0
	Male	2.9	2.4	4.5	2.4	1.8	4.2
	Female	2.8	2.1	13.6	2.5	1.9	8.8
Other workers	Person	31.2	20.4	86.4	35.5	24.0	86.5
	Male	41.9	27.9	90.1	44.9	30.2	89.5
	Female	14.0	10.4	64.8	20.7	15.8	73.0

Another worrying trend of the above data is dramatic increase in percentage of agriculture workers and decrease in share of cultivators, compared to Census 2001. This has increased for both men and women. Percentage of women agriculture workers increased from 16.8% to 25.6% in rural areas during 2001-11, while percentage of cultivators declined from 70.7% to 56.6%. This shows that more and more farmers are leaving farming to become agriculture workers, as perhaps the non-farm sectors are not able to absorb them.

3.5.2 Declining trend of MGNREGS

MGNREGA is a rural job grantee scheme provides 100 days of granteed employment to the rural families. Various studies have suggested that it has provided job to women (more than 60% of beneficiaries are women) and have also checked rural to urban migration. But the scheme seems to be shrinking in last few years. As the table below suggests the total work days generated by the scheme has declined for both men and women in the state.

3.5.3 Women Participation in MGNREGA: Rajasthan

	2011-12	2012-13	2013-14	2014-15 (up to Oct.)
Person-days Generated so far[In Lakhs]	2042.62	2203.08	1838.56	1185.26
No. of Workdays – Women	1424.29	1518.51	1245.52	799.47
Women Persondays out of Total (%) [Click here for Average Performance of levels above]	69.72	68.95	67.74	67.45

3.5.4 Weak control of assets Women Primarily in the unorganized sector: Wage disparities – unequal payment for the same work

3.5.5 Their economic insecurity is enhanced due to inadequate education and livelihood skills and early marriages further curtail their mobility. Many women are thus engaged in home based work with weak forward and backward linkages. Due to difficulties in obtaining credit and engaging actively with the markets, these women are totally dependent on the middlemen. The middlemen play a crucial role in providing them with raw material and design inputs and linking them with the markets, retaining maximum benefits for themselves.

3.5.6 According to the study of Muslim women by Professor Zoya Hasan and Ritu Menon, about 14 per cent of Muslim women worked primarily in poorly paid home-based work.

3.6 Skill Development initiatives in Rajasthan and women's access to these programmes

In Rajasthan, the total female population is 32.9 million³ out of which 24.8 million women live in the rural areas and only 8.1 million women live in urban areas. The literacy rate among women is only 47.76% against 79.19% among men and literacy rate among women in rural area is only 42.20% as against those living in urban area which is 63.81%. Lack of literacy is one of the major reasons for lack of skills and unemployability in the women of Rajasthan especially in the rural areas.

3.6.1 Rajasthan Mission on Livelihood

In this view, in 2004, Rajasthan Mission on Livelihoods (RMoL) was set up with the support of United Nations Development Programme (UNDP) to promote livelihood opportunities for

³³ Census (2011) <http://www.census2011.co.in/census/state/rajasthan.html>

³ ibid

³ ibid

³ ibid

³ ibid

³ ibid

³ ibid

³ Rajasthan Skill and Livelihoods Development Corporation (2014) http://www.rajasthanlivelihoods.org/wp-content/uploads/WAGE_OR_SELF_EMPLOYMENT_OF_WOMEN.pdf

³ UNDP (2011). Building skills, eradicating poverty: participating in India's growth story http://www.in.undp.org/content/india/en/home/ourwork/povertyreduction/successstories/building_skills_eradicating_poverty/participatinginindiagrowthsto/

the most vulnerable, provide them training and link them with market needs. The mission focuses on the livelihood needs of poor, landless, women and disabled.

RMoL generated livelihoods to more than 1.7 lakh people between 2004 and 2008 mainly through employment fairs, skill training, rural employment exchange, goat breeding programmes etc. RMoL has been strengthened by way of creation of Rajasthan Skill and Livelihood Development Corporation (RSLDC). Presently, there are four major schemes running under RSLDC. They are:

- 3.6.2 Employment Linked Skilled Training Programs (ELSTP):** It is currently running 182 courses for Agriculture & animal husbandry, allied health care, automotive repair, banking, business, construction, courier and logistic, electrical, electronics, fabrication, fashion designing, food processing, refrigerator and air conditioning, retail, spa and wellness, security, textile, etc. At present, there are 263 Skill Development Centers (SDCs) functioning in the state that run ELSTP courses. The report says that till now 72, 946 youth has been trained under ELTSP and 7090 are under training.
- 3.6.3 Aajivika Skill Development Programs (ASDP):** It is a skill and placement initiative of the Ministry of Rural Development, Government of India (MoRD). It focuses on the rural youth and helps them in developing skills and getting placed in the formal sector with the support of Gram Panchayats and Self Help Groups. In Rajasthan, it was launched on July 17th, 2014. It is considered as the largest training project in the country and aims to train one lakh rural youth including 33,000 women over all the 33 districts. More than 200 SDCs will be opened and will provide training in 19 high growth sectors like retail, beauty, garment making, hospitality, banking etc.
- 3.6.4 Vocation Training Programs (VTP):** VTP provides training in various vocational courses such as milling, die manufacturing, book binding, screen printing, beauty and wellness, fashion designing, construction, etc.
- 3.6.5 Regular Skill Training Programs (RSTP):** It is running 30 courses at present under seven categories i.e. agriculture and horticulture, animal husbandry, food processing and preservation, garment making, handicraft and local resource based skills, and employability enhancement skills. At present there are 67 RSTP SDCs across the state and 2262 youth have been trained by them. The available data does not say anything about the women trainees.
- 3.6.6 Rajasthan Grameen Aajeevika Vikas Parishad (RGAVP)** has been implementing **Rajasthan Rural Livelihood Project (RRLP)** to enhance economic opportunities and empowerment of rural poor with a focus on women and marginalized groups in 17 districts of Rajasthan¹. Another project undertaken by RGAVP is **National Rural Livelihood Mission (NRLM)** that aims to reduce poverty by enabling the poor households access to gainful self-employment. RGAVP is also undertaking the **Mitigating Poverty in Western Rajasthan (MPOWER)**, a poverty reduction initiative that aims at reducing poverty through the development of the grassroots community institutions and support various livelihoods activities.
- 3.6.7 Other Schemes:** Apart from the above mentioned schemes, RSLDC is also running **Mukhyamantri kaushal vikas yojna** and **Tribal Area Development Department (TADD) Project**. Mukhyamantri kaushal vikas yojna has been implemented by the Rajasthan Kaushal evam Aajeevika Vikas Nigam. TADD was started for implementation of Tribal Area Development Assisted Programs and providing skill training for tribal BPL youth. In order to make the schemes reachable to the youth of certain paces which could not get the benefits of the services of RSLDC because of absence of training institutes, RSLDC started Mobile Skill Training Programme with the concept of movable training institutions. Currently two major

bodies are working for promotion of livelihood and skill development in Rajasthan. One is Rajasthan Mission on Livelihood under which a Rajasthan Skill and Livelihood Development Corporation (RSLDC) is running various skill development and livelihood promotion schemes; and second is Rajasthan Grameen Ajiveeika Vikas Parishad (RGAVP) which is implementing Rural Livelihood Project (RRLP) in 17 districts and also the National Rural Livelihood Scheme.

3.6.8 Skill Development Schemes still out of women's reach.

The above mentioned schemes for skill development and livelihood have benefiting the youth of Rajasthan. However, they do not seem to be much gender sensitive as these schemes do not give information about the women beneficiaries. There does not seem to be any women specific skill development and livelihood programme being run at the moment.

And if we look at the trades in which skill development trainings are being provided, not much importance has been given to the indigenous industries like handicraft, handloom, jewelry making, bamboc craft, painting, pottery etc. where women have been traditionally concentrated. The handicraft and handloom industries of Rajasthan have been able to create recognition at both national and international level. Therefore, equipping women with skills to improve production and manage their market would be an important step towards securing livelihoods and reducing poverty.

