

MAHARASHTRA AT A GLANCE

Item	1960-61	1970-71	1980-81	1990-91	2000-02
1	2	3	4	5	6
Geographical Area — (Thousand Sq.Km)	306	308	308	308	308
Administrative Setup —					
Revenue Divisions	4	4	6	6	6
Districts	26	26	28	31	35
Tahsils	229	235	301	303	353
Inhabited villages	35851	35778	39354	40412	43,722@@
Uninhabited villages	3016	2883	2479	2613	N.A
Towns	226	289	307	336	378
Population as per Census — (In thousand)	1961	1971	1981	1991	2001
Total	39554	50412	62784	78937	96752
Males	20429	26116	32415	40826	50334
Females	19125	24296	30369	38111	46418
Rural	28391	34701	40791	48395	55732
Urban	11163	15711	21993	30542	41020
Scheduled Castes	2227	3177	4480	8758	N.A
Scheduled Tribes	2397	3841	5772	7318	N.A
Density population (Per Sq.Km)	129	164	204	257	314
Literacy rate (percentage)	35.1	45.8	57.1	64.9	77.3
Sex ratio (Females per thousand males)	936	930	937	934	922
Percentage of urban population	28.22	31.17	35.03	38.69	42.4
State Income — (At current prices)					
(As per 1993-94 series)					
State Income (Core Rs.)	1889	4738	16480	60143	2,41,877+
Primary Sector (Core Rs.)	649	1137	4104	13191	38,610+
Secondary Sector (Core Rs.)	486	1526	5531	19875	62,222+
Tertiary Sector (Core Rs.)	754	2075	6845	27077	1,41,045+
Per capita State income (Rs.)	484	957	2647	7696	24,736+
Agriculture — (Area in thousand hectares)					
Net area sown	17878	17668	18299	18565	17619
Gross cropped area	18823	18737	19642	21859	22381
Gross irrigated area	1220	1570	2415	3319	3667
Percentage of gross irrigated Area to gross cropped area	6.5	8.4	12.3	15.2	16.4

Item	1960-61	1970-71	1980-81	1990-91	2000-02
1	2	3	4	5	6
Area under principal crops — (in thousand hectares)					
Rice	1300	1352	1459	1597	1514
Wheat	907	812	1063	867	776
Jowar	6284	5703	6469	6300	5137
Bajri	1635	2039	1534	1940	1399
All cereals	10606	10320	10976	11136	9411
All pulses	2349	2566	2715	3257	3388
All foodgrains	12955	12886	13691	14393	12798

Provisional+Preliminary estimates

Including Un — Inhabited villages

ECONOMIC SURVEY OF MAHARASHTRA 2001-02
DIRECTORATE OF ECONOMIC & STATISTICS, PLANNING DEPARTMENT,
GOVERNMENT OF MAHARASHTRA, MUMBAI.

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Item	1960 - 61	1970 - 71	1980 - 81	1990 - 91	2000 - 02*
1	2	3	4	5	6
Sugarcane	155	204	319	536	664
Sugarcane harvested area	155	167	258	442	578
Cotton	2,500	2,750	2,550	2,721	3,105
Groundnut	1,083	904	665	864	429
Production of principal crops (in thousand tonns)					
Rice	1,369	1,662	2,315	2,344	2,651
Wheat	401	440	886	909	1,077
Jowar	4,224	1,557	4,409	5,929	3,910
Bajri	489	4,737	697	1,115	831
All cereals	6,755	4,737	8,647	10,740	9,305
All pulses	989	677	825	1,441	1,880
All foodgrains	7,744	5,414	9,472	12,181	11,185
Sugarcane	10,404	14,433	23,,706	38.154	45,140
Cotton (lint)	284	82	208	319	457
Groundnut	800	586	451	979	492
Index number of agricultural production @-	-	-	-	136.5	127.4
Agricultural Census		1970-71	1980-81	1985-86	1990-91
Number of operational holdings (in thousand)		4,951	6,863	8,101	9,470
Area of operational holdings (in thousand)		21,179	21,362	21,352	20,925
Average size of operational holdings (hectares)		4.28	3.11	2.64	2.21
Livestock Census	1961	1966	1978	1987	1997
Total livestock (in thousand)	26,048	25,449	29,642	34,255	39,638
Total poultry (in thousand)	10,577	9,902	18,791	24,839	35,392
Tractor	1,,428	3,274	12,917	34,529	79,893
Forest Area (sq. Km.)	63,544	62,311	64,222	63,798	61,935
Factories - @@	1960	1970	1980	1990	2001
Working Factories	8,010	9,803	15,170	23,410	28,324
Average daily employment (in thousand)	7466	952	1,177	11,663	1,201
Employment per lakh of population	1,886	2,031	11,,958	1,483	1,233

Item	1960 - 61	1970 - 71	1980 - 81	1990 - 91	2000 - 02*
1	2	3	4	5	6
Electricity — (Million KWH)					
Total generation	3,268	9,134	18,751	37,311	64,138
Total consumption	2,720	7,650	14,034	30,775	46,338
Industrial consumption	18,553	5,312	8,130	14,706	17,435
Agricultural consumption	15	356	1,723	6,604	8,730
Domestic consumption	260	732	1,779	5,065	11,901

Provisional

Base :- Triennial Average 1997-82=100

Covered under Factories Acts, 1948.

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Item	1960-61	1970-71 (June 1971)	1980-81 (June 1981)	1990-91 (June 1991)	2000-02* (June 2002)
Banking — (scheduled commercial)					
Banking offices	N.A.	1,471	3,627	5,591 (March 1991)	6,320 (March 1993)
Villages having banking offices	N.A.	450	1,355	2,749	2,414
Education —					2002-2003@@
Primary school	34,594	45,143	51,045	57,744	68,736
Enrolment (in thousand)	4,178	6,229	8,392	10,424	11,709
Secondary schools (incl. higher secondary)	2,468	5,339	6,119	9,972	16,647
Enrollment (in thousand)	858	1,936	3,309	5,704	10,094
Health —		1971	1981	1991	2001
Hospital	N. A.	299	530	768	1,102
Dispensaries	N. A.	1,372	1,776	1,896	1,544
Beds per lakh of population @	N. A.	88	114	144	106
					2000
Birth rate @ (**)	34.7	32.2	28.5	26.2	21
Death rate @ (**)	13.8	12.3	9.6	8.2	7.5
Infant mortality rate @ (+)	86	105	79	60	48
Transport —					
Railway route length (Kilometer)	5,056	5,226	5,233	5,434	5,459
					2001-2002
Total route length (Kilometer)+	39,241	63,364	1,441,131	1,72,965	2,22,600
Of which Surface	24,852	35,853	66,616	1,32,048	1,88,308
	100	312	805	2,641	7,506
Co - operation —					
Primary agricultural credit societies	21,400	20,420	18,577	19,565	20,674
Membership (in thousand)	2,170	3,794	5,416	7,942	10,340
total No. of Co-op. Societies	31,565	42,597	60,747	1,04,620	1,65,789
Total membership (in thousand)	4,191	8,581	14,783	26,903	43,939
Working capital (Rs. In core)	291	1,490	5,210	24,283	1,41,004

Item	1960-61	1970-71	1980-81	1990-91	2000-02*
Banking — (scheduled commercial)		(June 1971)	(June 1981)	(June 1991)	(June 2002)
Local bodies —					
Zilla Parishads	25	25	25	29	33
Gram Panchayats	21,636	22,300	24,281	25,827	27,832#
Panchayat Samities	295	296	296	298	349
Municipal Councils	219	221	220	228	224
Municipal Corporations	3	4	5	11	19
Cantonment Boards	7	7	7	7	7

Provisional

N. A. —Not applicable

As per Sample Registration Scheme.

Per thousand population.

Roads maintained by Z.P. and P.W.D. Including Nagar Panchayats

ECONOMIC SURVEY OF MAHARASHTRA 2001-02
DIRECTORATE OF ECONOMIC & STATISTICS, PLANNING DEPARTMENT,
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MAHARASHTRA – A SOCIO-ECONOMIC PROFILE

Maharashtra is the third largest state in India, in terms of area (308 sq. km.) and second in terms of population (9,67,52,247 as per the 2001 census). Only Uttar Pradesh has a larger population and Madhya Pradesh and Rajasthan have larger areas. The state is bounded by the Arabian sea in the west, and shares its boundaries with Gujarat in the north west, Madhya Pradesh to the north, Andhra Pradesh to the south east and Karnataka and Goa in the south.

The State of Maharashtra forms a huge irregular triangle with its base on the west coast of India, overlooking the Arabian sea. The coastal strip, about 720 km. long and not more than 80 km. wide, is the Konkan, dotted with paddy fields and coconut groves. The Sahyadris or the Western Ghats running almost parallel to the sea coast, flank the Konkan on the east. To the east of the Sahyadris, stretches a vast plateau, forming the apex of the triangle.

The plateau is drained by the great rivers, Godavari, Bhima and Krishna, which rise in the Sahyadris and flow eastward across the Indian peninsula, into the Bay of Bengal. The plateau is extremely fertile and provides excellent crops of cotton, oil seeds and sugarcane. The rainfall in the state varies considerably, the areas west of the Sahyadris like the districts of Thane, Raigad, Ratnagiri and Sindhudurg receive heavy rains. The areas which lie in the rain shadow of the Sahyadris, however, comprise the major portion of the state area and get an average rainfall of around 24-30 inches of rain annually and in some areas, less than 20 inches of rain. These areas include the districts of Nashik, Pune, Ahmednagar, Dhule, Jalgaon, Satara, Sangli, Solapur and parts of Kolhapur.

In 2002, the State received 86 per cent of the normal rainfall. Out of the 352 talukas in the State 95 talukas (27%) received above the normal rainfall (i.e. more than 100 per cent of the long-term average, 92 talukas (26.1 per cent received 81 to 100 per cent rainfall, whereas 165 talukas (46.9%) received deficient (less than 80%) rainfall. In these 165 talukas, 57 talukas were from Vidarbha, 53 from Central Maharashtra (Pune and Nashik Division), 28 from Konkan and 27 from Marathwada. Thus the overall picture of the rainfall received this monsoon was not satisfactory and has badly affected agricultural production in the State.

Agricultural production during 2002-03 may record the lowest production in the last decade. The food grain production in the State is expected to be only at 91. 4 lakh tonnes, less by about 18 per cent than that in 2001-02. The production of cotton (lint) is expected to be around 3.27 lakh tonnes, less by about 28 per cent than that during the previous year. The oilseeds production is expected to decrease by 12 per cent and would be 18. 6 lakh tonnes. The sugarcane production is expected to be around 370 lakh tonnes, less by about 18 per cent than that during the previous year.

The population density of Maharashtra has increased from 257 persons per km. in 1991 to 314 per km in 2001. The state has 6 divisions – Konkan, Pune, Nasik, Aurangabad, Nagpur, and Amravati– which are further divided into 35 districts. 46 per cent of the state population is concentrated in two divisions – Konkan and Pune – which form the most industrialized part of the state including Mumbai. According to the 2001 Census, the population density within the state ranges from 208 persons per km. in Nagpur division to 807 persons per km. in the Konkan division.

As far as social development is concerned, Maharashtra occupies the second position among the major states, next to Kerala, in terms of two key indicators – literacy and infant mortality. During the period 1961-2001, the literacy rate for males has increased from 49 per cent (among population age 5 years and above) to 86 per cent (among population age seven years and above). The female literacy rate has increased more than three-fold, from 20 per cent to 68 per cent during this period. In 2001, Maharashtra's overall literacy rate was 77 per cent, whereas for Kerala it was 91 per cent. In 1999, the infant mortality rate for Maharashtra was 48 deaths per 1000 live births, whereas for Kerala it was 14 deaths per 1000 live births.

According to the 1991 Census, 11 per cent of Maharashtra's population belonged to scheduled castes and 9 per cent belonged to scheduled tribes. From 1961-91, Maharashtra had the distinction of being the most urbanized state in India, but in 2001, Maharashtra (42% urban) lost this position to Tamil Nadu (44% urban). During the period 1961-2001, the urban population in the state increased from 28 per cent. During the period 1961-2001, the urban population in the state has increased from 28 per cent to 42 per cent of the total population. The number of cities with one million or more population in the state increased from four in 1991 to seven in 2001. According to 2001 census, 48.9 per cent of the population of Mumbai lives in slum areas.

The crude birth rate in Maharashtra declined from 32.2 births per 1000 population in 1971 to 22.1 in 1999. The crude death rate declined from 12.3 deaths per 1000 population in 1971 to 7.5 in 1999 and the infant mortality rate declined from 105 deaths per 1000 live births in 1971 to 48 in 1999. The expectation of life at birth in Maharashtra in 1996-2001 is estimated to be 65.3 years for males and 68.1 years for females (cited in National Family and Health Survey, India 1998-99).

Maharashtra is one of the most economically developed states in India. The per capita state income at current prices was Rs. 23,398 during 1999-2000. Among the 13 major states, in 1998-99, the per capita state income doubled from 1980-81 to 1996-97, from Rs. 2,435 to Rs. 4853. The annual growth rate of per capita state income was 3.8 per cent during the six years preceding 1999-2000.

Gross State Domestic Product

As per the advance estimates, Gross State Domestic Product (GSDP) of Maharashtra at constant (1993-94) prices is expected to grow at the rate of 4.0 per cent during 2002-03, as against growth of 6.8 per cent in the last year. The sectoral growth rates of GSDP are expected to be (-)9.1 per cent

in Primary Sector (agriculture and allied activities), 4.9 per cent in Sector (Service Sector). The GSDP of Maharashtra in 2001-02 at constant (1993-94) prices is estimated at Rs. 1,66,516 crore as against Rs. 1,55,875 crore in 2000-01. At current prices, GSDP in 2001-02 is estimated at Rs. 2,71,406 crore as against Rs. 2,38,875 crore in the previous year, showing an increase of 13.6 per cent.

State Income

The preliminary estimate of the State Income (i.e. Net State Domestic Product) of Maharashtra at current prices for the year 2001-02 was Rs. 2,41,877 crore and the per capital state income was Rs. 24,736. At constant (1993-94) prices, the State Income in 2001-02 was estimated at Rs. 1,47,359 crore and the per capital state income was Rs. 15,070.

Public Finance

The revenue deficit of the State Government increased from Rs. 55 crore in 1990-91 to Rs. 6,245 crore in 2001-02. During the same period, the total Government expenditure has increased from Rs. 10,432 crore in 1990-91 to Rs. 42,662 crore in 2001-02. The State Government debts have soared from Rs. 10,724 crore in 1990-91 to Rs. 61,123 crore at the end of 2001-02 and its percentage to GSDP has increased from 15.9 to 20.8 per cent during the same period. The interest burden of the State Government has also increased from Rs. 881 crore in 1990-91 to Rs. 6,284 crore in 2001-02 and its percentage to revenue receipts has increased from 10.1 to 20.2 per cent during the same period. The fiscal deficit of the State budget which was Rs. 1,781 crore in 1990-91 increased to Rs. 10,800 crore in 2001-02 and its percentage to GSDP which was 2.6 in the same period, increased to 4.0 per cent in 2001-02.

Livestock Production

During 2002-03, the milk production in the State is estimated at 62.4 lakh tonnes, which is 2.5 per cent more than the estimated production of 60.9 lakh tonnes the previous year. Similarly, the production of eggs, (estimated at 329 crore), showed an increase by 3.1 per cent, while meat production at 2.20 lakh tonnes showed an increase of more than 1.9 per cent for the same period.

During the year 2002-03, the average daily collection of milk by the Government and Co-operative Dairy in the State (excluding Brihanmumbai) would be 42.2 lakh litres, lower by 3.4 per cent than that of 43.7 lakh litres during 2001-02.

Fish Production

The potential fish catch from the marine area in the State has been estimated at 6.3 lakh tonnes per year. As against this, the production during 2001-02 was 4.14 lakh tonnes, 2.7 per cent more than that in 2000-01. The estimated inland fish catch in 2001-02 was 1.23 lakh tonnes, 0.4 per cent less than that during 2000-01. The approximate gross value of marine and inland fish catch taken together in the State as per current prices during 2001-02 was Rs. 1,266 crores.

Mineral Production

The potential mineral bearing area of the State is about 58 thousand sq. km. (i.e. about 19 per cent of the total geographical area of the State). Among the major minerals found in the State, the production of coal during the year 2001-02 was 30.8 million tonnes, 7.2 per cent more than that during the previous year. During the same period, the production of bauxite increased by 5.0 per cent to 10.8 lakh tonnes. the total value of minerals extracted in the state during 2001-02 was at Rs. 2,402 crore, in which the share of coal was about 94 per cent (Rs. 2,254 crore).

Industrial Relations

The number of work stoppages in factories due to strikes and lockouts during 2002 was 43 and was lower than that of 51 during 2001. Similarly, the number of man-days lost due to work stoppages including continuing work stoppages was 41. 79 lakh man days during 2002 which was lower as compared to 52. 31 lakh man-days during 2001.

Maharashtra's Information Technology Policy

Citizen facility centres under the name SETU (under the SETU project, 83 often required certificates are issued to the public as per demand) have already been set up in seven districts and the government has decided to set up such centres in all remaining districts and taluka places in the State. The State government is developing public IT parks in the different areas of the State.

New Investment Proposals

Of the total investment proposed in the country since liberalization upto December 2002, Maharashtra with an investment of Rs. 2, 34,335 crore for 10,448 projects and employment of 18.25 lakh accounts for about 20 per cent share in both investment and employment. Out of these, 4, 767 projects involving an investment of Rs. 64,945 crore have already started their production and 4.21 lakh employment is actually generated.

Transport and Communications

The total road length in the State by the end of March 2002 was 2. 66 lakh km. The total length of railway routes in the State during the same period was 5,459 km., which was 8.6 per cent in the country. The total number of motor vehicles on road in the State as on 1 January 2003 was 79.29 lakhs. The number of Post Offices in the State at the end of March 2002 was 12,8333, of which 11,355 were in rural areas and 1,478 in urban areas. There were 60.74 lakh telephone connections in the State as on 31 March 2002.

Population

As per the population census 2001, Maharashtra's population of 9.67 crores is 9.4 per cent of the total population (102.7 crore) of India. The percentage of urban population in the State was 42.4

per cent; it is the most urbanized state in the country after Tamilnadu (43.9%). The sex ratio in the State declined from 934 in 1991 to an all time low of 922 in 2001. The density of population of the State is 314 persons per sq. km. The projected population of the State as on 1 March 2003 is about 10.09 crores.

Poverty

As per the National Sample Survey (NSS) data on the 55th round (July 1999-June 2000), about a quarter of the population (25.02%) of the population in the State was below the poverty line. the incidence of poverty in urban area (26.81) was more than that of rural area (23.72%) of the State.

Employment

There is a continuous decline trend in factory employment in the last few years. According to factory employment statistics, the average daily factory employment in the State at the end of December 2001 was 12 lakhs, which was 1.6 per cent less than that at the end of December, 2000.

As per the data collected under Employment Market Programme (EMI), the total number of employment s on 31 March 2002 in both public and private sectors was 36.35 lakhs as against 36.95 lakhs reported during the previous year.

During 2002-03, employment provide under the Employment Guarantee Scheme (EGS) for the period April-December 2002 was 12.22 crore man days as against 11.16 crore man days provided during the corresponding period of the previous year. In addition to this, under Sampoorna Gamin Rojgar Yojana employment of 2.34 crore man days was provided during the current year for the period April to December, 2002.

During 2002-03, from April to December, 2002, the number of persons newly registered in Employment and Self Employment Guidance Centres was 5.08 lakhs as compared with 5.24 lakhs in the corresponding period of 2001-02. The actual placements effected during 2002-03 from April to December, 2002 were seven thousand against nine thousand placements effected during the corresponding period of the previous year. During the current year, the number of persons on live register of Employment and Self-Employment Guidance Centres as at the end of December 2002 was 42.03 lakh as compared to 44. 2 lakhs at the end of December, 2001.

Education

During the current year, there are 68,736 primary, 16, 019 secondary and 3, 903 higher secondary schools in the State. The number of enrolments in primary, secondary and higher secondary schools in the State during 2002-03 were 117.09 lakhs and 16.97 lakhs respectively. the literacy rate of population aged seven years and above was 77.3 per cent in 2001. Among the major states in India, Maharashtra ranked second in respect to literacy rate after Kerala (90.9%).

Capital Market

During the current year, up to 31 January 2003. During the current year, up to 31 January 2003, in the entire country Rs. 951 crores were raised through Initial Public Offer from 4 companies, of which Maharashtra accounted for half of the share (Rs. 466.08 crore from 2 companies). During 2001-02, the stock exchanges from Maharashtra had a turnover of Rs. 8,21,789 crores, i.e. about 92 per cent of the total turnover at all the stock exchanges in the country.

In the 58th round of the National Sample Survey (July-December 2002), data on village facilities, particulars of slum, disabled persons, housing conditions and household consumer expenditure was collected from 292 villages and 630 urban blocks. In the survey, data on housing conditions was collected from 3,430 rural and 7,528 urban households. About 93 per cent rural and 68 per cent urban households were living in the owned dwelling units. About 50 per cent rural and 95 per cent urban households were living in the owned dwelling units. About 50 per cent rural and 95 per cent urban households reported of having the major source of drinking water as tap. Separate bathroom facility was not available to about 59 per cent rural and 35 per cent urban households. Latrine facility was not available to about 86 per cent rural and 14 per cent urban households.

(Source: *Economic Survey of Maharashtra 2002-03*, Directorate of Economics & Statistics, Planning Department, Government of Maharashtra, Mumbai.)

DEMOGRAPHIC PROFILE OF MAHARASHTRA

As per the Population Census of 2001 Maharashtra's population was 9.67 crore, which was 9.4 per cent of the total population (102.70 crore) of India. Maharashtra is the second largest state in India in respect to population after Uttar Pradesh. During the decade, 1991-2001, there was an addition of 1.78 core persons in the state. This addition is equivalent to the entire population of Australia. On the basis of present growth rate, Maharashtra might have crossed 100-million mark of the population in the month of September 2002. The projected population of the state as on 1st March 2003 is about 10.9 crore.

During the decade 1991-2001 the population of the state increased by 22.6 per cent. The corresponding growth during the earlier decade was 25.7 per cent. The decadal growth rate in 1991-2001 was less by 3.1 per cent point. The decadal population growth rate of the state during the six decades has been higher than that of India except for the decade 1971-81. The population growth in the state during 1991-2001 is mostly on account of high population growth in Thane (54.9 per cent), Aurangabad (31.9 per cent) and Pune (30.6 per cent) districts. The average annual exponential growth rate of the population in Maharashtra during 1991-2001 is 2.6 per cent which is higher than that of corresponding growth of India (1.95 per cent) As per the census results four major southern states viz. Andhra Pradesh (13.86 per cent), Karnataka (17.25 per cent), Kerala (9.42 per cent) and Tamil Nadu (11.19 per cent) have recorded the decennial growth rate of population below the national average (21.4 per cent). In-migration is one of the main reasons for higher population growth rate in the state. Migration figures for 2001 population census are so far not available.

Table 1
Decadal Population Growth Rates : Maharashtra and India

1961-71		1971-81		1981-91		1991-2001	
Maharashtra/India		Maharashtra/India		Maharashtra/India		Maharashtra/India	
27.45	24.80	24.54	25	25.73	23.85	22.57	21.35

(Percentage growth rate)

However one can estimate net migration to the state by using difference between actual and natural growth rate of the population in the state. The natural growth of the population of the state considering the difference between Crude Birth Rate (CBR) and Crude Death Rate (CDR) from the Sample Registration Scheme (SRS) for the period 1991-2000 works out to 1.7 per cent per annum

indicating about 4 lakh net migrant in the state per year during 1991-2001. From this it appears that migration constitutes about 23 per cent in population growth of the state during 1991-2001. In other words, for every five persons added to the population, during the decade one was due to migration.

As life expectancy at birth is increasing the population of aged person (60+) is bound to increase. The age group wise distribution of the population based on population Census 2001 is not yet available. However from the earlier census data indicates that the proportion of aged persons (60+) in the state increase from 5.2 per cent in 1961 to 6.9 per cent in 1991. This proportion is likely to increase further in 2001 resulting in increasing dependant population and reduction in workforce. Such situation needs to formulate in advance the policy to take care of aged persons.

The SRS findings suggest that the gross reproduction rate of the state is 1.3 for the year 1998. This is less than that of all India gross reproduction rate of 1.5. For stabilization of the population the state has to achieve net reproduction rate of 'one.' The state will have to take rigorous efforts in the direction. To achieve this target, the state will have to take the following measures:

- 1) Reducing infant mortality rates particularly of neo natal children (children less than one month of age)
- 2) Raising the age of marriage not only by strict implementation of laws but also by education and counselling activities to change people's attitude.
- 3) Promoting of spacing methods and other family planning methods among young couples to reduce incidence of fertility.
- 4) Making efforts for acceptance of sterilization after one or two children.
- 5) Projecting positive image of a girl to reduce son preference and prevent sex selective illegal abortion by strengthening education and counselling and NGO efforts
- 6) Promoting one child norm
- 7) Making efforts to improve coverage and utilization of antenatal services and promotion of deliveries attended by health professionals
- 8) Using electronic media for improving exposure to family planning messages
- 9) Some of the important features of the population of India and the state is given in Table 2

Population Density

As per population census 2001, the density of the population (No. of persons per sq. km) of the state (314) is almost equal to that of India (312). As per 1991 population census, the density of the state was 257. During the decade 1991-2001 there was an addition of 57 persons per sq. km.

Table 2
Population Statistics as per the 2001 Population Census

Item	Maharashtra	India
1	2	3
Population (in crores)		
Total Persons	9.67	102.70
Male	5.03	53.13
Female	4.64	49.57
Rural Persons	5.57	74.17
Male	2.85	38.12
Female	2.72	36.05
Urban Persons	4.10	28.53
Male	2.19	15.01
Female	1.91	13.52
Decadal percentage Growth (1991-2001)	22.6	21.4
Percentage of urban population	42.4	27.8
Sex ratio (Females per 000' males)	922	933
Area in (Lakh Sq. km)	3.08	32.87
Population Density (per sq. km)	314	312
Literacy percentage (for population of 7 years and above)	77.3	65.4

Urban Population

According to 2001 Population Census, 42.4 per cent (4.10 core) of the state 's population was in urban areas as against 27.8 per cent (28.53 core) at All-India Level. Thus the proportion of urban population in the state is substantially higher than that of India. The proportion of urban population in the state increased from 38.7 per cent in 1991 to 42.4 per cent in 2001. In respect of the proportion of the urban population , the state stands second amongst the major states after Tamil Nadu (43.9 per cent). Out of the total urban population about half of the urban population in the state is concentrated in only 7 cities namely Brihanmumbai, Pune, Nagpur, Thane, Kalyan-Dombivalli, Nasik and Pimpri Chinchwad. Brihanmumbai alone accounts for about one third of the urban populaton of the state and about 12.3 per cent of the total populaion of the state. Among the first 15 most populous urban agglomerations, in India, three are from Maharashtra namely, Brihanmumbai (ranks first), Pune (ranks eighth) and Nagpur (ranks thirteen).

Rural Population

As per the population census 2001, the rural population (5.57 crore) of the state was 57.6 per cent of the total (9.67) crore population. During the decade 1991-2001 the increase in rural population in the state was 15.1 per cent which was less than the corresponding increase (18.0 per cent) for all India. The percentage increase in rural population in the state in 1991-2001 was 15.1 per cent which was less than the corresponding increase (18.0 per cent) for all India. The percentage increase of rural population in the state in 1991-2001 decade was slightly lower than that in the earlier decade 1981-91 (18.6 cent) During the decade 1991-2001, the total no of villages including uninhabited in the state increased from 43, 025 to 43,722.

Sex Ratio

The census 2001 results revealed that in Maharashtra State Sex ratio, female per thousand males declined from 934 in 1991 to an all time low of 922 in 2001. This decline hurts in the context of an improvement at the national level and is a cause of concern.

Major States that Have Sex Ratio Higher than Maharashtra (Female per 000'males)

Kerala	1058
Tamil Nadu	986
Andhra Pradesh	978
Orissa	972
Karnataka	964
W. Bengal	934
Assam	932
Maharashtra	922

Sex Ratio (age group 0-6 years)

The Population Census 2001 results reveal that the sex ratio in the state for the age group 0-6 has declined to 917 from 946 in 1991. This contrasts with the trend in Kerala where there is an improvement in the sex ratio from 958 in 1991 to 963 in 2001. At 917, the sex ratio in Maharashtra for children in the age group of 0-6 years is below that of the national figures, which is at 927. The reason for this may be attributed to the deeply entrenched son preference in Maharashtra. This results in the selective abortion of female children and in the neglect of female children in this age group

Literacy

On the positive side the census literacy figures suggest a remarkable growth in literacy, when compared to the other major states in the country. The literacy rate for the population above seven

years of age has increased from 64.9 per cent in 1991 to 77.3 per cent in 2001. This rise of 12 .4 percentage points was the maximum rise during the last four decades. Maharashtra has always remained above the national average with regard to education. The all India literacy rate for the year 2001 was 65.4 per cent.

Literacy Rates (2001)

All India	65.4
Kerala	90.9
Maharashtra	77.3
Tamil Nadu	73.5
Gujarat	69.9
Punjab	69.9
Karnataka	67.4
Madhya Pradesh	64.1
Andhra Pradesh	61.1

Among the major states in India, Maharashtra ranked second in respect to literacy rate after Kerala (90.9). The literacy rates for males and females in the rural and urban areas for 2001 census are given below:

Area-wise Literacy Rate of Maharashtra (Census 2001)

(in per cent)

Area	Persons	Male	Female
(1)	(2)	(3)	(4)
Total	77.3	86.3	67.5
Rural	70.8	82.2	59.1
Urban	85.8	91.4	79.3

Though the state has registered impressive growth in literacy during the decade 1991-2001, about 2.09 crore persons are still illiterate in the state. Of which about 69 percent are females.

Birth Rate and Death Rate of Infants

The birth rates, death rates and infant mortality rates based on sample registration scheme for the period 1971-2000 were 21.0, 7.5 and 48.0 respectively. These rates were less than that for India which were 25.8, 8.5 and 68.0 respectively.

New Population Policy

Maharashtra state is always on the forefront in implementing various national programmes. The state is implementing various family welfare programmes, which have resulted in declining in crude birth rate, crude death rate and infant mortality rate. The state government has also implemented family planning programme effectively. In spite of this the population of the state has multiplied by 2.5 times between 1961 and 2001. As a population control measure, the state government has declared its population policy in May 2001. The goals set in the new population policy are given below:

- Total Fertility Rate from 2.7 in 1997 to 2.1 in 2004 and 1.8 in 2010.
- Crude Birth Rate from 22.5 in 1998 to 18 in 2004 and 15 in 2010.
- Crude Death Rate from 7.7 in 1998 to 6.4 in 2004 and 5 in 2010.
- Infant Mortality Rate from 49 in 1998 to 25 in 2004 and 15 in 2010.
- Neonatal Mortality Rate from 33 in 1996 to 20 in 2004 and 10 in 2010.
- Maternal Mortality Rate from 310 in 1998 to 150 in 2004 and below in 2016.

When announcing the New Population Policy on May 9, 2001, the Government of Maharashtra put to the fore the reasons why the Policy was formulated. In 60 years from 1901, the population of areas that now constitute Maharashtra had doubled. But in 30 years since 1961, it had doubled again. Of the several reasons, the main was marriage of girls at an early age and preference for the male child.

The Policy stressed the need to vigorously implement the existing law under:

- The Child Marriage Restraint Act, 1978
- The Pre-natal Sex Determination Act, 1994
- Registration of Births and Deaths Act, 1969
- Energetic activation of the Women's Policy
- Provision of free education of girls

(Human Development Report, Maharashtra, 2002, GOM)

Statement – 1
Ranking of districts by population size in 1991 and 2001

Rank in 2001	District	Population 2001	Percent to total population of the state 2001	Population 1991	Percent to total population of the State 1991	Rank in 1991
1	2	3	4	5	6	7
1	Mumbai (Suburb)	8587561	83.88	6751002	8.55	1
2	Thane	8128833	8.40	5249126	6.65	3
3	Pune	7224224	7.47	5532532	7.01	2
4	Nashik	4987923	5.16	3851352	4.88	4
5	Ahmadnagar	4088077	4.23	3372935	4.27	5
6	Nagpur	4051444	4.19	3287139	4.16	6
7	Solapur	3855383	3.98	3231057	4.09	7
8	Jalgaon	3679936	3.80	3187634	4.04	8
9	Kolhapur	3515413	3.63	2989507	3.79	10
10	Mumbai	3326837	3.44	3174889	4.02	9
11	Aurangabad	2920548	3.02	2213779	2.80	13
12	Nanded	2868158	2.96	2330374	2.95	12
13	Satara	2796906	2.89	2451372	3.11	11
14	Amravati	2606063	2.69	2200057	2.79	15
15	Sangli	2581835	2.67	2209488	2.80	14
16	Yavatmal	2460482	2.54	2077144	2.63	16
17	Buldana	2226328	2.30	1886299	2.39	17
18	Raigarh	2205972	2.28	1824816	2.31	18
19	Bid	2159841	2.23	1822072	2.31	19
20	Latur	2078237	2.15	1676641	2.12	21
21	Chandrapur	2077909	2.15	1771994	2.24	20
22	Dhule	1708993	1.77	1473170	1.87	23
23	Ratnagiri	1696482	1.75	1544057	1.96	22
24	Akola	1629305	1.68	1351959	1.71	25
25	Jalna	1612357	1.67	1364425	1.73	24
26	Parbhani	1491109	1.54	1293104	1.64	26

Rank in 2001	District	Population 2001	Percent total population of the state 2001	Population 1991	Percent total population of the State 1991	Rank in 1991
1	2	3	4	5	6	7
27	Osmanabad	1472256	1.52	1276327	1.62	27
28	Nandurbar	1309135	1.35	1062545	1.35	30
29	Wardha	1230640	1.27	1067357	1.35	39
30	Gondiya	1200151	1.24	1086221	1.38	28
31	Bhandara	1135838	1.17	1021408	1.29	31
32	Washim	1019725	1.05	862312	1.09	32
33	Hingoli	986717	1.02	823931	1.04	34
34	Gadchiroli	969960	1.00	787010	1.00	35
35	Sindhudurg	861672	0.89	832152	1.05	33

Statement – 2
Ranking of Districts by Sex-ratio

Rank in 2001	District	Sex-ratio (Number of females per 1000 males)		Rank in 1991
		2001	1991	
1	2	3	4	5
1	Ratnagiri	1135	1205	1
2	Sindhudurg	1077	1137	2
3	Gondiya	1005	994	5
4	Satara	995	1029	3
5	Bhandara	982	980	6
6	Gadchiroli	976	976	7
7	Nandurbar	975	975	8
8	Raigarh	975	1010	4
9	Chandrapur	961	948	17
10	Sangli	957	958	11
11	Parbhani	957	955	12
12	Hingoli	953	951	15
13	Jalna	952	958	10

Rank in 2001	District	Sex-ratio (Number of females per 1000 males)		Rank in 1991
		2001	1991	
1	2	3	4	5
14	Kolhapur	949	961	9
15	Buldana	946	953	13
16	Dhule	945	945	19
17	Nanded	943	945	20
18	Yavatmal	942	951	14
19	Ahmadnagar	941	949	16
20	Amravati	940	936	27
21	Washim	939	946	18
22	Akola	938	934	28
23	Solapur	937	934	29
24	Wardha	936	939	25
25	Latur	934	942	22
26	Nagpur	933	922	31
27	Jalgaon	932	940	23
28	Osmanabad	930	937	26
29	Bid	927	944	21
30	Nashik	924	940	24
31	Aurangabad	919	922	32
32	Pune	917	933	30
33	Thane	857	879	33
34	Mumbai (Suburb)	826	831	34
35	Mumbai	774	791	35

Statement – 3
Ranking of Districts by Population Density

Rank in 2001	District	Population density		Rank in 1991
		2001	1991	
1	2	3	4	5
1	Mumbai	21190	20222	1
2	Mumbai (Suburb)	19255	15137	2
3	Thane	850	549	3
4	Pune	462	354	5
5	Kolhapur	457	389	4
6	Nagpur	413	332	6
7	Nashik	321	248	12
8	Jalgaon	313	271	7
9	Raigarh	308	255	9
10	Sangli	301	258	8
11	Akola	300	249	11
12	Bhandara	292	250	10
13	Latur	290	234	13
14	Aurangabad	289	219	16
15	Nanded	272	221	15
16	Satara	267	234	14
17	Nandurbar	260	211	18
18	Solapur	259	217	17
19	Ahmadnagar	240	198	20
20	Buldana	230	195	22
21	Parbhani	229	197	21
22	Gondiya	221	209	19
23	Hingoli	218	185	24
24	Amravati	213	180	26
25	Dhule	212	183	25
26	Jalna	209	177	27
27	Ratnagiri	207	188	23

Rank in 2001	District	Population density		Rank in 1991
		2001	1991	
1	2	3	4	5
28	Bid	202	170	28
29	Washim	198	167	31
30	Wardha	195	169	29
31	Osmanabad	195	169	30
32	Chandrapur	182	155	33
33	Yavatmal	181	153	34
34	Sindhurdurg	165	160	32
35	Gadchiroli	67	55	35

Statement – 4
Literacy Rates by Sex for State and Districts

Sl. No.	State/District	Literacy rates*					
		Persons		Males		Females	
		1991	2001	1991	2001	1991	2001
1	2	3	4	5	6	7	8
	Maharashtra	64.87	77.27	76.56	86.27	52.32	67.51
1	Nandurbar	51.12	56.06	63.14	66.32	38.78	45.55
2	Dhule	51.30	72.08	63.13	81.90	38.78	61.76
3	Jalgaon	64.30	76.06	77.46	86.53	50.34	64.95
4	Buldana	61.69	76.14	76.53	87.17	46.13	64.55
5	Akola	65.86	81.77	77.63	89.22	53.28	73.82
6	Washim	65.79	74.03	77.63	86.01	53.28	61.32
7	Amravati	70.06	82.96	78.40	89.28	61.13	76.21
8	Wardha	69.95	80.50	78.33	87.70	61.20	72.80
9	Nagpur	73.64	84.18	81.79	90.25	64.74	77.65
10	Bhandara	64.74	78.68	78.81	89.11	50.44	68.11
11	Gondiya	64.64	78.65	78.82	89.54	50.44	67.89
12	Gadchiroli	42.89	60.29	56.56	69.72	28.87	50.64
13	Chandrapur	59.41	73.07	71.30	83.19	46.81	62.56

Sl. No.	State/District	Literacy rates*					
		Persons		Males		Females	
		1991	2001	1991	2001	1991	2001
1	2	3	4	5	6	7	8
14	Yavatmal	57.96	74.06	70.45	84.47	44.81	63.01
15	Nanded	48.17	68.52	64.38	81.14	30.96	55.12
16	Hingoli	47.60	66.86	64.91	81.11	29.41	51.96
17	Parbhani	47.57	67.04	64.90	80.58	29.41	52.98
18	Jalna	46.25	64.52	64.43	79.17	27.30	49.25
19	Aurangabad	56.98	73.63	72.93	85.07	39.64	61.28
20	Nashik	62.33	75.10	73.98	85.19	49.89	64.16
21	Thane	69.54	81.00	77.56	86.06	60.28	75.00
22	Mumbai (Suburb)	81.96	87.14	87.53	92.65	75.12	80.39
23	Mumbai	83.61	86.82	88.54	89.95	77.24	82.71
24	Raigarh	63.95	77.32	75.94	86.40	52.20	68.06
25	Pune	71.05	80.78	81.56	88.55	59.77	72.32
26	Ahmadnagar	61.03	75.82	75.30	86.21	45.99	64.88
27	Bid	49.82	68.48	66.34	80.69	32.34	55.38
28	Latur	55.57	72.34	70.47	83.63	39.74	60.28
29	Osmanabad	54.27	70.24	68.39	82.03	39.16	57.55
30	Solapur	56.39	71.50	70.08	82.28	41.73	60.07
31	Satara	66.67	78.52	80.61	88.45	53.35	68.71
32	Ratnagiri	62.70	75.35	76.64	86.28	51.61	65.98
33	Sindhudurg	75.81	80.52	86.23	90.21	66.87	71.67
34	Kolhapur	66.94	77.23	80.33	87.67	53.08	66.38
35	Sangli	62.61	76.70	74.83	86.25	49.94	66.88

Note: - * Literacy rate is the percentage of literacy to population aged 7 years and above.

Statement – 5
Sex-ratio since 1901 for State and Districts

No.		Sex-ratio (Number of females per 1000 males)										
		1901	1911	1921	1931	1941	1951	1961	1971	1981	1991	2001
1	2	3	4	5	6	7	8	9	10	11	12	13
	MAHARASHTRA	978	966	950	947	949	941	936	930	937	934	922
1	Nandurbar	980	978	976	969	969	973	975	968	982	975	975
2	Dhule	980	978	976	969	969	968	961	948	954	945	945
3	Jalgaon	975	983	971	968	970	971	957	948	950	940	932
4	Buldana	992	985	979	971	972	981	959	954	957	953	946
5	Akola	968	968	958	952	957	953	926	931	939	934	938
6	Washim	968	968	958	952	957	971	956	957	963	946	939
7	Amravati	960	959	953	939	946	958	933	931	936	936	940
8	Wardha	987	983	973	975	978	983	964	949	948	939	936
9	Nagpur	991	981	967	953	955	956	929	922	924	922	933
10	Bhandara	1071	1038	1024	1017	1010	1005	993	984	989	980	982
11	Gondiya	1071	1038	1024	1017	1010	1004	1000	989	1004	995	1005
12	Gadchiroli	1023	1005	1004	990	989	1000	998	986	981	976	976
13	Chandrapur	1023	1005	1004	990	989	994	979	963	959	948	961
14	Yavatmal	988	980	968	966	978	989	972	961	958	951	942
15	Nanaded	1004	995	981	966	965	983	970	955	960	945	943
16	Hingoli	996	992	978	963	960	989	975	968	966	952	953
17	Parbhani	996	993	978	963	960	974	969	954	968	954	957
18	Jalna	998	989	988	966	957	976	970	959	970	958	952
19	Aurangabad	998	988	991	967	956	974	955	935	936	922	919
20	Nashik	974	984	960	963	953	956	946	940	937	940	924
21	Thane	939	947	937	935	940	920	919	894	883	879	857
22	Mumbai (Suburb)	652	570	561	592	616	712	744	769	801	831	826
23	Mumbai	652	570	561	592	616	574	656	670	729	791	774
24	Raigarh	1000	1023	1028	1009	1036	1040	1058	1056	1046	1010	975
25	Pune	979	977	957	952	948	939	944	933	937	933	917

No.		Sex-ratio (Number of females per 1000 males)										
		1901	1911	1921	1931	1941	1951	1961	1971	1981	1991	2001
1	2	3	4	5	6	7	8	9	10	11	12	13
26	Ahmadnagar	1005	983	978	971	969	971	962	956	959	949	941
27	Bid	985	980	963	949	941	957	969	954	965	944	927
28	Latur	980	965	940	943	941	947	950	942	959	942	934
29	Osmanabad	980	964	939	942	942	948	948	947	958	937	930
30	Solapur	985	967	943	934	942	945	936	933	942	934	937
31	Satara	1031	1025	1030	1006	1035	1051	1047	1037	1061	1029	995
32	Ratnagiri	1119	1164	1187	1129	1158	1239	1264	1263	1258	1205	1135
33	Sindhudurg	1111	1154	1174	1119	1148	1200	1194	1213	1205	1137	1077
34	Kolhapur	975	967	946	952	968	964	961	953	962	961	949
35	Sangli	984	952	942	950	954	968	957	949	967	958	957

Targets Set Under New Population Policy for Maharashtra

Indicator	2004	2010
(1)	(2)	(3)
Crude birth rate*	18	15
Crude death rate*	6.4	5
Total fertility rate #	2.1	1.8
Infant mortality rate@	25	15
Neo-infant mortality rate@	20	10

*Crude birth rate and crude death rate are per thousand of population

@ Infant mortality rate and neo-natal mortality rate are per thousand live births.

Total 000' females in reproductive age group of 15 and 49

Looking at the targets set under population policy and achievements thereunder upto 2000, it seems very difficult to achieve the targets set for 2004. Therefore concerted efforts are needed for achieving the goals set for 2010.

Total Population and Sex Ratio as per 2001 Census

No.	Dist.	Total	Male	Female	Female Ratio per Thousand
1	2	3	4	5	6
1	MUMBAI	33,26,837	18,75,141	14,51,696	774
2	MUMBAI (SUBURB)	85,87,561	47,02,761	38,84,800	826
3	THANE	81,28,833	43,77,806	37,51,027	857
4	RAIGAD	22,05,972	11,16,821	10,89,151	975
5	RATNAGIRI	16,96,482	7,94,431	9,02,051	1135
6	SINDHUDURG	8,61,672	4,14,900	4,46,772	1077
7	NASHIK	49,87,923	25,91,980	23,95,943	924
8	DHULE	17,08,993	6,62,764	6,46,371	945
9	NANDURBAR	13,09,135	6,62,764	6,46,371	975
10	JALGAON	36,79,936	12,04,437	17,75,499	932
11	AHMADNAGAR	40,88,077	21,06,501	19,81,576	941
12	PUNE	72,24,224	37,68,001	34,56,223	917
13	SATARA	27,96,906	14,02,301	13,94,605	995
14	SANGLI	25,81,835	13,19,267	12,62,568	957
15	SOLAPUR	38,55,383	19,90,661	18,64,722	937
16	KOLHAPUR	35,15,413	18,03,746	12,62,568	957
17	AURANGABAD	29,20,548	15,21,632	13,98,916	919
18	JALANA	16,12,357	8,25,977	7,86,380	952
19	PARBHANI	14,91,109	7,61,937	7,29,172	957
20	HINGOLI	9,86,717	5,05,188	4,81,529	953
21	NANDED	28,68,158	14,76,301	13,91,857	943
22	BEED	21,59,841	11,20,664	10,39,177	927
23	OSMANABAD	14,72,256	7,62,947	7,09,309	934
24	LATUR	20,78,237	11,20,664	10,39,177	927
25	BULDHANA	22,26,328	11,44,314	10,82,014	946
26	AKOLA	16,29,305	8,40,883	7,88,422	938
27	WASHIM	10,19,725	5,25,806	4,93,919	939

No.	Dist.	Total	Male	Female	Female Ratio per Thousand
1	2	3	4	5	6
28	YAVATMAL	24,60,482	12,67,117	11,93,365	942
29	WARDHA	12,30,640	6,35,751	5,94,889	936
30	NAGPUR	40,51,444	20,95,489	19,55,955	933
31	BHANDARA	11,35,835	5,73,184	5,62,651	982
32	GONDIA	12,00,151	5,98,447	6,01,704	1005
33	CHANDRAPUR	20,77,909	10,59,875	10,18,034	961
34	GADCHIROLI	9,69,960	4,90,809	4,79,151	976
35	AMRAVATI	26,06,063	13,43,572	12,62,491	940
	TOTAL	9,67,52,247	5,03,34,270	4,64,17,977	922

SEX RATIO FROM 1961 TO 2001

No.	Dist.	1961	1971	1981	1991	2001
1	2	3	4	5	6	7
1	MUMBAI	626	670	729	791	774
2	MUMBAI (SUBURB)	744	769	801	831	826
3	THANE	919	894	883	879	857
4	RAIGAD	1058	1056	1046	1010	975
5	RATNAGIRI	1264	1263	1258	1205	1135
6	SINDHUDURG	1194	1213	1205	1137	1077
7	NASHIK	946	940	937	940	924
8	DHULE	961	948	954	945	945
9	NANDURBAR	975	968	982	975	975
10	JALGAON	957	948	950	940	932
11	AHMADNAGAR	962	956	959	949	941
12	PUNE	944	933	937	933	917
13	SATARA	1047	1037	1061	1029	995
14	SANGLI	957	949	967	958	957
15	SOLAPUR	936	933	942	934	937
16	KOLHAPUR	961	953	962	961	949
17	AURANGABAD	955	935	936	922	919
18	JALANA	970	959	970	958	952
19	PARBHANI	969	954	968	954	957
20	HINGOLI	975	968	966	952	953
21	NANDED	970	955	960	945	943
22	BEED	969	954	965	944	927
23	OSMANABAD	948	947	958	937	930
24	LATUR	950	942	959	942	934
25	BULDHANA	959	954	957	953	946
26	AKOLA	926	931	939	934	938
27	WASHIM	956	957	963	946	939
28	YAVATMAL	972	961	958	951	942

No.	Dist.	1961	1971	1981	1991	2001
1	2	3	4	5	6	7
29	WARDHA	964	949	948	939	936
30	NAGPUR	929	922	924	922	933
31	BHANDARA	993	984	989	980	982
32	GONDIA	1000	989	1004	995	1005
33	CHANDRAPUR	979	963	959	948	961
34	GADCHIROLI	998	968	981	976	976
35	AMRAVATI	933	931	936	936	940
	TOTAL	936	930	937	934	922

Total Population of Children between the Ages 0-6

No.	Dist.	Total Number	Boys	Girls
1	2	3	4	5
1	MUMBAI	3,27,398	1,72,500	1,54,898
2	MUMBAI (SUBURB)	9,85,612	5,13,706	4,71,906
3	THANE	11,14,539	5,76,658	5,37,881
4	RAIGAD	3,04,310	1,56,620	1,47,690
5	RATNAGIRI	2,30,052	1,17,710	1,12,342
6	SINDHUDURG	1,01,208	52,020	49,188
7	NASHIK	7,65,868	3,95,495	3,70,373
8	DHULE	2,45,364	1,28,625	1,16,729
9	NANDURBAR	2,20,267	1,12,027	1,08,240
10	JALGAON	5,11,501	2,47,029	2,34,472
11	AHMADNAGAR	5,68,671	3,00,962	2,68,709
12	PUNE	9,26,828	4,86,382	4,40,446
13	SATARA	3,51,353	1,86,613	1,64,922
14	SANGLI	3,24,178	1,75,241	1,48,937
15	SOLAPUR	5,47,548	2,88,631	2,58,917
16	KOLHAPUR	4,38,975	2,36,073	2,02,902
17	AURANGABAD	4,29,824	2,28,087	2,01,737
18	JALANA	2,51,459	1,31,370	1,20,089
19	PARBHANI	2,39,383	1,24,297	1,15,086
20	HINGOLI	11,61,643	83545	78,098
21	NANDED	4,59,081	2,36,152	2,22,929
22	BEED	3,23,150	1,70,297	1,52,853
23	OSMANABAD	2,19,799	1,14,039	1,05,760
24	LATUR	3,15,292	1,63,966	1,51,326
25	BULDHANA	3,30,095	1,72,411	1,57,684
26	AKOLA	2,28,716	1,18,148	1,10,568
27	WASHIM	1,56,834	81,627	75,582
28	YAVATMAL	3,59,430	1,85,114	1,74,316

No.	Dist.	Total Number	Boys	Girls
1	2	3	4	5
29	WARDHA	1,50,254	77,672	72,582
30	NAGPUR	5,10,561	61,985	48,576
31	BHANDARA	1,50,252	76,731	73,521
32	GONDIA	1,67,408	85,219	88,82,189
33	CHANDRAPUR	2,71,499	1,39,633	1,31,866
34	GADCHIROLI	1,51,486	76,750	74,736
35	AMRAVATI	3,47,067	1,78,234	1,68,833
	TOTAL	1,31,87,087	68,78,579	63,08,508

HEALTH STATUS OF WOMEN IN MAHARASHTRA

Health Status of Women

Select Indicators of Health Status of Women

Sex Ratio; Age Specific Sex Ratio; Life Expectancy at Birth

Sex ratio as well as life expectancy at birth are indicators which speak of how conducive the conditions are in society to women's survival and the quality of life they are likely to have. A declining sex ratio is suggestive of a serious neglect of girl children and sex selective abortion where the medical and public health services are used to attain the small family norm within the traditional attitudes for son preference. The relatively better sex ratios in the tribal areas is one indicator of a positive bias favouring girl children. The sex ratio which is 922 in 2001 has been steadily falling from 978 in 1901 to 934 in 1991. Hence the 'missing women' or the deficit of women in the population in the state has been steadily rising from 2 lakh in 1901 to 4 million in 2001. Even though the sex ratio is a combination of the increased migration of men, a decline in the proportion of girl children born, and a high mortality for girls and women, it is the latter, especially the child sex ratio which is indicative of the neglect of girls and women and their deficit in the population.

