

CHAPTER – I

INTRODUCTION

Women in Chhattisgarh : Prospects and Challenges

In many ways, the women of Chhattisgarh enjoy a unique position within the country. The proportion of women in the population (the sex ratio or the number of women per 1000 men) stands at 990 according to the 2001 census. The sex ratio is universally acknowledged as an indicator of women's well being, survival and status, and in this the position of Chhattisgarh is second among states in the country (after Kerala's 1058) and well above the national average.

In undivided Madhya Pradesh also, Chhattisgarh enjoyed a special place where women were concerned. Unlike women in many other parts of India where the culture of exclusion and seclusion seems to prevail, women in Chhattisgarh are articulate, visible, and play a major role in public production. This can be understood with reference to the role that women play in different areas of livelihood systems. In Chhattisgarh, women are the major agricultural workers. This is so in the production of rice our main food crop, as well as in pulses, millets and the many oilseeds. They work in each and every aspect of crop production, preservation and storage. In certain parts of the state like Abujhmar and Sihawa, women are also known to use the plough, a function that is taboo and prohibited for them in almost all other parts of the country, indeed the world. Apart from crop weeding, manuring, harvesting, women are the leading players in all post harvest and storage operations. Women also play a major role in the collection and processing of the many kinds of uncultivated foods and medicinal plants found in Chhattisgarh. Many of these foods are collections from the forest, and women use them for maintaining household food security and nutrition needs outside the market system.

Women are the primary gatherers of all uncultivated foods, and inheritors of an ancient knowledge system about food bio diversity. Women are also the keepers of the seeds. As stated above, women are responsible for all post harvest operations. In traditional Chhattisgarh, the crop to be harvested as seed is identified in the field of standing crop, and women take special care while reaping these. The extremely complex knowledge of seed storage and preservation including its technical aspects is in the hands of the women.

The important economic position of women can be seen also among migrant workers from Chhattisgarh who are major contributors to the construction industry nationwide. Many of the metropolitan highways, buildings and national industries have been built by the migrant workers from Chhattisgarh, and the women of Chhattisgarh have been more than equal contributors in these efforts.

In urban Chhattisgarh too, women have played an important part in the economy. In all aspects of city based wage labour, be it cart pulling, load bearing or as unskilled workers in industry, women's presence is significant. However, the situation is not so good when we come to modern industry. Women work in many of our large scale industries including the Bhilai Steel Plant, although, their presence is as unskilled workers in the slag dump and in the mines. Women are seen as mine workers in open cast dolomite, iron ore and bauxite mines in the Bilaspur, Durg and Surguja districts of the state. It is important to note that women are almost non existent as skilled workers, are in management positions in the same industries that they woman so steadily. Today, with the state poised for major industrial development, this becomes an area of concern.

Like women worldwide, the women of Chhattisgarh are also the major nurturers, care providers, and builders of our future generations.

However, the situation is far more complex when it comes to the social and political spaces that women traditionally enjoy. Women's position in this regard presents a contrasting and complex picture of unrestricted and restricted spaces.

Chhattisgarh women do not wear purdah, and except among upper castes do not observe significant seclusion. Although the freedom to make and end marriages is socially acceptable for both sexes, the practice of contracting second relationships through the *Churhi Pratha* is showing some distortion in favour of men in recent times. Traditionally the freedom was more or less equitably available for both men and women in a society that was relatively egalitarian. Today, the freedom is often misused by men to desert their spouses who are left without support in a time of shrinking economic opportunities. In the case of women it is customary law with regard to custody of the children that acts as a control mechanism in women's otherwise total freedom to end heterosexual relationships. For it is considered that the father and his family have a primary claim to the custody of the children and the male children have a right to his property. In practice, all kinds of complex custodial arrangements are worked out, because the fact is that fathers are often unable and unwilling to care for the children but are keen to exercise their 'rightful' claim.

Although women in Chhattisgarh enjoy many freedoms denied to their sisters elsewhere in the country, this is not in any way to suggest that the ideology of female subservience does not exist here. It is just that patriarchy takes somewhat different forms. In Chhattisgarh male authority and dominance are quite clearly to be seen in social and cultural life. Wife beating is common, with or without the intoxicating effects of liquor. Increasing alcoholism among men and a concomitant increase in violence against women has emerged as a major issue in rural and urban Chhattisgarh. Women's groups have been in the forefront of anti liquor agitations in many parts of the state. Women lack political representation in traditional social decision making structures and are not sufficiently integrated in the decision making mechanisms at community level. There is widespread social belief in witchcraft. The *Tonhis* of Chhattisgarh are inevitably female, often widows, and equally often involved in property disputes with their male relatives. Barbaric persecution of *Tonhis* by entire communities is to be

understood in this context, and is really the superimposition of modern forms of patriarchy upon more ancient ones that presuppose that women's access to supernatural forces can be for evil purposes only.

When we look at the above scenario, the challenges before the women of Chhattisgarh today begin to take concrete shape. Women in Chhattisgarh are today at the crossroads of history. They have a strong presence in the traditional economic life of the state, but the question is will this presence be maintained in the years to come? It is extremely important to try to preserve the economic spaces that exist. Today, when global markets are at our doorstep, we need to think seriously about our traditional systems of crop diversity and food security. Any efforts to take advantage of emerging market opportunities must keep in mind that cash returns alone do not maintain food security. At the same time it is important to provide access for women to develop their skills and educational opportunities, so as to have significant access to economic opportunities that may open up in the future. Our development policies too often in the past have given priority to male selective training and advancement opportunities. This must change if the women of Chhattisgarh are to maintain their presence in the public life of the new state.

Popular consciousness in Chhattisgarh is a mixture of gender equity and female subservience and it is upto us to highlight the positive aspects and downplay the negative ones. Today, with increasing urbanization, industrialization and in- migration , many of the cultural concomitants of female subservience, common to mainstream India but hitherto unknown in Chhattisgarh, have started creeping in here. We can list dowry demands, and female seclusion into private spaces among these. It is important to contain these cultural influences, and to confront the cultural values that give sanction to practices like *Tonhi* identification and persecution. The challenges before women in the new state of Chhattisgarh are many and varied. It is only if these are seized head on that the women of Chhattisgarh will continue to hold up half the sky.

Chhattisgarh, the context of the discussion

The context of our discussion is provided by Chhattisgarh, a state over large parts of which the forest intrudes over many aspects of rural life. The Chhattisgarh region is an area that is ecologically, linguistically, and culturally distinctive. Administratively it comprises of 16 districts, carved out of the original seven, viz., Raipur, Durg, Rajnandgaon, Bilaspur, Surguja, Raigarh and Bastar. The last three districts lie on the fringes of the region and are considerably influenced by the culture and ecology of the areas they border, Mirzapur, Ranchi, Gumla, Gadchiroli, the KBK districts of Orissa, and the Telengana districts of Andhra Pradesh. The Chhattisgarh region, has a large area under forest cover, rich mineral reserves (limestone, quartzite, iron ore, bauxite, alexandrite), and a large tribal population. The river Mahanadi flows through the central part of the region, and the plains areas in the river valley are famous for rice cultivation, with input intensive HYVs having replaced traditional seeds in much of this region. Along the railway, that passes through the valley centre , there has sprung up over the last twenty years, an industrial belt with the public sector giant Bhilai Steel Plant, several large cement plants, steel rolling and re-rolling mills and a large mixed industrial estate. This massive industrial

endeavor is backed up by a series of dams on the upper Mahanadi and electric power from the National Thermal Power Corporation (NTPC) unit at Korba.

The population is mixed around this industrial and urban belt. In the rural areas of the Mahanadi valley, OBCs like the Sahus and the Kurmis dominate agriculture, and the Satnamis constitute a major scheduled caste group. Chhattisgarh has approximately 34% Scheduled Tribe population, 12% Scheduled Caste population, and more than 50% Other Backward Classes. While the process of modernization seems to be apparent in the valley areas, the situation in the forest and hill areas on the periphery of the district is quite different. Although being affected more and more by invasive forest and mineral exploitation, traditional lifestyles and population compositions have survived to a far greater extent here. Some of these areas, dominated by the Gond, Halba and Kamar/Bhujia and Oraon tribes, have recently been covered under the Extension of Panchayati Raj to Scheduled Areas (PESA).

Like the neighboring state of Jharkhand, Chhattisgarh is also a resource rich state. It consists of three natural regions that are rich in minerals, forest produce as well as fertile alluvial plains. The first natural formation is a continuation of the plateau of Baghelkhand that joins up with the Jharkhand plateau along the northern borders of the state. Since the area is next to the Maikal ranges from where the Narmada and the Son originate, it is drained primarily by the Son that divides Chhattisgarh from the rest of Madhya Pradesh. The area is rich in Kosa silk production (Champa in Bilaspur being the center of local trade in Kosa), coal, bauxite and limestone which is mined by several companies in the Surguja Area. The area was also rich in forests especially mixed forests of Sal, Mahua, Amla, Sheesham, Semul, Rohini and Palas to name a few. The *Pahadi Korwa, Majhi, Majhwar, Nagesia* and many other such tribal groups who did seasonal gathering and cultivation primarily inhabit the area. Administratively, the area covers the districts of Raigarh, Jashpur, Surguja, and Korea.

The second ecological zone consisted of the Chhattisgarh Plains in Southern Bilaspur, Raipur, Durg, Rajnandgaon and Raigarh. This area, forming the Mahanadi Basin was also known as the "rice bowl" of Central India. It was particularly rich in indigenous varieties of rice and methods of harvesting water. Apart from this the region also has iron ore, bauxite, limestone, asbestos, and is also known for Kosa silk. The area is mostly inhabited by Gonds, kamars, and cultivating castes like the Kurmis, Sahus, Kalars, and Satnamis and others.

The third ecological zone in the region was the Bastar or the Dandkaranya Plateau that began from Kanker and ended in the Dantewara region in the southern most part of Bastar. This area borders with the East Godavari region of Andhra Pradesh and is drained primarily by the Indravati River. Its main natural wealth consists of forests and minerals. The area is known for its rich Sal and mixed forests. Bastar is well known for its minor forest produce like *Imli, Amla, Chironji, Mahua, Harra* etc and also for minerals like mica, manganese, iron ore, bauxite and limestone. This region includes Abhujmarh, the abode of the Maria Gonds and also has a considerable Kamar and Gond population. Bastar was also one of the oldest Gond feudatory states of the regions and because of the peculiar relationship between the ruler and the ruled particularly with reference to use of forest resources, its history has acquired significance for all scholars of Central India.

Although resource rich, Chhattisgarh is home to large numbers of people who are among the poorest in the country. The gains of development and industrialization have gone to migrants and 'skilled' labour force from outside the state. This has meant that the assetless were either forced into working as daily wage labourers or looking for jobs outside the state. In the plains areas, in the absence of assured irrigation and second crop over a large area, the rural landless could only get part-time seasonal employment within Chhattisgarh. Therefore a large part of the labour force migrates seasonally to other parts of the country from this region. The large compulsive seasonal out-migration is an emotive as well as economic issue in the state. For our purposes addressing the problems of migrant women remains an urgent unfinished agenda.

CHAPTER – II

POPULATION PROFILE

The total population of the state according to the 2001 census is 20.8 million persons which accounts for 2.02% of the total population of India. We can see that the state is relatively sparsely peopled. There are however, several interesting features about Chhattisgarh's demographic statistics. Chhattisgarh has a very large proportion of tribal population, a significant scheduled caste population, and a comparatively favourable gender ratio. Out of the total population, approximately 33% is tribal and 12% belongs to the scheduled castes.

The total area of the state is 135,195 sq.km., with a density of 154 persons per sq.km; this figure was 130 according to the last census. The decadal growth rate recorded in the state is 18.1% between 1991 and 2001. Tables 2.1 and 2.2 below highlight some of the salient population characteristics of the state.

Table – 2.1
Salient features of the Population in Chhattisgarh, 2001

District	Head Quarters	Population 2001	Gender (Sex) Ratio	Female Literacy %
Dantewara	Dantewara	719065	1017	10.1
Bastar	Jagdapur	1302253	1009	13.5
Kanker	Kanker	651333	1006	25
Dhamtari	Dhamtari	703569	1005	36
Mahasamund	Mahasamund	860176	1019	25.9
Raipur	Raipur	3009042	980	31.6
Durg	Durg	2801757	982	42.8
Rajnandgaon	Rajnandgaon	1281811	1024	32
Kawardha	Kawardha	584667	1002	14.1
Bilaspur	Bilaspur	1993042	975	28
Janjgir-Champa	Janjgir	1316140	999	27.6
Jashpur	Jashpur Nagar	739780	998	25.6

District	Head Quarters	Population 2001	Gender (Sex) Ratio	Female Literacy %
Korba	Korba	1012121	964	28.2
Raigarh	Raigarh	1265084	995	27
Sarguja	Ambikapur	1970661	972	15
Koriya	Baikunthpur	585455	947	24.5
Chhattisgarh	Raipur	20795956	990	27.5

Table – 2.2
Male and Female, Scheduled Caste and Scheduled Tribe by rural and urban residence

Place of residence	Sex	Total population	Scheduled castes	Scheduled tribes
Total	Persons	100	11.60	31.75
	Males	50.27	11.58	31.38
	Females	49.72	11.63	32.13
Rural	Persons	79.90	11.40	37.63
	Males	49.90	11.42	37.38
	Females	50.09	11.39	37.47
Urban	Persons	20.09	12.41	8.40
	Males	51.76	12.20	8.36
	Females	48.23	12.63	8.44

An analysis of the above table shows that there is a dominance of scheduled tribes in the total population which is more than the double of scheduled castes. Females constitute 49.72% of the total population in Chhattisgarh. An interesting feature to note is that the percentage of females is higher than males in the rural population as compared to the urban. The majority of the population in Chhattisgarh is rural.

Gender (Sex) Ratio

Chhattisgarh has a sex ratio of 990, which is higher than the national average. This fact has been the focus of a lot of attention in recent years, and within the state is often cited as proof of the raised status of women in the state. However, in actual fact, the picture is not so rosy. A look at Table 2.3 reveals that the gender ratio, although higher than the national average and second only to Kerala, has in fact been declining steadily over the last century, although a small reversal of the trend seems to be there between 1991 and 2001. This is true of all districts in the state.

Table – 2.3
Sex Ratio of Chhattisgarh and Districts from 1901 to 2001

State/District	Sex Ratio										
	1901	1911	1921	1931	1941	1951	1961	1971	1981	1991	2001
Chhattisgarh	1046	1039	1041	1043	1032	1024	1008	998	996	985	990
Korea	970	966	959	964	934	877	880	926	927	926	947
Sarguja	970	966	959	964	953	966	978	976	974	966	972
Bilaspur	1055	1050	1043	1042	1032	1037	1020	995	989	973	975
Korba	1057	1051	1048	1049	1037	1017	998	985	952	952	964
Janjgir-Champa	1057	1051	1047	1049	1037	1046	1041	1029	1028	1007	999
Jashpur	1013	1014	1016	1020	1012	968	997	1004	1004	1001	998
Raigarh	1013	1015	1018	1020	1010	1043	1018	1010	1007	1000	995
Kawardha	1122	1090	1117	1106	1068	1032	1033	1006	1007	996	1002
Rajnandgaon	1137	1095	1137	1119	1076	1043	1033	1017	1023	1016	1024
Durg	1066	1065	1064	1063	1064	1064	966	978	980	967	982
Raipur	1056	1051	1052	1060	1052	1040	1030	999	1001	983	980
Mahasamund	1064	1058	1062	1077	1063	1046	1047	1031	1025	1015	1019
Dhamtari	1067	1056	1059	1073	1061	1050	1053	1022	1023	1009	1005
Kanker	984	994	994	1000	1008	1031	1019	1005	1009	1000	1006
Bastar	977	994	988	1000	1005	970	995	994	997	999	1009
Dantewara	978	994	988	1000	1005	1026	1014	997	1009	1009	1017

In general, the sex ratio decline in Chhattisgarh has paralleled the process in the whole of India, although the absolute levels in the case of Chhattisgarh have been higher. This is clear from Table 2.4.

Table – 2.4
Comparison of sex ratio of India and Chhattisgarh over a century.

Year	India	Chhattisgarh
1901	972	1046
1911	964	1039
1921	955	1041
1931	950	1043
1941	945	1032

Year	India	Chhattisgarh
1951	946	1024
1961	941	1008
1971	930	998
1981	934	998
1991	927	985
2001	933	990

A district wise comparison with 1991 shows that the sex ratio has remained highest in Rajnandgaon. It has increased from 1016 in 1991 to 1024 in 2001. The lowest sex ratio in both the census years is seen in Korea district with a female count of 926 / 1000 in 1991 and 947/1000 in 2001. A decrease in sex ratio can be seen as compared to 1991 in five districts namely Janjgir-Champa, Jashpur, Raipur, Raigarh and Dhamtari. A brief look at the specific composition of the above districts reveals the following:

Table – 2.5

Districts	Percentage of rural population	Percentage of urban population	Percentage of literates
Janjgir-Champa	88.96	11.03	66.26
Jashpur	95.39	4.60	65.37
Raigarh	86.60	13.39	70.50
Raipur	69.58	30.41	68.98
Dhamtari	86.75	13.24	75.16

It is worth mentioning that the literacy rate in districts where the sex ratio has gone down is higher in comparison to the districts where the literacy rate is lower but where the sex ratio has shown an increase. This points to an inverse relationship of gender ratio with the developmental process and can be indicative of larger socio-demographic realities. This leads us to ask the question whether we are actually moving forward or backward as far as the situation of women is concerned. In fact, one of the districts showing a decline in sex ratio is Raipur, the are around the state capital, ranking second highest in literacy and having a marginally higher percentage of urban population. In contrast we can cite the case of Dantewada where literacy rate is the lowest in the state and the sex ratio has shown an increase.

Decadal Growth Rate:- The decadal growth rate of population had reduced to 18.06% in 1991-2001 from 25.73% in 1981-91, although the population density has gone up to 154 from 130 after the division of the state.

The most populous district of the state is the capital district of Raipur, alone accounting for 14.47% of the total state population. The percentage of female population in Raipur is 49.48. The highest female population is in Rajnandgaon where 50.56% of the population is that of women. The population of women is marginally higher in five other districts besides Rajnandgaon. However, a higher percentage of females can be seen only in rural population. The urban population in all districts have more males than females The least populated district is Kawardha.

A brief look at the 0-6 years age group:- An analysis of the sex ratio in the population between 0 and 6 years gives us some cause for concern. Table 2.6 reveals that the population in this youngest age group is much more masculine than the general population. The maximum population of 0-6 years age group is in Sarguja district and the sex ratio for this age group is highest in Dantewada. It also records the maximum number of females in this age group amongst all districts. Both of these are remote tribal districts The minimum for both is in Durg with only 15.27% of its total population between 0-6 years and a corresponding figure of 15.21% for females. This is in many ways one of the more advanced and industrialized districts of the state and reinforces our question about what constitutes advancement and what constitutes regression for women.

Table – 2.6
Population characteristics in Age Group 0-6

State/District	Percentage population 0-6 to total population			Sex ratio of 0-6 age group
	All	Male	Female	
Chhattisgarh	16.68	16.80	16.56	975
Korea	16.72	16.49	16.96	974
Sarguja	18.77	18.75	18.79	974
Bilaspur	16.90	17.15	16.64	947
Korba	16.52	16.41	16.62	976
Janjgir-Champa	16.67	16.96	16.37	964
Jashpur	16.29	16.57	16.01	964
Raigarh	15.55	15.74	15.36	972
Kawardha	18.55	18.93	18.18	962
Rajnandgaon	16.59	16.87	16.31	990
Durg	15.27	15.32	15.21	975
Raipur	16.72	16.80	16.65	971
Mahasamund	15.46	15.69	15.22	989
Dhamtari	16.17	16.38	15.97	979
Kanker	16.08	16.32	15.84	976
Bastar	17.46	17.42	17.50	1014
Dantewada	18.14	18.17	18.11	1014

CHAPTER – III
EDUCATION AND WOMEN IN CHHATTISGARH

The newly formed state of Chhattisgarh ranks 23rd in the country in terms of total literacy. The average literacy rate of this state is 65.18 with 77.86% if male literacy and 52.40% female literacy. A further comparison reveals that some districts in Chhattisgarh have average literacy rates higher than the national average. These are Janjgir-Champa, Raigarh, Rajnandgaon, Durg, Raipur, Mahasamund, Dhamtari and Kanker, that is, in all eight out of sixteen districts. Rajnandgaon has the highest literacy rate in Chhattisgarh with 77.58% followed by Durg with 75.84. The overall literacy figures for the state and individual districts can be seen by referring back to Table 2.1.

