

Gender development and women's empowerment is now being acknowledged as the core of the inclusive growth policies and overall economic prosperity of a state/country. From this perspective and also to check the disturbing trends of gender development indicators in Uttar Pradesh, firstly, strict implementation of few acts, viz., PC-PNDT Act 1994, MPT Act 1971, Protection of Women from Domestic Violence Act 2005 and Prohibition of Child Marriages Act 2006 is the prerequisite. These initiatives could be complemented by implementing the set of women specific programmes/schemes in a holistic way; that is, by adopting a gender budgeting strategy to reach out to the targeted group effectively; and in turn, to achieve the desired objective of gender development.

Uttar Pradesh (UP) has a prominent role in the Indian economy; not only because of its geographical area or the highest number of population (16.5%); but, due to several economic, social and political factors. In 2013-14, among 33 States and Union Territories, UP was at the second position, after Maharashtra (14.4%), for its contribution of 8.2 percent to India's total gross domestic product (GDP).¹ UP is the largest producer of foodgrains in India. It accounted for about 18.4 percent share in the country's total foodgrain output in 2015-16.² As per the Sixth Economic Census (January 2013 to April 2014), out of total 58.5 million establishments (engaged in both agricultural and non-agricultural activities), UP holds the top position among all states with its share of 11.4 percent of total establishments. This indicates the importance of UP as the agricultural, manufacturing and industrial hub of India. During the period between the 5th and 6th economic censuses (2005-2013), UP was third in terms of employment growth of 79.9 percent, after Manipur (93.6%) and Assam (89.3%). Further, UP had the second largest share (16.6%) in total number of handicraft/handloom establishments after West Bengal (17.6%).³ Significant improvement is visible in infrastructure development in UP as well.

But, despite these positive factors, this state still belongs to the low performing states, in terms of overall socio-economic development. During the 11th Five Year Plan (2007-12), UP performed very well and achieved the annual growth rate of 6.87 percent which was higher than the target (6.10%) fixed by the 11th Planning Commission. Based on that success, the annual average growth target of 7.6 percent was envisaged in the 12th Five Year Plan (2012-17). But, during the 5 year period from 2012-13 to 2016-17, annual growth rates registered were 4.6, 5.5, 5.9, 6.8 and 6.3 percent respectively.⁴ So, in none of these years, UP achieved the target of 7.6 percent of growth rate. Among the larger states, per capita income of Uttar Pradesh in 2015-16 was the lowest at INR 48250, which is only half (51.5%) of the national average of INR 94178 per capita.⁵

RECOMMENDATIONS



GOVERNMENT OF UTTAR PRADESH MUST UPDATE ITS STATE WOMEN'S POLICY 2006 IN LINE WITH THE NATIONAL WOMEN POLICY 2016 (DRAFT) AND ADOPT THE GENDER BUDGETING EXERCISE IN AN URGENT MANNER, WHICH IS RECOMMENDED IN BOTH THE STATE AND NATIONAL WOMEN POLICIES.



PC-PNDT ACT 1994 AND MPT ACT 1971 MUST BE ENFORCED STRICTLY TO CHECK THE ALARMING TREND OF DECLINING SEX RATIO. ADVOCACY THROUGH AWARENESS AND SENSITIZATION TO CHANGE THE MINDSETS/SOCIAL NORMS BY INVOLVING COMMUNITIES AND THE STAKEHOLDERS FOR VALUING THE GIRL CHILD IS ALSO NECESSARY.



UP GOVERNMENT MUST TAKE STRICT MEASURES FOR ENDING VIOLENCE AGAINST WOMEN AND GIRLS (EVAWG) BY PROPERLY IMPLEMENTING PROTECTION OF WOMEN FROM DOMESTIC VIOLENCE ACT 2005 AND ALLOCATE SEPARATE FUNDS FOR IMPLEMENTING THIS ACT.



APPROPRIATE POLICY MEASURES, VIZ., LAND DISTRIBUTION TO WOMEN, STAMP DUTY EXEMPTION FOR WOMEN ETC., MUST BE TAKEN FOR ENSURING LAND RIGHTS TO WOMEN IN LINE WITH UP STATE WOMEN POLICY 2006 AND NATIONAL WOMEN POLICY 2016 FOR ECONOMIC EMPOWERMENT OF WOMEN.




STRICT IMPLEMENTATION OF PROHIBITION OF CHILD MARRIAGES ACT 2006 IS IMPERATIVE TO PROTECT THE ADOLESCENT FROM DAMAGING THEIR POTENTIAL OF GROWING INTO PRODUCTIVE ADULTS.

