

CHAPTER - 1

PROFILE OF THE UNION TERRITORY OF PONDICHERRY

Introduction

The profile of the women of the Union Territory (UT) of Pondicherry presents a demonstrable contrast to that of women of India in general. Conditioned by its geography, history and culture, Pondicherry reflects the South Indian world view in which the concept of femininity-motherhood is central to the way of life and education is perceived as the gateway for better livelihood. In the 20th century, especially, much attention was given to the social development of women especially under the influence of the Mother (Mirra Alfaasa) of Aurobindo Ashram-Auroville.

Geography

Pondicherry is part of the geographic and linguistic-cultural region of the South Indian peninsula. Like the other South Indians, the people of Pondicherry are primarily Dravidians.

The Union Territory of Pondicherry includes four enclaves located in three states of South India. It includes the coastal towns of Pondicherry and Karaikal in Tamil Nadu, Yanam in Andhra Pradesh and Mahe in Kerala. Pondicherry is 160 kms. South of Chennai. Karaikal is situated 150 kms. further down south from Pondicherry. While Pondicherry and Karaikal and Yanam are on the East coast bound by the Bay of Bengal, Mahe is on the West coast bound by the Arabian Sea. Pondicherry is surrounded by South Arcot District, Karaikal by Thanjavur District Yanam by East Godavari District and Mahe by Kannur District.

The Pondicherry region is intersected by the deltaic channels of River Gingee and Ponnaiyar. It is also interspersed with lakes and tanks. The thick alluvium near Pondicherry is indicative of the place having been part of an extensive lagoon.

Karaikal is part of the fertile Cauvery delta.

Yanam region is skirted on the east and south by the Godavari River. The region is divided into two parts by the separation of the Godavari and Coringa Rivers.

The Mahe Region is divided into two parts by the west flowing Mahe River. It is bounded in the south west by the Arabian sea and in the north by the Ponniam River.

While Pondicherry and Karaikal regions receive rain mainly from the North East monsoon, Mahe and Yanam regions receive theirs from the South West monsoon.

History

Legends associate old Pondicherry with the great Hindu sage Agastya. It is believed that Agastya established an Ashram there and the place was known as Agastiswaram. An inscription found near Vedapuriswara temple built and rebuilt many times lends credibility to this legend. There is also mention in the *Bahur Plates* of the existence of a Sanskrit University in the place during early times. Indeed, the place was considered to be a seat of traditional learning and Vedic culture.

Excavations in the region of Arikamedu, south of Pondicherry town, indicate that there was a Roman settlement there between 2nd Century B.C. and 2nd century A.D. Ancient Roman scripts make mention of Poduca or Poduke as one of the trade centres along the Indian coast. Historians and geographers have identified it as the present Pondicherry.

Pondicherry was part of the Pallava Kingdom of Kanchipuram from about the 4th Century A.D. It came under the Chola dynasty of Thanjavur in the 10th Century A.D. and later under the Pandya kingdom in the 13th Century. Still later it came under the Vijayanagar Empire which controlled the whole of South India until early 17th Century.

In the meantime, at the beginning of the 16th Century the Portuguese had established a factory in Pondicherry. The Portuguese had to leave when the Sultan of Bijapur came to have sway over Gingee in the 17th Century. Thereafter, the Danes, the Dutch and the French followed and set up their establishments/trading posts.

It was in 1673 that the French Period of Pondicherry began. Francois Martin, the first French Governor developed Pondicherry into a flourishing port town from a small fishing village that it was. In 1693, the town transferred hands to the Dutch who fortified it. It was transferred back to the French in 1699 by the "traité de Ryswick". François Martin who was appointed Administrator following the "traité of Ryswick", brought stability to Pondicherry and developed the town further. Dumas, who succeeded him, followed in the footsteps of François Martin. In the Eighteenth Century Pondicherry was laid out on a grid pattern and it grew considerably.

The French obtained Karaikal from the King of Thanjavur in 1738 and Mahe from the ruler of Badagara in 1721. Yanam came into their possession in 1731.

Under Governor Dupleix (1742-54), Pondicherry expanded further in size and became very prosperous. But, Dupleix was recalled to France when his hopes of creating a French colonial India were thwarted by Robert Clive of England.

In the course of the Anglo-French wars (Carnatic wars) Pondicherry was destroyed in 1761. Thereafter, over the next fifty years Pondicherry changed hands between the British and the French frequently in the course of wars and treaties. After 1816, the French obtained permanent control over Pondicherry. The next 138 years witnessed rebuilding of Pondicherry with significant developments in the areas of infrastructure, education and law. The French retained Pondicherry even after the British

left India in 1947. In 1954, Pondicherry passed hands from the French to independent India and became a Union Territory with headquarters at Pondicherry. In May 1956, the "treaty of transfer" was signed in Delhi.

Several thousands in Pondicherry opted for French nationality at the time of independence. A large number of Tamil residents in Pondicherry still have French Passports, having chosen to remain French nationals. Today, nearly 20,000 Pondicherry people live in France and nearly 14,000 French nationals live in the Territory of Pondicherry. Many Pondicherrian French still look to France for their future and direction. There are also some who feel that the French of Pondicherry "are a kind of nowhere people, neither French nor Indian".

Continued bonds with France and Pondicherry have made the Union Territory rather unique.

Languages, Religion and Culture

The main languages spoken in the Union Territory of Pondicherry are Tamil (in Pondicherry and Karaikal), Telugu (in Yanam) and Malayalam (in Mahe), apart from French which continues to be spoken by many.

Hinduism, Christianity and Islam co-exist in Pondicherry. The Hindus have scores of ancient temples in Pondicherry – famous among them being Varadaraja temple dedicated to Lord Vishnu, Villianur temple dedicated to Thirukameshwara and Thirunallar temple dedicated to Planet Saturn, Sani. **Karaikal** is the **Gateway** to various places of worship in the eastern coast of Tamil

Nadu. **Velankanni** and **Nagore** the two famous places of pilgrimage for Christians and Muslims respectively are near Karaikal. For the Muslims, Masthan Saheb Darga (dedicated to Masthan Syed Buhari, a Sufi Saint) is very sacred. The Christians have half a dozen famous churches – Sacred Heart of Jesus Church, Church of the Immaculate Conception, the Notre Dame des Anges and the Villianur and Ariankuppam Churches.

The typical Hindu way of deifying the woman power (Sakthi) is reflected in the worship of various forms of *ammans* – Muthumariamman, Angalamman, Draupadhi Amman etc. The Hindu festivals also are reflective of the deification of the woman. "Thiraiyattam" dedicated to Goddess Bhagavathi, the Mangani festival dedicated to Karaikal Ammaiyyar (believed to have been a Shaivite Saint elevated to the status of Goddess), the Kandoori festival dedicated to Karaikal Durga etc. are examples. During festivals, fire walking and *Sedal* (devotees piercing their body and tongue with silver hooks and *Vels*) are practised by some in the belief that these practices lead to self purification. There are hosts of

Saneeswara (Lord Saturn), Women and Matrimony

The Saneeswara (Lord Saturn) temple at Thirunallar is believed to be the only one in the country dedicated to this God. Those who are troubled by vicissitudes in life and wish bright future go on a pilgrimage to pay obeisance to Lord Saturn. Often, those afflicted by *Sade Sathi* (seven-and-a-half-year affliction), especially girls, around the time desired for the conduct of their marriage are taken to this temple. More than two thousand pilgrims visit this temple everyday. The **Sani Peyarchi** festival is the "**Kumbh Mela of Pondicherry**" attracting lakhs of devotees.

other festivals, famous among which are Masquerade (Mask) festival (of French tradition) and the International Yoga festival.

Shri Aurobindo Ashram was founded by Shri. Aurobindo in 1926. The spiritual tenets of the Ashram combine Yoga and modern science. The offshoot of the Ashram, the Auroville¹ was inspired by the evolutionary vision of Shri. Aurobindo and founded in 1968 by Mirra Alfaasa, known as the Mother. It was meant to be an experiment in international living where men and women could live in peace, progress and harmony with each other, remaining above all creeds.

Pondicherry is also reputed for its Shaiva Sidhanta (Shaivite philosophy) tradition. The French institutions of research in Pondicherry are home to a collection of 11,000 manuscripts concerning this philosophy. An Indo-French Project in collaboration with the government's National Mission for Manuscripts is now under formulation.

Aayi is believed to have been an exemplary woman of Pondicherry in the 16th century. The story about her is that she razed her house to the ground to construct a reservoir for soldiers to quench their thirst. It was also from this reservoir that Napoleon's men quenched their thirst 300 years later. It is said that Napoleon, charmed by this story, ordered construction of a monument for her. The Aayi Mandapam at the centre of the Government Park in Pondicherry is said to be this monument.

The old French colony has retained its Indian character, but the French influence in "Puducheri" as it is called now, can be found in the red kepis (military caps) of the police officials, French spelling on signboards and traffic signs and some buildings and old stones. Streets are referred to as "rue". Married women are addressed as Madame and men as Missieur.

Creole food, basically rice and non-vegetarian preparations, is characterized by French restraint.

The status of women in Pondicherry has been considerably influenced by the teachings of the Mother. She believed in the equality of sexes and wanted same education and training to be given to boys and girls.