A district wise analysis shows that in terms of female literacy along with overall literacy, Rajnandgaon ranks the highest, followed by Durg. The lowest in the rank is Dantewada.

Table 3.1
Contrasts in literacy levels

State / District	Total		Male		Female	
	1991	2001	1991	2001	1991	2001
Chhattisgarh	42.91	65.18	58.07	77.86	27.52	52.40
Rajnandgaon	48.77	77.58	66.01	87.54	31.91	67.92
Dantewada	16.46	30.05	22.87	39.59	10.09	20.59

Female literacy is markedly lower than the male literacy in the state reflecting the attitude towards women's education. 79.90% of the total Chhattisgarh population lives in the rural areas. The secular changes in literacy levels since 1951 can be seen in Table 3.2.

Table – 3.2
Secular Changes in literacy levels

Year	Persons	Males	Females
1951	9.4	16.3	2.7
1961	18.1	30.2	6.2
1971	24.1	37.1	11.0

Year	Persons	Males	Females
1981	32.6	47.4	17.7
1991	42.9	58.1	27.5
2001	65.2	77.9	52.4

Some of the salient features as noticed in the education sector in the state are as follows.

- The overall literacy rate of the state is 65.18 percent.
- The male literacy rate is 77.86 percent.
- Female literacy Rate is 52.40 percent.
- The rural literacy rate is 50.30 percent.
- Urban literacy rate is 69.98 percent.
- The rural female literacy is 39.08 percent.
- The urban female literacy is 42.57 percent.
- The possibility of figures being affected by definition change and enumerator bias can not be ruled out when we look at the quantum jump in literacy levels. shown in this table.

The significant improvement in the decade 1971-81 is to be interpreted with some caution as the population base for calculating percentage of literates has shifted in this census year from the total number of people enumerated to the population over six years of age in all census years beyond 1981. As expected, there are significant differences in literacy levels between the rural and urban population In the rural population, the percentage of literates is 50.30% while in the urban population, it is 69.98%.

Educational Infrastructure

As a new state with large distances, and a history of educational backwardness, Chhattisgarh greatly lacks educational infrastructure. The inadequacy in this respect can be seen from the table below.

Table – 3.3
Total number of educational institutions in the state of Chhattisgarh

S.No.	Type of Management	Pre-Primary	Primary	Middle	High School	Higher Secondary School
1	Central	6	24	23	8	18
2	School Edn. Dept.	0	14600	3509	444	515
3	Tribal Dept.	0	8753	2375	510	195

S.No.	Type of Management	Pre-Primary	Primary	Middle	High School	Higher Secondary School
4	ICDS	19933	0	0	0	0
5	SSA	0	4298	1144	0	0
6	Private-aided	19	357	154	19	53
7	Private-Unaided	366	1991	1319	306	278
8	Local body	50	60	49	39	35
	Total	20374	30083	8573	1326	1094

There is considerable variation in distribution of school facilities among the districts of Chhattisgarh. The table below presents the range in availability of services. We can see that tribal district like Sarguja has a good availability of primary and upper primary infrastructure while industrialized district like Durg and Korba have a better infrastructure in terms of High School Education.

Table – 3.4
Variation in availability of School Infrastructure

Number	Pre-Primary	Primary	Upper Primary	High School	Higher Secondary Schools
Maximum	Sarguja	Sarguja	Durg	Korba	Durg
Minimum	Dhamtari	Dhamtari	Kawardha	Dhamtari	Korba

The most populous district of the state is Raipur, which does not have the highest number of educational institutions in proportion to its population to cater to the need of the district adequately. There are no high schools in Korea district.

Even in places where there are enough number of educational institutions, the physical structure of the schools is not as per the requirement. The basic facilities available, for example toilets, drinking water, sufficient number of classrooms are not there. Large number of vacant posts reflect the inadequacy of teachers in the schools.

According to data from the Sarv Shiksha Abhiyan (SSA) the gross enrollment rate (GER) of children in primary and upper primary schools is over 90% for both boys and girls . The reliability of this data and the significance of this enrolment is some what questionable as the SSA's own figures also give a some what differential impression of retention rate.

The relevant statistics are presented below in tables 3.5 and 3.6. It must be remembered that in Chhattisgarh only 8.3% of women have passed tenth class and above.

Table – 3.5
Population and Enrolment at the primary and Upper primary level

Category	6 to 14 age group children			Enrolled in classes 1 to 8			GER %		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
SC	329356	296690	626046	303428	265566	568994	92.13%	89.51%	90.89%
ST	695313	658940	1354253	633107	562261	1195368	91.05%	85.33%	88.27%
OBC	986013	905245	1891258	948692	848605	1797297	96.21%	93.74%	95.03%
General	147811	137773	285584	145945	131859	277804	98.74%	95.71%	97.28%
Total	2158493	1998648	4157141	2031172	1808291	3839463	94.10%	90.48%	92.36%

Table – 3.6
RETENTION RATE (RR)

S.No.	District	Target set under DPE	Achievement%
1.	Bastar	90%	79.00
2.	Bilaspur	90%	85.00
3.	Dantewada	90%	87.00
4.	Dhamtari	90%	90.00
5.	Janjgir-Champa	90%	80.00
6.	Jashpur	90%	80.20
7.	Kanker	90%	75.00
8.	Kawardha	90%	55.00
9.	Korba	90%	84.00
10.	Korea	90%	72.84
11.	Mahasamund	90%	83.79
12.	Raigarh	90%	88.16
13.	Raipur	90%	79.00
14.	Rajnandgaon	90%	85.00
15.	Surguja	90%	83.00
	Chhattisgarh		80.46

Other Aspects

Certain other aspects of the education scenario for girls can be analysed below

Drop-outs

The data on female drop-outs from the school system at the primary and the upper-primary levels can be seen below

Table – 3.7
Female drop-outs from the school system at primary level

Category	Number of drop-outs	Percentage to the total school going population
SC	2582	1.20
ST	16386	3.58
OBC	7060	1.03
Gen	2243	2.53
Total	28271	1.95

Table – 3.8
Female drop-outs from the school system at upper primary level

Category	Number of drop-outs	Percentage to the total school going population
SC	2083	2.54
ST	5879	3.56
OBC	5548	2.11
Gen	1395	2.77
Total	14905	2.66

(source – SSA publication)

Table – 3.9
Districts with highest and lowest number of female drop-outs in each category

Category	Districts with maximum number of drop outs		Districts with minimum number of drop outs	
	District	Number	District	Number
SC	Sarguja	338	Kawardha	6
ST	Bastar	2288	Kawardha	18
OBC	Bastar	2490	Kawardha	0
Gen	Bastar	467	Durg	0

(source – SHRC publication)

It can be seen that the drop-outs rate of girls continue to be highest among the scheduled tribes and in the tribal districts.

Despite the efforts of the state machinery many girls remain unenrolled in the school system as can be seen in the table below

Table – 3.10
Girl children who remain outside the school system

Unenrolled Girls		Out of school Girls	
Category	Number	Category	Number
SC	6476	SC	8559
ST	30265	ST	36144
OBC	12021	OBC	17569
Gen	4469	Gen	5864
Total	53231	Total	68136

(source – SHRC publication)

In the government schools there are an average of two teachers per school at the primary level and three teachers at the secondary level.

CHAPTER – IV

HEALTH PROFILE OF WOMEN IN CHHATTISGARH

The four year old state of Chhattisgarh is characterized by a 44% of SC and 32% of tribal population, leaving 12% population in the general category. Although there is a concentration of people in urban areas, a majority of people still live in the villages. The villages are situated in the remote and interior areas and are difficult to access geographically. Under such circumstances, making health facilities available to the people becomes difficult. The physical environment also serves as a constraint for the people to access the medical facilities in the nearby areas. The absence of basic health facilities co-exists with the existence in many areas of unique indigenous practices. The factors affecting the choice of health practices is influenced by the levels of literacy, especially that of women, and unique socio cultural practices of the state.

Some prominent characteristics of women's health in Chhattisgarh as revealed through data collected by the National Family Health Survey – 2 (NFHS-2) and the Sample Registration System (SRS) are as follows:

Marriage Pattern:

- 34% of women are married in the age group of 15 – 19 years in Chhattisgarh.
- The median age of marriage of women in the age group of 20 – 49, is 15.4 years in Chhattisgarh.

Fertility Pattern:

- The total fertility rate (TFR) i.e. the number of children per women of completed fertility is 2.8 in Chhattisgarh which is below the national average. This implies that literacy is not a key factor in influencing the TFR.
- One indication of fertility behavior is the proportion of births of order 3 and above, which is 48% in Chhattisgarh.
- Regarding current use of contraception, Chhattisgarh has a record of 45%, which is the highest percentage of contraceptive use among the three newly formed states of India.
- The figure of female sterilization is 35%, and it is the dominant method of contraception.
- As in other parts of India, the men seemed to have walked out of the family planning program. The male sterilization accounted for less than 3% in Chhattisgarh.

- The use of other female contraceptive methods like oral pill and IUD was less than 2%.
- 43% of all women in Chhattisgarh with 2 living children wanted additional children.

The issue of empowerment of women is a complex subject and it will be too simplistic to identify just literacy and education as the dominating factors in influencing the fertility behavior and the decision making process. The over emphasis on female sterilization in the government family planning programme creates a supply driven phenomenon. It may be easy to rope in illiterate tribal women in sterilization camps. The issue of empowerment of women depends more on social, economic and cultural factors.

- The percentage of births where mothers received antenatal check ups from a health professional is 58%.
- As for births assisted by medical or health professional in Chhattisgarh, it is 22%. In the case of births assisted by ANM / Nurse / Midwife / LHV, it was only 10% in Chhattisgarh.
- The role of traditional birth attendants (Dai) is quite significant. In Chhattisgarh, this percentage amounts to 43.
- Only 22% of children in Chhattisgarh received all vaccinations.
- The figure for chronically undernourished children (6-35 months) was 58% in Chhattisgarh.
- The percentage of women with anemia was as high as 69% in this state.

Factors affecting health status of women

- Percentage of literate women - 31.5.
- Percentage of women completed high school and above – 8.3
- Percentage of women regularly exposed to mass media – 58.4
- Status of women (percentage involved in decision about own health) – 49.2
- Status of women (percentage with control over some money) – 53.7
- Percentage of never married women among all women aged 15-19 – 65.8
- Median age of marriage of women aged 20-49 – 15.4
- Total fertility rate– 2.79

Fertility and Fertility preferences of women:

- Mean number of children ever born to women age 40-49 – 4.57
- Median age at first birth among women age 20-49 – 18.1
- Percentage of births of order three and above – 48.1

- Mean ideal number of children – 3.2
- Percentage of women with 2 living children wanting another child – 42.6
- Current contraceptive use – Any method – 45.0
- Current contraceptive use – Any modern method – 42.3
- Current contraceptive use – Pill – 0.8
- Current contraceptive use – IUD – 1.0
- Current contraceptive use – Condom – 2.1
- Current contraceptive use – Female Sterilization – 35.1
- Current contraceptive use – Male Sterilization – 3.3%
- Current contraceptive use – Any traditional method – 2.3
- Current contraceptive use – Rhythm / Safe period – 1.7
- Current contraceptive use – Withdrawal – 0.6
- Current contraceptive use – Any traditional modern method – 0.5
- Childhood mortality – Infant mortality rate – 80.9
- Childhood mortality – under 5 mortality rate per 1000 – 122.7
- Percentage of children born whose mothers received antenatal check up from a health professional– 57.5.
- Percentage of children born whose mothers received antenatal check up in the first trimester – 26.7
- Percentage of children born mothers who received two or more tetanus toxoid injections – 58.2
- Percentage of children born whose mothers received antenatal check up from a health professional– 54.9
- Percentage of children born whose mothers were assisted at delivery by a doctor – 22.3
- Percentage of children born whose mothers were assisted at delivery by ANM/Nurse/Midwife/ LHV – 9.7
- Percentage of children born whose mothers were assisted at delivery by a traditional birth attendant – 42.7
- Nutrition – Percentage of women with anemia – 68.7
- Percentage of women with moderate / severe anemia – 22.6

Health infrastructure:

The overall picture of mortality and morbidity of women and children in the Chhattisgarh state is miserable and it calls for speedy action. The poor health infrastructure is a major contributory factor in this.

Serving at the grass root level, the health sub center and the multipurpose health worker cadre are the backbone of all public health facility in the state. In numbers, the multipurpose health worker is the largest cadre in the health department. MPWS have a larger outreach than almost any other cadre of government employees.

Currently there are 3893 government health sub centers in the state. There are also 16 urban family service centers and 8 urban health posts and 23 urban civil dispensaries. The data on health sub-centres and their coverage is presented below:

Table – 4.1
Sub center adequacy data

District	Popn. (2001)	Blocks	Subcenter	Av Popn/ subcenter	Character
Bastar	1306673	14	317	4108	Fully tribal
Bilaspur	1998355	10	303	6577	Largely non – tribal
Dantewada	719487	11	204	3525	Fully tribal
Dhamtari	706591	4	139	5062	Mixed
Durg	2810436	12	353	7937	Largely non – tribal
Janjgir	1317431	09	211	6238	Non tribal
Jashpur	743160	8	212	3552	Fully tribal
Kanker	650934	7	161	4045	Fully tribal
Kawardha	584552	4	101	5789	Non tribal
Korba	1011823	5	195	5894	Fully tribal
Koriya	586327	5	124	4721	Non tribal
Mahasamund	860257	05	149	6332	Non tribal
Raigarh	1265529	9	245	5164	Largely non – tribal
Raipur	3016930	15	458	6569	Non tribal

District	Popn. (2001)	Blocks	Subcenter	Av Popn/ subcenter	Character
Rajnandgaon	1283224	9	214	5990	Largely non – tribal
Sarguja	1972094	19	507	3887	Fully tribal
Total	20833803	146	3893	5342	

(source – State Health Resource Centre)

Adequacy of sub – centers - The population of Chhatisgarh by the 2001 census is 20,833,803 persons. Of the 146 blocks in the state, 85 blocks are tribal while the rest (61) are non-tribal. The population density is greater in non-tribal blocks and the distribution of population between tribal and non-tribal blocks is roughly equal.

Of the urban population of 4,185,747 person about half would be in the major municipal corporations, namely Raipur, Bilaspur, Rajnandgaon, Durg (including the steel city of Bhilai) Korba, Raigarh, Janjgir and Jagadalpur. The urban health system has only 16 family welfare services, 8 urban posts and 23 civil dispensaries to cater to the entire state. Even these are mainly in the largest urban agglomerations accounting for a population of 26 lacs. The remaining 15 lacs are in smaller towns and are covered by the rural primary health care network. One obvious conclusion is that the larger urban agglomerations are underserved by peripheral public health care services and left to the mercy of an unregulated private sector. This issue this needs to be addressed urgently as a large part of the population of urban areas is below the poverty line and faces a crisis in accessing health care.

Adequacy of PHCs: An area supposed to be covered by a primary health center is also known as a sector in health bureaucracy parlance. It is supposed to have approximately a population of 30,000 in most areas and 20,000 populations in remote and tribal areas. Unfortunately, a large number of sectors defined do not have primary health centers – so in effect, a primary health center may cover more than one sector. Thus the data from the districts shows that there are 748 sectors but only 510 PHCs in them - serious shortfall of 238 PHCs.

We can see from the table below that the population classified according to sectors is near the norms but that the population per PHC is nowhere near it. It can also be seen that the number of sectors would also increase if the norms were strictly followed.

Table – 4.2
Adequacy of PHCs and Sectors

District	Blocks	CHCs	Av. Population/CHC	PHCs	Av. Population/PHC	Ideal No. of PHCs	Ideal popn/PHC Sector
Bastar	14	10	130225	54	24115	65	20034
Bilaspur	10	10	199305	49	40674	66	30197
Dantewada	11	92	79896	34	71909	47	15299
Dhamtari	4	10	351785	14	50255	24	29315
Durg	12	6	280175	48	58370	65	49104
Janjgir	09	7	219357	22	59825	46	28612
Jashpur	8	6	107585	25	30124	33	22822
Kanker	7	4	108555	24	27138	34	19156
Kawardha	4	3	146167	10	58467	19	38978
Korba	5	4	258108	29	35601	44	23464
Koriya	5	4	117091	18	32525	23	25455
Mahasamund	05	7	235881	15	62901	37	25500
Raigarh	9	12	180726	38	33291	35	36145
Raipur	15	9	250753	44	68387	89	33809
Rajnandgaon	9	18	142423	22	58264	36	35606
Sarguja	19	146	109481	64	30792	85	23184
Total of all 16	146		142438	510	40776	748	27952

(source – State Health Resource Centre)

There is also a shortfall of medical personnel in the primary health centres as the table below reveals.

Table – 4.3
Doctors in PHCs

District	No. of PHCs	PHCs with no medical officer
Bastar	54	19
Bilaspur	49	4
Janjgir	22	3
Jashpur	25	2

District	No. of PHCs	PHCs with no medical officer
Kanker	24	0
Korba	29	2
Koriya	18	0
Mahasamund	15	1
Raigarh	38	4
Raipur	44	2
Rajnandgaon	22	1
Total - 12	374	38

(source- State Health Resource Centre publication)

The sex ratio amongst doctors is also a worrying factor. Out of 44 doctors working in the primary health centers, only 4 were women, out of the nine postgraduates only two were women. There is a special case for recruiting more women doctors.

Data from the National Family Health Survey about reproductive and Child Health Services received by women in Chhattisgarh shows the following picture :

Table-4.4
RCH Services received by Women in Chhattisgarh

Antenatal Checkup from a health professionals	57.5
Antenatal checkup in the first trimester	26.7
Pregnant women who has received Two or more tetanus toxoid injections	58.2
Pregnant women who has received Iron and folic acid tablets or syrup	54.9
Percentage of women whose deliveries were attended by a doctor	22.3
Percentage of women whose deliveries were attended by ANM/Nurse/midwife/LHV	9.7
Percentage of women whose deliveries were attended by traditional birth attendant	42.7

Health Sector Reforms

Since the middle of 2002, the newly formed state of Chhattisgarh has been the locus of a statewide programme of structural reforms in the government health care system. This programme was designed to have had two broad components; one was the articulation and popularization of the right to health care through a process of selection, training, and activation of community based women health workers called **mitanins**. The other broad component was the implementation of a series of fundamental changes in the health care infrastructure of the state. Despite promising achievements in the area of infrastructure development, due to structural problems in the way in which the entire

programme has been implemented, the political core of the programme remains unrealized. This major programme illustrates the structural constraints contingent upon state based interventions in health care in the absence of major political initiatives.

Chhattisgarh is one of the three newly formed states of the Indian union, having been established on the first of November 2000. Apart from the sex ratio, all demographic indicators impacting on the health of the people are to the disadvantage of the people of the State. Hunger related deaths have been occurring in recent years with increasing frequency. Investigations of such events carried out by the Chhattisgarh PUCL, in which we participated, have shown (a) that a large section of the affected communities do not have the purchasing power to access the targeted public distribution system. (b) that supplies of safe drinking water are simply not available many such communities. (c) that the government health care facilities remain inaccessible to such communities. (d) That the median BMI (body mass index, an universal and robust indicator of nutrition status) in such communities is below 18.5.