Table 1 shows that despite some progress in few areas, performances of Uttar Pradesh in terms of other socio-economic indicators are not very satisfactory.

- Although there is budgeted surplus in the revenue account, total fiscal deficit budgeted as 3.9 percent of GSDP in 2016-17, which was much higher than the benchmark of 3 percent of GSDP as set by the 14th Finance Commission. For total development expenditure, UP had budgeted 17.1 percent of GSDP in 2016-17, which is higher than the corresponding all India figure of 12.5 percent. In health & education, budgeted spending are also higher than the average national level spending.
- As per the Tendulkar Committee's estimates, Uttar Pradesh accounts for the highest number of below poverty line population (59.8 million). That is, UP accounts for 22.2 percent of total 269.8 million of poor people in India. Between 2004-05 and 2011-12, the poverty ratio declined by 11.5 percentage points for UP, as against 15.3 percentage points for all-India average.
- As per the Census 2011, despite the increase in overall literacy rate, male female gap in UP is 20.1 percentage points compared to 16.3 percentage point for the entire country.
- There has been a big jump in institutional birth from 20.6 percent in NFHS-3 to 67.8 percent in NFHS-4. The overall increase of 47.2 percentage points in UP is higher than the national figure of 40.2 percentage points.
- **From the perspective of gender, declining sex ratio is an area of grave concern. UP's sex ratio of 912 is much lower than the national average of 943. Child (0-6 years) sex ratio of 902 females per 1000 males in 2011 in UP is one of the lowest in India.**
- In the last decade, UP has reduced domestic violence by 5.7 percentage point as per the NFHS-4 survey (see details in Table 3), whereas in the national level this decline was 8.4 percentage points. Despite the decline, the absolute level of domestic violence (36.7%) in the state is still an area of concern.

It is evident that development in UP is uneven across various socio-economic areas. In economic areas, despite some progress over the years, huge gaps are

 TABLE 1: SOME INDICATORS OF ECONOMIC & SOCIAL PROGRESS IN UTTAR PRADESH	UTTAR PRADESH	ALL INDIA
GROWTH RATE OF REAL GSDP / GDP (%) IN 2016-17	6.3	7.1
PER CAPITA STATE & NATIONAL INCOME (INR) IN 2015-16	48520	94178
REVENUE DEFICITS* AS % GSDP/GDP IN 2016-17	-2.2	-0.1
GROSS FISCAL DEFICIT AS % GSDP/GDP IN 2016-17	3.9	3.0
DEVELOPMENT EXP. AS % GSDP/GDP IN 2016-17	17.1	12.5
EXP. ON HEALTH & FAMILY WELFARE AS % OF AGG. EXP. OF STATE/S' IN 2016-17	5.6	4.9
EXP. ON EDUCATION AS % OF AGG. EXP. OF STATE/S' IN 2016-17	16.3	15.6
PERCENTAGE (%) OF POPULATION BELOW POVERTY LINE IN 2011-12	29.4	21.9
LITERACY RATE (7+ YEARS) IN 2011 (%)	67.7	73.0
MALE FEMALE GAP IN LITERACY RATE IN 2011	20.1	16.3
DECLINE IN DOMESTIC VIOLENCE (IN PERCENTAGE POINTS) DURING 2005-06 TO 2015-16	5.7	8.4
SEX RATIO - FEMALES PER 1000 MALES IN 2011	912	943
SEX RATIO (0-6 YEARS) - FEMALES PER 1000 MALES IN 2011	902	918
INCREASE IN INSTITUTIONAL BIRTHS (IN PERCENTAGE POINTS) DURING 2005-06 TO 2015-16	47.2	40.2

Note: * Negative (-) sign indicates surplus. Source: Economic Survey of India, 2016-17; CSO; State Finances: A Study of Budgets 2016-17, RBI; Census 2011 and NFHS-4.

visible. The state lags behind in terms of national average of several other indicators as well as compared to better performing states. Therefore, to move towards higher growth trajectory and to wipe out the gap between UP and the better performing states, government of UP has to adopt a set of measures. But, apart from the initiatives in economic areas, UP also has to take proactive measures to reduce gender gap; as bringing gender equality and gender empowerment are now increasingly acknowledged as key factors to improve overall human development and promoting 'inclusive growth', which was articulated in 12th Five Year Plan. In the inclusive growth narrative, gender development and women's empowerment were integral components. In this context, it would be worthwhile to have a quick glimpse of some important schemes meant for overall gender development/empowerment.