Subramanya Bharathy (1882-1921) known as Mahakavi (Great Poet) Bharathiar who lived in Pondicherry since 1908 worked tirelessly for the freedom movement and emancipation. He also espoused the cause of women's freedom. Panchali Sapatham (Draupadi's vow), one of the Mahakavi's work was a poetic semi-political reflection on greed, pride and righteousness inspired by the Mahabharata. His eventful life, though short, hugely impacted on the people of Pondicherry.

The Mother's View of Women

- Nature has blessed women with great organizing capacity;
- The psychic being in the woman is more open than in men;
- The woman has greater capacity for intuition, a faculty higher than mind;
- The distinction of sex is Nature's way of distributing work, but in Nature, they are the same; and
- Women and men are equal in rights and duties.

¹ Auroville has been endorsed by three resolutions of the UNESCO General Assembly and recognized as an international trust by an Act of the Parliament.

Economy

The Net State Domestic Product of the UT is Rs.3828 crore (2002-03). The per capita income is more than twice that of the country – Rs.38,162 as against Rs.18,912.

Unlike in other parts of India, agriculture is not the largest source of occupation in the UT. It forms around 25% of employment. The remaining 75% of the employment are predominantly from services and marginally from industries. In the rural areas more than a third of the population depends on agriculture. Rice, sugar cane, coconut, ground nut, pulses and cotton are the major crops. The total production of food crops is 3.27 lakh tonnes of which sugar cane accounts for 2.38 lakh tonnes, paddy about 60,000 tonnes and pulses about 4,000 tonnes. The status of employment of women in the UT is conditioned by these aspects of the economy.

Over 80% of the net area sown in the UT is irrigated by canals and tube wells. In Pondicherry region, there are several artesian and semi artesian aquifers. The ground water is fairly intensively exploited. Ground water exploitation in Karaikal region is mainly done by deep tube wells and filter points, as water quality is not good at shallow depths. In the Mahe region, while ground water is accessible at fairly low depths, the problem of salt-water intrusion is encountered, especially during summer months. In Yanam region, groundwater is accessed through filter points within a depth of ten meters.

Agriculture in the UT is predominantly small holding based. The proportion of the holdings which are less than one hectare is 78%.

The UT also lends itself for meaningful marine and inland fishery activities with 45 kms. of coastline, about 700 sq.kms. of inshore waters and some brackish water areas.

While poultry development has not been significant, animal husbandry development has received much attention. Cross breeding programmes have been effectively carried out over the last two decades. Milk production is of the order of 37,000 tonnes.

Majority of the industrial units are small scale enterprises. There are a few textile mills and sugar factories.

Road connectivity which is very crucial for socio-economic development is 100% in the UT, compared to 78% in the country as a whole.

Human development

In terms of the Human Development Index and Gender Disparity Index², the UT holds the 6th and 5th ranks respectively (Appendix 1). Social sector expenditure in the UT is 37% as against the

² The Gender Disparity Index, according to National Human Development Report – 2001, is estimated as proportion of female attainments to that of male for a common set of variables. The variable used to capture economic attainment is worker population ratio which is different from the variable used to capture economic attainment in the HDI.

Central Government figure of 15% (1997-98). Nonetheless, expenditure on women as a proportion of Net State Domestic Product is only 0.049% (2001-02). This proportion in the case of children is 3.5% (Annexure Table 1(i)).

Per capita expenditure on women's development is Rs.18.94 and in the case of children it is Rs.1,176.18 (2001-02) (Annexure Tables 1(ii) and 1(iii)). The per capita expenditure on women's development has trebled between 1993-94 and 2000-01. It has also exceeded the Central expenditure in this regard marginally in 2000-01.

The per capita expenditure on child development in Pondicherry has doubled since 1993-94. Since this year, it has all along been twice as much as the per capita expenditure at the Centre.

CHAPTER - 2

DEMOGRAPHY

Population

The population of Pondicherry (Census, 2001) is 9.74 lakhs. As a proportion of the country's total population, it is 0.09%. Women and men constitute exactly 50% of the population (4.87 lakh). The average annual exponential growth rate (1991-2001) of population is 1.87% as against 1.93% for the whole of India. The UT has registered significant reduction in population growth rate compared to the previous decade (1981-1991) which was 2.90%. Population growth rate in Pondicherry is also impacted by migration from Tamil Nadu, Kerala and Andhra Pradesh.

Data on the distribution of population over the districts of Pondicherry and the population in the 0-6 age group are given in Annexure Tables 2(i) and 2(ii).

Urbanization

Pondicherry is highly urbanized. Urban population accounts for 67% as against the All India proportion of 28% (2001). The average annual rate of growth of urbanization of the UT is 1.95% (1991-2001). Majority of the population of the UT resides in the districts of Pondicherry and Karaikal. In terms of the size of the population, ranking in the descending order is Pondicherry, Karaikal, Mahe and Yanam. There is no rural population as such in Yanam and Mahe. In Pondicherry district, the proportion of rural population is 31%. In Karaikal, it is 56%.

Density

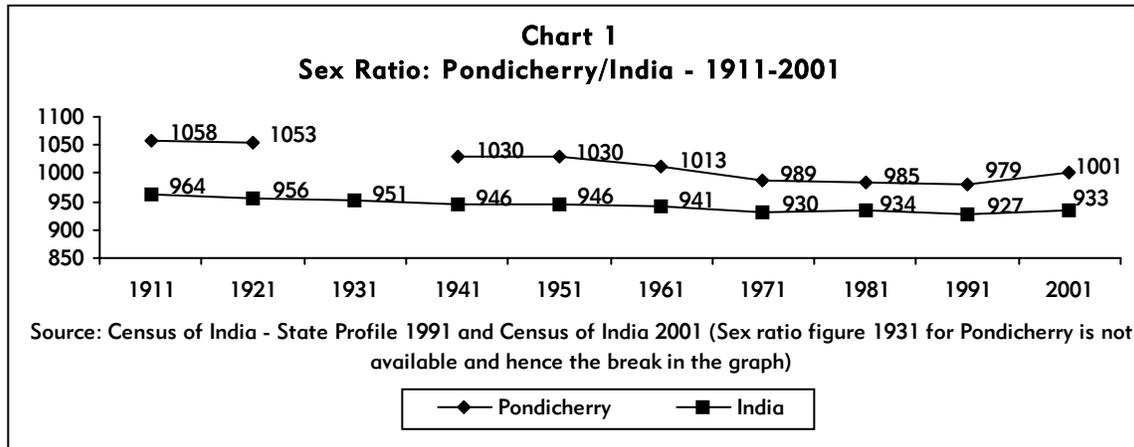
The UT occupies the third rank in the country amongst States and Union Territories with a population density of 2,029 per sq.km. This reflects an addition of 346 per sq.km. compared 1991 when it was 1,683 per sq.km. Density in the UT is seven times that of India as a whole.

Scheduled Castes

Scheduled Caste population of the UT is 1.58 lakh, constituting 16.2% as against 16.5% in the population of the country as a whole [Annexure Table 2(iii)]. Majority of the scheduled Caste population (77%) lives in Pondicherry district followed by Karaikal (20%). There are no Scheduled Tribes in the UT.

Sex Ratio

Pondicherry had quite a favourable sex ratio at the beginning of the 20th Century. But, it was steadily decreasing decade after decade until 1991 when it reached 979. However, there has been a remarkable improvement in sex ratio in the UT in 2001 (1001) compared to 1991 (Chart 1).



Among the districts, Mahe has the highest sex ratio at 1147. (This is significantly better than the figure of even the geographically adjoining District of Kannur in Kerala State which is 1090). Karaikal District comes next with the ratios of 1022 in rural areas and 1021 in urban areas. This is followed by Pondicherry District with ratios at 976 and 997. And, Yanam has the lowest sex ratio at 975. In the case of Scheduled Castes population, the sex ratio dips below unity in the two urban districts of Yanam and Mahe (Annexure Table 2 (iv)).

While the sex ratio of Pondicherry is in demonstrable contrast to the All India figure of 933, juvenile sex ratio in the UT is following the national trend of decline. It has declined from 963 in 1991 to 958 in 2001 though the latter figure is much above the juvenile sex ratio of 927 at the national level. The proportion of child population in the age group 0-6 in the total population of the UT is 11.6% (11.9% boys and 11.4% girls). Perhaps, the adverse juvenile sex ratio is attributable to factors like female foeticide, infanticide etc. which are widely prevalent in adjoining Tamil Nadu. The Pre-Natal diagnostics Techniques (Regulation and Prevention of Misuse) Act, 1994 has been enforced in Pondicherry with effect from May, 2001. The genetic clinics in Pondicherry have been brought under registration to control and prevent illegal activities for carrying out female foeticide. The UT has also launched an awareness campaign among the public using hoardings, apart from advertisement through the print and electronic media and Mahila Mandals.

Life Expectancy

Life expectancy of the people of Pondicherry, like in Tamil Nadu, has been generally above that of the people in the country as a whole.

Currently it is 69.7 for females against 67.0 years for males. Thus, life expectancy in the UT exceeds the All India figures by about 2 years in the case of women and by 3 years in the case of men. The figure of gender gap in life expectancy in Pondicherry is more or less comparable to the All India figure.