The rural women entrepreneurs and women labours engaged in indigenous production should be provided with training in enterprise skills in the rural context. This can be done by understanding the barriers women face, facilitating access to training and ensuring that training meets their needs. Appropriate technology and self-help groups should be used for a holistic approach to training the rural women such that it fits their existing skill levels so that their existing livelihood can be strengthened and employment potential can be identified for them in emerging sectors.

3.7 Political empowerment

3.7.1 Women's inability to take decisions regarding their personhood and matters concerning them has been further compromised by their political disempowerment. Feudal history, rigid gender norms and deep-rooted disadvantages permeate all spheres of domestic and social life, which had systematically marginalized women from the political arena. Fifty per cent reservation of seats in the Panchayati Raj Institutions (PRIs) and Urban Local Bodies (ULBs) in 2010 paved the way for a large number of women into active political life in Rajasthan. However, it was reversed in 2014 by the Rajasthan High Court, Jaipur Bench and the Urban Local Bodies election of 2014 are happening with only 33% reservation.

3.7.2 A recent study of the functioning of elected women's representatives⁴ highlighted several issues of concern as a large number of women are being elected and are engaging in grassroots democracy as independent leaders in their own right.

3.7.3 A large majority of elected women's representatives are non-literates or have attained only functional literacy, which hampers their ability to absorb the knowledge of governance processes. Thus the new norm of 8th class pass as the minimum qualification for a candidate to run for election for the Panchayati Raj Institutions is going to prevent a large number of poor women from all sections of society to be a participant.

⁴ Key Findings of Unnati's Research in Western Rajasthan

- 3.7.4 As many women representing middle and younger age group are also entering rural governance, they are influencing the performance of institutions of local self-governance positively with their energy and higher educational levels. But they have to struggle continuously between their roles in the domestic/private and public domains.
- 3.7.5 In this context, the finding of NFHS III may be recalled that overall 22.8 per cent of married women in Rajasthan participated in the household decisions and if they resided in rural areas their proportion was even lower. About 57.8 per cent of women with 10 years or more of education did not contribute to household decisions, indicating that education was not a sufficient condition for enhancing their role in decision making. There remained issues of self-esteem and confidence, and fear of retribution. In a survey of Muslim women in 2000-2001, 75 per cent reported that they needed permission from their husbands for virtually every activity related to their personal, social, familial, and political or health concerns.
- 3.7.5 Caste plays an important role in determining access, participation and influence of women in local politics. The mandatory provision of caste-based reservation has provided space for disadvantaged groups to represent and participate in institutions of rural local governance but the elected women's representatives belonging to the lower castes need to struggle to create spaces within these institutions. In most instances they have low literacy levels.
- 3.7.6 Education, income levels and landholdings determine the ease with which women's elected representatives reach upper echelons of local governance. Women with higher education and from higher income groups are more likely to attain higher positions (e.g. Zila Parishad members, Zila Pramukhs and to some extent Pradhans). The advantage of money, power, political background as well as the political experience enables them to stay in electoral politics. Most of the Pradhans, Panchayat Samiti Members, Sarpanchs and Ward Panchs are either non-literate or functionally literate and fall in the lower income group. However, several elected women's representatives with only functional literacy have also been elected as Zila Pramukhs. The representation of below poverty line category in local governance institutions continues to be marginal.
- 3.7.5 Reservation of seats has motivated many women to join politics while caste and voter support, prior political experience of marital family and support and encouragement provided by marital/natal family are other influencing factors. Mobility is a major factor impacting their functioning in Panchayati Raj Institutions. Women's entry into political spaces has enhanced their mobility as many of the elected women's representatives venture out into public spaces although at times accompanied by the male members of their families.
- 3.7.6 While notable progress has been made in terms of women's representation in the Panchayati Raj Institutions, they are still under-represented in other domains of governance. At present twenty five women have been elected in the legislative Assembly and other than the Chief Minister who is a woman, there is only one Cabinet Minister and two state ministers with independent charge in a cabinet of 14 Cabinet ministers 12 ministers of state.

3.7.6(a): Table no. 19 Proportion of seats currently held by women Parliament and State Assembly

Source: Rajasthan vidhansabha website: <http://rajasthanassembly.nic.in/>

3.7.7 The proportion of women in the State administration at different levels has not been assessed but it is generally recognized that they are under-represented, particularly at higher managerial levels, and gender plays an important role in the allocation of roles and responsibilities.

3.7.7(a)- Table No. 20: Proportion of Women in Panchayati Raj Institutions (PRIs)

S. No	PRIs	Male	Female	Percent of women representatives	Total
1	ZP Pramukh	14	19	57.5	33
2	ZP Members	591	422	41.65	1013
3	Pradhan	114	134	54.0	248

S. No	House	Total number of Seats	Total number of Seats held by women	Proportion of Seats
1	Lok Sabha	25	1	4 %
2	Rajya Sabha	10	0	0
3	State Assembly	200	27	13.5 %
4	Member PS	2721	2552	48.3
5	Sarpanch GP	4347	4819	52.5
6	Ward Panchs	Not Available	Not Available	1,02,937
	Total			1,18,670

Note: 50% reservation for women at all levels

PRI Resources: <http://pri-resources.in/PRICB&T%20planning&%20delivery/Statepresentation/Rajasthan.pdf>

Data for women in Urban Local Bodies is not available.

3.8 Violence against women

3.8.1 Women have been subjected to violence within and outside homes, a reflection of the gender based discrimination they bear throughout their life cycle.. With social change and articulation of their identity, they have had to contend with newer and often more violent forms of subjugation. These types of violence range from physical and verbal abuse to incest to acid throwing, burning, sexual harassment, rape, kidnapping and abduction, forced prostitution, violation of reproductive rights to sex selective abortions to sexual violence against women at the workplace. It is a matter of concern that in spite of a women's policy and various Acts related to combat violence against women and programmes for women empowerment namely Women's Development Program in Rajasthan, the violence on women is continuously on the increase. Women who reject established norms or want to change discriminatory customs and tradition are even more vulnerable and have to bear with physical, mental, psychological and emotional violence. Often this type of violence enjoys societal sanction from the family and

the community and results in deprivation of liberty for thought and action. According to Crime Report Bureau in India, most cases (over 61 per cent) were related to cruelty perpetrated by husband and other relatives, followed closely by sexual offences. A much higher prevalence of emotional, physical and *sexual* violence may be summarised as a large proportion of cases are never reported.

3.8.2 The National Crime Records Bureau (NCRB) in the Ministry of Home, Govt. of India, has collated some vital statistics on reported cognizable crime against women in the state of Rajasthan during the year 2011. In their publication titled 'Crime in India, 2011' the NCRB has reported this situation in the chapter on 'Crimes against Women'. According to this report Rajasthan ranked ignominious fourth among States and Union Territories of the country in respect of percentage share of total crime against women. The total number of reported cognizable crime against women in this state was 19888 in the year 2011. In contrast to this situation of crime against women, it will be appropriate and interesting to note here the number of offenders lodged in the jails of Rajasthan for having committed breach of law. At the end of the year 2011, the total inmate population (male and female) in the jails of Rajasthan was 18104 out of which the number of women inmate was 650, amounting to 3.6 percent of the total number of prisoners. It is interesting to note that the number of offenses against women (19888) is significantly much larger than the number of women who have been convicted or are in Jail for having committed any crime.

3.8.3 According to State Statistics Crime provided by the Rajasthan Police on violence against women the situation is very serious.

3.8.3(a): Table No. 21 The comparison between year 2011 to 2013 shows major increase in cruelty (498A), rape, sexual assault and kidnapping.