IMPLEMENTATION OF SCHEMES FOR GENDER DEVELOPMENT & EMPOWERMENT IN UTTAR PRADESH: AN ASSESSMENT

It emerges from the discussion above, that lower level of gender development and stark gender gaps exists in UP. The Ministry of Women & Child Development, Government of India in 2006 had done some detailed state-wise analysis of various gender indices. In terms of Gender Empowerment Index (GEM), **UP was placed in the 16th position with the index value of 0.413 among 35 States & Union Territories.⁶ Further, as per same analysis, with Gender Development Index (GDI) value of 0.563, UP ranked 34th.** So, given this scenario, it is imperative that government must take comprehensive measure for gender development. In this context, with a focus on UP, it would be worthwhile to get into details of measures related to gender development/empowerment and into the details about few government schemes dealing with empowerment of women and gender inequality. Most of these are very well designed schemes with some clear social goals. But, ultimate achievements of these schemes depends on how the schemes are being implemented. It would be worthwhile to take note of various issues regarding the implementation status of few selected schemes, exclusively meant for gender development and women's empowerment in UP (see Table 2) as highlighted in a recent report⁷ of Comptroller and Auditor General of India (CAG).

TABLE 2: IMPLEMENTATION STATUS OF FEW SCHEMES IN UP: KEY OBSERVATIONS BY THE CAG

JANANI SURAKSHA YOJANA (JSY)	<ul style="list-style-type: none"> • Main objective of JSY is to reduce Maternal Mortality Rate (MMR) and Infant Mortality Rate (IMR) and to provide safe motherhood by encouraging institutional deliveries. • Huge shortage of (Community Health Centres, CHCs) (50%), (Primary Health Centres, PHCs) (32%), Sub Centres (34%) – indicating lack of public health facilities in rural area. • No private nursing homes and hospitals were accredited in the State for JSY purposes. Only 7,226 sub centres (42%) under CHCs/PHCs were accredited to the scheme as of March 2015. • Due to lack of access to government institutions and non-affordability of private nursing homes, large number of rural poor, approximately 111.76 lakh⁸ (42%), had to depend on home deliveries by unskilled attendants during last five years. • Despite huge demands, 8% of funds (INR 184 crore) remained unutilised during 2010-15.
MATERNAL DEATH REVIEW (MDR)	<ul style="list-style-type: none"> • MDR programme was started with the objective to effectively reduce MMR through qualitative improvements in delivery of Services. • From the allotment of INR 7.22 crore, 76% of the amount remained unutilised indicating that programme was not implemented properly. • Scrutiny revealed that reported figures of maternal deaths (8,477) were only 15% of the estimated number of maternal deaths (55,242) in the State during 2012-15 as reported by the department. Hence, large number of maternal deaths (85%) remained unreported and 86% of maternal deaths remained un-reviewed. As a result, in majority of the cases of maternal deaths the reasons for death could not be ascertained and verified to establish deficiency or lapse in medical care/treatment, if any, and ensure corrective measures.
FAMILY PLANNING	<ul style="list-style-type: none"> • There is a close relationship between birth spacing and maternal health. The objective of Family Planning Programme was to control the population growth and have a positive impact on state of maternal health by encouraging adoption of appropriate family planning methods. • 49% of allotted funds (INR 380.57 crore) under the scheme remained unutilized during 2010-15. As a result, achievements in terms of target was very low.
INTEGRATED CHILD DEVELOPMENT SERVICES (ICDS)	<ul style="list-style-type: none"> • The Scheme aims at holistic development of children up to six years of age, pregnant women and lactating mothers. • Against the requirement of 2,85,429 Anganwadi Centres (AWCs), there were only 1,87,997 (66%) functional in the State. • Basic amenities like toilet facilities were not available in 43,600 AWCs (68%), safe drinking water facilities were not found in 53,757 AWCs (84%), and kitchens were not provided in 18,467 AWCs (29%) test checked. • The State had total 3.21 crore to 3.44 crore pregnant women, lactating mothers and children between six months and six years of age, however, supplementary nutrition was provided to only 2.33 crore to 2.52 crore beneficiaries during 2010-15. Hence, 22 to 32% pregnant women, lactating mothers and children were deprived of the benefits of supplementary nutrition programme during 2010-15. • Nutritional support was provided to the beneficiaries ranging between 20 and 22 days in a month and 240 to 269 days in a year during 2010-15 against the prescribed norms of 25 days per month and 300 days per year. • Number of girls not attending Pre School Education activities has exponentially increased from 3% in 2010-11 to 33% in 2014-15.
KISHORI SHAKTI YOJANA (KSY)	<ul style="list-style-type: none"> • The objectives of the scheme is to make adolescent girls (AGs) aware of health, nutrition, and lifestyle related behaviour and adolescent reproductive and sexual health needs to be positioned in this phase of life in order to improve the health of adolescent girls and facilitate an easier transition to womanhood. • Against the requirement of INR 33.10 crore during 2010-15, INR 32.42 crore was allocated; INR 18.88 crore (58% of allocated amount) was released; and only INR 11.69 crore (62% of released amount) was spent for implementation of the scheme in the State. • Insufficient budget provisions and non-utilisation of available funds resulted in shortfall in physical achievement of the targets. • Due to ceiling of covering just 60 adolescent girls per block, only 35,100 adolescent girls (less than 1%) out of the total population of 70,74,240 adolescent girls were provided supplementary nutrition in the test-checked districts, leaving balance 99% adolescent girls uncovered. Thus, KSY had little impact on nutritional status and vocational skills of adolescent girls in 53 districts of the State.