The proportion of population above 60 years of age is higher in Pondicherry (7.23%) compared to 6.70% for All India according to the 1991 data. In rural areas, the proportion of males above 60 years is lower than All India but higher in the case of whole of Pondicherry compared to All India. In the case of females also, the proportion of those above 60 years is lower in Pondicherry as a whole compared to the urban areas but significantly higher than All India in the urban areas. Old age dependency ratio in the UT is 11.22% in the case of men and 12.42% in the case of women.

CHAPTER - 3

HEALTH

Health Infrastructure

Pondicherry has a health care infrastructure superior to that in existence in the rest of India – despite the logistical problems that the UT has in facilitating access to medical services. The people live in habitations spread over 261 villages, many of them falling in the distant enclaves of Karaikal, Mahe and Yanam, located 130 kms., 650 kms. and 950 kms. respectively from Pondicherry. It has also been estimated that more than 40% of the patients accessing medical care in Pondicherry are from the adjoining States of Tamil Nadu, Kerala and Andhra Pradesh. Access to medical care is available for the people of the UT within an average distance of less than 1.18 kms. That the UT is significantly better off in provision of health access facilities is reflected in the following data (Table 3.1).

Table 3.1
Medical and Health Infrastructure

Institutions	Number
Hospitals*	9
Primary Health Centres	39
Chest Clinics	3
Community Health Centres	4
Sub Centres	75
ESI Dispensaries	14
Urban Health Centres (JIPMER)	1
Rural Health Centres (JIPMER)	1
Doctor : Population ratio*	1:705
Nurse : Population ratio*	1:678
Bed : Population ratio*	1:296

Source: Directorate of Economics and Statistics – Statistical Handbook, Annual Report 2002-03.

* including JIPMER

Pondicherry also ranks quite high compared to India as a whole in terms of fulfillment of national norms in respect of several health infrastructure indicators (Table 3.2).

Table 3.2
Fulfillment of national norms in respect of health infrastructure indicators, India/Pondicherry

Health infrastructure Indicator	National	Achievements 2001		
	Norms	India	Pondicherry	Pondicherry Rank
Population coverage by	(Plains)			
Sub-Centre	5,000	5,401	4,070	IX
P.H.C.	30,000	32,469	8,349	II
C.H.C.	1,20,000	2,44,000	81,000	V
Average Rural area covered (sq.km.)				
Sub-Centre		23.38	4.4	IV
P.H.C.		140.52	9.03	II
C.H.C.		1054.84	88.0	III
Average radial distance covered (kms.)				
Sub-Centre		2.73	1.18	IV
P.H.C.		6.69	1.69	II
C.H.C.		18.32	5.29	III
Average number of villages covered				
Sub-Centre		4.46	3.29	XIV
P.H.C.		26.81	6.74	III
C.H.C.		201.27	65.75	V
Average population covered by Auxiliary Nurse				
Midwife	5,000	5,398	3,015	VIII
Health Assistant	5,000	10,438	8,349	XVIII

Source: Government of Pondicherry, Department of Health and Family Welfare.

Health Policy

The health policy and strategy of Pondicherry is one of comprehensively addressing the issues arising out of preventive and curative problems. Health protection, promotion and rehabilitation are given attention in a holistic manner.

The approach in policy implementation consists of:-

- Ensuring availability, accessibility and acceptability for the population;
- Ensuring quality in health care by monitoring and effective supervision;
- Ensuring effective health care provision; and
- Implementation of preventive health care programmes as per the Government of India guidelines.

The total health care expenditure of the UT is Rs.80 crore, the per capita expenditure being Rs.783/- (Budget estimate for the year 2003-04).

"Health for All, 2000": Achievements

Pondicherry is also to be rated far better than India as a whole in terms of achievement of the goals set for "Health for All by Year 2000" (Table 3.3).

Table 3.3
Achievement of "Health for All, 2000" Goals, Pondicherry/India

Indicator	Goals	Achievement	
		Pondicherry	India
Crude Birth Rate*	21	#17.8	#25.8
Crude Death Rate*	9	#6.5	#8.5
Natural Growth Rate*	12	#11.3	17.3
Maternal Mortality Rate	<2	<0.2	4-5
Infant Mortality Rate*	<60	#23	#68
Pre School Child (1-5 years) Mortality Rate	10	2.2	23.9
Babies with Birth Weight below 2500gms. (%)	10	16.9	30
Effective Couple Protection Rate (%)	60	58.4	46.2
Total Fertility Rate (TFR)	2.2	1.8	3.2
Pregnant Women receiving Anti Natal Care	100	99.8	40-50
Delivery by Trained Staff/Birth Attendants	100	93.4	40-50
Immunization status (% coverage)*	100	99	79
Leprosy, % of detected cases in which disease was arrested	100	100	91
T.B., % of detected cases in which disease was arrested	90	66	50
Blindness-Incidence (%)	0.3	0.4	0.6

Sources: RHS 1998-99 for all 4 districts; * SRS Registrar General of India; # Government of India Annual Report 2002-2003. (As reported by Government of Pondicherry, Department of Health and Family Welfare Services).

Reproductive and Child Health (RCH) Care

Pondicherry achieved the net replacement rate of population with Total Fertility Rate at 1.8 in 1995-97. Some of the important achievements of Pondicherry in the area of Reproductive and Child Health during the last two decades are¹:

- The reduction of third order and above births from 42% to 19%;
- The lowest proportion of families having more than two children (17.4% as against the All India figure of 45.8%);
- Seventh lowest Crude Birth Rate (CBR) – 17.9;
- Sixth lowest Infant Mortality Rate (IMR) – 22;
- Lowest proportion of girls marrying at the age less than 18 years of age (14.3% as against the All India figure of 50%);
- Total Fertility Rate (TFR) at par with Kerala – 1.8 as against the All India figure of 3.3); and
- Holder of first rank – as per the National Population Commission – in complete immunization of the new born, pre-school children, school children and pregnant women.

Age at Marriage

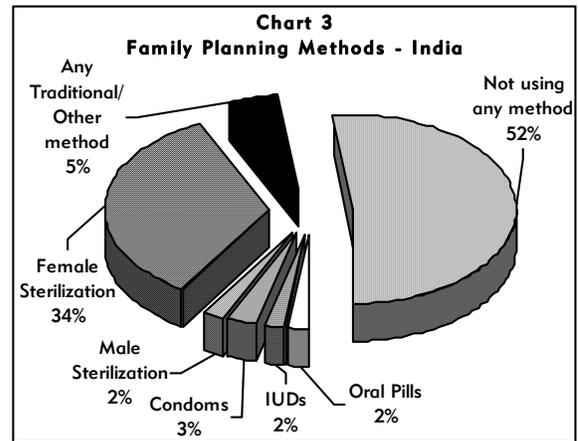
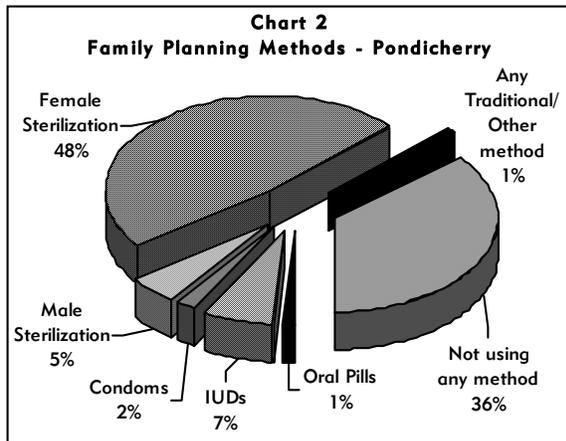
Early marriage does get practised in the Union Territory, though it is not as wide spread as in many other States. As already stated, the proportion of girls marrying below 18 years of age is 14.3% as against the All India average of 50%.

A study conducted by the Department of Paediatrics, Jawaharlal Institute of Post-graduate Medical Education and Research (JIPMER), Pondicherry, though somewhat dated, revealed that consanguinity was observed in 3% of pregnant women with a higher frequency from rural women. Uncle-niece marriages occurred among 23.4% of women. Fertility was not influenced by consanguinity. Significantly higher rate of still births and infant mortality was observed in consanguineous mating compared to the non-consanguineous. The coefficient of inbreeding was the highest among the Dalits followed by non-Brahmins and Brahmins.

Family Planning

Despite the developments that have come about in the UT, in terms of family planning methods adopted, female sterilization tops the list with 48%. The proportion of those not using any family planning method is 36%. A comparative picture of Pondicherry and India in the adoption of family planning methods is presented in the following Charts 2 and 3.

¹ Government of Pondicherry, Department of Health and Family Welfare.



Morbidity

Respiratory diseases, dysentery and diarrhoea are among the serious causes of morbidity. Deaths due to various causes have ranged from around 8,000 to 9,000 cases during 1999-2001. The highest proportion of death is accounted for by those in the age group of 70 years and above. This is consistent with the high life expectancy in the UT. The lower proportion of deaths below one year reflects the low infant mortality. The proportion of deaths in the 25-44 age group, *inter alia*, follows from better maternal care and reproductive health Table 3.4.