Within this context the Govt. of Chhattisgarh (GoC) in January of 2002. initiated a series of consultations to design a comprehensive programme of directed change to bring about specific changes in the health care system in the State. It was agreed that funding assistance for this ambitious programme would be generated through assistance from the European Commission under their sector reform programme .Apart from senior members of the health care functionaries in the State, senior bureaucrats and civil society stake holders and health activists participated in this intensive colloquium.

What came out of this consultation was a two pronged strategy: on the one hand a programme for the state wide selection training and deployment of women community health workers and the other hand there was a 15 point programme for bringing about fundamental changes in the health care system in the State

The programme envisaged the selection, training and deployment of a statewide system of community health workers. These workers were supposed to have certain special characteristic, as follows –

- a. All the workers were to be women. They would be known as "Mitansins". The use of this terms, which denotes a culturally hallowed relationship, generated considerable opposition; what was finally agreed upon was a compromise.
- b. All the women would be selected from within the communities that they would be serving through a process of consensus.
- c. The communities in question would be self-defined hamlets rather than villages. In other words any group of families regarding themselves as a community would define themselves as such and proceed to select a health worker for themselves. This provision was specifically

design to tie in with the concept of "Gram Sabha" in the PESA. (Extension of Panchayati Raj to Scheduled Areas)

- d. Educational attainment would not be a constraint on selection.
- e. None of the mitanins would received any govt. salary or allowance in lieu of their services. This provision generated prolong debate, but was agreed to on the grounds that the mitanin should be a community representative rather than a govt. functionary. This provision did not preclude the payment of compensatory allowances during training or the provision of community based subventions at a later stage of the programme.
- f. The mitanin **would** perform certain technical functions by way of first contact care within the community, for which she would be specifically trained over a period of time. However, her **main** function would be to articulate the demand for health care within the community in the form of the right to health care. A slogan was coined – "*Swasthya Hamar Adhikar Hawe*" (Health is our Right).

To provide on-going support to the health sector reform and development process and to facilitate this massive community health worker programme a State Health Resource Centre (SHRC) was created, as "an additional technical capacity to the Department of Health & Family Welfare" in designing the reform agenda for the transition from existing health services to community based health services, developing operational guidelines for implementation of reform programme, and arranging/providing on-going technical supporting to the District Health Administration and other programme managers in implementing this reform programme.

Achievements of the programme

Almost 50,000 mitanins have now been selected and brought into the training process. They have been attending the training programmes held across the state. Many of them have been participating in village level n family health surveys. Their help and participation is also being sought in monitoring some of the functions of the ANM and other paramedical staff. Large numbers of them have been issued with *Dawa petis* (medicine kits). We do not at the moment have any feedback about their ability to use the kits. They have also been issued referral slips with which to send patients to the peripheral health care units

The EQUIP (Enhancing Quality of Primary Health Care) programme has also been taken up by the SHRC. The central purpose of the programme is to strengthen service delivery in the public health system-both in terms of utilization and in terms of quality.

The Government of Chhattisgarh has begun by strengthening health services in 32 blocks so that then over the next 3 to 5 years the process could be repeated till all 146 blocks are covered.

After discussions, a participatory goal setting was abandoned in favour of a focus on reducing maternal mortality by –

- a. Ensuring 24 hour Emergency Obstetric Care capability in the CHC,
- b. Ensuring 24-hour institutional delivery capability in every sector PHC.
- c. Ensuring good quality sub-centre services at the sub-centre.

It is reasoned that if the gaps are closed in infrastructure, equipment, manpower, skills sufficient to provide the above as well as in parallel organizational and motivational processes are addressed then not only care at delivery but service delivery in the public system as a whole in that block-would be strengthened. In parallel, many other bottlenecks identified in the health delivery system, like better location of facilities, a working referral system, and the integration with the Mitainin system, the multi-skilling of workers etc would be addressed. However, the Mitainin Programme has not fulfilled its entire promise because of some confusion about the role of the Mitainin and who she represents. In the original conceptualization, the Mitainin was envisaged as a community representative, and the argument for not paying her a salary was based on this notion. As a matter of fact, the PRI interface with the Mitainin was supposed to look into the issue of compensating her for the service. Yet, as the programme grew more and more target driven, the onus for monitoring was placed firmly in the hands of the health bureaucracy.

CHAPTER – V

VIOLENCE AGAINST WOMEN

There are various forms of criminal violence against women and the practices and ways through which they are subjected to the torture are numerous. Following are main forms of violence against women in Chhattisgarh.

Violence due to shrinking livelihoods and absence of food security

In the chapter on employment we have talked about shrinking livelihoods of women at greater length. Hunger deaths from different parts of Chhattisgarh represent an extreme manifestation of this and have been reported from different parts of the state at regular intervals. The most recent example of this was from Dantewada, (South Bastar) Districts during February/March 2004. An investigation into hunger deaths in Dantewara by the People's Union for Civil Liberties revealed that out of total number of deaths many were those of women, and also that many women suffered from severe malnutrition. The detailed report is appended to this study.

The crisis of livelihoods is assuming critical dimensions in rural and urban areas, and in and around cities, pushing many women into prostitution, although the extent of this phenomenon is at the moment difficult to quantify. From Raipur there have been some recent reports on trafficking of young girls for the Bombay Sex Market that point to the operation of organized trafficking rackets.

Violation inextricably linked with the traditional practices :

The sex ratio is indicative of a favorable count of females per thousand males, with Chhattisgarh ranking next only to Kerala which has got the highest sex ratio in the country. But a closer examination of the situation of the women in the state reveals that this is only one side of the coin. Although women do have a big role to play in the process of production and are free of practices like "purdah" in this state, yet there are some socio cultural practices related to marriage, divorce and custodial rights that are discriminatory against women. For example men and women in Chhattisgarh have the liberty to break out of their present marriage and can establish a new relation, (with the exception of few upper castes). But on the separation of husband and wife, the custody of the child is given to the father. The phenomenon of child marriage and the marriage of the girls before they attain their puberty is quite common in this region. Married at a very young age, women also face early pregnancy when they are not even physically matured. The traditional practices observed during pregnancy and delivery also affect the health of the mother adversely. For example, the mother is kept without food

for three days after delivery in the belief that the baby will not be able to digest the milk if the mother eats. Amongst some communities, notably section of the Gond Community in Bastar, the woman about to give birth is left alone in the forest outside the village for the actual delivery. After the child is born and the process of "purification", she is brought home.

Domestic Violence and Physical Atrocities :

As seen in other parts of the country, cases of domestic violence and physical atrocities common in the state of Chhattisgarh too. This is a grave problem, but emerging issue is that the changes taking place in the traditional ways of society are leading to an increase in the frequency of crimes against women. Rape, child molestations and rape of the minors, eve-teasing and various other ways of torturing women are quite common in Chhattisgarh today, especially in urban areas. Three years ago a female college student in Ambikapur was deliberately killed by running her down with a motorcar because she resisted eve teasing. It is worth mentioning here that in whole country, the state capital Raipur ranks fourth in crimes against women. Increasing criminalization in cities and towns in the wake of unemployment, alcoholism, and the stresses of modern life have also accelerated crimes against women.

The incidents of domestic violence are also quite common in the state.

On the 18th of March 2003, at 10 a.m. in the morning, Vrinda Bai of Kundra Para went to bathe in the Newai canal near Bhilai. There two young men behaved in an offending manner with Vrinda. She was badly beaten up and then was made to run naked around the whole dam. On reporting this incident to the police, these people again came to her place and beat her. This happened at 8 p.m.. Vrinda Bai said that a person against whom she had lodged a complaint with the police under section 354 IPC., due to continuous harassments did this deliberately to humiliate her and avenge himself. The offenders were taken into custody and soon after released on bail. A few days following this event, Vrinda Bai got married in another village. When she came to stay with her mother after marriage, she and her mother were given life threats by the offenders. Scared due to the threats Vrinda Bai and her mother quit their livelihood as daily wage workers and are desperate for support and shelter failing to obtain police protection.

The practice of Witch – hunting:

This is a very cruel and barbaric form of violence against women seen in Chhattisgarh and some other states like Bihar and Jharkhand. In this practice, a woman is branded as a witch who is then considered responsible for all the ill luck and is considered as a bad omen for the village. If any child is suffering from illness, or the cattle is affected due to any reason, or any other adverse situation comes, the blame for all this is put on the witch or the "tonhi" of the village. To identify a "tonhi" a man who is known as a "baiga" is called and he randomly identifies the witch. Thereafter the whole village turns against her, subjecting her to the most cruel and inhuman forms of physical and mental

assault. Generally, the women who are identified as "tonhi" are often single and to children involved in cases of property disputes. Too often, the accusations of witchcraft are prompted by the relatives wanting to get hold of the property and other assets of the "Tonhi".

TONHI

The concept of Tonhi (Witch) is part of the state of Chhattisgarh. A women is declared "Tonhi" and is accused of spreading disease and bringing disaster to the village by performing Jadu-Tona (Witch craft). These women are insulted and humiliated publicly. Often it is accompanied by physical torture and they are ostracised from the community. In many cases the torture is so severe that they suffer from the wounds for months. Within the village it is not possible to get treatment. The psychological wounds due to public insult and dishonor stay for life. The influence of the powerful groups in the village is so great that the news does not reach the cities and the women and her family live a hellish life. In some cases the women thus accused commit suicide.

In witch hunting cases often the village representatives and the government officials do not come forward in opposition on the pretext that this is an indigenous belief that is best left undisturbed. So the news does not reach the world beyond the village and the rule of the "Baigas" (Witch Doctors) gets established. These Baigas declare all disasters in the village to be due to Jadu-Tona. They charge any amount for catching a Tonhi, branding her and bringing the whole village under his protection (Gaon Bandhava). These Baigas demand impossible tests from these women to prove that they are not Tonhi. When the whole village is against the Tonhi, it is impossible for her to prove herself innocent.

Sex Detection tests :

The practice of pre natal sex detection of the fetus is prevalent on a large a scale. This has proven to be a source of great profit for the clinics who indicate that they do not perform ultra Sonography for Sex Determination of the Factus specifically by displaying a board to this effect. An exaggerated amount of 1500 to 2000 rupees per test is charged which is ten times the amount chargeable normally. However, it is not possible to authenticate the situation with statistics or data as much of this phenomenon is carried on in an under ground manner.

The business of sex determination centres is running unchecked in the state capital of Chhattisgarh. Many Nursing Homes are operating sonography machines, which are used for illegal along with legal purposes. Some time back eleven nursing homes were closed down owing to misuse of sonography. Illegal termination of pregnancy and sex determination take place at the clinics of many gynecologists. On entering a nursing home you can invariably find a board proclaiming "We donot undertake sex determination". The fact is however, that the board belies the truth.Many clinics still practice sex pre determination and pre selection (a euphemism for the destruction of female foetus) Charges can vary between Rs. 500 to Rs. 10,000.

According to the State Director of Health services Dr. R. Rajmani, an awareness campaign has been launched to prevent the killing of female foetus inside mother's womb. The campaign has adopted a multi pronged approach from the fixing of big posters, advertisement hoardings and through showing street plays from cities to remote villages. All these measures however, have failed to ensure the success of campaign. During the last six months between twenty five and fifty thousand foetus death took place through abortion after sex determination test. According to state government, in order to prevent foetus deaths, the health department is setting up Control Rooms in every district. Social workers are proposed to be kept in the advisory committee of control rooms vigilance committees.

State government under the new rule has been trying to create awareness against killing of foetus and an attempt has been made to check it. A provision has been kept for fine of one thousand rupees for doctors found to be involved in illegal practice along with three years of imprisonment. On being found involved for second time the fine may to fifty thousand and five years jail, informed Dr. V. Jaiprakash In charge Officer PNDT after a meeting in this regard.

State and Caste Violence

Incidents of state violence against women are not unknown in Chhattisgarh. The Kosamsara incident in which poor village women were beaten up by forest officials on charges of tress passing on reserve forest area is well documented and has been taken up earlier by the National Commission for Women. There have been several reports from the outlying districts of Bastar and Sarguja in which village women have been harassed by police and CRPF personnel in the course of anti naxal combing operations.

There has generally been an increase in caste violence in recent years. It is seen that in caste clashes women are often selectively targeted and subjected to sexual and physical violence as a form of retribution for the entire community. The most recent example of this in Chhattisgarh can be seen in village Ghumka (Block Balod District Durg) where, on 16 August 2004. in a clash between Satnami (SC) and Savarna Communities, Satnami Women were stripped, beaten , and physically violated by Savarna men and women. Cases in this regard are currently pending with the National Human Rights Commission.

Women lead anti liquor agitation

It must be added that women in Chhattisgarh have led the struggle against violence and liquor very bravely and have been in the forefront of the antiliquor agitation and the national level.

The example of the village Bhansoj in the Raipur district shows the remarkable change that the resilience, determination, and will power of women can bring about. The addiction to liquor is widespread in the state amongst all sections and income groups. The village of Bhansoj, like several other villages of Chhattisgarh was in the grip of this evil habit. This directly affected the lives of the village women

in a very adverse manner. The liquor shop was situated on the crossroads at the very entrance of the village. This caused a lot of problems to the women in the village who had to pass through the cross road several times of the day at all hours. It was the only way for them. Due to the presence of liquor shop, women had to face a lot of humiliation by the men who were always there in inebriated state. There were frequent cases of eve teasing and other humiliating practices. A situation like this served as the entry point of a women's organization called "Chingari Mahila Samiti". The women in the village, now determined to close the liquor joint, went on a strike in front of the shop, thereby disrupting and finally stopping the sale and purchase of liquor. This kind of opposition from the village women did not meet with a favorable response from the village "Sarpanch" as the owner of the liquor shop was a tenant of the "Sarpanch" and used to pay him a hefty rent. Therefore to stall these protests, the "Sarpanch" got the houses of all those women who had participated in the protest crushed by a bulldozer. This step further solidified their resolve to get justice. The women went on an indefinite hunger strike. As the struggle progressed, it was joined by more and more women from the neighboring villages who came in shifts, at their own expenses from other villages and sat through the strike. Seeing their determination and amazed at their increasing strength, eventually the government came to their support and released the funds and the land to rebuilt their houses. The owner of the liquor shop agreed to shift his shop three kilometers away from the village where it would cease to be a source of constant irritation and humiliation to the women.

Crimes Against Women

The table below present statistics of registered crimes against women in Chhattisgarh.

Table – 5.1
Crimes against women in the districts of Chhattisgarh

Statistics on cases reported on Crimes against women in Raipur District

Sr.No.	Particular	2000	2001	2002
1	Murder	19	34	25
2	Attempt to murder	9	10	11
3	Murder for Dowry by burning and by other means	—	—	—
4	Hurt	63	92	78
5	Grievous Hurt	21	31	26
6	Molestation	164	254	247
7	Kidnapping	18	21	45
8	Rape	112	104	148
	Total	406	546	580

Statistics on cases reported on Crimes against women in Mahasamund District

Sr.No.	Particular	2000	2001	2002
1	Murder	9	6	6
2	Attempt to murder	3	5	3
3	Murder for Dowry by burning and by other means	—	—	—
4	Hurt	23	35	28
5	Grievous Hurt	5	6	8
6	Molestation	84	71	70
7	Kidnapping	3	6	0
8	Rape	27	34	31
	Total	154	163	146

Statistics on cases reported on Crimes against women in Dhamtari District

Sr.No.	Particular	2000	2001	2002
1.	Murder	7	7	5
2.	Attempt to murder	0	2	2
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	7	9	15
5.	Grievous Hurt	3	7	3
6.	Molestation	51	48	54
7.	Kidnapping	4	4	2
8.	Rape	20	27	21
	Total	92	104	102

Statistics on cases reported on Crimes against women in Durg District

Sr.No.	Particular	2000	2001	2002
1.	Murder	11	23	19
2.	Attempt to murder	12	9	18
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	78	49	44
5.	Grievous Hurt	23	21	24
6.	Molestation	261	306	294
7.	Kidnapping	28	31	3
8.	Rape	136	144	132
	Total	549	583	534

Statistics on cases reported on Crimes against women in Rajnandgaon District

Sr.No.	Particular	2000	2001	2002
1.	Murder	10	11	13
2.	Attempt to murder	3	5	1
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	26	16	16
5.	Grievous Hurt	2	1	5
6.	Molestation	110	103	109
7.	Kidnapping	7	2	0
8.	Rape	63	58	60
	Total	221	196	204

Statistics on cases reported on Crimes against women in Bilaspur District

Sr.No.	Particular	2000	2001	2002
1.	Murder	25	23	16
2.	Attempt to murder	6	6	11
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	102	45	58
5.	Grievous Hurt	26	16	19
6.	Molestation	209	180	199
7.	Kidnapping	21	19	14
8.	Rape	54	69	72
	Total	443	358	389

Statistics on cases reported on Crimes against women in Kawardha District

Sr.No.	Particular	2000	2001	2002
1.	Murder	10	6	9
2.	Attempt to murder	4	0	1
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	13	34	26
5.	Grievous Hurt	3	9	1
6.	Molestation	66	48	49
7.	Kidnapping	0	0	0
8.	Rape	29	32	20
	Total	125	129	106

Statistics on cases reported on Crimes against women in Janjgir District

Sr.No.	Particular	2000	2001	2002
1.	Murder	16	14	11
2.	Attempt to murder	2	3	2
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	26	42	54
5.	Grievous Hurt	12	8	5
6.	Molestation	94	112	105
7.	Kidnapping	8	5	7
8.	Rape	53	29	42
	Total	211	213	226

Statistics on cases reported on Crimes against women in Korba District

Sr.No.	Particular	2000	2001	2002
1.	Murder	14	15	14
2.	Attempt to murder	2	1	3
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	38	31	27
5.	Grievous Hurt	8	12	5
6.	Molestation	80	85	106
7.	Kidnapping	5	6	0
8.	Rape	37	41	40
	Total	184	191	195

Statistics on cases reported on Crimes against women in Sarguja District

Sr.No.	Particular	2000	2001	2002
1.	Murder	31	49	45
2.	Attempt to murder	10	7	4
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	9	14	18
5.	Grievous Hurt	6	16	15
6.	Molestation	261	223	202
7.	Kidnapping	31	12	0
8.	Rape	131	145	142
	Total	409	466	426

Statistics on cases reported on Crimes against women in Raigarh District

Sr.No.	Particular	2000	2001	2002
1.	Murder	18	18	10
2.	Attempt to murder	4	3	3
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	18	27	14
5.	Grievous Hurt	6	16	10
6.	Molestation	83	85	127
7.	Kidnapping	6	8	12
8.	Rape	50	46	30
	Total	185	203	206

Statistics on cases reported on Crimes against women in Jashpur District

Sr.No.	Particular	2000	2001	2002
1.	Murder	14	14	23
2.	Attempt to murder	2	5	6
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	15	13	7
5.	Grievous Hurt	9	12	12
6.	Molestation	43	44	43
7.	Kidnapping	9	2	0
8.	Rape	42	35	35
	Total	134	125	126

Statistics on cases reported on Crimes against women in Koriya District

Sr.No.	Particular	2000	2001	2002
1.	Murder	9	12	6
2.	Attempt to murder	4	7	1
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	27	26	35
5.	Grievous Hurt	12	15	16
6.	Molestation	105	91	88
7.	Kidnapping	7	8	10
8.	Rape	38	32	52
	Total	202	191	208

Statistics on cases reported on Crimes against women in Kanker District

Sr.No.	Particular	2000	2001	2002
1.	Murder	11	9	5
2.	Attempt to murder	1	2	2
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	16	4	3
5.	Grievous Hurt	4	0	5
6.	Molestation	4	36	34
7.	Kidnapping	2	1	0
8.	Rape	23	39	35
	Total	61	91	84

Statistics on cases reported on Crimes against women in Jagdalpur District

Sr.No.	Particular	2000	2001	2002
1.	Murder	17	17	11
2.	Attempt to murder	6	2	3
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	32	35	20
5.	Grievous Hurt	7	4	3
6.	Molestation	60	51	57
7.	Kidnapping	14	4	0
8.	Rape	66	59	46
	Total	202	172	140

Statistics on cases reported on Crimes against women in Dantewara District

Sr.No.	Particular	2000	2001	2002
1.	Murder	23	15	7
2.	Attempt to murder	3	3	0
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	10	4	4
5.	Grievous Hurt	2	5	2
6.	Molestation	21	18	19
7.	Kidnapping	2	7	1
8.	Rape	15	19	9
	Total	76	71	42

Statistics on cases reported on Crimes against women in GRP Raipur

Sr.No.	Particular	2000	2001	2002
1.	Murder	1	0	1
2.	Attempt to murder	0	0	1
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	5	0	1
5.	Grievous Hurt	0	0	0
6.	Molestation	8	4	3
7.	Kidnapping	1	0	0
8.	Rape	0	0	5
	Total	15	4	11

Statistics on cases reported on Crimes against women in Balrampur

Sr.No.	Particular	2000	2001	2002
1.	Murder	—	7	7
2.	Attempt to murder	—	0	1
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	—	5	6
5.	Grievous Hurt	—	2	1
6.	Molestation	—	20	36
7.	Kidnapping	—	0	0
8.	Rape	—	12	32
	Total	—	46	83

Statistics on cases reported on Crimes against women in Bijapur

Sr.No.	Particular	2000	2001	2002
1.	Murder	—	0	1
2.	Attempt to murder	—	0	0
3.	Murder for Dowry by burning and by other means	—	—	—
4.	Hurt	—	1	7
5.	Grievous Hurt	—	0	1
6.	Molestation	—	0	4
7.	Kidnapping	—	0	0
8.	Rape	—	3	8
	Total	—	4	21

CHAPTER – VI
EMPLOYMENT & FEMALE WORK PARTICIPATION RATE

In Chhattisgarh women participate freely and fully in the economy. However, they are concentrated in the primary sectors in agriculture and forest based collection in the rural areas and in unskilled wage labour in the urban areas. The census of 2001 gives us the following picture of the female workforce in the state.