The drastic decline in the sex ratio of the 0-6 years age group in the past 10 years is a matter of serious concern. In 2001 it was 917 compared to 946 in 1991. Even though, Maharashtra fares better than states like Punjab (793), Himachal Pradesh (897), Haryana (820), and Gujarat (878), the sharp fall in ten years is indicative of a very negative trend. The skewed sex ratio in 0-6 age group in these better-off states is indicative of the utilisation of the health and available abortion services keeping within the traditional son preference. In Maharashtra, districts such as Sangli (850), Kolhapur (859), Jalgaon (867), Aurangabad (884) and Satara (884) have the lowest sex ratios in the 0-6 age group. Three of these districts belong to the prosperous sugar belt in Western Maharashtra. On the other hand, Gadchiroli and Nandurbar which are tribal districts, are among others which have a higher sex ratio (954 - 974).

Life Expectancy at Birth for women in Maharashtra is 65.4 years, higher than the male 63 years, and much above for women in the country as a whole (59.7 years). Only Kerala (74.7 years) and Punjab (67.6 years) have higher life expectancy. Even though life expectancy for Maharashtra is very comforting, it is offset by the alarming sex ratio discussed above.

Infant Mortality Rate; Age Specific Mortality Rate

From 105 in 1971, the overall infant mortality rate (IMR) declined to 48 per 1000 live births in 1999, with very marginal differential across males and females. Thus as far as IMR is concerned, the state has done fairly well, though there is scope for improvement. However, there is a marked differential vis-a-vis urban and rural areas, with the IMR being 58 for rural populations and 31 among urban areas in 1999.

Apart from infant mortality rate, the age specific mortality rate (ASMR) reveals the neglect of women in general and of the girl child in particular. The under-5 mortality rate for females is much higher (13.9 per cent) than the corresponding rate for males (12.4 per cent). Women between 15-19 years (1.5 per cent) also have a higher mortality rate than their male cohorts (0.8 per cent), indicating the cumulative effect of neglect of girls in their early years which takes a toll on their health.

Morbidity

The pattern of morbidity is extremely significant to understand the burden of illness that a population is carrying, and is a significant indicator of health status. The morbidity rate (recall within 2 weeks) was 52 per thousand in rural Maharashtra and 48 per thousand in urban areas. Women in urban regions report a higher level of morbidity for both acute and any ailment.

Morbidity and mortality due to communicable diseases (which is also linked to nutritional deficiencies discussed below) such as tuberculosis, malaria, leprosy, continue to account for a major share of the burden of illness. With the exception of leprosy, the prevalence of other diseases is still quite high without any visible declining trends.

Tuberculosis prevalence of the number of persons affected per 100,000 shows that there is hardly any difference between males and females at 281 for males and 282 for females per 100,000, and it is much lower than the national estimate of 544. However the rural-urban comparison indicates that in rural areas it was 259 for males and 212 for females, while the urban prevalence was 308 for males and 381 for females, indicating the burden in urban areas (NFHS-2).

Malaria prevalence showed that 4098 per 100,000 population in the state, which is somewhat higher than the national rate of 3697 per 100,000. Rural residents (4509) are likely to suffer more from malaria than urban residents (3551). The reported prevalence is slightly higher for males than for females in both urban and rural areas.

The challenge of HIV-AIDS for Maharashtra is significant as it has the highest prevalence of the disease among the Indian states. The poverty-disease correlates of HIV-AIDS show that it should not just be tackled as a communicable disease but as a regular development issue in Maharashtra. This should also be the case for other communicable diseases such as tuberculosis. Both by incidence and fatality, Sangli and Mumbai lead with a high number of AIDS cases: 2952 out of a total of 6644 cases

across Maharashtra and 200 deaths out of a total of 696 deaths between August 1986 and February 2001. Sangli, Kolhapur, Satara and Pune account for some 47 per cent of the total cases in Maharashtra. Both the incidence and fatality are higher among males than females.

Total Fertility Rate

According to NFHS - 2, the total fertility rate of rural Maharashtra is 2.74. In urban Maharashtra excluding Mumbai it is 2.24 and for the Mumbai metropolis it is 2.13. Within Mumbai it is 2.69 for slum areas and 1.40 for non-slum areas.

Age at Marriage

In India the legal age at marriage is 18 years for girls. But many girls are married much before attaining that age. The mean age at marriage for females in Maharashtra has shown improvement from 17.6 years in 1971 to 19.7 in 1991 census. According to the NFHS-2, in 1999, the age at marriage rose to 19.8 years in the state. Rural girls married at an age lower than the national average, but what is inexplicable is that this is also true for both sexes in urban areas. Child marriages were very high in some districts of Marathwada. The proportion of such marriages in total was 63.7 per cent in Nanded, 59.4 in Beed, 58.1 in Latur, 55.6 in Jalna, and 50.9 per cent in Aurangabad. On the other hand only 3.8 per cent of the girls marry before 18 in Sindhudurg.

Social Determinants of Health

Female Child Neglect (Malnutrition)

The nutritional status in Maharashtra is not encouraging. 57.4 per cent of households in rural areas and 54.8 per cent households in urban areas consume less than the standard 2700 calories per day. Only about a quarter of all households in the rural and 28 per cent in the urban areas belong to what is actually an average calorie intake ranging between 90 per cent to 110 per cent. These low levels of food intake has a detrimental impact on the nutritional status of women and children. Nearly half of the ever-married women between 15 and 49 years suffer from anaemia, which is marginally higher (51.2 per cent) in rural Maharashtra compared to urban areas (44.8 per cent). NFHS-2 (1998-99) notes that the average height of an even-married woman in the age group 15 - 49 years is 151 cm. which is similar to the average height of an Indian woman. About 40 per cent of women in Maharashtra have a Body Mass Index (BMI) below 18.5 kg/m sq. which is indicative of chronic energy deficiency. Concepts of prevention of communicable diseases and nutritional deficiencies and the use of modern medicine have been identified as important in curbing under-nourishment and malnutrition and mortality.

Sex Selective Abortion

There is a strong and persistent preference for male children in Indian society even today. In Maharashtra 27 per cent women in the NFHS survey (1998-99) reported wanting more sons than

daughters while only a miniscule 2 per cent wanting more daughters. At least one son was wanted by 84.5 per cent while 79.3 per cent sought at least one daughter. More than one son was the ideal for many. A majority of women live under oppressive social conditions that deny any choice to them in matters relating to whether and how many children they can have, forcing their involvement in the elimination of their girl children. Technologies such as pre-natal sex determination tests and XY chromosome separation help eliminate the female foetus in the womb itself. The population policy in India, which has promoted the small family norm through a system of incentives and disincentives has ironically reinforced girl rejection.

Health Services System and its Outreach to Women

Availability of Health Services

The public health delivery system is organized on the basis of population and geographical entitlements. At the apex are the tertiary institutions or teaching hospitals located in Mumbai, and other larger cities such as Pune, Solapur, Nagpur, Thane, Aurangabad, etc.

Rural Network

District headquarters, at the level below the state headquarters and cities, have civil hospitals, usually of 100-150 beds with the most basic specialities and of late, some of the larger ones among them being used as teaching hospitals. There are 21 civil hospitals with 5910 beds. These hospitals are the core centres for referral medical care for the rural areas, catering also to the district towns where they are located. Many talukas and other towns have smaller hospitals run by local self-governments. In the rural areas, at the 30,000 population level- it is 20,000 for tribal and hill areas - primary health centres (PHCs) and health sub-centres (HSCs) with 2 health workers per 5000 population are in place. These primary health centres have one doctor with 6 beds and para-medical personnel, providing the first contact care to the villagers. Presently there are 1762 PHCs, 169 PHUs, 61 mobile health units and 9725 health sub-centres.

Urban Health Services

There are 11 tertiary institutions or teaching hospitals owned and run by the state government in addition to two run by the Central government and four by the Municipal corporations. There are teaching hospitals in the private sector as well, in addition to the government run teaching hospitals. Some of these private teaching colleges are dependent on public hospitals for infrastructure support. Their share in hospital is 87 per cent, in dispensary is 88 per cent, and in beds is 47 per cent.

Both qualitatively and quantitatively there is a wide gap in the health infrastructure available in the rural and urban areas. Urban areas have both a concentration of hospitals and nursing homes as well as qualified doctors, it being true as much with the public sector as it is with the private. This has led to a much better availability of health services in the urban areas. In 2000, the number of

doctors per 100,000 population in urban areas is 139.8 as compared to mere 23.7 in rural areas. In Mumbai, there are 16 Maternity Homes in the Brihanmumbai Municipal Corporation area, 23 Hospitals, and 14 Tuberculosis Units in the city hospitals. However in the state, public investment and health expenditures are not only inadequate but have declined in the 1990s.

National Disease Control Programmes

There are 29 district tuberculosis (TB) centres and 2491 peripheral health institutions, which include Rural Hospitals, Cottage Hospitals, PHCs, Parishad dispensaries, etc. where the anti-TB programme is implemented through multi-purpose workers of the primary health care programme. To control TB more effectively, a Revised National Tuberculosis Control Programme (RNTCP) is being implemented since 1998-99. The operational objective of RNTCP is to cure 85 per cent newly detected sputum positive cases through Directly Observed Treatment Short Course Chemotherapy (DOTS-SCC). To facilitate this a state TB society and district TB societies have been formed.

During 1998-99, 16 districts were classified as high risk districts for malaria - Raigad, Thane, Ahmednagar, Dhule, Jalgaon, Nashik, Pune, Nanded, Yavatmal, Chandrapur, Amravati, Bhandara, Gadchiroli, Nagpur, Wardha, and Mumbai. District Malaria Control Societies have been established and registered for each tribal district. An audit on the malaria programme by the Comptroller and Auditor General (CAG) has listed some reasons why the National Malaria Eradication Programme did not make a significant dent on the incidence of the disease.

The National Aids Control Programme (NACP), a 100 per cent centrally sponsored scheme is being implemented to help Maharashtra tackle the challenge of HIV-AIDS. In its phase 1 the project was sanctioned for the period September 1992 to March 1999. Going by the success of phase 1, phase 2 is being implemented, except in Mumbai, through the Maharashtra State AIDS Control Society. The entire focus of the NACP is awareness campaigns and education, and surveillance of specific groups of population. For instance, surveillance is done through screening of blood sample from STD clinic patients and women seeking ante-natal care.

Reproductive and Child Health (RCH) Services - What was formerly the Family Welfare Programme was re-designated as the RCH programme introducing the element of quality of care in the services for women and children. In 1998-99, Maharashtra's achievement in terms of select RCH indicators show that 55 per cent of women received full ante-natal care, 57 per cent of the deliveries were in medical institutions with 61 per cent of the deliveries being safe deliveries, and 58 per cent of the ever-married women using family planning methods. Immunisation had covered 80 per cent of the children. Differentials between rural and urban areas are sharp for safe/ institutional deliveries as well as for ANC coverage which is a cause for concern but in the case of contraceptive use and immunisation, rural areas matched upto urban areas. In 2001-02, Rs. 680 million was allocated and 97 per cent of this is towards materials and supplies, mostly for contraception and immunisation services. At the

health care delivery level there is no evidence of any substantial inputs into dealing with RTIs for which the recent RCH survey revealed that 27 per cent of women and 10 per cent men reported having had at least one such episode in the last three months.

Utilization of Health Services

Household based national surveys by the National Sample Survey Organisation (NSSO) and the National Council for Applied Economic Research (NCAER) provides information on utilisation for medical care facilities. They show a declining trend in the use of public facilities in Maharashtra over the years. The use of public hospitals for inpatient care has declined from 45 per cent of the cases in 1987 to 31 per cent in 1996 and for ambulatory care, the use of public facilities has dropped from 26 to 18 per cent during the same period. The urban areas have marginally higher utilisation rates in the public sector compared to rural areas. The declining use of public health facilities in the context of high levels of poverty is a symptom of the deterioration of the public health system.

NFHS survey reveals that over 48 per cent of women had availed of ante-natal care services from the public sector (53 per cent in rural areas, and 40 per cent in urban areas) showing that only half of the women in need during pregnancy utilised government services. And among those who had delivered in an institution, only 49 per cent had used the public health facilities. Among women who had post-delivery complications, only 36 per cent used government facilities.

The 42nd and 52nd round of NSSO surveys show that between 1987 and 1996 private health sector utilisation in Maharashtra had increased from 56 per cent to 68 per cent in rural areas and from 54 per cent to 68 per cent in the urban areas for inpatient services. In case of outpatient services, the private services were already accounting for three-fourths share in 1987 and this increased marginally to 77 per cent in 1996. This period coincided with declining investments by the state in public health care.

(This chapter is extracted and compiled from the Human Development Report Maharashtra 2002; NFHS 1992, 1998; Census of India: Maharashtra)

EDUCATION OF WOMEN IN MAHARASHTRA

In this chapter, we will examine the following areas: The current government policy on education: The access, and retention of children in schools as well as the various schemes to promote education in the state. The presentation will briefly describe the historical growth and development of women's education in the country. It is recognized that education is important role in the economic development of the Nation. It has great instrumental value of an individual's development as well as the development of the nation. Keeping in view the importance of education in the socio-economic development of the country and the Constitutional obligations, various educational programmes are being implemented by both the central and state governments. The national policy of education aims at the universalization of primary education for children in the age group 6-14 years. The government of India in collaboration with the state government is being implementing a programme called the Sarva Shiksha Abhiyan (SSA). In Maharashtra, this programme is being implemented since 2001-2002. The main objectives of the SSA are as follows: 1) To bring all children into school, through the development of School Education Guarantee Centres, Alternate Schools, Back to School camps by 2003; 2) To ensure that all children complete 5 years of primary schooling by 2007; 3) To ensure that all children complete eight years elementary schooling by 2010; 4) To focus on elementary schooling of satisfactory quality with emphasis on education for life; 5) Bridge all gender and social category gaps at primary stage by 2007 and at the education level by 2010 and 6) Universal education retention by 2010. As part of the universalization of education, the government has fixed the norm of opening a primary school within a vicinity of 1.5 km of habitation having a minimum population of 200. This norm for tribal areas is 1.0 km vicinity and for children residing in remote hilly areas, wadis, etc with less access to school the government is implementing Vasti Shala yojana, under this scheme 2,226 schools have been opened during 2002-2003, and all these schools are run by single teachers. For child labourers, street children who are deprived of schooling due to poor economic conditions, the Mahatma Phule Shikshan Hami Yojan is being implemented during 2002-2003, under this Scheme 201 lakh students are being educated in 15,426 centres in the state. The government of Maharashtra has already made free education for boys upto standard X and for girls upto standard XII. The state Government has taken the revolutionary decision to introduce english in all schools from standard 1 from the year 2000-01. Early exposure to english language will enable students to compete in the national and international level.

Literacy

Maharashtra ranks second only to Kerala in the spread of literacy. The census literacy figures suggests a remarkable growth in literacy, when compared to the other major states in the country. The

literacy rate for the population above seven years of age has increased from 64.9 per cent in 1991 to 77.3 per cent in 2001. This rise of 12.4 percentage points was the maximum rise during the last four decades Maharashtra has always remained above the national average with regard to education. The all-India literacy rate for the year 2001 was 65.4 per cent.

Literacy Rates (2001)

All India	65.4
Kerala	90.9
Maharashtra	77.3
Tamil Nadu	73.5
Gujarat	69.9
Punjab	69.9
Karnataka	67.4
Madhya Pradesh	64.1
Andhra Pradesh	61.1

Among the major states in India, Maharashtra ranked second in respect to literacy rate after Kerala (90.9). The literacy rates for males and females in the rural and urban areas for 2001 census are given below:

Area-wise Literacy Rate of Maharashtra (Census 2001)

(in per cent)

Area	Persons	Male	Female
(1)	(2)	(3)	(4)
Total	77.3	86.3	67.5
Rural	70.8	82.2	59.1
Urban	85.8	91.4	79.3

Though the state has registered impressive growth in literacy during the decade 1991-2001, about 1.90 crore persons are still illiterate in the state. Of which about 69 percent are females.

Current Situation of Education in Maharashtra

The number of primary schools in the state has increased from 65,960 in 200-1 to 68,736 in 2002-2003. There is also an appreciable increase in the number of secondary and higher secondary institutions, which has increased from 15,389 in 2000-2001, to 16,647 in 2002-2003. However, the number of students per teacher for primary schools has remained almost the same since 1960-61 to

2002-2003 (i.e., 38 students). The enrolment of primary schools during the last three years has remained unchanged. However, the student and teacher ratio in secondary and higher secondary schools has increased from 25 students in 1960-61 to 38 students in 2002-2003. The number of primary, secondary and higher secondary schools in the state and the enrolment therein for the year 2001-2002 and 2002-2003 are given in table- 1.

Table 1
Number of primary, secondary and higher secondary schools and enrolment in Maharashtra

(Teachers and enrolment in thousand)

Type of Educational institution@	2001-2002	2002-2003#	Percentage increase (+)/ Decrease (-)
(1)	(2)	(3)	(4)
1. Primary			
– Schools	68,394	68,736	05
– Enrolment	11,738	11,709	(-)0.2
a) Of these girls	5,622		
b) Teachers	310		(-)1.0
2. Secondary			
– Schools	15,497	16,019	3.4
– enrolment	8,082	8,397	3.9
a) Of these girls	3,672	3,833	4.4
b) Teachers	231	236	2.2
3. Higher Secondary (Std X1 & Std XII)			
a) Enrolment	68,394	3,903	2.3
b) Of these girls	1,554	1,697	9.2
– Teachers	643	698	8.6
	32	33	3.1

*Provisional

#Estimated

Negilible

@ Exceeding school level vocational educational institutions

During 2002-2003, enrolment in higher secondary school increased by 9.2 per cent however enrolment has decreased in primary school. The number of students per teacher in 2002-2003 was 38 for primary school, 36 for secondary school and 51 for higher secondary school.

Table No. 2
Growth of Schools in Maharashtra

Year	No. of Primary schools	No. of secondary & higher secondary schools	No. of primary schools per secondary school
(1)	(2)	(3)	(4)
1960-61	34,594	2,468	14.0
1970-71	45,143	5,339	8.5
1980-81	51,045	6,119	8.3
1990-91	65,960	9,972	5.8
2000-01	68,394	15,389	4.3
2001-02	68,394	16,119	4.2
2002-03	68,736	16,647	4.1

Table No. 3 gives enrolment according to group of standards in schools for the years 2001-2002 and 2002-03 in the rural and urban areas of the state

Table 3
Enrolment of students by group of standards

Group of standards	2001-2002	2002-03	Percentage increase (+)
(1)	(2)	(3)	(4)
1-IV Rural	5,318	5,293	(-) 0.5
Urban	3,545	3,529	(-) 0.5
V-VIII Rural	4,507	4,627	2.7
Urban	3,687	3,786	2.7
IX-X Rural	1,437	1,493	3.9
Urban	1,326	1,378	3.9
XI-XII Rural	544	594	9.2
Urban	1,010	1,103	9.2

*Provisional # Estimated

The enrolment by the group of standards indicated that the enrolment is still increasing for standards indicated that enrolment is still increasing for standards V, VIII, IX, X and XI and XII, however it is declining for standard I-IV in both rural and the urban areas.

Education Schemes and Programmes for Women's Education

In 2001-2002 there were 2,055 primary schools 856 secondary schools and 256 higher secondary, 856 secondary schools and 256 higher secondary institutions exclusively for girls in the state. The percentage of girls in the total enrolment in primary schools, secondary schools and higher secondary institutions in the state in 2001-02 was 48,45,41 respectively. In 1985-86, when education for girls was made free up to X, the corresponding percentages were 44, 36 and 32. The total expenditure for primary, secondary and higher secondary education in the state for the year 2001-02 was Rs. 2,277 crores for primary schools, Rs. 6,197 crores for secondary schools and Rs. 2,677 crores for higher secondary schools, which is 2.5 per cent of the Gross State Domestic Product.

Information Technology Policy

The state government has accepted the recommendations of the Task Force Committee constituted by the Central Government comprising experts and technicians in the field of Information Technology. The State Government has declared Information Technology Policy for school education during 1999. The main objective of the policy is to promote use of computers in study and teaching. The students and teachers should be acquainted with different capabilities of computers for skilful use of necessary soft ware and to achieve education through computers. Accordingly, IT subject is introduced in the curriculum of standard VIII to X in the year 2001-02 in 6927 schools. 22820 computers were installed throughout the state.

Maharashtra Cadet Corps

The scheme aimed at promoting social awareness and patriotism was restructured in 2000 and implemented in all secondary schools. The scheme is voluntary but each school has at least one battalion of 100 students in urban areas and 50 in the rural areas. Special effort has been made to enroll girls. During 2001-02 the scheme covered 19.49 lakhs students and in 2002-03 it was expected to cover about 21-44 lakhs students.

Nutritional Diet for Students in the Primary Schools

This scheme, aimed at improving the nutritional level of students, is sponsored by the center and implemented by the state from 1996-97. Under the scheme, students from I standard- to V standard in government and government aided schools who have a minimum of 80 per cent attendance are given 3 kg of rice per month. During 2001-02, 2.44 lakhs tonnes of rice was distributed under the scheme to over 81.51 lakh students and during 2002-03, about 2.98 laks tonnes of rice is to be distributed to over 99.31 students.

Free Text Books for Primary Students in Select Panchayat Samitis

In the Panchayat Samiti areas, where the literacy rate of girls is below the national average (39.3 per cent as per 1991 census), the state government is supplying free textbooks to students in

standards 1 to V since 1996-97. This has benefited 7-16 lakhs of students and was expected to reach 10.01 lakhs students between 2002-03.

Sainik Schools

Since 1996-97, the state government decided to permit NGOs to start sainik schools providing education up to std XI in each district in Maharashtra. So far there are 20 such schools established in 18 districts. Of these, one school established in Pune is exclusively for girls. The intake capacity of each such school is 40 students. There are about 5,082 students in these schools.

Drop Out Rate

There has been a steady decline in the overall school drop out rates. In 1980-81 the dropout rate for boys and girls in the primary school (i.e. up to V std) was 53 per cent and 63 per cent respectively. In 2000-01 the drop out rates declined by 15 per cent and 19 percent respectively. There is a similar fall in the dropout rates in high school. Nevertheless it still remains high and is more than 50 per cent for both boys and girls. The reason for this high drop out rate in secondary schools is because of their need to participate in economic and domestic activities. An analysis of the drop out figures for 2000-2001 indicate that only 80 per cent boys and girls who enter primary school completed primary school and 60 per cent completed upper primary school. Out of the total number of students entering secondary school not even 46 per cent complete it. The dropout rates for 1981-1991 and 2000-01 are given in Table 4.

Percentage drop out rate for standard X in the year 2000-01 = $100 (1 B/A)$
 Where A = No. of students enrolled at standard 1 preceding 9 years (i.e. 1991-92)
 B = No. of students enrolled in standard X during the year 2000-01

Table 4
Drop Out Rates in Percentage According to Standard

Standard		1980-81	1990-91	2000-01
(1)		(2)	(3)	(4)
V	Boys	53	29	15
	Girls	63	39	19
X	Boys	74	64	52
	Girls	86	75	57

[Source: Economic Survey of Maharashtra 2002-2003, P220]

Ahaliyabai Holkar Scheme

To promote girls' education the state government has launched the Ahilyabai Holkar Scheme from 1996-97. Under the scheme, girls in rural areas studying in standards V and X are provided free

travel to attend middle/secondary schools if middle/secondary school is not available in their village. In 2001-2002, about 4.5 lakhs girls availed of such facility. This scheme was continued in 2002-03. The state government reimburses the State Road Transport Corporation (SRTC) 1/3rd of the total cost of the scheme. This amounts to about Rs. 45.53 crores and is adjusted against the passenger tax to be paid by the SRTC to the state government.

Attendance Allowance to Girls Learning in Primary Schools

To encourage the enrolment of girls in school and to prevent dropouts, the government has implemented a scheme by which girls from families below poverty line from among the SC and ST groups are given one rupee per day as attendance allowance. This has helped to keep 4.75 Lakhs girls in school during the year 2001-02. It is expected that the benefit would be extended in 2002-03 to about 5.67 lakhs girls

Book Bank Scheme

Under this scheme, a large number of students from the SC/ST and VJNT groups are provided text books. These book banks established by the state government are run by the Zilla Parishads and Municipal Council/Corporations as well as through recognized government aided secondary schools. The text books loaned to the students are to be returned to the book bank at the end of the academic year. In 2001-02, over 6.18 lakh student were covered. It is expected in the year 2002-03, that the scheme will be extended to another 3.49 lakh students.

Shikshan Sevak Yojana

The escalating cost of education to the state exchequer has created a deficit. The state government has, since 2000, introduced the Shikshan Sevak Yojana. This scheme permits the recognized and aided schools and junior colleges to appoint Shikshan Sevaks in their vacant posts on monthly salaries of Rs. 3000/- for primary schools, Rs. 4000/- for the secondary schools and Rs. 5000/- for the higher secondary schools. After the successful completion of three years, these Shikshan Sevaks will be appointed on regular pay scales. During the year 2002-2003, the state government has permitted the filling up of 11,790 posts in the primary level and 4,335 posts at the secondary and higher secondary level.

Adult Literacy

In 1988, the Government of India initiated the National Literacy Mission (NLM) to eradicate illiteracy in the age group of 15-35 year. The NLM provides detailed guidelines on eradicating adult illiteracy. Following the guidelines the state government has decided to implement the Total Literacy Campaign in all the districts in a phased manner. It has constituted District Literacy Mission Committees. The Total Literacy Campaign was implemented in all the 35 districts of the state. The target fixed under this campaign was 68.37 lakhs. The target reached is 53.31 Lakh. The post literacy programme

is also implemented in all the districts after the completion of the Total Literacy Campaign. The strategy and approach of the Post Literacy Programme is to disseminate the education to neo-literate through the Shikshan Kendra.

Higher Education

There are 5 agricultural universities (including one university for veterinary science) in the state. Among the non agricultural universities are included the Srimathi Nathibai Thackersy University for women, the Yashwantrao Chavan Open University for non formal education and Kavi Kulguru Kalidas University for research in Sanskrit. There are also 8 deemed universities in the state.

Historical Overview of Women's Education in Western India

In the initial phase of colonial rule, the state had no intention of changing the status quo and jeopardizing its trading interests, therefore it made no great effort to promote women's education. The earliest efforts to bring women in the ambit of modern education came from the Christian missionaries, who opened schools for girls in the early 19th century; they believed that education alone would help women to oppose customs like child marriage, sati and enforced widowhood. The missionary effort at women's education was important but had a limited impact. The spread of education among women was the result of the efforts made by social reformers. In Maharashtra, Jyotiba Phule established the first school for girls in 1851. He followed it up with an even more radical act of establishing a school for the Mahar Mang girls. Believing that education was a precondition for the social upliftment of women and the overall progress of the country, the social reformers faced insurmountable hardships. Social reformers started educating their wives at home. One such example was Ramabai Ranade, the wife of Justice Madhav Govind Ranade, who was educated at home by her husband and subsequently by Miss Hereford, who taught her English. Inspired by the work of missionaries (particularly Ramabai Saraswati), Ramabai Ranade, in course of time, founded the Seva Sadan in Bombay in 1908 and another in Poona, a year later. She personally supervised these institutions which conducted literacy classes for adult women, high school and vocational training for girls, hostels, teacher training and nursing colleges, and a medical department. The Seva Sadan became more than an institution, it became a movement.

With the spread of primary education among girls, the focus of attention shifted to the promotion of secondary school and college education. The Wilson College at Mumbai was the first Arts College to admit women. Among the first to join college, in 1866, were two Parsi sisters named Ratanbai Ardeshir Valo and Mehrbai. They were however not allowed to appear for the University examination and the first woman to graduate from Mumbai was Cornelia Sorabji in 1887. Nevertheless, Ratanbai, who had specialized in French, was elected a Fellow of the University in 1890, after which she taught French in the Wilson College until her death five years later. Her sister, Mehrbai studied medicine, but because of the resistance to women's higher education in society, she was not able to graduate. The

first Indian woman to become a doctor was Anandibai Joshi who graduated in 1886 from the Women's Medical College at Philadelphia.

It was out of these social reform impulses of the early-20th century, the Srimathi Nathibai Thackersey Damodar (SNDT) Women's University was born. The University owes its origin to the coming together of two great men of vision — Mahrishi D.K. Karve and Sir Vithaldas Thackersey. If the former was a forward-looking reformer, the latter was a practical man of action with the ability to make dreams come true. Mahrishi Dhondo Keshav Karve had an impressive track record of working fearlessly for the upliftment of women in western India. He had taken up unpopular causes such as the education of child widows, raising the age of marriage for girls, and in the course of his work established the Anath Balik Ashram in 1899, braving all social sanctions against him. Sir Vithaldas Thackersey, on the other hand, was an industrialist with an abiding interest in women's education. He therefore made a generous grant towards the establishment of the University, which began with four students. The University aimed at enabling women to contribute towards the reconstruction of the nation through selfless service.

The growth of professional education for women was because of the need for women doctors and teachers. It arose out of the prevailing social resistance to male teachers teaching women and male doctors attending on them. Mary Carpenter, a daughter of a Unitarian priest, addressed the shortage of trained women teachers. Travelling extensively in India between 1860-70, she sought to establish teacher training institutions in Mumbai, Pune and Ahmedabad. Clara Swain, a missionary of the Methodist Episcopal Church of America, spearheaded the spread of medical education. Due to her efforts, seventeen girls were studying in the Grant Medical College, Bombay in 1887. Two of them were matriculates working for their degrees, while the others were awarded diplomas and certificates. Among the pioneering women who studied medicine in Maharashtra were Anandibai Joshi, Annie Jagannadhan, and Rukmabi. Anandibai Joshi, graduated from the Women's Medical College at Philadelphia in 1886 and returned to India where she was slated to take charge of the women's ward at the Albert Edward Hospital at Kolhapur. Unfortunately, she died of tuberculosis in 1887, before she could take up her assignment. Annie Jagannadhan went to Edinburgh School of Medicine in 1888, obtained the triple qualification of the Scottish College in 1892 and was appointed house surgeon in the Cama Hospital. But like Anandibai, she was unable to pursue her career as she too died of tuberculosis in 1894. Rukmabai went to study medicine at the London School of Medicine in 1889 and returned to India in 1895. She took charge of the women's hospital in Surat. Despite these initial beginnings, women's education was neglected during the British period.

In Independent India, education is seen as an agent of social change. It is defined as going beyond the development of the individual to initiate the transformation of society. Education has therefore been included in the concurrent list of the Constitution; it is both a state and a central subject. Nevertheless, due to the immediate problems that besieged the country, (such as achieving

self-sufficiency in food; attaining economic and industrial growth; maintaining the political stability of the country after the partition, and reducing poverty), education was not given priority till the 3rd Five Year Plan. Since then, seeing education as a means of attaining economic self-sufficiency and social justice, the government has launched various programmes to promote education. Through these policies and programmes, incentives such as mid-day meals, free books, uniforms and scholarships, etc. was provided to keep children in schools. Additionally, the 'Operation Black Board' was launched to provide improved facilities for schools; while efforts have been made to increase the number of schools in the rural areas. Despite these efforts, there is a gap between the literacy and educational levels of men and women. This is because, apart from the social construction of gender (which undoubtedly is a major impediment to female education), the government educational policies were until recently characterized by ambiguity. It failed to address the gender specific hurdles to female education. For instance, the National Committee on Women's Education (1956) set up to scrutinize the special problems of women's education, on the one hand emphasized the need to bridge the gap between the education of men and women and on the other reiterate the traditional values of society. Similarly, all the other important commissions such as the University Education Commission (1948-49); Secondary Education Commission (1952-53); National Commission on Women's Education (1958); National Council for Women's Education; Baktavatsalam Committee (1963); National Committee on Women's Education (1970) reveal a hesitancy in defining the aims of women's education. They seem to be caught in contradictory value systems while defining the purpose of female education.

The only dissenting voice during this period came from the Hansa Mehta Committee report of 1962, which stated that the "so called psychological differences between the sexes arise not out of sex but social conditioning." The Committee, however, back tracked and added that, as social transformation could not take place overnight, there was a need for some time to accept certain gender differentiation in the roles women play. It was only in The Report of the Committee on the Status of Women (1974), better known as the Towards Equality Report, that a clear agenda was set regarding the aims of female education. The decade of the 1970s witnessed the growth of feminist articulation. Acceding to the demands of the movement, the Five Year Plans (since the 1980s) have recognized the importance of education as a means of establishing gender equality. Apart from improving facilities for women's education, they have suggested the need to remove gender bias by restructuring the curriculum. In particular, they have stressed the importance of higher education for women and their entry into professional or technical careers without neglecting the primary education for girls. These plans, in essence, reflect the new education policy in currency since 1985.

Assessing the sweeping changes in the country over the last two decades (since the Education Policy Statement of 1968), the government circulated a document known as *The Challenge of Education: A Policy Perspective*, to initiate discussions on new directions for education. Admitting the failure of the state in promoting education, the document called for: educational restructuring; universalization

of elementary education; reduction of the drop-out rate; creation of model schools and the de-linking of education from jobs. The ensuing nationwide debate that followed the circulation of the Challenge of Education document resulted in the framing of the new education policy entitled *Education for All by 2000 A.D.* (1990). This document states that it is not enough to encourage women's education within the formal system, but also through the informal school system. Education of girls is seen as a means of realizing gender equality — an important component of the overall strategy of change. The policy therefore stresses the removal of the existing educational disparities and the equalization of opportunities for men and women. The National Education System was expected to play a positive interventionist role in the empowerment of women. It was expected to foster the development of new values through redesigned curricula, textbooks, the training and orientation of teachers, decision-makers and administrators and the active involvement of educational institutions. To usher in change, the document further stresses: 1) the need to remove female illiteracy and obstacles inhibiting their access to and retention in elementary education (through special provisions of support services, the setting of time targets and effective monitoring), and; 2) the importance of women's participation in vocational, technical and professional education. It emphasizes the value of vigorously pursuing non-discrimination in vocational and professional courses, as well as the active encouragement to women to enter non-traditional courses (particularly the emergent technologies), to eliminate sex stereotyping.

Further, the document stresses (as does the *Shramshakti Report* of 1989), the modification of the system of education to enable dropouts to re-enter the system. It suggests the need for crèches and girls' hostels to facilitate women's education and reiterates that education for women cannot be effectively promoted unless the system takes into account women's struggles for survival along with their burdens of child bearing and rearing. But essentially, it states that education has to be redefined, not merely in terms of literacy or acquisition of knowledge, but a means by which an individual is equipped to question, conceptualize, and realize his/her potential. The document, in short, is a call for the revamping of the existing system of education, not only at the levels of basic education and literacy programmes, but also at the higher level to actively promote women's entry into scientific and technical careers

WOMEN'S PARTICIPATION IN THE POLITICAL PROCESSES

The Constitution of India recognizes that the powers of the government rest with the people; the success of the system arises out of their effective participation in the political processes of the country. Channelled through the electoral system, political participation includes voting and standing for elections or supporting other candidates at the various tiers of the legislature. Nevertheless, a more comprehensive definition would be the collective efforts of different interest groups or sections of the community to influence legislation and sensitize public opinion about their demands. From such a perspective, the various grassroots movements such as the workers' movement, the farmers' movement as well as the women's movement are forms of political participation and action. Acting as pressure groups, these movements attempt to influence state policies and legislations; they are catalysts of change. Political power, in this context, is defined as the capacity to protect group interests and stimulate socio-political change in the desired direction. As such, the women's movement represents the collective action of women to ensure gender justice in society.

Women's entry into the formal structures of power, through the reservation policies, raises important questions: How effectively would the policy change the existing gender relationships? Or would it dwindle into tokenism that makes invisible the existing inequities? How would it affect the ongoing class struggles, as the measure would enable elite men to reinforce their power by getting their wives or other female relatives elected to various positions of power.

Women's Political Participation in the Pre-Independence Era

When the social reform movement of the 19th century took up the question of women's upliftment, it was in the context of the colonial discourse on India: Indians were seen as backward and had to be brought under the enlightening mission of the British. One of the reasons cited to substantiate this was the prevalence of customs like sati, child marriage and female infanticide. In answer, the social reform movement attempted to eradicate some of the blatant expressions of women's subordination through awareness campaigns, pressing for social legislation and education. They did not focus on the issue of women's economic or political participation.

The process, however, led to the establishment of many women's organizations, such as the Arya Mahila Samaj, the Gujarat Mahila Mandal, the Seva Sadan and the Jain Mahila Samaj. These organizations, undoubtedly, were established by men to educate and train women as good wives and mothers; nevertheless, by the turn of the 20th century, it provided women with a training ground to acquire organizational skills and voice their demands.

The question of women's political rights and participation was the result of the assertions made by Indian women in the 1920s and 1930s. Their participation in the nationalist movement, especially after the advent of Gandhi, gave women political experience. The forms of political organization and protest adopted by Gandhiji, such as non-violent protest, civil disobedience, boycott of foreign goods and picketing of liquor shops enabled their participation; they took part in the Bardoli satyagraha of 1930 and the Quit India movement of 1942.

This is not to imply that women's right to political space was conceded to without protest by men or that women did not have to lobby: to advocate women's equality and right to participate in the nationalist politics, the All India Women's Conference was formed in 1927 through an amalgamation of various regional women's groups, including the Women's Indian Association established in 1915 (Desai 1977:59-117). These efforts in the early 20th century may be deemed feminist as they were independent of the male social reform initiatives. Although avowedly apolitical and established with the modest aim of promoting women's education, these organizations (reconstituted as the AIWC), consistently put forward both the feminist and the nationalist demands. By 1930, the AIWC passed resolutions adopting the Gandhian ideals and stressing the use of Indian made goods. They also campaigned for social legislations such as the Sarda Act (1929), the Dissolution of Muslim Marriage Act (1939), and for the better supervision of orphanages and rescue homes.

Women's Political Participation after Independence

Nevertheless, an examination of women's political participation in India since the 1930s, when for the first time women were enfranchised, reveals contradictory trends: they have participated in various mass-based protest movements ranging from the sporadic armed struggles of peasants, tribals and workers in West Bengal, Andhra Pradesh, Bihar and Kerala to the non-violent Narmada Bachao Andolan and Chipko movement. Despite the extent and militancy of their participation, women's participation in electoral politics have been marginal — a trend which negates the Constitutional promise of gender equality (see table 1).

Table 1
Representation of Women Members from the First to the Twelfth Lok Sabha

Lok Sabha	Year	Total Seats	No. of Women Contested	No. of Women Elected	Percentage to the Total
First	1952	499	-	22	4.4
Second	1957	500	45	27	5.7
Third	1962	503	70	34	6.7
Fourth	1967	523	67	31	5.9

Lok Sabha	Year	Total Seats	No. of Women Contested	No. of Women Elected	Percentage to the Total
Fifth	1971	521	86	22	4.2
Sixth	1977	544	70	19	3.4
Seventh	1980	544	142	28	5.1
Eighth	1984	544	164	44	8.1
Ninth	1989	517	198	27	5.2
Tenth	1991	544	325	39	7.18
Eleventh	1996	544	599	40*	7.18
Twelfth	1998	544	271	44*	8.18

* one member nominated by the President

(Source: Listen to Women's Vote — an Indo British interaction, jointly presented by the National Commission for Women and the British Council, New Delhi, 1998, p. 67)

47 women were elected in 1999 elections.

Representation of Women in the Rajya Sabha

Year	Total No. of Seats	Total No. of Women Members	Percentage
1952	219	16	7.3
1957	237	18	7.5
1962	238	18	7.6
1967	240	20	8.3
1971	243	17	7.0
1977	244	25	10.2
1980	244	24	9.8
1985	244	28	11.4
1990	245	24	9.7
1991	245	38	15.5

(Source: <http://www.istr.org/conferences/capetowns/volume/thakkar.pdf>)

Women's marginal presence in formal channels of politics shows that mainstream political parties do not hesitate to utilize the immense vote-gathering potential of women's issues (seen from the various party manifestos that speak of women's empowerment), but loath to share power with them afterwards. Further, that women's participation is curtailed by the prevailing political climate of identity

politics, violence, criminalization and character assassination. Women who enter politics in the present set-up do so because of their familial links rather than out of their own volition.

Similarly, an examination of women's voting patterns reveals the low turnout of women as voters. But the good news is that, the gender gap between the percentage of male and female voters is steadily declining (see table 2). Also, the extent, nature and level of Indian women's participation in electoral processes (as voters and election campaigners) is far greater than many other third world countries. Since 1989, this increase in the turnout of women voters could be attributed to the mobilization of the lower castes. Nevertheless, many studies also point out that the majority of women are not independent voters, they vote according to the wishes of the men in the family and they are not politically informed.

Table 2
Voters and Electors : 1952-96

Year	Voting Percentage		
	Total	Male	Female
1952	60.5	53	37.1
1957	63.7	56	39.6
1962	55	62.1	46.6
1967	61	66.7	55.5
1971	55.1	69.7	49.15
1977	60	65.62	54.91
1980	75.9	57.69	51.29
1984	62.4	63.61	68.17
1989	62	70.09	43.09
1991	53.05	52.56	47.43
1996	57.94	62.47	53.41
1998	62.04	66.06	58.02

(Source: <http://www.istr.org/conferences/capetowns/volume/thakkar.pdf>)

Assessing the Reservation of Seats for Women in the Panchayati Raj Institutions in Maharashtra

A measure with tremendous potential for social transformation is the Panchayati Raj Act introduced in April 1993 through the 73rd and 74th Amendments of the Constitution and ratified by all the states the following year. It provided for direct elections to all the seats of the panchayat — from the village level to the intermediary block samiti to the zilla levels – for a period of five years. What was most

significant about it was that it made provisions for the reservation of seats for women and SCs/STs. In Maharashtra, women were elected to about thirty-three and one-third per cent of the total number of seats available in the local self-government bodies.

In Maharashtra, the Zilla Parishad Act was amended so that in every zilla parishad, a district-level statutory body – the Mahila Bal Kalyan Samiti was created of which 70 per cent of the members would be women, and the Chairperson would be a woman. A certain percentage of this body's finances were earmarked for utilization of this Committee which in fact made it a very powerful committee. Apart from these, one-third panchayat samiti chairpersons, one-third mayors and one-third zilla parishad presidents were to be women. This particular step has not been completed though the process has perhaps started. In addition to these powers, which the Act gave to the elected women, the Government of Maharashtra took a decision to treat the Department of Women and Child Development as the Nodal Department for this particular committee and all the plan schemes implemented by the zilla parishads or state government for women were identified and transferred to these committees.

The situation created by the Act was so drastic that it brought women straight from the kitchen into the array of politics and administration with no training or experience whatsoever in public life. Thus these elected women were very often mere fronts for their husbands, or fathers or sons, and very often did not attend the gram panchayat out of fear or ignorance. Further, although the reservation of thirty-three and one-third percent of the seats under the panchayat raj system had been a morale booster for women in rural Maharashtra, the husbands and other men in the village were yet to reconcile themselves to the women's new status. According to Sirekha Dalvi, a leader of the Shramik Kranti Sanghatana working among the adivasis of Raigad district, when women sarpanches went out with men in connection with the work of the gram panchayat or zilla parishad, they become victims of character assassination. However, women who have been active in the peoples struggles are able to work independently. A case in point was that of Kamalkar Hilam, a 25-year old married adivasi woman who catered to the need of seven villages and thirteen adivasi padas in an effort to implement water supply and road construction schemes.

Women complained of the lack of information and experience which made them diffident of their ability to handle the job or working in the system. They had no idea as to what constituted a meeting, what was an agenda, how meetings were to be conducted and what was expected from them as elected representatives. Added to this was the age old tradition of deferring to the males for decision making. Women had to contend with other women too, for notions of what constitutes a woman's role is not confined to men alone. Men, expectedly, were antagonistic to the women. Sumantai found that men did not like her sitting on a chair while they were required to sit on the floor. Women soon acquired confidence and started taking independent action. Retribution was immediate; it ranged from intimidation to physical violence. Vatsalabai, a sarpanch from Dondumal village of Pune district, was beaten up and a social boycott and fine were imposed on her family. Her farm also was extensively

damaged. One of her opponents said, "We only took some action against her – we did not strip her, did we?" Similarly, a woman sarpanch of Maval taluka who was being sexually harassed for five years found herself further harassed by the police who instead of protecting her, kept her in lock-up for three nights. (*Enhancing Women's Participation in Politics*, Research Centre for Women's Studies, SNDT Women's University, Mumbai, 2002)

On the other hand, participation in the political process has also helped women to break out of the traditional moulds. Their election to self-governance bodies completely changed the picture, as women were now in a position to change the course of local politics. This was in stark contrast to the earlier panchayat system which had a minimum of two women as co-opted members and one or two elected members. Now women presence is visible in every tier of the local self-government, from village panchayats to the zilla parishads, and from the municipal councils to corporations. In some cases, like the Yewla municipal council and many gram panchayats, the entire elected bodies consisted of women (See table below)

Table 3
All Women Panchayats in Maharashtra

Name of Village	District	Point of Interest	Term	Sarpanch
Brahmanghar taluka Bhor	Pune	Most men have migrated out	1992-97	Pushpalata Dhumal
Bhende Khurd taluka Newasa	Ahemadnagar	A farce; male dominated	1992-97	Kusum Newle
Metikheda taluka Ralegaon	Yavatmal	Shetkari Sanghatana elected	1989-94	Maiah Wankhede
Vitner, taluka Hinganghat	Jalgaon	Shetkari Sanghatana, land transferred to women	1989-94	Shubha Raisingh
Yenora taluka Hinganghat	Wardha	Shetkari Sanghatana	1989-97	Ujwala Rishi Gote
Salod taluka Nandgaon-Khandoshear	Amrawati	Shetkari Sanghatana	1989-94	Salrabi Sattar Khan
Erangaon taluka Nandgaon-Khandoshear	Amrawati	Shetkari Sanghatana two men on panchayat	1989-94	Anjana Toras

Name of Village	District	Point of Interest	Term	Sarpanch
Bitargaon taluka Mahad	Solapur	Fully literate panchayat	1989-94	Satyabhama Lawand
Nimbgaon Bhogi Takuka Shirur	Pune	Four women resigned	1989-94	Usha Badhe
Ralegaon Siddhi Taluka Parner	Ahmednagar	Village went through major social reform	1989-94	Contact Anna Hazare
Mauje Rui taluka Indapur	Pune	Older Panchayat	1984-89	Padmavati Ramchandr Kare
Nimbut taluka	Pune	Oldest known all-women panchayat	1963-68	Kamal Babulal kakades Baramati

(Source: Human Development Report Maharashtra 2002)

Women were suddenly seen as persons of authority. This has, for the first time, exposed women to a complex interplay of power. At the outset, due to lack of information, experience, and confidence, women tended to turn to men for guidance. Men in turn sought to either patronize them or sabotage their authority through informal structures of male networking and sometimes through intimidation. In fact, till 1995, in the Bal Kalyan Samiti, the 30 per cent men who were supposed to be in the Committee never attended the meetings and the experiment of having men work in a democratic system with women as equals and as perhaps superiors did not even take off.