TABLE 2: IMPLEMENTATION STATUS OF FEW SCHEMES IN UP: KEY OBSERVATIONS BY THE CAG

RAJIV GANDHI SCHEME FOR EMPOWERMENT OF ADOLESCENT GIRLS (SABLA)	<ul style="list-style-type: none"> • The objective the scheme is as same as the KSY. KSY has been implemented in 53 districts and SABLA in remaining 22 districts of the State. • Ration allocated under SABLA did not reach to 1.35 million girls during 2011-15, that is, 28% of the eligible adolescent girls did not get nutritional support under this scheme. • Vocational training was not imparted to adolescent girls in any of the six test checked districts during 2011-15.
UJJAWALA	<ul style="list-style-type: none"> • Ujjawala scheme is implemented for prevention, rescue and rehabilitation of trafficked women and their children. Under the scheme Ujjawala homes are set up for providing immediate relief such as food, shelter, trauma care and counselling to the rescued victims. • Only 13 Ujjawala projects were implemented in UP during 2010-11 to 2014-15 covering 11 districts. No second and subsequent instalments were released to 12 out of 13 projects. All the three projects located in the test checked districts (Allahabad, Pratapgarh and Unnao) were found closed. Hence, Ujjawala scheme had become largely non-functional in the State. • No Ujjawala homes were established in districts bordering Nepal which are major transit areas vulnerable to trafficking as per UN report. • The State Level Monitoring Committee was not formed and periodic evaluation of the projects through reputed institutions was not done.
SWADHAR GREH	<ul style="list-style-type: none"> • Swadhar Greh scheme is meant to provide temporary accommodation, maintenance and rehabilitation service to women and girls rendered homeless due to family discord, crime, violence, mental stress, social ostracism etc. • District Women Welfare Committees for planning and implementation of the Swadhar Greh scheme in the districts were not constituted, as a result, the magnitude of destitution in women in the districts remained unassessed. • Swadhar Grehs were established in only 42 out of 75 districts in the State as of March 2015. • Inadequate infrastructure, excess reporting of beneficiaries, lack of support services, non-rehabilitation of inmates and improper maintenance of records were found in Swadhar Grehs, functioning in test checked districts.

Source: Reproduced from the CAG Report 2016.

There are many other women specific schemes, apart from the schemes mentioned in the table 2. However, it is evident from CAG's observations that most of the government programmes are not being implemented properly in the state. It is reflected in underutilisation fund, lower attainment in the physical targets vis-à-vis the programme targets, etc. Further, some programmes have very limited coverage, which have kept a large section of targeted women out of the purview of the schemes. Now, each of these programmes can be rectified by taking corrective measures as per the problems identified by the CAG. But, to make an effective impact on gender development, all these schemes could be reviewed and implemented in a 'collective manner', that is, the gender budgeting strategy needs to be adopted.

A. ADOPTING GENDER BUDGETING IN LINE WITH THE NATIONAL AND STATE WOMEN POLICY:

If the government schemes are scrutinised properly, it would be visible that each of these programmes cater to a particular group of women with some specific objectives. For example, ICDS takes care of the early childhood development whereas the objective of Ujjawala scheme is 'rescue and rehabilitation of trafficked women'. None of the schemes singlehandedly support all the needs of women in their life cycle. All these schemes are complementary to each other in achieving the

desired objective of gender devolvment; but, these are funded or implemented by different Ministries/Departments/Agencies. To achieve an overall gender development goal, all these schemes must be implemented simultaneously in a more coherent way, with proper monitoring and evaluation. As a step towards this direction, firstly, a proper estimate of the whole 'resource envelope' from all the women specific schemes is necessary. This implies that an exercise like 'Gender Budgeting'⁹ is the prerequisite and this exercise would help the government to move towards sound planning and financial management.