Table – 6.1
Women in the workforce in Chhattisgarh

Total/Rural/ Urban	Persons/ Males/ Females	Total Population %	Total Workers %	Main Workers %	Marginal Workers %	Non- workers %
Total	Persons	100	46.53	33.92	12.61	53.46
	Males	50.27	52.97	45.43	7.54	47.03
	Females	49.72	40.03	22.28	17.25	59.96
Rural	Persons	79.89	50.42	35.41	15.01	49.57
	Males	79.28	54.28	45.61	8.67	45.71
	Females	80.51	46.59	25.26	21.32	53.40
Urban	Persons	20.10	31.08	27.98	3.10	68.91
	Males	20.71	47.95	44.76	3.18	52.04
	Females	19.48	12.95	9.95	3.01	87.04

It will be seen that the female workforce is concentrated in the rural areas. The high percentage of female non workers in the urban sector also indicates the concentration of women workers in the primary sector. The census itself provides us with this information about the structure of the workforce in Chhattisgarh:

Table – 6.2
Sectoral distribution of workers in Chhattisgarh

Total/ Rural/ Urban	Persons/ Male/ Females	Total Workers (Main + Marginal)	Cultivators	Agricultural Labourers	Household Industry Workers	Other Workers
Total	Persons	9685260	4316981	3088216	201591	2078472
	Male	5542010	2482223	1249632	120116	1690039
	Females	4143250	1834758	1838584	81475	388433
Rural	Persons	8384439	4259413	3018851	154315	951860
	Males	4502529	2443874	1219636	92549	746470
	Females	3881910	1815539	1799215	61766	205390
Urban	Persons	1300821	57568	69365	47276	1126612
	Males	1039481	38349	29996	27567	943569
	Females	261340	19219	39369	19709	183043

However, since much of the collection of minor forest produce (NTFP) is seasonal, many women in the primary sector have been categorized in the marginal worker category on the basis the total number of days they worked in the recall period. This does not give a comprehensive or fully satisfactory picture for Chhattisgarh, since the NTFP collection in the state is known to be concentrated in the hands of women, and mostly in the post monsoon and early summer months, in both cases missing the recall period of the census.

Women have a poor representation in public sector service as is shown by the table 6.3 below. They are also concentrated in the lesser paid and lower ranking segments.

Table – 6.3
Women in Public Service in Chhattisgarh

Sector	Total workers	Female	Male
Central government	44838	3507	41331
Central government – quasi	104105	5825	98280
State government	125760	23374	102386
State government – quasi	19056	856	18200
Local bodies	11199	2509	8690
Private bodies	29486	4507	24989
Act	26886	3987	22899
Non act	2600	520	2080

(source: Directorate, Training and Employment

Women in government service it can be seen a concentrated in the class- 3 and class-4 categories. They are mostly employed as lower division teachers (LDTs), Anganbadi Workers, Nurses and ANMs. This point is illustrated by table no. 6.4.

Table 6.4

Women in Government Service in the Districts of Chhattisgarh in different categories of employment

S. No.	Districts	Total Employee and Women Employee based on Service Rank									
		Class I		Class II		Class III		Class IV		Total	
		Total	Women	Total	Women	Total	Women	Total	Women	Total	Women
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
1.	Koriya	20	00	272	41	3646	462	581	72	4519	575
2.	Sarguja	59	02	879	148	13124	1893	2274	195	16336	2238
3.	Bilaspur	177	22	1190	304	14683	2439	1995	180	18045	2945
4.	Janjgir-Champa	32	00	477	41	6408	403	766	60	7683	504
5.	Korba	34	04	491	115	6023	883	997	81	7545	1083
6.	Raigarh	71	06	442	59	10064	1082	1235	98	11812	1245
7.	Jashpur	19	00	350	51	5414	947	702	68	6485	1066
8.	Kawardha	10	01	157	08	2847	273	347	27	3361	309
9.	Rajnandgaon	55	04	626	118	9464	1474	1172	131	11317	1727
10.	Durg	114	10	1005	260	15665	2531	1623	182	18407	2983
11.	Raipur	716	86	1892	440	21999	3369	3653	408	28260	4303
12.	Mahasamund	19	02	299	44	4188	527	574	57	5080	630
13.	Dhamtari	61	13	298	35	4405	517	503	48	5267	613
14.	Kanker	20	02	432	48	6262	940	751	85	7465	1075
15.	Bastar (Jagdalpur)	100	07	627	87	12162	1993	1696	234	14585	2321
16.	Dantewara	21	00	271	17	6959	852	826	78	8077	947
	Total	1528	159	9708	1816	143313	20585	19695	2004	174244	24564

According to data from the Employment Exchange the number of women on its live rolls was as follows.

Table 6.5
Women on the Employment Exchange Roles

Years	Women
2000-2001	121011
2001-2002	117853
2002-2003	130747
2003-2004	141550

Women have a poor representation at the higher levels of the teaching profession, as can be seen from table 6.6 that illustrates women's employment in the universities of the state.

Table – 6.6
Women Employees in the Universities (31 March, 2002)

S. No.	Service Rank	Total	Women Employees in the Universities				Total Employee (4 to 7)
			Agriculture University Raipur	Pt. Ravishankar University Raipur	Indira Kala Art and Music University Khairagah	Gurughasidas University Bilaspur	
1.0	Regular Gazetted						
1.1	Class – I Officer	191	05	07	07	00	19
1.2	Class – II Officer	219	06	18	03	16	43
1.3	Other Officer	29	00	00	00	10	10
	Un-Gazetted						
1.4	Class – III Employee	826	26	16	03	16	61
1.5	Class – IV Employee	469	11	42	06	07	66
	Total 1.0	1734	48	83	19	49	199
2.0	Employment on Emergency						
2.1	Work Weight	100	05	00	05	00	10
2.2	Daily wages regular	113	05	02	00	00	07
2.3	Daily Wages un-regular	376	17	08	05	04	34
	Total 2.0	589	27	10	10	4	51
	Gross Total (1.0+2.0)	2323	75	93	29	53	250
	% of women Employees	9.31	13.60	15.10	8.27	10.76	

Self Help Groups

Self Help groups have emerged as a preferred Solution in recent years to the problem of livelihoods and economic empowerment of women. In Chhattisgarh the Swa Shakti project and other initiatives have been launched and the SHG movement has gained considerable ground in recent years. The movement is strongest in the Rajnandgaon district, and in several places, the groups, after establishing themselves, have bid for construction contracts and building material production contracts with the Panchayats. The Table below documents the current levels of savings mobilization and activity level of SHGs in the state.

The success of Self-Help Groups in Rajnandgaon

The strongest SHG movement in Chhattisgarh is in the Rajnandgaon district. The federation of self-help group by the name of "Ma Bamleshwari" has an extremely widespread and good network in this district. In one village called Somni, the total no. of self-help groups is around 12. This area alone has 25 self-help groups whose savings amount to more than Rs. 1 lac at present.

The movement began with the initiative of the local worker of Women and Child Department. The condition of women prior to the formation of the groups was characterized by total economic dependence and the practice of taking frequent loans with heavy interest. To stop this the worker suggested savings at a very nominal rate. This resulted in women having some funds of their own which they could spend according to the needs of their family. This money was under their control.

On seeing the benefit from the savings the women started saving larger amounts which at present is in the range of Rs. 10 to Rs. 50 per month. Today they have a corpus fund of more than Rs. 1 lakh. This money is being constantly loaned out to the members at a below market rate. This has helped the women immensely. They have freed themselves from the clutches of money lender, high debts, selling of property to re-pay the debts and themselves from going deeper into the poverty circle. Through this they have enough money to educate their children.

They have also undertaken various developmental activities on behalf of the whole group. With a corpus fund of Rs. 10,000/- donated by a German Doctor they have sponsored education and marriages of orphan girls in the village. The amount of help is given in a manner that the basic fund always remains intact for the use of other girls.

Table – 6.7
Total number of Self Help Groups in Chhattisgarh:

Number of SHGs	27695
Savings Mobilized	4,84,88,451
Total Membership	3,59,549
Members from S.C.	37,814
Members from S.T.	1,14,381
Members from OBC	89,718
Other B.P.L.	18,065
Destitute-widows	10,083

CHAPTER – VII

POLICY AND PERFORMANCE

The Chhattisgarh Government has a full fledged department of Women and Child Welfare, which is responsible for women's welfare in the state. However, the activity of the several other departments also touches on women's welfare and these must be taken in to account to get a comprehensive picture of women's welfare in the state.

The NCW had circulated a questionnaire to all concerned departments to assess the performance of the state in terms of women's well been. The detailed departmental responses to this questionnaire are appended to this study.

The Department of Child Welfare is the lead department for Women and Child Welfare. According to the department's administrative report of 2003-2004 the following major schemes are run by the department :

- Integrated Child Development Services (ICDS)-under which 146 blocks of the state are covered, 152 child developments programmes ,and 20289 Anganbadi centres are run. Up to March 2004 4.89 lakh pregnant and lactating women apart from 22.80 lakh children were the beneficiaries.
- Kishori Shakti Yojana. This is for girls aged 11-18. Details are not immediately available.
- Swayam Siddha Scheme – this scheme run in 17 block and 100 Women's self help groups are organized in each block. Various training programmes and other activities are organized for the members. At present there are 1708 SHGs linking 21805 women who have a total saving of 49.27 lakh Rupees. 3939 women are stated to have started economic activities on their own.
- Mini Mata Poshan Ahar Yojna – this programme is operationalized under the National Nutrition Mission and provides 6 kg. of grain per beneficiary (defined as women below 40 kg. body weight and adolescent girls below 35 kg. body weight). Currently this programme runs only in Surguja District.
- Prime Minister Gramodaya Yojna – this provides for 80 gm. of ready to eat food for children between 6month and 3 years. Currently this is operational only in Rajnandgaon and Surguja Districts.
- Iron fortified Salt supplementation – this is operationalized through146 projects and benefits 15 lakh women.

- Ayushmati Scheme – this provides for free medical aid to women living below the poverty line. In 2003-2004, 11445 women were benefited by scheme
- Balika Samridhi Yojna – Under this scheme, for the first two-girl children born to families below poverty line the government deposits Rs. 500/- per child in a joint account scheme. In 2003-04 the total no. of beneficiaries was 20226 and Rs. 101.09 stood deposited in joint accounts.
- Dattak Putri Education Scheme – The scheme links girls children whose families can not afford the cost of their education with supportive families or voluntary organizations to make available to the girls Rs. 300 per year for primary education, and Rs. 400 per year for secondary education, apart from assistance in terms of books and clothes. The number of beneficiaries in 2003-04 was 35654.
- Mahila Jagriti Shivar – these are organized at village Janpad and district panchayat level and are intended to inform women about their legal rights and various schemes for their development. In 2003-2004, 1305 such camps were held and 449041 women attended them.
- Grants to voluntary organizations- recurring and nonrecurring grants are provided to voluntary organizations for running Balwadis, Libraries and for organizing training in tailoring. At present 64 organisations are recognized by the govt. for this scheme.

The government of Chhattisgarh has constituted a commission for women in the state vide a gazette notification. However, both the first state government as well as the second elected government that assumed power in 2003 have appointed only one chairperson each, and in both cases a full fledged and empowered commission has failed to get off the ground.

There is no jail exclusively for women. The four central jail together house 9553 women prisoners. There is only one family court in the state, in Raipur. There are three Mahila Police Stations. A DIG at police headquarter is responsible for monitoring cases against women.

The school education department reports that it runs 1517 primary, 81 secondary, and 149 higher secondary schools for girls within a 5 km. distance from the girls 'place of residence'. The Tribal Welfare Department runs an additional 26 secondary and 29 higher secondary schools for girls within the same distance range. 26 vocational schools for girls are run by the education departments and 3 by the tribal welfare department.

CHAPTER – VIII

POLITICAL PARTICIPATION OF WOMEN IN CHHATTISGARH

Chhattisgarh presents a somewhat mixed picture with regard to the political participation of women. The traditional predominance of women in economic life is not fully mirrored by their participation in political life.

In the eighties and nineties, women participated in many major movements in the state. These included movements for workers' rights led by the Chhattisgarh Mines Shramik Sangh, the movement led by the Asna Mahila Samiti against plantation of eucalyptus in Bastar that would replace the mixed forests and feed into the paper industry , and the struggle against alcoholism by men led by many women's organizations across the state. These movements brought the women of Chhattisgarh into the mainstream discourse of the women's movement in India . Many of these struggles and actions were spontaneous points of resistance and taught us all important lessons in women's capacity to lead processes of change. However, today we do not find women into mainstream political leadership of the new state in a major way.

The traditional political structures of the tribal and non-tribal communities do not have any space for women and women only appear before them as witnesses or as accused persons. The state Assembly has 90 seats and there are at present only 5 women members. Out of the 11 Lok Sabha seats, only 1 has been won by a women MP.

However, the Panchayat elections, where there were reservations for women according to the 73rd amendment, shows that where definite provisions exist, women can and do take advantage of these.

Table – 8.1

State level Panchayat of Chhattisgarh : A table showing the total number of elected women representatives in the state level elected bodies of Chhattisgarh

Sr. No.	Positions	Total No. of Seats	Women		Scheduled Caste				Scheduled Tribe				Other OBC			
			Reserve Seats	Seats Actually Occupied	Reserve	Seats	Seats	Actually Occupied	Reserve	Seats	Seats	Actually Occupied	Reserve	Seats	Seats	Actually Occupied
1.					M	W	M	W	M	W	M	W	M	W	M	W
2.															Elected	
3.	President Gram Panchayat	9139	3047	3054	554	278	554	278	3385	1693	3385	1693			1175	
4.	Member Gram Panchayat	131987	43992	44216	10736	5367	10531	5267	35638	17817	35711	17854			18009	
5.	President Janpat Panchayat	146	49	50	8	5	8	5	63	32	63	32	15			
6.	Member Janpat Panchayat	2649	883	872	216	108	206	104	715	358	715	358	405			
7.	President Dt. Panchayat	16	6	5	1	1	1	1	7	3	7	3	2			
8.	Members Dt. Panchayat	274	92	90	22	11	20	11	74	37	73	37	43			

An analysis of the above table shows that out of every four elected presidents in the district level panchayat, one is a woman. 32.85% of the elected members of the district level Panchayat are women. A similar figure of 34.25% accounts for the total number of presidents in the Janpad panchayat while the percentage of women in its member body is 32.91. At the village level, the percentage of elected women sarpanches in the total body is 33.41 and the total number of elected sarpanches is 33.50%. The overall picture shows that the average percentage of participation of women in the political bodies is in accordance with the reservation provided i.e. 33%.

According to the Urban Development Department women representatives in the various urban local bodies are as follows –

Table – 8.2

Women Representatives in Urban Local Bodies as in 2002

SC	ST	OBC	Gen
67	110	172	139

The major political parties of Chhattisgarh despite their official positions on the question of women's participation in politics have not been known to give adequate space to them in practice. This is clear from the table below

Table – 8.3
Total number of Women Candidates fielded by the Major Political Parties for
Chhattisgarh Assembly Polls – 2003

Indian National Congress		Bhartiya Janta Party		National Congress Party		Bahujan Samaj Party	
Total Candidates	Women Candidates	Total Candidates	Women Candidates	Total Candidates	Women Candidates	Total Candidates	Women Candidates
90	8	90	7	88	4	54	6

Clearly the women of Chhattisgarh have a long way to go to realize their full potential as far as the political life of the State goes.

NATIONAL COMMISSION FOR WOMEN
Findings and Recommendations from the Public Hearings on
Impact of Globalization on Women of Chhattisgarh

Date	:	15 March, 2004
Venue	:	Pt. Ravishankar Shukla Bhavan, Nagar Nigam, Raipur, Chhattisgarh.
Organised by	:	Rupantar, A-26, Surya Apartments, Katora Talab, Raipur, Chhattisgarh

Background to Globalization in Chhattisgarh

Chhattisgarh is a new State, one that has welcomed market globalization with open arms. However globalization has had the following dysfunctional consequences: -

- Privatization of water
- Breakdown of the Public Distribution System
- Withdrawal of subsidies on Agricultural inputs.
- Patent of traditional seeds.
- Increase in the cost of farming and decreasing yields.
- Development induced displacement.
- Increasing cost of privatized health care.
- Privatization of education.
- Industrial restructuring and displacement of women workers from industry.
- Increasing violence and criminalization in public life.

PANELISTS

- Dr. Sagi, Professor, Hidaytullah National Law University, Raipur, Chhattisgarh
- Dr. Sudha Malaiya, Members, NCW, New Delhi
- Smt. Kiranmayee Nayak, Advocate, Raipur, Chhattisgarh
- Smt. Asha Shukla, Senior Journalist, Navbhatat News Paper, Raipur, Chhattisgarh
- Smt. Sudha Bharadwaj, Advocate, Durg, Chhattisgarh
- Smt. Shanti Yadu, Formal Member, Madhya Pradesh Women's Commission

Participation at the Public Hearing.

342 women attended the Hearing from 14 of the 16 districts of Chhatisgarh. These included women industrial workers, including workers in the unorganized sector, agricultural workers, Anganwadi workers, teachers, students as well as social activists. There were 31 depositions in person by women affected by globalization and 3 written submissions.