In the initial stages, with no role models to guide them, women would very often imitate the behaviour and attitude of men. It was only when they achieved a certain degree of comfort within the organization and their work that they started voicing their own opinions. Group meetings with chairpersons of the district committees, women's organizations and other elected women members enabled them to realize that they had common problems and that they could learn from each other.

The Government of Maharashtra holds a Gram Vikas Parishad in November every year which is the meeting of all the elected members and the administrative heads of the zilla parishads up to the panchayat samiti level. In the meeting of November 1993, female members of the Mahila Bal Kalyan Samiti were totally overshadowed by their male colleagues, and the issues they raised were marginalized. But only a year later, there was a total transformation; they had become more vocal and articulate. Seeing that their issues were being trivialized, they insisted and won the right to hold their meetings separately. They also ensured that the Chief Minister and the Minister of Rural Development accede to their request ("*Women in Politics: The Maharashtra Experience*", by Chandra Iyengar, in Veena Poonacha (ed.) *Women, Empowerment and Political Participation*, Research Centre for Women's Studies, SNDT Women's University, Mumbai, 1997)

The Experience of Women Corporators in Maharashtra

The problems faced by all the women corporators were the same, irrespective of their backgrounds, and primary among them was the lack of understanding of the working of the mammoth Bombay Municipal Corporation. Women were not familiar with the BMC Acts and hence could not actively participate in the day-to-day functioning. Not having a clear understanding as to which department was responsible for what work proved to be a major deterrent to efficient functioning. To understand the difference in the budget allotment between ward and the central office, even those with solid support from their parties, such as Phulabai Sonawane, a veteran Republic Party of India worker and a first time corporator, had problems. She says, "I had problems understanding how grants are allotted, how funding works and how one prepares estimates for ward work.". Their confidence was low, and they were wary of the kind of manoeuvring that male corporators practiced with ease. Women corporators were unable to handle the criminalization of local level politics. Often a woman corporator seeking work related advice was misled by male corporators and ended up making mistakes. Their male counterparts seldom furnished complete information to deal with a situation.

In the urban areas, women corporators have not only stormed the country's largest civic administration of Mumbai, but have made their presence felt in their respective ward as well. In the civic elections held in 1992 for the BMC, 75 women corporators were elected for the first time in its 100-year old history. Prior to this, there were only 5 female members. As the 2001 figures show in the table below, women in BrihanMumbai have not only maintained their position but have added a couple more to their ranks. Of the total 1,464 corporation seats in the whole of Maharashtra, there are 484 women corporators, that is, nearly a third of the total strength.

Women corporators come from varied backgrounds: from social workers, doctors to housewives. Some of them were highly qualified, others had not even completed their schooling. Many of them came out of the confines of the kitchen for the first times, but all were bonded by a common goal—to prove to their male counterparts that they were as capable, if not more, than men. They were all unanimous on another issue: it was a man's world, and without the quota system, they would never stand a chance.

Table 4

Percentage of Women Members in Maharashtra Legislative Council 1937-1996

Sr.No.	Tenure of Council	Total Seats/Member	Number of Women Members	Percentage of Women Members
1	1937-39	30	1	3.33
2	1940-46	29	1	3.45
3	1946-52	29	2	6.90

Sr.No.	Tenure of Council	Total Seats/Members	Number of Women Members	Percentage of Women Members
4	1952-58	72	10	13.89
5	1958-64	72	4	5.56
6	1962-68	78	3	3.85
7	1964-70	78	3	3.85
8	1968-74	78	2	2.56
9	1974-80	78	3	3.85
10	1978-84	78	5	6.41
11	1980-85	78	6	7.69
12	1987-92	78	4	5.13
13	1992-94	78	—	—
14	1994-96	78	7	8.97

(Source: Human Development Report Maharashtra,2002, Govt. of Maharashtra)

Table 5
Percentage of Women Members in Maharashtra Legislative Assembly 1937-2000

Sr.No.	Tenure of Assembly	Total Seats	Number of Women Members	Percentage of Women Members
1	1937-39	175	7	4.00
2	1946-52	175	9	5.14
3	1952-56	316	15	4.75
4	1957-62	233	30	12.88
5	1962-67	265	17	6.42
6	1967-72	271	12	4.43
7	1972-77	289	28	10.33
8	1978-80	289	9	3.11
9	1980-85	289	20	6.92
10	1985-90	289	16	5.54
11	1990-95	289	6	5.08
12	1995-2000	289	11	3.81

(Source: Human Development Report Maharashtra,2002, Govt. of Maharashtra)

In this grim scenario, are the success stories indicating the subtle and silent ongoing revolution. In the present series of panchayat elections, some of the states have examples of all women local councils. These include: A village called Kultikri in Midnapore, West Bengal and Mirza village of South Tripura District, Tripura. Maharashtra has had the distinction of sending in all women panchayats every now and then, starting with Mauje Rai (a small village in Indapur tehsil) in 1984. This was followed by two other villages — Ralegaon Siddhi and Bitragaon Haveli village after the men unanimously decided in a village meeting to hand over charge of the council to the women of the village (Kaushik 1996:12). Finally the question, what should be the role of women in panchayats? Should they limit themselves to only matters concerning women? Or do they have a say in matters that affect the community?

The Debate on Reservations for Women in State Assemblies and the Parliament

In a brief span of a little over two decades, the women's movement has forced the State and community to consider gender issues. During the period, feminist politics has moved from a preoccupation with the personal to issues that affect the community and the world. Simultaneously, its articulation has moved from the informal structures of autonomous groups to the more formal systems of political articulation. It is therefore a measure of success of the Indian women's movement that the present government is considering extending reservations for women in Parliament and state legislatures.

The idea of quotas for women in the State Assemblies and the Parliament was introduced in the 11th Lok Sabha by the new coalition government in September 1996. As described by Pramila Dandavate, in a meeting organized by the Department of Political Science and the Maharashtra Stree Abhyas Vyasapeeth on 6 November 1996, this was necessitated by the falling percentage of women in Parliament, caused by the male unwillingness to share power with women. Given the insurmountable male prejudice against sharing power, women find it difficult to enter these institutions in sufficient numbers; there is a need for affirmative action to ensure women's right to representation. The rationale for such a measure can be traced to: 1) The Constitution (which guarantees equality); 2) The Universal Declaration of Human Rights, which specifies that everyone has the right to take part in the government of his/her country; and 3) the 'Platform for Action', a document which emerged out of the Fourth World Conference on Women held at Beijing (1995).

If the 81st Amendment Bill is passed, Article 330 will be inserted into the Constitution making it mandatory to reserve one-third the total number of seats for women in Parliament as well as in the various state assemblies. Currently this Bill is stalled in Parliament for want of the requisite quorum.

The questions raised about women in politics have broadened the definition of political participation to go beyond the formal electoral politics to include their participation in various political movements. Examining women's political participation from this perspective makes evident that women are not politically apathetic but due to various constraints they face as women, they prefer to express their political ideas in the informal fora of protest politics rather than through the formal channels of electoral politics. This brings us to the question of why are there so few women in electoral politics?

The answer lies in the exclusionary practices entrenched in the systems of electoral politics and the reluctance of men to share power with women.

Women's right to representation is a basic right in any democratic country. Therefore the issue of reservation of women in politics is not a 'charity', but rather a recognition of this basic right.

Women's Autonomy

Education, work participation, and exposure to mass media are some of the means by which women gain status and autonomy. NFHS-2 used 4 indicators to gauge the degree of autonomy — the right to cook what she wanted, ability to obtain health care for herself, the right to participate in major spending on herself or on the household and freedom to visit her natal home. They found that:

- Women's involvement in decision making increases with age. Among women age 35 and over, only 1-2 per cent do not participate in any decision making, compared with 25 per cent of women in the age group 15-19. Participation in each of the four specified decisions increases steadily with age up to 35-39 and then levels out after that.
- Urban women are more likely than rural women to participate in decision making about their own health care, purchasing jewellery and other major household items, and staying with their parents or siblings. Women residing in Mumbai are even more likely to participate in decision making about obtaining health care for themselves than women in other urban areas of Maharashtra, but on the other three autonomy dimensions, the proportion involved in decision making are similar in Mumbai and other urban areas.
- The percentage of women involved in the four types of decision making for Maharashtra are more or less comparable with the all India figures, but those not involved in decision making is slightly lower (7%) than for India as a whole (9%).
- Freedom of movement and women's access to money were also taken into consideration. While freedom of movement is limited for the majority of ever-married women in Maharashtra, about one-half say they do not need permission to go to the market and one-third say they do not need permission to visit friends. The corresponding figures for the country as a whole are 32 and 24 per cent respectively. There is substantial variation in women's access to money by background characteristics. Overall, 64 per cent of women in Maharashtra say they; are allowed to have some money set aside that they can spend as they wish, slightly higher than the estimate of 60 per cent for the country; as a whole. Access to money increases with age, from 44 per cent for women age 15-19 to 74-75 per cent for women age 40-49. The percentage of women with access to money is much higher in urban areas (84%) than in slum areas (67%) and much higher in non-slum areas (84%) than in slum areas of Mumbai (67%).

Table 1
Percentage of Ever Married Women Involved in Household Decision Making, Percentage with Freedom of Movement, and Percentage with Access to Money by Selected Background Characteristics, Maharashtra, 1999.

Background characteristic	Percentage not involved in decision-making	Percentage involved in decisionmaking on:				Percentage who Do not need		Percentage with access to money	Number of women
		What to cook	Own health care	Purchasing Jewelry, etc.	Staying with her parents/siblings	Go to the market	Visit friends/relatives		
Age									
15-19	24.9	67.0	31.1	29.8	26.3	21.3	13.0	44.4	499
20-24	12.7	80.2	41.6	40.7	37.1	36.8	25.0	55.8	954
25-29	7.1	88.0	50.4	49.8	41.6	45.0	26.9	62.3	1,092
30-34	3.7	91.7	51.4	54.7	45.9	51.9	29.6	66.4	956
35-39	1.9	94.9	54.7	58.7	54.0	58.0	39.9	72.8	778
40-44	1.0	93.9	60.9	59.5	54.4	65.1	49.0	74.8	688
45-49	1.2	93.2	59.5	56.9	52.0	63.4	48.1	73.7	424
Resident									
Urban	6.3	87.1	58.3	55.2	49.1	64.8	41.6	73.6	2,229
Rural	7.8	87.8	44.0	46.8	41.1	37.0	25.5	57.6	3,162
Mumbai	4.8	89.7	66.9	54.4	45.8	79.7	42.7	74.3	682
Slum	4.7	49.7	63.6	53.5	41.8	76.4	36.9	67.4	397
Non-slum	5.0	89.7	71.6	55.6	51.3	84.2	51.0	83.8	285
Education									
Illiterate	5.8	89.6	46.7	50.6	42.4	40.7	29.1	54.6	2,405
Literate<middle school									
Complete	7.8	87.9	49.0	48.6	43.0	49.0	29.7	65.0	1,448
Middle school complete	12.8	81.7	47.7	43.5	49.0	48.7	29.7	69.7	582
High school complete and above	6.2	85.1	60.7	56.2	55.7	67.1	44.7	83.8	956
Religion									
Hindu	7.2	87.8	49.3	49.7	44.3	47.2	31.6	62.6	4,318
Muslim	7.7	85.4	48.3	48.3	40.4	50.2	32.4	71.0	531
Christian	9.0	79.8	67.3	60.2	55.0	57.0	37.6	69.4	71
Buddhist/Neo-Buddhist	4.7	89.3	57.2	57.4	51.7	57.3	37.0	70.5	368
Jain	12.4	83.9	47.6	47.6	35.2	62.2	33.1	73.8	68
Other	(4.1)	(83.8)	(41.0)	(56.5)	(40.9)	(47.9)	(28.4)	(65.2)	36
Caste/tribe									
Scheduled caste	5.4	88.9	52.4	52.6	50.4	53.9	32.6	68.3	728
Scheduled tribe	6.5	87.1	46.3	50.5	44.0	46.6	32.1	53.5	552
Other backward class	7.3	87.5	47.3	50.9	42.8	53.9	36.2	67.4	1,162
Other	7.6	87.3	51.1	49.4	43.5	45.3	30.4	64.0	2,923

Background characteristic	Percentage not involved in decision-making	Percentage involved in decisionmaking on:				Percentage who Do not need		Percentage with access to money	Number of women
		What to cook	Own health care	Purchasing Jewelry, etc.	Staying with her parents/siblings	Go to the market	Visit friends/relatives		
Cash employment									
Working for cash	5.4	90.4	53.3	56.0	49.6	50.9	35.7	67.1	1,937
Working but not for cash	9.9	84.6	42.3	40.9	37.3	31.9	23.0	50.6	1,066
Not worked in past 12 Months	7.4	86.4	50.5	49.8	43.3	53.9	33.3	67.9	2,388
Standard of living index									
Low	6.4	90.0	45.4	49.3	42.3	38.5	27.8	54.9	1,639
Medium	7.6	87.3	47.0	48.6	42.2	48.4	30.2	63.2	2,409
High	7.3	84.8	61.6	54.8	52.1	62.0	41.5	79.7	1,176
Total	7.2	87.5	49.9	50.3	44.4	48.5	32.1	64.2	5,391

Source: (National Family and Health Survey, India 1998-1999, International Institute for Population Sciences, Table 3.7, Pg. 52)

VIOLENCE AGAINST WOMEN

The extent of violence against women across geo-physical boundaries has been highlighted in the Fourth World Conference of Women at Beijing in September 1995 and earlier in the Vienna Congress on human rights in 1994. The presentations made in these different fora indicate that despite the recognition of the right to life and bodily integrity in the various instruments of human rights, women are routinely subjected to rape and torture not by strangers, but by the men often known to them.

The murders of Naina Shahani (1995), Rinku Patel (1990), Roop Kanwar (1987) captured the media attention for their brutality. But apart from these instances which shock the collective conscience of the nation, are a host of other unreported crimes. The frequency of their occurrence have thoroughly desensitized us. The shrill cries of a victim of domestic violence that breaks the stillness of the night get no reaction. The neighbours turn over and go to sleep. Underlying this non-interference of the neighbours in domestic violence is the belief that the woman is the property of the man and what a man chooses to do in the sanctity of his home is outside the purview of the law.

There are other instances of gender specific violence against women that are culturally legitimized: these include female circumcision in parts of Africa; while in India we have a whole range and spectrum of violence against women from female infanticide (which despite its ban, since 1870, continues to be practised among the Kallars of Tamil Nadu) to sati — the burning to death of the widow in connivance with the wishes of the family and community. *Another extreme form of oppression, which is a reflection of the community's attitude towards women and an indication of her status in society, is the practice of witch hunting or bhutali, as it is called among the Warli tribes of Maharashtra.* A bhutali is a woman who has acquired special evil powers by which she can harm others. Once a woman has been labelled a *bhutali*, she is mercilessly beaten by all, sometimes to death.

Gender-based violence can be subtle and barely discernible; it can jeopardize the life of the female at birth, or even before, through the misuse of modern medical science. It denies the individual access to a fair share of the resources of the community — to nutrition, education and employment.

Violence against Women and Its Function

A narrow concept of violence may suggest an illegal criminal use of force; but violence goes beyond physical assault or intimidation to include all forms of overt and subtle use of power. The process institutes the brutalization of the targeted individual/group through physical injury, threats of

coercion, subtle acts of disciplining and denials. These measures need not necessarily be illegal, but may be institutionalized in the existing social set-up, through its laws, social norms and sanctions. The aim of violence is to enforce subordination and compliance with the wishes of the dominant. From such a perspective, it would include: all forms of exploitation; discrimination; upholding of an unequal economic and social structure; the creation of an atmosphere of terror; and a situation of threat and reprisal

Violence in its narrowest definition is physical assault or threat. But a broader understanding of violence includes: 1) All subtle forms of emotional and psychological control through intimidation, and misuse of personal or institutionalized power. 2) The socio-cultural and ideologically instituted discriminatory practices against a group. To elaborate, underlying all situations of ethnic and class tensions, is a process of ideology formation through which the more powerless group is defined as the 'other', stereotyped, subjugated and controlled.

Similarly the aim of violence against women is to ensure their subordination and control in a patriarchal society. Despite variations in form and kind, violence against women have existed in all patriarchal societies. They include the subtle normative structures that justify the denial of: 1) Personal autonomy; 2) Entitlements to food, education, health care and other opportunities of self-development in the family. Additionally, these normative values stereotype women as: emotional, nurturing, sexually dangerous and foolish (therefore in need of male control). Such a construction of women's nature justifies discriminatory practices and denies women access to economic and political decision making powers; it hampers the process by which the existing social structure could be altered into more egalitarian structures.

Specifically in the Indian context, structural violence against women manifests itself through:

1. Misuse of medical technology to abort female foetuses.
2. Denial of food, nutrition, health care, education and opportunities to earn a livelihood.
3. Normative ideals of subordination and compliance (which, if women challenge, bring about brutal reprisal).
4. The existence of prostitution, rape, dowry, sati and witch-hunting in certain communities (GOI 1974).

The Function of Gender Specific Violence,

All these forms of violence against women are motivated. Apart from being the indicators of women's low status, the prevalence of various forms of violence can be seen as a means of perpetuating women's subordination (GOI 1974). Women are generally powerless to counter these deeply encoded values in the collective psyche of the group. Direct violence against women (i.e. all acts of aggression

and physical assault on women) appear to have the dual function of controlling and perpetuating their subordination. They may be seen as the maintenance mechanism of a patriarchal society.

Despite the existence of these various expressions of violence against women in patriarchal societies, the focus in this chapter is on physical violence against women and its function as manifest in rape, sexual harassment, dowry, domestic violence, sati and witch-hunting. All these forms of violence are crimes perpetrated on individual women (although in times of war mass rapes and brutalities take place); but their implications go beyond the individual to manifest as expressions of male desire to control all women. The fear of physical injury or harm prevents women from going out after dark, even if it is to earn a living. This restriction on their movement has an implication for gender equality; it ensures women's dependence and economic vulnerability, which in turn exposes them to further acts of violence

Issues related to rape and dowry deaths were largely responsible for the growth of the women's movement in India, while the protest action against sati is an important landmark. It led to the rethinking of feminist politics and the relationship of the movement with the State. Although the question why women have been hunted down as witches has not really attracted the attention of feminists and activists in India, its analysis is crucial to our understanding of the ideology which victimizes the weakest member of the group. Witch-hunting is a symptom of an introverted society confronted with change: faced with the difficulty of coping with change, it often turns its aggression against the most powerless members; these invariably are the economically weak and powerless women. The dimension which witch-hunting adds to our understanding on violence is that in stress situations (such as unemployment, political upheaval, etc.) violence against women increases. A study undertaken by the Kashtakari Sanghatana way back in 1990 shows that with the breakdown of traditional health care practices and the lack of community access to modern health care systems, women are routinely branded as witches by the local faith-healers and hunted down . Women's groups also link the increasing cases of violence against women to the growing social dislocation in society, resulting from the changing economic patterns .

Sati is the ultimate expression of the prevailing misogynistic ideology. Here, ideology is taken to imply a doctrine or a way of thinking; it is a rationalization and justification for a set of practices, programmes and codified behavioural patterns Patriarchal ideology includes the sum total of norms and ideal patterns of conduct governing heterosexual behaviour which are rationalized and codified within a given culture. They get expressed through religious, philosophical, legal, political, social and economic institutions. This ideological script of the given society permeate all its institutions and define interpersonal relationship, and is treated as natural.

In this genre of violence may be included dowry and bride burning. The prevalence of dowry indicates:

1. The zero political status of women within the family and society.
2. The status asymmetry between the bride givers and bride receivers.
3. The social definition of women as non-workers, despite their economic contribution to the households.
4. Patriarchal ideology that seeks control of women's fertility, and ensures the paternity of their children.
5. Social stratification, which requires endogamous marriages.
6. It spreads because of attempts by the upwardly mobile groups to emulate the upper castes wherein women are seen as non-productive.
7. It is the result of kinship morality sanctioned by religious dictates and built into the social structure

Conversely, the fear of violence is an effective deterrent to the weaker group daring to protest or act in a manner contrary to the wishes of the stronger. This threat of sexual violence in most societies is directed to restricting women's physical mobility and punishing women who flout social norms. Rapes and other forms of sexual abuse are not individual acts, but they often have social sanction and even when they do not, the victim is blamed for the aggressor's action. Sexual harassment of women is thus the ugly manifestation of women's oppression and the specific means through which the status asymmetry on lines of gender is reinforced. It highlights how violence is used to disempower women. Sometimes this is achieved through subtle persuasion and socialization; at others, through open brutal reprisal.

Rape is thus just a crime of passion or isolated acts of perversion, but a political weapon to terrorize all women into submission. It acts as a threat and is a way of curtailing women's freedom. As a result, in most societies, public spaces are physically dominated by men; this makes it very difficult for women to move, work or earn a living. When women defy this norm, they risk rape. This is evident from the widely prevailing belief that the woman must have invited rape by her seductive dress, behaviour and by simply being where she should not be. The unquestioned notion, as expressed metaphorically in proverbs, is that a chaste woman cannot get raped. For example, a proverb says, "If the sari is tied tightly, is there anyone who would dare touch her?"

Underlying this proverb are several unwarranted assumptions which make invisible the nature of the crime: 1) Men have unbridled sexual appetites and therefore their momentary lapse of passion should be condoned; 2) Women are seductive; 3) Women tempt men and then cry rape; 4) The only option for a woman suffering rape (as made explicit in the various Indian movies) is either to marry the rapist or commit suicide. Even a cursory reading of the newspapers to check the incidents of rape

will reveal that, while no woman is free from the threat of rape, the majority of the victims are largely young children and teenaged girls. It also makes evident the nature of sexual control of women, for rape adds one more barrier to women's chances of work participation, produce for the market and utilize the necessary community services. Yet these myths about rape underlie the legal discourse on rape and a woman is subject to all kinds of humiliation: she has to prove her charges in a predominantly male court of law, wherein her character is questioned and her past sexual history scrutinized. In contrast, the accused is held innocent and not even his past convictions in similar cases (if any), are questioned. Kapur and Cossman (1996) write that so deep-rooted are these myths about rape, that even 10 years after the first feminist campaign against rape (the Mathura rape case), the Supreme Court observed, while reducing the sentence to a mandatory 5 years, in the Suman Rani case involving two police officers that she was a woman of questionable character (1996:61).

'Power' rapes, custodial rapes, etc. are generally aimed at not just women, but is intended to demoralize the family and the group or community to which the victim belongs. This is evident from the mass rapes of tribal and lower class women, by the landlords, or other elite men. Moreover, all these threats of violence against women are particularly acute in times of resource scarcity in the family and community and during political upheavals, communal riots and wars. During such times women were raped and tortured even if they had not been a party to the struggle.

(Source: *Understanding Women's Studies* by Veena Poonacha, The Research Centre for Women's University, SNDT Women's University, Mumbai, 1997)

Crimes against Women

The crime rate against women in Maharashtra for the years 2000-2002 is as follows:

Table 1

No.	Type of Crime	No. of Female Victims		
		2000	2001	2002
1.	Rape	1310	1302	1277
2.	Abduction	662	611	782
3.	Dowry Death	371	308	242
4.	Sexual Harassment	930	1120	1349
5.	Domestic Violence	6768	6090	5065
6.	Against Children	440	450	459
7.	Bigamy	80	59	63

(Figures supplied by the Director General of Police, Maharashtra State, Mumbai (PAW Cell) 2003)

The NFHS - 2, 1998-99 has categorically stated that *both tolerance of and experience of domestic violence are significant barriers to the empowerment of women with consequences for women's health-seeking behaviour, their adoption of a small family norm, and the health of their children*, and attempted to assess whether women view wife-beating as justified and to measure the prevalence of violence against women, including, but not limited to, violence committed by a woman's husband.

Sample Size and Reporting Domains

The NFHS-2 sample in Maharashtra was designed to provide estimates for the state as a whole for urban and rural areas, and for Mumbai. The survey was also designed to provide separate estimates for slum and non-slum areas of Mumbai. The sample is not large enough to provide reliable estimates for individual districts.

A target sample size of 4,000 completed interviews with eligible women was initially divided between urban and rural areas by allocating the sample proportionally to the population in the two areas. The NHFS-1 non response rates at the household and individual levels were used to estimate the sample size that would be required to achieve the target number of completed interviews in NFHS-2. The sampling rates used in urban and rural areas take rates of in response into account based on urban and rural non response rates from NFHS-1. In order to provide separate estimates for Mumbai and slum and non-slum areas of Mumbai, a higher sampling rate was used in Mumbai than in other urban areas. The target sample size for Mumbai was set to be 2,000 completed interviews with eligible women, effectively raising the overall target sample size for Maharashtra to 5, 500 women.

Table 2

Reasons Given for Justifying a Husband Beating His Wife

Background characteristic	Percentage who agree with at least one reasons	Husband suspect wife is unfaithful	Natal family does not give expected money or other items	Wife shows disrespect for in laws	Wife goes out without telling husband	Wife neglects house or children	Wife does not cook food properly	Number of women
Age								
15-19	82.1	36.9	7.6	60.8	63.6	71.4	53.5	499
20-29	76.3	32.7	6.7	56.5	55.1	68.7	50.5	2,046
30-39	73.4	32	6.7	53.6	51.5	64.5	47.6	1,734
40-49	68.3	29.6	6.7	49.2	49.2	58.8	43.5	1,112
Marital duration (in years)								
< 5	74.7	33	5.6	56.3	52.2	65.2	43	994
5-9	73.7	32	6.3	53.03	52.7	66.5	50	920
10 or more	74.6	31.9	7	54.3	54.1	65.7	49.1	3,050
Not currently married	72.3	33.4	8.6	54.1	54	63.6	52.2	428

Background characteristic	Percentage who agree with at least one reasons	Husband suspect wife is unfaithful	Natal family does not give expected money or other items	Wife shows disrespect for in laws	Wife goes out without telling husband	Wife neglects house or children	Wife does not cook food properly	Number of women
Residence								
Urban	65.1	28.5	4.9	46.2	41.7	55.3	33.5	2,229
Rural	80.7	34.9	8.1	60.3	61.9	72.8	58.8	3,162
Mumbai	50.3	14.9	0.9	32	27.8	42.3	17.7	682
Slum	62.3	18.8	1.5	41.4	36.1	52.7	22.9	397
Non-Slum	33.6	9.5	0.1	18.8	16.1	27.7	10.4	285
Education								
Illiterate	81.5	37.4	10.3	60.4	62.4	73.8	58.2	2,405
Literate, <middle school Complete	77.9	32.4	4.8	58.4	56.4	70.4	52.5	1,448
Middle school complete	71.1	29.2	3.6	50.5	47.8	59	39.2	582
High school complete and above	52.4	20.8	2.8	35.8	30.3	41.5	23.1	956
Religion								
Hindu	74.9	32.1	6.7	55.2	54.3	66.7	50.1	4,318
Muslim	72.0	33.2	6.4	50.5	51.3	59.4	35.9	531
Christian	56.4	29.5	12	37.4	40.4	46.3	33.8	71
Buddhist/Neo-Buddhist	76.7	35.9	7.8	58.1	53.5	68	53	368
Jain	56.2	18.9	2.1	37	34.6	46.5	26.7	68
Other	76.3	29.4	11.2	52.7	57.6	70.5	51.1	36
Caste/tribe								
Scheduled caste	78.0	34.8	6.5	59.1	55.9	68.8	52.5	728
Scheduled Tribe	81.1	37.8	12.2	57.8	59.5	70.3	52.6	552
Other backward class	73.4	33.7	6.8	53.1	50.4	64.3	47.4	1,162
Other	72.4	30.1	5.8	53.1	53.0	64.4	46.8	2923
Cash employment								
Working for cash	74.4	32.6	8.5	53.8	55.9	65.5	52.5	1,937
Working but not for cash	82.7	33.6	7.9	63.3	65.2	75.4	61.8	1,006
Not worked in past 12 Months	70.4	31.4	4.9	51	46.4	61.3	39.1	2,388
Standard of living index								
Low	79.8	35	10	59.4	62.6	72.3	58.9	1,639
Medium	78.8	35.6	6.2	58.6	56.4	69.7	51.4	2,409
High	57.7	22	3.6	39.8	35.9	48.1	28.9	1,176
Total	74.3	32.2	6.8	54.4	53.5	65.6	48.4	5,391

Note: Total includes 25 and 167 women with missing information on caste/tribe and the standard of living index, respectively, who are not shown separately. () Based on 25-49 unweighted cases.

According to the reports of respondents, 18 per cent of women in Maharashtra have experienced violence since the age of 15 (slightly less than the national average of 21 per cent) 2 per cent have

been beaten by their in-laws and 2 per cent by other persons. This implies that among women who were beaten more than 9 out of 10 (92%) have been beaten by their husbands and 1 out of 9 have been beaten by their in-laws.

Women between the ages 15-19 are less likely than older women to have been beaten or physically mistreated, but because of their young age, they have had less time to be exposed to the risk of being beaten since age 15. For the same reason, women who have been married for less than five years are less likely to have been beaten (12%) than women who have been married for 10 years or longer (19%)

Urban women (17%) are slightly less likely than rural women (19%) to experience violence. Relatively few women (10%) residing in Mumbai are likely to be beaten, however, women residing in slum areas (13%) are more than twice as likely to be beaten as women in non-slum areas (6%). Illiterate women (23%) are much more likely to have experienced violence since the age of 15 than women who have completed at least high school (9%). The prevalence of violence against women decreases substantially as the standard of living increases. Specifically, 22 per cent of women from a low standard of living have experienced violence, compared with 19 per cent from medium and 11 per cent from high standard of living households. Women from nuclear families are more likely than women from non-nuclear households to experience domestic violence.

Table 3
Women's Experience with Beatings or Physical Mistreatment

Background characteristic	Percentage beaten or physically mistreated since age 15	Percentage beaten or physically mistreated Since age 15 by:			Number of women
		Husband	In- laws	Other persons	
Age					
15-19	15.8	14.2	0.6	3.4	499
20-29	17.3	16.0	2.0	1.9	2,046
30-39	19.8	18.5	2.3	2.3	1,734
40-49	17.9	16.6	2.0	1.6	1,112
Marital duration (in since)					
<5	11.9	9.6	0.7	3.9	994
5-9	17.1	16.2	1.0	1.9	920
10 or more	19.1	18.0	2.1	1.5	3,050
Not currently married	27.5	25.5	5.5	2.8	428

Background characteristic	Percentage beaten or physically mistreated since age 15	Percentage beaten or physically mistreated Since age 15 by:			Number of women
		Husband	In- laws	Other persons	
Residence					
Urban	16.9	15.1	2.2	2.9	2,229
Rural	18.9	17.6	1.8	1.6	3,162
Mumbai	9.9	8.3	0.6	1.8	682
Slum	13.0	11.0	0.8	2.3	397
Non-slum	5.7	6.3	0.5	1.2	285
Education					
Illiterate	22.7	21.8	2.2	1.3	2,405
Literate, <middle school complete	18.8	17.6	2.2	2.8	1,448
Middle school complete	13.2	11.0	1.6	2.6	582
High school complete and above	8.5	6.3	1.1	3.0	956
Religion					
Hindu	18.0	16.7	1.9	2.0	4,318
Muslim	16.8	15.2	1.9	2.2	531
Christian	18.9	13.2	3.8	5.7	71
Buddhist/Neo-Buddhist	22.3	21.5	2.9	3.0	368
Jain	10.8	10.8	0.0	0.0	68
Other	(17.9)	(17.0)	(0.0)	0.9	36
Caste/tribe					
Scheduled caste	24.6	23.2	2.9	2.9	728
Scheduled tribe	20.8	19.5	1.7	1.3	552
Other backward class	18.0	16.9	2.6	2.5	1,162
Other	16.0	14.5	1.5	2.0	2,923
Household type					
Nuclear household	20.0	18.5	2.3	2.4	2,540
Non-nuclear household	16.0	15.2	1.7	1.9	2,851
Cash employment					
Working for cash	25.0	23.5	3.2	2.6	1,937
Working but not for cash	16.0	15.2	2.2	0.7	1,066
Not worked in past 12 months	13.5	12.0	0.8	2.4	2,388

Background characteristic	Percentagee beaten or physically mistreated since age 15	Percentage beaten or physically mistreated Since age 15 by:			Number of women
		Husband	In- laws	Other persons	
Standard of living index					
Low	22.4	21.5	1.9	1.7	1,639
Medium	19.2	18.0	2.7	2.4	2,409
High	10.5	8.4	0.8	2.2	1,176
Living Children					
No living children	15.9	12.3	2.2	5.3	590
Only daughters	17.3	16.1	1.2	2.5	688
Only sons	15.8	14.8	1.5	1.7	1,101
Both daughters and sons	19.6	18.5	2.3	1.6	3,012
Total	18.1	16.7	2.0	2.1	5,391

Note: Total includes 25 and 167 women with missing information on caste/tribe and the standard of living index, respectively, who are not shown separately.

() Based on 25-49unweighted cases

Table 4
Frequency of Beatings or Physical Mistreatment

Background characteristic	Beaten or physically mistreated in the past 12 months					Number of women
	Many time	A few times	Once	Not beaten	Total percent	
Age						
15-19	20.9	38.5	19.9	20.6	100.0	79
20-29	10.4	21.9	16.1	51.6	100.0	354
30-39	6.7	16.1	10.1	67.1	100.0	344
40-49	9.1	9.7	4.4	76.8	100.0	199
Martial duration						
<5	20.2	32.9	18.9	27.9	100.0	119
5-9	10.3	24.7	17.6	47.4	100.0	158
10 or more	8.1	17.5	10.0	64.4	100.0	582
Not currently married	5.7	2.6	6.5	85.1	100.0	118

Background characteristic	Beaten or physically mistreated in the past 12 months					Number of women
	Many time	A few times	Once	Not beaten	Total percent	
Residence						
Urban	11.3	20.6	10.2	57.9	100.0	377
Rural	8.6	17.6	13.0	60.8	100.0	599
Mumbai	12.3	25.8	8.4	53.5	100.0	68
Education						
Illiterate	9.4	19.8	10.8	60.1	100.0	545
Literate, <middle school complete	8.4	19.3	12.9	59.4	100.0	272
Middle school complete	16.5	18.0	17.4	48.0	100.0	77
High school complete and above	9.2	10.8	10.8	69.2	100.0	81
Religion						
Hindu	9.5	17.9	12.1	60.6	100.0	777
Muslim	7.8	25.9	9.9	56.4	100.0	89
Buddhist/Neo-Buddhist	10.8	22.8	11.8	54.5	100.0	82
Caste/tribe						
Scheduled caste	9.7	24.5	13.1	52.7	100.0	179
Scheduled tribe	9.9	14.5	19.2	56.4	100.0	115
Other backward class	10.8	12.4	12.6	64.3	100.0	209
Other	9.2	20.6	9.1	61.0	100.0	468
Household type						
Nuclear household	8.9	17.3	9.3	64.5	100.0	507
Non-nuclear household	10.6	20.3	14.7	54.5	100.0	469
Cash employment						
Working for cash	10.3	16.4	11.7	61.6	100.0	483
Working but not for cash	6.0	17.5	16.9	59.7	100.0	170
Not worked in past 12 months	10.7	22.9	9.6	56.9	100.0	322
Standard of living index						
Low	10.7	17.9	13.0	58.3	100.0	368
Medium	10.1	19.6	12.8	57.5	100.0	462
High	6.6	14.3	7.2	71.9	100.0	123

Background characteristic	Beaten or physically mistreated in the past 12 months					Number of women
	Many time	A few times	Once	Not beaten	Total percent	
Living children						
No living children	11.0	15.7	14.7	58.7	100.0	94
Only daughters	15.9	22.7	11.2	50.3	100.0	119
Only sons	7.2	21.2	17.3	54.3	100.0	174
Both daughters and sons	8.9	17.7	10.0	63.3	100.0	589
Total	9.7	18.7	11.9	59.7	100.0	976

Note: Total includes 13,7, and 6 women belonging to Christian, Jain and other religions, respectively, and 5 and 23 women with missing information on caste/tribe and the standard of living index, respectively, who are not shown separately.

VIOLENCE AGAINST WOMEN IN INSTITUTIONS

In a paper presented at the workshop held by the National Commission for Women and the Maharashtra State Commission for Women on 3 July 2003, Dr. Kalindi Muzumdar outlined the violence, mostly sexual, faced by women in residential and custodial institutions such as shelter homes, protective homes, reception centres for women, hospitals and police lock-ups.

The major reasons cited by her for maintaining a silence on this abuse are: lack of alternate shelter, for the sake of the basic facilities provided by these institutions (at times they are well paid for sexual favours), fear of the retribution which may befall them at the hands of the perpetrators, and/or of being driven out of the institution, the lure of marriage and the lack of an outlet for their sexual energies.

The kind of sexual abuse may range from hugging and kissing to being sent out to service government functionaries and police, to being forced to act in pornographic videos. Strategies for intervention would require the combined efforts of the WCDD, the hospitals, the police and the voluntary organizations.

Role of the Women and Child Development Department

- Regular review or inspection of all women's institutions
- Women who have the knowledge and have worked in the field should be appointed as visitors who would be expected to pay regular visits to the institutions so as to get to know the inmates, understand their needs and problems and report regularly to the WCDD.
- Organize training programmes for the staff and residents regarding women's issues. Provide the residents with life skills and vocational training.

- In cases of sexual abuse, action should be taken expeditiously. The perpetrator, if an officer of the institution, should be suspended rather than transferred.
- Safeguard the well-being of the inmates through every available means.
- Appoint an ombudsman on issues of violence against women]
- Establish quality shelter homes and institutions for women in distress.

Role of Hospitals

- The safety of all female patients should be of paramount importance. The location and facilities of the changing rooms should be such that they are not in danger of being violated.
- Cases of sexual abuses should be dealt with sternly.
- Conduct training programmes for the staff *at all levels* on women's issues.
- Constitute a women's cell as per the Supreme Court guidelines, 1997, regarding sexual harassment at work place.

Role of the Police

- Officers should be scrupulous in the exercise of all sections under the IPC. eg. it is illegal to detain a woman overnight in a police station.
- Staff at every level should be trained in women's issues. The person who has been violated is the victim and should not be held responsible for the incident. Women police officers should offer her emotional support.
- Handle cases of sexual violence against women at police stations at the earliest. Involve women's organizations such as the Mahila Dakshata Samiti or the Mahila Suraksha Samiti in it.

Role of Voluntary Organizations

- Play a vigilant role.
- Refer cases of sexual violence immediately to the concerned authorities.
- Conduct training programmes for police officers, government officers and hospital staff on women's issues.
- Conduct campaigns on a regular basis on violence against women.
- Utilize all types of media for the above purpose.

Responses to Victims of Violence

There are varied and multi-layered responses to domestic violence and the State responses in Maharashtra come under the overall struggle for gender justice. Nonetheless, a critical examination

of these strategies to find out how effectively they deal with domestic violence underscores that they may be broadly categorized as those that seek to prevent/eradicate domestic violence and those that react/respond to such instances. Encoded in these broad categories are a variety of responses which may be delineated on the basis of their target groups and their expected outcomes. They are as follows:

I. Attacking the Roots of Violence (Preventive Methods)

1. Through Theory Building

- Developing a social analysis of violence through research and documentation.
- Understanding the extent and limits of the law and the criminal justice system
- Ensuring that the theoretical insights from the field are shared by the staff and social workers of the organizations through training

2. Through Intervention Strategies (Focussing on women)

- Identifying and monitoring vulnerable families to prevent violence
- Creating new options by developing skills (self-confidence, employment, political consciousness, etc.)
- Creating economic opportunities for women
- Empowering women with the knowledge of their rights
- Providing them with information about the various government welfare programmes and helping them to access them.
- Providing women with the necessary socio-cultural space to conceptualize and articulate their issues.

(Focussing on the community/state)

- Providing information about the prevalence of domestic violence
- Sensitizing the community and the bureaucracy to the issue of domestic violence and its illegality
- Media publicity given to the issue of domestic violence
- Campaigning for gender-just laws and reform in the criminal justice mechanism

II. Reacting to Instances/Issues of Domestic Violence

1. Through Theory Building

- Action research to documentation and conceptualizing experiences
- In particular, systematically documenting the procedural lapses in the criminal justice system.

2. Through Intervention Strategies

(Focussing on survivors of violence)

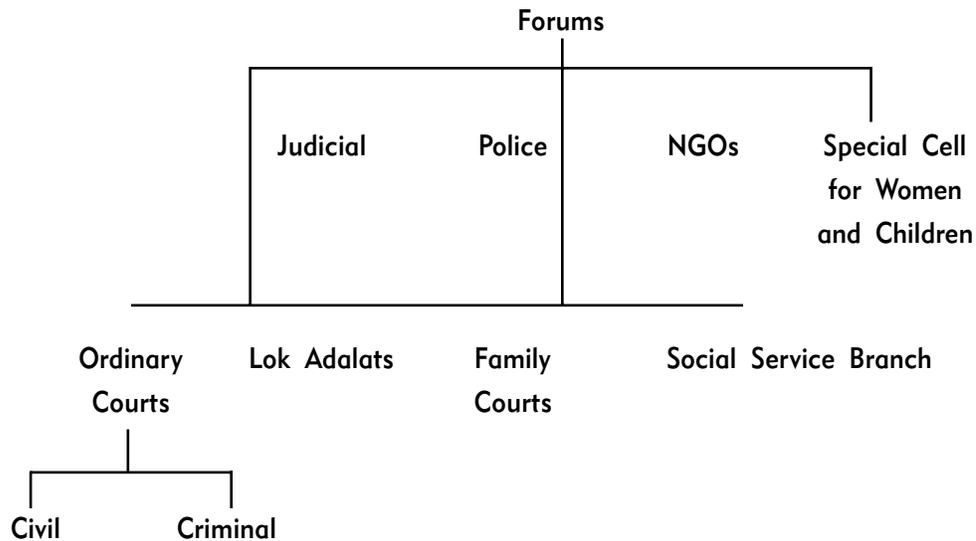
- Extending emotional and material support to the woman
- Enabling women to access economic resources, information, etc.
- Shelter/Short stay home
- Counselling
- Medical aid/therapeutic assistance
- Legal aid
- Establishing support systems and monitoring cases of violence
- Child care (hostels, foster care, schooling, etc.)

(Focussing on the community/state)

- Making violence a political issue relevant to all
- Raising community/neighbourhood opinion against wife beating
- Initiating collective community action against domestic violence
- Mobilizing men and women from other mass-based groups, trade unions, etc.
- Garnering community support for the women survivors
- Bringing community pressure on the perpetrators of violence to change their behaviour pattern and ensure the safety of the women in their marital homes
- Educating violent men to refrain from family violence
- Collaborating with the state agencies to provide adequate services to the victims
- Training medical/legal and other personnel to respond adequately to the victims needs/rights
- Educating the police to develop new attitudes and skills in dealing with gender violence
- Pressurizing the police to enforce the law, follow suitable legal procedures and prosecute the perpetrators of domestic violence
- Set up an accountability mechanism and monitor police handling of violence cases and police behaviour
- Using litigations and test cases to improve the performance of the courts
- Challenge and confront the courts to comply with the laws
- Networking and advocacy towards effecting policy change and evolving support

Enforcement and Implementation Machinery of Women's Rights

The various forums available to women to settle disputes are as follows:



The State vigorously pursues laws for women's rights in order to empower and emancipate them. While there are no women police stations, there were women's cells in police stations which are easily accessible. District Vigilance Committees have been formed, headed by a Collector and social welfare officers. In 1995, the State had set up a special cell – the Prevention of Atrocities against Women (PAW) with 10 posts directly under the DIG of Police – which coordinates the activities of the field units of the Mahila Suraksha Samitis. The Maharashtra Government signed a Memorandum of Agreement with UNIFEM and TISS to set up 10 Special Cells for women, the first of which was set up in 1984 at the Commissioner's Office. In Mumbai, there are 3 special cells, housed at the offices of the Commissioner of Police and at Dadar and Kandivili police stations. The cells are to make available professional and social services to women and children subject to violence. They will also assist police stations to register criminal complaints. Subsequently, 9 more have been set up in places like Navi Mumbai, Pune, Wardha, Nanded, etc.

Training Police Personnel

The training of police personnel, covering almost all the districts of Maharashtra constitutes an important activity of the Special Cell. This involves gender-sensitization programmes, including suggestions for carrying out effective investigation and timely interventions. In 2001, the State of Maharashtra set up a policy whereby the police would have gender sensitization programmes as part of their course curriculum. With the support of TISS and UNIFEM, refresher courses were also held for them.

Family Courts

The Family Court Act, 1984, was passed to provide for the establishment of the Family Courts with a view to promote conciliation in and securing settlement of disputes relating to marriage and family affairs. The Act enables the court to entertain a suit or proceeding for an order of injunction in situations arising out of marital breakdown. Through these injunctions/orders, women victims of physical violence may obtain the following kinds of relief:

- Re-entry into the matrimonial home in the event of being thrown out by her husband and/or relatives.
- An order restraining the husband from throwing the woman out of the house
- An order preventing the husband from harassing and abusing the woman.

Currently, Maharashtra has 16 Family Courts (7 in Mumbai, 5 in Pune, 2 in Aurangabad and 2 in Nagpur) Special Courts are established in 12 districts to try the cases of atrocities against women. These courts are established at Ahmedabad, Akola, Amravati, Aurangabad, Buldhana, Jalgaon, Nagpur, Yavatmal, Thane, Pune and Kolhapur. There are 51 Counselling Centres and free Legal Aid Centres have been set up, 10 of them at police stations. Social workers, voluntary organizations and professionals such as doctors, lawyers and psychologists have played a critical role in providing their services on a voluntary basis. There are also 12 Mahila Courts in the State which are presided over by Additional Districts and Additional Sessions Judges. The Prevention of Atrocities against Women (PAW) Cell was set up at the State Police headquarters which liaisons with the Police Commissioner regarding atrocities against women in the State. Other than this, there are no separate cells or units which deal with rape, abduction, dowry deaths, sexual harassment, etc.

Lok Adalats

Lok Adalats are Public Courts which deliver justice summarily, through a process of arbitration and settlement between the parties. Cases are taken up and disposed of in a day, thus lessening the burden on the regular courts. Every award of the Lok Adalat is deemed to be a decree of a civil court or of any other court or tribunal and is regarded as final and binding on all the parties to the dispute.

The significance of the Lok Adalats in disposing off long pending court cases served as a springboard for the idea of the **Parivarik Mahila Lok Adalats**. The National Commission for Women mooted the idea in 1996, perceiving that women were specially disadvantaged with respect to court procedures as they lacked a support system.

The Parivarik Mahila Lok Adalats are specially constituted courts under the auspices of the NCW. Family disputes are settled at such courts through 'conciliatory methods'. Rules governing civil and criminal procedures as well as those of evidence are bypassed in favour of striving at an amicable settlement between the parties. Maharashtra has 12 Mahila Lok Adalats.

The Women's Vigilance Committees

Also known as the Mahila Dakshata Samitis or the Samajik Mahila Suraksha Samiti, it came into existence in the wake of the demand by the women's organization for greater transparency in the handling of cases of domestic violence. This exercise by the police was essentially aimed at promoting police-public interface and cooperation in tackling women's problems. The role of the Committee included:

- Overseeing problems of violence and crimes against women with a view to initiating preventive measures;
- Discussing ways and means or evolving remedial measures to the problems of violence and crimes against women;
- Monitoring of cases of crimes against women
- Facilitating coordination between the police and NGOs engaged in supporting victims of violence

The Mahila Dakshata Samiti has often been criticized, both on counts of its structure and organization. It has no legal sanction, no structure, nor any definite agenda. The area of operation has been largely confined to the district headquarters; they are practically non-existent at the taluka level. The police do not want strong samitis, as it undercuts their own powers. For the same reasons, they do not want articulate, independent women as members

Government and Voluntary Organizations Working against Violence

The **Central Social Welfare Board** was set up in 1953 through a parliamentary resolution as a commitment to social justice by the newly emergent State; its role was to play an interventionist role in social transformation. Constituted as a semi-autonomous body (comprising predominantly of non-official members with social work experience and knowledge of the prevailing social reality), it was expected to provide technical and financial assistance to voluntary organizations. Within a year of its establishment, the CSWB constituted various state-level Social Welfare Advisory Boards to better coordinate and monitor the activities of the voluntary organizations.