Nature of Violence	Data for 2011	Data for 2013	2011-2013 % Increase/Decrease
Cruelty (498A)	12218	15094	+ 23.54
Rape	1800	3285	+82.50
Sexual Assault	2447	4829	+97.34
Kidnapping	2713	4047	+49.17
Dowry Death	514	453	-11.87
Abetment to dowry death			-9.60
Total increase			40.38 in all crime

3.8.4 Rajasthan has been a feudal State and patriarchal norms are very prevalent in society that is why the crime on women is also influenced by caste, class and religion. Some of the most glaring types are witch hunting (Dayan) Nata, Kukri, trafficking etc. The women who are more vulnerable and are increasingly becoming victims of sexual violence are the SC and ST women. The proportion of crime on them, is more than their proportion in society

3.8.5. Marital violence (physical and sexual violence) : The patriarchal culture and prevalence of practices, such as the system of dowry and ineffective application of the laws on inheritance contribute to widespread prevalence of marital violence. About 46.3 per cent of ever-married women in Rajasthan reported experiencing spousal violence in NFHS III. There was not much

difference among rural and urban women although the prevalence was lower but still significant among women with 10 years or more of education (20.4 per cent).⁵

A Population Council and UNFPA study found disturbingly high levels of physical and/or sexual violence among women within marriage, which continued even during pregnancy. According to a 2010 study by IIPS (Indian Institute of Population Sciences) and the Population Council cited in the paper, 18.4 per cent of married women in the 15-24 years age group in Rajasthan had experienced physical violence and 39.8 per cent had experienced sexual violence within their marriage.⁶ The paper found evidence of linkages between marital violence and various health-related complications, including pregnancy-related complications, sexual and reproductive tract infections, under-nutrition among women and their children, poor mental health, and last but not the least, poor health of their children.

In a recently published working paper by Aashish Gupta, Reporting and incidence of violence against women in India, September, 2014, Rice Institute for Compassionate Economics, it was found that there was pervasive under-reporting of physical and sexual violence. The estimates for reporting of violence was based on the crime data released by the NCRB. The estimates for incidence of violence are based on the survey data from the NFHS. Sexual violence by husbands is found to be much more common than sexual violence by men other than the survivor's husband. Most cases of violence against women are not reported to the police, and reported cases are only a tip of the iceberg of violence against women in Indian society. States with better gender indicators have lower incidence of violence and higher reporting. Rates of violence and under-reporting are still unacceptably high in all states.

His data for the State of Rajasthan in 2005, showed a very high trend in under reporting of sexual and other forms of violence. One of the key reasons of under reporting is the culture of silence that still prevails on the issue of violence against women, coupled with the culture of denial by society resulting in complete suppression of criminal and legal action on violence. One of the first reasons for lack of underreporting is also the denial by the police to lodge an FIR.

3.8.5(a) Table No. 22

	Sexual violence by husband	Physical violence by others	Physical violence by husband
Reported Violence	44.31%	17.74%	41.47
Estimated Reporting	0.33%	0.53%	2.94%

44.31 % women were subjected to sexual violence, however, only 0.33 % had actually reported about this violence. This underreporting is what does not let policy makers, police and Government actually take the issue seriously. What needs to be planned is the breaking of this culture of silence and denial by State and society on crimes against women.

⁵ NFHS III

⁶ Jejeebhoy, S. J., K. G. Santhya and R. Acharya. 2010. *Health and social consequences of marital violence: A synthesis of evidence from India*. New Delhi: Population Council and UNFPA. In the same study, 13.5 per cent of married men in the 15-29 years age group reported experiencing physical violence and 17.2 per cent reported sexual violence.

- 3.8.6 Domestic violence and marital violence are not confined to specific communities. Women of all ages face domestic violence, which could be either in their natal or in their marital home as well as in the homes of their sons and daughters. As per NFHS 3, about 21 per cent of Muslim women reported experiencing domestic violence and over 80 per cent of them identified husbands as the prime perpetrators. It has been noted that confusing interpretation and implementation of Muslim law renders Muslim women especially vulnerable to oral triple *talaq*. Off late in some districts, desertion of the wife by NRI husbands has become extremely rampant.
- 3.8.7 **Sexual abuse:** Rajasthan has also reported the highest prevalence of sexual assault during adolescence (15-18 years). According to the SCRB data, every fifth survivor of rape in 2010 was a girl below the age of 18 years.
- 3.8.8 **Increasing representation of Obscenity through the electronic and social media and increasing sexual violence against women:** The Government has failed to control various media houses especially the electronic media, when it comes to obscenity through visuals. There is no accepted ethics or code of conduct and structure for monitoring of these productions by media houses, with the result that there is violation of norms and acts related to women and also sensationalisation of crime against women.
- 3.8.9 **Increasing consumption of Liquor and violence against women:** While violence is a means of patriarchal control over women, so its existence, is due to the gender relationship that exists between women in the family, the society, the market and the State, however, it is exacerbated with the consumption of liquor by men. Women of all communities have led campaigns for the relocation and closure of liquor shops in their area. While there is no comprehensive Rajasthan data to show an increase of violence due to alcohol, however, all empirical studies of the Government of India and those done by academics show the link between increased violence on women and children after alcohol consumption.
- 3.8.9 **Legislative tool:** The central Government has passed various Acts to prevent violence against Women and Girls. Some of these are:
- Dowry prohibition act 1961 amended in 1984, 86
 - Commission of Sati Prevention Act 1987
 - Amendment in Indian Penal Code in Dowry death and cruelty related issues when two times were added i.e. 498A and 304B
 - Protection of Women from Domestic violence Act 2005
 - Protection of children from sexual offence Act 2012
 - Sexual harassment of women- Protection Prevention and Redressal Act 2013
 - Criminal Law amendment Act in 2013(IPC, CRP, Evidence Act & POCSO)
 - Prevention of Atrocities on SC & ST(1989)
 - Juvenile Justice Act 2000
 - The Preconception and Pre natal Diagnostic Technique Act, 1994(PC & PNDT)
 - Immoral Traffic Prevention Act 1956
- 3.8.10 The analysis of these acts show serious lapses in their implementation. Major drawbacks have been lack of
- Building Sensitivity and Capacity building of those who need to implement the law
 - Awareness generation of the masses of women, including young girls and women
 - Monitoring and evaluation mechanisms and structures.
 - Budgetary provision for infrastructure.

3.8.11 Mechanisms for combating violence against women: The state of Rajasthan has created several mechanism to combat violence, some of which are:
State level: Rajasthan State Women's Commission and the bi-monthly state level committee meeting with women's groups chaired by the Home Secretary, \

District level: Mahila Suraksha Evam Salah Kendra (MSSK) in every police district, , Zila Mahila Sahayata Samiti- chaired by the Zila Pramukh, Child Welfare Committees (CWC), Local Complaints committees at every district level under the Prevention of sexual harassment at work place law, Help lines at the district level.

City level: Help Lines at the city level including those set up at the State level, Aparajita: The One stop crisis centre in the city of Jaipur

Establishment level: Wherever there are more than ten workers whether in the Government and the private sector a complaints committee for the prevention of sexual harassment at work place is to be set up.

Thana level: Mahila Desks at each police stations.

Short Stay Homes: Are in a few district of the State.

The main drawback is the lack of co-ordination between the various agency running the mechanism and the nodal Department.

3.8.12 Firstly, the main issue is the registration of the state

3.9 Most vulnerable groups of women:

Women experience discrimination but certain groups of women experience compounded discrimination because of their marginalized social status and/or exclusion from their communities.

3.9.1 Women belonging to scheduled castes (SC): Comprising of 8.3 per cent of the total population and 17.8 per cent of the female population of Rajasthan (Census 2011), the SC women are among the most vulnerable as they bear the double burden of being women and belonging to lower castes. Almost 10% of the rapes that take place are of SCs in the State of Rajasthan. SCRB, 2013. The one population that really has to struggle to register their cases are the SCs. The denial of the right by the police to lodge an FIR is mostly seen of Dalit women, when it comes to the issue of Rape and other forms of sexual violence.

3.9.2 Women belonging to scheduled tribes (ST): Women belonging to the scheduled tribes comprise 6.6 per cent of the total population and 13.8 per cent of the female population of Rajasthan (Census 2011). Districts with sizeable tribal populations have shown a decline in sex ratio due to preference for sons and have also reported victimization of women through practices such as Nata and Dayan. Emergence of gender differentials in these communities, which allowed women a semblance of equality in the past, is indicated. Traditionally women contributed to the household economy by collecting non-timber forest produce and played a crucial role in forest protection but their livelihoods have been affected irretrievably as environmental laws and policies have restricted their entry to the protected forest areas. While

modernization alters their traditional habitats and lifestyles, they are also introduced to social evils from the mainstream.