Findings

The main problems of the women were found to be the following –

1. A large number of poor women neither possess a ration card nor BPL card (below poverty line card), while they allege that even the people who are well off possess BPL cards. From some complainants, there was a belief that the ration cards were being privatized and it is due to this reason that they were not given any, even though belonging to the lowest strata of society. Many of the facilities under BPL scheme are thus not provided to the deserving people. **The shift from universal PDS to targeted PDS is a part of the globalization agenda** and is increasing the vulnerability of poor sections of the population.
2. A number of widows complained of not getting widow pension in spite of repeated requests to the authorities concerned even though they have to take the burden of the whole family after their husband's death. Similarly various other social security schemes appear to continue to be beset with corruption, nepotism and red tapism. **This raises serious questions about the social safety net that is expected to cushion the problems faced by vulnerable sections in the wake of globalization and liberalization.**
3. With **the trend of "recovering user costs"** civic amenities like water, electricity, etc. are becoming more expensive and poor families are being burdened with new taxes.
4. In the garb of protecting the forests, the authorities are denying villagers dependant on the forest for minor forest produce their right to livelihood. The tightening control over forests by the forest bureaucracy is seen as going hand in hand with increasing privatization of the trade in forest produce. **In particular , in Chhattisgarh, under the garb of promoting our "Herbal State", private industry is seen to be entering forest trade in a big way.** Also in villages close to forest lands, though they have been cultivating lands for decades they are denied land rights. These developments are co existing with.
5. Another main concern of the adivasi villagers is that of Section 170 (b) of the MP Land Revenue Act which protects the property of the tribals, by prohibiting transfer of the property of adivasis to non adivasis is going to be taken away by amendment of Land Acquisition Act. **It needs to be pointed out that the proposed amendments to the said Act have been motivated by the need to release land for industry and mining in the wake of globalization, a serious issue in a mineral rich state such as ours.**

6. Moreover, when displacement of the villagers takes place, neither proper compensation nor any alternate land is given to them. They are displaced after giving only very meager amounts and are often rendered homeless and landless. **Thus, development induced displacement is a major after effect of globalization already, and will assume larger dimensions in the years to come.**
7. In many villages, the Sarpanches are misusing their powers and are imposing arbitrary rules against poor villagers by cheating them with regard to their agricultural land, communal land, wages and social security benefits etc. Often the Sarpanch continues to be of the influential rich section of the village.
8. The problems of migration and atrocities faced during migration are increasing at a tremendous rate. There have been several instances where women are gang raped. They often don't even know the middlemen involved and the police refuse to register any case. Cases of trafficking in women and prostitution are also on the increase. **The increasing use of contract labour for industry is a development directly related to globalization, and the phenomenon of migration of impoverished rural families feeds directly into it.**
9. The high cost of medical services and drugs is a growing concern. The villagers are forced to go to private hospitals, which are unaffordable. This is mainly due to lack of adequate facilities and doctors in Govt. Hospitals and Primary Health Centers **Increase in costs of drugs is again directly traceable to TRIPS related agreements**
10. The Governmental School System is being starved of teachers and funds leading to a large number of under equipped and undermanned schools with low standards of education. Lowly paid Shiksha Karmis are managing the burden of governmental duties. Fees are being increased particularly in vocational professional courses even in governmental schools and colleges. Access for women is of course even more constricted. **Increasing costs of education, unwillingness to take the responsibility for providing requisite personnel is another effect of globalization**
11. The problems of alcoholism are ever-increasing unemployment and criminalisation of the urban bastis. It is clear that across the board political will does not exist to concede to the extremely popular and universal demand of women to prohibit the sale of liquor. Behind the shortsighted justification of large revenues probably lies the power of the liquor lobbies and liquor mafia. **There is enough evidence from Chhattisgarh and else where to show that increasing insecurity of life and livelihood traceable to globalization contributes to the problem of liquor.**
12. A notable effect of globalization was evident from an incident narrated by one of the village women. The villagers who possessed good varieties of indigenous seeds were not allowed to sow their own seed. The co-operative society forced them to buy only those hybrid seeds provided by the society and they threatened the villagers that in case they use their own seeds, their final produce would not be procured. **The increasing corporate control of seed and agriculture is another direct effect of globalization**

13. The entire Panel was extremely concerned by the accounts of **privatization of the river Shivnath**. While the erstwhile government had promised to cancel the deal with the private company Radius Water no effective action has been taken so far..
14. In the industrial areas mechanization **has forced women out of organized labour**. With globalization, wages are being depressed even below minimum wages, the employer triumphantly pointing out that there is an army of unemployed only too eager to work at a pittance. Under this pressure the hard won rights of workmen are being gradually eroded. Both as workers and as wives and mothers of workers, women are being increasingly burdened in maintaining a human standard of living.
15. With increasing unemployment, **criminalization of the working class bastis** in the urban areas is leading to increased incidence of both domestic violence and instances of molestation and rape.
16. The insecurities caused by joblessness, migration and increasing poverty have led to **severe psychological stresses in women** leading to increasing cases of depression, psychotic behavior and suicide.

These issues summarized above are not exhaustive. However the issues need immediate attention and have to be addressed on an individual basis.

Reccomendations of the Panel

1. Decreasing opportunities of employment due to globalization have a negative impact on the education of girls. Globalization has also encouraged the commercialization of education. **The government should not withdraw from education**, and the quality and environment of government schools should be welcoming to the children. **Rather, the panel recommendation is for a more pro-active role in promoting female education as a public activity.**

Girls whose annual family income is below 1 lakh per annum, or who are meritorious (scoring above 65% marks) should be given full exemption from fees in governmental educational institutions and 50% exemption in private institutions. Seats should be reserved for these girls in private educational institutions.

2. The withdrawal of the government from health care has a negative impact on public health. **Private hospitals should also set aside a share of their facilities for treatment of people unable to afford this facility.** Awareness should be generated on personnel hygiene and primary health care.

Decreasing opportunities of employment, bonded-ness and indebtedness, physical exploitation and crime are effects of globalization that are on the rise. These have a serious negative impact on the mental health of women. Mental disturbance, depression and even suicide cases are on rise. **There should be qualified women doctors at every tehsil and district headquarters, and emergency obstetric care should be available to all women as a matter of right. A Psychiatrist should be appointed in each district hospital.**

3. As part of the globalization process, for establishment of heavy industries and construction of dams, lands are acquired, villagers are displaced but compensation and rehabilitation are not taken care of. This process has a negative impact on women and the whole family, which gets trapped into legal processes. **Consultation processes should be initiated with possibly effected people from big dams, and river linking projects. No development project should be undertaken without the consent of the villagers and their approval for the rehabilitation schemes proposed.**
4. Steps should be taken to protect the rights of the people in the Shivnath River privatization issue. **The agreement with Radius Waters should be cancelled forthwith without any compensation to the company.**
5. Due to loss of work opportunities, migration occurs in large numbers every year from Chhattisgarh, which affects the whole family. Crime against women, physical torture, works without pay, and such like incidences are on the rise.

To solve this problem **planning should be done to integrate the women in cottage industries, construction works and relief works.**

A law defining migration should be framed and enacted immediately. An effective tripartite commission to tackle migrant workers' problems across state boundaries should be conceptualized and put in place. Steps should be taken to curb the violence and discrimination on workers during migration to other states. The National Commission for Women could appoint a women coordinator who can provide justice to such migrant women.

6. To protect the rights of the people dependent upon the forest, rivers, and natural resources, **permission for trade and investment should be given only on the condition of not disturbing the ecosystem and the natural resources.**

Since Chhattisgarh is an herbal state women should be encouraged for the farming of herbs. Use of the herbs for treatments of various diseases should also be encouraged. **Traditional knowledge and genetic resources should be protected from bio-piracy. Adequate legal provisions need to be framed in this regard.**

7. The government. is promoting privatization in the process of globalization. Public sector units are being disinvested. There are no effective laws and control mechanisms for the private sector. Steps should be taken up in this regard. **A trust fund should be created and security deposit be made mandatory from the industrialists to offset the deleterious effects of displacement and industrialization**

Social welfare schemes should be implemented for working women in their work places. The government should make the Labour Department and Labour Courts effective in providing justice to women workers.

8. Globalization has a negative impact on traditional livelihoods and cottage industries. The government should promote cottage industries. This can help to stop migration from the rural areas from single cropped areas like Chhattisgarh. **Creative alternatives must be evolved to promote and preserve traditional agriculture in Chhattisgarh and oppose pressures created by markets and financial institutions. Promotion of local markets should be the strategy for women to find their space in the local economy.**
9. In the process of globalization women are being forced to buy market fertilizers and hybrid seeds. **Women should not be stopped from utilizing local, traditional and indigenous seeds and fertilizers. Laws should be enacted against this type of corporate pressure.**
10. **Procedures to guarantee transparency in identification and implementation of schemes for destitute, widows and other vulnerable sections should be introduced.**
11. Land rights should be given to people in possession of forestland.
12. There should be a **total ban on the commercial sale of liquor** looking to the ill effects of liquor on the lives of women.
13. A women's legal aid cell should be constituted which can provide legal aid and information to women. This will encourage women to fight for social justice and also create awareness.
In each district, a team of honorary women lawyers and a mobile van should visit affected areas to give women legal aid and generate legal awareness. Pamphlets and brochures on women's rights should be published and distributed. Such information should also be propagated via Doordarshan and Akashwani.
14. Women and Child Welfare departments, Registrar Firms and Societies, and Social Welfare departments, should be directed to **help women's groups to get registered. These groups should work to secure alternative livelihoods for women who have been affected by the employment insecurities prevailing in post globalization scenario. These groups should get proactive marketing support from the state government.** Registration fees for women's groups, mandals, societies, should be at minimum. Renewal of the registration should not need any fees.

REPORT ON NGO CONSULTATION WITH THE NATIONAL COMMISSION FOR WOMEN

Raipur, Date : 8.8.04

The workshop on the Situational Analysis of Women In Chhattisgarh State began with the inaugural speech of the chief guest Dr. Purnima Advani, Chairperson, NCW, who highlighted the purpose of the workshop.

This was followed by brief presentation of the state level data and scenario by honorable minister, Women and Child Development , Dr. Renuka Singh. Dr. Singh shared the fact that Chhattisgarh state has a predominance of tribal population. The sex ratio of women is 990 per thousand males. In Rajnandgaon, Kawardha and Dantewara the no. of female exceed the no. of male. The literacy rate of women in the interior is very low. The women in such areas are extremely hard working but the social, cultural status is the lower than that of men. There is no practice of purdah in this state. The practice of "Tonhi" Pratha and other superstitions can also be widely seen. Domestic violence can be seen due to low level of general awareness. The govt. is taken steps to bring about economic and social empowerment of women. The govt. has reserved 1/3 of the total seats in Panchayati Raj of women.

In order to bring about economic and social reform various women's groups as well as self help groups are formed. At present eight lack women are benefiting through sixty thousand such groups. A corpus fund in the name "Indira Mahila Kosh" is created to for the benefit of women. The state is making efforts to formed state commission of women to provides special rights to women. Through Indira Mahila Kosh the women can access loans for their employment and empowerment. Various new plans are introduced like "Sukhi Dampatya Yojna", "Mahila Samridhi Bazar" and State Commission for Women by the state govt. New rule for prevention of dowry is planned to be implemented by the state government in the name of "Dahej Pratirodh Niyam 2004". Steps are been taken by the state govt. to ensure rehabilitation of widow deserted and destitute women through Nari Niketan in various districts like Dantewara etc. Various grants are being given to facilitate developmental projects for women.

This was followed by an address by honorable minister for health, Dr. Krishnamurthy Bandhi, who highlighted the need for a coordination between health department and Anganbadis at the gram

panchayat level through good coordination various plans can be formed which can benefit the people. Health Camps and Fairs should be held at the gram panchayat level on a monthly bases in which all the schemes under RCH family planning and medicine should be made known to the people.

Ms. Anusuiya Uike who is a member of NCW shared that this was there fifteenth visit after the completion of fourteen state. She suggested that the formation of effective plans to form special policies and their implementation to ensure women empowerment. Women should be giving prominence in the recruitment as forest guards in reserved forests, police constable, gram sevikas, educational workers, health workers, and other village level staff. A minimum of 30 percent of the vacant seats should be filled by the local women. Forest protection committee, village forest committee exist only at papers at present ; more over such committees do not represented the voice of the women. The main problems is linked with people, forest and land. The partnership of women should be satisfactory. The example of Uttranchal was given where under the forest regulations women groups for forest are created at the village level through which they are given all the rights. They are working as fully empowered members. The same patterns should be implemented in Chhattisgarh. The forest related development work should be given to the women through the self help groups so that become economically empowered. Special arrangements in the form of community halls should be provided by the women where they don't have any place to state. These halls should have all the facilities and requirements. The state should determine future directions and programmes for the same. The state should also ensure steps to utilize womes knowledge and experience.

This was followed by the speech of Honorable Chief Minister of Chhattisgarh Dr. Raman Singh who highlighted new schemes are conceptualized by the state to ensure economy independence of women in every districts through "Mahila Bazar Schemes". A business center will be formed in which shops will be provided specifically for women. This will be implemented till the grass root level. A special arrangement will be made by the state govt. to help women lodge their reports in police station.

The workshop was concluded by the speech of Honorable Governor who assured that the formation of state commission of women will be done very soon. It was shared by him that a programme was recently been organized on women empowerment where all the NGOs were gathered. A considerable section of women in the present day restricted within homes. This is due to the mind set of the society and lack of proper implementation of laws. The governor pointed out that the state had a good gender proportion but is not using the 100 percent of the women abilities. There has been a rise in the no. of child marriages in the state. 41 to 43 percent of women are married below 12 years of age. Determination of NGOs will improve the financial position of women. The functioning of SHGs is very good and some of them are exemplary by national standard. The governor assured that the state will provide a comfortable working environment for women and assurance was given to install women's desk in police stations in the near future.

The main recommendations that emerged from the meeting were as follows:

General

- An independent, empowered, and representative State Women's Commission should be constituted at the earliest possible opportunity.
- All statutory committees aimed at women's empowerment like the committee aimed at dowry prevention should meet regularly, their powers should be well defined and information about their activities and mechanisms should be widely disseminated.
- The divorce and the maintenance provisions of women belonging to the minority community should be examined and a wide process of consultation should be ensured to ascertain women's views.
- Consultative processes should be undertaken to understand and document the many customary laws affecting women in Chhattisgarh, so that adequate steps can be undertaken for codification/modification.
- NGO representation should be ensured in all state and lower level committees that are concerned with women's issues.
- The Chief Minister should reserve the daily Jandarshan programme at least once a week for women to place their problems before him directly.

Livelihoods, Labour & Employment:

- To ensure equality of wages of men and women specially in agricultural and unorganized sector
- Crèches for the children of working women and elementary education facilities at all workplaces of women at the responsibility of the employer.
- Separate toilets for women at all workplaces/offices should be ensured
- Special provision for the rehabilitation and education of girl child labourers should be put in place.
- Women's participation in management of water, forest and common property resources in land be ensured through adequate legal safeguards.
- Labour cases of women workers that are pending in court for long periods be shifted to fast track courts and speedy justice be ensured.
- Since seasonal out migration of rural worker families is a serious issue in the state, and since sexual and economic harassment of migrant women is a major problem, the government should immediately constitute an empowered regulatory body to put in place structures of redressal and relief for cases pertaining to migrant women.

- Women's SHGs should be encouraged to go into productive ventures and suitable marketing support should be given to them through Khadi and Village Industries Commission and other agencies.
- Cottage and small-scale industries should be given a boost to provide maximum employment opportunities to women.
- Adequate provisions and separate resting facilities for women at all workplaces where women are employed at night.
- Reservation for women in all public sector employment to the extent of 50%, and reservation for promotion and career advancement.

Education

- Increase and extend facilities for girls' education at all levels, especially in far-flung areas of the state.
- Family life education should be given to girls studying in 9 to 12 standard.
- Network of high schools for accessible in every Tehsil and district. Including special schools for girls
- Ensure enabling provisions for higher education for girls, including financial assistance and grants for books
- Girl's hostels should be set up at tehsil and district level with proper security and other facilities.
- Restarting of Adult Education Program and rehabilitation of girls who have dropped out from mainstream education through condensed courses/innovative schemes.
- Separate toilets should be constructed for the exclusive use of girls at all schools and institutions of higher education.
- Special facilities be created for the education including vocational education of women in jails and their minor children

Health

- Compulsory recruitment of at least one female medical officer in each primary health center. At present there is only one female doctor at the district level.
- Surveys of pregnant adolescent girls should be undertaken to identify nutrition status (BMI) and anemia. Adequate package of diet and supplementary nutrition should be conceptualized and put in place.
- Adequate facilities and treatment arrangements for women suffering from mental illness should be made. There should be a psychiatrist posted/attached to each district hospital, and a comprehensive residential care and rehabilitation facility should be put in place at every district.

- Compulsory recruitment of a female doctor in jail to attend to the female prisoners.

Legal and criminal justice

- Legal recognition to the proceedings and decisions of Family Counselling centre and Parivarik Lok Adalats
- Institutionalize a system of family counseling centers and setting up of family courts for a quick redressal of family disputes and to resolve family problems being faced by women.
- Put an absolute stop to the practice of husbands of elected PRI representatives negotiating with govt. officials on behalf of their spouses. Penalize officials found doing so,
- Strict penalties be enforced on those found guilty of crime of sexual violence and harassment, especially with minor girls.
- A law be enacted to make it mandatory for all decisions of PRI/Gram Sabhas to be valid only if it has been passed by a 33% women's vote in the relevant constituency.
- Machinery should be put in place to ensure full and proper implementation of the provisions of the Prevention of PNSDT laws and female feticide.
- Setting up of special women courts presided by a women Judge to ensure quick and easy disbursement on justice.
- The present situation in which the minimum penalty and easily available nature of offences of drinking and gambling should be proactively changed so that the penalties act as deterrents to those indulging in such abuse. Much of family violence on women is traceable to these vices.
- Financial compensation to women victims sexual violence, currently available to SC, ST women only, should be generalized.
- Since many women currently in jails exist totally without family support, the government should constitute a cell to extend legal, counseling and other forms of support to such women.
- Since many women undertrials are unable to attend hearings in their cases due to absence of women constables to escort them to court, recruitment and placement of relevant personnel be put into place forthwith.

Social problems

- Unfair practice of branding vulnerable women as "Tonhi" followed by extreme torture, exploitation and social ostracism. Deal with this issue by increasing awareness, enforcing strict penalties to those found guilty of perpetrating this form of violence, and campaigning actively against superstitions and irrational belief. Police should be specially sensitized and trained to deal with this issue.
- Concentration of liquor shops around the industries, which results in men spending their wages on liquor. Such outlets should not be located near industrial areas or residential areas.

- Illegal sale of liquor in villages should be controlled.
- Adequate safeguards should be institutionalized to protect women against exploitation and harassment at their work place.
- To set up complain boxes at prominent public places for women to register their complains against sexual harassment or violence.
- Committee on harassment and exploitation of women should be formed with increased representation of rural women.
- Adequate representation of women should be ensured in traditional caste panchayats as these bodies often legislate on family matters regarding women and at present are totally patriarchal.
- Adequate steps should be under taken to address the issue of child marriages in the state. A campaign strategy for awareness and action should be formalized in this regard.

Social Security

- Funds distributed to the deserted and the widowed women by the Panchayats should be monitored by the State Government.
- Special Police Thanas should be set up at every district and ordinary Thanas should be strengthened with "Mahila Darogas" or Women Constables. One of the functions of the such Darogas should be the facilitation of FIR registration of cases against women
- Easy and uncomplicated laws for Divorce for women to follow in genuine cases.
- Retrieval of alimony becomes particularly difficult in case of laborers or businessmen. In such cases, the Police should retrieve the money from the Husband and deposit the amount with the Court.
- If the Mother is in a position to be the caretaker of the child, in case of a divorce, the custody of the child should be given to the mother till the child attains adulthood.
- Old – age homes for destitute women at the tehsil level set up by the State Government, although, if required, the private management can run them.
- Transparent and simplified system for identification of recipients of old age and social security pensions as well as disbursement of pensions by the government.
- The report of sexual exploitation of women should be kept confidential and a special team of five members, consisting of an advocate, a doctor, a lawyer, a journalist and a social worker should investigate the same.
- At present there are only three Nari – Niketan in the State. There should be at least one Nari–Niketan and one girl's juvenile home in every district and the management on the institution

should be in the hands on the representative panel, including government and non – governmental persons.