Family Counselling Centres

In 1984-85, the CSWB set about to develop a network of family counselling services which were to meet the needs of women for legal assistance and advice on marriage, family, divorce and property matters. Voluntary agencies running welfare schemes for women and children at the grassroots level, are provided financial grants for setting up FCCs.

Grants are given for a range of preventive, curative and rehabilitation services to women. Women in distress can approach these cells for intervention, investigation in dowry death cases, counselling in family maladjustment, reconciliation in cases of separation, out of court settlement in family

disputes or even for referral services like state run or supported short stay homes, free legal aid, police assistance, etc.

The NGOs that promoted FCCs with SWB funds are varied and involved in wide-ranging activities such as:

- Organizations providing social services like crèches, hospitals hostels, and computer training centres
- Organizations working at grassroots level with rural/urban development issues including programmes on education, health nutrition, upliftment of women, social awareness, income generation, water management and land rights
- Organizations exclusively working with women or issues of women's development
- Organizations involved in social work education and training.

(Source: *Domestic Violence as a Public Issue: A Review of Responses* by Nishi Mitra, Unit for Women's Studies, TISS, 2000, Mumbai)

The above report which studied 14 SWB FCCs in Maharashtra (1 in Thane, Pune, Satara, Kolhapur, Solapur, Latur, Wardha, Nagpur, Bhandara, Chandrapur, Gadchiroli, Osmanabad and 2 in Sangli) made the following recommendations:

Recommendations

- The need for a comprehensive training programme for counsellors. Current programmes are too theoretical and far removed from the social realities.
- The Social Welfare Board should extend its role from being a mere funding and inspecting body to act as a nodal centre for training and development of key functionaries. It should also develop indigenously developed training modules.
- Currently the SWB funds Counselling Centres and Short Stay Homes under separate schemes. It needs to fund a crisis centre to meet the emergency shelter needs of women approaching the Counselling Cells.
- Improve service conditions of counsellors and social workers
- Need for media publicity

Shelter

Short Stay Homes

Also funded by the SWB, these organizations provide short duration institutional support for women in difficulty. Apart from counselling and guidance, they also provide medical care, psychiatric

treatment, occupational and diversional therapy and facilities for educational, vocational, recreational and cultural activities. The permissible period of stay in these homes extends from 6 months to 3 years.

The Government also has **State run homes** (Government Homes for Women and Women Reception Centres) which provide shelter and rehabilitation to women between the ages 18-40, who are rape victims or have been harassed. They are entitled to food, clothing and shelter. Besides, they are provided vocational guidance, medical help, legal aid, etc. Young children accompanying their mothers are permitted to stay with them and the women are given a sum of Rs. 250 if they stays for more than 30 days. Children are also provided for — the first child gets Rs. 150 and the second Rs. 100 per month. Women rescued from brothels, are housed in Rescue Homes which provide shelter and rehabilitation. Here too, the children (if any) are provided for as in the above case.

The Research Centre for Women's Studies, SNDT Women's University, Mumbai undertook a WCD funded monitoring project in 2002 of shelter homes in Maharashtra for women, which covered the current status of working women's hostel and Short Stay Homes in the State, as well as Employment and Training-cum-Production Units for Women funded by NORAD (See Appendix)

SHELTER HOMES FOR WOMEN IN MUMBAI

Sr. No.	Name & address of the Shelter Home	Kind of women admitted	Criteria of women with children	Services provided	Hostel facility	Period of stay
1	Bappu Ghar. 12 Dr. Annie Besant Rd. Worli Mumbai-18 Ph: 2492 4252	With family problems. - Mentally, Physically Sound. Have Parents and husband living in Mumbai -No discrimination on the basis of religion, language, age, caste etc. -Readiness to cook in turn.	Any number between ages 5-6 years. Mothers are required to take care of their children	- Reconciliation - Rehabilitation - Cooking and stitching classes are conducted - Recreational activities (TV is provided) - Pure veg. Food, warm water bath, medical treatment etc. - There is an in house matron. - Provides 24-hours matron. - Provides 24 hours service.	Working women can stay paying 40 percent of their salary to Bappu Ghar. They should return by 7.30 p.m. Those working in the morning are given dubba, which includes breakfast and lunch. Before admitting, the Worli police Station and those to which the women belong are given intimation. The hostel facility is also available for unmarried.	There is no limit. Women have stayed for five to six year's also thus it is relative from case to case. While living in the shelter home they cannot go for job.
2	Annapurna Mahila Mandal Women's home 'Sector 19 Plot- 14, Kopari Village, New Mumbai Vashi Ph : 27664459	- Destitute - Ability to work - Physically, mentally sound - Readiness to abide by rules - No discrimination on any grounds - Up to 45 Years of age	Girls up to 12 years and boys up to 10 years can stay with the mother. Schooling and crèche facility available	Women have to work in the same premises. They get a stipend of Rs. 150/- per month. Besides this, food and shelter are provided.	Deposit: Rs. 1,000 Monthly: 1,8000/- Breakfast, twice tea and dinner provided. No lunch. If working in shifts, letter from work place needed.	Till women want.

Sr. No.	Name & address of the Shelter Home	Kind of women admitted	Criteria of women with children	Services provided	Hostel facility	Period of stay
3	Malathi Vidhya Smruti Trust Kulgaon, Ganeshwadi, Opposite. Naik High School, Badlapur (E) Ph: 95251- 2691244 C/o Bhartiya Mahila Federation, Thane. Ph: 25369879	- Destitute with no support. - Any women in need. - Admission decided by the executive committee -No age bar -Physically and mentally sound	Only 4-5 women with their children	- Counselling - No vocational training. - There is sewing machine if women want to stitch.		Two to three months, but can be prolonged
4	Government Reception Center, Special rehab center, C/o Kasturba Mahila vasati Gruha, Opp. BARC Colony, Sion Trombay Rd., Denoar Mumbai -88 Ph: 25581715 25565286	Between ages 18-40 years. - Distressed and in need of support. - Mentally sound.	Below 7 years of age.	- If a woman completes 30 days of stay at the center, she can avail of the Maher Yojana Scheme according to which she receives Rs. 250/- a month, the first child Rs.150 and second Rs. 100/- They are involved in income generation activities like tailoring making of sweaters etc. - Rehabilitation		Six Months to one year (relative)

Sr. No.	Name & address of the Shelter Home	Kind of women admitted	Criteria of women with children	Services provided	Hostel facility	Period of stay
5	Shanti Ghar Behind Sacred Heart Church, Besides Fatima Mata Home, Mahakali Caves Rd, Andheri (E), Mumbai - 93 Ph: 2825 5261	- Mentally sound. - Between age 18-50 years. - Affected by family problems & in need of support. Unwed mothers are not accepted.	Accepted but male children should be below 5 years of age.	- 20 inmates can be accommodated -Rehabilitation. - Follow up of cases. - Women can seek job out side while they stays in the shelter homes but must return home before 8.00 p.m .		Three to six months
6	Sukh Shanti Junction of Eastern Express Highway & Sion – Trombay Rd., Opp. BARC, Anusshakti Nagar, Mankhurd Mumbai-88 Ph: 25519596	- Physically and mentally sound - Not below 18 years - They should not be involved any case under IPC - Medical examination of women is done before admission	Accepted depending on the case but out side arrangement of children's boarding should be made as soon as possible.	- Absorbed in day-to-day activities of the shelter home like cooking cleaning etc. - Some prepare masks for hospitals - A group of women from BARC of Bhakt Sangam Gauatri Parivat Mahila Mandal conducts Bhajan class every Friday. They take one woman at a time to teach reading and writing. - No woman can work out side the shelter home during her stay - Though office timing are 10.00 am - 5.00 Emergency cases are considered. - Psychological counselling and medical care.	Under construction	Three to nine months (relative)

Sr. No.	Name & address of the Shelter Home	Kind of women admitted	Criteria of women with children	Services provided	Hostel facility	Period of stay
7	Ashraya Plot No. 243, St. Antony Rd. Chembur (E) Mumbai -17 Ph: 2521 2899	- Affected by violence, in distress and in need of support - Below 35 years of age - - Mentally sound - Prefer cases referred through Sneha Sadan - HIV/AIDS Cases are referred to other centers like theirs in Goa.	Five to seven years	Counselling and rehabilitation - 25 inmates accommodated	Contact : 28505122 (Andheri) Rs. 1,000/- monthly. With breakfast & dinner. She should return home by 9.00 p.m.	Three months
8	Shree Manav Seva Sangh Opp. Gandhi Market, Sion Rd, Mumbai-19 Ph : 2407 7327	The main service provided is the home called Bal Niketan that provides shelter for derelict and destitute children. The children are provided food, medical care, educational facilities etc. If there is a woman affected by marital problems, she can stay in the shelter. The children can also stay if she has any the women in turn have to take care of her own children and the children in the shelter. This includes dealing with day- today activities of the children. So far, there are 200 children in Bal Niketan.		The services of women are utilized to cater to the day- to- day needs of the children. They are also paid a monthly sum of Rs.200/- for their services. Besides that their needs are taken care of by the shelter.		As long as she wants.

Sr. No.	Name & address of the Shelter Home	Kind of women admitted	Criteria of women with children	Services provided	Hostel facility	Period of stay
9	Shraddhana Mahila Ashram Shraddhanand Road, Maheshwari Udayan Matunga Central Mumbai-19 Ph: 4012552	Women or girls are admitted under 3 categories: - Girls below the age of 18 years as per the juvenile court order for short period or full commitment period till the age of 18-20 years. The sanctioned strength for this category is 100 - Cases under remand category for temporary shelter referred by police station. -Admission also done for applications under private category who include orphans, all those in lack of shelter, are in moral danger, etc. - Unwed mothers are also accepted.	Children are allowed but kept separately from the mother at relevant children sections according to their age group run by the shelter. Male child accepted up to 5 years of age.	- Discharge of the inmates is done on the basis of adoption, marriage, job achieved, completion of staying period, or death. - Inmates are involved in house keeping activities.	A hostel at kurla established in 1974 is provided for the benefit of working women and is run on "no profit no loss" basis. It has a capacity to house 96 women. Priority for women's admission is accorded to women in the lower salary group. They are allowed to stay for maximum 5 years. Provision is made to enable relatives of the resident working women to stay in guestroom for one week on payment of Rs. 125/ per day for lodging and vegetarian dinner.	Six months only (relative). The women cannot work outside during the stay.

Source : (Compiled by Sakhya — Anti Dowry & Women's Guidance Cell, College of Social Work – Extension Centre, Nirmala Niketan, St. Pius College Campus, Aarey Road, Goregaon (S), Mumbai – 63. March, 2002.)

The Maharashtra State Commission for Women has identified the elimination of violence against women as its main focus area. In order to deal with cases pertaining to atrocities against women, the Commission offers counselling services to needy women prior to litigation. Hence a Free Legal Aid Centre has been established in the Commission's office in 1995.

Countering the criticism that such legal aid is not available to women in smaller cities and rural areas, the Commission has set up counselling cells and Helplines at district and block levels through the zilla parishads, municipal councils and corporations. These cells are run by local NGOs recognized by the State Commission and have at least 3 counsellors – two with MSW training and one with a legal background . The local bodies provide the honorarium of Rs. 1000 each to the counsellors and Rs. 500 as administrative charges. It also provides free space and furniture to run such cells. The total annual cost to run such cells is Rs. 42, 000 in the smaller cities and Rs. 84, 000 in bigger cities such as Mumbai, Thane and Pune. 43 Counselling Cells have been established in various districts of Maharashtra.

Division wise Distribution of District Counseling Cells

Division	Counselling Cells	
	At District	At Taluka
1. Konkan	3	5
2. Nasik	1	2
3. Pune	4	15
4. Nagpur	3	-
5. Amravati	4	5
6. Aurangabad	1	-
Total	16	27

Details of Cases Dealt with by the Commission from June 2000 to November, 2002

Year Wise	Marital dispute	Social issues like dowry, rape, molestation etc.	Cases pending with Family Courts	Property matters	Harassment at work place	Others	Total
Apr.-00 Mar.-01	190	51	39	38	43	34	395
Apr.-00 Mar.-01	226	36	23	20	138	103	546
Apr.-00 Mar.-01	193	33	45	49	46	55	421
Total	609	120	107	107	227	192	1362

Sr.No.	Registered Cases	Settled	In Process	Total
1.	Marital Problems	324	285	609
2.	Social issues (dowry death, rape, murders, etc.)	11	109	120
3.	Matters pending in Family Court	06	101	107
4.	Property matters	14	93	107
5.	Harassment at work place	58	169	227
6.	Others	108	84	192
	Total	521	841	1362

(Source: Performance Report, Maharashtra State Commission for Women, June 2000-December 2002)

WOMEN IN PRISONS

The subject of crimes against women received special attention when the Government of India appointed the Committee on the Status of Women to look at the criminal law and procedure from the point of view of gender equality and justice. Since then, there has been a spurt of legislative activity to put down crimes against women and to make the system more humane in its treatment of women. Underlying it was perhaps, a dawning awareness that there is a basic inequality between men and women. Justice Krishna Iyer quoted Henrik Ibsen to make this point:

"There are two kinds of moral law, two kinds of consciences, in men and women, and they are altogether different. The two sexes do not understand each other. But in practical life, the woman is judged by man's law, as if she were a man, not a woman." ("Gender Justice in Custodial Crisis", V.R. Krishna Iyer, in *Female Criminals and Female Victims* by Leelamma Devasia and V.V. Devasia, 1989).

While there are quite a few studies on crimes against women, female criminality and victimization of women in custody have not received as much attention. Following the recommendations of the CSW report, the judiciary, particularly the Supreme Court, by issuing several guidelines with regard to the arrest, detention, interrogation and search of women involved in criminal activities, has to some extent addressed this issue; however the inhuman conditions in which women prisoners are incarcerated in some of the country's jails and correctional institutions seems to have escaped the Government's notice. In 1987, an expert committee appointed by the Department of Women and Child Development of the Government of India under the chairmanship of Justice V.R. Krishna Iyer, submitted a detailed two-volume report on women as victims, offenders, complainants and witnesses, and their problems in custody. To date, it remains the most comprehensive work of its kind. Unfortunately, neither the Centre nor the States have taken particular cognizance of its recommendations.

A micro study of women criminals in Yeravada Jail in Maharashtra, one of the 6 six separate jails for women in the country (*Women Behind Bars*, by Neera K. Sohoni, Vikas Publishing House, New Delhi, 1989) reveals that since the data on prison population in India was first analysed, it shows certain disturbing features regarding the growth and regional distribution of female vis-à-vis male offenders. Three Indian states, i.e. Andhra Pradesh, Maharashtra and Tamil Nadu, while representing around one-quarter of India's population, accounted for three-fourths of India's female convict population and over one-half of its female undertrial population. Maharashtra also is a significant contributor to female crime in India, according to a 1978 Bureau of Police Research and Development report. The following table gives the actual population in Maharashtra's prison

Table 1
Information Regarding Prisoners Accommodation and Actual Population in
Maharashtra's Prisons as on 31-5-02

Information Figuring Persons Accommodation & Actual Population in the Maharashtra Prisons.

Sr.No	Name of the persons	Authorized Accommodation			Convicts		Under trials.		Detenues		Total
		M	F	T	M	F	M	F	M	F	
1	2	3	4	5	6	7	8	9	10	11	12
	Central Prisons										
1	Yeravada	2113	126	2239	2201	176	1395	97	7	1	3877
2	Mumbai	780	23	803	80	2	2337	133	49		2601
3	Thane	1105		1105	183		1989		3		2175
4	Aurangabad	1049	31	1080	342	2	298	10			652
5	Nashik Road	1920	57	1977	736	12	1217	13	207		2185
6	Nagpur	2601	49	2650	768	38	1143	40	3		1992
7	Amravati	604	34	638	585	33	719	27	16		1380
8	Kolhapur (Kalamba)	367		367	481		115		5		601
	District prisons, Class-I										
9	Kalyan	505	35	540	18	2	1066	34			1120
10	Nashik	105		105	25						25
11	Paithan	300		300	248						248
12	Dhule	285	9	294	76	2	187	10			275
13	Akola	650	22	672	113	3	546	27	4		693
14	Bhandara	248	5	253	33		236	11			280
15	Byculla	300		300	105		536				641
16	Ratnagiri	243	3	246	28	1	91	1			121
17	Yavatmal	104	5	109	34		217	12			263
18	Wardha	153	9	162	23	1	316	11			351
19	Yeravada	150		150	129						129
20	Chandrapur	136	17	153	34	1	423	22			480
	District prisons, Class-II										
21	Visapur	512		512	45		29				74
22	Sangli	205	30	235	10		288	10			308
23	Satara	159	9	168	10		192	8			210
24	Osmanabad	103	12	115	14		275	32			321
25	Prabhani	98	12	110	10		169	8			187
26	Solapur	120	7	127	26		183	8			217

Sr.No	Name of the persons	Authorized Accommodation			Convicts		Under trials.		Detenues		Total
		M	F	T	M	F	M	F	M	F	
1	2	3	4	5	6	7	8	9	10	11	12
27	Buldhana	97	4	101	17	2	143	3			165
28	Ahmednagar	42	6	48	4	1	143	9			157
29	Alibag	80	2	82	9		129	2			140
30	Beed	94	17	111	15		141	7			163
31	Sawantwadi	56	22	78	1		30				31
32	Nanded	45	15	60	17		282	17			316
33	Jalgaon	186	14	200	14		313	16			343
34	Atpadi	21		21	10	2					12
35	Kolhapur	104	21	125	3		135	8			146
36	J J Hospital Prison	20		20			5				5
	Total	15660	596	16256	6447	278	15288	576	294	1	22884

(Source: Inspector General of Prisons 2003)

The current status of jails and women prisoners, as submitted by the Inspector General of Prisons in 2003, is as follows:

Maharashtra has 6 Central Jails, 8 District Jails (class I) and 14 District Prisons (class II and class III). Besides, it also has the Atpadi Open Colony, where women have relative freedom to meet their families. While there are no exclusive female prisons in the State, all the jails have separate enclosures managed exclusively by women staff for women prisoners (including undertrials, short-term convicts, long-term convicts and lifers. Besides, a proposal has been submitted by the Inspector General of Prisons on 31 March 2003 to convert the women's yard of the Yeravada Central Prison, Pune into an independent, exclusive prison for women.

Similarly, after the Taloja Central Prison comes into existence, the Byculla District Prison of Mumbai will be converted into an exclusive prison for women.

In the year 2001-02, the approved capacity for males and females in custody was 1,56,60 and 596 respectively. The extent of overcrowding can be gauged from the fact that the actual number of males and females lodged during this year was 22,120 and 842 respectively. The prisoners are classified as undertrials, convicts and detenus. 6 women prisoners in Yeravda Central Prison, 9 in Nagpur Central Jail, 3 in Amravati Central Prison and 2 in Atpadi Open Colony are currently serving a term of more than 11 years. According to the Inspector General of Police, the number of women undertrials who have been in custody/remand homes for a period of 6 months is 390, 62 have been detained up to 10 months and 111 women have been in custody for more than 10 months.

There are 360 handicapped women prisoners of which 215 suffer locomotory disabilities and 145 are visually handicapped. Prisoners who develop mental problems are removed to the Regional Mental Hospital for medical attention.

Steps Initiated by the Maharashtra State Government to Better the Status of Women Prisoners

The Maharashtra Prison Manual contains many provisions for empowering women prisoners. Earlier called the Bombay Jail Manual, the present Manual is an inheritance of the British Administration. The current Manual is modelled on the All India Model Jail Manual 1959 and devotes an exclusive chapter (Chapter No. 41) to the welfare and development of women prisoners. This chapter contains all the special measures envisaged by the Inspectorate for women prisoners.

The Maharashtra Prison Manual empowers the administration to engage 21 per cent of the prison population as prison servants to work as cooks, sweepers, hospital attendants, convict overseers and night watchmen. In compliance with the Supreme Court judgement on 10 October 1999 in the Gujarat Govt. v/s Gujarat High Court in Writ Petition No. 308/1999, women prisoners who are made to work are paid per day Rs. 25 for skilled work, Rs. 17.50 for semi-skilled work and Rs. 12.50 for unskilled work on par with the men prisoners.

The Maharashtra Government through Govt. Resolution, Home Department No. JLD/4020/512/21/PRS-1 dated 16 September 2000, constituted a Committee under the Chairmanship of the Inspector General of Prisons for improving the provisions of the Maharashtra Prison Manual pertaining to women prisoners. The said committee submitted the report to the government on 31 March 2001. It is hoped that the recommendations of the said report are accepted by the State government.

Food: The diet of any individual prisoner may, on medical grounds be modified on the recommendation of the Medical Officer, but the diet of any section or group of prisoners cannot be changed without the previous sanction of the Inspector General, except in an emergency case. Any such action, however should be reported to the Inspector-General, stating fully the circumstances leading to such changes.

Table 2: Diet Scale No. 2 for the Following Class II Prisoners

- (a) Convicted men prisoners employed on light labour
- (b) Convicted prisoners who have not been given any work
- (c) Women convicted and undertrial prisoners
- (d) Men and women prisoners sentenced to simple imprisonment
- (e) Convicted adolescent prisoner sentenced to less than one month

Sl. No.	Article of Food	Revised Scale	Remarks
			All values are expressed in grams and are for daily issue unless otherwise stated.
1.	Conji	30	Rice, wheat or jowar according to availability
2.	Wheat/jowar/milo flour	425	According to availability
3.	Rice	215	Twice a week, subject availability in lieu of equal quantity of wheat flour/jowar/bajri/milo
4.	Pulses/dals		Except on Sundays
5.	Vegetables	260	On Sundays only
6.	Gur	85	On Sundays only+
7.	Gram flour	30	Three times a week
8.	Onions	5	Turmeric 1/2 gr.
9.	Sweet oil	15	Coriander 3/4 gr.
10.	Salt	20	Garlic 3/4 gr.
11.	Tamarind	5	
12.	Condiments	9	Chillies 5 gr. Jira 1/4 gr. Rai 3/4 gr. Methi 3/4 gr.
13.			Asafoetida 1/4 gr,

Education: Only the Yeravda Central Prison has some arrangement for education of the women inmates. It has provisions for one teacher. There are Special Vocational Centres for the disabled where vocational rehabilitation services are provided to the inmates. The disabled are also provided special free education and residential facilities. Educational aids and appliances are provided free of cost.

The Inspectorate itself has no rehabilitation programmes, but they encourage NGOs to take them up. Among the NGOs working with women prisoners are Prayas, Navjeevan Mandal, Indian Social

Unit of Education, Prison Fellowship of Maharashtra, Voluntary Action for Rehabilitation and Development, Rotary Club of Pune Cantonment, Childline India Foundation, Lokvikas Samajik Sanstha, Freedom Foundation, Saathi, Sevadham, Astha, etc.

Crèche Facilities: All jails have crèche facilities. Currently, there are 86 children who have accompanied their mothers to jails (45 males and 31 females)

Sanitation: A total of 124 latrines, 124 urinals and 70 bathing areas are available to women in custody.

Medical Facilities: Women prisoners have access to both outdoor and indoor medical facilities. In the year 2001-02, on an average, 32 outdoor visits and 7 indoor visits were made on a daily basis. Undertrials as well as convicts are allowed to meet their families once a week and other friends once a month.

The members of the Maharashtra State Commission for Women inspect the jails in the State and discuss about the problems of women prisoners, the facilities made available to them in jails and also the kind of legal aid being given to them. A "Jail Inspection Report" is being prepared by the Commission and the recommendations for the welfare of women prisoners are to be submitted to the Government.

POLICIES, ACTS AND PROGRAMMES

The Maharashtra Government Policy for Women, 1994

The Maharashtra Policy for Women, finalized after in-depth consultations with women's groups, activists and grassroots workers, had identified six areas for immediate action.

- Steps to eliminate violence against women
- Ensuring equality both in spirit and letter of the law
- Improving the economic status of women
- Appropriate use of the media
- Increased participation of women in local self-government
- Enhancing community participation in Government activities and detailed strategies for achieving these objectives

Some of the innovative steps envisaged to contain violence against women were: identifying areas in metropolitan cities where atrocities against women were high, like setting up of police stations headed by women there, setting up of mobile, suraksha kendras or security centres of women to patrol such areas in the night. The police personnel for these stations were to be specially identified and trained to ensure that the experiment was a success. It also envisaged that in the next five years, 25 percent of the police stations would be headed by women.

It also proposed that day care centres were to be set up in all government offices, colleges and technical institutes. Legislation was to be enacted for compulsory contributions to a welfare fund by industries and the money used to provide infrastructural amenities to women employees. This was to reduce the perceived disadvantages of employing women and the tendency to resort to loopholes in current labour laws to avoid providing these amenities to women. It also proposed to create special all 'women's squads' in the Labour Department, in each division to ensure that industries comply with existing labour legislations and policies relating to women employees. The concept of flexitime for women, both in its departments and undertakings and in private sectors defining work by output and time rather than the routine eight hour schedule was to be encouraged.

For women in the unorganized sector, the single window approach was to be promoted by setting up a centre in each district where women can obtain information on all Government programmes.

The policy also proposed to:

- Set up legal advice cell at the State level with two specific tasks

- (a) to scrutinize existing legislation to identify the gender bias
- (b) to propose a new legislation to enable women to attain equality
- Amend the Hindu Succession Act, 1956 to give co-parcenary rights to women
- Amend Section 125 of Criminal Procedure Code to remove the ceiling on maintenance which was Rs. 500/-. These provisions seem to indicate that the need to conform to social norms are only applicable to women. It also proposed to insist that for all salaried workers, maintenance be cut at source.
- Exemption of Court fees for women litigants in cases relating to (a) maintenance (b) property (c) violence and (d) divorce.
- To set up Lok Nyayalayas to expedite cases of divorce by mutual consent.
- To amend the Family Courts Act, so that on the lines of labour courts, para-legal persons can practice in the family courts.
- Amendment of Section 304 of the Criminal Procedure Code to extend legal aid facilities to undertrials, as women are the worst affected undertrials.
- Introduction of a law on domestic violence which will ensure the physical safety of women as well as prevent them from being thrown out of matrimonial home or maternal home.
- Amendment to the Hindu Adoption Act to enable the child to be adopted both by the husband and wife.
- Amendment to the Guardianship act to enable the mother to be a guardian also
- Amendment to the Rent Act to provide that widows, destitute and disabled women are treated on par with personnel from the Armed Forces.
- Amendment to the Prevention of Immoral Traffic Act to make the customer as culpable as the women and delete clauses that make soliciting a crime.

It was also suggested that the status of women be included as a weightage factor while arriving at a formula for devolving funds to local bodies. The dropout rate of girls from schools was also to be a factor in the formula for devolution of funds to gram panchayats. The Maharashtra Commission for Women was to be the watchdog for the State Government in the implementation of the policy.

The Maharashtra State Commission for Women Act, 1993

This body, constituted to further the fundamental rights guaranteed by Articles 14, 15 and 16 of the Constitution of India with reference to women, undertakes :

- To improve the status and dignity of women in society
- To investigate into or suggest suitable measures against derogatory practices of women
- To monitor and implement laws as affecting women, and

- To advise the Government on all matters related to the improvement and upliftment of women.

Functions of the Commission

1. To review the existing provisions of the Constitution and other laws affecting women and to suggest any remedial legislative measures to meet any lacunae.
2. To entertain the complaints and take suo moto notice of matters relating to deprivation of women's rights, non implementation of laws enacted to protect women and to achieve equality and development.
3. To render guidance and advise to needy women.
4. To undertake educational and promotional research to suggest ways of ensuring the representation of women in all spheres.
5. To cooperate and assist the National Commission for Women and other commissions for women.
6. To inspect or cause to be inspected jails, remand homes, women's institutions or other places of custody where women are kept as prisoners and take up with the concerned authorities such matters for remedial action as are found necessary. Finally, the Commission shall while investigating any matter have all the powers of a civil court, trying a suit, summoning and enforcing attendance on any person, requiring the discovery and production of any document, receiving evidence of affidavits, etc.

The importance of the Commission can be seen from the fact that the Government has to consult the Commission on all major policy matters affecting women.

The Bombay Court Fees (Amendment) Act 1994

Section 46 of the Bombay Court Fees Act, 1959, empowers the State Government by notification in the Official Gazette to reduce or to remit any of the fees mentioned in the first and second schedules of the Act.

Exercising the powers conferred by section 46, the State Government on 14 October 1994, passed a notification exempting court fees for women litigants in cases related to maintenance, property rights, violence and divorce. Welcomed earlier as a step in the right direction, there are many who feel that there should be some income ceiling for this exemption.

The Hindu Succession (Maharashtra Amendment) Act, 1994

The Act which came into force on 22 June 1994, states that:

(I) in a joint Hindu family governed by the Mitakshara law, the daughter of a co-parcenor shall by birth, become a co-parcenor, in her own right, in the same manner as a son and have the same

rights in the co-parcenary as she would have had if she had been a son, inclusive of the rights to claim by survivorship.

At a partition in a joint Hindu family, the co-parcenary property shall be so devolved so as to allow a daughter the same share as allocable to a son.

At a partition, in case of a predeceased son or a predeceased daughter, the surviving child will be allotted the same share which a predeceased son or a predeceased daughter would have got if he or she had been alive at the time of partition. The similar is the position of a son or a daughter of a predeceased son or a predeceased daughter. Such a Hindu female shall become entitled to be the absolute owner of the property and will be capable of disposing it by will or to her testamentary disposition.

Maharashtra Adoption Act, 1995

This bill was passed by the Maharashtra Legislative Assembly on 9 August 1995. Some of the salient provisions of the bill are:

1. Any person who has completed the age of twenty-five years and is of sound mind may adopt a child. This bill seeks to provide for an enabling law of adoption applicable to all communities, irrespective of their religions, caste race and sex.
2. It provides for adoption by order of the district court.
3. It seeks to equate as far as possible the status, rights and obligations of an adopted child with that of a child born in lawful wedlock.
4. It makes special provisions for protection of adopted children who are neglected or cruelly ill-treated or exploited or exposed to pernicious influence.
5. It makes detailed provisions as to licensing and supervision of institutions desiring to make arrangements for adoption of children.
6. It provides for making of provisional adoption orders permitting foreigners to take children out of India for the purpose of adoption.

Some other Legal Reforms

Job Reservation for Women: Notification has been issued for 30 per cent reservation for Government jobs for women.

Joint Ownership of Land: Notification has been issued that any house or land given by the Government would vest jointly in the husband and wife. Regarding this notification an amendment is recommended by the Maharashtra State Commission for Women stating that this notification should

apply only when the house or land belongs to the husband. *In case it belongs to the wife, it should stand in her name only.*

Legal Aid Scheme: The Supreme Court Legal Aid Committee announced a scheme of legal services to petitioners whose gross income does not exceed Rs. 10,000/- per month and whose annual income is below Rs. 1.2 lakhs, whereby it has minimized and standardized the fees of lawyers and made them affordable to middle class people.

Legislation Suggested by the Maharashtra State Commission for Women

Women's Protection Bill 2001

The Maharashtra Protection of Women Bill 2001 had been approved by the Cabinet and sent to the Central Government for administrative approval. The Bill has the following provisions:

The definition of violence includes, physical violence, sexual abuse, verbal or mental abuse, economic abuse and threats of such abuse. The proposed bill provides for Women Protection Magistrates, who can pass orders, for protection of right to residence in the shared household, right not to be evicted without a court's order, prohibiting the respondent from committing any act of violence against the complainant, entering the place of the residence of the aggrieved, alienation of any common assets, bank accounts or stridhan. The orders can bind the respondent by a bond for good behaviour and also order monetary relief for losses suffered by the aggrieved as a result of the violence, including medical expenses and maintenance of the aggrieved and her children.

Amendments to the Dowry Prohibition Act/Rules and Service Rules

In order to make the Dowry Prohibition Act 1961 more effective, the following suggestions were made by the Commission:

It was suggested by the Commission that since those who give dowry, do so under duress, the giving of dowry should not be penalized, but only those who take dowry should be punished under the law.

Although Section 3 of the Dowry Prohibition Act provides for a penalty of 5 years imprisonment and a minimum fine of Rs. 15,000 for abetting or giving/taking of dowry, Section 3 (2) provides that this Section does not apply to presents made to the bride or bridegroom at the time of the marriage without any demand being made in that behalf and that the list of such presents be entered in a list to be maintained in accordance with the Rules under the Act. Section 3 does not have any penal consequence for failure to maintain the list as required to be maintained under that section: Hence the Commission has proposed punishment with imprisonment and fine for failure to maintain the list as required. It was also proposed that every Marriage Registrar should forward the details of marriages registered by him to the Dowry Prohibition Officer every month. The Dowry Prohibition Officer could thereupon verify whether the list of presents as required under the Act have been forwarded to him

or not by the bride and the groom. The Rules under the Dowry Prohibition Act were also proposed to be amended to indicate that it would be mandatory for the partners not receiving any presents to file a nil return. It was also suggested that every male employee in the Government, Local Self Government, Public Sector or other establishment shall within one month of his marriage, file a certificate to his employer that he has not demanded dowry as a consideration of his marriage in violation of the Dowry Prohibition Act 1961, and that every establishment shall furnish a monthly return to the Dowry Prohibition Officer the details of the number of employees who have been married in the month and the certificates furnished by the employees regarding dowry as well as the list of presents received by them. In addition to the above provisions, it was also proposed to have these provisions included in the conduct rules for the employees of the government, local self government, public sector and other organized sectors. Any employee who has been found guilty of demanding dowry, should be liable for a major punishment under the conduct rules.

Steps to Make the Prohibition of Child Marriage Act More Effective

The Commission had suggested that those who had undergone child marriage should be debarred from government and public sector service, and that the parents of those who had undergone child marriage, should be debarred from other benefits under government welfare schemes.

Suggested Amendments to the PNDT Act 1994

The Commission suggested amendments to the Central Government regarding the Pre-Natal Diagnostic Techniques (Regulation and Prevention of Misuse) Act, 1994, that the misuse of pre-natal diagnostic techniques for sex determination of the foetus should not be publicized in any manner, even in films, TV serials and other representations and should be prohibited on the same lines as the glorification of sati is prohibited under the Sati Prohibition Act.

Hence a provision in Chapter 7 under Offences and Penalties was suggested. A new clause 22 (3) can be added, "No person or organization shall support, justify or propagate the practice of sex determination in any manner including the depiction of an incident in a film, advertisement or other media"

Suggested Amendments to the Mumbai Police Act

The Commission has suggested amendments to the Mumbai Police Act, empowering the police to restore a woman who has been thrown out of her house, back to her normal place of residence.

Women's Right to Residence Bill 2002

The bill seeks to protect women's right to residence in their normal place of residence. It provides for a substantive right to residence for women in their usual place of residence before or after the marriage. It enables a magistrate to pass an order protecting the woman from being thrown out of her home by any of those with whom she has a shared household.

MAHARASHTRA STATE COMMISSION FOR WOMEN

MAHARASHTRA ACT NO. XV OF 1993

(First published, after having received the assent of the President, in the "Maharashtra Government Gazette" on the 25th April 1993)

An Act to provide for Constitution of a State Level Commission for Women in the State of Maharashtra

WHEREAS it was expedient to provide for the constitution of a commission with the aim of furthering the fundamental rights guaranteed by articles 14, 15 and 16 of the Constitution of India with respect to women and to give effect to the Directive Principles of State Policy and in particular those enshrined in articles 38, 39, 39A and 42 of the Constitution to improve the status and dignity of women in the society, to investigate into and take or suggest suitable remedial measures against practices derogatory to women, to effectively monitor and implement laws affecting women and to advise the Government on all matters related to the improvement and upliftment of status and dignity of women in the society and for matters connected therewith or incidental thereto;

AND WHEREAS it was considered necessary to immediately make a law for the same;

AND WHEREAS both Houses of the State Legislature were not in session;

Mah. Ord. VII
of 1993

AND WHEREAS the Governor of Maharashtra was satisfied that circumstances existed which rendered it necessary for him to take immediate action to make a law for the purposes aforesaid; and, therefore, promulgated the Maharashtra State Commission for Women Ordinance, 1993, on the 25th January 1993;

AND WHEREAS it is expedient to replace the said Ordinance by an Act of the State Legislature; It is hereby enacted in the Forty-fourth Year of the Republic of India as follows :-

1. (1) This Act may be called the Maharashtra State Commission for Women Act, 1993.
- (2) It extends to the whole of the State of Maharashtra.
- (3) It shall be deemed to have come into force on the 25th January 1993.

Short title,
extent and
commencement

- Definitions
2. In this Act, unless the context otherwise requires, -
- (a) "Commission" means the Maharashtra State Commission for Women constituted under Section 3;
 - (b) "Director General of Police" means the Director General of Police, Maharashtra State;
 - (c) "Member" means a member of the Commission and includes the Chairperson and the Member-Secretary.
 - (d) "National Commission for Women" means the National Commission for Women constituted under section 3 of the National Commission for Women Act, 1990; 20 of 1990
 - (e) "Prescribed" means prescribed by rules made under this Act;
 - (f) "Women" includes female-child or adolescent girl.
- Constitution of Commission
3. (1) The State Government shall, by notification in the *Official Gazette*, constitute a body to be known as "the Maharashtra State Commission for Women" to exercise the powers conferred on and to perform the functions assigned to it, under this Act.
- (2) The Commission shall consist of -
- (a) a chairperson, who shall be an eminent woman committed to the cause of women;
 - (b) not more than six non-official members preferably women, to be nominated by the State Government from amongst the persons of ability, integrity and standing who have served the cause of women or have had sufficient knowledge and experience in law or legislation, administration of matters concerning the advancement of women or leadership of any trade union or voluntary organisation for women for protection, upliftment and promotion of common interests of women :
- Provided that, at least one member each shall be from amongst persons belonging to the Scheduled Castes and the Scheduled Tribes, respectively :

Provided further that, before nominating the Chairperson the State Government shall consult the women organisations within the State of Maharashtra;

- (c) The Director General of Police shall be the *Ex-Officio* member of the Commission;
 - (d) One Member-Secretary, to be nominated by the State Government, shall be a woman officer, who is a member of the Civil Services of the State or of an All India Service or holds a civil post under the State with appropriate experience, of the rank of Joint Secretary or above.
4. (1) The Chairperson and every non-official member shall hold office for a period of three years. Term of office and conditions of service of Chairperson and members.
- (2) The Chairperson or a non-official member may, at any time, by writing and addressed to the State Government, resign from the office of the Chairperson or of the office of the member.
- (3) Notwithstanding anything contained in sub-section (1), the State Government may remove a person from the office of the Chairperson or member if, that person, -
- (a) becomes an undischarged insolvent;
 - (b) is convicted and sentenced to imprisonment for an offence which, in the opinion of the State Government, involves moral turpitude;
 - (c) becomes of unsound mind and stands so declared by a competent court;
 - (d) refuses to act or becomes incapable of acting;
 - (e) is, without obtaining leave of absence from the Commission, absent from three consecutive meetings of the Commission;
 - (f) in the opinion of the State Government, has so abused the position of the Chairperson or member as to render that person's continuance in office detrimental to the public interest or is otherwise unfit or unsuitable to continue as such Chairperson or member :

Provided that, no person shall be removed under this clause until that person has been given a reasonable opportunity of being heard in the matter.

- (4) A vacancy caused under sub-section (2) or (3) or in any other manner, shall be filled in, as soon as may be, by a fresh nomination by the State Government; and the person so nominated shall hold office for the remainder of the term of office of the person in whose vacancy such person has been nominated would have held office, if the vacancy had not occurred :

Provided that, if the vacancy of a member other than that of the Chairperson occurs within six months preceding the date on which the term of office of the member expires, the vacancy shall not be filled in.

- (5) The honorarium, if any, and allowances payable to, and the other terms and conditions of holding the office of the Chairperson and the members shall be such as may be prescribed.

Officers and other employees of Commission

5. (1) The State Government shall provide the Commission with such officers and employees as, in the opinion of the State Government, may be necessary for the efficient performance of the functions of the Commission under this Act.

- (2) The salaries and allowances payable to, and the other terms and conditions of services of, the officers and other employees appointed for the purpose of the Commission shall be such as may be prescribed.

Salaries and allowances to be paid out of grants.

6. The honorarium and allowances payable to the Chairperson and members and the administrative expenses, including salaries, allowances and pensions payable to the officers and other employees referred to in section 5, shall be paid out of the grants referred to in section 16.

Vacancies etc. not to, invalidate proceedings of Commission

7. No act or proceeding of the Commission shall be questioned or shall be invalid on the ground merely of the existence of any vacancy in, or defect in the constitution of, the Commission or any defect in the nomination of a person acting as the Chairperson or a member or any irregularity in the procedure of the Commission, including in issuing of notice for holding of a meeting, not affecting merits of the matter.

8. (1) The Commission may appoint such committees as may be necessary for the efficient performance, exercise and discharge of its functions, powers and duties and also for dealing with such special issues as may be taken up by the Commission, from time to time. Committees of Commission
- (2) The Commission shall have the power to appoint one or more persons, as it may think fit, on any committee appointed under sub-section (1), and such person or persons, who are not members of the Commission, shall have the right to attend the meetings of the committee and take part in its proceedings, but shall not have the right to vote.
- (3) The person so appointed shall be entitled to receive such allowances towards expenses for attending the meetings and any other task of the Committee, as may be prescribed.
- (4) The Commission may invite any representative of the National Commission for Women to any of its meetings, or may associate with itself, in such manner and for such purposes as it may deem necessary, any person whose assistance or advice it may need in complying with any of the provisions of this Act or in carrying out any of its functions under this Act; and a person so invited or associated shall have the right to take part in the discussions of the Commission relevant to the purposes for which such representative or person has been invited or associated, but shall not have the right to vote.
9. (1) The Commission or a committee thereof shall meet as and when necessary and shall meet at such time and place, as the Chairperson may deem fit. Procedure to be regulated by Commission
- (2) The Commission shall regulate its own procedure and the procedure of the committees thereof.
- (3) All orders and decisions of the Commission shall be authenticated by the Member-Secretary or any other officer of the Commission duly authorised by the Member-Secretary in this behalf.
10. (1) The Commission shall perform all or any of the following functions namely :- Functions of Commission
- (a) investigate and examine all the matters relating to the safeguards provided, for women under the Constitution and other laws.

- (b) present to the State Government, annually and at such other times, as the Commission may deem fit, reports upon the working of those safeguards;
- (c) make in such reports recommendations for the effective implementation of those safeguards for improving the condition of women by the State;
- (d) review, from time to time, the existing provisions of the Constitution and other laws affecting women and recommend amendments thereto so as to suggest remedial legislative measures to meet any lacunae, inadequacies or shortcomings in such legislations;
- (e) take up the cases of violation of the provisions of the Constitution and of other laws relating to women with the State Government or appropriate authorities.
- (f) entertain complaints and take *suo motu* notice of matters relating to, -
 - (i) deprivation of womens' rights;
 - (ii) non-implementation of laws enacted to provide protection to women and also to achieve the objective of equality and development;
 - (iii) non-compliance of policy decisions, guidelines or instructions aimed at mitigating hardships and ensuring welfare and providing relief to women, and to take up the issues arising out of such matters with the State Government or appropriate authorities;
- (g) render guidance and advice to needy women in instituting proceedings in any judicial forum or tribunal for violation of constitutional provisions or any other laws relating to women;
- (h) call for special studies or investigations into specific problems or situations arising out of discrimination and atrocities against women and identify the constraints so as to recommend strategies for their removal;

- (i) undertake promotional and educational research so as to suggest ways of ensuring due representation of women in all spheres and identify factors responsible for impeding their advancement, such as, lack of access of housing and basic services, inadequate support services and technologies for reducing drudgery and occupational health hazards;
- (j) participate and advice on the planning process of socio-economic development of women;
- (k) evaluate the progress of the development of women in the State;
- (l) (i) inspect or cause to be inspected a jail, remand home, women's institution or other places of custody where women are kept as prisoners or otherwise and take up with the concerned authorities such matters for remedial action as found necessary;
- (ii) may attend and with the permission of the concerned court or *Lok Nyayalaya* may also have a right of audience before such court or *Lok Nyayalaya* in any case or any question involving the protection of rights of women including in camera trials by any court, within the State;
- (m) fund litigation including police complaint involving issues affecting a large body of women or the interpretation of any provision of the Constitution or any other laws affecting women, and present to the State Government, every six months, report relating to such matters;
- (n) make periodical reports to the State Government on any matter pertaining to women and, in particular, various difficulties under which women toil;
- (o) co-operate with and assist and seek co-operation and assistance of the National Commission for Women and other Commissions for Women set up by different State Government and also the Commission for Scheduled Castes and Scheduled Tribes and the Minorities Commission;

- (p) frame schemes for the consideration of the State Government or any other appropriate authority for more effective implementation of this Act and, in particular, frame schemes for more effective implementation of laws relating to payment of maintenance to deserted women, payment of minimum wages, ensuring equal pay for equal work, housing and shelter for women, prevention of domestic violence, prevention of sexual harassment at work, prevention of illegal traffic in women, improvement of the health and safety in women and legal aid for women;
 - (q) any other matter which may be referred to it by the State Government or by the National Commission for Women.
- (2) The Commission shall, while investigating any matter referred to in clause (a) or sub-clause (i) and (ii) of clause (f) of sub-section (1), have all the powers of a civil court trying a suit, and in particular, in respect of the following matters namely :-
- (a) summoning and enforcing the attendance of any person from any part in the State and examining him on oath;
 - (b) requiring the discovery and production of any document;
 - (c) receiving evidence on affidavits;
 - (d) requisitioning any public record or copy thereof from any court or office;
 - (e) issuing commissions for the examination of witnesses and documents; and
 - (f) any other matter which may be prescribed.
- (3) (a) On any investigation mentioned in clause (a) or sub-clause (i) and (ii) of clause (f) of sub-section (1) being completed, the Commission on taking up the matter with the State Government or the appropriate authority under clause (e) or (f) of sub-section (1) may, recommend to the State Government or the appropriate authority, as the case may be, to institute legal proceedings or prosecution in the matter and may also recommend to the State Government or the appropriate authority to appoint a counsel or a special prosecutor for the conduct of any such legal proceedings

or prosecution; and the State Government may, having regard to the nature of the case and on being satisfied that it is necessary, in its opinion, to appoint a counsel or special prosecutor, do so.

(b) The State Government or the appropriate authority, as the case may be, shall communicate in writing to the Commission, from time to time, the progress of any such legal proceeding or prosecution filed on the recommendation of the Commission.

(4) The State Government or the appropriate authority shall not apply for withdrawal of any such case or proceedings instituted under sub-section (3), without the prior consultation, in writing, with the Commission.

11. The State Government shall consult the Commission on all major policy matters affecting women. Government to consult Commission
12. (1) The Commission may, for the purpose of conducting investigations under this Act utilise the services of, - Power of Commission to utilise the services of certain officers and investigation agencies for conducting investigation
- (a) any officer or investigation agency of the State or the Central Government with the concurrence of that Government; or
- (b) any other person.
- (2) For the purpose of conducting an investigation, any officer or agency referred to in clause (a) of sub-section (1) may, subject to the direction and control of the Commission, -
- (a) summon and enforce the attendance of any person and examine him;
- (b) require the discovery and production of any document; and
- (c) requisition any public record or copy thereof from any office.
- (3) Such officer or agency or the person shall investigate into the matter as directed by the Commission and submit a report thereon (hereinafter, in this section, referred to as "the investigation report") to the Commission within such period or extended period as may be specified or extended by the Commission in this behalf.

- (4) The Commission shall satisfy itself about the correctness of the facts stated and the conclusions, if any, arrived at in the investigation report submitted to it under sub-section (3), and for this purpose the Commission may make such inquiry (including the examination of the person or persons who conducted or assisted in the investigation) as it thinks fit.

Statements made by persons to Commission

13. No statement made by a person in the course of giving evidence before the Commission or an officer or agency, referred to in clause (a), or the person appointed under clause (b), of sub-section (1) of section 12, shall subject him to, or be used against him in, any civil or criminal proceeding except a prosecution for giving false evidence by such statement:

Provided that the statement, -

- (a) is made in reply to a question which is required by the Commission or such officer or agency or such person to answer, or
(b) is relevant to the subject matter under investigation.

Registration of voluntary organisations and seeking their assistance

14. (1) Any voluntary organisation for women within the State may seek registration with the Commission for the purposes of the Act. The Commission may, after satisfying itself in the manner deemed fit by the Commission about the value and role of such organisation in the society, include the name of such organisation in its register.
- (2) The Commission may maintain a register of voluntary organisations within the State and more particularly women's organisations whose assistance it may seek for the discharge of its functions.
- (3) In discharge of its functions, the Commission may seek the assistance of any voluntary organisations within the State, more particularly, the women's organisations.
- (4) A list of such organisations registered with the Commission shall be made available to any court or authority or, on request, to the members of general public.
- (5) If, for any reasons to be recorded in writing, the Commission deems it fit to cancel the name of any organisation from its register, it may do so, after giving such organisation a reasonable opportunity to be heard.