It should be noted that to promote gender equality and women's empowerment, the Government of India has already implemented gender based budgeting (since 2005-06) in the Ministries and following that many states are presently doing the same exercise. The National Women Policy 2016 (draft) reiterated to adopt gender budgeting exercise and to set up 'Gender Budgeting Cells' in Ministries, state government departments and Panchayats and urban local bodies. **The State Women's Policy¹⁰ was adopted by the Government of UP in 2006 and it accepted the principle of gender based budgeting for introduction from the year 2005-06.** But, even after 10 years of its declaration, Government of UP failed to adopt the gender based budgeting. This has also been reiterated by the CAG.⁷ 'Gender budget' gives a comprehensive list of women specific schemes, total resource envelope for all these schemes, target groups and the number

of targeted beneficiaries in each scheme. It makes the nodal agency like department of women and child development well informed and makes it easier to oversee the implementation of those schemes. Given the wide gender gaps in UP, **it is recommended that Government of UP must adopt the gender budgeting exercise in an urgent manner and the department of women and child welfare should take the responsibility for monitoring the implementation of these schemes.**

B. STOPPING SEX SELECTIVE ABORTIONS TO CHECK DECLINING SEX RATIO:

Steep decline in the child sex ratio as well as overall sex ratio in the State is becoming an area of serious concern which needs to be addressed by the Government on priority. **CAG identifies that in UP the practice of sex selective abortions had been a critical influencer of skewed sex ratio after advent of modern technologies.** In view of growing misuse of technology, the Pre-Conception and Pre-natal Diagnostic Techniques (Prohibition of Sex Selection) Act (PC-PNDT), 1994 was enacted to check female foeticide and address gender biased sex selection. But, the act is not being implemented properly in the state and several anomalies identified by the CAG are as follows.

- It has been observed by the CAG that Government of India allotted only 35 percent funds against the requirement of INR 20.26 crore projected by the State during 2010-14. Further, State Government could utilise only 54 percent (INR 3.86 crore) of the meagre allocation of INR 7.09 crore made during 2010-14 by the Government of India. It is clearly indicating inadequate implementation of the Act and leaving USG centres largely unmonitored and unregulated.⁷
- CAG also found that Ultrasonography (USG) centres did not maintain/preserve mandatory basic records/information. Among the test-checked as much as 68 percent of the ultrasonography cases did not have referral slips of doctors who recommended such tests and 57 percent did not mention the purpose of carrying out USG/diagnostic procedures. CAG opines that in absence of the referral slips it was difficult for the inspecting authorities to establish the purpose of carrying out diagnostic procedures and large scale misuse of technology for illegal sex determination could not be ruled out.
- None of the test checked centres kept backups/records of images taken during ultrasonography of pregnant women which is mandatory to be kept for two years; and 16 percent USG centres did not submit prescribed monthly returns. In absence of proper maintenance of mandatory records and non-receipt of prescribed returns, effective monitoring and inspection of the USG centres in the districts was not possible.
- District Appropriate Authorities (DAAs) did not conduct prescribed number of inspections of USG centres and there was a shortfall of 76 percent against the norm prescribed under the Act. In 96 percent cases, DAAs did not issue inspection reports to USG centres after their inspections. 13 out of 20 test-checked DAAs did not maintain even information of USG centres functioning under their jurisdiction. This indicated extremely lackadaisical approach adopted by the DAAs towards strict enforcement of the provisions of the Act.

- Breach of important provisions of the Act was noticed in 936 (58 percent) out of 1,652 USG centres in 20 test checked districts. Despite, rampant breaches of the mandatory provisions, neither any action was taken nor any penalty imposed on the defaulting USG centres by District Magistrates. State Inspection and Monitoring Committee (SIMC) also did not carry out adequate number of random inspections. The number of decoy operations carried out by DAAs was also negligible.
- The same kind of laxity is observed in implementing another important act, namely, Medical Termination of Pregnancy (MTP) Act, 1971. Only 11 per cent of the total funds allocated (INR 40.58 crore) for MTP purposes during 2010-15 was utilised. The low utilisation was due to non-procurement of kits and equipment required for MTP. Only 6 percent of 773 Community Health Centres (CHCs) in the State had MTP facilities. Due to the inadequate public health facilities, only 25 percent of MTPs were conducted at Government hospitals and these cases were reported. But, the remaining 75 percent MTPs were conducted at private clinics, most of which were unregistered. The state department did not have any information on the total number of MTPs in the State including those conducted in unauthorised clinics.