- Institutional and community based rehabilitation for physically challenged women.
- Lack of information on various rules and schemes reduces the efficacy of functioning of voluntary organizations. Such information should be circulated through charts and other ways to increase awareness amongst women at the village level.
- Separate window set up for women to ensure ease of transaction.
- Ensure appropriate identification and procedures of families below poverty line taking into account cultural practices or behavior.

Media

- The problem of commercial representation of women's bodies and indecent exposure of women's bodies has become an increasingly serious issue. To tackle this, it was suggested that a panel be set up at State level to monitor the media in this respect and that on the recommendation of this committee, govt. advertisements to said media be stopped.

Publicity and Awareness Raising.

- Extensive Camps in villages for spreading awareness about rational health practices, dowry, AIDS and other legal/essential issues. Both government as well as non-government organizations should organize such camps.
- Use of appropriate media channels to raise awareness of women's rights in remote areas.
- State government should publish a small booklet only stating women's laws and circulate it through the supervisory staff example the Aanganwadi Workers.

Rural development

- Elected women representatives should be given on duty training about their rights and duties through workshops and other ways.

Urban Development

- In urban areas, special cells should be constituted to take up cases of violence against women and to look into complaints of trafficking

RESPONSES TO ISSUES RAISED BY THE NATIONAL COMMISSION FOR WOMEN

A meeting was held between Dr. Purnima Advani, Chairperson, NCW, Ms. Anasuiya Uike, Member, NCW, other members of the team and state Govt. officials of Chhatisgarh in 9th July 2004. The list of participants is appended at the end of the report.

The opening speech was delivered by Honorable Chairperson of National Commission of Women, Dr. Purnima Advani. Dr. Advani, Addressed the meeting by stating the objectives of the visits and the role of N.C.W.

Dr. Indira Mishra, Additional Chief Secretary, highlighted the fact that the sex ratio in the region is the second best in India, being next to only Kerala. However, a declining trend has been observed in the ratio of female since the year 1901. In the year 1901, the male female ratio was 1000: 1050 while now it is 1000:950. She shared that the present Chhattisgarh State Government is only three and half years old. Chhattisgarh as a state has 32% tribal population and 14% SC and backward castes population making a total of 46% of marginalized and weaker section in the total population of the State. 80% of the total population is in rural areas.

At present there are many positions in the government that are yet to be filled after the formation of a separate state of Chhattisgarh. However many new projects and "Yojnas" have been implemented. Chattisgarh is the only State to have a separate fund for the women (Chhattisgarh Mahila Kosh) began with a seed capital of 55 lakhs. Today the fund has grown upto 1 crore and women SHGs are the main beneficiaries of its schemes (soft loans).

Dr. Mishra pointed out the fact that the society in this State is egalitarian in nature where women are very hard working, strong and bold by nature. There has been good progress in many of the women oriented schemes.

Crime Rate

It was shared that there has been a considerable reduction in the crime rate ever since the formation of the State of Chhattisgarh. Incidences of domestic violence for example has gone down. The Chief Secretary felt that there was now a greater respect for women in the society and the state on the whole had become a safer for the women to live.

Police Force

At present, the total force of women in the whole police force is only 3%, i.e. in a police force of 14,000 only 400 are women. There is 30% reservation for women at the sub-inspector level and 10% reservation at the constable level. These posts would be filled up and the gender imbalance in the force rectified over time. The need to have 3-digit help lines connecting directly to DGs office in the areas with comparatively higher crime rate was emphasized which was agreed to by the authorities. A wide publicity of the same was also ensured.

At this point the need for sensitizing the police personnel towards the situation of the women complainant was emphasized by the Chairperson, NCW. There are in all three Mahila Thanas in the State, namely, in Raipur, Bilaspur and Durg. There has been an increase in the awareness regarding the laws of dowry prohibition which, the Chief Secretary felt, was being used by women in torturing their in-laws. This led to a discussion on the need for the law, the struggle by women's organizations to achieve it, possible misuse, and ways of preventing this.

Mahila Thanas

The role of Mahila Thanas was reviewed, and some problems associated with it were discussed. It was considered that apart from creating separate Mahila Thanas, a separate desk for women in regular Thanas would be of greater use along with the sensitization of the officers there. As far as possible these Thanas were to be staffed by female officers only. The State Government agreed to consider the same. The Dalal Pratha for registration of FIRs was also discussed and it was agreed by the State authorities that environment would be created where under the unhindered registration of FIRs would be ensured.

Child Marriage

The State has started various campaigns against child marriages since early last year which included training and sensitization of District Collectors. FIRs have been lodged against those parents who attempted child marriage for their children. Due to these steps there has been a considerable reduction in the incidences of child marriages in the state this year.

The pressing need for giving instructions to the District level officers and grass root level workers by the Women and Child Welfare Department and Home Department was shared.

Liquor

It was shared in the meeting that now the process on police investigation in the cases of violence and violation by drinking and gambling has become much faster in terms of charge sheet and arrests ; there has reportedly been a 30% increase in speed. There is a law that whenever 60% of women in a particular residential area demand for the closing of a liquor outlet, it has to close. This law was not being implemented fully and needed proper operationalization.

Dowry Prohibition

The need to raise awareness in terms of the names, roles and responsibilities of Dowry Prevention Officers (DPO's) officers amongst the common people specially women was shared. The women should know who are the officers and how they should be approached in case of the violation. The officers too must know clearly their role expectations.

Tohni Pratha

The Tohni Pratha was also discussed. The Chairperson, NCW, informed the State authorities that the Govt. of Jharkhand has already enacted an Act in the regard which may be studied and followed. The State Govt. agreed for the same.

Education

The state was also committed to facilitating girls' education. Bicycles would be given to the girls to go to schools in the catchments of middle schools in far flung areas. 6,000 schools are going to be equipped with full infrastructural facility. Employment of 22,000 Samvida Shikshaks (contract teachers) will be done out of which 30 percent reservation will be there for women. Through Sarva Shiksha Abhiyan, appointment and training of teachers will be done along with construction of block level buildings.

Jails

The Chairperson, NCW, pointed out the concern of NGOs that there were no female medical officers and female constables for women in jails. It was pointed out by the Health Department that there is no demand from the jail authorities for women medical officers. Chairperson, NCW, emphasized that female medical officers should be provided in Jails where women victims have been lodged. It further emphasized that in order to reduce the number of women under-trial in jails, increased number of Lok Adalats within the jail premises should be conducted. The State Govt. agreed for the same. It was further pointed out that, at present video conferencing facility to link all the 12-13 courts to the central court was being installed in order to handle cases through video conferencing.

Forensic Science Laboratory

The need to have a forensic science laboratory was shared. The State Government informed that sanction for this has already been given and it will be setup in the next 6 months.

Family Courts

At present there is only one Family Court in Raipur presided by male judge. 12 such Family Courts are being planned to be set up for which process has been initiated. The need to have trained counselors in Family Courts was emphasized.

Alimony

The reason for delay and difficulty in the disbursement for funds of alimony to the women was stated to be the result of complicated procedures and difficulty of recovery of the funds from husbands.

Registration of Marriages

The importance of registration of marriages was emphasized in order to reduce the incidence of polygamy in the State. The need to have a detailed Study of Customary Laws affecting women amongst the various tribes of Chhattisgarh (such as Choori Pratha) was emphasized and detailed recommendations would follow the completion of the study and the analysis of this report. The State Government agreed to conduct such a study.

Health

The lack of man-power was said to be a handicap in the process of functioning of the Health Department. The structure that was inherited after formation of the new State was very short of the expectations and therefore the Department is much behind its own targets.

Although Chhattisgarh can be described as a backward State in comparison at a national level, however, its rank is good amongst the BIMARU States of the northern India.

The crude birth rate has come down to 25 per 1000 from 27 per 1000 between the period of 2000 and 2004. The crude death rate has also come down to 8.3 in 2002 as compared to 9.6 in 2000. infant mortality rate had reduced to 7.3 per 1000 live births from 78 per 1000 live births. There is 58% immunization in the State. 60% of ante – natal check ups, 45% of safe deliveries and 12% of institutional deliveries.

There were 3818 Public Health Centres (PHCs) in the State at the time of its formation as an independent State. In the past one year, 874 new PHCs have been planned to be set up. At present there are 114 community health centres and 13 Zilla level hospitals for 16 Districts. This was an improvement on the 7 district hospitals that the State inherited in 2000. The target is one hospital for every district in the near future.

Since the infrastructural and human resource needs of the health department would take a long time and very large inputs to fulfill, the State had tried an innovative alternative route to meeting the needs of the people. This includes the training and placement of. Community health workers who should be necessarily a woman, belonging to the same local community. She would be engaged as "Mitani" or a friend to the community. 40,000 such community level health workers have already been identified and trained to impart health practices at the households level.

Similarly, crash courses and on-the-job training for health personnel was being organized to meet the immediate needs.

Plans are being made to install 24 hour delivery facility in the PHCs. Emergency facilities are being planned to be provided in the PHCs. Since there are only 57 anesthetists in all in Chhattisgarh, a special condensed four month training is given to train the MBBS doctors to enable them to work as anesthetists. Similar four month training is also given to MBBS doctors to train them to function as obstetricians and to handle complicated delivery cases.

However, there were certain alarm signals that needed to be taken into account. One was the extremely low gender ration of the population category of 0-6 age group. The reason for decline of female population in the 0-6 years age group of girls to 973 per thousand was stated to be more of socio-cultural than health as the ratio is lowest in Raipur where the medical facilities are best in comparison to Bastar where the ratio is high but the medical facilities are one of the worst in the state.

Regarding the practice of PNMT it was shared that although all the diagnostic clinics are registered, still such cases take place. There fore to prevent this complainant should come forward. And civil society needed to take greater interest in campaigning and exposure of incidents that do occur.

Social Justice and Empowerment Old Age Pension

It was informed that the amount for old age pension is Rs. 150/- per month. The Widow pension is given to the widows between 18 to 50 years of age. More than 1 lakh widowed and divorcee women are benefiting from the scheme at present. There are destitute homes in 13 districts which are given grant in aid by the State Government. The funds are given at the district level and utilized by the Collector. Around 400 people including old women are benefiting from the scheme. The need to give a human touch and care in terms of care, and non material services was shared.

Mental Institutions

There are 7 institutions for mentally challenged children. There should be a separate institution for mentally challenged children and mentally retarded women. It was advised by NCW that girls should be kept separate from males.

Hostels

There are 559 Hostels caring for 76,000 girls. There is a female Superintendent in the majority for the Hostels. Instructions were given to ensure that every Hostel should have a female Superintendent. Such Hostels should necessarily have telephone facilities.

Nari Niketans

At present there are only 3 Nari Niketans. Instructions were given to provide adequate security arrangements and to organize a help-line that the inmates could access.

Rural Development

For the assessment for BPL the rules and guidelines as prescribed by the Government of India are followed and the Gram Sabha does the selections. Although there is 33 percent of reservation for women in Gram Panchayats, most of the time only men are reported to be attending the meetings.

The issue of husbands of PRI representatives attending programmes instead of their wives was discussed and the government was advised to instruct its officials not to entertain such surrogate representation for any purpose. The Government agreed for the same.

Urban Development

There are at present 639 counselors and 36 women mayors in the state. 5 percent of urban development fund was assured to be utilized only for women development programmes.

Agriculture

Primary importance was given to the selection of women and their need based training in various skills. For example 15 days training is given to them of canning Growing of mushrooms. Increasing stress is now being given to highlighting the role of women SHGs. SHGs are formed through which women can get access to loan easily.

Forests

In the JFM there is an insistence on the membership of one women from every family to ensures proper representation. These JFMs were given a fund of 17 crores to use them as per the need. Women were linked with the banks and taught about the credit systems so that they could access loans for productive purposes. 80 percent of the nurseries are run by women. There was a proposal for reservation of women for the post of forest guard.

Sexual Harassment of Work Place

The State Government was instructed by the NCW to set up an effective redressal system to check sexual exploitation at work place according to the Vishakha Guidelines. There should also be adequate funds allocated only for awareness creation in the budget.

Commission for Women

The Chairperson, NCW emphasized that in order to speed up the work relating to women emancipation in the state, the State Commission for Women should be formed at the earliest which the State Government agreed to.

Assurances

- i. The following assurances were given by the State Government –
- ii. To set up Mahila Desk in every Police Station.
- iii. To abolish the Dalal Pratha for ensuring unhindered registration of FIRs.
- iv. To provide the facility of Counsellors in Police Station.
- v. To rectify the gender imbalance and fill up the posts at constable/sub-inspector level as per reservation schedule.
- vi. To instruct the District level officers and grass root level workers for stoppage of child marriage.
- vii. To operationalize the law for stoppage of liquor outlets whenever 50% of women in a residential area demand.

- viii. To create awareness in terms of names, roles and responsibilities of Dowry Prohibition Officer amongst women.
- ix. To study and follow the Act related to Tohini Pratha enacted by the Jharkhand Govt.
- x. To expedite employment of Samvida Shiksaks and training of teachers.
- xi. To provide women Medical Officers in Jails housing women victims.
- xii. To increase the number of Lod Adalats in Jails.
- xiii. To set up Forensic Science Laboratory in the State.
- xiv. To set up family Courts in almost all the Districts.
- xv. To study the customary laws affecting tribal women in order to reduce the incidence of polygamy in the State.
- xvi. To set up one hospital in every district.
- xvii. To keep girls separate from males in mentally retarded institutions.
- xviii. To ensure female superintendents in girls hostels and their access to telephone facilities.
- xix. To instruct PRI authorities not to allow husbands to attend meetings in place of their wives.
- xx. To set up an effective redressal system to check sexual harassment at work place as per Vishakha Judgement.
- xxi. To expedite setting up of the State Commission for Women.

List of Participants

Sr.No.	Participant	Department
1.	R.B. Bagai Additional Chief Secretary	Department of Home Department
2.	Dr. Indira Mishra, Addl. Chief Secretary	Department of Women & Child Development
3.	Dr. H.L. Prajapati, Secretary	Department of Higher Education
4.	P.C. Mishra, Special Secretary	Department of Rural Development
5.	Alok Shukla, Secretary	Department of Health and Family Welfare
6.	B.K. Sinha, Special Secretary	Department of Town Administration and Development
7.	K.C. Sujoria, Chief Probation Officer	Jail Headquarters
8.	K.P. Soli	Director, Social Welfare Department
9.	B.R. Nikunj, Additional Legal Secretary	Department of Law and Legal Work

Sr.No.	Participant	Department
10.	R.K. Vij, DIG CID	Police Department
11.	Ramprakash, Secretary	Department of Forest
12.	N.S. Mandavi, Dy. Secretary	Department of Home Ministry
13.	Shailesh Pathak	Department of Commerce and Industry
14.	P.C. Pandey	Department of ST/SC Welfare
15.	Satyajit Thakur	Commissioner Higher Education
16.	C.L. Jain, Dy. Secretary	Department of Agriculture
17.	Sunil Kujur, Secretary	Department of Women and Child Development
18.	A.B. Dubey, Director	Department of Education (School Education)
19.	P.D. Verma, DIG	Jail Headquarters

CHHATTISGARH STATE POLICY FOR WOMEN EMPOWERMENT

1. Strategic Intent and Approach

Women in Chhattisgarh are visible in every walk of life, be it in agriculture, collection and processing of the State's rich forest wealth or in construction/wage work in urban areas. Contrary to the situation in many parts of the country, Chhattisgarh enjoys a comparatively favourable position in terms of women's population reflected in the sex ratio i.e. 990 per 1000 males. However, the sustenance of this women's proportion is a challenge.

The State recognises the need for increased participation of women for achieving rapid social, economic and cultural development of the state, which is one of the stated agenda of Vision 2010. The effective integration and participation of women in the process of development would be guided by political will and commitment. In order to achieve this the State would have to address a number of issues including gender based occupational stereotyping, male selective in-migration in the context of industrialisation, female illiteracy, impeding cultural practices and attitudes, dominance of women in marginal employment, lack of access to basic facilities, discrimination against the girl child etc.

The Constitution of India not only grants equality to women but also empowers the State to adopt measures and frame policies of positive discrimination in favour of women. Therefore, this policy aims to create an environment, which enables women to effectively contribute in the process of economic and social transformation and not be merely a passive beneficiary. Accordingly, the objectives of this policy are to :

- Facilitate a conducive environment to enable women to realise their full potential and promote self reliance.
 - Achieve equality in access to economic resources including forests, common property, land and other means of production.
 - Ensure participation of women in social, political and economic life of the state.
 - Encourage NGOs and Women Groups to effectively participate in the developmental process.
- To meet these objectives, the State has identified specific initiatives, which include.
- Creating a responsive statutory and institutional mechanism.

- Integrating Gender perspective in Economic Development.
- Creating an enabling environment for Social Development of women .

The State will set up Committee for policy review and implementation to be headed by Minister-in-charge with representatives from the Department of Women and Child Development, State Women Commission, NGOs, community based organisations, other Government departments, etc. This committee would work in coordination with various departments to draw up detailed action plan for every sector in line with the initiatives outlined in this policy.

2. Implementation Outline - Creating a Responsive Legal & Institutional Mechanism

In order to create a non-discriminatory as well as gender sensitive legal environment and strengthen the institutional mechanism to elevate the status of women, the State would take the following measures:

2.1 Legal Measures

- Adopt, enact, review and revise wherever necessary laws to eliminate all forms of discrimination against women.
- Extend land rights to women and encourage co-ownership of property by women to other productive assets like house, shop, factory, etc.
- Effective enforcement of all relevant legal provisions including Equal Remuneration Act, Minimum Wages Act, Child Marriage Restraint Act, etc.
- Enforcement of Dowry Prevention Act and effective legal action against domestic violence and harassment of women at place of work.
- Public advocacy and swift legal redressal shall be ensured in cases where women are deprived of rights that are already secured under law.
- Create mass consciousness and provide legal awareness about women's rights.
- Implement laws regarding prenatal sex selection, practices of female infanticide, child marriage, etc., to eliminate all forms of discrimination against the girl child.
- Consider providing concessions in court fees for poor and landless women litigants.
- Deployment of women police personnel in rural police stations to the extent possible.

2.2 Institutional Capacity Building

- Earmark at least 10% of social sector spending for supporting women's income generating activities.
- Encourage access to low cost credit to women groups through Financial Institutions. Special mechanism/cell/Kosh could be set up under the Department of Women and Child Development

to facilitate access to such credit. The State would also make special efforts to enhance the outreach of credit to women especially those below the poverty line.

- Encourage participation of women at all levels especially in government local bodies, advisory boards, trusts, etc. The government would consider reserving one third of the membership in such bodies for women. Women would also be involved in review of various policies of the state and their implementation.
- Set up a resource centre for women within the existing administrative structure for collection, collation and dissemination of information, conducting surveys, as well as evaluation and tracking progress of women empowerment through measurable goals in line with Vision 2010.
- Encourage formation of Mahila Mandals and facilitate their registration at minimum possible fees. The Self Help Groups would be encouraged to act as effective forums to promote women interests especially at grassroot levels.
- Undertake gender sensitization of police force.
- Set-up and strengthen existing systems of Women Cells in Police Stations, Family Courts, Legal Aid Centres, Counselling Centres, etc.
- Ensure independent and effective working of the State Commission for Women.
- The State would ensure participation of women in schemes and programmes of every department in co-ordination of the Department of Women and Child Development with other departments viz. Health, Education, Industry, Forest, etc.
- Provision of at least one women member in the interview Boards.