- (6) The decision of the Commission about such cancellation shall be final.
15. No suit, prosecution or other legal proceedings shall lie against any member of the Commission or any officer or other employee of the Commission or any person acting under the direction either of the State Government or of the Commission, in respect of anything which is in good faith done or intended to be done in pursuance of this Act or any rules or orders made thereunder. Protection of act done in good faith
16. (1) The State Government shall, after due appropriation made by the State Legislature by law in this behalf, pay to the Commission by way of grants from the Consolidated Fund of the State, such sums of money as the State Government may think fit for being utilised for the purposes of this Act. Grants by State Government
- (2) The Commission may spend such sums as it thinks fit for performing the functions under this Act, and such sums of money shall be treated as expenditure payable out of the grants referred to in sub-section (1).
17. (1) The Commission shall maintain proper accounts and other relevant records and prepare an annual statement of accounts in such form as may be prescribed by the State Government in consultation with the Accountant General of the State of Maharashtra. Accounts and Audit
- (2) The annual accounts of the Commission shall be audited by the Accountant General of the State at such intervals as may be specified by him and any expenditure incurred in connection with such audit shall be payable by the Commission to the Accountant General.
- (3) The Accountant General and any person appointed by him in connection with the audit of the accounts of the Commission under this Act, shall have the same rights and privileges and the authority in connection with such audit as the Accountant General generally has in connection with the audit of Government accounts and, in particular, shall have the right to demand the production of books, accounts, connected vouchers and other documents and papers and to inspect any of the offices of the Commission.

- (4) The accounts of the Commission, as certified by the Accountant General or any other person duly appointed or authorised by him in this behalf, together with the audit report, thereon shall be forwarded annually to the State Government, by the Commission.
18. The Commission shall prepare, in such form and at such time for each financial year as may be prescribed, its annual report, giving a full account of its activities during the previous financial year and forward a copy thereof to the State Government. Annual report
19. The State Government shall cause the annual report and all the reports under clause (b), (m) and (n) of sub-section (1) of section 10 together with the memorandum of action taken or proposed to be taken on the recommendations contained therein, in so far as they relate to the State Government and the reasons for the non-acceptance, if any, of such recommendations, and the audit report, to be laid as soon as may be after the reports are received, before each House of the State Legislature. Annual and other reports and audit report to be laid before State Legislature
20. The Chairperson, the members, officers and other employees of the Commission shall be deemed to be public servants within the meaning of section 21 of the Indian Penal Code. Chairperson, members, etc. to be public servants
21. (1) The State Government may, by notification in the *Official Gazette*, and subject to the condition of previous publication, make rules for carrying out the provisions of this Act. Such rules may provide for charging of fees for any of the purposes of this Act. Power to make rules
- (2) Every rule made under this Act, shall be laid, as soon as may be after it is made, before each House of the State Legislature while it is in session, for a total period of thirty days which may be comprised in one session or in two or more successive sessions, and if, before expiry of the session immediately following the session or the successive sessions aforesaid, both Houses agree in making any modification in the rule or both Houses agree that the rule should not be made, the rule shall thereafter have effect only in such modified form or be of no effect, as the case may be; so, however, that any such modification or annulment shall be without prejudice to the validity of anything previously done or omitted to be done under that rule.

Power to
remove
difficulty

22. (1) If any difficulty arises in giving effect to the provisions of this Act, the State Government may, by order published in the *Official Gazette*, make such, provisions, not inconsistent with the provisions of this Act, as appear to it to be necessary or expedient for removing the difficulty :

Provided that, no such order shall be made after the expiry of a period of two years from the date of commencement of this Act.

Repeal of
Mah. Ord. VII
of 1993 and
saving

23. (1) The Maharashtra State Commission for Women Ordinance, 1993, Mah. Ord. VII of 1993 is hereby repealed.
- (2) Notwithstanding such repeal, anything done or any action taken (including any notification issued or nomination, appointment, rules or order made) under the said Ordinance shall be deemed to have been done, taken, issued or made, as the case may be, under the corresponding provisions of this Act.

WOMEN'S COMPONENT SCHEME - 2003-2004

WOMEN & CHILD DEVELOPMENT DEPARTMENT GOVERNMENT OF MAHARASHTRA

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WOMEN'S COMPONENT PLAN 2001

Indian society being a male dominated one, women have not yet achieved equality in it. From time to time, social reformers have tried to bring changes in the prevailing iniquitous system and the process continues. According to the 2001 Census, the total population of Maharashtra is 9.67 crores, of which women form 4.64 crores. The Women's Component Plan is thus targetted at this population in an attempt to raise their socio-economic status, help them to become literate and empower them.

The 1979 UN General Assembly adopted the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and to incorporate the principle of equality in their legal system. The 4th World Conference on Women at Beijing in 1995 placed an agenda in the form of the Beijing Platform which aims at the implementation of the Nairobi Forward Looking Strategies for the Advancement of Women.

Maharashtra which is one of the most progressive states of India, has the distinction of being the first to bring out a Policy on Women in 1994, with a built in mandate to review it in three years. Following the review, many changes were incorporated and the same was placed before the monsoon session of the Legislative Assembly. Taking into account the issues raised in the discussions as well as the suggestions made by the women's groups, a new policy was brought out in 2001, which underscored the necessity of having a Woman's Component Plan.

Aims and Objectives of the Plan

1. In the economic year 2002-03, all the plans should be women-centred.
2. Various policies are to be formulated and implemented for women's empowerment. Funds should be made available for the purpose.
3. Women should form an integral part in the planning and implementation process.
4. Increase women's participation in the socio-political fields to make them self-reliant and self-sufficient.

Some General Information Regarding Women in Maharashtra

The 2001 Census reveals the total population as 9,67,52,247. Out of this, 4,61,17,977 are women.

Enclosure 1 gives the total population and sex ratio of each district of Maharashtra. According to the 2001 Census, the total population of children between the ages 0-6 is 1,31,87,087, of which 63,08,508 are girls. The sex ratio for this age group is 917.

The secondary status of women in rural areas is ascribed to their low literacy rates, social constraints and familial responsibilities. Perceiving literacy as the solution to their problems, the State Government formulated the Women's Component Plan which takes up this issue. The 2001 Census shows a total literacy of 67.73 per cent. Out of this, 27.99 per cent women are literate. The total literacy rate for women is 41.92 per cent.

Maharashtra is primarily an agricultural state. The proportion of women who work on farms and at minor occupations related to land is greater than those who find employment in urban areas. Though women are employed in services and business, they are not stable economically. Providing care to the young and the old forms a woman's responsibility and her work is not valued at any level.

While evaluating the Woman's Component Plan, one finds that certain areas have been demarcated for women's development. The other areas denote where women can be integrated in the developmental process. These are:

1. Personal gain Schemes
2. Education
3. Health
4. Industry/Small scale industry
5. Housing
6. Agriculture and allied occupations
7. Transportation
8. Co-operatives

2. Women and Child Development Dept.

2.1 Government Institutes for Destitute Women

a. State-run Homes

Nature and aims of the Plan to provide shelter and rehabilitation

These homes are meant for women between the age group 18-40 who are homeless/deserted/unwed mothers/rape victims/harassed. Women may approach the homes on their own or through social workers/NGOs or through the police. The residents are entitled to the following benefits:

1. Food, clothing and shelter
2. Medical help as per their requirements

3. Vocational guidance
4. The organization tries to arrange marriages of single and divorced women
5. Legal aid

Young children accompanying their mothers are permitted to stay with them. Under the Sudharith Maher Scheme, the beneficiary is paid a sum of Rs. 250 per month, if she stays more than 30 days. If she has children with her, the first child gets Rs. 150 and the second Rs. 100 per month. This grant is available for only 1 year.

b. Rescue Homes

Nature and aim

Women rescued from brothels can find shelter and rehabilitation here. The home has been set up under the ITA (P) Act which mandates shelter and rehabilitation for women prostitutes. Prostitutes rescued during raids or those wishing to leave the profession can find shelter here.

Facilities

1. Food, clothes and shelter
2. Medical aid, as per their requirement
3. Aid in locating their parents to help them go back
4. Help in getting them married or providing them with employment.
5. Legal aid, etc.

If a woman has young children, they are also accommodated in these homes. The beneficiary is paid a sum of Rs. 250 per month, if she stays more than 30 days. If she has children with her, the first child gets Rs. 150 and the second Rs. 100 per month. This grant is available for only 1 year.

Budgetary Allocation for the year 2003-2004: Rs. 247.5 lakhs

2.2 Voluntary Helping Homes

These homes are meant for women between the age group 18-40 who are homeless/deserted/unwed mothers/rape victims/harassed. Women may approach the homes on their own or through social workers/NGOs or through the police. The residents are entitled to the following benefits:

1. Food, clothing and shelter
2. Medical help as per their requirements
3. Vocational guidance
4. The organization tries to arrange marriages of single and divorced women
5. Legal aid

The provisions made by the Govt. for the Sudharith Maher Scheme is also made available to these voluntary organizations. The organization provides the shelter homes with Rs. 450 per inmate for their food, clothing, oil, stationery, education, vocational guidance and salaries of employees. An additional Rs. 50 will be made available for rent, medicines and toilet articles.

Budgetary allocation for the year 2003-04: Rs. 50 lakhs

2.3 Grant-in-aid for Training to Mahila Mandal

Nature and Aim: In rural areas, women work in fields or at home-based work, as they lack the skill to do other kinds of work. If the man of the house falls ill, or the woman is widowed or abandoned, she can expect no succour and is forced to become dependent on the good will of others or take up morally unacceptable work. To help such women, training is provided so that they can become independent and self-reliant. They can also run community kitchens either at the taluka or village level. To finance such entrepreneurship, cooperative organizations are set up.

These training centres and community kitchens set up by the Mahila Mandals get a fixed grant as mentioned below in order to provide technical training and self-employment is the sole aim of the scheme.

Under this scheme, repairing of radios, TV, typing, shorthand and embroidery, horticulture, sericulture, making toys, agriculture related activities, etc. can be undertaken.

Capital Expenditure

1. Machinery	Rs. 24,000
2. Office furniture	Rs. 4,500

Revenue Expenditure

1. Stipend of Rs. 75/- per month per person (for 30 trainees)	Rs. 13,500
2. Salary for instructor, typists) (Rs. 650 per month)	Rs. 3,900
3. Contingency	Rs. 700
4. Building rent	Rs. 900
5. Raw materials	Rs. 2,500
Grand Total	Rs. 21,500

Budgetary allocation for the year 2003-04: Rs. 63.05 lakhs

2.4 Stipend to Women for Vocational Training

Nature and aim: Girls from economically backward families will be provided training in computers, nursing, telephone operation and ITI. Subject to certain conditions, they will be paid Rs. 100/- per month and encouraged to become self-employed.

Condition: They should acquire their training from government recognized institutions.

Budgetary allocation for the year 2003-04: Rs. 84.04 lakhs

Individual Financial Aid under Self-employment Programme

Nature and Aim: Women from economically disadvantaged families will be given a grant of Rs. 500/- (subject to certain conditions) to start businesses in eatables, bead work and vending fruits and vegetables. The aim is to make them self-sufficient. Women who do not have a support system, abandoned women, widows, victimized women and other helpless women are eligible for this grant.

Conditions: She should be a resident of Maharashtra for not less than 15 years. She should also not be below the poverty line as stipulated by the State government. This is a one-time grant and the beneficiary should produce an income certificate attested by the Tahsildar/MLA/SEM/ Sarpanch, etc.

Budgetary allocation for the year 2003-04: Rs. 36.56 lakhs

2.5 a. Rehabilitation of Devdasis

A grant of Rs. 10,000 will be given to a devdasi or her daughter for marriage purposes. She should be over 18 years of age. The bridegroom should not be less than 21. (Proof of age is necessary). This should be the couple's first wedding. The marriage should be registered in court. They should not have applied to any other source for aid.

The documents required are as follows:

1. Proof of having been a devdasi
2. Proof of age
3. Proof of residency in Maharashtra
4. Proof of registration of marriage
5. Proof of income

Of the Rs. 10,000, Rs. 2,000 are given for marriage expenses. The rest is put in the couple's joint names into a nationalized bank.

b. Grant to Provide Uniforms, Books, etc. for Children of Devdasis

Nature and aim: This grant is available to children studying between Std. I-X. The breakup is as follows:

1. Textbooks (per student)	Rs. 75
2. Notebooks (per student)	Rs. 70
3. Stationery (pencils, pens, etc.)	Rs. 50
4. Uniforms for boys	Rs. 175
5. Uniforms for girls	Rs. 205

Conditions: This grant will be provided once a year. Only children going to zilla parishad schools, municipal schools or any Government recognized schools are eligible for this grant. A bonafide certificate from the principal is required for eligibility to this grant.

Budgetary allocation for the year 2003-04: Rs. 21.02 lakhs

2.7 Subsistence Scheme for Devdasis

Devdasis above 40 years of age and unmarried are entitled to Rs. 300 per month under certain conditions.

Conditions :

1. She should have proof of having been a devdasi.
2. Proof of age
3. The above should be checked by the Commissioner of Women and Child Department (Pune, Maharashtra)

The Sanjay Gandhi Niradhar Yojana has been discontinued. The devdasis will now be provided aid under the above scheme.

Budgetary allocation for the year 2003-04: Rs. 115.39 lakhs

2.8 Grant-in-aid for Marriages of Daughters of Destitutes/Widows

Aim and nature: Rs. 2000 will be provided under this grant to give these women a start to their married life. The main objective is to increase their standard of living.

Conditions:

1. The beneficiary should be a resident of Maharashtra for the past 15 years.
2. The annual family income should not be more than what the Government has declared as minimum for the economically backward classes.
3. The beneficiary should not be less than 18 years. Proof of ages should be provided either by submitting a) School leaving certificate; b) High school certificate; c) Doctor's certificate;

4. This grant is available only to one girl child per family.
5. The application is valid only if made within 90 days of the marriage.
6. The income certificate should be attested by any of the following: a) Tehsildar; b) MLA/MLC; c) SEM or sarpanch.
7. Widowed women should provide the attested death certificate of their husband.
8. Application for grants should be accompanied by a duly attested marriage certificate of the beneficiary.
9. The beneficiary should give an undertaking that the grant will be used only for marriage purposes.

This grant is not for the purpose of remarriage.

Budgetary allocation for the year 2003-04: Rs. 20 lakhs

2.9 Grant-in aid for Marriage of Girls Residing in Orphanages, State-run Homes and Rescue Homes

Nature and aim: Rs. 15,000 is given to these girls for their marriage to start a new life and to improve their standard of life

Conditions:

1. They should belong to one of the above mentioned categories.
2. She should not be less than 18 years of age.
3. The beneficiary should be an orphan. If she has one living parent, the family income should be less than Rs. 20, 000 per year.
4. It is mandatory for the beneficiary to provide an affidavit that she has not received any financial help for marriage from any other source.
5. Of the sanctioned amount, Rs, 10,000 should be put into a fixed deposit for five years in a nationalised bank. It cannot be withdrawn before 5 years. The remaining Rs. 5,000 will be utilized by the organization to provide for the beneficiaries requirements.

Savitribai Phule Bahu Udashye Mahila Kendra (S.P. Multi-purpose Women's Centre)

Nature and aim: A multi- purpose women's centre will be established by voluntary organizations in each district with the following aims:

1. To give legal aid to women.
2. Provide employment guidance.

3. Provide temporary shelter to those in distress.
4. Provide vocational guidance.
5. Library facilities to be made available.
6. Run an occupational training centre.
7. Run a day-care centre.
8. Conduct adult literacy classes
9. Government officials should make this information available widely.

Rs. 1, 37,00 will be the recurring revenue. Rs. 2,74,500 is deposited towards capital accumulation, taking into consideration the actual costs.

Budgetary allocation for the year 2003-04: Rs. 23. 35 lakhs

2.11 Kamadenu Yojana

Nature and aim: This scheme was started to provide employment to home-based women workers. 50 per cent of the work will be provided to the nominated organizations who will pass it on to their members.

Eligibility criteria:

1. The organizations which were registered under the Sanstha Nondini Adhinayam, 1860.
2. Those registered under Sarvajanic Vishwasth Kayda, 1950.
3. Those registered under Company Adhyneeyam, 1950.
4. Those registered under Maharashtra Sahkari Sanstha Adhyneeyam.

Nature of work and conditions under which work is allocated

The following conditions will apply to get work under this scheme:

1. The organization registered under any one of the above mentioned categories are eligible for 50 per cent of the total work.
2. If women's organizations quote 10 per cent more than the valid tenders, they are still entitled to get the job.
3. Women's organizations need not submit tenders for 50 per cent of the work, but their application should reach the State authorities before the opening of the tenders.
4. At the time of asking for tenders, it should be clearly mentioned that 50 per cent of the work is reserved for women's organizations.
5. 50 per cent of the work of supplying uniforms, bedsheets, pillow covers, clothers for patients, dusters, brooms, eatables, masalas, pickles, papads, etc. needed in panchayat

samitis, zilla parishads, municipal corporations, co-operatives, government offices, government hospitals, schools, colleges, polytechnics, semi-government organizations, public undertakings, etc. will be given to registered women's organizations.

Under the Bhandar Kharide Dhoran, the purchase of uniforms is reserved for the small scale sector, the making of bedsheets is reserved for MahaTex, Maharashtra State Government Handloom Co-operatives and prisons. Maharashtra Khadiva Gram Udyog Mandal supplies phenyl, dusters, brooms and soap. The rates are decided by Madhyavarti Bhandar Karidi Sanghatana and Saksham Pradhikaran.

Under the Kamadenu Yojana, women's organizations can charge 10 per cent more than the rate decided by the Madhyavarti Bhandar Karidi Sanghatana.

Role of MAVIM in this yojana

1. To register all the women's organizations.
2. To keep a check and control on all women's organizations to see if the work is done by women workers.
3. To provide the list of women's organizations to all concerned people.
4. To organize a network of needy women with the help of the Director of Industries so that they can get employment with private entrepreneurs.
5. To arrange technical training for needy workers and members of government organizations.

Budgetary allocation for the year 2003-04: Rs. 1.66 lakhs

2.12 Mahila Sakshame Karan Yojana (Women's Empowerment Programme)

Economic progress and providing women with facilities alone does not make for empowerment. Along with their economic status, women need to improve their social status, know their legal rights and responsibilities, be part of the decision and policy making processes and become self-sufficient. As women form part of society, they should be involved in the social development process. They should represent the local self-government — allowed to participate in the political process. Only then will they be, in a real sense, empowered.

Working towards empowerment consists of removing gender disparities – social and economic, organizing and training women to achieve equal status and make them self-sufficient, helping them to form SHGs and integrating them into the mainstream.

Empowerment has to reach the destitute, the homeless, the abandoned, widows, the economically backward as well as OBCs, the landless, farm workers and the illiterate if it has to have any meaning. Women should have reservation in the local self-government and in self-employment schemes; they should, however be given training and guidance to fill these roles.

MAVIM has been appointed as the nodal agency to oversee all the schemes for women.

Budgetary allocation for the year 2003-04: Rs. 1277. 63 lakhs

2.13 Eradication of Dowry System

A committee constituted by members of the Government and NGOs and headed by the District Collector was formed to implement the Dowry Prohibition Act 1961. A representative of a women's organization is included in the Committee.

Under this scheme, awareness and consciousness raising should be undertaken through street plays and exhibitions. Women should also have access to legal aid.

Budgetary allocation for the year 2003-04: Rs. 1. 98 lakhs

2.14 Punyashlok Ahilyadevi Holkar Puraskar

This award is given to social workers and organizations who work for Women and Child Development., so that they inspire the larger community to work in this area. This award was initiated in 1996-97. Every year, one woman at the state level is awarded Rs. 1 lakh cash and a memento. At the district level, 35 social workers and 6 organizations are thus honoured.

Type of award at district level:

- a. Women social workers get Rs. 10,000, a certificate of excellence, a shawl or a sari and blouse and a cocoanut.
- b. Women's organizations get a certificate and Rs. 25, 000, a shawl and a cocoanut.

Budgetary allocation for the year 2003-04: Rs. 8.50 lakhs

2.15 Insurance Scheme for Women

This yojana was started on 1 May 1999. It covers accidental deaths of those between the ages of 21-70. The National Insurance Company undertakes to pay the widower/daughter/son Rs. 25,000. In case of permanent disability, Rs. 25, 000 is awarded. Only those holding orange and yellow ration cards are entitled to this scheme.

Budgetary allocation for the year 2003-04: Rs. 1525 lakhs

2.16 Swayamsiddha (Self-Sufficiency)

This came about with the amalgamation of two previous yojanas – Indira Mahila Yojana and Mahila Samruti Yojana. The Indira Mahila Yojana was in operation in 14 districts and 21 taluks. The Swayamsiddha has included 15 talukas to this list, i.e. 36 talukas in all. Where the IMY functions, 50 SHGs will be set up and in the new areas, 10 SHGs will be set up. MAVIM will act as the nodal centre. This is a Centre-sponsored programme and each taluk will get Rs. 7.85 lakhs to form SHGs and provide them training.

Budgetary allocation for the year 2003-04: Rs. 129 lakhs

2.17 Balika Samruddhi Yojana (Girl Child Development Scheme)

(i) Aims: This is a Centre sponsored scheme and it is available to girls born after 15 August 1997. Its aims are as follows:

1. To rid society of the sterotypical notions about the birth of a girl child
2. To increase the enrollment of the girl child and to check the drop-out rate.
3. To prohibit early marriage.
4. To provide finance to support any enterprise started by the girls

(ii) Beneficiaries:

- a. Those born after 15 August 1997.
- b. It is applicable to only two girls in a family.
- c. Girls from both rural and urban areas are eligible. In urban areas where no surevey has been undertaken to determine poverty levels, the economic level will be determined by the ration card. If this is not available, all girls from zopadpattis are eligible.

(iii) Grant

Under this scheme, when a girl is born, she is given Rs. 500. The money is deposited in PPF or NSS, whichever fetches more interest. Otherwise, a savings account may be opened for her.

2.18 Various Schemes undertaken by the Zilla Parishad's Women and Child Development Committee (24 schemes in all)

Budgetary allocation for the year 2003-04: Rs. 314.28 Lakhs

1. Provision of cycles for school going girls:

Cycles will be provided to girls residing 2 kms. away from the school or in areas which are not easily accessible. This scheme is applicable to girls studying from 5th to 10th standard and who belong to families which live below the poverty line. The decision, will be taken by the Zilla Parishad or local bodies regarding the number or choice of beneficiaries.

2. To establish Balwadis where there are no Balwadis/Anganwadi:

In any area where Balwadis or ICD schemes are not implemented, Balwadis will be established by the Women and Child Development Committee. Health awareness, primary education, and inculcating cultural values will be the aim of this scheme. The Balwadis will be run by Gram Panchayats. The budgeting allocation per year is Rs. 1000/-.

3. Provision of free sewing machines to the economically backward women in rural areas:

There is a provision to provide sewing machines to women from economically backward families under the Centre Sponsored Integrated Rural Development Programme as well as Social Welfare Department. Both the schemes are controlled by the above committee. The machine can be purchased by the Committee own fund. The number of beneficiaries and the criteria will be decided by the Zilla Parishad and local bodies.

4. Library and Adult Education Camps organised by Mahila Mandals:

Awareness Raising programmes are organised by the registered Mahila Mandals in rural areas. Under this scheme libraries will be set up and will be under the supervision of the above committee. The Zilla Parishad and local bodies will decide the budget and select the Mahila Mandals for this scheme.

5. Rural Women and Child Welfare Medical Check-up Camps Scheme:

Medical check-up of children between 0-6 years will be undertaken and treatment will be given by specialists under this new scheme. These will be undertaken in places where there is no such health care facilities or (when available) face a shortage of funds. The budget (expenditure) for the scheme will be decided by the Zilla Parishad/local bodies.

6. Building of Sulabh Shouchalaya for rural women:

If it is not possible to build private toilets, depending on the demand Shouchalayas can be built for women under Centre sponsored Rural Cleanliness Programme on experimental basis provided the Gram Panchayat provides the place and takes the responsibility of maintaining and repairs. The cost of building will be borne by the Centre, State, Zilla Parishad/Gram Panchayat in the ratio of 35%, 34% and 30%. This scheme is undertaken by the Zilla Parishad and its control should be with the Committee. The Committee can undertake such work from their own resources. The expenditure and selection of villages will be decided by Zilla Parishad/local bodies.

7. Purchase of educational and play material for Balwadis:

The committee purchases educational and play material for the Balwadis run under Women & Child Welfare Committee. The expenditure and the selection of Balwadis is the responsibility of the Zilla Parishad local bodies. The expenses of the already existing Balwadis, if necessary, can be undertaken by the Committee.

9. Ideal Anganwadi/Balwadi Sevika Award:

The committee can from their fund honour the best Anganwadi and Balwadi workers. The selection of the best Sevika and the amount of prize money to be awarded will be decided by the Zilla Parishad.

10. Providing material for Anganwadi & Balwadis:

The Committee undertakes to supply the material required by anganwadi and balwadis, both which are run by them as well as those run by the ICD Scheme. The expenses for providing material will be borne by ICDS and the Committee respectively.

11. Organising competitions to encourage the artistic talents of women and children in rural areas:

Competitions are organised by the Committee to encourage the artistic talents of women and children in rural areas. Every year the Zilla Parishad/local bodies decide on the nature, number of competitions to be held and the expenses to be incurred.

12. Training given to women representatives of the Panchayati Raj:

Under this the elected representatives of Zilla Parishad, Gram Panchayat, Panchayat Samitis are given training on the Panchayati Raj system. This training should be organised at the Gram, Taluka and Zilla Parishad level. The number of training sessions and the expenditure to be incurred on a yearly basis will be decided by the Zilla Parishad.

13. Educational tours for women representatives:

The Committee from their own fund can organise study tours for the representatives elected to the Gram Panchayat, Panchayat Samiti, Zilla Parishad only once in a year. The Gram Panchayat, Panchayat Samiti and Zilla Parishad members together organise the tour and can spend about Rs. 12,000.

14. Providing artificial limbs to the handicapped children and women and rehabilitation:

The Committee can spend money from their own funds to provide artificial limbs to handicapped children and women who need it urgently and whose families are economically backward and fall below the poverty line. The Zilla Parishad/local bodies will decide the beneficiaries and the amount to be spent for this purpose.

15. Providing uniforms for school girl:

This scheme is to provide uniforms for girls studying from Std. 5th to 10th and to those girls who come from the economically weaker section. The local bodies will decide under this programme how many girls and which school girls are to receive uniforms.

16. Providing sarees to poor women:

The women who are very poor can be provided with sarees under this scheme. The needy village/ taluka are identified by the Zilla Parishad/local bodies who then selects the number of women to benefit under this scheme, as well the money which can be spent ever year.

17. Purchase of cows, buffaloes, goats, hens, etc. for self employment of needy women:

To provide self employment to women from economically weaker section, financial help to purchase cow, buffaloes, goat hen etc. can be given under this scheme. IRDP standards are applicable for this scheme also.

While selecting the beneficiaries no distinction should be made between backward or open categories; under this scheme all women will be benefited. The decision of who the beneficiaries are to be, on what basis they are to be selected, how many are to be benefitted in a year and how much money will be spend will be decided in consultation with the Zilla Parishad/local bodies.

18. Financial help to get poor girls married:

Girls from economically weaker section will be eligible to get financial help of Rs. 2000/-. The decision of who will be the beneficiaries, how many per year and how much money to be spend will be taken by Zilla Parishad/local bodies.

19. Financial help for industrial training to Mahila Mandals/Voluntary Organisations:

The existing or registered Mahila Mandal/Voluntary Organisation in the rural areas can avail of financial help for industrial training under this scheme. The Zilla Parishad has to select the Mahila Mandal/Voluntary Organisation. The Zilla Parishad/local bodies will decide on the number of Mahila Mandals and Voluntary Organisations which will be aided and the amount of money to be given every year to these organizations.

20. Technical training for poor girls:

Under this scheme girls from poor families will be eligible for financial help for technical training from the Committee. Training expenses will depend on the type of technical training undergone. Zilla Parishad/local bodies will decide which profession, how many beneficiaries and per head expenditure, and the total budget of the scheme.

21. Creches for the poor working women:

Creches can be provided to working women's or farm workers children. Under this scheme the Zilla Parishad can select any Voluntary Organisation to run this creche and give them financial aid for the same. The beneficiaries and the grant will be decided by ZillaParishad/Local Bodies.

22. To provide household articles for needy women:

Household articles worth Rs. 2000/- will be given to the needy women by the Committee. The selection of beneficiaries will be made by the Zilla Parishad. The beneficiaries will be paid only in kind and not in cash.

23. Financial grants for boys in higher education outside the district:

Boys from economically weaker section can be provided Rs. 2000/- financial help under this scheme for higher education outside their district. This will be paid only in cash. Zilla Parishad/ local bodies will decide who will be the beneficiaries and the number on a yearly basis.

24. Financial aid to purchase agricultural implements to widows, abandoned and economically weaker women:

Under this scheme widows, abandoned and economically weaker women can purchase agricultural implements. The Zilla Parishad will give this grant to the beneficiaries. Zilla Parishad/local bodies will take the decision regarding who will be the beneficiaries and the amount. This aid will be only in kind.

25. Home for homeless:

Women without any support or are alone and do not have a home will be given an aid of Rs. 6,000/- for a little home (*Gharkool*). Under this scheme in a year how many beneficiaries, their selection and total expenses under this scheme will be decided by Zilla Parishad/local bodies.

2.19 State Commission for Women:

The State Commission for Women was established in 1993 on the same pattern as the National Commission for Women to implement the Constitutional provisions related to women and laws related to women's welfare and protection.

The main work of the State Commission for Women is to recommend amendments regarding protection and development of women, give free legal advice and guidance, inspection and monitor prisons, Rescue Homes, and women's organisations, advise and make recommendations on issues related and affecting women.

Budget allocation for the year 2003-2004: Rs. 33.23 lakhs:

2.20 Observation Homes & Special Homes:

Under the Juvenile Justice (Child Care and Protection) Act, 2000 a juvenile delinquent under 18 years of age, will be provided with food, clothing, protection, shelter, education and training and medical aid and provisions will be made to rehabilitate them in these observation homes.

Juveniles below 18 years will be presented before the Bal Naaya Mandal on behalf of the police, social workers and parents and they will be kept in observation home till the court procedures are completed. After the investigation these children will be admitted in special homes for rehabilitation.

Observation homes run by recognised voluntary organisation will be given the following grants.

- (a) Employees 100 per cent expenditure (grant) will be borne by the Committee.

- (b) Grant per person per month of Rs. 450 will be paid which includes the expense for food, clothing, education, electricity, etc.
- (c) An additional Rs. 50 will be given per person per month towards rent, medicine and toiletries.

2.21 Children Home/Special Children Home:

Under Juvenile Justice (Child Care & Protection) Act, 2000, children below 18 years who are in need of care and protection will be provided food, clothing, shelter, protection, education, training, medical facilities; they will also get help to get married or to find jobs or start a business. Special children's home is run for rescued girls.

Under the aegis of the Child Welfare Committee (formerly the Children Welfare Mandal) children between the age of 0-6 years will be kept in Pratahanik Balgruha, those between 7-12 in Kanishta Balgruha, and those between 13-18 in Varishit Balgruha.

Children's home run by recognised voluntary organisations will be given a grant of:

- (a) Rs. 450/- per month, per person towards food, clothing, education, establishment costs and allowances. The extra expenditure should be borne by the organisations by raising funds
- (b) Additional grant of Rs. 50/- will be paid for building rent, medicine and toiletries.

2.22 Bal Sadan:

Children who are below 18 and are orphans, without support, shelterless, homeless and socially from weaker section and in need of protection and shelter will provided with a family atmosphere, education and training by the voluntary organisations running the Bal Sadan. Under this there is a unit of 10 children; 10 units make a Balgram. Children below 18 years who are orphan, shelterless, and homeless and could be admitted in these Bal Sadan by relatives, social workers, parents and police.

The grant in aid is same as 2.21 (a) and (b)

2.23 Balakashram:

Balakashram are run by voluntary organisations for children who are below 18 who are orphans, without shelter, children whose parents who are incapable of taking care of them, will be provided food, clothing, shelter, education, training, medical aid and rehabilitating them by providing jobs or business.

Grant in aid is same as 2.21 (a & b).

2.24 Orphanages

These are run by voluntary organizations for children below 18 years of age who are without support, homeless, and neglected. They will be provided with food, clothing, shelter, education, training and medical aid. Facilities for rehabilitation will be made by providing them with job/business opportunities.

Budgetary Allocation: Same as 2.21, (a & b)

2.25 Bal Sangopan Yojana: Child Care Scheme

Children between the age of 0-18 who are orphaned, homeless, without shelter as well as other needy children are placed in alternate homes instead of institutions so that they grow up in a home atmosphere instead of a formal institutional one. The foster family will be paid Rs. 250 per month for each child. This is a state scheme run with the help of voluntary organizations.

Recognized organizations are paid a grant of Rs. 50 per month to encourage families to adopt children and to keep track of the families to see if they take good care of the children they adopt.

2.26 Child Guidance Centre and Child Medical Centre

These centres were started for children in unhygienic slums with the following objectives:

1. Curb criminal tendencies in children by engaging them in some constructive work.
2. Give counselling and treatment to children and guidance to their parents for any emotional and mental problems.
3. To make available the services of psychiatrists and paediatricians.
4. To provide library facilities, balwadis, playgrounds, newspapers and sports material.

Budget allocation: Rs. 3,000 to Guidance Centres and Rs. 10,000 to Medical Centres

2.27 Anurakshan (Protection Homes and State Homes)

Boys who have been staying in Children's Homes, after completing 18 years of age and who are not yet rehabilitated are placed in Protective Homes to complete their education/training. They can stay here for a year till they find an occupation/job. The Government pays a grant-in-aid of Rs. 500/- per beneficiary to voluntary organizations who run these homes for men and women.

Under the Child Development Scheme for the year 2003-04, the Government has allotted Rs. 912.99 lakhs towards the administration and the children's rearing. The budget for the schemes run by voluntary organizations is Rs. 1,717.50 lakhs (Non-Plan) and Rs. 723.36 lakhs (Plan), totalling to Rs. 2,440.86 lakhs. 30 per cent of the beneficiaries are girls and women.

2.28 Integrated Child Development Service Scheme

This is a Centrally sponsored scheme and was launched in 1975-76. The objectives of the scheme are:

1. To provide supplementary and nourishing diet to children in the 0-6 age group to enhance their health status.

2. To prepare the basis of their mental, physical and social growth.
3. To increase the ability to take care of their health by providing them with health education and nutritious diet.
4. To give a boost to the Child Development Scheme, co-ordination should be sought with the various departments.

Under this scheme, children in the age group 0-6 and pregnant women and lactating mothers between 15-45 from the weaker sections of society and SC/ST, those below the poverty line and the labour class will be the beneficiaries.

Services Provided under this Scheme

No.	Type of services	Beneficiaries
1	Supplementary nutritious diet	Children in the age group of 6 months to 6 years and lactating mothers and pregnant women in the age group of 15-45
2	Immunization	Children between 0-6 years and lactating and pregnant women
3	Health check-up	Same as above
4	Check-up by specialists	Same as above
5	Informal education	Children between 3-6 years
6	Health and nutritious diet training	Women between 15-45 years

In Maharashtra, 265 rural, 40 adivasi and 62 urban projects are in progress. These projects are under the Commissioner, ICDS, Raigad Bhavan, New Mumbai. This scheme is handed over to the State Government under the Maharashtra Zilla Parishad and Panchayat Samiti 1961 Act, Article 123.

Supplementary Nutritious Diet

Nutritious diet is provided to children in the age group of 0-6, pregnant and lactating mothers under the ICDS scheme. Nutritious diet will be provided 25 days in a month for 300 days in a year as per Central Government's guiding principles. Under this scheme, the beneficiaries will receive 10-12 grams of proteins, and a 350 calorie nutritious diet. Children in the age group of 6 months to 1 year and 1-6 year age group who are malnourished (Grade 3 & 4) are provided with therapeutic food. At present, anganwadis in rural and adivasi areas are provided with the following type of nutritious diet.

No	Type of Diet	Quantity (gms.)	Proteins (gms.)	Calories
1	Wheat lapsi	102.5	10	415
2	Usal (pulses)	57	10	226
3	Rice, pulse kitchidi	83	9.2	302
4	Wheat kitchidi	102.5	12	245

For each beneficiary, Rs. 1.50 is given per day of which Rs. 1.13 is for the nutritious diet, 18 paise for fuel and 2 paise for the ingredients. In 354 projects which are in progress, 38 lakh children between 6 months and 6 years age group are the beneficiaries and 5,75 lakhs lactating and pregnant women are also benefitted.

In urban anganwadis, beneficiaries get ready to eat food which include sheera, uppama and usal [semolina and pulse preparations].

2.29 Navsanjeevan Yojana

Adivasis living in inaccessible areas lose contact with other areas during the rainy season. At this time, they are susceptible to various illnesses especially since they do not get proper food; so there are instances of children dying of malnutrition. To overcome this problem of adivasi women and children, this scheme was started in 1977. Under this scheme children of the age group of 6 months to 6 years, pregnant and lactating women are provided with nutritious diet.

No.	Beneficiaries	Type of diet and proportion	Diet rate (Rs.)
1	Children between 6 months, to one year, general category 1 & 2	100 gms. infant food	1.50
2	Children between 6 months to one year, general category 3 & 4	(1) 150 gms. infant food (lapsi, sheera uppama made with 20 gms. edible oil)	3.50
3	Children between one to three years, general category 1 & 2	(1) 50 gms. therapeutic food, kitchidi made from 75 gms. rice, 24 gms. moong dal and 10 gms. edible oil, and other food items	2.25
4	Children in the age group of 1-3 years belonging to general category 3 & 4	(1) 100 gms. therapeutic food, kitchidi made from 100 gms. rice, 30 gms moong dal and 15 gms. edible oil	3.50
5.	Children between 3-6, general category 1 & 2	(1) 60 gms. therapeutic food, kitchidi made from 120 gms. oil, 40 gms. moong dal, and 15 gms. edible oil	3.00
6	Pregnant and lactating mothers	Kitchidi, usal, therapeutic food	6.00

Out of 40 projects under ICDS, in 15 sensitive areas this project is in existence under the Navjeevan Yojana.

District	Name of the Project
Thane	Thalsari, Jawhar, Mokhada, Murbad, Shahapur, Vada, Dahanu
Nashik	Harsool, Nashik
Nandurbar	Akkalkuva, Taloda, Dhadgaon
Gadchiroli	Itapalli
Amravati	Dharmi, Chikhaldara

Budgetary allocation for the year 2003-04: Rs. 25,807 lakhs, out of which Rs. 10,000 lakhs will be spent on girls/women. 100 per cent of the administrative expenses are borne by the Central Government.

2.30 Pradhanmantri Gramodyoga Yojana

To reduce the percentage of malnutrition in the age group of 0-3, supplementary nutritious diet is provided for some days in a year under this scheme.

Budgetary allocation for the year 2003-04: Rs. 5,000 lakhs

4. Higher & Technical Education Department

4.1 Hostel Scheme

a) Priyadarshini Vasati Gruh

Girls from rural and tribal areas should not be denied education and should be allowed to progress. With this aim in mind, the government issued a circular No—TDW4-1010/156-133(C410//V/shi 5 dated 5-11-90 according to which a Priyadarshini vasati gruh will be started with a capacity of 50. This scheme was started by the State Government in memory of our ex-prime minister Shrimati Indira Gandhi. Free accommodation and food, etc. are provided in these hostels.

Under Government Order No TDW.4 1010/156-133/(410/Vshi- dated 18.10.92 any voluntary organisation who can make provisions for 2 acres of land will be provided assistance from the Government who will undertake to construct the building and hand it over to organisation for management; but the ownership of the building stays with the government. But on reflection, the government issued an order No.DTW4 1094/171/MS-4 dated 31 July 1995 according to which the hostel building will not be constructed by the government but the voluntary organization who can construct it according to government type plan or nearly the same type, which they might own or rent such a building. The government gives them permission to start Priyadarshini Hostel in such a building.

In the state, there are 13 such hostels as follows:

1. Bhor, Zilla Pune
2. Pusad, Zilla Yavatmal
3. Nandgaon, Khandeshwar, Zilla Amravati
4. Patan, Satara district.
5. Vengurla, zilla Sindhudurg
6. Aurangabad.
7. Kannad, Zilla Aurangabad
8. Bhokardhan, Zilla Jalna
9. Kandhar, Zilla Nanded
10. Ahmedpur, Zilla Latur
11. Latur
12. Katgyal, Zilla Nanded
13. Sirpur, Zilla Dhule

Of the above, the Khandar hostel is under litigation. It could accommodate 50 girls.

Under this scheme each beneficiary receives Rs.335/- per month for a maximum period of 10 months. Additionally, an adhoc payment of Rs.600/- per month was paid to the supervisor. In its first year, the voluntary organisation is given a sum of Rs.500/- to purchase vessels, furnitures, etc. and for administration expenses a recurring grant of Rs.1,500/- is given.

Budget allocation for the year 2003-2004: Rs. 34.85 lakhs (in Plan) & 156.76 lakhs (non Plan). The total is 191.61 lakhs

(b) Savitribai Phule Welfare Scheme:

Savitribai Phule Women's Hostel was started in Mumbai to facilitate the students who came to Mumbai from different parts of the country for higher education. The accommodation capacity is 454.

According to the report given by Maharashtra Legislature (Vidhan Mandal) the number of girl students coming to Mumbai is increasing and the hostel facilities are inadequate. So according to Government decision No. 2002/(345/02)/Mashi-1. Telang Smarak boys hostel was converted into girls hostel and they have already started admitting girls to it.

Budget allocation for the year 2003-2004: Rs. 35.00 lakhs

4.2 Hostels for girls in technical institutes

Hostels are built to facilitate the girls to study in technical training institutes.

Budget allocation for the year 2003-2004: 128.53 lakhs

4.3 Vocational/occupational training for women.

25 percent of seats in vocational training institutes are reserved for women as the participation of women in the training is necessary. The state has set up 15 independent industrial training institutes. The industrial training institute is set up in every taluk where there was none. In these centres, wherever there are 4 types of training given, one is exclusively for girls and where there are 6, then 2 are reserved for girls. In the state there are 347 industrial training centres and a total of 63,332 seats, out of which 21,905 are reserved for girls.

Budgetary allocation for the year 2003-2004: Rs. 3,559.91 lakhs for women, and at co-ed centres where there is a 30 per cent reservation, the budget is Rs. 3,807.17 lakhs

4.4 Women's College

In the state there are 104 non- government women's colleges which get government grant. In these colleges arts, commerce, science disciplines are taught and they are either affiliated to local universities or to SNDT Women's University. Hundred per cent of the salaries and other approved expenses are given by the state.

There is no independent provisions to start women's college. If there is an application to the government. from the educational institutes to start women's colleges, only then with the University's recommendation and taking into consideration other aspects, is the permission granted.

Budget allocation for the year 2003-2004: Rs. 70,575.76 lakhs and out of this Rs.21,169.73 lakh is provided for women.

4.5 University (Women's University)

SNDT Women's University, Mumbai imparts higher education, diplomas, degrees in various disciplines and in technical education The Government gives a grant for this. This is the only women's university built in the state. In other universities, educational facilities are available for women also.

Budget allocation for the year 2003-2004: Rs. 9,710-59 lakh out of this Rs.2,913.18 lakh is for women

4.6 Technical training institutes & Engineering colleges

There are 250 Technical Training Institutes out of which 70 are pharamacy courses and 41 government technical institutes. Besides, there are 361 technical secondary schools. The minimum skill training which is available on attaining the 10 + 2 level.

Budgetary allocation for the year 2003-2004: Rs. 6,831.88 lakhs out of which Rs. 2,049.56 lakhs is for women.

In the State there are 147 engineering colleges, out of which 6 are Government owned, 31 architectural colleges, 90 management institutes, 52 pharmacy colleges, 8 colleges for hotel management and catering technology.

Budgetary allocation for the year 2003-04: Rs. 3,829. 10 lakhs, out of which Rs. 1,148. 72 lakhs is for women

4.7 Art Institute

Art directorate controls art education and issues related to all the subjects of Art.

There are 173 Colleges of Art (Drawing) of which 4 are Government Colleges.

Directorate of Art controls the following activities:

- (1) Education in Art at the general education level
- (2) Higher level art training in secondary education
- (3) Organise state level art exhibitions for professional artists and art student
- (4) To create awareness and asthetic sense in public through visual arts

They organise drawing competition for children on 14th November, Jawaharlal Nehru's birthday and prizes are distributed.

Budgetary allocation for the year 2003-04: Rs. 571.54 lakhs out of which Rs. 171. 46 lakhs is for women.

4.8 Training

Under Apprenticeship Act efforts are made to enhance the quality of industrial training. The Director, Vocational Training and Education, is appointed as consultant for the scheme.

The main work of the consultant is to control and regulate the industrial training given in private and public sector. Under the Directorate of Vocational Training and Education, 6 regional offices are opened at Mumbai, Pune, Nashik, Aurangabad, Amaravati and Nagpur. The Deputy Director is appointed as Deputy Consultant (B) under the Apprenticeship Act, 1961 to examine, survey, re-surveying the private, government, semi-government establishments under this scheme, monitor the work done by apprentices in factories/workshop, conduct examinations and basic training and also run Information Centres.

To run the apprentice scheme with efficiency, meetings, seminars and workshops are conducted to guide them through their difficulties for the industrial, private, semi- government apprentices. To run this scheme Committee like NCVTCAC, etc. are appointed. Directors should be present for the meeting, various decision are taken to run the scheme efficiently in the Committees. Sculpture training is also part of this course. This scheme is run by all Industrial Training Institutes.

There are 48 government and 67 non-government centres and 115 Basic Training & Information Centres. Under this scheme 26,524 trainees are being trained.

Budgetary allocation for the year 2003-04: Rs. 11,866. 37 lakh out of this Rs. 3,559.91 lakhs are exclusively for women.

5. Public Health Department

5.1 Savitribai Phule Kanya Welfare Kalyan Scheme

This scheme is applicable to encourage families who have one or two daughters and no male child and have undergone sterilization. The objective of the scheme is as follows:

1. To improve the social status of women.
2. To propagate the women and child health programmes
3. To control population growth by keeping the family small.

This scheme is applicable only for couples who are below the poverty line and are residents of Maharashtra. The sterilization should be done from only government run hospitals. Under the scheme a sum of Rs. 10,000/- is put as fixed deposit for 18 years in the name of the daughter; if the daughter passes Std. X and is not married till the age of 20, she will be given an additional incentive of Rs. 5000/- and this amount will be kept in fixed deposit for 5 years.

Budgetary allocation for the year 2003-04: Rs. 100.00 lakh

5.2 Maternity Benefit Scheme

Under the sub-scheme for Adivasi in the districts of Thane, Nashik, Nandurbar, Amravati and Gadchiroli, pregnant Adivasi women will be given Rs. 800/- per person, for a period starting 3 months before delivery and 1 month after it. This scheme is to encourage Adivasi women to register and come for regular check-ups. Of the above mentioned grant, Rs. 400 is given in cash and Rs. 400 is given in form of medicines.

The grant is given in the following installments:

- | | |
|--|---------|
| 1. Registration made in 16 th week of pregnancy in primary health centres | Rs. 50 |
| 2. In the 7 th month of pregnancy | Rs. 150 |
| 3. In the 8 th month of pregnancy | Rs. 200 |
| 4. In the 9 th month of pregnancy | Rs. 200 |
| 5. After delivery | Rs. 200 |

Budgetary allocation for the year 2003-04: Rs. 2,282.05 lakhs.

5.3 Reproductive & Child Health Programme

The programme is aimed at reducing the child and maternal mortality. Many schemes are implemented under this programme so that women get good health facilities and services.

(a) *Consultation Gynaecologist on contractual basis:*

Out of the hospitals available, 123 centres are selected from rural hospitals, women's hospitals and district hospitals to be provided with medical instruments. It is difficult for the government gynaecologist to help in complicated deliveries in rural areas. These Centres are established to give services to women from rural areas and they are referred to in case of complicated deliveries and other gynaecological complaints.

The government has sanctioned a sum of Rs.5000/- per month (under certain circumstances) to be paid to gynaecologists (on contract basis) in 2001-2003 so that women can get proper guidance treatment.

(b) *24 hours delivery facility:*

To encourage women from rural areas to come to hospitals for delivery, a 24-hour maternity services are provided so that the rate of maternal mortality is reduced. Since the doctors and nurses are not available at the Primary Health Centres at night, women prefer to deliver their babies home.

Taking this into consideration the districts of Nanded, Jalna, Parbhani (Hingoli) and Yavatmal in 'K' class districts have 185 Primary Health Centres which are open from 8.00 p.m. to 7.00 a.m. If deliveries take place during this period the incentive of Rs. 200/- is given to Medical Officer Rs. 100/- to Nurse and Rs. 30/- to the Attendant.

Budgetary allocation for the year 2003-04: Rs 36.63 lakhs.

(c) *Dai Training Programme*

The main reason for maternal mortality is that the delivery is not done by clean, hygienic and trained persons. In districts where there is a shortage of trained personnel, the Dai Training Programme is implemented by the Government from 2001-02.

Under this scheme is undertaken:

- (1) A 10-day training for 2,667 newly recruited dais in 12 districts
- (2) A 2- day refresher course for 29,154 trained dais in 22 districts
- (3) Dai kits and disposable delivery kits are provided to newly trained dais

Budgetary allocation for the year 2003-04: Rs. 110.07 lakhs.