Table 3.4
Proportion of Deaths by Age Groups

Below one year	12.73%
25 to 44 years	16.72%
45 to 64 years	24.51%
70 years and above	26.58%
Others	19.46%
Total	100.00%

Source: Government of Pondicherry, Directorate of Economics and Statistics, Statistical Handbook, 2001-02.

Vision 2010

Considering that increased life expectancy would also bring in its wake several problems relating to incidence of various kinds of health disorders, the UT has identified RCH as a major thrust area for future action. The UT has also, accordingly, evolved "Vision 2010" (Table 3.5) which it proposes to translate into reality progressively as indicated below:

Table 3.5
Vision 2010

Indicator	2000	2002	2005	2010
Crude Birth Rate	18	16	14	12
Crude Death Rate	6.8	6.5	6.0	5.0
Infant Mortality Rate	25	20	15	10
O.P.V.	100	100	100	100
D.P.T.	100	100	100	100
B.C.G.	100	100	100	100
T.T. Pregnant Women	96	100	100	100
Maternal deaths due to Tetanus	Nil	Nil	Nil	Nil
Infant deaths due to Tetanus	Nil	Nil	Nil	Nil
Birth Order of Children I or II	>74	>80	>85	>95
Induced abortions performed by Doctors	100	100	100	100
Institutional deliveries %	93	95	98	100
Pregnant Women check up (minimum 3) by health staff	97	99	100	100

Source: Government of Pondicherry, Department of Health and Family Welfare.

Issue of Individual Health Cards (IHCs)

A special initiative taken by the Government of Pondicherry is issue of health cards for the people of the UT. With the help of ANMs, IHCs were issued to the people in Yanam. Based on the response, the system was also introduced in Mahe. Efforts are under way to issue IHCs in Pondicherry and Karaikal.

IHCs are envisaged as part of E-Governance paradigm. The IHCs carry information on the individuals about their age, sex, marital status, address, occupation, income, voter ID card no. etc. Based on this information, databases are developed and individual unique ID numbers are allotted. ID numbers are also encoded with barcode for facility of retrieval of the records of the individuals. IHCs have provision for recording observations and findings of medical officers for three visits as well as space for general/special investigation reports.

AIDS/STD Control

The programme for AIDS/STD Control is being implemented through the Pondicherry AIDS Society with funds directly provided by the Government of India. Since the commencement of the

programme in 1986, around 6,000 cases have been reported HIV⁺ as against more than 1.3 lakh samples tested. According to the UT Government, the annual cumulative HIV prevalence has declined from 39.35 to 30.86.

A study of HIV infections by the JIPMER reflected the male-female ratio in sero positivity at 0.5:4.5%. The mode of transmission detected was heterosexual promiscuity.

Medical Education

The General Hospital and Maternity Hospital at Pondicherry have been recognized in 2001 by the National Board of Examination for several Post-graduate courses including gynaecology, paediatrics, paediatric surgery etc. During 1991-92, the Mother Teresa Institute of Health Sciences was started to enhance the availability of nursing and paramedical personnel. B.Sc. nursing is among the various courses run by this institute. It also runs a diploma course for multi-purpose workers (female).

CHAPTER - 4

EDUCATION

Access to Education

Access to education in the UT is of a high order, conforming to All India norms. As of year 2002, the UT had 187 habitations. Of this, 172 had primary schools within one kilometer of walking distance, 162 out of them being located within the habitations themselves. A large majority of the habitations (164) also have upper primary schools within 3 kilometers of walking distance (Table 4.1).

Table 4.1
No. of Schools at Different Levels in Pondicherry

	Co-education	Girls	Total	Average Distance (in kms.)*
Primary	446	9	455	1 to 3
Secondary	158	17	175	1 to 7
Higher Secondary	47	15	62	1 to 10

* Average distance from habitations within which schools can be accessed.

Source: National Commission for Women: Data obtained from Government of Pondicherry.

Enrolment

At all levels of education in the UT, primary to higher secondary, girls and boys have more or less equal size of enrolment.

The Gross enrolment ratio of girls at the various levels is not significantly lesser than of boys. The number of girls enrolled per 100 boys is 94 at the primary level, 92 at the elementary level and 96 at the secondary level. In fact, at the higher secondary level the number of girls enrolled per 100 boys is 104.

Gross enrolment ratios in the UT are comparable to those in Tamil Nadu at the primary stage, whereas they are much higher in the upper primary and elementary stages. Compared to Kerala, Karnataka and Andhra Pradesh, the ratios are much higher in Pondicherry. The seemingly better Gross enrolment ratios in the UT, compared to those in Kerala is accounted for by the high Net enrolment

ratios in the latter State.¹ Low enrolment ratios in the States of Karnataka and Andhra Pradesh are accounted for by higher proportion of children out of school (Table 4.2).

Table 4.2
Gross Enrolment Ratios

States	Primary Stage			Upper Primary Stage			Elementary Stage		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Pondicherry	117.23	115.01	116.14	122.87	117.48	120.23	119.48	115.99	117.77
Tamil Nadu	116.61	114.34	115.50	100.21	97.88	99.08	110.24	107.96	109.13
Kerala	98.48	97.73	98.11	99.27	94.77	97.07	98.80	96.52	97.69
Karnataka	112.13	109.11	110.65	77.34	71.09	74.28	98.27	94.01	96.18
Andhra Pradesh	95.47	96.41	95.93	65.81	60.27	63.12	84.35	83.04	83.71

Source: Government of India, Ministry of Human Resource Development, Department of Secondary and Higher Education Selected Educational Statistics; (2002-03).

Dropout Rates

There are no dropouts in the UT among boys as well as girls at the primary and the elementary stages. In this respect, the UT is comparable to Kerala. The dropout rates at the secondary stage are the lowest in India after Kerala. An interesting phenomenon is that at the secondary stage in Pondicherry, the dropout rate for girls is even lesser than that for boys (Table 4.3).

Table 4.3
Dropout Rates

States	Primary Stage			Elementary Stage			Elementary Stage		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Pondicherry	0.00	0.00	0.00	0.00	0.00	0.00	22.97	20.32	21.69
Tamil Nadu	14.56	16.22	15.37	46.06	39.00	42.85	47.31	46.26	46.80
Kerala	0.00	0.00	0.00	0.00	0.00	0.00	16.78	8.88	12.90
Karnataka	19.77	17.59	18.74	47.46	49.61	48.46	60.67	63.72	62.14
Andhra Pradesh	41.66	41.76	41.71	58.10	62.00	59.94	67.36	70.78	68.95
All India	35.85	33.72	34.89	52.28	53.45	52.79	60.72	64.97	62.58

Source: Government of India, Ministry of Human Resource Development, Department of Secondary and Higher Education Abstract; Selected Educational Statistics (2002-03).

¹ Gross enrolment ratio is percentage of the enrolment in classes I-V, VI-VIII and I-VIII to the estimated child population in the age groups of 6-11, 11-14 and 6-14 respectively and also includes under-age and over-age children. But net enrolment ratio does not include under-age and over-age children.

Incentives for Education

The UT Government provides several incentives for promoting girls' education. These are:

- Free cycles to girls studying in 9th standard; (this helps girls from rural areas and economically weaker sections to attend schools and in their retention; during 2003-04, over 5000 girl students were given free cycles);
- Scholarship of Rs.250/- per annum for girls belonging to Other Backward Communities (OBCs) and living below poverty line;
- Exclusive girl's hostels for Scheduled Caste students;
- Provision of retention scholarships at Rs.500/- per year per student for Scheduled Caste girl students who continue to attend schools without getting dropped out;
- Financial assistance (opportunity cost) of Rs.2000 per annum to the parents of Scheduled Caste girl students; and
- Free supply of books, uniforms, stationery items and chappals.

Quality of Education

One of the indicators of quality of education is the availability of adequate number of teachers, especially trained teachers. Lesser the number of pupils a teacher handles, better is the attention to the pupils and therefore the quality of education given. Pupil teacher ratio in Pondicherry is generally much better than in other South Indian States. This is especially true of primary and upper primary levels of education. Generally, in Pondicherry as well as other South Indian States, pupil-teacher ratio is better in urban areas than in rural areas in primary and secondary levels (Table 4.4).

Table 4.4
Pupil-Teacher Ratio

State/UT	Primary Schools			Upper Primary Schools			Secondary Schools			Higher Secondary Schools		
	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
Pondicherry	20	23	21	25	20	23	28	26	27	32	32	32
Tamil Nadu	35	33	34	42	38	40	36	24	30	37	32	33
Kerala	28	28	28	28	26	28	27	27	27	29	30	30
Karnataka	26	28	26	37	37	37	26	29	27	33	36	35
Andhra Pradesh	32	35	33	31	27	30	30	26	29	28	24	32

Source: Ministry of Human Resource Development, Department of Secondary and Higher Education, All India Education Survey, Selected Education Statistics (2002-03)

It is the All India experience that availability of adequate number of female teachers contributes to better enrolment and retention of girl children. Ninety percent of the primary schools in Pondicherry have female teachers. In this respect, the UT is better off than Karnataka (87%). But, Kerala and Tamil Nadu have much higher percentage of primary schools with female teachers – 99% and 97% respectively. Proportion of female teachers to total number of teachers is also quite good in Pondicherry – ranging from 51% to 57% (Table 4.5). This proportion is lesser in Karnataka but higher in Tamil Nadu and Kerala. In all these States, the proportion of female teachers declines in the schools of higher levels. The number of female teachers per 100 male teachers at various levels of school education is much higher in Pondicherry compared to All India figures and those relating to Karnataka. Of course, in this respect, Kerala and Tamil Nadu fare better.