3. Implementation Outline - Integrating Gender Perspective in Economic Development

In view of the important role of women in the labour force and their contribution to the economic development of the State, the State will make concentrated efforts to ensure incorporation of the women's development dimension in to the various sectors. Accordingly, the State would take the following measures :-

3.1 Agriculture & Allied Sectors

- Encouragement and recognition of women as farmers. Research and technical innovations will be encouraged to reorient the administrative machinery of agriculture to cater to the needs of women.
- Encourage women farmers to practice mixed farming including cereals, pulses, oil seeds, roots, tubers, etc., and their preservation to enhance the role of women in food security. The State would also encourage women in villages to take up organic farming.

- Promote the development of dairy, sericulture, fisheries, horticulture and floriculture under the management of active women's groups. To enable the women to work effectively in these areas, training programmes for women and women's groups will be organised in the processing, value addition and marketing aspects of these activities.
- Encourage the use of common lands in rural areas by women groups to cater to the fuel and fodder needs of the villages.
- Encourage women to pursue higher studies in agriculture and agricultural management.
- Facilitate special training programmes for women in modern and developed farming techniques.

3.2 Water & Sanitation

- Provision of potable water to all villages would be the immediate priority of the state in line with the Vision 2010 thereby reducing the burden on women in terms of carrying heavy headloads of water.
- Facilitate the access to safe drinking water resources by facilitating access to hand-pumps, etc., within accessible reach of households especially in rural areas and urban slums. Women groups will be encouraged to take up the management and maintenance of hand pumps.
- Generate awareness among women groups in rural areas regarding the problems of waste disposal especially in rural areas. The State will make provision for waste disposal separately for bio-degradable and non bio-degradable wastes in co-ordination with civic authorities for their timely disposal. The State would encourage women groups to come forward to claim responsibility for management of sanitation units. The State shall also make efforts to encourage sanitation programmes in rural and urban areas.
- In view of the existence and multiple uses of ponds in the village of Chhattisgarh, the State shall make efforts to provide separate ghats for women and proper facilities for changing of clothes.
- Encourage training in coordination with reputed NGOs and other organisations on watershed and water conservation activities .

3.3 Industry

- Provide training to women to promote skills for income generating activities like handloom weaving, traditional Chhattisgarh arts, handicrafts, terracotta, sale of compost, collection of waste, use of sewing machines as well as focus on information Technology, Biotechnology. etc.
- Encourage development of cottage and handicraft industries where an increased role is envisaged for women.
- Encourage part time jobs with flexible timings for increased women participation. The state will encourage corporates, government bodies to draw up women friendly personnel policies and

provision of social security benefits, support services for women i.e. creches at work places, security, welfare programmes, transportation, etc.

- Facilitate rural women's access to capital, technology know-how and other productive resources for increased work opportunities.
- Provide additional incentives equivalent to 10% of the capital investment or Rs. 0.2 million (Rs. 2 Lakhs) per annum, whichever is less, for a period of 5 years to medium and large scale industries where women constitute more than 30% of the workforce in line with the industrial policy of the state.
- Encourage development of managerial and entrepreneurial skills to encourage self employment.
- To promote women's participation in the use of solar energy, biogas, smokeless chulahs, etc. which help in conservation of environment.
- Take suitable measures to enable women work till late or in night shift in organisations accompanied by support services such as security, transportation, etc.
- Provide necessary mechanisms for marketing of goods produced by women.
- Technical assistance for enhancing the skills of women engaged in traditional work and availability of raw material at reasonable prices.
- Promote participation of women and women group's in extraction of mineral resources.
- Encourage setting up of "Mahila Sahakari Nagrik Banks" in the state.

3.4 Forest

With 44% area of the State under forest, the tribal women in the forest areas constitute a large population of the women in the State. To address their issues the state would :

- Facilitate the formation of women groups and their training for collection, value added processing, preservation, storage and trade of non timber forest produce, which is poised to be a major source of revenue for the State.
- Encourage women for plantation, management and marketing of commercial forest species specially medicinal plants.
- Encourage formation of Mahila Mandals/Self Help Groups with a focus on Joint Forest Management activities.
- Give special emphasis to development of women of the primitive tribes of the state.
- Ensure access to safe drinking water and foodstock, health services on a priority basis for tribal women. The Public Distribution System (PDS) will be strengthened and increased participation of women in the PDS vigilance mechanism will be ensured.

4. Implementation Outline - Creating an Enabling Environment

For Social Development

The State recognises that attempts at bringing about changes in the status of women through legislation or economic development is not sustainable without a simultaneous movement to change the underlying social values, trends and attitudes. In view of this interlinkage adequate emphasis would be given to provide the much needed impetus to the social development of women. Accordingly, the State would take the following measures :-

4.1 Health Care and Nutrition

- Ensure women have access to affordable and proper health care, information and related services.
- Increased investment in women's education and health which have direct impact in reducing fertility and mortality rates and increased social returns.
- Ensure implementation of laws regarding registration of marriages, births and deaths to effectively meet the problems of early marriage and infant and maternal mortality.
- Provide health training (Particularly in reproductive and child health) to women. The State would undertake special efforts to meet the nutrient needs especially amongst pregnant and lactating women through education and encouraging participation of women in the planning and delivery of the system.
- Expand and intensify access to safe, effective and affordable methods of Family Planning especially in the rural and tribal area.
- Increase women's knowledge related to her power to exercise choice with respect to conception or abortion of child.
- Encourage local women organisations/Self Help Groups to participate in primary health care activities including traditional medicine and measures to promote self care and increased community care.
- Undertake gender sensitive initiatives that address issues related to sexually transmitted diseases (like AIDS etc.).
- Promote establishing separate hospitals/cells for mentally handicapped women.
- Initiate necessary action to establish separate women hospital in the state.
- Promotion of mid-wife training programmes to encourage institutional deliveries.

4.2 Education

- Promote societal awareness to gender issues and women's rights as part of course curriculum.
- Formulate special measures to increase enrolment and retention rate of girls.

- Reduce fees/promote free education for girls belonging to SC,ST, backward communities specially below the poverty line.
- Encourage women/girls to get trained in self defence.
- Organise vocational and job oriented counselling and training exclusively for women to enable them to opt for courses relevant to their talents and interests.
- Make efforts to promote functional literacy with special emphasis on viable economic skills, etc.
- To promote skill development training programmes for women with the help of polytechnics and technical institutes in the private sector.
- Facilitate provisions of assistance/loan through various agencies for professional courses to needy women.
- Special Action Plan to provide education and health care for adolescent girls. Provision for spread of the network of Ashrams and hostels for girls as per requirement.
- Necessary efforts will be made to encourage women in Sports.
- Incorporate moral education (value based) in the course curriculum of the educational institutions.
- Inclusion of course curriculum related with legendary women of Chhattisgarh and related cultural and historical aspects.
- Encourage girls for technical and scientific education.

4.3 Housing & Shelter

- Encourage inclusion of women's perspectives in planning of housing and provision of shelter in rural and urban areas so as to ensure that the benefits of housing, essential services and community facilities are directed to women in general.
- Preferential allotment of plots and houses to women by public agencies.
- Set up homes and rehabilitation centres and orphanages with provision for medical, psychological and economic rehabilitation for women victims of marital violence, societal callousness, etc. The government will encourage NGOs across the State in setting up and running these centres and provide other financial and infrastructural support.
- Suitable measures for setting up of "Kishori Balika Griha" in Chhattisgarh.
- Encourage setting up of safe accommodation for working and single women.

4.4 Social Welfare & Cultural Aspects

- Discourage the role of media and advertising, which affect consumer ideology adversely and contribute to the growth of culture of violence against women. The media would be encouraged

to develop codes of conduct, guidelines to combat negative images of women, portray successful women as role models and act as a catalyst to promote the human dignity of women. The State would encourage enrolment of women in journalism and mass communication.

- Examine the customary practices and belief systems and take steps to mitigate the negative and unacceptable elements that degrade women through education, penal action, etc. Efforts would be made to make the customary laws more rational and logical through education.
- Evolve special programmes for women victims of systematic cultural and social violence such as for women persecuted as "Tonhis"
- Discourage domestic violence through media and awareness campaigns and make it a legally culpable offence.
- Effective implementation of "Nashabandi Karyakram" to discourage alcoholism among males, which bears a large share of responsibility for the domestic violence perpetrated on women. Rights for closure of the sale outlet would vest with the Gram Sabha as per the State Excise Policy.
- Strict enforcement of rules to deal with trafficking in women.
- Formulate special protective measures including social security for vulnerable sections of women including widows, handicapped women, women in distress and particularly below the poverty line, etc. This will include effective implementation of schemes like Indira Sahara Yojana.
- Introduce measures to encourage widow remarriage.
- Undertake if necessary with help of NGOs interstate tie-ups to ensure legal and social security for migrant women. Steps would be taken to increase employment and effective potential of labour absorption in rural areas as well.
- Jathas to debunk the superstitions associated with instances of systematic violence shall be linked up to People's Science networks and educational programmes.
- Special measures for the rehabilitation of women in prisons and their dependent children.

CHHATTISGARH LOK SWATANTRYA SANGATHAN (PUCL)

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Investigation Report of Hunger Deaths of Dantewada and Bastar Districts

After reading the newspaper reports of the deaths due to various illnesses, accusing in village Burgum, block Kuakonda and in Hirpal, block Geedam among malnourished people from scheduled tribe communities, a three member investigative team of the Chhattisgarh PUCL went to Dantewada. The members of the team were Sharmila Sarkar, Makhan Arle and Shankar. In Dantewada, Linguram and Sukhdev of the Vanwasi Chetna Ashram in Dantewada joined the team, and on 16, 17 & 18 March, visited Burgum (block Kuakonda) Hirpal (block Gidam) both in district Dantewada, as well as Burgum-Mutanpal (block Killepal) in district Bastar.

Main Findings

Our main findings are:

1. In the villages we visited there is no effective system of food security. There is no effective infrastructure for agricultural production, and neither is there any other source of employment. So people lack the means to obtain the minimum foodstuffs necessary for health. Consequently, a large proportion of the population are the victims of severe malnutrition.
2. Fifty seven years after independence and among the loud praises of the feel good factor, the people of Bastar do not have access to safe and potable drinking water. Even the water from hand-pumps is contaminated, and foul. Village people are forced to obtain water from small holes dug in river beds. Much illness is due to lack of access to safe water.
3. Doctor and paramedical workers are deployed in the villages only on paper. They do not go to the people. Their behavior is very un-sympathetic, and often insulting. Their only concern is with their salaries. Some sources suggested that in the areas under Naxlite influence, health personnel are reluctant to go because if they stay in these areas, they are suspected by the police of having sympathies for the Naxalits and consequently harassed.

Our Demands and Future Plans :

1. All the people having in the villages of the three districts of Bastar division – Kanker, Bastar and Dantewara – should be supplied rice at Rs 3/- per kilogram as under the Antyodaya Anna Yojana.

All families without discrimination should be issued tokens or coupons – in addition to their ration cards and should be enabled to access rice and other grains on this basis.

2. The right to adequate food of all families and all individuals should be ensured, and village communities should be requested to monitor that no one goes hungry – all year round.
3. Anganwadi feeding & school middle feeding programmes should be strictly enforced.
4. Training and deployment of health personnel of local origin should be encouraged as far as possible.
5. Measures to ensure access to safe & potable water for the entire rural population should be ensured to the maximum possible extent.
6. Effective village level monitoring of all service programme such as health care, food security & supply. Anganwadi feeding & midday meal should be ensured. The Mitani programme should be the basis for such a system.
7. PUCL Chhattisgarh, together with the Chhattisgarh Jan Swasthya Abhiyan will carry out comprehensive nutrition surveys in all villages studied in this report.
8. At the national level, a PUCL Writ Petition in the Supreme Court on the rights to food is currently pending. And interim orders addressed to all states of the Indian Union including Chhattisgarh, have been issued from time to time to ensure the right to food of the people of India. In Chhattisgarh, we have noted the government is clearly in contempt of these interim orders of the Supreme Court. The Chhattisgarh PUCL, together with the right to food campaign will work to ensure the food security of the people. At the same time, we will appeal to the Commission appointed by the Supreme Court, in this case, to come to Bastar & evaluate the situation for themselves.

Village level Statistics:

Villages visited and details of deaths during the last one month in these villages

Village – Burgum

Block – Kuakonda, District Dantewada, distance from block headquarter 70 k.m.

Date of visit – 16 March, 2004

Gram Panchayat	:	Burgum + Pujaripara
Population	:	1125
Total Family	:	350
Sarpanch	:	Shri Laxman
Secretary	:	Shri Nandkumar
Location of village (Para)	:	Nandapara, Chirapara, Bujhapara, Raminpara, Permapara, Kwachipara, Dorapara, Gayatapara, Dubkapara

List of Dead people

Sr.No.	Name	Father	Other Information
1.	Bhima (7 years)	Dewa (40-45 years)	Father is in Jail, two elder sisters and one brother among 15-16 years.
2.	Bidde (1.5 Year)		
3.	Podiya (35 years)		
4.	Sunil		
5.	Vinay Kumar		
6.	Devmati		
7.	Lassi		
8.	Dewa		
9.	Kosa		
10.	Esamti		
11.	Buddhu	Boriram	
12.	Anda (55 years)	Pandu	

Village – Hirpal

Block Geedam, District Dantewada

Total Population	:	578
Total Family	:	100
Dependent village	:	Balengpal
Secretary	:	Pilsay
Sarpanch	:	Laxman (lives in Barsur)
Location of village (Para)	:	School para, Balaingpara, Sarpanch para
Anganwadi	:	1
Primary School	:	1
Agriculture	:	Un-irrigated (entire village)

Deaths – 1 to 5 March, 2004

Sr.No.	Name	Sex	Father/Husband	Location (Para)
1.	Sukki (60 years)	F	Hidma	School Para
2.	Pidde Bai (20 years)	F	Laxman	Sarpanch Para
3.	Sunita (9 Months)	F	Sukman	Schoolpara
4.	Bachchi (12 days)	F	Badka	Sarpanch Para
5.	Mangli (60 years)	F		Balengpal

Village – Burgum and Mutanpal

Block Killepal (Bastanar), District Bastar

Date of visit – 18 March, 2004

Dependent village : Burgum
 Population : 970, (Women 440)
 Total Family : 144
 Location of Village : Patelpara, Gunrupara, Kawdipadar, Sakudapara

List of Deaths-

Sr.No.	Name	Sex	Husband/Father	Other Information
1.	Diwar (2 years)	F	Sannu (35 years)	Village- Kawdipadar
2.	Pintu (2 years)	M	Maso (26 years)	Ill with Rash for two weeks died on 9 March
3.	Mangay (40 years)	F	Podla (42 years)	Ill with Fever and Stomach ache for 4 days
4.	Raju (40 years)	M	Aitu	Ill with Rash died on 14 March
5.	Machi (2 years)	F		Ill with Rash died at end of January.
6.	Gonchand (1 year)	M	Chirango (30 years)	Ill with Vomiting died on 20 January
7.	Dhaniram (7 years)	M	Suklo	Ill with Fever and died January end
8.	Dole (60 years)	M	Uncle of Suklo	Died at January end
9.	Ayati (35 years)	F	Manglu	Ill with Vomiting and loose stools for two days before death

Deaths – Mutanpal Village

Sr.No.	Name	Sex	Husband/Father	Other Information
1.	Sappe (50 Years)	F	Buddhu	Death from fever
2.	Jagri (45 years)	F		Death from fever
3.	Laxmi (60 years)	F	Ayatu	
4.	Payke (70 Years)	F	Bose	Ill with pain of stomach and chest, death from blood vomiting

BMI Survey

The Body Mass Index (BMI) is measured as weight in kgs upon height in metres squared, and in adults over 16 years of age is considered a robust and reliable indicator of nutrition Status. According to the World Health Organization (WHO), a BMI of less than 18.5 is indicative of severe malnutrition.

Data was collected on BMI levels in two villages reporting hunger deaths in Dantewara District of Chhattisgarh. Whereas the Hunger Deaths had occurred in January-February, 2004, the surveys were conducted in July-August, 2004. The survey yielded the following information:

Men	Village	BMI <18.5	BMI >18.5
	Burgum	58	77
Hirpal	43	42	
Total	101	119	
Grand Total	220		
Percentage BMI<18.5	45%		
Women	Village	BMI <18.5	BMI >18.5
	Burgum	101	123
Hirpal	54	45	
Total	155	168	
Grand Total	323		
Percentage BMI<18.5	47 %		

BMI in the Total Population over 16 years

	BMI <18.5	BMI >18.5	Total
	256	287	543
Percentage BMI<18.5	47.14%	52.85%	

WOMEN WORKERS IN THE URLA INDUSTRIAL AREA RUPANTAR, RAIPUR, 2001

In urban areas, women are concentrated in the unskilled wage labour sectors. Major public sector undertakings like the Bhilai Steel Plant and the NTPC have failed to provide significant employment to women. Women are employed in these, if at all, in insecure , unskilled contractual employment. In the absence of adequate documentation of this phenomenon, a study conducted by Rupantar some years ago of women workers in the Urla Industrial Area near Raipur is worth analysing in some detail, as it illustrates what is happening to urban women in the current economic climate. The study is appended to the main report.

The Urla Industrial Area is undertaken. Urla in Raipur district of Madhya Pradesh is one of the nodes in the Raipur Industrial Development Area (RIDA) which was developed in the late eighties by the Madhya Pradesh Audyogik Kendra Vikas Nigam and which covers the Raipur-Bilaspur-Durg metropolitan belt. The other nodes are Siltara (Raipur), Borai (Durg) and Sirgitti (Bilaspur). In many ways the growth of RIDA and industrialization per se in this region is the fall-out of the commissioning, in 1957, of the Bhilai Steel Plant, near Durg. This was the first modern heavy industry in this part of the Mahanadi valley, which, together with the richness of the natural resource base in Chhattisgarh, gave rise to a chain reaction in the growth of ancillary and feeder industries around the steel plant complex. With the planned development of RIDA, the older (dating from the late seventies and early eighties) industrial nodes of Bhanpuri in Raipur and Jamul in Durg that were developed by the Department of Commerce and Industries of the Government of Madhya Pradesh have been merged within it. Upon the creation of the State of Chhattisgarh, RIDA and the Audyogik Kendra Vikas Nigam (AKVN) passed into the control of the industries department of the nbew state.

The development of the UIA is to be seen today in the context of economic liberalization, and the announcement in August 1994, of the New Industrial Policy and Industrial Action Plan for the state of Madhya Pradesh. This document is aimed at pushing Madhya Pradesh in the forefront of industrial development in India, and has the following main fact :

1. encourage balanced industrial growth, give special incentives for setting up industries in unindustrialized blocks.
2. make optimum use of the natural and human resources of the state for industrial growth.

3. create a favourable environment and opportunities for the establishment of new industries in the big, medium, and small-scale sectors.
4. encourage industries based on high technology.
5. give special incentives to non-resident Indians (NRIs) to set up industrial undertakings in the state.
6. set up transparent and sensitive administrative structures to provide an enabling environment to industrialists.
7. give special incentives for the setting up of wholly export oriented industries.
8. encourage entrepreneurship among the scheduled castes, scheduled tribes and women investors.
9. Create direct and indirect opportunities for employment in industry.

The 14 industries selected for detailed study are :

Sr.No.	Unit	Product	Scale/Grade
1.	Premier Laminates	Lamination paint	Small
2.	Monet Ferro Alloys	Ferrochrome	Medium
3.	Deepak Ferro Alloys	Ferro Alloys	"
4.	Raipur Alloys and Steel	Steel ingots	"
5.	Navchrome Ferro Alloys	Ferro alloys	"
6.	Standard Ferro Alloys	Ferro alloys	"
7.	Rajesh Rolling and Strips	Steel strips	Small
8.	Classic Umbrellas	Umbrellas	"
9.	Bhalotia Timber	Ply board	"
10.	Usha Industries	Glucose bottles	"
11.	Hanuman Minor Oil	Vegetable oil	"
12.	BK Hygiene	Industrial/medical hand gloves	"
13.	Saraswati Offset	Printers	"
14.	Manish Plastic (two Unit)	Plastic spoons and ayurvedic medicine	"

The salient features of the working conditions at UIA that emerge are as follows :

1. *Vast extent of the contractual system*

It appears that contractual workers form a major part of the workforce in all industries including the large and medium sized ones.