(d) *Medical facility for complicated deliveries*

In rural areas it is not possible to reach the health centres in case of complicated deliveries as there is no transport facilities. In such cases the deliveries are done at home and without the help of trained gynecologists. Under these circumstances there is a danger of the mother dying so to overcome this the government in 2001-2002 started this scheme. In 13 districts, 25 per cent deliveries are attended by dais.

Pregnant women are paid Rs. 300/- as transport charges. 877 sub-centres provide this facility to women from 1,746 gram panchayat so that they can reach the nearest health centre.

Budgetary allocation for the year 2003-04: Rs. 25.00 lakh.

6. Social Justice, Cultural Activities, Sports & Special Support Department

6.1 Providing scholarships for the backward caste students between Std V to VII

Rs. 30 per month is given as a scholarship for backward caste students for the period of 10 months in a year. In the year 2003 to 2004 Rs. 281.38 lakhs is provided of which 84.42 lakhs is for girl students.

6.2 Government Hostel for economically backward girl students

Economically backward children are given special facilities to be educated in the urban areas such as hostel accommodation and the other facilities such as free books, food and medical aid. They are also given uniforms, mattresses, bus passes free of cost. 72 hostels have been provided and 5,415 girl students have benefitted from this scheme. In 2003-04, Rs. 794.50 lakhs was budgeted for this expense.

6.3 Hostel facilities for backward class girls and boys

For the backward class children, the Government has provided 171 hostels where free lodging and boarding and free books are provided according to merit. Those who are weak in studies are given special tuition free of cost. Each child is given Rs. 335/- per month for their subsistence for 10 months in a year.

Budgetary Allocation for the year 2003-04 is Rs. 2,125.69 lakhs. Out of this, Rs. 63.71 lakhs is spent for girls.

6.4 Providing funds for hostels run by voluntary organizations for the backward class children

Government has given grants to voluntary organizations to provide ashram shalas/hostels on the lines of the adivasi ashram shalas. This grant covers the building rent, construction, salaries of the employees, and the required equipment. There are 10 ashram shalas in the State in all. There are a total of 2,287 hostels in the State of which 406 are only for girls in order to improve their social and educational prospects.

Budgetary allocation for the year 2003-04 for the hostel scheme: Rs. 4,419.82 lakhs is given for the hostel scheme out of which, Rs. 1,325.95 will be spent for girls

Budgetary allocation for the year 2003-04 for the ashram shala scheme: Rs. 410.76 lakhs is given for the ashram shala scheme, out of which Rs. 123.23 lakhs will be spent on girls.

Budgetary allocation for the year 2003-04 for cleaners'/sweepers' children: Rs. 30.30 lakhs is given out of which Rs. 9.09 lakhs is reserved for the expenses of girls.

7. Rural Development & Water Conservation Department

7.1 National bio gas development scheme.

To save on kerosene, petrol, coal, a special scheme is developed for bio-gas development. This scheme is developed by the Central Government, and the expenses towards installation and machinery are borne by the Central Government. To repair these equipment Rs. 750 per unit is sanctioned. Training is provided to the construction workers to build the tanks. This plant is meant to provide relief to women who will not have to forage for fuel. In the year 2003-04 a provision of Rs. 500 lakhs is made for this scheme.

7.2 Suvarna Jayanti Gram Swayam Rojgar Scheme (Golden Jubilee Rural Self Employment Scheme)

Schemes like TRYSEM, DWCRA, Dasalakshya (well scheme) and GANGA Kalyan Yojana are brought under the Suvarna Jayanthi Gram Rojgar Scheme. In this scheme, 75 per cent of the funding is provided by the Centre and 25 per cent is given by the State. Funds are made available to families below the poverty line from the bank as well as by Governments grants for self employment. The primary objective of this scheme is to uplift this section of society through utilizing the local manpower, create employment opportunities, motivating the locals into forming self-help groups, acquiring technical expertise and marketing skills. Funding these projects comes to 30 per cent of the total cost or Rs. 7,500 maximum. In case of the scheduled caste/tribes the amount is 50 per cent or Rs. 10,000/- of the projected expenses. Self-help groups are assisted to the tune of 50 per cent or Rs. 1.25 lakhs of the total cost. 40 per cent of the beneficiaries will be women.

Budget allocation for the year 2003-04 is Rs. 11, 815.44 lakhs of which Rs. 4,726.17 lakhs is reserved for women.

7.3 Indira Awas Scheme (Indira Housing Scheme) –

Under this scheme the person from below the poverty line is given the grant to build the house in the rural area. This facility is also provided to the SC/ST and other poor people free of cost. The house will be 250 sq. ft. From the total cost of Rs. 30,000/- the Central Government bears Rs. 20,000/-, Rs. 8,500/- is borne by the State Government and Rs. 1,500/- is borne by the beneficiaries, by way of labour provided by them. This house is registered under the woman's name or in the name of the woman with her husband.

Under this scheme in the year 2003-04, 30% is reserved for women. Total amount provided by the budget is Rs. 9,834.70 lakhs of which Rs. 2,950.41 lakh is reserved for women.

7.4 Total Rural Employment Scheme

The intention under this scheme is to provide additional employment to unskilled manual workers. Under this scheme they are provided with the employment. They are assured of food so that their nutrition level improves. The second objective is to see that their socio-economic status improves. In this scheme in 2003-04, 30 per cent beneficiaries will be the women.

Budgetary allocation for the year 2003-04: Rs. 9,001.01 lakhs of which for women's employment Rs. 2,700.30 lakhs is reserved for women for creating employment opportunities for women.

8. Agriculture and Cattle Rearing Department

8.1 Women's inclusion in agriculture

Under this scheme, women will be trained in developing agricultural skills. This Central Government scheme for women has so far been implemented in Thane district for the year 2002-03.

Budgetary allocation for the year 2003-04: Rs. 13 lakhs.

8.2 Subsidy for animal and cattle fodder

Under this scheme 2 buffaloes/cows are provided, but only one buffalo or one cow is given at a time. The second one is given later. The beneficiaries receive 50 per cent of the total cost. SC/ST form part of the beneficiaries.

This scheme was is given to some selected districts. Persons below the poverty line are entitled to the subsidy, which is 50 per cent of the total cost of the animal, but not exceeding Rs. 3000/-. Rs. 200/- per day up to 40 days is given for the purchase of fodder. 30 per cent of the beneficiaries will be women.

Budgetary allocation for the year 2003-04: Rs. 32.03 lakh, (10.90 lakhs — TSP and Rs. 21.13 lakhs – OTSP) of which Rs. 3.60 lakh is reserved for women.

8.3 Distribution of sheep and goats

This scheme was developed in 1994-95. Each beneficiary gets one male goat/sheep along with 10 goats/sheep under this scheme. This would involve a budget of Rs. 79,000 -1,12,000 of which 75 per cent is given as a loan, 20 per cent is subsidy and 5 per cent is investment by beneficiary. The main intention of this scheme, is to give self employment to SC/Neobuddhists.

In the budgetary allocation for the year 2002-03, 30 per cent is reserved for women.

Budget allocation for the year 2003-04 is Rs. 41.15 lakhs (Rs. 3.01 lakhs – General plus Rs. 9.32 lakhs TSP, plus Rs. 28.82 lakhs OTSP) of which Rs. 12.35 lakhs is for women beneficiaries.

8.4 Distribution of Poultry

Under this scheme 16 developed units are established in Maharashtra for poultry development in the villages. These units provide eggs for hatching as well as fledglings to the villages. They also undertake to improve the strain of the local poultry, as well as provide immunization to the birds. They also give guidance and occupation training to the beneficiaries.

SC/SC, Neo-Buddhist, small farmers and land-less labourers are given 10 chicken of eight to ten weeks old. Along with it a cockrel is also given.

Budget allocation for the year 2003-04: Rs. 15.09 lakhs (Rs. 6.18 lakhs TSP + Rs. 8.91 lakhs OTSP) of which Rs. 4.18 lakh is reserved for women.

8.5 Financing the rearing of improved strains of calves of buffaloes and cows

This scheme is for the benefit of land-less labourers and small farmers so that they can buy fodder for their cattle. This scheme has been implemented in 23 districts of the State of Maharashtra. 1,900 kg of fodder is provided for the cattle between the ages 4-32 months (for 29 months) for the year 2003-04. Under this scheme, 33 per cent of the women benefit.

Budget allocation is Rs. 247.41 lakhs (Rs.10.71 lakhs GEN + Rs 236.70 SCP) of which, Rs. 82.04 lakhs is for women.

9. Water & Sanitation Department

9.1 Programme for Village Sanitation

This scheme is provided for the benefit of rural women, whereby the State Government has set a target to build 5 lakhs toilets each year, and 20 lakhs toilets in 4 years.

This programme is implemented in 19 districts. This is provided to rural women mainly for sanitation purposes. The total construction cost for one latrine will be Rs. 4,000/- of which Rs. 2,000/- is provided by State Government and Rs. 1,500/- is provided by the Centre. If the individual beneficiary or her family intends to spend more than the sanctioned amount, the additional expense will be borne by the individual beneficiary and a prior written approval will be taken to this effect.

The State Government scheme is for all the families but the Central Government scheme is only for the families below the poverty line. Funds are available for Central Government sanitation programme for building common latrines for women and educating them on sanitation and health.

Special toilets are built for the primary school boys and girl students. Other sanitation and drainage programmes are also undertaken under this scheme.

Budget allocation for 2003-04 is Rs. 29.55 lakh of which, the amount is not specified for women..

The Zilla Parishads are given 60 per cent of the total sanctioned grant for building drainage systems near the road by the State Government.

Total Population and Sex Ratio as per 2001 Census

No.	Dist.	Total	Male	Female	Female Ratio per Thousand
1	2	3	4	5	6
1	MUMBAI	33,26,837	18,75,141	14,51,696	774
2	MUMBAI (SUBURB)	85,87,561	47,02,761	38,84,800	826
3	THANE	81,28,833	43,77,806	37,51,027	857
4	RAIGAD	22,05,972	11,16,821	10,89,151	975
5	RATNAGIRI	16,96,482	7,94,431	9,02,051	1135
6	SINDHUDURG	8,61,672	4,14,900	4,46,772	1077
7	NASHIK	49,87,923	25,91,980	23,95,943	924
8	DHULE	17,08,993	6,62,764	6,46,371	945
9	NANDURBAR	13,09,135	6,62,764	6,46,371	975
10	JALGAON	36,79,936	12,04,437	17,75,499	932
11	AHMADNAGAR	40,88,077	21,06,501	19,81,576	941
12	PUNE	72,24,224	37,68,001	34,56,223	917
13	SATARA	27,96,906	14,02,301	13,94,605	995
14	SANGLI	25,81,835	13,19,267	12,62,568	957
15	SOLAPUR	38,55,383	19,90,661	18,64,722	937
16	KOLHAPUR	35,15,413	18,03,746	12,62,568	957
17	AURANGABAD	29,20,548	15,21,632	13,98,916	919
18	JALANA	16,12,357	8,25,977	7,86,380	952
19	PARBHANI	14,91,109	7,61,937	7,29,172	957
20	HINGOLI	9,86,717	5,05,188	4,81,529	953
21	NANDED	28,68,158	14,76,301	13,91,857	943
22	BEED	21,59,841	11,20,664	10,39,177	927
23	OSMANABAD	14,72,256	7,62,947	7,09,309	934
24	LATUR	20,78,237	11,20,664	10,39,177	927
25	BULDHANA	22,26,328	11,44,314	10,82,014	946
26	AKOLA	16,29,305	8,40,883	7,88,422	938
27	WASHIM	10,19,725	5,25,806	4,93,919	939

No.	Dist.	Total	Male	Female	Female Ratio per Thousand
1	2	3	4	5	6
28	YAVATMAL	24,60,482	12,67,117	11,93,365	942
29	WARDHA	12,30,640	6,35,751	5,94,889	936
30	NAGPUR	40,51,444	20,95,489	19,55,955	933
31	BHANDARA	11,35,835	5,73,184	5,62,651	982
32	GONDIA	12,00,151	5,98,447	6,01,704	1005
33	CHANDRAPUR	20,77,909	10,59,875	10,18,034	961
34	GADCHIROLI	9,69,960	4,90,809	4,79,151	976
35	AMRAVATI	26,06,063	13,43,572	12,62,491	940
	TOTAL	9,67,52,247	5,03,34,270	4,64,17,977	922

SEX RATIO FROM 1961 TO 2001

No.	Dist.	1961	1971	1981	1991	2001
1	2	3	4	5	6	7
1	MUMBAI	626	670	729	791	774
2	MUMBAI (SUBURB)	744	769	801	831	826
3	THANE	919	894	883	879	857
4	RAIGAD	1058	1056	1046	1010	975
5	RATNAGIRI	1264	1263	1258	1205	1135
6	SINDHUDURG	1194	1213	1205	1137	1077
7	NASHIK	946	940	937	940	924
8	DHULE	961	948	954	945	945
9	NANDURBAR	975	968	982	975	975
10	JALGAON	957	948	950	940	932
11	AHMADNAGAR	962	956	959	949	941
12	PUNE	944	933	937	933	917
13	SATARA	1047	1037	1061	1029	995
14	SANGLI	957	949	967	958	957
15	SOLAPUR	936	933	942	934	937
16	KOLHAPUR	961	953	962	961	949
17	AURANGABAD	955	935	936	922	919
18	JALANA	970	959	970	958	952
19	PARBHANI	969	954	968	954	957
20	HINGOLI	975	968	966	952	953
21	NANDED	970	955	960	945	943
22	BEED	969	954	965	944	927
23	OSMANABAD	948	947	958	937	930
24	LATUR	950	942	959	942	934
25	BULDHANA	959	954	957	953	946
26	AKOLA	926	931	939	934	938
27	WASHIM	956	957	963	946	939
28	YAVATMAL	972	961	958	951	942

No.	Dist.	1961	1971	1981	1991	2001
1	2	3	4	5	6	7
29	WARDHA	964	949	948	939	936
30	NAGPUR	929	922	924	922	933
31	BHANDARA	993	984	989	980	982
32	GONDIA	1000	989	1004	995	1005
33	CHANDRAPUR	979	963	959	948	961
34	GADCHIROLI	998	968	981	976	976
35	AMRAVATI	933	931	936	936	940
	TOTAL	936	930	937	934	922

Total Population of Children between the Ages 0-6

No.	Dist.	Total Number	Boys	Girls
1	2	3	4	5
1	MUMBAI	3,27,398	1,72,500	1,54,898
2	MUMBAI (SUBURB)	9,85,612	5,13,706	4,71,906
3	THANE	11,14,539	5,76,658	5,37,881
4	RAIGAD	3,04,310	1,56,620	1,47,690
5	RATNAGIRI	2,30,052	1,17,710	1,12,342
6	SINDHUDURG	1,01,208	52,020	49,188
7	NASHIK	7,65,868	3,95,495	3,70,373
8	DHULE	2,45,364	1,28,625	1,16,729
9	NANDURBAR	2,20,267	1,12,027	1,08,240
10	JALGAON	5,11,501	2,47,029	2,34,472
11	AHMADNAGAR	5,68,671	3,00,962	2,68,709
12	PUNE	9,26,828	4,86,382	4,40,446
13	SATARA	3,51,353	1,86,613	1,64,922
14	SANGLI	3,24,178	1,75,241	1,48,937
15	SOLAPUR	5,47,548	2,88,631	2,58,917
16	KOLHAPUR	4,38,975	2,36,073	2,02,902
17	AURANGABAD	4,29,824	2,28,087	2,01,737
18	JALANA	2,51,459	1,31,370	1,20,089
19	PARBHANI	2,39,383	1,24,297	1,15,086
20	HINGOLI	11,61,643	83545	78,098
21	NANDED	4,59,081	2,36,152	2,22,929
22	BEED	3,23,150	1,70,297	1,52,853
23	OSMANABAD	2,19,799	1,14,039	1,05,760
24	LATUR	3,15,292	1,63,966	1,51,326
25	BULDHANA	3,30,095	1,72,411	1,57,684
26	AKOLA	2,28,716	1,18,148	1,10,568
27	WASHIM	1,56,834	81,627	75,582
28	YAVATMAL	3,59,430	1,85,114	1,74,316

No.	Dist.	Total Number	Boys	Girls
1	2	3	4	5
29	WARDHA	1,50,254	77,672	72,582
30	NAGPUR	5,10,561	61,985	48,576
31	BHANDARA	1,50,252	76,731	73,521
32	GONDIA	1,67,408	85,219	88,82,189
33	CHANDRAPUR	2,71,499	1,39,633	1,31,866
34	GADCHIROLI	1,51,486	76,750	74,736
35	AMRAVATI	3,47,067	1,78,234	1,68,833
	TOTAL	1,31,87,087	68,78,579	63,08,508

LITERACY RATIO OF MEN AND WOMEN

NO.	DIST.	TOTAL	MEN	WOMEN	TOTAL	MEN	WOMEN
1	2	3	4	5	6	7	8
1	MUMBAI	26,04,173	15,31,600	10,72,600	86.82	89.95	82.71
2	MUMBAI (SUBURB)	66,24,554	38,81,074	27,43,480	87.14	92.65	80.39
3	THANE	56,81,291	32,71,379	24,09,912	81	86.06	75
4	RAIGAD	14,70,309	08,29,581	06,40,728	77.32	86.4	68.06
5	RATNAGIRI	11,04,922	05,83,870	05,21,052	75.35	86.28	65.98
6	SINDHUDURG	6,12,309	3,27,362	2,84,947	80.52	90.21	71.67
7	NASHIK	31,70,726	18,71,206	12,99,520	75.1	85.19	64.16
8	DHULE	10,54,979	6,14,159	4,40,820	72.08	81.9	61.76
9	NANDURBAR	6,10,389	3,65,266	2,45,123	56.06	66.32	45.55
10	JALGAON	24,09,853	14,10,865	9,98,988	76.06	86.53	64.95
11	AHMADNAGAR	26,68,491	15,56,508	11,11,983	75.82	86.21	64.88
12	PUNE	50,86,741	29,05,770	21,80,971	80.78	88.55	72.32
13	SATARA	19,20,176	10,75,247	8 44,929	78.52	88.45	68.71
14	SANGLI	17,31,579	9,86,743	7,44,836	76.7	86.25	66.88
15	SOLAPUR	23,65,053	14,00,379	9,64,674	71.5	82.28	60.07
16	KOLHAPUR	23,75,780	13,74,321	10,01,459	77.23	87.67	66.38
17	AURANGABAD	18,33,993	11,00,397	7,33,596	73.63	85.07	61.28
18	JALANA	8,78,094	5,49,953	3,28,141	64.52	79.17	49.25
19	PARBHANI	8,39,140	5,13,802	3,25,338	67.04	80.58	52.98
20	HINGOLI	5,51,635	3,42,015	2,09,620	66.86	81.11	51.96
21	NANDED	16,50,601	10,06,271	6,44,330	68.52	81.14	55.12
22	BEED	12,57,743	7,66,896	4,90,847	68.48	80.69	55.38
23	OSMANABAD	8,79,684	5,32,132	3,47,372	70.24	82.03	57.55
24	LATUR	12,75,279	7,61,357	5,13,922	72.34	83.63	60.28
25	BULDHANA	14,43,854	8,48,170	5,96,684	76.14	87.17	64.55
26	AKOLA	11,45,218	6,44,794	5,00,424	81.77	89.82	73.82
27	WASHIM	6,38,802	3,82,039	2,56,763	74.03	86.01	61.32
28	YAVATMAL	15,56,040	9,13,960	6,42,080	74.06	84.47	63.01

NO.	DIST.	TOTAL	MEN	WOMEN	TOTAL	MEN	WOMEN
1	2	3	4	5	6	7	8
29	WARDHA	8,69,673	4,89,417	3,80,256	80.5	87.7	72.8
30	NAGPUR	29,80,617	16,54,790	13,25,827	84.18	90.25	77.65
31	BHANDARA	7,75,494	4,42,372	3,33,122	78.68	89.11	68.11
32	GONDIA	8,12,226	4,59,553	3,52,673	78.65	89.54	67.89
33	CHANDRAPUR	13,19,919	7,65,656	5,54,354	73.07	83.19	62.56
34	GADCHIROLI	4,93,485	2,88,680	2,04,805	60.29	69.72	50.64
35	AMRAVATI	18,73,959	10,40,456	8,33,503	82.96	89.28	76.21
	TOTAL	6,45,66,781	3,74,87,129	2,70 79,652	77.27	86.28	67.51

SCHEMES SOLELY FOR WOMEN
STATEMENT SHOWING DEPARTMENTAL PROVISIONS

NO.	Name of the Department/Scheme	Budget Head	Provision for 2002-2003	Proposed expenditure for the year 2003 - 2004		
				Non-Plan	Plan	Total
1	2	3	4	5	6	7
	PART 1: GENERAL SCHEME					
	Women and Child Development Department.					
1	Government Institute for Destitute Women.	22351254(NP)	235.6	247.5	0	247.5
2	Voluntary Helping Home for Destitute Women.	22351281(NP)	15.65	50	0	50
3	Grant-in-aid for Training to Mahila Mandal.	22351292(P)	6.5	0	2.51	2.51
		22351325(P)	0	0	0	0
		22352134(NP)	60.64	60.54		60.54
4	Stipend to Women for Vocational Training.	22351361(P)	60	0	84.04	84.04
5	Individual Financial aid Under Self Employment Programme.	22351372(P)	50	0	36.56	36.56
6	Rehabilitation of Devdasis.	22351853(NP)	15.62	7.12	0	7.12
		22351399(P)	0	0	13.9	13.9
7	Subsistence Plan of Devdasis.	22352501(NP)	115.39	115.39	0	115.39
8	Scheme to Provide Seed-Money to Devdasis.	62350101(P)	0.5	0	0.1	0.1
9	Grant-in aid for Marriage of Girls of Destitute Widows.	22351479(NP)	20	20	0	20
10	State Commission for Women.	22352161(NP)	31.84	33.23	0	33.23
11	Savitribai Phule Multipurpose Women's Centre	22352949(NP)	7.61	7	7	7
		22352573(P)	0	0	0	7
12	Kamdhenu Yojana	22352555(P)	5	0	16.35	16.35
13	Women's Empowerment Scheme	22351316(P)	100	0	1277.66	1277.66
14	Eradication of Dowry System.	22351381(P)	4	0	1.98	1.98
15	Punyashloka Ahilyadevi Holkar Puraskar.	22352448(NP)	8.5	8.5	0	8.5
16	Jijamata Insurance Scheme for Women.	22352626(NP)	78.5	0	1525	1525
17	Scheme undertaken by the Zilla Parishad for the Welfare of Women and Child.	22352368(NP)	225.2	0	314.28	314.28
18	Mahila Arthik Vikas Mahamandal (MAVIM)	42350144(P)	15	0	54	54
	Total — Women and Child Department.		1055.55	549.28	3328.04	3877.32

1	2	3	4	5	6	7
	SCHOOL EDUCATION SECTION					
19	Allowance to the parents of girl-child, belonging to weaker section of society. (to ensure attendance in school.)					
		22021797(P)	0	0	190.84	190.84
		22022336(P)	0	0	170.57	170.57
20	Sainik School for Girls.	22020502(P)	18	0	18	18
21	Special incentives to primary teachers for increasing the enrolment of girl students.	22021385(P)	2.34	0	1.34	1.34
22	Ideal Woman Teacher Award.	22022882(NP)	8	1	0	1
23	Free Education for Girls upto Standard XII	22022523(NP)	0	287.83	0	287.83
		22021563(P)	0	0	353.78	353.78
24	Diploma in teacher training for girls.	22022944(NP)	0	50.83	0	50.83
	Total — School Education Section		229.29	339.66	734.53	1074.19
	HIGHER AND TECHNICAL EDUCATION					
25	Priyadarshini hostel for women, Savitribai Phule women's hostel.	22020861(P)	11	0	35	35
		22020852(NP)	24.31	156.76	34.85	191.61
26	Government hostel for girls in Technical Training Institutes.	78.31	0	128.53	128.53	
27	Vocational Training Institute and Independent Business for Women.	3136.73	3559.91	0	3559.91	
	Total — School Education Dept.		3250.35	3716.67	198.38	3915.05
	PUBLIC HEALTH DEPARTMENT					
28	Savitribai Phule Welfare Plan for girls.	22352386(NP)	100	0	100	100
	Total — Public Health Dept.		100	0	100	100
	SOCIAL JUSTICE, CULTURAL PROGRAMME, SPORTS AND SPECIAL HELP DEPARTMENT.					
29	Government hostels for economically backward girls.	2250913(NP)	721.41	125.75	0	125.75
		22253082(NP)	0	668.75	0	668.75
	Total — Social Justice, Cultural Programme, Sports and Special Help Dept.		721.41	794.5	794.5	
	Total — Part 1 General Scheme		5356.6	5400.11	4654.21	10054.32

1	2	3	4	5	6	7
	PART - 2					
	SUB- PLAN FOR ADIVASIS					
	School Education Department.					
30	Allowance to parents belonging to weaker section in order to ensure girl's enrolment	22021797 TSP	0	0	190.84	190.84
		22022336 OTSP	0	0	170.57	170.57
	Total School Education Dept.		0	0	361.41	361.41
	PUBLIC HEALTH DEPARTMENT					
31	Maternity Benefit Plan	22102935 TSP	202	0	2282.05	2282.05
	Total — Public Health Dept.		202	0	2282.05	2282.05
	Total — Part 2: Adivasi Sub Plan		202	0	2643.46	2643.46
	PART 3: SPECIAL COMPONENT PLAN					
	School Education Department.					
32	Attendance allowance to the parents belonging to weaker section.	22020244(NP)	564.53	264.57	0	264.57
	(to ensure their children attendance)					
		22020253(P)	72.11	0	46.69	46.69
	Total — School Education Dept.		636.64	0	311.26	311.26
	Total — Part 3: Special Component Plan.		636.64	0	311.26	311.26
	PART 4: CENTRE SPONSORED SCHEME					
	Agricultural Department.					0
33	Participation of Women In Agricultural Activities	24013019(P)	13	0	13	13
	Total Agricultural Dept.		13	0	13	13
	Public Health Department					
34	24.hours maternity services.	22110552	36.63	0	36.63	36.63
35	Training programme for midwives.	22110552	110.88	0	110.07	110.07
36	Transport facility for critical deliveries	22110552	24.97	0	25	25
	Total — Public Health Dept.		172.48	0	171.7	171.7
	Village Development and Water Conservation					
37	National Biogas	28100016	500	0	500	500
	Total — Village Development and Water Conservation		500	0	500	500
	Women and Child Development					
38	Balika Samruddhi Yojana		0	0	50	50
39	Svyamsiddha Yojana.		0	0	129	129
	Total — Dept. of Women and Child Development.		0	0	179	179
	Total — Centre Sponsored Plan Part 4		685.48	0	802.21	802.21
	Total Women's Component Plan (part 1 to 4)		6679.77	5664.68	7914.8	13579.48

STATEMENT - B

PLANS PARTLY FOR WOMEN

STATEMENT SHOWING DEPARTMENTAL PROVISION

Proposed expenditure for the year 2003 - 2004								
No.	Name of the Department/Scheme	Budget Head	Provision for 2002-2003	Special Provision for Women	Non-Plan	Plan		
1	2	3	4	5	6	7	8	9
	PART 1: GENERAL SCHEME							
	Women and Child Development Department.							
1	Child Development Plan	22353041(NP)	2320.23	696.07	1717.5	0	1717.5	515.2
		22353032(P)	90	27	0	912.99	912.99	273.9
2	Integrated Child Development Plan (nutrition)	22360181(NP)	1509.55	452.87	1142.24	0	1142.24	342.67
		22360546(P)	124.56	37.37	0	1100	1100	330
		22360027(NP)	18522.89	5556.87	20690.83	0	20690.83	6207.25
		22360063(P)	1200	360	0	2900	2900	870
	Total — Women and Child Development.							
	Animal Husbandry Department.							
3	Supply of Milch Cattle and Their Fodder		0	0	0	0	0	0
4	Supply of Goats		3.01	0.11	0	3.01	3.01	0.99
5	Group Distribution of Poultry.		0	0	0	0	0	
6	Supply of Food to Hybrid and Improved Strains of Live-Stock	19.52	6.44	0	10.71	10.71	3.53	
	Total — Animal Husbandry Department.		22.53	6.55	0	13.72	13.72	4.52
	Higher and Technical Education Department.							
7	Colleges	22020872(NP)	87839.82	5016.56	70128.46	437.3	70128.46	21038.54
		22020872(NP)	382.47	0	0	0	437.3	131.19
8	Universities	22020683(NP)	10350.81	0	9665.59	45	9665.59	2899.68
		22720683(NP)	64	0	0	0	45	13.5

1	2	3	4	5	6	7	8	9
9	Vocational Training	22030149(NP)	12637.18	2053.12	12690.56	0	12690.56	3807.17
10	Polytechnics	22030211(P)	315	0	0	120	12	36
		22030202(NP)	6260.82	0	6711.88	0	6711.88	2013.56
11	Engineering College	22030505(NP)	4	0	0	5	5	1.5
		22030022(NP)	3659.22	0	3824.08	0	3824.08	1147.22
12	Arts Academy	22050019(NP)	572.73	0	571.54		571.54	171.46
13	Training	22300316(NP)	10455.76	0	11866.37	0	11866.37	3559.19
	Total Higher And Technical Education		132541.81	7069.68	115458.48	607.3	116065.78	34819.73
	Social justice, Cultural affairs, Sports and Special Assistance (30% reserved for women)							
14	Scholarships for Children from							
	Std. VI to VII	22250361(NP)	0	0	2.06	0	2.06	0.62
		22250548(P)	0	0		279.32	279.32	83.8
15	A Government Hostel for Children of Backward Class	2250281(NP)	413.93	124.18	877.33	0	877.33	263.2
		22253019(NP)	0	0	1248.36	0	1248.36	374.51
16a	Grant to voluntary organisations for the hostel for backward class children	22250539(NP)	3050.55	956.93	4300	0	4300	1290
			129.23	0	0	119.82	119.82	35.95
16b	Ashram shala for scheduled caste children		3179.78	956.93	4300	119.82	4419.82	1325.95
		22250889(NP)	271.25	0	280	0	280	84
16c	School for girls from sweeper community	22253028(P)	56.11	0	0	130	130.76	39.23
			28.93	0	30.3	0	30.3	9.09
	Total — Social Justice, Cultural affairs Sports and Spl.assistance	7129.78	2038.04	11035.99	649.72	11685.71	3505.71	
	Total — Part 1: General plan.		163461.35	16244.44	150045.04	6183.73	156228.77	46869.04
	PART 2: ADIVASI SUB PLAN							
	Animal Husbandary							
17	Supply of milch cattle and their fodder	24031844 TSP	10.46	3.46	0	10.9	10.9	3.27
		24031432 OTSP	14.67	4.84	0	21.13	21.13	6.34

1	2	3	4	5	6	7	8	9
18	Supply of goat to S.C/ Neo. Buddhist families	24031192 TSP	575	1.9	0	9.32	9.32	2.8
		24031488 OTSP	18.95	6.25	0	28.82	28.82	8.65
19	Group distribution of poultry	24031165 TSP	18.45	6.09	0	6.18	6.18	1.85
		24031452 OTSP	31.1	10.26	0	8.91	8.91	2.67
20	Supply of food to hybrid and improved strains of livestock	24032054 TSP	1	0.33	0	0	0	0
		OTSP	1.05	0.35	0	0.54	0.54	0.16
	Total — Animal Husbandry Dept. (Adivasi sub plan)	TSP	604.91	11.78	0	26.4	26.4	7.92
		OTSP	65.77	21.7	0	59.4	59.4	17.82
	Total — Part 2 (Adivasi sub plan)		670.68	33.48	0	85.8	85.8	25.74
	PART 3: SPECIAL COMPONENT PLAN							
	Animal Husbandary							
21	Supply of milch cattle and their fodder	24032054	246.61	81.69	0	0	0	0
22	Supply of goat	24031891	102.66	33.88	0	0	0	0
23	Group distribution of poultry	24031782	31.22	10.32	0	0	0	0
24	Prosperity through Animal Husbandary		0	0	0	236.7	236.7	71.01
	Total — Animal Husbandry.		380.49	125.59	0	236.7	236.7	71.01
	Total — Part 3: Special Component Plan.		380.49	125.59	0	236.7	236.7	71.01
	PART 4: CENTER SPONSORED PLAN							
	Village Development and Water Conservation Department.							
25	Suvarnajayanti Gram Swaymrojgar Yojana (40%women)	25010048	6106.86	2442.74	0	4920.32	4920.32	1968.13
		25010057 SCP	0	0	0	3973.32	3973.32	1589.33
		25010413 TSP	0	0	0	1979.64	1979.64	791.86
		25010431 OTSP	0	0	0	942.16	942.16	376.86
	Total — Village Development Department.		6106.86	2442.74	0	11815.44	11815.44	4726.18
26	INDIRA AWAS YOJANA (30% women)	25050568	6368.43	1910.53	0	5517.89	5517.89	1655.37
		25050577 SCP	0	0	0	3695.37	3695.37	1108.61
		25050769 TSP	0	0	0	621.44	621.44	186.43

1	2	3	4	5	6	7	8	9
27	Sampoorna Gramin Rojgar Yojana (SGRY, 30%women)	25050728	6413.63	1924.09	0	7247.54	7247.54	2174.26
		25050737 SCP	0	0	0	1753.47	1753.47	5526.04
	Total — Water Conservation Dept.		12782.06	3834.62	0	18835.71	18835.71	5650.71
	Total — Village Development and Water Conservation Dept.		18888.92	6277.36	0	30651.15	30651.15	10376.89
28	Village cleanliness drive (30%women)	22151781	647	38.82	0	667.04	667.04	200.11
		22151792 SCP	0	0	0	95.41	95.41	28.62
		TSP	0	0	0	27.27	27.27	8.18
		OTSP	0	0	0	19.83	19.83	5.95
		22151701	0	0	0	804.89	804.89	241.47
	Total—Water Supply and Sanitation Dept.		647	38.82	0	1567.34	1567.34	470.2
	Total—Part 4: Centre Sponsored Plan.		19535.92	6316.18	0	32218.49	32218.49	10847.09
	Total — Partly for Women Plan.		184048.44	22719.69	150045.04	38724.72	188769.76	57812.87

WOMEN' S UNIT PLAN
ABSTRACT
(A) Plans Solely for Women

No	PART	PROVISION FOR 2003-2004		
		Non-Plan	Plan	Total
1	2	3	4	5
1	Women and Child Development Department.	549.28	3328.04	3877.32
2	Department of School Education.	339.66	734.53	1074.19
3	Higher and Technical Education.	3716.67	198.38	3915.05
4	Public Health Department.	0	100	100
5	Social Justice, Cultural Programme & Sport Dept.	794.5	0	794.5
6	Adivasi sub-plans			
a	Department of School Education.	0	361.41	361.41
b	Public Health Department.	0	2282.05	2282.05
7	Special Component Plan			
a	Department of School Education.	264.57	46.69	311.26

1	2	3	4	5
8	Centre Sponsored Plan			
a	Agricultural and Animal Husbandary Department.	0	13	13
b	Public Health Department.	0	171.7	171.7
C	Rural Development and Water Conservation Plan.	0	500	500
d	Women and Child Development Department.	0	179	179
	Total	5664.68	7914.8	13579.48
1	Women and Child Development Department.	7065.17	1473.9	8539.07
2	Agricultural and Animal Husbandary Department.	0	4.52	4.52
3	Higher and Technical Education Department.	34637.54	182.19	34819.73
4	Social justice, Cultural Programme and Sport Department.	3310.8	194.91	3505.71
5	Adivasi Sub - Plan			
a	Animal Husbandary Deaprtment.	0	25.74	25.74
6	Special Component Plan.			
a	Animal Husbandary Department.	0	71.01	71.01
7	Centre Sponsored Plan.			
a	Rural Development and Water Conservation Department.	0	10376.89	10376.79
b	Water and Sanitation Department.	0	470.2	470.2
	Total	45013.51	12799.36	57812.77

(Translated from the original (in Marathi) by the Research Centre for Women's Studies, SNDT Women's University, Juhu Campus, Mumbai – 400 049)

THE STRATEGIES FOR THE ECONOMIC EMPOWERMENT OF WOMEN
SPONSORED BY THE NATIONAL COMMISSION FOR WOMEN

Jointly organized by
The Research Centre for Women's Studies, SNDT Women's University, Mumbai
&
Maharashtra State Commission for Women on 2 July 2003

This workshop was organized on 2 July with the following aims:

- Analyse the problems the women in the particular State face
- Identify gaps in the present policies
- Make a critical assessment of the implementation of various government programmes and bank schemes meant for women
- Discuss issues relating to organized and unorganised sector
- Study the issue of feminization of poverty and suggest remedies, and
- Make recommendations for strategies for economic empowerment

The programme began with Dr. Veena Poonacha, Director, Research Centre for Women's Studies extending a welcome to all the participants. She stated that the day was very important to the RCWS as it was the day when twenty-nine years ago, the RCWS was established in this historic University. Since then, the women's movement had developed in diverse directions. Apart from raising critical theoretical questions, it had also pointed to the ways in which the prevailing development policies of the country had marginalized women. She then stated that this occasion was an attempt to draw together insights from senior academics on the economic status of women in Maharashtra.

Maharashtra had the distinction of being one of the economically developed states in India. But its development indicators were adversely loaded against women. These were some of the shocking findings of the status of women in Maharashtra chapter prepared by the RCWS for the government of Maharashtra.

The other important studies which would be presented here would be on micro-credit, issues of poverty and organizing and networking of women workers for economic empowerment. She then invited Ms. Nirmala Sawant Prabhavalkar, the Chairperson of the Maharashtra State Commission to

give her inaugural address, after congratulating her on being granted a second term as Chairperson of the Commission.

Ms. Prabhavalkar also highlighted the dismal economic status of women in Maharashtra. She said that the poverty line was so ridiculously low that even beggars would not fall below it. She then highlighted the efforts made by women's organizations like *Stree Mukti Sanghatana* to organize women. One experiment that they had conducted to organize women garbage collectors revealed that 500 tonnes of garbage was generated in a single day in the city of Mumbai. This was an area which could be used to generate employment. Currently the BMC has decided that 10 per cent of the garbage contract should be given to women mahila mandals. Women however were not able to access these programmes, as they were not organized and did not have the skills to negotiate the contracts with the BMC. At the same time, it was noted that the contracting of garbage collection to big contractors had deprived the rag-pickers of their means of livelihood.

One important way by which women could be pulled out of poverty situations was by organizing them into self-help groups. Currently, the World Bank had released Rs. 1,000 crores for various poverty alleviation projects. We need to follow up these schemes to enable women to access them. It should be clearly stated that no MLA or political leader should be able to utilize these resources. For it then happens that the target groups are not benefited.

Under the ICDS programme, one lakh anganwadis will be opened to generate employment for SC/ST women.

Dr. Poornima Advani, Chairperson of the National Commission for Women, extended a warm welcome to all the participants and appraised the group of the objectives of the workshop. She said that there was a need for a drastic change in policies to bring about the economic empowerment of women. It was the role of the National Commission to participate and advise on the planning process of socio-economic development of women in accordance with clause(i) of Section 10(1) of the Act. She also highlighted clause (j) of sub-Section (1) of Section 10 of the Act which requires the progress of development of women in the Union and State. Accordingly, the Commission has accorded very high priority for these two functions in the programmes of the Commission. The route that the Commission has followed is a combination of an investigation of the impact of globalization process and building a knowledge base and capacity in the area of designing strategy on women's empowerment. She added the non consultation of the NCW/SCW amounts to a violation of the law. She also added that there were many acts but the implementation process was poor. This amounted to violation of the letter of the law. The duty of the Commission was to safeguard the Constitutional rights of women. Its scope was larger than attempting to check the violence against women. It could raise questions on all issues that affected women. The NCW had set up a public hearing of beedi workers. It was keenly concerned with the problems of women from the unorganised sector such as construction and textile workers. The

introduction of new technologies tended to push traditional artisans into poverty. For instance, the introduction of synthetics affect handloom industries. The handloom textile industry should be given tax exemption

She was interested in examining the gender components of State/Central Government budgets, as these were indicators of the government's commitment to the women's empowerment. Subsequently, referring to Ms. Prabhavalkar's reference to scavenger women, she said that it was ironic that when machines were introduced, women became unemployed. The success of organizing rag-pickers should be studied and replicated in other states. She also said that organizing women as SHGs was extremely effective in enabling them to acquire entrepreneurial skills and expand their economic activities. It also brought out leadership qualities in women which could be effectively tapped. The lesson learned in the SHG experiment is that while money is power, group power is also empowering. She referred to Chinnapillai from Tamil Nadu who floated the idea of Kalanja (the Earthen Pot). Central to the idea is that one puts in a handful of rice everyday into the earthen pot, which would come in handy in times of strife. This notion was carried forth and she was able to organize the women in her area into self-help groups. The women today own the movement and are worth lakhs. A simple idea changed the lives of thousands of women; it set them free and ensured them lives of dignity.

The issue of women's employment was complex; for instance, she said there is an argument favouring women working in beer bars as it gave them economic remuneration. However she asked, could we ideologically subscribe to an argument that places women in high risk work situation. Working in beer bars exposed women to situations of violence from which they rapidly declined to prostitution. She hoped that Women's Studies centres could make inputs into such situations, and come up with recommendations that could have short term and long term policy implications.

Ms. Nafisa Hussain, Member NCW (holding the position of Addl. Secretary, Govt. of India), spoke on the need for monitoring legal implementation of labour laws, passage of new laws and plugging the loopholes of existing laws. Equally important was to organize and strengthen SHGs. It is a pity that programmes for skill training is unimaginative and restricted to papad making, embroidery, tailoring and candle making. Women are not trained to take up non-conventional occupations. Very often, programmes for skill training fail to enhance women's economic capacities as they do not include marketing skills. Apart from checking the exploitation of women's labour in the unorganised sector, there was need for sector wise studies on women's work force participation as well as the impact of technology on women, for women were often thrown out of employment when technology was introduced.

Taking off from the overview provided by Ms. Prabhavalkar, Mr. A.P. Pandey, Secretary, Women and Child Department, Govt. of Maharashtra, spoke of the Maharashtra government's progressive plans for women. It was the first state to have a policy for women in 1994 and has another in 2001.

Maharashtra has reservations for women in the three-tier local self government. It can boast of 10,000 women sarpanches. Recently the Govt. of Maharashtra, responding to the complaints of the women sarpanches that male panch members resisted the notion that a woman could hoist the national flag, issued a GR stating that under no circumstances could a woman sarpanch be debarred from doing so. Taking a proactive stand, the GR states that in the absence of a woman sarpanch, the oldest woman present in the assembly will have the privilege of hoisting the flag and that such a person could not be sidelined.

THE IMPLEMENTATION OF THE GUIDELINES ON SEXUAL HARASSMENT AT WORKPLACE

In 1998, as a fall out of the writ petition filed for the enforcement of the fundamental rights of working women in the *Visakha vs. the State of Rajasthan*, the Supreme Court issued Guidelines so that women at workplaces do not face sexual harassment; if they do, the perpetrator was liable for prosecution. On 2 July 2003, the National Commission for Women headed by Dr. Poornima Advani met the senior representatives of Public Sector Undertakings to find out how far the Supreme Court Guidelines against sexual harassment at workplace have been implemented in their workplace. The Guidelines specially mention that " It is necessary and expedient for employers in work places as well as other responsible persons of institutions to observe certain guidelines to ensure the prevention of sexual harassment of women". It makes it incumbent on the employer to ensure that in any such event, the victim/witnesses are not discriminated against while dealing with complaints...; that disciplinary action should be initiated by the employer; that a Complaints Committee should be set up as a mechanism to ensure time bound treatment of complaints. "Such a Complaint Committee should be headed by a woman and not less than half its members should be women. Further, to prevent the possibility of any undue pressure or influence from senior levels, such Complaints Committee should involve a third party, either NGO or other body who is familiar with the issue of sexual harassment. The Complaints Committee must make an annual report to the Government Department concerned of the complaints and action taken by them." "Have the guidelines been followed in letter and spirit?", asked Dr. Advani

NABARD

Representing NABARD, Mr. S.M. Sheokand, General Manager, and Mr. Patno, Dy. General Manager, said that in June 1998, the company issued the SC Guidelines to all its employees. They also formed a Central Complaint Committee of which women constitute 50 per cent of the total strength. In all the 18 regions that NABARD has its offices, the Complaint Committee is headed by a woman. They have to coordinate with the Main Office and the office bearers set up a meeting every quarter. On International Women's Day, they invited Dr. Kalindi Mazumdar to talk to their staff (predominantly women) on what constitutes sexual harassment. In March 2003, they amended their staff rules. Now, regardless of the Guidelines, sexual harassment is deemed an offence under their own rules governing their staff.

So far the only complaint they received was on e-mail. The nature of the harassment was not very clear and they have asked the NGO of the complaint committee to encourage the complainant to speak and if possible, talk to her at home to win her confidence. NABARD said their greatest difficulty lay in identifying an NGO to be part of the Complaint Committee.

Small Industries Development Bank of India

This undertaking has 40 offices throughout India, of which 18 per cent are women of all cadres. Mr. Kanitkar, CGM said that they have not received any complaints regarding postings as the Bank tries to accommodate women when they request a centre of their choice. In March 1998, they circulated the SC Guidelines and so far have not received any complaints. However, they have not set up any Complaint Committee so far.

Maharashtra Film Stage and Culture Development Corporation (Film City)

Film City has 250 people on its payroll of which 32 are women. Ten women belong to Class IV and below. They were not aware that it was mandatory to have a Sexual Harassment Complaints Committee, but would ensure it was formed in the very near future.

Unit Trust of India, Mutual Funds

Speaking on behalf of UTI, Mr. Kolman said that one-third of its total work force was constituted by women. UTI had issued a circular in December 1998, notifying its staff of the SC Guidelines. In February 2003, they had formed the Complaints Committee, with 4 women on the panel. However, they had not involved a third party who is familiar with the issue of sexual harassment on the Committee.

UTI had received one complaint of sexual harassment, but the charges could not be proved. Nevertheless, they transferred the accused to a different branch.

National Housing Bank

Mr. Neetin Khedkar, Asst. General Manager of NBC, said they had only 2 women officers in their branch office and was not aware that the guidelines applied to the regional offices.

Maharashtra Housing and Development Authority, (MHADA)

MHADA employed 2,500 people, of which 20 per cent were women employees. Despite the fact that the State Women's Commission was housed in its premises, they were unaware of the Guidelines. One complaint of sexual harassment was made on behalf of a woman, but the complainant denied the charges.

Bombay Electrical Supply and Transport (BEST)

The BEST with a staff strength of 25, 000, has set up a Complaints Committee with 7 members, 4 of whom are women. It has no third party representation however. Its representative, Mr. Kanwali,

was under the impression that BEST provided a very safe environment for women. But he was told to see to it that all the Complaint Committee telephone numbers were prominently displayed in all buses.

Mumbai Jeevan Pradhikaran

This organization has a Complaints Committee set up in its main office, and will ensure that it will have to do so in the regional offices as well.

Mumbai Port Trust

As early as 1991-92, the MPT has set up a women's committee to look into women's problems. Of the 22,000 employees, 18,000 were women from all cadres, but the majority were in the administrative sector. Its Complaints Committee, however, had no NGO representative.

Of the two complaints received by the Committee, one was proved false; in the other case, the perpetrator was penalized.

Sion Hospital

The hospital has set up a 12-member Complaints Committee, of which 7 are women. They have a staff strength of 2,500-3000, of which 40 per cent are women.

Bhabha Atomic and Research Centre (BARC)

The BARC has an all women 13-member Complaints Committee, which it set up in 1997. Women constitute less than 10 per cent (1,740) of its total strength (14,450).

The Committee also functions as a welfare organization. Some of the facilities which are available to women are daycare/crèche services, economic programmes such as those run by Annapurna, health camps, awareness programmes and aid to wives of alcoholic employees.

Three complaints of sexual harassment were received in the years 2000, 2001, 2002. The first was dismissed as it was a case of paranoia; in the second, there was no direct proof and the third was being investigated in detail.

National Small Industries

This organization has 38 regional offices, but has no Complaints Committee. It has no complaints of sexual harassment.

Slum Rehabilitation Authority

This institution has a core strength of 65, of which 12 are women on contract. They work at the clerical level. Almost 80 per cent of the men are on deputation from the BMC. Mr. Malvankar said he was unaware of the SC Guidelines and asked whether a small department like his needed a Complaints Committee. He was told that there was no question of a choice. It was mandatory, and he was advised to set up one immediately.

Indian Airlines

With its head office in Delhi, IA has about 19,000 employees spread through its various sectors. In the Western Region itself, it has 4,700 employees, of which 800 are women. These include pilots, aircraft engineers, airhostesses and ground staff. They knew of the SC Guidelines in May 1998 and set up the cell in December 1998. The cell was reconstituted after 4 years. They were unable to get an NGO in their committee.

Activists also spoke of the difficulty in penetrating SEEPZ, an industrial unit, and promoting the idea of a Complaints Committee. Many of them were highly orthodox, especially those in the jewellery centre. Corporates like Tata Infotech were most reluctant to set up one. The Chair said they must discuss the possibility of approaching the corporate sector.