The lackadaisical approach of implementing two important acts, viz., PC-PNDT and MPT could be attributable, to some extent, for declining sex ratio in the state. As long as the attitude and social norms are not changing, to reverse the trend of declining sex ratio, strict enforcement of these acts is the prerequisite.

C. ENDING VIOLENCE AGAINST WOMEN AND GIRLS (EVAWG):

Among the larger states, UP, which had the prevalence of spousal violence in 2005-06 at 42.4 percent, has reduced this by 5.7 percentage points during the last 10 years and in 2015-16 as per the NFHS-4 survey, this figure stood at 36.7 percent. The decline is not impressive compared to other states. For instance, despite being placed at the lower rung of the development ladder, in the same period, there has been a decline of 15.9 of spousal violence in Bihar, which is a commendable achievement. It should also be noted that still 36.7 percent of ever-married women in the age group of 15-49 years face some form of spousal violence, that is, absolute level of domestic violence is still very high in UP. On the other hand, crime against women is increasing rapidly. During 2010 to 2014, at the national level, number of reported cases has increased from 2.13 to 3.37 lakhs, i.e., a 58 percent increase in the span of 4 years. Out of which UP alone accounted for 11.4 per cent of the total number of incidence of crime against women in the country in 2014. There has been 61 percent increase in incidence of crime against women between 2010-11 and 2014-15 in the state.

To protect 19.98 crore population of the State including crime against women only 81 police personnel per one lakh population were available against the sanctioned strength of 178.5 police personnel per one lakh population in the State. Women police personnel constitute only 4.6 percent of the total police force in the State against the Ministry of Home Affairs advisory (September 2009) of 33 per cent. UP State

TABLE 3: TRENDS OF DOMESTIC VIOLENCE FROM NFHS-3 (2005-06) AND NFHS-4 (2015-16) SURVEYS

	NFHS3 (2005-06) EVER-MARRIED WOMEN WHO HAVE EVER EXPERIENCED SPOUSAL VIOLENCE (%) A	NFHS 4 (2015-16) EVER-MARRIED WOMEN WHO HAVE EVER EXPERIENCED SPOUSAL VIOLENCE (%) B	TREND PERCENTAGE POINT CHANGE DURING NFHS-3 & NFHS-4 (%) C = B-A
SIKKIM	16.3	2.6	-13.7
HIMACHAL PRADESH	6.2	5.9	-0.3
JAMMU & KASHMIR	12.6	9.4	-3.2
UTTARAKHAND	27.8	12.7	-15.1
NAGALAND	15.2	12.7	-2.5
GOA	16.8	12.9	-3.9
KERALA	16.4	14.3	-2.1
MIZORAM	22.1	17.0	-5.1
KARNATAKA	20.0	20.5	0.5
PUNJAB	25.4	20.5	-4.9
MAHARASHTRA	30.7	21.4	-9.3
ASSAM	39.4	24.5	-14.9
RAJASTHAN	46.3	25.1	-21.2
TRIPURA	44.1	27.9	-16.2
MEGHALAYA	12.8	28.7	15.9
GUJARAT	27.6	30.2	2.6
ARUNACHAL PRADESH	38.8	30.6	-8.2
HARYANA	27.3	32.0	4.7
WEST BENGAL	40.1	32.8	-7.3
MADHYA PRADESH	45.7	33.0	-12.7
JHARKHAND	36.9	34.0	-2.9
ODISHA	38.4	35.2	-3.2
UTTAR PRADESH	42.4	36.7	-5.7
CHHATTISGARH	29.9	36.7	6.8
TAMIL NADU	41.9	40.6	-1.3
TELANGANA	NA	43.0	NA
ANDHRA PRADESH	35.2	43.2	8.0
BIHAR	59.0	43.2	-15.8
MANIPUR	43.8	53.1	9.3
INDIA	37.2	28.8	-8.4

Source: Compiled & calculated by author from NFHS 3 & NFHS-4 factsheets.

Women's Policy 2006 also envisaged for recruitment of 20 percent women in police. CAG opines that shortage of about 55 percent of the police personnel if not immediately bridged, the crime scenario in the State may further worsen.