Table 4.5
Proportion of Female Teachers in Schools

Education level	Pondicherry	Tamil Nadu	Kerala	Karnataka
Primary Schools	57%	71%	73%	43%
Upper Primary Schools	54%	70%	68%	53%
Secondary Schools	51%	67%	69%	40%
Higher Secondary Schools	51%	61%	67%	32%

Source: Source: Ministry of Human Resource Development, Department of Secondary and Higher Education, All India Education Survey, Selected Education Statistics (2002-03)

Table 4.6
Number of Female Teachers for 100 Male Teachers

States	Primary	Upper Primary	Secondary	Higher Secondary
Pondicherry	135	119	123	104
Tamil Nadu	240	229	203	157
Kerala	267	213	227	206
Karnataka	75	111	68	47
All India	64	69	61	71

Source: Government of India, Ministry of Human Resource Development, Department of Secondary and Higher Education Abstract; Selected Educational Statistics, (2002-03).

At all levels of school education, proportion of trained teachers is quite high in Pondicherry – at 96%, 92%, 94% and 96% at the primary, Upper Primary, secondary and higher secondary levels respectively. Karnataka and Tamil Nadu are the South Indian States where proportion of trained teachers at all levels of school education is 100%.

Higher Education

Pondicherry has, apart from a University, 33 higher educational institutions – 11 Arts, Science and Commerce Colleges, 5 Engineering, Technical and Architecture Colleges, 6 Medical Colleges, 5 Teacher Training Colleges and 6 other Institutions imparting education in Law, Management, Information Technology and Agriculture. Further, there are 10 Teacher Training Schools, 5 Polytechnics and 14 Technical Schools.

While the enrolment of the girls for higher education is more or less equivalent to that of boys (9,233 girls as against 9,691 boys), their enrolment in Polytechnics is much lesser – 674 against 1,118. Their enrolment in Teacher Training Schools is higher than of boys – 287 against 160.

Expenditure on Education

The per capita expenditure on education in Pondicherry is more than double that of the whole of India. Among the South Indian States, this expenditure is the highest in Pondicherry, though the proportion of educational expenditure to total budget is the lowest (Table 4.7).

Table 4.7
Expenditure on Education

States	Per Capita Expenditure (Rs.)	Proportion of Educational Expenditure to Total Budget (%)*
Pondicherry	1867.60	15.72
Tamil Nadu	85.41	19.97
Kerala	893.11	21.30
Karnataka	713.72	18.50
Andhra Pradesh	708.10	19.79
India	867.39	12.74

* Covers expenditure on education by Education as well as other Departments.

Source: Government of India, Ministry of Human Resource Development, Department of Secondary and Higher Education; Selected Educational Statistics (2002-03).

Literacy

The Literacy rate that obtains in the UT of Pondicherry is 81.2% (88.6% for males and 73.9% for females). Literacy rates in Pondicherry are significantly higher than for All India, for both females and males. Pondicherry holds the seventh rank in India for literacy (2001) which it had in 1991 also. Between 1991 and 2001 the UT gained in literacy by 6.75 percentage points against the All India figure of 13.29 (Table 4.8 & Annexure Table 4 (I)). There are still 1.59 lakh illiterates in the UT (0.47 lakh males and 1.12 lakh females). Majority of the illiterates are in Pondicherry and Karaikal districts.

Pondicherry district alone accounts for more than three-fourths of the illiterates [Annexure Table 4 (ii)].

Table 4.8
Literacy-2001, India/UT of Pondicherry and Districts and Gender Differences

India/UT/Districts	Persons	Males	Females	Male/Female difference
All India	65.36	75.85	54.16	21.69
Pondicherry (UT)	81.2	88.6	73.09	14.70
Mahe	95.7	97.6	94.0	3.6
Pondicherry	80.7	88.4	72.8	15.6
Karaikal	81.9	89.4	79.7	9.7
Yanam	73.7	78.8	68.5	10.3

Source: *Census of India, 2001.*

Among the districts, the highest literacy rate prevails in Mahe, followed by Karaikal, Pondicherry and Yanam in that order. The gender difference in literacy rates is lower in the UT compared to All India. The lowest gender difference is in Mahe District and highest in Pondicherry. The literacy rates are higher in urban areas for all persons in the UT. The rates are higher for males in both rural and urban areas. The female literacy rates for Mahe are higher than the male literacy rates in all urban and rural areas in the rest of the UT [Annexure Table 4 (i)].

CHAPTER - 5

EMPLOYMENT

Work Participation

Work Participation Rate (WPR) in Pondicherry is 35.2%. This is lesser than the figure for Tamil Nadu but close to the All India and Kerala figures. Female WPR in the UT (17.2%) is lesser than a third of the male WPR (53.1%). Among the districts, Pondicherry, Karaikal and Yanam have male WPRs which are close - 53.6%, 52.6% and 52.3% respectively. Male WPR in Mahe is 44.7%. Female WPRs in the districts are at significant variance. The lowest female WPR obtains in Mahe (8.2%) following Yanam (10.3%). The lower female WPRs in the latter districts are accounted for by the fact that they are urban areas where reliance on agriculture for livelihood is almost non-existent, while presence of agriculture affords relatively greater employment (Annexure Table 5 (I)).

The high level of urbanization of the UT, low level of engagement in agriculture and the low WPR for females compared to India and in all the neighbouring States depress the work participation rates in the UT. Generally, the patterns of work participation in the different districts of the UT closely follow the patterns in the adjacent States Mahe District with its lowest WPR of 25% follows its neighbours in Kerala, and Karaikal with its highest WPR of 33.5% is in the direction of higher WPR of Tamil Nadu. Yanam, with 31.5%, is a reflection of its urban characteristic, and so is Pondicherry with 31.5%.

The male WPRs range between 52 and 53% for three districts while it touches a low of 44.7% for Mahe. Lower work participation rates for females bring down the total work participation rates in all the districts and for the UT. [Annexure Table 5(i)]. The distribution of workers in the main and marginal category in the different districts of the UT is presented in Annexure Table 5 (ii).

The total work participation rates have been gently rising for Pondicherry over the three Censuses periods from 1981. The male work participation rate increased between 1981 and 1991 even when there was a drop at the All India level, and the increase has continued between 1991 and 2001. The increase is lower for females compared to males. This is in contrast with the trend for All India, where the female WPR has increased between 1981 and 1991 against the decline for males and more significantly than for males between 1991 and 2001 [Annexure Table 5(iii)].

- Total Work Participation is lowest in Mahe District (25%) and highest in Pondicherry District (36.1%) and the other two Districts of Yanam and Karaikal come between these two with the values of 31.5% and 33.7%;

- In the case of females also, the pattern of total WPR repeats – with 8.2% and 18.5% respectively for Mahe and Pondicherry Districts;
- In the case of males also, WPR is very low at 34.7% in Mahe District and highest at 53.6% in Pondicherry District; and
- In all Districts, female work participation is low and significantly brings down the total work participation rates.
- Another reason for low female WPR is the factor of higher level of urbanization of the UT and total urbanization of two districts namely, Mahe and Yanam.

The proportion of marginal workers in the UT, both males and females has increased significantly between 1991 and 2001, reflecting the All India trend. The increase is very drastic in the case of males (Table 5.1). It is a matter of great concern that marginal workers amongst women have increased very significantly in all the Southern States and at the All India level. It is comparatively lesser in Pondicherry [Annexure Table 5(iii)].

Table 5.1
Proportion of Marginal Workers, 2001

India/UT of Pondicherry	Year	Male	Female
India	1991	0.61	6.24
	2001	6.58	10.99
Pondicherry	1991	0.44	0.90
	2001	2.80	2.40

Source: Census 2001.

Whether it be main or marginal workers, their highest proportion is under the category of "others" – that is, other than cultivators, agricultural labourers and household workers. Among the three latter categories, agricultural labourers account for the highest proportion. The "others" category includes, according to the standard industrial classification, manufacturing as well as services.¹

Males account for a higher proportion of workers in the "others" category while females account for a higher proportion in the category of agricultural workers (Table 5.2). Agricultural workers in both main and marginal category are largely in Karaikal and Pondicherry [Annexure Tables 5 (iv) and 5 (v)]

¹ Exhaustive data in respect of subcategories under "others" have not yet been published by the Census Commissioner.

Table 5.2
Proportion of Industrial Categories of Main and Marginal Workers by Sex, 2001

Category		Cultivators	Agricultural Labourers	Household industries	Others
Main	Persons	3.3	18.8	1.7	76.2
	Male	3.8	14.9	1.2	80.0
	Female	1.5	31.8	33.3	63.4
Marginal	Persons	1.5	50.1	3.8	44.6
	Male	1.7	40.7	1.9	56.6
	Female	1.4	60.7	6.0	32.0

Source: Census 2001

Between 1993-94 and 1999-2000, rate of growth of employment in the UT has been of the order of 4.6% in urban areas and 1.1% in the rural areas. Growth rate of employment among women has been more or less equal to that of men – around 4.5% and 1% in the rural and urban areas respectively.