- 3.9.3 **Muslim Women:** Muslims make up 8.5% of the population of the state. All women experience gender discrimination in different degrees but the vulnerability of Muslim women also stems from the socio-economic backwardness and marginalization of their community. In particular, they fare lower than the national average in key areas, including socio-economic status, occupational distribution/ labour force participation and education. The female literacy rate is 50.1% for the Muslim women of Rajasthan
- 3.9.4 **Women with Disabilities:** According to census of India, 2011 percentage of differently abled population in the country is 2.21. Of this 2.41% are males and 2.01% are females. The disabilities include visual and hearing, speech, movement, mental and multiple disabilities. Rajasthan state specific data could not be accessed.
- 3.9.5 **Single women:** Women who are not married or are widowed, separated or divorced, generally deemed to be single women, have been missing from the development agenda. They also include women who once lived in a marriage-like relationship with a man/partner. Single women are not a homogenous group and in specific instances may have greater agency than other women. But the stigma and superstitions (e.g. being termed "inauspicious", "of loose character", and "witches") and vulnerabilities associated with their single status renders them particularly vulnerable. Lack of or limited income and absence of social security and other entitlements forces them to depend on others for subsistence and protection. Never-married "older" women (age 35 and above) with few options and no social security provisions are an invisible category among women.
- 3.9.6 **Surrogate mothers:** With the introduction of surrogacy as a means of procreation by modern technology and India emerging as a medical tourism destination, women who rent their wombs have emerged as another category of vulnerable women. The surrogacy industry is still unregulated and the rights of surrogates have been articulated properly neither at the Centre nor at the state levels.
- 3.9.7 **Adolescent girls:** Characterized by restricted mobility, nutritional neglect, higher risk of dropping out of school, early marriage, and sexual violence, girls in their adolescence are a particularly vulnerable group in Rajasthan.
- 3.9.8 **Women affected by HIV and AIDS:** These groups of women are extremely vulnerable. Not only are they ostracized and thrown out of their homes, many a times their children are snatched and their rights stripped from the ancestral and husband's property. They also are without any employment and are completely impoverished that they cannot even access medicines, which are available for free, as transportation is a problem. Many of them are not even selected as a priority household for subsidized grains. The children too suffer a setback and drop out of schools. Many a times, discrimination of women and girls, continues even in homes run by Government and the NGO sector.
- 3.9.9 **Other vulnerable groups:** This group includes Elderly women, Women of nomadic communities, migrant women, women in prisons, Sex workers, Women bonded labourers. Special action should be planned for those groups.

An explicit commitment of the government for the protection of women through law and legal institutions is conspicuous by its absence in the "State Policy for Women" last adopted by the State of Rajasthan in the year 2000. Even in the Rajasthan State Policy for Girl Child, 2013, this important aspect finds only a running reference under sub-head 'Legislative Action' in Section 5 – "Implementation Strategy" without specifying the steps through which the protection of women could be effectively achieved by the state.

The incident of crime and violence against women is rampant, especially against the poor, deprived and marginalized classes. As stated earlier a large number of such cases go unreported. Social inhibitions and other gender prejudices obscurely but effectively prevent most of these women from asserting their rights and from openly challenging the atrocities committed on them by the rich and powerful. Despite state claims for free legal aid to violated women and those in conflict with law, there is an obvious lack of effective and competent legal aid and advice. Some sporadic attempt have been made here and there to create special cells for the reporting and recording of complaints against the perpetrators of atrocities against women but the apparent lack of coordination between various agencies of the criminal justice system has been rendered this attempt largely fruitless.

It is important to reiterate that there is a difference of more than 30 times between the number of women who report crimes against them, violation of their rights than those women who commit crime and violate other people's rights and land themselves in prison. (NCRB 2012). However, the latter women are many times more vulnerable as they are even abandoned by their families and are condemned in Jail.

4. Policy approach and core focus areas

4.1 The situational analysis of women in Rajasthan makes it amply evident that judged by any indicator -- sex ratio, health and nutrition, literacy and education, political participation, economic empowerment, social security and justice--the status of women is still low notwithstanding significant pro-active policy initiatives, programmes and schemes in the state. A vicious circle of poverty, patriarchy and lack of adequate awareness have resulted in exclusion of women from social, political and economic spheres. In addition, neo-liberal globalization driven economic scenario has presented new challenges for the realization of the goal of gender equality. Therefore, this is an opportune time to relook at the existing policy (including programmes/schemes) initiatives, as the major state efforts to reduce gender gaps have hitherto met only partial success.

4.2 Building on the previous initiatives (in particular, the previous state policy for women-2000), and in view of the newer challenges that have come up in the post policy phase, *the draft policy (2014) is informed by an inclusive empowerment perspective*, with the twin focus on the micro as well as the macro/ collective ethos. Resolving social exclusion of women is the central concern, social exclusion seen as a relational process, disempowering women sometimes as a consequence of socio- cultural customs, at others due to economic transformation. Making Inclusion central to the entire process of governance, **the Draft Policy will be founded on the following cornerstones:**

- An inclusive approach to foster gender equality- regardless of caste, class, age, identity, religion, ethnicity, region, disability, migratory status etc.
- Imaginative use of new technologies to change discriminatory social norms, and stereotypes and empower women to wield greater influence in society.
- Building partnership with human rights and gender rights activists to ensure co-ordinated efforts on the one hand and increase awareness among women on the other.
- Learning from successes and failures from past experiences and disseminating best practices on gender-responsive governance and
- Ensuring accountability of those at the helm of affairs.

4.3 Constitutionally and legally granted rights become empowering only when facilitating and enabling conditions are in place. Keeping this in view, the policy shall comprise the following **core focus areas:**

- **Building capabilities (and Human Capital):**
 - Education and vocational training
 - Health and Nutrition/Reproductive Health
- **Ensuring Economic opportunities:**
 - Land/property/inheritance
 - Equal pay for equal work
 - Non-discriminatory work place
 - Sexual exploitation free work place
- **Ensuring Political opportunities:**
 - 50 % representation in governance
 - Political participation
 - Decision making structures
- **Ensuring Security /Gender Safeguards:**
 - Protection against violence
 - Personal safety
 - Respect of autonomy, identity and physical integrity

1.3 **Broad Policy Strategies** will comprise the following:

- Gender mainstreaming
- Gender budgeting
- Gender responsive governance
- Comprehensive gender awareness campaign

5. Priority Issues that need immediate policy intervention:

5.1 *Issue of the survival of the girl child and adverse sex ratio:*

The state shall ensure that:

- All health service providers be appropriately oriented and trained for providing gender sensitive health services and be accountable for the implementation of the PCPNDT and MTP acts.
- Pre conception sex selection of the fetus and termination of the pregnancy based on sex selection be strictly prohibited. Offenders to be severely punished along with heavy fines.
- The use of reproductive technologies be rigorously monitored to prevent their use for sex-selection, sex determination and elimination of female fetus in tandem with the PCPNDT Act.
- Forming an inter departmental body at the State level led by the Chief Minister in order to challenge the all pervasive attitude of son preference.
- Ongoing Awareness campaign with all sections of society including adolescents, boys and girls regarding the value of girl child in society. Incentives be given to families which care for their girls.
- Laws against female infanticide be strictly implemented.

5.2 *Health care and wellbeing:*

The state shall ensure that:

- A holistic, gender equal and inclusive approach be promoted in the delivery of health services.
- An accessible primary health care with quality be in place.
- Free medicines and free diagnostics, along with free inpatient care be made available to women, as accessibility of health care for women in dependent on costs that need to be incurred.
- Provide women with access to quality and safe abortion services, including the management of complications arising from unsafe abortions and increase access to and use of effective and affordable methods of contraception, including by subsidizing them, in order to reduce the use of abortion as a method of family planning.
- Enable women to exercise informed choices in exercising their reproductive rights.
- Access to safe, affordable and effective methods of contraception/family planning methods.
- Women's traditional knowledge about health care and nutrition be recognized through documentation and its use be encouraged.
- The use of alternative systems of medicine be enhanced within the framework of overall infrastructure available for women.