Given the overall scenario, it is recommended that:

- i) Protection of Women from Domestic Violence Act (PWDVA) must be implemented. The government of Uttar Pradesh should put in place dedicated staff backed by adequate infrastructure and quality services for effective implementation of the law. As the Centre is not allocating any resources for implementing PWDVA, state should ensure the resources for implementing the law.
- ii) Government must set up at least one shelter home in each district with adequate and safe facilities for women survivors and their children. It is also imperative to opening one stop crisis centres in district hospitals where medical cases relating to domestic violence should be attended to. Adequate funding from the state government is the prerequisite for proper function of these.
- iii) The State government should monitor and document cases of domestic violence periodically. More state specific initiatives must be taken to address the root causes of domestic violence by removing social practices and customs that lead to a high level of violence.
- iv) Police force must be strengthened by recruiting required number of personnel, especially women police, to check crime against women.

ENDING CHILD MARRIAGE: IMPLEMENTATION OF PROHIBITION OF CHILD MARRIAGES ACT (PCMA) 2006

To reverse the disturbing trend of gender development in UP, implementation of PC-PNDT, MPT and PWDVA acts could be supplemented by the PCMA 2006. In the context of protecting girl child/women, it would be noted, that regressive social institutions, like 'child marriage' is another 'social evil' which creates hindrance to overall gender development. According to a 2016 report by UNICEF, as much as 47 percent of Indian girls get married before they are 18 years of age. This severely damages their potential of growing into productive adults. The practice of child marriage is widely prevalent in UP. The Census 2011 shows that around 2 million adolescent girls (9% of the age group 10-19) were married in UP.¹¹ "An even more alarming figure is that around one million children, highest in India in absolute terms, were born to these adolescent girls in Uttar Pradesh and 10.1 percent of those babies died."¹¹ Recently, Supreme Court has also pronounced that child marriages should be declared as void and stringent punishment should be prescribed against family members who promote and perform such marriages. Despite Supreme Court's directive, so far, only Karnataka has amended the PCMA and declared any marriage of a child, a female aged below 18 years and a male below 21 years, as void. Like Karnataka, **Uttar Pradesh should also strictly implement PCMA 2006 to end child marriage.**

E. ECONOMIC EMPOWERMENT OF WOMEN THROUGH ENSURING LAND RIGHTS AND LIVELIHOODS:

Women have always played a crucial role in India's agricultural production. Their role in agriculture is getting more importance in recent decades as the present trend shows that men are shifting to better paid non-farm activities. As per the latest NSSO employment survey (68th Round), 75 percent of the full-time female rural workforce is in the agricultural sector, against 59 percent for men.¹² But, in contrast to their engagement in agriculture, only 12.79 percent of women have operational land ownership.¹³ Even where women do have some access to land, they either do not have proper titles, also known as 'pattas', or own it along with male family members.¹⁴ And this only means that invariably it's the men who control and make decisions regarding (sale of land etc.) the land.

As per Agricultural Census 1995-96, less than 5.0 percent of agricultural land was operated by women in Uttar Pradesh and it has increased marginally to 6.9 percent as per the Agricultural Census 2010-11.¹⁵ Land ownership of women in Uttar Pradesh is much lower compared to the national scenario of 12.8 percent of land titled to women. Further, it should be noted that there are differences in actual **land rights to women and operational land ownership**.¹⁶ Actual figures of land rights to women is much lower (reflected in census) than the agricultural census (2011) shows.

For economic empowerment of women, wage disparity is another impediment. Keeping this in mind, parliament enacted Equal Remuneration Act, 1976 fixing responsibility on the employer to pay equal remuneration to men and women workers for same work or work of similar nature. However, discriminatory practices are prevalent in labour markets which get reflected in the wages paid to women workers. **The disparity in male and female wages in Uttar Pradesh was as high as 73 per cent in rural areas and 31 per cent in urban areas as per National Sample Survey 2011-12.** Women also continue to face discrimination in government wage employment and self-employment programmes including skill development in the State.

India had among the worst levels of gender wage disparity, that is, men earning more than women in similar jobs, with the gap exceeding 30 per cent as per the Global Wage Report 2016-17 released by the International Labour Organisation (ILO). It clearly indicates that women are undervalued in society despite their efforts and success in agricultural production that may be equal, or even better than their male counterparts.

In summary, it is well evident that one of the crucial factors that contribute to the poor economic status and lack of financial independence of rural women is the absence of their ownership of immovable assets like land. Lack of ownership prevents the women from getting formal credit increasing the cost of farm activities. At the same time, numerous research studies, such as, Agarwal (2003), Agarwal (1994)¹⁷ among others, have demonstrated that women with financial independence, or those who possess assets like land, face less gender violence, both within the home and outside. Further, various research studies found that economic empowerment of women have

additional positives towards women's empowerment and gender inequality through improving sex ratio, reducing IMR and MMR etc.