In Simplex Casting, a large scale engineering unit, the official figure of the number of workers is 367. However, according to the figures supplied by the Pragatisheel Engineering Shramik Sangh (PESS), at the end of 1994 there were 589 workers in the unit, of whom 222 workers were employed by two fabrication contractors who were executing turnkey jobs in the unit. These contractors have been executing turnkey assignments with Simplex more or less since the company began production in 1987. However, the contractors' workers do not get any of the company benefits, and are not registered in any of the official statistics. The contractual agencies are also closely linked to the company management and, in fact in a Bhilai unit of the Simplex group, the two contractors used to interchange the workers in their respective pay-rolls every six months. The sole purpose of this seems to have been to disentitle the workers from any claims to provident fund or other statutory benefits in the company or contractual agency by creating the necessary breaks in their service record.

In the 14 industries selected for detailed study, at the time of the survey the number of regular (company) workers was 109, and the number of contractual workers was 243, that is, almost two-and-a-half times the number of regular workers.

Since many of these industries are new and in different phases of expansion, there is a fair amount of construction activity going on in the UIA, and this is invariably through use of contract labour. However, contract labour are also involved in production, and construction/production duty is often interchangeable through common consent of owner/ management/contractor.

2. Non payment of minimum wages and non provision of workers' statutory rights

In 1994, the minimum wages for unskilled industrial workers stood at Rs. 42.50 in Madhya Pradesh. There was no statutory differentiation between male and female workers. However, except for the Simplex group in the post – 1990 period, and the Bhilai Engineering Corporation, in no undertaking were workers paid the statutory minimum wage.

The wages actually paid ranged from the lowest level of Rs. 16 in Manish Plastic's Ayurvedic Unit to the highest prevailing rates of Rs. 36 paid to some workers of Bhalotia Plywood.

Without exception, in units where both women and men were employed, women workers were paid less than men. For example, in Bhalotia Plywood, women workers are paid either Rs. 26 or Rs. 33, depending on their seniority. Men workers however are paid wages ranging from Rs. 30 to 36.

Although workers who have put in more than twelve months of service in a unit are supposed to be statutorily confirmed, and are entitled to contributory provident fund benefits, among the industries surveyed, only 43 workers out of a total of 99 company workers with over a year of service completed, had provident fund deductions made in their salary bills. Even these workers had inadequate knowledge of the employers' matching grants and were unaware whether this was actually being put aside in their names or not.

3. *Rampant discrimination among different kinds of workers*

Workers as a class do not seem to enjoy a common set of rights, and the UIA employers follow highly discriminatory practices among the workers. First, there is the entirely unfair distinction between company and contractual workers. While a selected number of company workers do get minimum wages, the contractual workers outnumber the company workers and yet do not receive the stipulated minimum wages in any of the industries studied. Among company workers also, there is a distinction between staff and workers. While the handful of staff enjoy reasonable working conditions, housing allowance/company accommodation, transport facility, regular leave, etc., even the ordinary company worker has no access to these riches. The statutory 33.3 percent bonus was offered to regular workers of Simplex, Bhilai Engineering Corporation and the Khetawat Group's, BK Hygiene for the first time in 1991 after major industrial unrest. Only a few of the other industries have offered production bonus to their workers, and these have done so on a totally ad hoc basis. Among the industries surveyed, Monet and Deepak offered bonus payment of Rs. 1500 and Rs. 1550 respectively.

There is wage and other covert discrimination against women workers in the entire sector. In none of the industries surveyed was a single woman employed as a company worker, and invariably women's wages were lower than that of their male colleagues.

4. *Extreme insecurity of employment*

The industries in the UIA appears to follow a hire-and-fire policy. Even the few company workers can have their service terminated at one month's notice without adequate reason being given to the employee. The contract workers work at the mercy of the contractor, who is generally close to the company management, and in several cases a company nominee. The contract workers do not have any securing of employment and can lose their jobs at even a day's notice.

Loss of jobs occurs for several reasons. During the expansion phase, the company hires a large number of workers and uses them in different kinds of functions. During this phase, the technology used is often fairly crude or simple, and workers are interchanged among sections as required by the company. Once the expansion phase is over, the company goes for increasingly sophisticated technology options, and then begins to "rationalize" its workforce and weed out the so-called unskilled workers.

The employers are extremely wary of workers' organizations, and divisive employment strategies are seen as a way of preventing workers from organizing themselves into legitimate trade unions. Unionization or any kind of questioning of the employers on the issue of workers' rights is seen by the employers as sufficient cause for termination of service of workers. This was clearly demonstrated during the industrial unrest of 1990-91.

The employers seem to work on the assumption that it is the duty of the public sector power and water undertakings to provide them with the necessary (sometimes preferential) support. If this is not provided, they accept no responsibility for maintaining their part of the responsibility towards

workers. During the latter half of 1995, Madhya Pradesh suffered from a severe power crisis , and many of the UIA industries laid off workers during November and December 1995 on the pretext that they are unable to maintain production or offer work because of the power shortage. The most recent example of this is Girija Ferro Alloys unit which laid off 113 company and contractual workers during November and December. This trade unions insist that the power crisis is being used as an excuse by the employers to retrench workers whom they might otherwise have had some problem in retrenching, now that trade unions have become active in Urla.

The passing of responsibility for continued employment to the Madhya Pradesh Electricity Board (MPEB) seems particularly strange in the face of the fact that the large and medium industries at UIA, while they consume a disproportionate amount of the power provided to the entire area, are also the largest defaulters in the payment of electricity dues.

The following is the picture of retrenchment and lay-offs in the industries surveyed during 1992-94.

Industries	Retrenched Workers	
	Male	Female
Premier Laminates	13	—
Monet Ferro Alloys	53	24
Deepak Ferro Alloys	99	31
Raipur Alloys and Steel	31	13
Navchrome Ferro Alloys	14	10
Standard Ferro Alloys	05	—
Rajesh Rolling and Strips	02	01
Classic Umbrellas	—	03
Bhalotia Timber	12	07
Usha Industries	—	45
Hanuman Minor Oil	09	17
BK Hygiene	—	53
Saraswati Offset	—	12
Manish Plastic (two Unit)	06	14
Total	244	230

The number of women retrenched almost matches the number of retrenched men; as is explained later, the women employed in the UIA are concentrated among the contractual workers, there are almost no regular women workers. As such, as a proportion of a reduced. Denominator, women workers' employment is even more insecure than men's.

5. *Resistance to workers' right to organize themselves*

The companies functioning in UIA are, without exception, hostile to the idea of workers unionizing. Because of this attitude, and because of the insecure conditions of work, trade unions took a long time to develop in UIA, and it was only in 1989-90 that the PESS emerged as a militant trade union in the Simplex Casting unit. The PESS was affiliated to the Chhattisgarh Mukti Morcha, and under the impulse of this first trade union, other unions like the Chhattisgarh Mazdoor Sangh and the Chhattisgarh Chemical Mill Mazdoor Sangh came up during 1991 and 1992.

These organizations faced a lot of resistance, and many of the early members of the trade unions were summarily dismissed from work. For example, the Simplex Group dismissed 311 workers and the BEC, 119 workers during 1990. The PESS took their cases to the Madhya Pradesh industrial court, and following an initial favorable judgment by the industrial tribunal, a stay was ordered on the latter at the employers' behest by the state High Court; the litigation is still going on. Many of the workers retrenched from the industries in our survey have in fact been victimized because they chose to exercise their right to organize.

Women in the UIA are predominantly employed through contractors. In the 14 units studied, there was no women company worker in any unit, although women worked as contractual workers in all of them. The 109 company workers in these units were thus all male, and of the 243 contract workers, 118 were women. When we disaggregate the data for regular, contractual and retrenched workers according to gender, we have the following picture:

	Male	Female
Regular workers	109	—
Contract workers	125	118
Retrenched workers	244	230
Total	478	348

Among the discriminated sections, that is, contractual workers and retrenched workers, women are found in almost the same numbers as men, in fact more women are contractual workers or have been laid off in proportion to their total numbers than men.

Women at Chhattisgarh also appear to be the selective victims of modernization and reorganization in industry in response to economic liberalization. As an example, we quote the example of Usha Industries, a small unit functioning on the outskirts of Raipur town since 1980.

The major product of Usha Industries used to be glucose bottles for intravenous injections, and the unit functioned from a small shed with 45 women workers and 3 men who were in a supervisory position. The women were paid a monthly wage of Rs. 500 and worked with fairly simple manual technology. The management periodically informed them that they (that is, the management) were

putting money aside for them in a private provident fund. Since none of the women was educated, and because they trusted the management, no one enquired into the veracity of this claim. In 1993, Usha Industries secured a plot in UIA and decided to mechanize and increase its production. The employees were suddenly informed that the unit would be closing down as it was running at a loss. Upon enquiry about their "fund", the women were told that the losses had in fact accumulated over several years, and that the management had used up the fund money to cover the losses. The women organized themselves and sat in *Dharna* outside the factory gate, and during this period, they came to know the real reasons for the unit's closure: Usha was planning to convert itself into a pharmaceutical unit. Although the agitation continued into 1995, the management finally managed to negotiate a peaceful end by paying each of the women Rs. 5,000.

The case of BK Hygiene was very similar: 53 women workers in the glove-making unit were laid off because a new conveyor belt was being introduced that would make their jobs redundant. The case of the women was taken up by the PESS, and at the time of writing, the case is sub-judice.

Women workers in UIA have long working hours, and the women who were interviewed spoke without exception about having to work more than the stipulated eight hours at times when their company or contractor was under pressure to fulfill a production target. No overtime wages were paid on such occasions. Wage levels were also variable: the lowest wage recorded was that of Puni Bai, a worker in the ayurvedic medicine unit of Manish Plastics. Puni Bai reported that she was being paid a daily wage of Rs 16 after two years of service. She had begun work at the same daily wage. In her company the senior women workers were paid up to Rs. 20 daily, whereas the men were paid Rs. 25.

With the basics of the employer-employee contract (hours and wages) at this level, it is no wonder that the Urla women do not have the basic facilities stipulated as their due under the Factories Act. Kamla from Bhalotia Plywood reported that there were not separate toilets for women in her workplace, and the common toilets were without water. Several of the women in Bhalotia said that the women were followed to the door of the common toilet by the male supervisor to make sure that they did not loiter there. This, they said, was done in order to humiliate them and keep them submissive.

Maternity leave and benefits are given in some units and are not provided in some others. However, maternity leave is invariably without pay. The women of Classic Umbrellas and Monet Ferro Alloys reported that their companies did allow three months off to women employees at childbirth, but did not pay them wages for this absence, so basically they were on leave without pay during this period, although their right to return to work was protected. Some other companies like Gujarat Timber and Bhalotia Plywood did not even guarantee this and women worker who took time off at maternity had to negotiate her re-entry.

In terms of jobs actually performed in a unit, women performed a wide range of tasks. They lifted heavy loads, filled in gaps in timber and wood, sorted finished products, ground and packaged medicines, organized scrap metal, and worked on the assembly line. Yet they were penalized for minor

lapses at work. Lachni from the ayurvedic factory told us of a time when she and two colleagues dropped a gunny bag full of medicine bottles and broke the contents. For this all three women were denied two day's wages, that is, six women days of work were extracted and not paid for.

The precise nature of violation of the legal rights of women workers can be seen in the case of Chandrasheela, a worker at the Gyan Rerolling Mills.

Her Actual Experience	The Legal Position
She has worked as a contract worker for the last three years.	The law forbids contract labour if the job is of a permanent and perennial nature.
She often has to carry hot heavy iron chunks on her head. No safety equipment is provided.	The Factories Act forbids work injurious to health. It stipulates necessary safety equipment.
Wages are not paid during maternity period.	Violates Maternity Benefit Act of 1961.

The facts about women workers in the UIA speak for themselves. In conclusion we can only comment on the obvious trends.

Economic liberalization in the context of UIA seems to be only for the investors, and only in terms of securing infrastructural assistance in a more liberal manner. The workers, and the women workers in particular, are not working in a liberated atmosphere in any sense of the term, and the constitutional guarantees and statutory rights that are supposed to protect them are flouted with impunity.

The conditions of employment and wages are unstable, as is the availability of work. The instability affects women more than men, because in the UIA none of the women's special requirements at work is met. While we must insist on women's equal rights to participate in public production, we must also compensate them socially for the special responsibilities they undertake of bearing and rearing children. It has to be the responsibility of the state to insist on this, but today we see a retreat of the welfare state and a return of the laissez-faire economy in which structures of security and protection for workers built up painstakingly over a century are being abandoned.

Although we have focused our attention on women as workers, It must be added that women from workers' families who may not be directly in the production process are also affected by the insecurity and instability that mark the working environment of the UIA.

In the area of agriculture, women are similarly vulnerable today. While women played a major part in the traditional farming systems of the state, today's developmental policies systematically marginalize them. Women are rapidly losing their productive role in agriculture, their role as the managers of post harvest storage and seed keeping managers, as well as their role as managers of household food security. Chhattisgarh today displays the clichéd but horrific picture of 'packed godowns and starving people' to an extent unknown ever before. In the year 2001, hunger deaths have been

reported from Surguja, Bastar and Mahasamund. Distorted development policies have affected the food security of many of our forest communities; although we do not have quantitative data, one can argue that women are among the most adversely affected by this kind of phenomenon.

The violence of distorted development has many facets, and many of the kinds of cultural violence that women face are connected with it. The whole country is undergoing the process of liberalization. Initially, the process of urbanization had not set in the state of Chhattisgarh. Delayed process of urbanization prevented the formation strong workers union. As a result of this the workers' welfare is compromised. For example, it is seen in one area of Urla that following the process of industrialization, there is no guarantee of the jobs in the industrial firms. There is a constant threat of loosing the job and the even the minimum wages for the work done are not paid to the workers. There is a clear discrimination made between the workers, not on the basis of type and quantity of work done. Contractual labor can be seen to a large extent. All these existing conditions directly affect the situation of women adversely.

AT THE END.....

Chhattisgarh is a new state facing many challenges. One of the major challenges facing women is the rapid breakdown of traditional tribal and non tribal society and the rapid penetration of globalized visions of development and the stresses and tensions that are created in the process. The contradictory pulls and pushes of customary laws relating to women in the many communities of Chhattisgarh, and their breakdown and distortion in the process of integration of the state into mainstream public life is another major issue of which we do not have adequate understanding and documentation at the present moment. Civil society structures are relatively weak and fragmented and this is another challenge. Women in the new state have a long way to go, and if this status study can serve as a benchmark document on which to base strategies and action plans in the years to come, its purpose will have been more than fulfilled.

**A SITUATIONAL ANALYSIS
OF WOMEN AND GIRLS
IN CHHATTISGARH**

**BY
DR. ILINA SEN**



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NEW DELHI**

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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

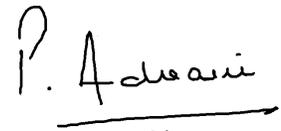
to replication but many others can be useful examples to emulate. That is how Best Practices become common practices.

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.

The research effort in respect of Chhattisgarh was anchored by Dr. Ilina Sen while the NCW team comprising **Dr. Poornima Advani**, Chairperson; **Ms. Anusuiya Uike**, Member and Mr. A.L. Narula, Project Co-ordinator facilitated the dialogue with the Chhattisgarh Administration.

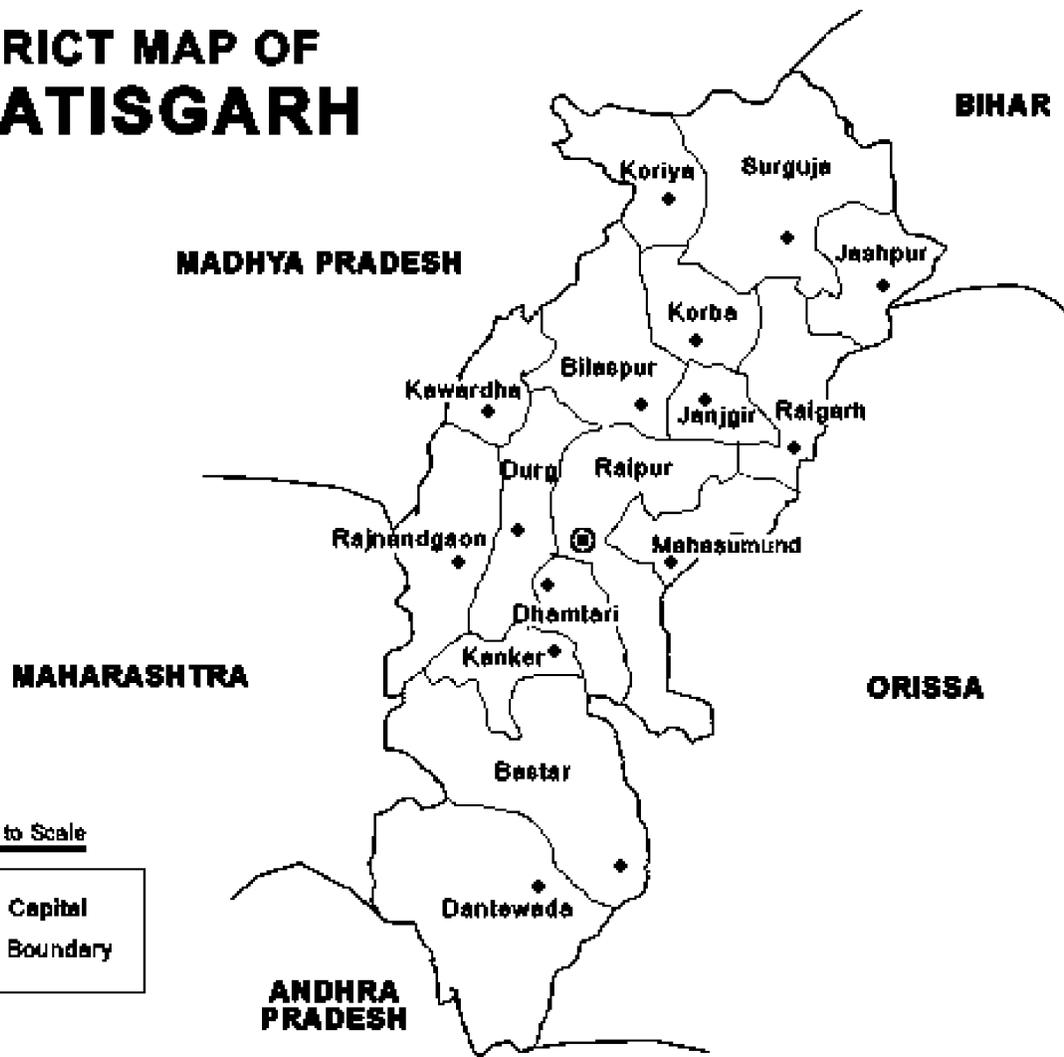
It is our hope that this effort will eventually result in the compilation of a comprehensive index of gender development focusing on the key issues in women's lives thus enabling comparisons of achievements and gaps regionally and nationally. This will help scholars and administrators alike.

Place : New Delhi
Dated : 7.12.2004



(POORNIMA ADVANI)

DISTRICT MAP OF CHHATISGARH



IN THE BEGINNING.....

I would like to thank the National Commission for Women for having given me an opportunity to work on this status study of women in Chhattisgarh. As we have tried to show in the following pages, women in Chhattisgarh enjoy a very special social position, and have been in the forefront of women's struggle for equality in many ways. Women have been important participants of the many movements in the region for equitable development. Today they lead the struggle against alcohol and violence against women in many villages and local areas spread across the state.

I would like to thank Paromita Chowdhury and Chintaram Sahu for their help and contribution to the report.