- Violence against women must be considered as a health issue as it directly impacts women's physical, mental and emotional health.
- Mental health services for women need to be enhanced especially in the smaller towns.
- Health care of post-menopausal and elderly women
- Women participation be ensured in the planning, supervision and service delivery of the health system.
- Undertake a review of the reproductive health policies to make them more inclusive, with a view to increasing quality maternal health services in the states where they are lacking, removing conditions from maternal benefits; ensuring adequate funding to reproductive health services including provision of reproductive health information and education and their effective coverage of urban and rural areas;
- Adopt a policy for mandatory and accurate reporting of maternal deaths irrespective of whether the deaths occur in public or private health facilities, homes, or on the way to a health facility and establish a system for effectively monitoring the delivery of transparent health-care services

5.3 Food and Nutrition:

The State shall ensure the

- Widespread nutritional education including inputs related to food processing be disseminated to address the issues of intra-household imbalances in nutrition and balanced diet. Schemes and programmes promoting kitchen gardens be implemented.
- Attention is focused on meeting the nutritional needs of women at all stages of the life cycle.
- Cooked meals to women in pre and post natal periods and older women who are pushed into destitution be provided with two full meals, from the Anganwadi Centre.
- Food security to be ensured through the provisioning of a subsidized food basket that includes pulses, jaggery and edible oil (on lines of the current one for Sahariyas) along with cereals for marginalized women including Tribals, Dalits, single women and all other women who come under the category of vulnerable in the policy. The decision of declaring a community of women "*vulnerable*" should be given to District Collectors, so that there is no delay in ensuring availability of food.
- Immediate implementation of maternity benefits under the National Food Security Act, 2013.
- On a campaign basis provisioning of ration cards in the name of women as the head of the household, mandated in the NFSA, 2013.
- Revamping of ICDS on priority basis. Setting up of a quick system of payments in order to ensure that the take home rations provisioned in the scheme be prepared by local SHG groups
- All cooks in the Mid Day Meal be local women and cooking in schools be undertaken by local SHG women.

- Clean fuel in LPG should be ensured to each and every woman food processor beginning with single and other women headed households.
- Sanitation training and availability of soap from ration shops at subsidized rates be ensured.

5.4 Education and Training:

The state shall ensure:

- Equal access to educational opportunities of the standard of Kendriya Vidyalayas at a minimum, which be made available within a timeframe
- Free education up to graduation for all girls. Planning the location of schools and educational inputs for marginalized groups be carried out at micro level. Women teachers be mandated in schools, in order to build confidence for girls to access education.
- Quality education in all Government schools be a priority of the Education Department.
- Special measures to eliminate discrimination, universalize education, eradicate illiteracy and create a gender sensitive educational system.
- Concerted effort to increase enrollment and retention rates of girls in schools and strict implementation of Right to Education Act (2010).
- Reduction of gender gap in secondary and higher education.
- Fifty percent reservation in all the skill development programmes including state, PPP, and private Industrial Training Institutes and other institutions
- Integration of gender and social equity concerns in all the training programs including teacher training programs.
- Vocational and skill training with special focus on girls and women from marginalized and vulnerable sections like differently abled, tribal, dalit, minorities and other excluded groups
- Adequate and need based capacity creation of girls' hostels for education at all levels including hostels for those undergoing coaching/skills.

5.5 State shall also ensure Gender Friendly Agricultural Extension Services

Eighty percent rural women in Rajasthan work in agriculture sector. The current state-sponsored agricultural extension services do not cater to large body of women agricultural workers be they farmers or wage workers. Though of late there has been some attention to train women but the system largely remains gender-biased. The training reach is low, number of women extension workers is non-existent, training is geared towards reinforcing traditional activities that women perform and the focus seems to be more on new value additions rather than empowering women within the existing production process and so on. The important suggestions for extension services are:

Male Extension Workers Should be Trained to Meet the Specific Needs of Female Farmers

The gender division of labour by crop and task, although not static, means that female and male farmers often have different extension needs. Currently most extension services focus on crops

and activities controlled and performed by male farmers. Accordingly, it is important to make sure that the extension workers are trained in extension methods and communication skills suitable for female farmers and in tasks usually done by women.

Extension Services at the Doorstep

Keeping in view the fact that women have dual responsibility within and outside home, more training should be organized at the village level for their convenience. Extension agents also need to be equipped with adequate transportation so that they can travel to female farmers, because women are often unable to attend training outside their villages due to several social limitations.

Recruit and Train Female Extension Workers

In the present social set up wherein the seclusion process is deep rooted, it is necessary to have a separate cadre of women who can work with the women farmers. This cadre of women extension workers needs to be sensitized on all gender based discrimination so that they are empowered in themselves and give empowering messages in all their interactions with women.

Provide Extension Messages in the Simplest Way Possible

A thoughtful communication strategy is very important for effective communication. Given the fact that most of the workers are either illiterate or have minimal education, the extension messages must be delivered in the simplest terms possible. The training materials should be easily understood. The training material should also be carefully developed so that it does not reinforce the dominant gender ideology, rather establishes women's identity as independent and confident farmers.

Special Courses and Schemes

As a long term measure there is need for (i) specific courses on gender and agriculture/forestry/fishery for inclusion in graduate programmes. This should be included as a stream of specialization at the postgraduate level; (ii) a special schemes to include women agriculture graduates as extension workers. These women extension workers should further promote development of women workers in agriculture; (iii) promoting girls to study agriculture at school and college level.

5.6 Social Empowerment:

The state shall ensure that:

- Regressive social practices violating women's dignity and rights are strictly dealt with.
- Special measures be undertaken to address the menace of kangaroo courts run by the village, jati and *khap* panchayats including unconstitutional diktats relating to honour crimes and honour killings.
- Necessary steps are taken to loosen the hold of patriarchal control over women's lives.
- Efforts be directed towards developing scientific temper to curb irrational anti-gender practices based on blind faith (eg. the notions of *dayan*).
- Civil society initiatives in this arena be strongly supported and the culprits be severely punished.
- Innovative use of technology/media to educate society towards changing the mindset.
- Basic needs of women are addressed such as housing, shelter, safe drinking water and sanitation within accessible reach of households.

- Women's participation is ensured in the planning, delivery and maintenance of such services.
- Prohibition of establishments or individuals selling liquor near or within residential settlements (villages, mohallas, colonies etc.)
- Measures be taken to provide special assistance to disadvantaged groups and women in difficult circumstances, women in extreme poverty, destitute women, women in conflict situations, women affected by natural calamities, disabled women, mentally challenged women, single women in difficult circumstances, displaced women, deserted women, widowed women, migrant women, victims of violence, tribal women, women dwelling in slums, manual scavengers, women from minority sections and rural women.
- Media be motivated to specifically challenge the demeaning, degrading, negative and conventional stereotyping of women and encouraged to portray positive images consistent with human dignity of women.
- Collaborative partnership with civil society organizations and social activists to be encouraged.
- Strengthening all democratic practices and principles with all organizations and institutions that govern everyday life. (eg. family, courts)

5.7 Economic Empowerment:

The state shall ensure that:

- Such revision would be undertaken in the Rajasthan tenancy act and the land laws in order to guarantee equitable rights for women.
- Work place is non-discriminatory and sexual exploitation-free.
- Labor legislation and economic security be in place for women working in informal sector.
- Domestic Workers, 90 % of whom are women are also one of the most vulnerable workers in the informal sector, be registered and be provided with housing and other facilities, along with the employer be regulated for the implementation of the Minimum wages law.
- Micro credit facilities be expanded to both urban and rural poor women.
- Measures to make all benefits of training accessible to women in agriculture and allied sectors.
- Special protection be ensured for working women in night shifts including safe transportation and mobility services.
- Principle of "*same work-same wages*" be implemented strictly.
- Self Help Groups be strengthened by special concessions.
- Benefit of Insurance protection is extended to women in informal sector.
- Crèche facilities are made available at all work places and public places for children of working mothers including home based workers.

- Government schemes at all levels to provide respectable family pensions to unmarried girls and widows.
- All dependants of prisoners undergoing punishment for more than 7 years are provided facilities for professional education through government and semi-government institutions.
- Promotion of women enterprises are mandated in CSR (Corporate social responsibility) initiatives of private industries.
- Universal rural guarantee and urban guarantee schemes be formulated and implemented for the urban poor women.