Against the above background and drawing upon numerous other research studies, Oxfam India strongly advocates for the following policy changes:

- a) The Government of Uttar Pradesh should facilitate implementation of Hindu Succession Act (HSA) 2005, so that women get their fair share from ancestral property.
- b) The state government should create some incentive structure in case of property being bought in women's name only or a single male ownership being converted to joint ownership of husband and wife. Here, the government

can follow the Gujarat model. The Government of Gujarat announced Nari Gaurav Niti-2006, which had suggested that woman be totally exempt from paying transfer fees and stamp duties if the property or land is bought in her name solely. The policy further suggests a special provision in the existing laws to ensure that any property bought after marriage must be bought in the joint names of a husband and wife. It should be noted that the issue of reducing stamp duty for women was also articulated in the UP Women's Policy 2016.

- c) At the State level, initiative should be taken aimed at collecting sex-disaggregated data¹⁸ on women's land ownership of all kinds of land to inform appropriate policy making.

NOTES

¹ Indian states by GDP, MOSPI, Government of India. Retrieved 2 November 2017, from <http://statisticstimes.com/economy/gdp-of-indian-states.php>

² Uttar Pradesh A Rainbow Land, IBEF. Retrieved 2 November 2017, from <https://www.ibef.org/download/Uttar-Pradesh-May-2017.pdf>

³ Sixth Economic Census, Govt. of India. Retrieved 2 November 2017, from http://mospiold.nic.in/Mospi_New/upload/census_2012/5_Highlights_6ecRep.pdf

⁴ Reproduced from Uttar Pradesh Budget Analysis 2017-18, PRS Legislative Research. Retrieved 2 November 2017, from <http://www.prsindia.org/uploads/media/State%20Budget%202017-18/Uttar%20Pradesh%20Budget%20Analysis%202017-18.pdf>

⁵ Economic Survey 2016-17, Govt. of India. Retrieved 2 November 2017, from <http://indiabudget.nic.in/es2016-17/estatvol2.pdf>

⁶ Gendering Human Development Indices: Recasting the Gender Development Index and Gender Empowerment Measure for India, Summary Report, 2009, Ministry of Women & Child Development. Retrieved 3 November 2017, from http://www.undp.org/content/dam/india/docs/gendering_human_development_indices_summary_report.pdf

⁷ Performance Audit on Empowerment of Women, CAG, 2016. Retrieved 3 November 2017, from http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women_Report_3_2016.pdf.pdf

⁸ 100 thousand = 1 lakh (0.1 million) and 100 lakh = 1 crore (10 million).

⁹ Gender budgeting is an exercise to produce a separate statement in the budget where all the programmes/ schemes specifically earmarked for the women are listed with respective allocations.

¹⁰ Uttar Pradesh Women Policy 2006: A Vision for the Future. Retrieved 4 November 2017, from <http://planning.up.nic.in/apd/hdr-2006/tech%20APP-B.pdf>

¹¹ Why ending child marriage in Uttar Pradesh will not be easy, Scroll.in 2017. Retrieved 16 November 2017, from <https://scroll.in/article/835259/why-ending-child-marriage-in-uttar-pradesh-will-not-be-easy>

¹² Key Indicators of Employment and Unemployment 2011-2012, Press Note, PBI, Government of India (2012). Retrieved 5 November 2017, from <http://pib.nic.in/newsite/erelease.aspx?relid=96641>

¹³ All India Report on Agricultural Census 2010-11, Govt. of India 2015

¹⁴ Absence of land ownership driving women into poverty, OneWorld South Asia, 2013. Retrieved 2 November 2017, from http://southasia.oneworld.net/news/realities-of-the-landless-women-farmers-in-india#.WCG4_Wp95qN

¹⁵ All India Report on Agricultural Census 2010-11, Govt. of India 2015.

¹⁶ Women's land ownership figures in the agriculture census provides information about operational holding of 'female-headed households'. Therefore, it may miss out information on land distributed to women in joint 'pattas' given as part of land distribution. Further, it should be noted that operational holders may not be the land owners particularly in case of non-land record states where data is collected through sampling.

¹⁷ Agarwal, B. (2003) "Gender & land Rights Revisited: Exploring New Prospects via the State, Family & Market", Journal of Agrarian Change, Vol. 3, Nos. 1 & 2, January & April, 2003.
- (1994) "Gender and Command Over Property: A Critical Gap in Economic Analysis and Policy in South Asia", World Development, Vol. 22, No. 10.

¹⁸ Collection of periodical gender segregated data was envisioned in the Uttar Pradesh Women Policy 2006. The National Women Policy 2016 (draft) also calls for collecting gender segregated data in all levels.

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