According to the National Sample Survey (NSS) 55th Round (1999-2000), rate of unemployment in the UT is 4% in rural areas and 4.4% in urban areas. Female unemployment rate is 2.6% in rural areas and 6.9% in the urban areas. Female unemployment rate in urban areas is significantly declined since the 50th Round of NSS, 1993-94 when it was 12.6%.

Ratio of employment in the UT does not increase proportionate to the level of education. The non-literate persons, males or females in the rural or urban areas seem to have better employment opportunities. In fact, in the case of females in the rural areas, non-literates have their highest ratio of employment and it decreases disproportionately to the level of education. This scenario is reflective of the general situation of educated unemployed in the country.

The total number of persons who are on the Live Register of the Employment Exchanges in the UT is 1.68 lakh persons. Of them women are 69,393 (42%). The number of persons sponsored by the Employment Exchanges for jobs for 11354 vacancies was 1.65 lakh, 47,930 among them (29%) being women. Over 10,000 women stood registered with the Employment Exchange in Pondicherry over the last three years. The proportion of Scheduled Caste women registered during these years was around 9%. But only a small number out of all those registered could secure jobs through the Employment Exchange. The proportion of the registered Scheduled Caste women who could secure jobs was quite negligible – 5% in year 2001-02, 2% in 2002-03 and less than 1% in 2003-04. The UT does not have any exclusive Employment Exchange for women. There is an Employment Exchange for the physically challenged persons. As of 31st August, 2004, there were 644 women registrants in this Exchange. They constituted 40% of the total registrants in the Exchange. Whether it be in the case of men or women,

Employment Exchange data do not reflect the total picture regarding job seekers or fulfillment of job needs as per registration. The reason is that not all job seekers register themselves with the Employment Exchanges. Nor do those who get jobs, report to the Employment Exchanges about the fact of their securing jobs.

Table 5.3
Women Job Seekers Registered with Employment Exchanges and their access to jobs

Years	Number of women registered with the Employment Exchange	Number of women who secured jobs
2001-02	10,593	268 (9.22%)
2002-03	10,270	120 (8.96%)
2003-04 (Upto July 2004)	10,977	51 (8.97%)

Source: Government of Pondicherry, Department of Women and Child Development, 2004.

The figures in brackets indicate the proportion of the registrants who secured jobs.

Women do try to access non-traditional jobs. The number of women trainees in non-traditional trades over the last three years is 2328. Training, however, has not necessarily led to wage or self-employment. The number of women beneficiaries under the Entrepreneurship Development Programme (implemented by the UT Government through the Pondicherry Women's Polytechnic) is quite small – 65 in 2002-03 and 138 in 2003-04. The programme covered manufacture of simple chemical products, of bakery products and Call Centre jobs. A small number of women are also seen to have received benefits under the Prime Minister's Rozgar Yojana – 171 in 2001-02, 185 in 2002-03 and 230 in 2003-04.

The Labour Department of the Government of Pondicherry runs 11 Labour Welfare Centres for women – 7 in Pondicherry, 2 in Karaikal and 1 each in Mahe and Yanam. Women hailing from labour families are given training in these Centres in cutting and tailoring, embroidery, needle work, knitting and handicrafts production. Girls who have passed VIII Standard and X Standard are also trained for appearing in the examinations conducted by the Tamil Nadu Board of Technical Education in cutting and tailoring. Trainees are given certificates by the Labour Department.

There are around 7,000 industrial units in Pondicherry of which those in the large scale are 55, those in the medium scale 137 and the rest in the small scale.

The number of those employed in various industries in the UT is 61, 457 of which women number 10,450 (17%). The major proportion of organized sector employment is under the Government and Public Sector.

Child Labour

Despite high human development in Pondicherry, the practice of child labour does exist in the Union Territory. There are about 3, 000 child labourers many of whom are girls. In the age group of 5 to 14, child labour population is 1.1% among girls and 2% among boys (1991). They are engaged in unorganized industries like building construction. They also work as contract workers in organized industries like glass manufacture. Incidence among them of occupational diseases like silicosis, respiratory diseases etc. has been reported.

The Labour Department of the Government of Pondicherry runs 11 Child Welfare Centres – 7 in Pondicherry, 2 in Karaikal and 1 each in Mahe and Yanam. The objective of running these Centres is to give pre-school education to children below 5 years of age hailing from labour families in areas of work concentration. The children are also provided nutritious meals. This activity also helps working women to go to their work places, leaving their children safely behind in the pre-school education institutions.

The Department of Women and Child Development, *inter alia*, implements programmes for training of women for employment and for their income generation through the Corporation of Pondicherry. Training activities are undertaken by the District Industries Centres as well. It is reported that 2500 women have been benefited in terms of self-employment.

CHAPTER - 6

POVERTY

Poverty Head Count

The poverty head count in the Union Territory of Pondicherry is less than the national figure. With 21.67% of the population living below poverty line, the State is close to Tamil Nadu. However, the poverty ratio of the UT is far higher than of Andhra Pradesh and Kerala. In all the States under comparison, urban poverty is higher than rural poverty. There has been a drastic reduction in rural and urban poverty in Pondicherry during the 25-year period from 1973-74 to 1999-2000 as in the rest of India. The figure of rural poverty in Pondicherry has come to be far lesser than the All India figure in 1999-2000, while it was marginally higher than the All India figure in 1973-74 (Table 6.1).

Table 6.1
Poverty Head Count: Pondicherry, Andhra Pradesh, Kerala, Tamil Nadu and India

State	Rural			Urban			Combined		
	1973-1974	1993-1994	1999-2000	1973-1974	1993-1994	1999-2000	1973-1974	1993-1994	1999-2000
Pondicherry	57.43	32.48	20.55	49.40	39.77	22.11	53.82	37.40	21.67
Andhra Pradesh	48.41	15.92	11.05	50.61	38.33	26.63	48.86	22.19	15.77
Kerala	59.19	25.76	9.38	62.74	24.55	20.27	59.79	25.43	12.72
Tamil Nadu	57.43	32.48	20.55	49.40	39.77	22.11	54.94	35.03	21.12
India	56.44	37.27	27.09	49.01	32.36	23.62	54.88	35.97	26.10

Source: Government of India, Planning Commission

Poverty Alleviation Programmes

Like in other parts of the country, in the UT of Pondicherry also Poverty Alleviation Programmes are being implemented – Swarn Jayanthi Gram Swarozgar Yojana, Jawahar Gram Samridhi Yojana, Indira Awas Yojana, Restructured Central Rural sanitation Programme and Employment Assurance Scheme. The overall expenditure (2001-02) was less than Rs. 2 crore.

A substantial number of Self Help Groups have also been set up in the rural as well as urban areas with multiple objectives including poverty alleviation. They have accessed micro credit both from the commercial banks and Government programmes.

Women's Component Plan

The UT implements a Women's Component Plan and ensures flow of budget funds from sixteen heads of development. The flow of funds under these heads envisaged under the Tenth Plan for the women's component is Rs. 303 crore out of a total outlay of Rs. 695 crore (44%). For the year 2003-04, the flow envisaged is Rs. 119 crore out of a total outlay of Rs. 252 crore (47%) [Annexure Table 6.(i)] In presenting the women's component flows in the budget, the entire allocation for ICDS and the nutrition component thereof, which largely benefit children (boys and girls) are exhibited against the component for women, which boosts the proportion of flows to women. In most of the other provisions, women get 20% to 50% of the allocation. In the case of assistance to old age beneficiaries, women get over 80%. And, in the distribution of free rice to the poor, they get 100%. It is desirable that all the flows to women under the component Plan are realistically presented.

Public Distribution System

In order to alleviate poverty, the Government of Pondicherry has also put in place a Public Distribution System. Under the System, 775 ration shops (367 of them in the cooperative sector) are run for distribution of essential commodities at affordable prices.

ENVIRONMENT

Access to Safe Drinking Water

The people of Pondicherry have reasonably good access to safe drinking water. As of 1991, 89% of the households had access to safe drinking water. This also reflects an eight-percentage point increase over the households having access to safe drinking water in the year 1981. In this respect, the situation in Pondicherry is far better than the All India picture. The All India figure (1991) of households having access to safe drinking water was 62.30% only.

Shelter

6.4.2 The standard of housing in the UT is much lower relative to the All India standard. In rural as well as urban areas, larger proportion of houses is of the "kutcha" category (Table 6.2). This also reflects the climatic conditions of the UT.

Table 6.2
Category of dwelling units

	Kutcha		Semi pucca		Pucca	
	Rural	Urban	Rural	Urban	Rural	Urban
Pondicherry	55.90	23.40	13.30	15.30	30.70	61.40
India	32.70	9.90	38.10	19.50	29.20	70.70

Source: Government of India, Planning Commission, National Human Development Report, 2001.

Environmental Sanitation

Many in Pondicherry, as in other parts of India do not have toilets attached to their houses. Households with access to toilet facility is about 12% in rural areas and 50% in urban areas (1991). People without toilet facilities use open lands for answering the calls of nature. The Pondicherry Administration, in order to educate the rural people about environmental sanitation, constructed toilets in the Mangalam village with technical guidance from the MSSRF. The programme has become very successful now and many have come forward to use this facility.