What emerged from this discussion was: 1. The number of organizations/institutions among the Public Sector Undertakings that claimed ignorance of the SC Guidelines; 2. The ones who knew about it, presumed that there had to be a sizeable number of women workers in order to set up a Complaints Committee. Dr. Advani made it clear that even if there is one woman worker, there has to be a complaints committee. That it was mandatory rather than optional; 3. The need to not just form the committee, but to give it prominence by putting up the list of the names and telephone numbers of the members on the notice board, or any place where it can be clearly seen by the staff; and 4. The difficulty was in getting NGOs as the third party. Ms. Prabhavalkar said that the State Commission could be approached for a list of NGOs. Dr. Advani said that the claims of certain institution of 'no complaints' was not proof enough that sexual harassment did not take place. Given the hierarchical set up in most organizations and the absence of NGOs in most complaint committees, it was evident that most women feared discriminatory treatment if they complained of sexual harassment.

INTERACTION WITH NGOs

Meeting with the NGOs

The National Commission for Women (NCW) and the Maharashtra State Commission for Women (MSCW) had organized a 3-day intensive workshop to plan and strategise means to improve the dignity and status of women in Maharashtra. The first meeting was held at the Local Institute of Self-Government, Juhu, where about 63 NGOs and academicians congregated. The NGOs from the *Sevadhan Trust, Lokmangal Sanstha, Janseva Pratista Vita, Sankla Mahila Vikas Sanstha, Mahila Rajasatha Andolan, Rashtriya Mahila Milan, Navbharat Yuva Andolan, Matha Balak Pratistane*, represented ten districts of Maharashtra (Pune, Gadchiroli, Sangli, Vadaval, Latur, Nanded, Thane Nashik, Ahmednagar and Buldhana). Representatives of local bodies such as *Swadhar, Majlis, Lawyers Collective, Prayas, CEHAT, AIWC, Vacha, Sakhya, Stree Aadhar Kendra, Special Cell for Women and Children, Stree Mukti Sanghatana, CORO for Literacy, Bhartiya Stree Shakti and India Centre for Human Rights* were also present. The Vice Chancellor of SNDT Women and the Director, Research Centre for Women's Studies, SNDT Women's University, were among the academicians present.

Welcoming Dr. Poornima Advani (Chairperson, NCW), Ms. Nafisa Hussain, Member, NCW (holding the position of Addl. Secretary, Govt. of India) Ms. Nita Kapoor (Joint Secretary, NCW), Mr. Narula, (Coordinator, NCW), Ms. Nirmala Prabhavalkar, (Chairperson, MSCW) and NGOs to the meeting, Ms. T.F. Thekkekara (Member Secretary, MSCW) said that they had planned an interactive workshop, the outcome of which they hoped would contribute towards the improvement of the status of women in Maharashtra. The MSCW has been working for women's empowerment since 1993. It has also campaigned against the trafficking of women and all forms of violence against women; it has also been successful in bringing in the PNDT Act against sex determination which led to the detection and abortion of the female child. The NCW had previously met with the State Commissions for Women of Karnataka, Uttar Pradesh, Chandigarh and Rajasthan. It was Maharashtra's turn now.

Ms. Nirmala Prabhavalkar spoke briefly to highlight what she thought were the main problems besetting women in the five regions of Western Maharashtra, Konkan, Marathwada, Vidharbha and Kandesh. There were 33 districts, 18 of which were thickly populated with tribals. These however were increasingly becoming urbanized. The major points of concern were the falling sex ratio (922 per thousand, as compared to 934 per thousand according to the 1991 census), elimination of the girl child through natural and artificial ways and violence against women. Conceding that discrimination and violence was a global phenomenon, she was nonetheless disturbed at the rising violence against

women. Women's health, especially their mental health, and their conditions in jails were other areas of concern. She hoped that the outcome of the workshop would help in bringing out a Status Report that could have implications for policy making.

Outlining the programme for the next day, she said sexual harassment at work places would be taken up separately with the heads of Public Sector Undertakings. In the light of the judgement in the Vishaka vs the State of Rajasthan case and the subsequent Supreme Court Guidelines for the prevention of sexual harassment at workplaces, the NCW and MSCW would undertake to find out the extent to which these guidelines have been implemented at the work place. Earlier, the Research Centre for Women's Studies, SNDT Women's University, would host a half day workshop to discuss strategies to ensure women's economic empowerment. The discussions would centre around gender budgeting. "Political and bureaucratic will is required to bring about changes. Maharashtra has been very positive to women's issues, but still much has to be done. The State has to be made accountable", said Ms. Prabhavalkar.

The afternoon session of the next day would be spent with the women commuters at Churchgate and VT stations. 15-20 lakh commuters used the train services every day. The monsoons cause disruption of trains, resulting in untold hardships to all, but especially to women commuters. She hoped to meet them and hear about their everyday problems of commuting. She then welcomed Dr. Poonima Advani to take the Chair.

Expressing her happiness at being there. Dr. Advani congratulated Ms. Prabhavalkar on her three-year extension as Chairperson of the MSCW. She also welcomed the NGOs and the distinguished members present there — Prof. Rupa Shah, Vice Chancellor, SNDT Women's University, Ms. Mrinal Gore and Ms. Kalindi Mazumdar. She declared that her purpose there was to listen to the voices of women; to hear first hand from NGOs in various fields on what was the current situation of women in Maharashtra. High on her agenda was to look into the atrocities being perpetrated on women — sex determination, child marriages, rape, dowry, trafficking, sexual harassment, etc. Education in the rural areas — village women's voices needed to be heard on the problems of entry and retention of the girl child in primary schools. Does the State take a pro-active stand in ensuring employment for SC/ST? Women workers — like rag-pickers, minority women, tribal women — what is their situation? What is being done? What does the State Government intend to do about it? Are people aware of Dowry Prohibition Officers, their duties? How accessible are they? These and other issues need to be discussed

Dr. Advani requested the participants to write down key issues which needed to be addressed in their fields and she would ensure that their voices reached the Secretary of State. The issues to be discussed were not necessarily comprehensive. More could be taken up later.

Dr. Advani stated that there were 20 women State Commissions in the country. This was the fifth visit of the NCW to evaluate and advise on the socio-economic status of women in the State. The

Commission would meet up with the Mahila Ayog to bring out the report and to implement the recommendations that were made through an Executive Order. Dr. Advani was of the opinion that certain issues need not go up to the Parliament. Many of them can be solved at the State Administration level

The decision to meet women commuters was rooted in an incident on 19 August 2003, where a child was raped in a train. The child was admitted to J.J Hospital and is now in safe custody. A meeting with the General Manager of suburban railways, elicited the reply that the trains are safe now and no eunuchs are permitted to enter the trains and harass the travellers. What is the reality? She recalled her early commuting days when she would travel to KEM Hospital with fisherwomen as her companions and the consideration shown by women commuters to each other. It was increasingly clear that this was no longer the case and it was imperative to find out what could be done to ameliorate the problems of the everyday commuter.

The recommendations that emerged from these interactive sessions would be placed before the Secretary of State on the third day to ensure further action.

The workshop got underway with a request to Dilasa — CEHAT, Lawyers Collective and Prafulta AIDS Control to present the medical and legal angle involved in violence against women.

Domestic Violence and Health

CEHAT spoke of how every act of violence affects women's physical and mental health. Even if she does visit a doctor for the physical treatment of violence, the emotional trauma induced is not addressed at all. A hospital-based study revealed that 22 per cent of the cases (at least 3 cases) per day, had suffered domestic violence in some form. And if these figures are for in-patients one may presume that the out-patient figures are higher. Working with a BMC crisis center, they discovered the need to:

- Train the health personnel on gender issues. To recognize that very often, for a victim of domestic violence, they are the first contact after the episode.
- Train the staff to enable the system to take over. Health officials have 'unlearned' not to see violence as a health problem. Women are also taught to bear violence.
- Train to identify and document the cause of the injury, thus creating a documentary body of evidence of violence.

CEHAT discovered that after the training, referrals had gone up from 100 to 300. Women may come for other ailments, but sensitized doctors look out for signs of violence. But despite the training, few women come, which makes referrals even more important. They feel that the police and the doctors have divided their roles. The police see it as a law and order situation; the doctors as a

personal problem. Women require arbitration. (The figures quoted here have been taken from a community based project at Andheri-Kurla road, where they found 65 per cent of women had faced violence to some degree which required some sort of hospital care. The sample size was 1000).

Domestic Violence and Legal Aid

The Lawyers Collective decried the conspiracy of silence maintained over domestic violence and felt it should be spoken about in the police stations and courts — that police officers and judges should be sensitized to the issue of domestic violence. While section 498A of the IPC affords women relief for assault, women do not want to avail of it. They just want the violence to stop. The major problem they felt is 'not recognizing what constitutes violence'. There seems to be a social acceptance of it. 'Everybody does it' 'Husbands are like that'. Psychological violence often goes unrecorded.

An NGO from Sangli identified alcoholism, erosion of cultural values, the media, police insensitivity as factors which encourage violence against women. Even women police do not act sensitively. "They act just like men" she commented. Rural women face problems specific to their setting. In the rural areas, shortage of water — women have to spend as much as five hours to get water — can cause them to suffer violence. Men wanting to control women panchayat members also subject them to violence. Character assassination is quite common.

A woman from the *Mahila Dakshata Samiti* raised an interesting query: Could insufficient food and rest be seen as a violence issue?

Dr. Mrinal Gore of *Swadhar* spoke of rampant alcoholism, increased consumerism and greed which led people to make easy money as the cause of increased violence against women. Many more women are being targetted now than before. Women in many zillas have started movements against the sale of country liquor, but the State response has been lukewarm. When the law and order machinery do clamp down on liquor shops following vehement protests by women, it may be for a period of six months; after which the same shops get another license to sell beer. Women thus pay a heavy price for the Government's desire for revenue.

The burgeoning beer bars which offer jobs to women as 'bar balas' create new problems for women. Dr. Gore suggested that the police keep a list of girls at police station to stop their exploitation. Alcoholism, dowry, extra marital affairs are other factors responsible for violence against women. Women are afraid to report to the police; they have nowhere to go to escape the violence they meet at homes. Therefore there is a crying need for support systems in the form of crisis centres, short stay homes, shelter homes, counselling centres, etc. Can the Government not spend a few crores from the revenue it makes by selling alcohol to provide shelter for women?

Sridevi Goel raised the issue of the rescue of minor girls from eunuchs from the Sonapur and Bhandup areas. Anson Thomas, a customs officer and an activist involved in the rescue of minor girls

from brothels, spoke of the nexus between the police, brothel owners and the medical fraternity in declaring the girls majors. He cited the case of Jamuna Mansion, a brothel in the Girgoan area of south Mumbai, which operates with impunity regardless of the fact that the D.P. Police Marg is just across the road. Raids have been periodically conducted and 37 minor girls have been rescued. But as the police judge the girls' age based on their looks, 25 were sent back to the brothels instead of the rehabilitation homes. He cited the case of a ten-year old inducted into the profession; fourteen by the time she was rescued, she had to entertain 40-50 men a day during this period. He asked for close monitoring of the age verification tests, and the need for police and hospitals staff to be sensitized to this issue. The National Commission for Women has provisions to set up a court, presided over by a lady magistrate, for rescued girls. Why was it not being done?

Prafula for AIDS Control. This organizations was set up 4 years ago to work with adult prostitutes to educate them into safe sex practices so as to protect the unborn as well as society at large. They claim to have 76 per cent success with their clients. The prostitutes face police brutality and need to be educated regarding the ITA (P) Act. In the district of Mumbai, a prostitute has to pay Rs. 1200 as fine for solicitation; plus the police have to be paid their *hafta*. It is a myth that women police are any better than their male counterparts. The organization concentrates on older women and tries to educate them to discourage the exploitation of minor children.

As preventive measures, they have tied with MAVIM so that the prostitutes could learn alternate trade skills. Ten women from the Kamathipura area of Mumbai have taken advantage of this opportunity.

Neelima Dutta of the Lawyers Collective felt the problem of prostitutes should be tackled at source. The majority of them come from Karnataka, Tamil Nadu, U.P. Bihar, Nepal and from the Nath community. The nexus between vested interests should be broken at source. What was needed was more shelter homes and more rehabilitation homes. States should co-operate across the border to prevent the exploitation of these women.

Prof. Rupa Shah revealed how the students of SNDT Women's University, during the course of their NSS duties, realized how women are inadvertently drawn into the flesh trade. The first time a village woman ever visits a hospital is when she is going to have a baby. If she delivers a girl child, it is very easy to get rid of her by accusing her of having AIDS. She then has no other option but to leave and join the flesh trade. Or she comes to an agreement with her husband to support him financially through prostitution if she is not abandoned.

This leads to the problem of single women — those who have been abandoned by their husbands on flimsy grounds. It also reveals the complicity of the touts in hospitals who connive with the husbands to issue a false certificate of AIDS to the woman who has given birth to a female child. In another case, a man with a daughter by his first wife, married again and had a son by his second wife. In yet another case, a man being treated for AIDS had to give it in writing that he has informed his

wife that he has AIDS. When his wife came to know about it, she refused to have sex with him, which gave him the excuse to leave her and marry again.

The participants suggested that as Maharashtra is fast becoming the AIDS centre of India, perhaps there should be a system of keeping track of men with AIDS. Another suggestion was to prevent girls from marrying men unless they can produce an AIDS-free certificate. As things stand, orphans are not married without this certificate.

Bar 'Balas'

The issue of bar licences and bar girls came in for heated discussions. Some of the participants felt that prostitution has increased with the proliferation of slums. The girls who live in slums do not have many options to work and end up dancing in bars. The government (probably in an effort to curb the growing numbers) has increased the bar licence fees and has also insisted on early closing down. Subsequently, each girl makes much less in an evening than she would ordinarily and is forced to supplement her income with prostitution.

Recommendations on this had to be carefully thought out, as it could turn counter productive. There were one lakh girls from Maharashtra and outside working in bars. The long-term impact had to be considered. The main positions held in the debate were:

- Girls should not be allowed to work in bars at all.
- Are all avenues of work for women to be shut off? As it is, women's choices to work are already circumscribed by a host of restraints. All women cannot become doctors and lawyers. Women will become increasingly ghettoized.
- It is a sad commentary on a State that if a woman does not want to starve, she has to either work in beer bars or become a prostitute.
- How different is it from working in white collar jobs? Are women there not subjected to sexual harassment?
- Liquor is not permitted while working at white collar jobs. And there are guidelines to prevent sexual harassment. Besides girls in beer bars are provided with charas to keep them going which is not an issue in offices.
- Work places for women (i.e. at beer bars) could be made safer. Infringements should lead to revoking of liquor licences.
- Ensure minor girls do not work in bars.

Dr. Advani ended this session by saying that an opinion poll can be taken on it.

Women in Detention

Vijay Raghavan from TISS spoke of a project taken up by Prayas on the problems of women in detention and the children born to them in custody. The study covered two women's jails — at Arthur Road which has the capacity to house 23 women, has a total population of 146 women — and at Kalyan which has a large population of illegal immigrants from Bangla Desh (69).

The chief problem seemed one of over crowding. Women do not know why they are incarcerated there for so long. The deportation procedures seem to be extremely lengthy; once produced before the magistrate, they are deported or first fined and then sent back.

Women with children face the greatest hardship. A child up to the age of five is permitted to stay with the mother whereas older children are sent away to remand homes. Both mother and child are traumatized by this process. Maharashtra is to set up three new jails for women. This could turn out to be a double-edged weapon however. The benefits accrue because in common jails, women's needs are not prioritized. On the other hand, women separated from their families suffer mental anguish and tend to become psychologically disturbed.

A suggestion to the NCW was to have the same campus for women prisoners, but separate them on the basis of whether they are under trials or convicted. Under trials should be let out on bail; they can then leave the premises, as the stigma of being in jail prevents them from being accepted by their families. Bail can be set on a personal bond, especially when women are jailed for petty offenses. Women's cases should also be expedited. A system by which the judiciary is provided some incentive for the speedy disposal of cases should be set up.

Women's health — physical and mental — should also be prioritized. If separate hospitals cannot be built for women prisoners, then the existing hospitals should have at least 1-2 beds set aside for them. Gynaecologists, pediatricians and psychiatrists should make regular visits. No lady doctor has visited the Kalyan Jail for the past two years. The District Civil Hospital could be tapped for such resources.

Children of convicted women prisoners are the worst sufferers. They belong to two categories— those under five and those above five. The first category stay with their mothers and therefore there should be provisions for balwadis within the jails. This was not thought to be viable, but a suggestion was made that a start could be made in Central Jail. The other children could go to balwadis outside the jail.

The Women and Child Welfare Department should appoint visiting probation officers so mothers can visit their children outside jails. Very often women are not produced in courts up to a year for the lack of women constables to take them to court. Separated from their children and families, women suffer deep anguish. Once freed, many of them face rejection from their families. Rehabilitation programmes should be set up for such women.

There appears to be a discrimination in the vocational training offered to prisoners. While men are trained to work on computers, carpet weaving, etc. women get inducted into tailoring and candle making. Appropriate vocational courses should be planned so that women find it easier to enter the job market on being released.

AFAM, an umbrella organization which has 400 leading NGOs working for them — of which the *Mahila Suraksha Samiti* is one — was established by the Maharashtra Government to build a rapport between the NGOs and the police. Recently they undertook a survey of 3 zillas of Maharashtra from Latur, Osmanabad and Beed, to study the conditions of women in detention. Mrinal Gore detailed the pitiful conditions under which they live. Two saris are supplied to them every two years and they are not even the requisite 5 yards in length. Women prisoners have not been supplied with sari petticoats for the past 6 years. All basic necessities such as soap and other toilet articles are denied; writing to the IG of Police did not elicit any action. She recommended that besides being supplied with their bare needs, they need to keep abreast of the outside world through a supply of newspapers, magazines and television. Balwadis should be provided for children. The jail in Akola has such provisions. A more humane attitude towards women detainees needs to be adopted. If the Yervada jail for women has gone through massive restructuring, it is because of the efforts of well known figures like Ahilya Ranganekar who were detained there during the Emergency

Kumud Nashte of the *Janseva Pratistan Vita* spoke of her experiences of dealing with jail authorities. She was discouraged from carrying food for the prisoners. Identity cards were required to visit the Family Counselling Centres. When even social workers were not aware of women's special needs, to expect gender sensitized police, without the requisite training imparted to them, was an impossibility. NGOs needed more support from the State — the budget allocation should be raised for instance — to function better.

The MSCW interjected that in order to help women in distress, both at the district and block level, they had started 43 free counselling centres in various districts of Maharashtra as well as free legal aid services through the zilla parishads, municipal councils and corporations. These cells are run by local NGOs, recognized by the State Commission, and have at least three counsellors. The local bodies provide an honorarium of Rs. 1000 to each of the counsellors and Rs. 500 as administrative charges. It also provides free space and furniture to run such cells. It provides them with a budget allocation of Rs. 42,000 per year; it is Rs. 84,000 for cities such as Mumbai, Thane and Pune in view of the higher costs involved. The Health Department was willing to make a greater outlay in those zillas which had more cases of AIDS. The Women and Child Department has delegated the powers to the local bodies like the zilla parishad under the 73rd and 74th Amendment, to identify lead NGOs who could provide the infrastructure to set up FCCs and pay the salaries of the counsellors. The NGOs claimed that they would prefer to deal directly with the Women and Child Department.

Continuing the discussion on poor jail conditions, the Arthur Road jail came in for some criticism. The toilets had no doors, there were no fans either. Vidya Vidhvans was of the opinion that we should build our own resources, rather than depend on the State.

Neelima Dutta of the Lawyers Collective thought the focus should be on policy changes. Why are women taken to custody in the first instance? A lot of them are in on very minor charges — sleeping on pavements, loitering, etc. under 110 IPC when they may very well be booked under ITPC. All these offenses should carry a presumption of bail. A personal bond can be supplied instead of cash. Bail should be fixed for certain categories of offenses. Speaking for the Home Ministry, Leela Satyanarayan, Principal Secretary, hoped the Government will be able to implement these suggestions in a few years, Rasika Sheikh of the MSCW spoke of legal aid being available to women inmates in Ahmednagar. The *Mahila Sadasth* ensures that its name and address is posted in jails so that women can approach them for legal advice. In cases where a compromise has been reached between a couple, a woman police visits the woman to ensure her safety. Counselling centres have also been started.

This is however not the norm for remote districts and villages. Mrs. Shahajadi Hakim of the *Rashtriya Mahila Milan* said a visit to a detention centre in places like Gadchiroli reveals appalling conditions for women under trials. They are often incarcerated in a 5 x 7 feet mosquito infested room, along with the children. On her last visit, there were 2 women and four children detained there. Gadchiroli shares its borders with Karnataka. It has a large tribal population and alcoholism is rampant -- both men and women drink. The tribals belong to the Madhavi community and brew a great deal of liquor. Women are often used as carriers. These women speak a dialect which is neither Kannada nor Marathi, are uneducated and do not perceive that it is a crime to carry liquor as it has social sanction. The women caught carrying liquor are detained in Gadchiroli. As it is also a Naxalite stronghold, women cannot be transferred to the nearest jail in Chandrapur without a suitable police escort. As this can take time, in the meanwhile, women languish in the detention centre under sub-human conditions.

There is a high rate of dropouts among teenagers in school and many of the girls have been sexually abused. The high dropout rate has been attributed to the fact that Gadchiroli is seen as a punishment posting for teachers. They do not speak the language and the students do not understand them.

There was a strong demand for:

- Separate jail for women in Gadchiroli
- Free legal aid to be made available to everyone
- Cases which involve free legal aid for women should be transferred to women lawyers
- Women should not be held for minor offences

- Carrying liquor should not be deemed an offence
- A detention policy should be drafted out
- Women should be made secure: they should have joint ownership of whatever land/property/ house the family may own
- Girls should be given the job of untrained teachers; boys are drunk most of the time.

Mrs. Hakim who has worked for women inmates in Byculla and Arthur Road jails said that there were 50 women prisoners housed in Byculla jail and demanded a separate woman jailer for them. Children should be sent to adjacent schools and NGOs told to visit them once a week. In fact NGOs should be made accountable to the women in jails. It is not always a question of lack of funds: they are either misused or underutilized. Deonar jail refunded the money that was made available to them. The ideal conditions would be like those in the Sangli jail. Built 22 years ago, it works on the principle of 'mukht' jails or 'swatantara purna' where women inmates can live with their families.

Justice Krishna Iyer's report of 1986 based on his visits to jails and lockup is the most comprehensive one so far. There has been no update since then. There was a move that the Government should appoint 2 duty officers to monitor the speedy disposal of cases against the inmates, but the hitch was who would pay for the lawyers?

Mrs. Hakim also spoke of the prevalence of 'muta marriages' in Mumbai — a temporary marriage alliance — entered into by Arab nationals with local girls, who are very often minors.. There was an influx of Arabs during the monsoon, who 'married' these girls for a considerable amount of money and divorced them very shortly. These girls were then offered in 'marriage' again. Describing it as nothing short of prostitution, Mrs. Hakim said it was conducted with the connivance of the kazis who prepared the nikahnama and the talaknama at the same time.

PNDT Act

Ravi Duggal, speaking on behalf of CEHAT said that the movement against sex pre-determination had in fact started as early as 1988. Acting under public pressure, Maharashtra was the first state to pass the Pre-Natal Diagnostic Technique Act (Regulation and Prevention of Misuse Act) in 1994. However, since no action was taken to implement it, CEHAT went to court once again; besides as newer techniques were being used to determine the sex of the unborn, the original petition had to be changed. The bill in its changed form got the President's assent in 2001, but the State still dragged its feet in implementing the law. In May 2001, the Supreme Court directed the State Secretary to appear before it in this matter.

Subsequently, every private and public hospital was required to register its ultrasonic equipment. Names and addresses of the patients who availed of its services were to be maintained. Doctors

became defensive, as they felt they were being harassed. However, given the widespread corruption in the system, there was very little being done to stop the tests from being done. The State took notice when it discovered that the sex ratio had fallen alarmingly, especially in the 0-6 age group. Interestingly, the three districts which showed the maximum declining ratio were Sangli, Kohlapur and Solapur, all highly developed districts. It clearly indicated that it was the affluent who were going in for these tests to eliminate the girl child. Thus efforts to enforce the PNMT Act becomes that much more difficult, given the close nexus between the citizen and the medical fraternity. Mumbai alone has 2,500 gynaecologists and 1,700 radiologists; besides, the medical fraternity itself is highly unregulated. Without medical support, the move to implement the act is bound to meet with resistance from society.

Education:

What is heartening here is that the gender gap is decreasing. The State has achieved an overall literacy of 77 per cent. 67 per cent women as against 86 men are literate. This is a big improvement from the 1991 census where the respective figures were 52 and 86 per cent. Almost all the districts of the State have achieved 60 per cent female literacy, with the exception of districts such as Nandurbar, Jalna, Nanded, Osmanabad, Beed and Gadchiroli — all in the Marathwada district.

However, the concern of the group was more with what constitutes literacy, what is relevant literacy and what is being done about post literacy so that people do not fall back into illiteracy. Dr. Farida Lambay pointed out that while one expects low literacy among the underprivileged, what is encouraging is that the enrolment figures for girls between 1-4th Stds. have increased: Government incentives could be responsible for this phenomenon. The dropout rate for girls at Std. VII is lower than boys in several districts, while it was higher or equal to that of boys at Standard X in all districts, except Nagpur, Thane and Amravati. Aimed at universalizing primary education, the District Primary Education Programme (DPEP) figures were good.

The demand then was for quality education. Citing the experience of evaluating the primary section of a municipal school, Dr. Lambay discovered that 25 per cent could read fluently, 25 per cent could read words; 25 per cent could only read letters and the remaining 25 per cent could not read at all. Parents also make this equation: Municipal school equals free equals poor quality education. They want to send their children to private schools, preferably English medium, because there is no opportunity for higher education for children who have been taught in the vernacular

There is a higher percentage in the enrolment of Muslim girls as it is considered safer to study than to work. Apparently, there is a link between education and girls in exploitative situations.

In rural areas, especially Parbadi and Latur, bad roads and lack of toilets were factors responsible for curtailing a girl's education. Mobile education vans could bring more children into the literacy zone, particularly the children of migrant labourers.

Dr. Veena Poonacha criticised the educational policies of the government. She said that under the Constitution, education was placed in the concurrent list of the Directive Principles of State Policy. This meant that education was the responsibility of both the state and the central governments. This division of responsibilities has created a lacunae in the current environment of globalization, privatization and liberalization. As education institutions are establishing bilateral ties with Indian Universities, and other educational institutions, the cost of education is escalating. Simultaneously, the Government is cutting back on educational spending. The State Government, for instance, has put a blanket ban on recruitment of teachers in government run and government aided educational institutions. This indicates that the government is actively promoting privatization. Such a measure will increase the costs of education; it will thus make education inaccessible to the poorer sections of the population, particularly the tribal and lower caste groups. The State Government has also made instrumental use of gender to promote its own agenda of privatization. As many of the ministers in the State Government are 'educational barons', they have a stake in creating an artificial scarcity of seats. Therefore, the Government has ignored the problem of girls' dropout rates in the primary and middle schools and has introduced 30 per cent reservation of seats for women in professional institutions. This is totally unnecessary, as women who have reached college level enjoy the benefits of their social backgrounds. They are also able to compete with men on equal footing and do not need undue advantages. The problem of educational deprivation of girls is at the more vulnerable sections.

INTERACTIONS WITH BUREAUCRATS

As the Chief Secretary, Shri Ajit Nimbalkar could not be present, the Addl. Chief Secretary, Mr. B.B. Sharma presided over the meeting. Welcoming the National Commission for Women, he said that at the end of a gruelling three day programme, he, together with the other secretaries of various ministries hoped to fulfil the NCW agenda: to examine the policies and programmes for women and see how far these have been implemented.

Presenting an overview of the current situation of women in Maharashtra, he said that unless women were empowered, they could not have an identity; that it was essential for the economic development of the State and society at large. This was the basis of the 'Policy for Women' brought out by the State in 1994. The Policy had set its objectives at improving the quality of life of women, eliminate economic, social and political constraints on them and to ensure that women were viewed as productive members of society. The priority areas for achieving these objectives were: steps to eliminate violence against women; ensure equality both in spirit and letter of the law; to improve the economic status of women; to increase women's participation in local self governments and to enhance community participation in Government activities.

The State had taken serious cognizance of these objectives and undertook to provide 33 per cent reservation for women in the local self government bodies. The success of this move could be measured from the fact that Maharashtra had more than 9,000 women sarpanches. Education is made free for the girl child. 33 per cent of the jobs in Government departments are reserved for women. The State had amended the 1956 Indian Succession Act to grant co-parcenary rights to women. Water and sanitation has received high priority and the State Commission for Women was set up in 1993 with the objective of furthering the fundamental rights for women as per the Constitutional guarantees.

Micro-credit is made available through Self Help Groups so that women can achieve a degree of economic independence. In 2002, MAVIM has been designated as a nodal agency to train women in some economic activity as well as to help them market their produce. 11,200 SHGs have already been set up; the State proposed target is 50,000 SHGs, of which 22,500 are to be made up of SC/ST women. Training will be provided to 600 SHGs in water conservation, sanitation and the maintenance of borewells. The Mahila Gram Sabha women are empowered to participate in politics. At present, a no confidence motion cannot be passed against a woman sarpanch without three-fourths majority.

124 Government Schemes have been transferred to Zilla Parishads, so that they may be accessed more readily. In the industrial areas, 'galas' are made available to women at concessional rates. 10 per cent of the financial outlay has been earmarked for Rural Development.

The Women and Child Department is to have a women's component plan; they are to be allotted 68.18 crores to combat sexual harassment. The Civil Services' conduct rules are to be amended. The Labour Ministry proposes to amend its act of 1959 against sexual harassment at the workplace and the Women's Protection Bill has been drafted. Issues of trafficking of women for immoral purposes and their rehabilitation will be addressed. The new rescue home at Deonar will provide accommodation for 400 of which a hundred will be for minor girls only.

Maharashtra has 16 Family Courts; 51 Counselling Centres and Free Legal Aid Centres have been set up, 10 of them at police stations.

Child marriage is still prevalent. In 65 per cent of these cases, the girls are below the age of 18; 35 per cent are below the age of 15. Mr. Sharma conceded that this is an area where continuous efforts is required. The gram sevaks will have to be motivated to see that child marriage is prohibited. Another cause for alarm is the declining sex ratio, particularly in the age group of 0-6. The PNDA Act has therefore been amended — more stringent measures are to be taken to see that all ultrasonography equipment are registered. At present there are over 2000 in Mumbai alone.

The other areas which need attention is the high infant mortality rate, toilets in schools for girls, lack of which is responsible for dropouts. The Indira Gandhi scheme affording protection to women in distress, destitutes, victims of violence and widows also has also not taken off.

Dr. Advani, Chairperson of the National Commission for Women

Stating at the outset that her job as the Chairperson of the NCW was to participate and advise in the socio-economic advancement of women as well as evaluate the current situation of women in all the states of India, Dr. Advani said that she had earlier visited the states of Karnataka, Uttar Pradesh, Rajasthan and Kerala. In Maharashtra, she had already met up with NGOs at the grassroots level to find out the kind of work being done, the constraints they face and their expectations from the Government. She was here to see how the State government proposed to deal with specific concerns. Based on this a status report on the women of Maharashtra would be brought out.

The chief areas of concern were: the increasing violence against women, the situation of women in jails and remand homes, safeguards for women at workplaces, problems of women below poverty line in urban slums, and those belonging to the SC/ST/minority groups, gender sensitization programmes for police officers, education of the girl child as well as steps to ensure curbs on female foeticide. The Family Courts came in for praise: Dr. Advani said that the Maharashtra experience could well be replicated in other states. Nonetheless, there was a wide gap between State policies and programmes and the reality at the grassroot. Regarding sexual harassment, even the BEST did not have an NGO in their complaints committee; MHADA did not even have a Complaints Committee. The BEST has been advised to display the numbers of their Complaint Committee in all the buses. It remained to be seen whether it would be done. She expected every department to give a report of their activities and regretted the absence of the person in charge of higher education and the Police Commissioner.

Home Ministry

The deliberations began with the Principal Secretary of the Home Ministry presenting an overview of the steps taken to curb atrocities against women. The State vigorously pursued laws for women's rights in order to empower and emancipate them. While there were no women police stations, there were women's cells in police station which were easily accessible. District Vigilance Committees had been formed, headed by a Collector and social welfare officers. In 1995, the State had set up a special cell — the Prevention of Atrocities against Women (PAW) with 10 posts directly under the DIG of Police— which coordinates the activities of the field units of the Mahila Suraxa Samitis. The Maharashtra government signed a Memorandum of Agreement with UNIFEM and TISS to set up 10 special cells for women, the first of which was in the Commissioners Office. The cells were to make available professional and social services to women and children subject to violence. They will also assist police stations to register criminal complaints. Subsequently, 9 more were set up in places like Navi Mumbai, Pune, Wardha, Nanded, etc. 51 FCCs have also been set up as have been 7 special courts to try criminal cases from 12 places such as Ahmednager, Akola, Beed, Yeotmal, etc. Maharashtra has 16 Family Courts in all.

The Secretary felt that overall crimes against women were on the decline, especially in cases of rape, molestation, eve-teasing, dowry and kidnapping. However, crimes such as burning of brides and suicides among young married women were on the increase.

In 2001, Maharashtra state set up a policy whereby the police should have gender sensitization programmes as part of their course curriculum. With the support of TISS and UNIFEM, refresher courses were also held for them.

While appreciating the efforts of the State government to protect women against crimes, Dr. Advani felt that not enough was being done — in fact there was considerable room for improvement. Acting on a tip off from an NGO, she was part of a raid on Jamuna Mansion. She was horrified to see that this brothel was functioning in full view of the DP Police Marg. There were 16 rooms in the house, each of which accommodated 6-7 girls, many of them probably minors between the ages of 15-18. It was evident that the police inspectors and sub-inspectors were in the know and were hand in glove with the criminals responsible for this exploitation. In fact, a register was being maintained wherein each new recruit had her name, address and photograph entered. This lulled them into a false sense of security that what they were doing was now legal.

Dr. Advani wanted to know what was being done to sensitize these officers to the enormity of the crime. Their attitude was totally shameful; if DCP Bajaj had not intervened and brought the situation under control, the junior officers would have continued to behave as though raids were routine and everything would go back to normal after a few days. There were about 80-100 customers at the time, 67 of whom were arrested under 110 B.P.A, as were 34 of the brothel owners or

'gharwalis'. Dr. Advani reminded the police officers present that living off the earning of a prostitute is a crime; and in cases involving minors, the customers too could be booked for rape.

Speaking on behalf of the Commissioner of Police who could not be present, Mr. Surinder Kumar said that they could prosecute only about 5 per cent of those accused in running brothels. Most of these buildings were owned by Marwari businessmen, who could afford high paid lawyers to get the brothel keepers out. The girls came from all over India especially Karnataka, Kerala, Orissa, Bihar, Kolkata, Mushirabad, UP, Andhra Pradesh and Nepal. The only exception was the more affluent North, and it was difficult to keep track of all of them. After the age of 35, they become brothel owners themselves. So what has the police done so far? asked Dr. Advani

According to the police, running a brothel is a criminal offence and punishable under the ITA (P) Act. However, the criminals spend about 15-21 days behind bars, but can always get lawyers to get them off scot free. The police have tried to send the minor girls to remand homes, or their own homes. Jamuna Mansion was only the tip of the iceberg. Once a girl enters a brothel, it is very difficult for her to go back. Even when rescued, they come back as they are not accepted by their families. He said that he had personally tried to sensitize police officers not to take money in case of minors—that they could be hurt, were probably diseased — and thought he had attained some degree of success.

Disabusing him of this notion, Dr. Advani said she was well aware that there were many more Jamuna Mansions. Why was the ITA (P) not being implemented? It had very clear guidelines — the younger the age of the person who is sexually exploited, the greater is the magnitude of the punishment of her exploiters. It provides an increase in the prison term for offenders convicted for procuring minors and also makes provision for life imprisonment for offences against children. The provisions under increased punishment includes that the presence of a child in a brothel presumes the offence of detention of the child. It also recognizes the abuse of power by the police during raids. This was evident during the raid, when the women appealed to the police saying "But you know us, saab!" By issuing a photopass, the police were giving prostitution a clear sanction.

A very important clause of the ITA (P) concerns rehabilitation and mandates that protective homes should not only give rescued women and girls protection, but vocational training and education should also be provided to them.

Dr. Advani suggested that perhaps stopping this form of exploitation at source would be more to the point than remedial action. Bombay Central and VT Station seem to be used more often and special police could be posted there to curb the influx. Interstate police coordination could help stop trafficking. More stringent action should be undertaken — brothel keepers as well as owners of such houses should be prosecuted. The police did not feel confident about this; the judiciary did not take the ITA (P) act seriously, but promised to pay more attention to places where minor children are

recruited, create fear among the brothel owners and be more meticulous about filing cases against them so that there are no loopholes. The long term agenda is to look into the law itself for changes.

Another form of exploitation, particular to Muslim girls, is the 'muta marriage'. There is a spurt of this kind of marriage during the monsoons, when the Arab tourists visit India. Dr. Advani cited the case of a girl who was 'married' three times — in Bihar, in the Charminar area of Hyderabad and in Mumbai. In Mumbai, the Regency Hotel was earmarked as one of the places where such couples resided. What could the police do about it?

The Commissioner of Police (Social Service Branch) offered to check the registers in such places, but as Dr. Advani said, such couples would be registered as man and wife. Anyone suspected of being a minor, should be subjected to an age verification test. The issue of collusion between doctors and the offending parties needs to be looked into. The fact that the Kerala High Court has ruled that a girl who has attained puberty is fit for marriage has further complicated the matter. The best that could be done in these cases is to involve the Ministry of External Affairs who could inform the various consulates of the illegality of this form of marriage.

Women and Child Department

When DCP Bajaj requested the Nari Niketan to house the minors rescued from Jamuna Mansion, he was told not to send them there. Mrs. Pande of Nari Niketan said that at present, the Nav Jeevan Home had very little accommodation to keep rescued minors. A new rehabilitation home is coming up in Deonar and Rs. 6 crores has been earmarked for it. It will house 300 women and 100 minors. As for age verification, it has been her observation that senior police inspectors do not send anyone to her. The Chairperson of the Juvenile Board, Ms. Nilima Dutta, interjected that girls produced before the Juvenile Board are presumed to be minors till proved otherwise.

Dr. Advani felt it was a crying shame that the girls should be returned to the brothels or streets for the lack of initiative on the part of office bearers. They could be sent to NGO run homes. The State could identify such homes for interim relief. State owned buildings which are not occupied could be used as temporary shelters for children. Very often, girls return to prostitution because of the poor conditions at the remand homes.

The Mahila Suraksha Samitis came in for criticism for the increase in dowry deaths. A review of the Samitis may reveal the reason for their malfunctioning. Women who are working effectively, should be appointed to the Samiti; it was not just a government post. If there is a problem of travelling in remote areas, they should be replaced with efficient men. At regional meetings, the emphasis should be on how to involve women; the police tend to avoid women who ask too many questions, NGOs too are kept away. Besides, there is a misunderstanding about the role of the Dowry Prohibition Officers. At present, police officers take it on as an additional charge. But the fact is that there is provision for such posts and this needs to be publicized. According to Mr. Shinde, the order for such posts was passed in 1998.

Health Secretary

Mr. Navin Kumar said that the many instances of foeticide had put it high on their list of priorities and the PNDT Act was amended in 2001 in view of the new technology available. To ensure its implementation, they had made more more than 400 appointments to keep track of infringements (this is in excess of the SC guidelines) keeping in mind that Maharashtra is the second largest state in India. These appointments were made at the lowest levels in every taluka; at the district level too, they were ahead of the directives — every corporation had these monitoring bodies and in Mumbai, every ward had them.

The 6 revenue divisions have 8 health sectors which are very active — it shows the maximum registration of sonography equipments. They have registered cases against 39 offenders, of which 19 have been successfully prosecuted (admittedly, it could be more). A case of using a decoy in Satara was very successful. NGO participation could be very useful to implement the act, as there is a close association between the medical fraternity and the user. Another instance of using a decoy was unsuccessful as it was proved that the client had asked for the test.

The question that can be raised here is: Is it a police problem or one of the medical profession? In a prosperous state like Maharashtra, it is the affluent families as well as areas who are going in for such tests; how then can we blame the poor? Evidently, socio-economic factors have to be taken into consideration Unless a woman is valued for herself, her status improved, female foeticide cannot be wiped out. Maharastra has been a pioneer state to try to wipe out the pernicious practice of female foeticide.

Dr. Advani suggested that the state authorities should have more awareness campaigns. Also, the Advisory Committee should have more outsiders for specific guidelines.

Detailing the health infrastructure, the Health Secretary said that Maharashtra had 1700 Primary Health Centres, 9000 sub-centres with auxillary nurses. The main concern here is that of infanticide and HIV. It is estimated that 10 lakhs are infected with HIV in Maharashtra. 9000 ANMS and NGOs spread health awareness. Maharashtra also has 300 rural hospitals, 33 medical colleges and 6 hospitals only for women. The health indicators are better than average.

Child marriages (more than 50 per cent in rural areas) is one of the biggest deterrent to women's health. Mr. Navin Kumar admitted that while the Infant Mortality Rate was down from 48 to 43.7 per thousand births, it was still high. Spreading awareness about the risks of early marriage would feature as part of its awareness campaigns.

Sangli has emerged as the district with the highest AIDS infection — 5 per cent of its population is infected by HIV. The source of the infection is non brothel based; mostly by truckers who pass it on to the least infection risk groups — their wives.

Presenting the views expressed by the NGOs, Dr. Advani said that conditions for women who have to be hospitalised are not very bright. Most hospitals are far off; the transport system is erratic so that there are no lady doctors or nurses who can attend to them, especially if there has been a case of rape. Though free medicine was available to those below the poverty line, very often they were not aware of it and had to get them from outside. She suggested that if Government doctors are unavailable, the local gynaecologist could be paid an honorarium to attend to the women. More doctors were required to visit women in jail.

Mr. Navin Kumar presented a counter point. Checking with the CMOs, he found that the free medicines were sold to chemists. The Mathrayuva Anudhan Yojana was especially formulated to care of the pregnant woman and the new mothers. These women were provided with an incentive of Rs. 800 to come for pre-natal check-ups. Earlier the package included Rs. 400 for food and Rs. 400 for a prenatal check. Instead of food, they now provide medicines worth Rs. 400. The money for the pre-natal check-up is paid in two installments in order to encourage the woman to come more often.

The issue of infant mortality is tackled through indirect communication strategies which highlight the dangers of having too many children too soon. Women show awareness of contraceptives. The year 2000 showed the highest number of sterilizations, most of them voluntary. The figures came down the next year as there was a doctors' strike. 3.39 babies are added to the population per minute; so family planning has to be tackled in a big way.

Medicines are still institutional based, rather than door step based. Immunisation is top priority and the facilities have to be upgraded.

With medicines being sold to chemists and government doctors not available, do women have any other choice but go to private doctors asked Dr. Advani. Mr. Kumar said that disciplinary action is taken in some situations. The CMO of a hospital in Ferozabad, UP was suspended as the hospital was in a terrible condition. An Addl. Commissioner has been appointed to supervise the CMOs and it has proved to be very effective.

Lack of proper facilities in hospitals lead to increase in private practice. The World Bank Project has sanctioned 700 crores for upgrading 76 rural hospitals, each of which will have 50-100 beds. Work on 25 hospitals is already complete.

To the query if user fees are charged in rural hospitals, Mr. Kumar said none is taken from those below the poverty line. He was not sure if this was the case in Mumbai corporation hospital. The shortage of nurses is probably because of the blanket ban on admitting new faculty.

Mrs. Thekekara, Member Secretary of the Maharashtra State Commission for Women, said that there should be a strict policy on postings and transfer for government doctors i.e., they should be rotated every three years. Each hospital is supposed to have surgeons and anesthetics, blood collection

centres, orthopaedics, gynaecologists and paediatricians, but the personnel is missing in most of these institutions. The Director General of Health reports that in Ratnagiri, out of 12 posts, 9 are vacant. Most of them are filled on ad hoc basis, and doctors do not report to these postings. Given that the local gynaecologist is paid an honorarium of Rs. 500, this was not surprising. On the other hand, there is an excess of doctors in the urban areas. No sexual harassment committees have been set up. There is a low conviction in cases of rape as the semen tests are not done in rural hospitals.

Women in Jails

The physical and mental health of women in jails are also areas of concern. There is just one jail for women, at Yeravada, Pune. A second is coming up in Byculla, Mumbai. In all, there are 28 jails in the whole of Maharashtra of which the Central Jail at Taloja has a capacity of 2000 prisoners. Most of these are manned by men; the women are looked after by the Matron or lady guards. As these are temporary appointments, there is a real shortage of women guards. The Superintendent is empowered to make these appointments. Mostly, the Superintendent is a male, except at Arthur Road Jail.

The picture that emerges is that the jails are overcrowded with prisoners booked for petty offences such as vagrancy or loitering. The situation of women undertrials is truly pitiable. Denied bail, they often serve out a term longer than the one they would have ordinarily done if convicted. While there is a jail manual to regulate the lives of convicted prisoners, there is none for women in lockups. The Secretary in charge of jail affairs admitted that they are provided two saris in as many years. They cannot be brought before the magistrate to stand trial unless escorted by women police and there seems to be a real shortage of them as after the 9/11 incident as many women police have been pulled out to perform law and order duties. When questioned about Jail Adalats to accommodate these women, the Secretary said that a magistrate came twice a month to try these women.

Dr. Advani suggested there could be a speedy disposal of cases involving women booked for petty offences. They should be released on personal bonds. More visits by the magistrate is required. The women police should be reassigned to their original posts. Most importantly, a manual for women undertrials in lock-ups should be formulated. Dr. Advani said that the NCW would personally look into the matter. Creches were provided in Yeravada Jail. More jails should follow suit. Dr. Advani also raised the issue of women in the Gadchiroli lock-ups. Densely populated by tribals, these women had no idea of the crime they had committed. A sympathetic attitude could be adopted towards convicted older women and mentally disturbed persons. She was informed that all persons in lock-ups go through a medical examination.

Regarding the Gender Sensitization Course at the Police Academy at Nashik which was held in October 2001, the NCW had updated the 15 year-old curriculum. She hoped it was being used and frequent refresher courses were held for police personnel.

Women in Industrial Areas

Industrial areas especially those which cater to the IT business, are highly competitive zones which work 24 hours a day, seven days a week. So that women are not left out of this, the Maharashtra Government has revised its Shop and Establishment Act. Any unit which employs women, or where at least 20-25 women are working, has to provide creche facilities. As women have to work at nights, transport facilities are provided for them. Women moving about at nights are often subjected to police harassment, so the drivers of the buses are issued identity cards.

Secretary of Cultural Affairs

The burgeoning of beer bars in residential areas and the increasing number of girls who work there are causing concern. They have been given permission to dance there as a 'stage performance'. Dr. Advani was of the opinion that there was no 'culture' in beer bars as ipso facto, beer bars are not decent; they should therefore not be issued a licence for the girls to perform on stage.

Secretary of Tribal Affairs

Listing lack of employment leading to poverty and infant mortality as the major problem besetting the tribals, the State had started the Employment Guarantee Scheme, the Jawahar Yojana and the Swarna Jayanti Scheme. Health, especially malnutrition, was another area of concern. The conditions in 5 districts merited top priority; Thane, Amravati and Gadchiroli feature among them. Five crores have been set aside for expectant mothers, whereby 60,000 women will get Rs. 800 each under the Matrayuva scheme to take care of their health needs. This year, the budget has been increased to 11 crores

Alarmed by the high rate of dropouts in schools, the State pays the parents Re. 1 for each day that their child attends school. Students also get Rs. 50-100 a month as an incentive to come to school.

Unfortunately, the tribals seem to be unaware of most of the schemes for their betterment. What is required is greater publicity for government schemes; the village panchayat schemes on the other hand is well publicised.

Corruption among the officials appears to have reached alarming proportions. In the case of Muthanga, hundreds of crores seem to have been siphoned off.

A TISS study of BAIF Development Research Foundation. which has worked with tribals, reveals how an anti-poverty programme used the integrated approach for farming, soil conservation, agriculture, horticulture and forestry to upgrade the lives of the 2000 families. Starting with 20 crores, they covered 15 districts of Maharashtra, building awareness to education which was not school based, health programmes such as the Dai Scheme, Muthuyuva Scheme and the use of thermacol boxes for

neonatal. Each new mother is given Rs. 40 per day to stay in hospitals in order to compensate her of the lack of employment during this period.

MAVIM has been appointed as a nodal agency in this area for ashramshalas who have been given the task of supplying vegetables, masalas and uniforms. Contracts for these are now being given to women SHGs.

So far, 8-10 crores have been distributed among certain areas; they also have a corpus fund of 1-1/2 crores to deal with emergencies. 40 tribal girls have been provided with pre-recruitment training.

Dr. Advani remarked that tribals caught for carrying liquor should not be punished, as it is part of their culture. At present, there is only a police lock-up at Gadchiroli; there should be a proper jail. There were reports from the Sholapur/Kolhapur areas of police atrocities against women. She was assured that a jail was coming up in Gadchiroli.