5.8 Political Empowerment:

The state shall ensure:

- reforms related to electoral processes to ensure greater representation and substantive participation of women in politics such as 50% political participation of women at all levels.
- 50% representation and role in decision making bodies. Efforts be made to make political parties give more representation to women in their internal structure, reserve 50 percent of tickets for women in all elections and include women in party decision making bodies.
- Beyond numbers, a training policy for elected women representatives at local level be in place to improve their efficiency.
- The state women's commission be given greater authority and a more central role.
- Political participation must not be governed by conditionalities.
- Decentralization of power in all governance structures.
- In the functioning of democratic institutions, power be recast in favor of women giving them greater role in decision-making.
- Gender responsive governance be accepted as the central guiding principle of the process of recasting power.
- Urgent steps be taken to rectify the situation manifest in limited participation of women due to discrimination, lack of access to information, illiteracy, the double burden faced by women at work and at home, deeply etched inequalities, social stigmas, political barriers and limited efforts to equip elected women representatives with requisite skills.

5.9 Violence against women:

Since it is the primary responsibility of the state to control violence against women and to provide safety and security measures to all women, it is the state's responsibility to make all functionaries accountable, their monitoring transparent along with strict and quick action against defaulting officers.

State shall ensure the following measures:

- Counseling services be provided in all the educational Institutions, hospitals, police stations and any other institutions in need of such services.
- There be proper inter and intra coordination between each mechanism and between different mechanisms and departments.
- The nodal agency for each mechanism should be notified and regular and frequent meetings should be held to take into account the problems and also to find solutions. An overall performance report should be prepared, published and widely disseminated.
- Extending support to programmes and institutions like Mahila Desk, Mahila Suraksha evam Salah Kendras and Zila Mahila Sahayata Samitis, should be included as part of confidential report of various Government functionaries.
- Strengthening the women's desk as women and children's desk, with trained staff and equipped office. Apart from all helplines be made more effective and responsive and be hundred percent state financed, with three counsellors on duty.
- Strengthening the Helpline (181) for women in distress. It shall be made available in the entire state with the active support of NGOs/CBOs (where needed) and a state approved protocol shall be applied for operating them effectively. The helpline number shall be mandatorily displayed at railway stations, bus stops hospitals, police stations, entertainment centres, housing societies, and other public places.
- The Rajasthan State Commission for Women needs immediate strengthening, which would include an investigative authority, appropriate funding and independent status. An annual report of the commission must be presented to the State Assembly every year, which is mandated in the State law of the commission.
- In all monitoring mechanism, equal participation of Government organisations, Non Government Organisations and Civil Society Organisations should be ensured.
- Implement 33% women's recruitment in police and related departments at all levels..
- Strong measures be taken to eradicate all forms of violence against women – physical, mental and sexual violence at domestic or societal levels.
- Gender sensitive Institutions and mechanisms are in put place to prevent such violence including sexual harassment at work place. So that work place violence is dealt with stringently
- Safe transport facilities are available for all women during the day and night.
- Special emphasis on putting guidelines for safeguards in custodial public and private institutions housing women
- Awareness regarding all laws safeguarding the dignity and autonomy of women.
- Strong measures are taken to eradicate completely all forms of human trafficking and protect human rights of women forced into sex work and prostitution, rehabilitation with restoration of dignity should be provided as a sustainable option.
- Sex work and Prostitution should be decriminalized.

- Expansion and strengthening of measures to rehabilitate victims of violence. Counseling centers be established to help victims of violence.
- Collaboration with civil society for putting in place mechanisms for preventing, combating and redressal of all forms of violence against women.

5.10 Law and Justice:

- The state shall commit itself to the **protection, reparation and rehabilitation** of all women - the common law-abiding, those in conflict with law and those offended against- by invoking appropriate laws and through institutions of justice and law enforcement.
- The State shall ensure that the Criminal justice system is made more gender sensitive and responsive to women's needs especially in cases of domestic violence and personal assault.
- The state shall endeavor to review various laws relating to offences against women on order to make them (a) more deterrent and stringent for the potential offenders; (b) supportive, protective and simple to apply for women in general; and (c) less susceptible to misinterpretation and preventing misuse, with punishment commensurate to the crime.
- The state shall organize regular/periodic training and gender sensitization programmes for the functionaries of police, judiciary and other legal fraternity by bringing them all together at local, district and division levels and facilitate their interaction with women social organizations reputed for their service on gender issues.
- Setting up of fast track cases to try cases of violence against women will be timebound. It will also consist of setting up of dedicated courts and appointing appropriate number of prosecutors for the purpose. Guidelines shall be issued in respect of lodging of FIRs, making enquiries, conducting investigations and filing of charge-sheets with a view to avoid disaffection and delay at the vital initial state of proceedings in such cases.
- The State will facilitate that the Personal laws are reviewed by the communities themselves in a gender justice perspective. There be a provisioning of an optional code, whereby couples have the option of having the marriage under the particular religious code or a common code.
- Special Marriages registration be revised to prevent public display of names of those getting married or be sent to parents, as done by the Delhi Government.
- Promoting provisioning of alternative systems of redressal and justice within a constitutional and judicial framework.
- The government shall assume responsibility for providing protective environment in courts and a secure transit to and from jails to all women

involved in court cases. Witness protection will be assigned top priority both in law and in practice.

- Appropriate Institutions shall be assigned specific tasks for the envisaged reviews of laws relating to the protection of women's right under civil and criminal law and for framing protocol/ guidelines for victim and witness protection in all matters of gender discrimination and atrocities against women.
- The Government is committed to pay compensation to victim of domestic violence and sexual assaults and shall ensure their rehabilitation through the departments of Women Empowerment and Bal Adhikarita.
- In consultation with women's organizations and the administration of private entrepreneurs employing women in night shift the Police shall draw guidelines for the safety and security of women and girls so employed. Any violation of such guidelines shall be viewed seriously.

5.11 Environment:

The state shall ensure that:

- Safe and potable drinking water be available within reach of all households and institutions especially in rural areas.
- Adequate sanitation is provided within reach of households, especially in the rural areas and urban slums.
- Clean washroom facilities for women are available at all public places throughout the state.
- Measures are in place for adequate sewage disposal.
- Initiatives like social forestation are encouraged with greater women participation.
- Women's indigenous knowledge about ecology and environment be given due attention in environmental policy planning.
- Women's collectives be promoted by the government and other agencies to combat climate change
- Support to all environmental movements by women from local to social
- Food in the plate is safe and not contaminated with toxins or harmful genetic modification

All laws and policies that are detrimental to the implementation of objectives of this policy must be reviewed.

6. Gender Responsive Budgeting (GRB)

- 6.1 GRB is a tool for mainstreaming gender in the policy framework. The overall objective of the GRB process and the GBS is to improve the status of women and help them lead an equal and dignified life. The GRB and GBS should be able to inform the policy making and programme implantation, monitoring as well as auditing process in the government departments.

The government of Rajasthan produces Gender Budget Statement (GBS) with its annual budget on part of GRB in the state.

- 6.2 A review of GRB process has been conducted by a Committee of the earlier State Planning Board (SPB), which has made various recommendations⁷. There have also been other studies on the GRB process in Rajasthan (for example BARC, 2013⁸) and other states (NFI, 2013⁹).
- 6.3 The GRB process in the study can be improved further by taking following steps:
- **Applying GRB in Planning, Budgeting and Audits cycle:** The GRB should not be limited to promoting gender responsive investment. Entry points should be identified in the existing system of planning, budgeting and audits and they should be further revised to make them gender responsive (NFI, 2013).
 - **Structure of GBS:** In the current format of GRB, a column should be added that gives a qualitative analysis of the statistics collected and must provide major actionable points in gender action plan to facilitate planning. Another column should be added to indicate the assumptions on which the figures are calculated and schemes are categorized (RSPB, 2013). A scheme/ programme should be categorized as A/B/C/D as a whole and not in parts (Plan/ non-plan/ CSS). Also, Category B includes a large proportion i.e. 30-70% which should be made smaller for better analysis (BARC, 2013).
 - **Institutional mechanisms:** Department of Finance and Department of Women and Child Development should jointly steer the GRB (RSPB, 2013). Institutional mechanism for implementation of GRB like Gender Budget Cells/ committees, budget circulars and GBS should be made more effective by addressing methodological ambiguity and irregularities (NFI, 2013).
 - **Capacity Building:** A well- planned training module and systematic capacity building strategy needs to be developed (NFI, 2103). Professional training programme should be developed for the officials involved in Gender Budgeting process from Finance, WCD, Planning and Nodal officers of Gender Desk of various departments (RSPB, 2013).
 - **Monitoring:** Specified mechanism for monitoring, which is currently not present, should be developed and agencies looking after the overall implementation of GRB should also be specified (NFI, 2013). Comprehensive handbooks should be prepared and GBS should be shared on Public domain (RSPB, 2013).
- 6.4 The government will review the current GRB process in light of the report of the above mentioned SPB committee and other studies and improve the GRB process and quality of the GBS.