Bio-Villages

Like many other parts of India, Pondicherry also has faced problems of environmental degradation. Due to advancement of mechanization in the agriculture sector, agricultural labourers, especially women, have at times tended to lose jobs and their livelihood. In order to alleviate the conditions of the rural poor and to improve their economy, Pondicherry Administration, jointly with the M.S. Swaminathan Research Foundation (MSSRF), has started the "Bio-Village" Project. Under the Project, 4000 hectares and a population of 25,000 are covered. The Project seeks to bring about sustainable development through an integrated approach of technological empowerment in which social mobilization is the key component. Activities under the Project take into account the need for harmonizing the needs of the present as well as the future generations. It has, *inter alia*, a strong pro-women orientation and its strategy is job-oriented. A blend of traditional knowledge and frontier technologies – bio-information, space, renewable energy and communication technologies – is applied in the implementation of the Project. Livelihood security of the rural people is sought to be ensured through ecological and economic upgradation. Natural resources are advised to be used in a sustainable manner. The various crops, livestock and human beings are treated as mutually inter dependent and complementary components of development.

The story of Valarmathy Kamaraj, Participant in Bio-Village Project in Pondicherry.

Valarmathy Kamaraj hails from Uruvaiyar village. She is a resource poor person. Her work is seasonal and income marginal. She needed supplemental income. The MSSRF advised her to take up floriculture and mushroom production. She undertook Jasmine and Crossandra production. Now she has added income by sale of jasmine in the market. Having initially started in a small way in a meagre extent of 10 cents of land, she has expanded and has established a mist chamber with about 5000 seedlings of jasmine and Crossandra.

Source: Pondicherry Administration; Department of Agriculture.

Bio-Village Societies consisting of Self Help Groups are formed to run "Biocentres". These Centres help in dissemination of market information, development of marketing capabilities, provision of centralized services and facilitation of exchange of experience.

The local people are trained in aquaculture, production of edible mushrooms, horticulture, vegetable production in backyard spaces, manufacture of vermi-compost, poultry production and goat rearing etc.

CHAPTER - 7

VIOLENCE AGAINST WOMEN

Gender Crime Scenario

During 2001, the number of crimes committed against women in Pondicherry was 115. In terms of contribution to the All India total of crimes against women, this accounted for only 0.1% (26th rank among States and Union Territories). However, the State recorded a relatively much higher rate of cognizable crimes against women (18th rank among States and Union Territories) (Table 7.1).

Table 7.1
Trends in crimes against women in Pondicherry: 1999/2001.

	1999	2001
Rape	6	9
Dowry death	—	—
Molestation	36	35
Sexual harassment (eve teasing)	19	27
Cruelty by husband and relatives	6	—
Kidnapping and abduction of women and girls	2	3
Dowry Prohibition Act	4	2
Immoral Traffic (Prevention Act)	50	39
Total	123	115

Source: Ministry of Home Affairs, National Crime Records Bureau; Crime in India 1999 and 2001

Rape, kidnapping and abduction, dowry deaths, cruelty by husbands/relatives, molestation, eve teasing (sexual harassment) and immoral trafficking are the crimes against women which are common – like in many other States. Majority of the cases are those relating to the last three mentioned offences.

Victims of rape are mostly in the age group of upto 18 years. Rapists are mostly known to the victims, more often neighbours.

Reportedly, there are a number of slums around Pondicherry - twelve of them are within the town itself - and they become convenient breeding ground for immoral trafficking.

In order to deal with the dowry menace, the Department of Women and Child Development conducts awareness camps in villages. There are also designated Dowry Prohibition Officers in the departments of Government to check on dowry menace.

All Police Stations including the All Women Police Station in Pondicherry deal with cases of atrocities against women so as to protect the human rights of women and children.

In pursuance of the guidelines and norms laid down by the Supreme Court in the case of Vishaka and others vs State of Rajasthan and communicated to them by the Government of India, the State Government has also constituted Complaints Committees in all the four regions of the State for redressal of sexual harassment complaints of women employees of Government Departments and Public Sector Undertakings. The Committees have been mandated to examine complaints received by them and make appropriate recommendations to the Heads of the concerned Government Departments and Organizations. The Committees are to function as watchdogs for prevention of sexual harassment at workplaces. The Committees are further to send annual reports to the Government through the Department of Women and Child Development.

Law Enforcement in Cases of Violence against Women.

Some of the problems that have been brought to notice¹ in regard to dispensation of justice in cases of violence against women are the following:

- In cases of sexual harassment, intimidation by the immediate higher official against whom complaint is made is experienced; sometimes, the offending officials are just transferred without any penalty being imposed on them;
- In cases of dowry death, there are serious difficulties in establishing the guilt of the husband/family; the families of the deceased are advised to accept return of jewels, vessels etc. instead of the cases being pursued;
- Follow up by the police authorities in cases of extreme violence against women is lax;
- Advice given by the Women Police Cell approached by victims of violence is often arbitrary, sometimes motivated by extra-legal considerations; they are also advised to "adjust to the situation."

The Central Prison in Pondicherry has a separate cell to keep women under-trials and convicts. Separate lock-ups are also provided for women under detention.

¹ All India Democratic Women's Association (AIDWA): Memorandum on the status of women in Pondicherry, presented to the Chairperson of the National Commission for Women; 5, October, 2004.

Mangalam Project

Mangalam is a village near Villianur in Pondicherry with about 500 families. Fifty per cent of the people in the village live below poverty line. The predominant communities are Gounders and Chettiars. The Scheduled Caste people live separately in Mangalampet.

Project Mangalam was started by the National Commission for Women in 1994 with the support and cooperation of the Government of Pondicherry. It is designed to secure "justice delivery by women for women." The principal objectives of the Project are:

- Education of women on laws concerning their basic rights;
- Equipping women to participate in the democratic, political process of Panchayat administration and in exercise of power with accountability;
- Formation of Mahila Courts by Groups of women so that women could voluntarily bring before such Courts grievances and disputes for resolution through conciliation, mediation, negotiation or arbitration; and
- Helping women to avoid costly litigation and secure low cost, fair and quick justice at their doorsteps.

Several Legal Training camps are being conducted under the Project so as to generate among them awareness about their rights in the family and society, and government's welfare programmes, apart from inculcating among them the values of gender equality, empowerment, leadership etc. Training is conducted on a participatory basis.

Counsellors under the Project handle various women related problems in individual cases such as dowry, extra-marital relationships, property disputes, alcoholism etc. and try to resolve them including by coordination with Legal Aid Cells, Panchayats and courts wherever considered necessary.

Groups of women and volunteers trained under the Project have come to involve themselves in various community activities such as creation of Mathar Sangham (Association of Women), adult literacy, skill training for self/wage employment etc.

The Mangalam Project now covers 140 villages benefiting 7000-8000 women.

CHAPTER - 8

WOMEN'S DEVELOPMENT INSTITUTIONS

Department of Women and Child Development

There is an exclusive Department of Women and Child Development which was established in 1996 pursuant to instructions from the Government of India to focus concentrated attention on the development of women and children. Under the Citizens' Charter of the Department, it stands mandated to providing nutrition and health support to children and to pregnant and lactating mothers, apart from implementing development programmes for women with special attention to widows and those in old age.

The principal activities that are being undertaken by the Department include:

- Running Integrated Child Development Service (ICDS) Projects;
- Running of Working Women's Hostel;
- Running of Service Home for destitute women;
- Granting financial assistance for remarriage of widows;
- Issuing share capital and managerial assistance to Women Development Corporation; and
- Giving financial support for the Mangalam Project for creating awareness regarding gender justice.

The Department has also proposed a scheme with funding from Government for rehabilitation of women with AIDS infection, especially among commercial sex workers.

Pondicherry Women's Commission

The Pondicherry Women's Commission Act was enacted in the year 2001. But it has been brought into force only in September, 2004. *Inter alia*, the Act provides for the Constitution of the Pondicherry Women's Commission with a Chairperson and not more than six other Members. At least one member each should be from the Scheduled Castes and Scheduled Tribes. The principal functions of the Commission are:

- To inquire into unfair practices and recommend to Government actions to be taken in respect of such practices;

- To cause investigations on issues of importance concerning women and issues concerning unfair practices;
- To submit annual reports to Government, *inter alia*, on inadequacies in laws in their application to women, enforcement of laws, recruitment and promotions in public service having implications for equality of opportunity for women inspection of prisons, police stations etc., welfare measures for women, maintenance of data bank on social, economic and political condition of women etc.

The Commission can also pass orders for prosecution in cases of criminal offences.

Pondicherry Corporation for Development of Women and Handicapped persons.

This corporation was established in 1993. The objective of this corporation is to make women and handicapped persons among them socially and economically self-reliant and empowered. The Corporation imparts training to women and handicapped persons in various skills and helps them set up their own trade or business by providing loan assistance. The training programmes include computer operation, typewriting, auto-rikshaw driving, Tanjore Arts painting, fishnet weaving etc.