Department for Social Justice

Mr. Suresh Kumar said that the State had earmarked 30 crores for the weaker section, with MAVIM to act as the nodal agency. The Mahila Samrakshan Yojana would cater to educational facilities for the Backward Communities Under the Swayam Siddha Yojana, girls from Scheduled Castes would be paid Rs 30 per month if they stayed in school till the 6th std. The plan was to make them study up to the SSC at least and they envisaged Rs. 3 lakhs would meet the purpose.

The greater plan is to achieve social justice for the underprivileged and to this end, the Govt. had decided to invest Rs. 600 crores. A Social Justice Index would recognize the parameters which determine social justice. This would be a time bound programme. The Govt. recognizes that violence against women arises from an iniquitous system, and among other things, it would legislate to recognize violence to women, both in and out of the home.

The State further undertakes to find out where the gap is: in employment, the hardest hit are the unorganized sector. The Sangam Nipani who works with the beedi workers claim that they have not received wages for a long time; in education, the literacy gap has reduced; the dropout rate is almost the same for boys and girls. Free education is being provided to girls and efforts are on to provide separate toilets for girls. No grant-in-aid will be provided to those schools which do not have toilet facilities for girls. Under the Ahilyabai Holkar Yojana, free transport is arranged for girls. The Savitibai Datak Palak Scheme issues free uniforms for girls. Vastishalas would make arrangements for girls to stay over — a sort of residential school. The mother's name is included in the school records.

For Panchayati Raj Institutions, training programmes will be held for the functionaries of the local self government. No woman who holds a reserved post can be removed from the self-government without three-fourth majority. The State will play a nurturing and growth oriented role to those in unorganized sectors; SHGs will be provided with capacity building marketing opportunities.

The role of the Commission — both State and National — came up for discussion. Dr. Advani made it clear that the Commission is an independent statutory body, in no way under the Women and Child Department. The State Commissions should be strengthened at every stage; it is the highest statutory body for women in the State. The Kerala State Commission is a model which may well be adopted; it is a quasi judicial body. It has mandated that in cases of sexual harassment, the person who is bringing in the accusation, cannot be forced to attend the proceedings. No policies can be made for women without consulting the Commission.

3 July 03 – Meeting Rail Commuters at Churchgate

At 4 p.m. Dr. Advani, her team from the NCW and the Deputy General Manager of Western Railways met at Churchgate to hear the complaints of the daily commuter. Members of the Mahila Suraksha Samiti were also gathered there. Aware that 15-20 lakhs commute everyday to work, Dr. Advani said that she was aware that they faced considerable problems while commuting. The problems get aggravated during the monsoon, with the entire system thrown out of schedule due to water logging. Delays were compounded by the fact that no announcements were made about the time of the next train. Added to this, was the violence women faced which ranged from eve-teasing, robbery, assault and rape. Women's safety was specially compromised at nights, as was evident from the rape of a young girl in August 2002. The Commission role was to ensure the safety of women commuters.

The commuters felt that vendors, especially when they fouled the compartments as in the case of the vegetable vendors and fisherwomen, should be banned, particularly during the rush hours. At present, they are allowed in at all times. They also spoke of children indulging in theft, under the guise of selling groundnuts. This was particularly rampant between Mahim and Bandra stations. Eunuchs also terrorized women into parting with cash. There were very few first class compartments for women, and every morning, certain mischievous elements defecated in them, so the compartments became even more crowded. The railway authorities should ensure that the compartments were kept shut when it turned into the yard.

The condition of the railway stations and bridges left much to be desired. The platforms in some stations were way below the train level, and accidents were an everyday occurrence. Particularly vulnerable were the old and the pregnant. The bridges did not have guard rails many a time; when present, many of them needed repairs urgently. Uneven steps were particularly hazardous during the monsoons. The commuters requested that the railway walls be raised to discourage anti-social elements. The railways could run trains with fewer bogies at night, but should make them safe for the commuters. The number of ladies specials could also be increased.

The Mahila Suraksha Samiti had highlighted some of these problems in their letter dated 10.3.03 to DCP Mr. Subhash Rathod at Byculla. They also wrote of the need for trained personnel to handle the First Aid Boxes, prompt action in the case of accident victims, decency while handling the injured

(at times, the stations do not even have a piece of cloth to cover the victims) and the need for courteous police men and women to take down complaints. Ladies compartments, they emphasized, should be exclusively for women, except between 10 p.m. to 6 a.m. They also asked to highlight First Class (Ladies) on the red and yellow pole for the convenience of those commuters who do not travel regularly and often mistakenly enter the first class and get fined.

Dr. Advani said that all Helpline numbers were to be prominently displaced. The media, especially the TV, should be utilized to create awareness on train travel, especially to safety factors.

SUMMARY AND CONCLUSION

Maharashtra, the third largest state in India, is also one of the most industrialized and populous regions in the country. Stretching across the western coast to the Deccan plateau, it is a fertile land wherein food and cash crops grow in abundance. The last decade, however, has witnessed a steady decline in agricultural production and this trend seems to continue. Food production in the coming year is expected to decline by 18 per cent; cotton (lint) by 28 per cent; oilseeds by 12 per cent; and sugar cane by about 18 per cent. Maharashtra's social development indicators are good. Measured in terms of literacy and infant mortality, it ranks second only to Kerala. In 2001, Maharashtra's overall literacy rate was 77 per cent, whereas for Kerala it was 91 per cent. In 1999, the infant mortality rate for Maharashtra was 48 deaths per 1000 live births, whereas for Kerala it was 14 deaths per 1000 live births.

Population

According to the 1991 Census, 11 per cent of Maharashtra's population belonged to scheduled castes and 9 per cent belonged to scheduled tribes. 42 per cent of its population live in urban areas. During the period 1961-2001, the urban population in the state has increased from 28 per cent to 42 per cent of the total population. The number of cities with one million or more population in the state increased from four in 1991 to seven in 2001. According to 2001 census, 48.9 per cent of the population of Mumbai lives in slum areas.

Its crude birth rate has declined from 32.2 births per 1000 population in 1971 to 22.1 in 1999. The crude death rate declined from 12.3 deaths per 1000 population in 1971 to 7.5 in 1999 and the infant mortality rate declined from 105 deaths per 1000 live births in 1971 to 48 in 1999. The expectation of life at birth in Maharashtra in 1996-2001 is estimated to be 65.3 years for males and 68.1 years for females. Life Expectancy at birth for women in Maharashtra is 65.4 years, higher than the male 63 years, and much above for women in the country as a whole (59.7 years). Only Kerala (74.7 years) and Punjab (67.6 years) have higher life expectancy. Even though life expectancy for Maharashtra is very comforting, it is offset by the alarming sex ratio discussed above.

According to NFHS - 2, the total fertility rate of rural Maharashtra is 2.74. In urban Maharashtra (excluding Mumbai) it is 2.24 and for the Mumbai metropolis it is 2.13. Within Mumbai it is 2.69 for slum areas and 1.40 for non-slum areas. However, the sex ratio in the State has declined from 934 in 1991 to an all time low of 922 in 2001. This decline, which is partly explained by male migration and the proportionate decline of female babies, is a matter of serious concern in the light of the fact

that the overall infant mortality rate (IMR) has declined. Currently the 'missing women' or the deficit of women in the population in the state has steadily risen from 2 lakh in 1901 to 4 million in 2001. What is a matter of grave concern is the sex ratio of the 0-6 years age group in the past 10 years. In 2001 it was 917 compared to 946 in 1991. Even though, Maharashtra fares better than states like Punjab (793), Himachal Pradesh (897), Haryana (820), and Gujarat (878), the sharp fall in ten years is indicative of a very negative trend. The skewed sex ratio in 0-6 age group in these better-off states is indicative of the utilization of the health and available abortion services keeping within the traditional son preference. In Maharashtra, districts such as Sangli (850), Kolhapur (859), Jalgaon (867), Aurangabad (884) and Satara (884) have the lowest sex ratios in the 0-6 age group. Three of these districts belong to the prosperous sugar belt in Western Maharashtra. On the other hand, Gadchiroli and Nandurbar which are tribal districts, are among others which have a higher sex ratio (954 - 974).

Apart from infant mortality rate, the age specific mortality rate (ASMR) reveals the neglect of women in general and of the girl child in particular. The under-5 mortality rate for females is much higher (13.9 per cent) than the corresponding rate for males (12.4 per cent). Women between 15-19 years (1.5 per cent) also have a higher mortality rate than their male cohorts (0.8 per cent), indicating the cumulative effect of neglect of girls in their early years which takes a toll on their health.

Morbidity

The pattern of morbidity indicates the burden of illness on the population, and is a significant indicator of health status. The morbidity rate (recall within 2 weeks) was 52 per thousand in rural Maharashtra and 48 per thousand in urban areas. Women in urban regions report a higher level of morbidity for both acute and any ailment. Morbidity and mortality due to communicable diseases, such as tuberculosis, malaria, leprosy, continue to account for a major share of the burden of illness. With the exception of leprosy, the prevalence of other diseases is still quite high without any visible declining trends.

The nutritional status in Maharashtra is not encouraging. 57.4 per cent of households in rural areas and 54.8 per cent households in urban areas consume less than the standard 2700 calories per day. Only about a quarter of all households in the rural and 28 per cent in the urban areas belong to what is actually an average calorie intake ranging between 90 per cent to 110 per cent. The low level of food intake has a detrimental impact on the nutritional status of women and children. Nearly half of the ever-married women between 15 and 49 years suffer from anaemia, which is marginally higher (51.2 per cent) in rural Maharashtra compared to urban areas (44.8 per cent).

Age at Marriage

In India the legal age at marriage is 18 years for girls. But many girls are married before the legal age. The mean age at marriage for females in Maharashtra has shown improvement from 17.6 years in 1971 to 19.7 in 1991 census. According to the NFHS-2, in 1999, the age at marriage rose

to 19.8 years in the state. Rural girls married at an age lower than the national average, but what is inexplicable is that this is also true for both sexes in urban areas. Child marriages were very high in some districts of Marathwada. The proportion of such marriages in total was 63.7 percent in Nanded, 59.4 percent in Beed, 58.1 percent in Latur, 55.6 percent in Jalna, and 50.9 percent in Aurangabad. On the other hand only 3.8 per cent of the girls marry before 18 in Sindhudurg.

Health Services System and its Outreach to Women

The public health delivery system is organized on the basis of population and geographical entitlements. At the apex are the tertiary institutions or teaching hospitals located in Mumbai, and other larger cities such as Pune, Solapur, Nagpur, Thane, Aurangabad, etc. In the rural areas, district headquarters, at the level below the state headquarters and cities, have civil hospitals, usually of 100-150 beds with the most basic specialities and of late, some of the larger ones among them are being used as teaching hospitals. There are 21 civil hospitals with 5,910 beds. These hospitals are the core centres for referral medical care for the rural areas, catering also to the district towns where they are located. Many talukas and other towns have smaller hospitals run by local self-governments. In the rural areas, at the 30,000 population level — it is 20,000 for tribal and hill areas — primary health centres (PHCs) and health sub-centres (HSCs) with 2 health workers per 5000 population are in place. These primary health centres have one doctor with 6 beds and para-medical personnel, providing the first contact care to the villagers. Presently there are 1762 PHCs, 169 PHUs, 61 mobile health units and 9,725 health sub-centres.

Utilization of Health Services

Household based national surveys by the National Sample Survey Organisation (NSSO) and the National Council for Applied Economic Research (NCAER) provides information on utilization of medical care facilities. They show a declining trend in the use of public facilities in Maharashtra over the years. The use of public hospitals for in-patient care has declined from 45 per cent of the cases in 1987 to 31 per cent in 1996 and for ambulatory care, the use of public facilities has dropped from 26 to 18 per cent during the same period. The urban areas have marginally higher utilization rates in the public sector compared to rural areas. The declining use of public health facilities in the context of high levels of poverty is a symptom of the deterioration of the public health system.

NFHS survey reveals that over 48 per cent of women had availed of ante-natal care services from the public sector (53 per cent in rural areas, and 40 per cent in urban areas) showing that only half of the women in need during pregnancy utilized government services. And among those who had delivered in an institution, only 49 per cent had used the public health facilities. Among women who had post-delivery complications, only 36 per cent used government facilities.

The 42nd and 52nd round of NSSO surveys show that between 1987 and 1996 private health sector utilization in Maharashtra had increased from 56 per cent to 68 per cent in rural areas and from

54 per cent to 68 per cent in the urban areas for in-patient services. In case of out-patient services, the private services were already accounting for three-fourth share in 1987 and this increased marginally to 77 per cent in 1996. This period coincided with declining investments by the state in public health care.

Poverty and Unemployment

As per the National Sample Survey (NSS) data on the 55th round (July 1999-June 2000), about a quarter of the population (25.02%) of the population in the State was below the poverty line. The incidence of poverty in urban area (26.81) was more than that of rural area (23.72%) of the State. This trend is aggravated by the continuous decline in factory employment in the last few years. According to factory employment statistics, the average daily factory employment in the State at the end of December 2001 was 12 lakhs, which was 1.6 per cent less than that at the end of December, 2000. As per the data collected under Employment Market Programme (EMP), the total number of employment on 31 March 2002 in both public and private sectors was 36.35 lakhs as against 36.95 lakhs reported during the previous year. To forestall these trends the State Government has implemented the Employment Guarantee Scheme and the Sampoorna Gramin Rojgar Yojana. During 2002-03; the employment provided under the Employment Guarantee Scheme (EGS) for the period April-December 2002 was 12.22 crore man days as against 11.16 crore man days provided during the corresponding period of the previous year, while the Sampoorna Gramin Rojgar Yojana provided employment of 2.34 crore man days during the current year for the period April to December, 2002.

Literacy and Education

The census literacy figures suggest a remarkable growth in literacy, when compared to the other major states in the country. The literacy rate for the population above seven years of age has increased from 64.9 per cent in 1991 to 77.3 per cent in 2001. This rise of 12.4 percentage points was the maximum rise during the last four decades. Maharashtra has always remained above the national average with regard to education. The all-India literacy rate for the year 2001 was 65.4 per cent.

Keeping in view the importance of education in the socio-economic development of the country and the Constitutional obligations, various educational programmes are being implemented by both the central and state governments. The national policy of education aims at the universalization of primary education for children in the age group 6-14 years. The Government of India in collaboration with the State government, is implementing a programme called the Sarva Shiksha Abhiyan (SSA). In Maharashtra, this programme is implemented since 2001-2002. The main objectives of the SSA are as follows: 1) To bring all children into school, through the development of School Education Guarantee Centres, Alternate Schools, Back to School camps by 2003. 2) To ensure that all children complete 5 years of primary schooling by 2007. 3) To ensure that all children complete eight years elementary schooling

by 2010. 4) To focus on elementary schooling of satisfactory quality with emphasis on education for life. 5) Bridge all gender and social category gaps at primary stage by 2007 and at the education level by 2010 and, 6) Universal education retention by 2010. As part of the universalization of education, the government has fixed the norm of opening a primary school within a vicinity of 1.5 km of habitation having a minimum population of 200. This norm for tribal areas is 1.0 km vicinity and for children residing in remote hilly areas, wadis, etc. with less access to school, the government is implementing Vasti Shala yojana. Under this scheme 2,226 schools have been opened during 2002-2003, and all these schools are run by single teachers. For child labourers, street children who are deprived of schooling due to poor economic conditions, the Mahatma Phule Shikshan Hami Yojan is being implemented during 2002-2003. Under this Scheme, 201 lakh students are being educated in 15,426 centres in the state. The government of Maharashtra has already made free education for boys up to standard X and for girls up to standard XII. The state Government has taken the revolutionary decision to introduce English in all schools from standard 1 from the year 2000-01. Early exposure to English language will enable students to compete in the national and international level (*The Human Development Report Maharashtra 2002*; NFHS 1992, 1998; Census of India: Maharashtra).

Programmes for Women's Education

In 2001-2002 there were 2,055 primary schools 856 secondary schools and 256 higher secondary, institutions exclusively for girls in the state. The percentage of girls in the total enrolment in primary schools, secondary schools and higher secondary institutions in the state in 2001-02 was 48,45,41 respectively. In 1985-86, when education for girls was made free up to X, the corresponding percentage was 44, 36 and 32. The total expenditure for primary, secondary and higher secondary education in the state for the year 2001-02 was Rs. 2,277 cores for primary schools, Rs. 6,197 cores for secondary schools and Rs. 2,677 cores for higher secondary schools, which is 2.5 per cent of the Gross State Domestic Product. The state government also initiated schemes to provide free text books in select panchayati areas, provide nutritional food for children and provide free transport for girls to go to school. Further the government also gives attendance allowance to girls in primary schools and has developed book banks.

Women's Participation in Local Self Governments

In Maharashtra, the Zilla Parishad Act was amended so that in every zilla parishad, a district-level statutory body – the Mahila Bal Kalyan Samiti was created of which 70 per cent of the members would be women, and the Chairperson would be a woman. A certain percentage of this body's finances were earmarked for utilization of this Committee, which in fact made it a very powerful committee. Apart from these, one-third panchayat samiti chairpersons, one-third mayors and one-third zilla parishad presidents were to be women. This particular step has not been completed though the process has perhaps started. Additionally, the Government of Maharashtra took a decision to treat the Department of Women and Child Development as the Nodal Department for this particular committee and all the

plan schemes implemented by the zilla parishads or state government for women were identified and transferred to these committees.

The situation created by the Act was so drastic that it brought women straight from the kitchen into the array of politics and administration with no training or experience whatsoever in public life. Thus these elected women were very often mere fronts for their husbands, or fathers or sons, and very often did not attend the gram panchayat out of fear or ignorance. Further, although the reservation of thirty-three and one-third percent of the seats under the panchayati raj system had been a morale booster for women in rural Maharashtra, the husbands and other men in the village were yet to reconcile themselves to the women's new status. According to Sirekha Dalvi, a leader of the Shramik Kranti Sanghatana working among the adivasis of Raigad district, when women sarpanches went out with men in connection with the work of the gram panchayat or zilla parishad, they become victims of character assassination. However, women who have been active in the peoples struggles are able to work independently. A case in point was that of Kamalkar Hiram, a 25-year old married adivasi woman who catered to the needs of seven villages and thirteen adivasi padas in an effort to implement water supply and road construction schemes.

Men, expectedly, were antagonistic to the women. Women soon acquired confidence and started taking independent action. Retribution was immediate; it ranged from intimidation to physical violence. Vatsalabai, a sarpanch from Dondumal village of Pune district, was beaten up and a social boycott and fine were imposed on her family. Her farm also was extensively damaged. Similarly, a woman sarpanch of Maval taluka who was being sexually harassed for five years found herself further harassed by the police who instead of protecting her, kept her in lock-up for three nights (*Enhancing Women's Participation in Politics*, Research Centre for Women's Studies, SNDT Women's University, Mumbai, 2002).

The problems faced by all the women corporators were the same, irrespective of their backgrounds. They were ignorant of how the Bombay Municipal Corporation worked. They did not know the BMC Act and hence could not actively participate in its day-to-day functioning. Not having a clear understanding as to which department was responsible for what work proved to be a major deterrent to efficient functioning. Nevertheless, the civic elections held in 1992 is a landmark in the history of the BMC as for the first time in its 100-year old history, 75 women corporators were elected. It is also heartening to note that the number of women corporators have gone up in the 2001 elections and that out of the total 1,464 corporation seats in the whole of Maharashtra, there are 484 women corporators, that is, nearly a third of the total strength.

Crimes Against Women

The crime rate against women in Maharashtra for the years 2000-2002 is as follows:

Table 1

No.	Type of Crime	No. of Female Victims		
		2000	2001	2002
1.	Rape	1310	1302	1277
2.	Abduction	662	611	782
3.	Dowry Death	371	308	242
4.	Sexual Harassment	930	1120	1349
5.	Domestic Violence	6768	6090	5065
6.	Against Children	440	450	459
7.	Bigamy	80	59	63

(Figures supplied by the Director General of Police, Maharashtra State, Mumbai (PAW Cell) 2003)

The NFHS - 2, 1998-99 has categorically stated that *both tolerance of and experience of domestic violence are significant barriers to the empowerment of women with consequences for women's health-seeking behaviour, their adoption of a small family norm, and the health of their children*, and attempted to assess whether women view wife-beating as justified and to measure the prevalence of violence against women, including, but not limited to, violence committed by a woman's husband. According to the NFHS reports, 18 per cent of women in Maharashtra have experienced violence since the age of 15 (slightly less than the national average of 21 per cent) 2 per cent have been beaten by their in-laws and 2 per cent by other persons. This implies that among women who were beaten more than 9 cases out of 10 (92%) have been beaten by their husbands and 1 out of 9 have been beaten by their in-laws. Women between the ages 15-19 are less likely than older women to have been beaten or physically mistreated, but because of their young age, they have had less time to be exposed to the risk of being beaten since age 15. For the same reason, women who have been married for less than five years are less likely to have been beaten (12%) than women who have been married for 10 years or longer (19%)

Urban women (17%) are slightly less likely than rural women (19%) to experience violence. Relatively few women (10%) residing in Mumbai are likely to be beaten; however, women residing in slum areas (13%) are more than twice as likely to be beaten as women in non-slum areas (6%). Illiterate women (23%) are much more likely to have experienced violence since the age of 15 than women who have completed at least high school (9%). The prevalence of violence against women decreases substantially as the standard of living increases. Specifically, 22 per cent of women from a low standard of living have experienced violence, compared with 19 per cent from medium and 11 per cent from high standard of living households. Women from nuclear families are more likely than women from non-nuclear households to experience domestic violence.

Efforts Made By the State to Combat Violence Against Women

The State vigorously pursues laws for women's rights in order to empower and emancipate them. While there are no women police stations, there were women's cells in police stations, which are easily accessible. District Vigilance Committees have been formed, headed by a Collector and social welfare officers. In 1995, the State had set up a special cell – the Prevention of Atrocities against Women (PAW) with 10 posts directly under the DIG of Police, which coordinates the activities of the field units of the Mahila Suraksha Samitis. The Maharashtra Government signed a Memorandum of Agreement with UNIFEM and TISS to set up 10 Special Cells for women, the first of which was set up in 1984 at the Commissioner's Office.

In Mumbai, there are 3 special cells, housed at the offices of the Commissioner of Police and at Dadar and Kandivili police stations. The cells are to make available professional and social services to women and children subject to violence. They will also assist police stations to register criminal complaints. Subsequently, 9 more have been set up in places like Navi Mumbai, Pune, Wardha, Nanded, etc. The training of police personnel, covering almost all the districts of Maharashtra constitutes an important activity of the Special Cell. This involves gender-sensitization programmes, including suggestions for carrying out effective investigation and timely interventions. In 2001, the State of Maharashtra set up a policy whereby the police would have gender sensitization programmes as part of their course curriculum. With the support of TISS and UNIFEM, refresher courses were also held for them.

The Family Court Act, 1984, was passed to provide for the establishment of the Family Courts with a view to promote conciliation in and securing settlement of disputes relating to marriage and family affairs. The Act enables the court to entertain a suit or proceeding for an order of injunction in situations arising out of marital breakdown. Through these injunctions orders, women victims of physical violence may obtain the following kinds of relief:

- Re-entry into the matrimonial home in the event of being thrown out by her husband and/or relatives.
- An order restraining the husband from throwing the woman out of the house
- An order preventing the husband from harassing and abusing the woman.

Currently, Maharashtra has 16 Family Courts (7 in Mumbai, 5 in Pune, 2 in Aurangabad and 2 in Nagpur) Special Courts are established in 12 districts to try the cases of atrocities against women. These courts are established at Ahmedabad, Akola, Amravati, Aurangabad, Buldhana, Jalgaon, Nagpur, Yavatmal, Thane, Pune and Kolhapur. There are 51 Counselling Centres and free Legal Aid Centres have been set up, 10 of them at police stations. Social workers, voluntary organizations and professionals such as doctors, lawyers and psychologists have played a critical role in providing their services on a

voluntary basis. There are also 12 Mahila Courts in the State which are presided over by Additional Districts and Additional Sessions Judges. The Prevention of Atrocities against Women (PAW) Cell was set up at the State Police headquarters which liaisons with the Police Commissioner regarding atrocities against women in the State. Other than this, there are no separate cells or units which deal with rape, abduction, dowry deaths, sexual harassment, etc.

The Mahila Dakshata Samitis or the Samajik Mahila Suraksha Samiti are also constituted in the wake of the demand by the women's organization for greater transparency in the handling of cases of domestic violence. This exercise by the police was essentially aimed at promoting police-public interface and cooperation in tackling women's problems. In 1984-85, the CSWB set about to develop a network of family counselling services which were to meet the needs of women for legal assistance and advice on marriage, family, divorce and property matters. Voluntary agencies running welfare schemes for women and children at the grassroots level, are provided financial grants for setting up FCCs. Grants are given for a range of preventive, curative and rehabilitation services to women. Women in distress can approach these cells for intervention, investigation in dowry death cases, counselling in family maladjustment, reconciliation in cases of separation, out of court settlement in family disputes or even for referral services like state run or supported short stay homes, free legal aid, police assistance, etc.

Also funded by the SWB, are shelter homes for women. These organizations provide short duration institutional support for women in difficulty. Apart from counselling and guidance, they also provide medical care, psychiatric treatment, occupational and diversional therapy and facilities for educational, vocational, recreational and cultural activities. The permissible period of stay in these homes extend from 6 months to 3 years. The Government also has State run homes (Government Homes for Women and Women Reception Centres) which provide shelter and rehabilitation to women between the ages 18-40, who are rape victims or have been harassed. They are entitled to food, clothing and shelter. Besides, they are provided vocational guidance, medical help, legal aid, etc. Young children accompanying their mothers are permitted to stay with them and the women are given a sum of Rs. 250 if she stays for more than 30 days.

The Maharashtra State Commission for Women has identified the elimination of violence against women as its main focus area. In order to deal with cases pertaining to atrocities against women, the Commission offers counselling services to needy women prior to litigation. Hence a Free Legal Aid Centre has been established in the Commission's office in 1995.

Countering the criticism that such legal aid is not available to women in smaller cities and rural areas, the Commission has set up counselling cells and Help-lines at district and block levels through the zilla parishads, municipal councils and corporations. These cells are run by local NGOs recognized by the State Commission and have at least 3 counsellors – two with MSW training and one with a legal background.

Women in Custody

As per the report submitted by the Inspector General of Prisons in 2003, Maharashtra has 6 Central Jails, 8 District Jails (class I) and 14 District Prisons (class II and class III). Besides, it also has the Atpadi Open Colony, where women have relative freedom to meet their families. While there are no exclusive female prisons in the State, all the jails have separate enclosures managed exclusively by women staff for women prisoners (including under-trials, short-term convicts, long-term convicts and lifers). Besides, a proposal was submitted by the Inspector General of Prisons on 31 March 2003 to convert the women's yard of the Yeravada Central Prison, Pune into an independent, exclusive prison for women. Similarly, after the Taloja Central Prison comes into existence, the Byculla District Prison of Mumbai will be converted into an exclusive prison for women. In the year 2001-02, the approved capacity for males and females in custody was 1, 56,60 and 596 respectively. The extent of overcrowding can be gauged from the fact that the actual number of males and females lodged during this year was 22,120 and 842 respectively.

Steps Initiated by the Maharashtra State Government to Better the Status of Women Prisoners

The Maharashtra Prison Manual contains many provisions for empowering women prisoners. It is modelled on the All India Model Jail Manual 1959 and devotes an exclusive chapter (Chapter No. 41) to the welfare and development of women prisoners. This chapter contains all the special measures envisaged by the Inspectorate for women prisoners.

The Maharashtra Prison Manual empowers the administration to engage 21 per cent of the prison population as prison servants to work as cooks, sweepers, hospital attendants, convict overseers and night watchmen. In compliance with the Supreme Court judgement on 10 October 1999 in the Gujarat Govt. v/s Gujarat High Court in Writ Petition No. 308/1999, women prisoners who are made to work are paid per day Rs. 25 for skilled work, Rs. 17.50 for semi-skilled work and Rs. 12.50 for unskilled work on par with the men prisoners. The Maharashtra Government, through Govt. Resolution, Home Department No. JLD/4020/512/21/PRS-1 dated 16 September 2000, constituted a Committee under the Chairmanship of the Inspector General of Prisons for improving the provisions of the Maharashtra Prison Manual pertaining to women prisoners. The said committee submitted the report to the government on 31 March 2001. It is hoped that the recommendations of the said report will be accepted by the State government.

Only the Yeravda Central Prison has some arrangement for education of the women inmates. It has provisions for one teacher. There are Special Vocational Centres for the disabled where vocational rehabilitation services are provided to the inmates. The disabled are also provided special free education and residential facilities. Educational aids and appliances are provided free of cost.

The Inspectorate itself has no rehabilitation programmes, but they encourage NGOs to take them up. Among the NGOs working with women prisoners are Prayas, Navjeevan Mandal, Indian Social

Unit of Education, Prison Fellowship of Maharashtra, Voluntary Action for Rehabilitation and Development, Rotary Club of Pune Cantonment, Childline India Foundation, Lokvikas Samajik Sanstha, Freedom Foundation, Saathi, Sevadham, Astha, etc.

The members of the Maharashtra State Commission for Women inspect the jails in the State and discuss about the problems of women prisoners, the facilities made available to them in jails and also the kind of legal aid being given to them. A "Jail Inspection Report" is being prepared by the Commission and the recommendations for the welfare of women prisoners is to be submitted to the Government.

Pro-Women Legislations

A pioneering effort to bring about gender equality in Maharashtra is the development of the Maharashtra Policy for Women 1994, finalized after in-depth consultations with women's groups, activists and grassroots workers. It has also initiated innovative steps to contain violence against women. These include: identifying areas in metropolitan cities where atrocities against women were high, like setting up of police stations headed by women there, setting up of mobile, suraksha kendras or security centres of women to patrol such areas in the night. The police personnel for these stations were to be specially identified and trained to ensure that the experiment was a success. It also envisaged that in the next five years, 25 per cent of the police stations would be headed by women.

It also proposed that day care centres are to be set up in all government offices, colleges and technical institutes. Legislation was to be enacted for compulsory contributions to a welfare fund by industries and the money used to provide infrastructural amenities to women employees. This was to reduce the perceived disadvantages of employing women and the tendency to resort to loopholes in current labour laws to avoid providing these amenities to women. It also proposed to create special all 'women's squads' in the Labour Department, in each division to ensure that industries comply with existing labour legislations and policies relating to women employees. The concept of flexitime for women, both in its departments and undertakings and in private sectors defining work by output and time rather than the routine eight-hour schedule was to be encouraged.

The state has also constituted the Maharashtra State Commission for Women Act, 1993, to further the fundamental rights guaranteed by Articles 14, 15 and 16 of the Constitution of India with reference to women. Further the Bombay Court Fees (Amendment) Act 1994 empowers the State Government by notification in the Official Gazette to reduce or to remit any of the fees mentioned in the first and second schedules of the Act. Exercising the powers conferred by section 46, the State Government on 14 October 1994, passed a notification exempting court fees for women litigants in cases related to maintenance, property rights, violence and divorce.

It has amended the Hindu Succession (Maharashtra Amendment) Act, 1994 that states that in a joint Hindu family governed by the Mitakshara law, the daughter of a coparcener shall by birth, become a coparcener, in her own right, in the same manner as a son and have the same rights as she would have had if she had been a son, inclusive of the rights to claim by survivorship.

Further, the Maharashtra Adoption Act, 1995, liberalized the adoption laws. It allows any person above the age of twenty-five years and of sound mind may adopt a child. This bill seeks to provide for an enabling law of adoption applicable to all communities, irrespective of their religions, caste, race and sex. Further it provides for adoption by order of the district court and seeks to equate as far as possible the status, rights and obligations of an adopted child with that of a child born in lawful wedlock.

Additionally, Maharashtra has introduced 30 per cent reservations for women in Government jobs. It has also issued a notification that any land or house given by the Government should be vested jointly in the husband and wife. The Maharashtra State Commission for Women (MSCW) subsequently has sought an amendment to this notification saying that it should apply only when the house or land belongs to the husband. *In case it belongs to the wife, it should stand in her name only.*

Some of the important legislations that are suggested by the MSCW are as follows: 1) Women's Protection Bill 2001 (This bill is pending the administrative approval of the Central Government. Its aim is to protect women from harassment and violence). 2) Amendments to the Dowry Prohibition Act Rules and Service Rules (aimed at plugging some of the loop holes in the Dowry Prohibition Act, 1961. 3) Steps to Make the Prohibition of Child Marriage Act More Effective (the Commission suggests that those who perform child marriages should be debarred from benefits under the various government welfare schemes). 4) Amendments to the PNDT Act 1994 (to stringently prevent sex determination tests). 5) Amendments to the Mumbai Police Act (to empower the police to restore women to their marital homes). 6) Women's Right to Residence Bill 2002 (to protect women's right to residence in their marital homes).

Women's Component Plan 2001

Maharashtra, one of the most progressive states of India, has the distinction of being the first to bring out a Policy on Women in 1994, with a built-in mandate for review every three years. Following the review, many changes were incorporated and the same was placed before the monsoon session of the Legislative Assembly. Taking into account the issues raised in the discussions as well as the suggestions made by the women's groups, a new policy was brought out in 2001, which underscored the necessity of having a Women's Component Plan. Under the Component Plan, the economic policy of the state had a women centred thrust and new policies were formulated to empower women. Further with the aim of enhancing women's socio-economic participation, the Plan asserts that women should be part of the planning and implementation process. With these aims, the state has made special budgetary provisions for women in the various welfare schemes and also created special programmes to meet women's needs. These programmes address the needs of the most vulnerable women such as widows, devdasis, and school girls. It seeks to ameliorate the plight of orphans and girls in protective custody. The focus is also on meeting the health and educational needs of women and girls from the

socially deprived sections and enabling them to develop economic self-reliance. Some of the schemes initiated by the State are to be monitored by the women and child development committees of the various Zilla Parishads. These schemes range from providing cycles for school going girls from the BPL families if their homes are more than 2 kms away from schools and day care facilities in each village to those that meet women's economic, educational and cultural needs.

The state also has provisions for providing protective custody to juvenile delinquents and rehabilitating them. It runs orphanages and conducts the Integrated Child Development programme. Further to bring about social mobility to the poor, it has established hostels for girls studying in technical education institutes outside the districts. The public health department has a few schemes to propagate family planning and provide care for women during pregnancy and child-birth.

Conclusion

This survey of the status of women in Maharashtra reveals contradictory trends. On the one hand there have been extremely pro-women legislations to ameliorate the lot of women, on the other, demographic trends as well as that of education, health and workforce participation reveal the continued gender inequalities in the state. To understand these gaps, it is necessary to look at current downsizing of the economy and the cut backs in the state spending on the social security sector.

APPENDIX

List of Shelter Homes for Women Including Working Women's Hostel (WWHs)

Sr. No	Name of the Project	Area/location	Name of the Organisation	Currently in operation Y/N
1	WWH	Mumbai	All India Women's Conference	Y
2	WWH	Mumbai	Young Women's Christian Association	Y
3	WWH	Mumbai	All India Women's Scientists Association	Y
4	WWH	Mumbai	Shradhanand Mahila Ashram	Y
5	WWH	Mumbai	Chembur Mahila Ashram	Y
6	WWH	Mumbai	Shram Sadhana Trust	Y
7	WWH	Mumbai	Women's Graduate Union	Y
8	WWH	Mumbai	Mahila Vikas Mandal	Y
9	WWH	Mumbai	Maharashtra Sahakari Udyogini	Y
10	WWH	Mumbai	Annapurna Mahila Mandal	Y
11	WWH	Mumbai	Anand Ashram Trust	Y
12	WWH	Mumbai	Indian Council of Social Welfare	Y
13	WWH	Mumbai	Bharatiya Stree Jeevan Vikas	Y
14	WWH	Mumbai	Excelsior Education Society	
15	WWH	Mumbai	Women's Welfare Society of The Diocess of Bombay	Y
16	WWH	Mumbai	Association for Social Health in India	
17	WWH	Mumbai	Adarsh Shikshan Prasarak Mandal	Y
18	WWH	Mumbai	Savli Working Women Hostel (MAVIM)	Y
19	WWH	Mumbai	West Khandesh Bhagini Seva Mandal	Y
20	WWH	Mumbai	All India SC/ST officers Welfare Association	
21	WWH	Nasik	Ardhar Ashram Trust	Y
22	WWH	Nasik	Rani Laxmibai Smarak Samiti	Y
23	WWH	Nasik	Rachna Trust	Y
24	WWH	Nasik	Mahatma Gandhi Vidhya Mandir	
25	WWH	Pune	Karve Institute of Social Service	
26	WWH	Pune	Hingre Stree Shikshan Sanstha	Y

Sr. No	Name of the Project	Area/ location	Name of the Organisation	Currently in operation Y/N
27	WWH	Pune	Bhartiya Vidyapeeth	
28	WWH	Pune	Pune Mahila Mandal	Y
29	WWH	Pune	Mahila Seva Mandal	Y
30	WWH	Pune	Pune Vidhyarthi Graha	
31	WWH	Pune	Shiv Smarak Samiti	
32	WWH	Pune	Pune Municipal Corporation	
33	WWH	Pune	Maharashtra Academy of Engineering & Education Research	
34	WWH	Pune	Anekant Education Society	
35	WWH	Pune	Western Maharashtra Development Corporation	
36	WWH	Ahmednagar	Pravara Institute of Research & Education in Natural & Social Sciences	
37	WWH	Ahmednagar	Mule Education Society	
38	WWH	Ahmednagar	Shri Laxmi Narayan Pratisthan	
39	WWH	Ahmednagar	Kaka Sahab Mhaske Memorial Medical Foundation	Y
40	WWH	Ahmednagar	Jankibai Apte Balika Ashram	Y
41	WWH	Ahmednagar	Shri Maruti Rao Phule Patil Shikshan Sanstha	Y
42	WWH	Ahmednagar	The Friend of Depressed League	

Short Stay Homes (SSHs)

Sr. No	Name of the project	Area/ location	Name of the Organisation	Currently in operation Y/N
1	SSH	Nasik	Rachna Trust	Y
2	SSH	Pune	Chaitanya Mahila Mandal	Y
3	SSH	Mumbai	Association for Social Health in India	Y
4	SSH	Mumbai	Akhil Bhartiya Magaswargiya Samaj	Y
5	SSH	Parbhani	Prerna Short Stay Home	
6	SSH	Nagpur	Jayshree Sushikshit Beroghar Mahila Mandal	
7	SSH	Nagpur	Bhartiya Adimjati Sevak Sangh	Y
8	SSH	Nagpur	Legal Literacy Movement for Women	
9	SSH	Nagpur	Nagpur Muslim Welfare Society	Y
10	SSH	Chandrapur	Saraswati Shikshan Mahila Mandal	Y
11	SSH	Dhule	Samajwadi Mahila Sabha	Y

NORAD Projects:

Sr. No	Name of the project	Area/ location	Name of the Organisation	Currently in operation Y/N
1	NORAD	Nasik	Mata Balak Pratisthan	Y
2	NORAD	Nasik	Balaji Shikshan Sanstha	Y
3	NORAD	Nasik	Late Shri Bansi Lalji Rathod Education Society	
4	NORAD	Nasik	Balaji Shikshan Sanstha's Computer Training Center	
5	NORAD	Pune	Chaitanya Mahila Mandal	Y
6	NORAD	Pune	Audyogik Tantra Shikshan Sanstha	Y
7	NORAD	Pune	UPTRON- ACL	
8	NORAD	Mumbai	MAVIM	
9	NORAD	Ahmednagar	Maharashtra Tantrik Shikshan Mandal	Y
10	NORAD	Ahmednagar	Arunodaya Bahuddashaiy Gramin Vikas Samaj	Y
11	NORAD	Ahmednagar	Swayamsiddha Mahila Vikas and Prashikshan Sanstha	Y
12	NORAD	Ahmednagar	Shrirampur Education Society	
13	NORAD	Ahmednagar	Priyadarshini Mahila Tantrik Shikshan Mandal	Y
14	NORAD	Nandad	Shri Sant Gadge Baba ASP Mandal	Y
15	NORAD	Nandad	Saraswati Mahila Vikas Sanstha	Y
16	NORAD	Nandad	Vidhya Vardini Shikshan Sanstha	Y
17	NORAD	Nandad	Jyotibai Phule Seva Trust	
18	NORAD	Nandad	Jai Laxmi Mahila Mandal	Y
19	NORAD	Nandad	Amita Mahila Vikas Mandal	
20	NORAD	Parbhani	Swami Vivekanand Shikshan Prasarak Mandal	Y
21	NORAD	Parbhani	Annapurna Shikshan Sanstha	Y
22	NORAD	Parbhani	Prerna Janseva Sanstha	Y
23	NORAD	Parbhani	Dr. Babasaheb Ambedkar Memorial Education Society	Y
24	NORAD	Parbhani	Santoshi Mata Mahila Vikas Sanstha	Y
25	NORAD	Parbhani	Jeevan Jyoti Charitable Trust	
26	NORAD	Nagpur	Sushil Bahuuddeshiya Shikshan Sanstha	Y

Sr. No	Name of the project	Area/ location	Name of the Organisation	Currently in operation Y/N
27	NORAD	Nagpur	Rastriya Uthhan Samiti	Y
28	NORAD	Dhule	Bhatal Devi Vikas Mahila Mandal	Y
29	NORAD	Dhule	Smt. Kamlabai Ajmera Pratisthan	Y
30	NORAD	Dhule	W.K. Bhagini Seva Mandal	Y
31	NORAD	Dhule	Sant Jagnade Maheraj Shikshan Sanstha	Y

List of Creches:

Sr. No	Name of the project	Area/ location	Name of the Organisation	Number of centers	Currently in operation Y/N
1	Creche	Malegaon, Nasik	Khaloon Minority Women's Social Welfare & Education Society	5	Y
2	Creche	Nagpur	Social and Economically Backward Education Association	4	
3	Creche	Nagpur	Pavan Pankaj Bahuddeshiya Shikshan Sanstha	10	
4	Creche	Dandaicha, Shindkheda, Dhule	Sant Jagnade Maharaj Shikshan Mandal	1	Y

(The Women and Child Development Department had supplied a list of Working Women's Hostel and Shelter Homes and commissioned the Research Centre for Women's Studies, SNDT Women's University, Mumbai to monitor them. The above list is a sample undertaken on the status of these homes/hostels.

Table 2
Crimes Against Women

Sr. No.	Head of Crime	1994	1995	1996	1997	1998	1999	2000
1.	Rape	1303	1364	1443	1243	1155	1317	1308
2.	Molestation	3080	3477	3231	3117	2941	2761	2699
3.	Kidnapping & Abduction	912	960	940	968	981	1104	961
4.	Eve-teasing	541	703	950	974	905	1146	1222
5.	Dowry murder by burning	50	63	67	57	73	62	56
6.	Dowry murder by other means	75	67	74	48	54	53	71
7.	Dowry attempt to commit murder by burning	22	28	25	33	31	22	25
8.	Dowry attempt to commit murder by other means	14	17	19	19	28	18	31
9.	Dowry attempt to commit suicide by burning	50	58	9	23	22	59	37
10.	Dowry attempt to commit suicide by other means	79	39	26	19	20	64	82
11.	Death U/S 304-B IPC by burning	163	142	116	120	125	97	79
12.	Death U/S 304-B IPC by other means	231	230	215	159	181	137	191
13.	Cruelty by husband or relatives of husband 498-A IPC	7105	8208	8589	7610	7006	6352	6091
14.	Abetment of suicide (if victim is woman)	1097	1350	1372	1468	1580	1552	1293
15.	Importing of girls (up to 21 years)	41	13	17	0	0	6	20
16.	Immoral Traffic Prevention Act	163	181	206	1401	398	313	149
17.	Indecent presentation of women (Prohibited)	5	1	9	5	150	2	27
	Total	14931	16901	17308	17264	15650	15065	14442

Source: (Human Development Report, Maharashtra 2002, Govt. of Maharashtra)

Table 3**Percentage of Women Members in Maharashtra Legislation Assembly 1937-2000**

Sr. No.	Tenure of Assembly	Total Seats	Number of Women	Percentage of Member Women
1	1937-39	175	7	4.00
2	1946-52	175	9	5.14
3	1952-56	316	15	4.75
4	1957-62	233	30	12.88
5	1962-67	265	17	6.42
6	1967-72	271	12	4.43
7	1972-77	289	28	10.33
8	1978-80	289	9	3.11
9	1980-85	289	20	6.92
10	1985-90	289	16	5.54
11	1990-95	289	6	5.08
12	1995-2000	289	11	3.81

Source: (Figures supplied by the Maharashtra State Commission for Women)

A SITUATIONAL ANALYSIS OF WOMEN AND GIRLS IN MAHARASHTRA

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**NATIONAL COMMISSION FOR WOMEN
NEW DELHI**



FOREWORD

The existential pathos of a woman's life has been inimitably captured by the great Hindi poet, Shri Maithilisharan Gupta, in a memorable couplet which says, "Alas, woman! Thy destiny is eternal sacrifice, eternal suffering!"

Despite the exalted position given to women in some of India's religious texts and the exceptional attainments of individual women in fields as diverse as philosophy, statecraft and even warfare, the profile of the average woman through the ages has been that of a perpetually poor, perpetually pregnant and perpetually powerless being.

Independent India has tried to redeem the situation by proclaiming equality of the sexes as a Fundamental Right under the Constitution and directing state policy towards removing the various disabilities that thwart women in realising their potential. Five decades of Independence have also seen a plethora of laws passed by the State and Federal Governments to protect women from violence and discrimination and to strengthen their entitlements in the social and economic fields. Numerous committees and commissions have x-rayed the position of women, the advances made by them and the obstacles faced by them, and they have made umpteen recommendations to improve the situation. Scores of schemes have been floated by various Ministries of the Government to address women's problems, particularly those relating to education, health, nutrition, livelihood and personal laws. In the institutional area, independent administrative departments to give undivided attention to women's problems have sprung up at the Centre as well as in the States. Development corporations were an innovation of the Eighties to energise economic benefit schemes. The Nineties saw the setting up of the National Commission for Women (NCW) and State Commissions in various States to inquire into the working of various legal and constitutional provisions concerning women, to investigate cases of violation of women's rights and generally to advise on the socio-economic policy framework in order to mainstream women's concerns. In recent years, the Governments, Central and State, have also articulated comprehensive policies for the empowerment of women through a variety of instruments and approaches focusing on an explicit vision of equal partnership of women in all walks of life.

Credit must also be given to a robust women's movement which has often given forceful expression to women's aspirations and joined issue with all the organs of state — legislative, executive and judicial — for reviewing the age-old prescriptions of a patriarchal society. Often they have networked effectively with the international community and fora in the quest for worldwide solidarity on issues affecting women. These interactions have often times changed the idiom of discourse on women's right to justice and development.

The half-century of struggle and reform has undoubtedly had considerable impact on women's world. Some of the key indicators of development have perked up significantly; women's life expectancy has risen; education levels have improved; economic participation has grown. But there are areas of darkness too; crimes against women, both at home and outside, continue unabated; traditional economic occupations have withered in the face of global competition; there is increasing commodification of women's persona and vulgarisation of their image in the media's marketplace. The new economic regime, where Sensex swamps sensibility, has meant the precipitate withdrawal of the state from many fields leaving the weak, including women, in the cold. Similarly laws change; minds don't. Therefore between progressive legislation and sensitive enforcement falls a long shadow. Critics also point out that whatever advances have been made remain confined to urban India and the vast hinterland resists change obstinately.

The overall picture is thus a mixed one leaving the profile of the average Indian woman not substantially altered. But in this vast country there is no average Indian woman. As in all other matters, diversity marks the Indian woman's picture too. How society and economy are coping with the forces of modernisation differs substantially from region to region. The geography of a state provides its own constraints and opportunities; history gives its own moorings to values and momentum to change. Thus the regional profile is superimposed on the national profile. The NCW has therefore commissioned these studies to gauge how women's life has been changing or not changing in different States of the country, and to situate these studies in the historical and geographical context of each region or State so that progress can be measured across time and across space. Such spatial comparisons can highlight what lessons there are to be learnt from the 'leading' areas and equally they help in focusing the attention on the 'lagging' areas. Regionally disaggregated data helps in benchmarking progress of different regions, areas or districts, and can be used for improving performance by attempting to raise the performance levels of the laggards to the average of the State and then matching the State's average to the national average. Interesting insights can also be gleaned from the experience of implementing agencies, both governmental and non-governmental, in dealing with different problems. Some of these may be rooted in the soil of the region and may not lend

themselves to replication but many others can be useful examples to emulate. That is how Best Practices become common practices.

These studies have been carried out by different research groups having special knowledge and interest in the area — its people, its history, its administration, its cultural ambience etc. They have interacted with official agencies as well as with leading NGOs working with women in the respective areas. The NCW has given a helping hand by providing information from its own database where available and also by interacting with the government of the State to set the stage for these exercises. The result is in your hands.

It is our hope that this effort will eventually result in the compilation of a comprehensive index of gender development focusing on the key issues in women's lives thus enabling comparisons of achievements and gaps regionally and nationally. This will help scholars and administrators alike.

Poornima Advani

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Mumbai 2003

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