The subsequent sections are built on the principles that were developed for the Girl Child Policy 2013. Since the work on women and girls cannot be separated and need to be in tandem with each other, it was felt that we need to integrate and take forward the ideas developed for the Girl child policy in the policy for women. As such it is by and large the same in many places.

⁷ (RSPB) Rajasthan State Planning Board, Working Group Report on Gender Budgeting, 2013

⁸ BARC, A study of Gender Responsive Budget in Rajasthan, 2013

⁹ NFI (National Foundation for India), Assessing Gender Equality Investments: A Multi State Perspective, 2013

7. Implementation Strategies

- 7.1 **Social action:** The norms and collective behavior have fostered gender discrimination and contributed to the preference for sons and aversion to girls. For challenging these social norms and behavior and seeking lasting social changes, the Rajasthan State shall undertake vigorous and sustained advocacy by entering into strategic partnerships for engaging with communities, families, women and children.
- 7.2 **Legislative action:** To complement the process of social change, laws to safeguard the rights of girls and women need to be enacted and implemented effectively. The existing laws for prohibiting sex selection, child marriages and dowry, and protecting children and women from violence, abuse, exploitation and neglect will be enforced strictly. Priority will be accorded to identifying impediments to progress to enable appropriate legislative, policy and administrative reforms and capacity development of the stakeholders.
- 7.3 **Gender-sensitive services:** While social change and legislation institutionalize gender equality, development programmes need to ensure gender-sensitive essential services of good quality for achieving effective and efficient outcomes for the survival, development and protection of girls. The Rajasthan State shall ensure that the service delivery structures are sufficiently sensitized to the issues of gender and are participatory, responsive, transparent and accountable. Efforts will be made to bring about convergence among programmes for survival, development, protection and participation of women.
- 7.4 **Feedback to strengthen policy implementation:** State Government will make sustained efforts to create mandatory discussion forums for girls in the age group 10-14 years and 15 to 18 years, in schools and at the community level (through PRIs and Municipalities), which are to be coordinated by the gender cells at the district level. There will be an all out effort of strengthening the platforms that exist for women, including the SHGs, the mothers' committee, the village health committees. These platforms will be the spaces where the feedback on the policy will happen, systematically.

Biannual meetings of the Government agencies and civil society organizations with such discussion forums for girls and women are to act as the means of participation of women of Rajasthan in the implementation of this policy. The recommendations that emerge from this should then be used to inform policy makers and guide policy role out thereby bringing about a dynamic process of learning in order to move towards realizing the vision of this policy.
- 7.5 **Theme Based Communication and Advocacy and initiating Campaigns:** Communication and Advocacy is an integral part in bringing change in the mindset of the community to enhance the value of girl child. A multi-sectoral, multi-tiered advocacy and communication strategy will be implemented through a sustained state wide intervention reaching out to the entire cross section of stakeholders and target segments. The print, electronic and social media will be roped in to undertake a sustained and concerted campaign on addressing the issue of the declining sex ratio and the need to recognize the rights of the girl child and women.
- 7.6 **Nodal Agency for the Implementation of the policy:** At the district level an empowered committee under the district administration/ zila parishad will be constituted to oversee and review implementation of this policy. At the State level the Directorates of both Women's and Children' Empowerment will jointly formulate annual action plans and review the

implementation of the policy under the guidance of State Task Force, approved by the Chief Minister of the State.

8. Institutional arrangements for coordination, action and monitoring

8.1 Evolving a dynamic policy framework: This policy is essentially dynamic and progressive in nature as the environment within which it shall operate is ever changing. The policy and the state plan of action are programmatic, long term initiatives that also provide a framework to enable convergence of strategies, actions and achievement. The strategies and the interventions will be revisited, revised, reviewed and approved by the Chief Minister. This will be based on the monitoring of the situation of women and girls of all ages.

Heterogeneity in the composition of society results in different levels of vulnerability amongst women and calls for a range of nuanced interventions. Identification of particularly vulnerable sub-groups, (examples women and children with disabilities, girls/ women with parents in prison, affected by HIV/ AIDS, living in State or privately run institutions. Micro planning will be undertaken in order to ensure that no woman or girl wherever she be located in society is marginalized.

8.2 Horizontal and Vertical Coordination: As every sector has a role to play in the care protection and the empowerment of girls and women, it is important that concerted action plans across different departments and sectors, from the State to the Panchayat level be formulated. **Reviews would be undertaken with State Women's Commission for midcourse correction.**

8.2.1 Partnership with the civil society: It is envisaged that several organizations working at the community level and engaging with the State institutions shall contribute their strength in awareness building, advocacy and social mobilization, capacity development of the stakeholders, including girls, women and other members of local communities, developing the knowledge base, innovating good practices, and monitoring the situation.

8.2.2 Financing: This policy framework seeks to provide guidance on the critical interventions that need to be undertaken by various categories of duty bearers. It is expected that all duty bearers will generate and pool together the financial, human and technical resources required for the implementation of this policy framework and strategic action plan. The Government of Rajasthan will draw upon the resources made available by the 12th Five Year Plan to various government departments on dealing with the issues concerning girls and women. The available resources are for universal as well as targeted programmes and will be utilized for the implementation of relevant laws, existing schemes for women as well as households that are socio-economically disadvantaged. Tracking and monitoring the situation of women of all ages will be put in place.

8.2.3 Time-frame: This policy shall seek to achieve its goals and objectives in the short-term (up to three years), medium term (between three to five years) and long term (between five to 10 years).

9. State Action Plan

The State Action plan will be developed by a consultative process, which will begin from the Gram Sabha upwards. After consolidating the plans from the Panchayati Raj Institutions, the different departments of the State Government will put forward their action plans towards achieving a dynamic and evolving vision, for women and girls in the state. These action plans shall be reviewed by the State Task Force and approved by the Chief Minister by the State. The plans from the PRIs and the consolidated departmental action plans will together form the

State Action plans. Which will include Institutional Strengthening, programme and strategic intervention at levels including the community level.

Identified Gaps: Inadequate understanding of the various dimensions of the problem among government functionaries, ineffective monitoring and implementation of the various schemes and programmes, weak system of recording and a weak system of measurable results of the process of implementation of these programmes besides limited access to services by women/ girls, all contribute to the slow results. Yet another hindrance is the lack of clarity about the specific roles and responsibilities of the frontline functionaries, lack of synergy and motivation, and scheme and drivers not being sufficiently community or area specific along with few initiatives for socially and geographically disadvantaged women and girls. Inadequacies in the infrastructure technical, human and material resources, systemic shortcomings (e.g. non enforcement of legal provisions, inadequate guidelines and protocols. social acceptance of certain issues (e.g. child marriage, child labour), can be seen as key impediments to the efforts towards improving the status of women and girls.

- I. **Influencing Policy:** All measures shall be taken to ensure that the various acts are enforced strictly. Efforts shall be made to promote application of relevant provisions of laws. The emphasis shall be on ensuring that legal functionaries are well informed of the relevant provisions of the laws and apply them vigorously to punish the offenders and to serve as deterrent. For ensuring effective application of the existing laws, the State Crime Record Bureau (SCRB) and Superintendent and Superintendent of Police (SPs) shall also review the sections related to crimes against women and children specially the girl child, while monitoring the implementation of laws.
- II. **Institutional Strengthening:** Efforts shall be made to develop Special Standard Operating Procedures with clearly defined roles of various enforcement agencies. Mechanisms for monitoring suspected cases if there is neglect of the girl and women domestic abuse and violence shall be created and strengthened. The childline & women's helpline service shall be expanded and strengthened. Special homes/shelter for abandoned girls & women or those in need of protection, shall have mechanism for protection (including processes for complaints and redressal) and platforms for interaction. Recognising the crucial role of family in ensuring the well being of women of all ages, assistance shall be provided by leveraging resources from the flagship programmes. This will take into account that safety-nets for women need to be created for their housing, employment, health and education etc. The needs of single women headed households and other vulnerable groups of women will be prioritized.
- III. **Programme and strategic intervention.** Frontline functionaries shall be oriented on the ways and means of challenging societal biases against the girls and women and reducing gender differentials. Institutional deliveries, registration of all pregnancies, tracking of the well-being of the girl child till the age of one year, compulsory infant death audit, monitoring of gender wise disaggregated data for treatments availed, and girl child-focused Information Education Communication (IEC) shall be promoted for increasing the prospects of girl child survival. In addition to providing counseling on contraception, family planning, safe motherhood and gender issues, frontline workers shall contribute to a system of monitoring and tracking of all pregnancies, live births and still births. There shall be renewed focus on training of enforcement agencies, including the relevant Government departments, structures established and orientation on the best interest of the child. Mahila Gram Sabha members should be trained to mobilised to counter gender discrimination in all forms.

Life-skills education and innovations for empowering girls and women for self-protection, self ownership and leadership shall be promoted and supported. This shall entail engaging young girls on what constitutes good touch and bad touch and with older girls through information on ways of dealing with sexual harassment, pornographic material, cyber-crime, sexual abuse and exploitation, substance abuse, self defense and seeking help. All measures shall be taken to make such information widely available. The manner in which life-skill education is imparted has to be aligned to values of gender-sensitivity, rights and empowerment. The aim shall be to ensure negotiating skills and bargaining capacities vis-à-vis the patriarchal socio-economic and political order.

9.1 Government of Rajasthan: The State Government in collaboration with civil society organizations, including the NGOs, and development partners, will work towards strengthening the capacities of the families and providing essential services in the interests of the girl child. The important departments will be the

- i) Directorates for Women's and Children's Empowerment
- ii) Department of Medical, Health and Family Welfare:
- iii) Department of Education:
- iv) Department of Social Justice and Empowerment:
- v) Department of Home:
- vi) Department of Panchayati Raj and Rural Development
- vii) Urban Development, housing and Local Self Governing Institutions.
- viii) Food and Consumer Department
- ix) Agriculture and Revenue Department
- x) Department of Law and Justice
- xi) PHED
- xii) Forest and Environment Department
- xiii) Transport Department
- xiv) Industries Department
- xv) Planning Department
- xvi) Livelihood Mission

9.2 Panchayati Raj Institutions: As institutions of the state that are the closest to the communities, they will provide support to families through development interventions, including schemes targeting poor and marginalized households and girls, undertake activities that highlight gender differentials in different spheres, raise public awareness of the entitlements of girls and women, facilitate delivery of basic services, and social audits. The Gram Panchayats, in particular, shall monitor the coverage and quality of essential basic services for women and girls. It shall also facilitate engagement with communities to highlight the value of the girl child and dignity of the woman. In this process, they shall take the leadership in mobilizing communities on social issues concerning the girl child and motivate communities, households, women and girls.

9.3 Private sector: In view of its growing role as a provider of basic services, notably health and education, the private sector will be expected to conform to the provisions and ethical standards articulated by the existing national and state laws and policies, and contribute resources for interventions promoting the well-being and entitlements of girls and women.

9.4 Academia and research organizations: Pro-active engagement with the academia and research institutions shall be sought for developing the knowledge base on the situation of girls and women in different contexts, the factors that determine their well-being and entitlements, and effective ways of working.

9.5 Rajasthan State Commission for Protection of Child Rights (RCPCR): Besides functioning as a grievance redressal mechanism for children, the RCPCR will contribute to the implementation of this policy framework by systematically disseminating it widely, monitoring its implementation, conducting good quality researches and documentation on its various aspects, and serving as the conduit for Government and civil society dialogue and collaboration.

9.6 Rajasthan State Commission for Women (RSCW): Strengthening Women's Commission: One of the key agencies that would monitor the policy would be the State Women's Commission, since the primary role of the State Commission is to "examine and intervene into discriminatory practices adversely affecting women and "formulate comprehensive and affirmative schemes for securing equal opportunities for women along with devising programmes for implementing such schemes". As such the State Women's Commission needs to be strengthened. Sufficient Budgetary allocations need to be earmarked for the diverse roles which would include adequate and trained Human Resource personnel, well equipped office infrastructure with sufficient computers, telephones and its own vehicle among other requirements. A well-equipped Women's commission would facilitate efficiency in its work.

9.7 Families: As primary duty bearers and repositories of social values, they are expected to provide care, protection, nutrition, basic values and education, which are the critical inputs for the realization of girls' rights. Other duty bearers will seek ways of supporting them in the performance of their role and in challenging them where they fail to do so.

10. Monitoring and Evaluation

10.1 Annual state-level review: At the highest level, the State-level Monitoring Committee led by the Hon. Chief Minister of Rajasthan shall review of the progress in the implementation of the policy and strategic action plan every year.

This High Level Committee will comprise of the Ministers for Health, Women and Child Development, Education, Panchayati Raj and Rural Development and Home and all other relevant Departments, the Chairperson of the Rajasthan State Commission for Women, the Chief Secretary and the Principal Secretary and the Secretary of the Department of Women and Child Development

10.2 Quarterly sectoral review: The State Task Force for Care and Protection of Girls and women, constituted by the Government of Rajasthan and led by the Chief Secretary, shall monitor progress against verifiable indicators, review the impediments to departmental/sectoral progress, and accelerate action in districts, blocks and gram panchayats with the most adverse and/or very significant decline in the child sex ratio.

The State Task Force has among its members, the Additional Chief Secretaries and Principal Secretaries for the Departments of Panchayati Raj and Rural Development, Social Justice and Empowerment, Home, Finance, Medical, Health and Family Welfare, Women and Child Development, School and Sanskrit Education, Department of Public Relations, Member Secretaries of the Rajasthan State Commission for Women and the Rajasthan State Commission for Protection of Child Rights, representatives from districts (District Collectors), development partners, NGOs and the Indian Academy of Pediatrics (IAP) Federation of Gynaecologist Society of India. The Principal Secretaries of the appropriate Departments shall guide the implementation of departmental strategic action plans.

- a. **Monthly district-level review:** The District Collectors shall lead and coordinate action of all departments through district-level officials (DLOs). They shall also undertake monthly review of the progress.
- b. **Quarterly sectoral review:** The State Task Force for Care and Protection of Girls and women, constituted by the Government of Rajasthan and led by the Chief Secretary, shall monitor progress against verifiable indicators, review the impediments to departmental/sectoral progress, and accelerate action in districts, blocks and gram panchayats with the most adverse and/or very significant decline in the child sex ratio.

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Key Terms:

- **Gender:** A concept that refers to the social differences between women and men that have been learned are changeable over time and have wide variations both within and between cultures." Gender refers to the rules, norms and practices by which the biological differences between men and women, boys and girls, are interpreted so as to result in unequal assessments, possibilities and opportunities in life.
- **Gender equality:** "The concept that all human beings are free to develop their personal abilities and make choices without the limitations set by strict gender roles; that the different aspirations and needs of women and men are considered, valued and favoured equally."
- **Empowerment:** "The process of gaining access and developing one's capacities with a view to participating actively in shaping one's own life and that of one's community in economic, social and political terms."
- **Gender mainstreaming:** "Gender mainstreaming concerns planning, (re)organization, improvement, development and evaluation of policy processes so that a gender equality perspective is incorporated in all development policies, strategies and interventions, at all levels and at all stages by the actors normally involved therein."
- **Gender audit:** It is one aspect of gender mainstreaming. It means analyzing mainstream public policy, including legislation, regulations, allocations, taxation and social projects from the point of view of their effect on the status of women in a given society. Gender audits analyse the income and expenditure of governments from a gender perspective. The purpose of gender audits is to lead to changes in public policy that contribute to an increase in gender equality.

Drafting Committee

Draft State Policy for Women 2014

Drafting Committee

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