The Corporation also helps in the formation of Self Help Groups among women. Training is given to members of the Groups in health, nutrition, legal awareness, leadership quality etc. Linked to savings by the members of the Groups, Group loans are sanctioned for helping them undertake various kinds of income generating activities. Over 300 Groups have been formed in Pondicherry and Karaikal. Micro credits are also given to individuals for running small business. The Corporation functions as the channelizing agency of the National Handicapped Finance Corporation (NHFC) for extending benefits including business loans to handicapped women. Further the Corporation runs Working Women's hostels, Short stay homes and Day Care Centres.

Backward Classes and Minorities Development Corporation

The Pondicherry Backward Classes and Minorities Development Corporation is mandated to bring about economic development and upliftment of weaker sections belonging to Backward and Minority Communities. The Corporation implements several schemes for grant of loans for women. These schemes are:

- Loan-cum-subsidy scheme for setting up own trades. The scheme is implemented in coordination with National and Scheduled Commercial Banks;
- Term Loan Scheme: term loans released by the National Backward Classes Finance Development Corporation (NBCFDC) and National Minorities Development Finance Corporation (NMDFC), New Delhi, are disbursed to the members of the respective communities;
- Education Loans: Under this scheme formulated by the NBCFDC, loans at concessional interest are disbursed for betterment of education opportunities. Those pursuing professional and technical courses are eligible for assistance under this scheme;

- New Swarnima Scheme (Exclusively for Women): Loans are given to women beneficiaries for starting small business; and
- Training Scheme: Job oriented training schemes are implemented for the benefit of the unemployed youth.

Centre for Women's Studies, University of Pondicherry.

This Centre works for the creation of critical awareness and sensitivity to women's issues in every field. It encourages women's academic development and empowerment. The thrust areas of the working of the Centre are awareness generation, expression of women's voice, socio-cultural issues and studies on marginalization, women's legal rights, restructuring of women's role in history and critical analysis of stereotyping. The Centre follows a multi-disciplinary approach. It offers a one year post graduate diploma on women's studies as well as M.Phil.

CHAPTER - 9

FINDINGS AND RECOMMENDATIONS

The Chairperson of the National Commission for Women and her team had extensive interactions with the Chief Minister and senior officers of the Government of the Union Territory of Pondicherry as also NGOs on the status of women in Pondicherry on the 5th of October, 2004. In these interactions a large number of recommendations for the protection of women and enhancement of their status emerged. Details of these discussions are presented in Appendix 2. A summary of the recommendations is presented below:

Political participation

- i. Number of seats for women in the Parliament and the Pondicherry Assembly should be enhanced. Reservation of 33% of seats for women in Panchayats should be made a reality. (There have been no Panchayat elections in the UT for more than 30 years).
- ii. Adequate representation should be given for women in State level Committees formed by the Government.

Health

- i. In spite of legal provisions and regulations against female foeticide, health clinics do indulge in this pernicious practice. Strong measures are required against the errant clinics. There should be coordination between the Health, Home and Women and Child Departments in the implementation of the PNDT Act
- ii. The functioning of Primary Health Centres (PHCs) should be improved.
- iii. The quality of services and the number of employees in Government hospitals should be enhanced. There should be separate diagnostic centres for women in hospitals; regular screening of women in hospitals should be facilitated too. Emphasis needs to be laid on preventive medicine.
- iv. Safe drinking water and total sanitation should be organized for women in rural areas.
- v. **HIV/AIDS** infection is becoming a problem seriously affecting the health and status of women in households as well as society in Pondicherry and this should receive the serious attention of the authorities for addressing the various dimensions of the problem.

- vi. Care should be taken to ensure that all cases of immuno deficiency are not classified as HIV. The disease should be classified only after verification.

Education

- i. School buildings in rural and interior areas are thatched structures and they should be replaced by pucca buildings.
- ii. There are no toilet facilities for girls in many schools. Sometimes, drinking water facilities are also poor. This affects enrolment and retention. This inadequacy in school infrastructure should be remedied by provision of adequate resources.
- iii. School health check-up for girls should be made more regular.
- iv. Schools in rural areas do not have adequate number of teachers. All the vacancies of teachers should be filled. The practice of over-qualified teachers being posted to primary schools and then being utilized for teaching in higher classes should be discontinued as this affects the functioning of the primary schools.
- v. Special attention should be given for the teaching of the children from first generation learner families as they are generally weak.
- vi. The number of secondary schools is inadequate, especially for girls in rural areas. This inadequacy should be removed.
- vii. There should be technical education schools for the benefit of girls who have completed 9th standard.
- viii. Bank loans at concessional rates of interest should be provided for girls who want to pursue higher education.

Employment

- i. Schemes and programmes designed to facilitate women's access to employment should be improved in their implementation. Entrepreneurship programmes for women should be encouraged and streamlined. Loans under the Prime Minister's Rozgar Yojana should be released without the serious delays that are frequently experienced by women at present. The formalities regarding the grant of loans should be simplified too. Mere credit facilities are not adequate. There should be transfer of technology to women, especially those in rural areas. Marketing facilities should also be provided for women entrepreneurs.
- ii. Lands should be freely assigned for women in the rural areas as a measure of putting them in possession of economic assets and means of securing land based and other kinds of employment.
- iii. Reservation of jobs for women should be introduced.

- iv. Equal opportunities should be provided for women in job placements through the employment exchange – as this is not done now.
- v. Equal Remuneration for women's work should be ensured.
- vi. Labour protection should be ensured for women who are getting increasingly marginalized in the process of reform and privatization.
- vii. The occupational safety of women, especially those employed in hazardous industries should be given special attention and occupational diseases like silicosis should be prevented. Prompt and adequate compensation should also be given for the affected persons.
- viii. More working women's hostels should be established.

Self Help Groups (SHGs)

- ix. Non Government Organizations should be construed as SHGs to facilitate their involvement in undertaking economic activities for the benefit of women.

Legal right to property

- x. Ownership of property facilitates raising of resources including for undertaking economic activities and employment. Women should, therefore, be given rights equal with men in inheritance of property.

Women in old age

- xi. Women in old age, apart from having no employment or social security, do not most often have any other resources of their own. Negligence of senior citizens is particularly harsh on women. Counselling of children should be organized about the care of the aged, especially women.
- xii. Monetary assistance should be provided for uncared women in old age for treatment of cancer, heart diseases, TB etc.

Physically challenged women

- xiii. Physically challenged women should be given job oriented training according to their capabilities. There should also be arrangements for the marketing of their products.

Sex workers

- xiv. There should be effective programmes for the rehabilitation of sex workers.

Poverty

- i. The Public Distribution System (PDS) does not function satisfactorily. The Below Poverty Line (BPL)/ Above Poverty Line (APL) categorization for PDS is not being done properly. The system

should be streamlined. "The eligibility criteria for BPL has been devised not to identify who need support (sic) but to exclude families from the ration system."¹

- ii. The quality of civil supplies through the PDS is poor. Kerosene quota needs to be rationally fixed. Fourteen essential commodities should be included for distribution under the system.
- iii. There should be monitoring committees to watch over the functioning of fair price shops and to address complaints regarding weighments and shop timings.
- iv. Women's name should be exhibited as the head of the family in the ration cards.

Violence against women

Law Enforcement

- i. Effective measures should be taken to bring about a sea change in the police methods in handling cases relating to women. The frequently experienced problems are:
 - In cases of complaints, cases are not even registered;
 - Where FIR is filed, action is not pursued or it is stalled;
 - There are inordinate delays in initiation of action by the police authorities in cases of sexual harassment, dowry death complaints etc.,
 - There is no transparency in the actions being taken by the police authorities;
 - Political interference is also experienced; and
 - The Police Advisory Council is not functioning properly.
- ii. The strength of women in police stations should be enhanced.
- iii. Police Advisory Committees should be constituted to monitor cases. Such Committees should have representation from among social activists.
- iv. The module prepared by the Police Academy for the National Commission may be utilized for gender sensitization training of the police officials.

Sexual harassment

- v. Sexual harassment in work places is rampant. There are also cases of harassment of girl students in schools and colleges. Meaningful measures should be taken against this menace. There have been reports of sexual harassment even in the Aurobindo Ashram. The authorities should bring the offenders to justice wherever the offence takes place.
- vi. Offences under Section 493/490 (A) of the IPC should be amended to make them cognizable.

¹ All India Democratic Women's Association, Pondicherry.

- vii. Like in Tamil Nadu, Prohibition of Harassment of Women Act should be enacted.
- viii. There should be a Grievance Cell for women employees in the Department of Women and Child Development.
- ix. A Committee on Sexual Harassment should be formed in the Police Department.
- x. In women's institutions, women staff should be appointed as a measure of preventing sexual harassment.

Societal problems and atrocities against women

- xi. There is high level of alcoholism in the Union Territory. This also has implications for violence against women. Men given to alcoholism tend to get violent against their spouses and also tend to become lax in morals. This leads to disruption of families. This kind of experience is rampant, especially in low-income families. Therefore strong measures should be taken to tackle alcoholism.
- xii. Arrack shops should not be allowed near schools, temples and churches.
- xiii. A Co-ordination Committee with the representatives of the Home, Women and Child Development and Excise Departments should be constituted to address the issue of alcoholism in all its dimensions.
- xiv. Often, it is unemployment that drives the youth to commit atrocities against women. This root cause should be addressed vigorously.
- xv. Poor unwed mothers are unable to afford DNA test to prove paternity. There should be arrangements for addressing this problem.

Marriage related problems

- xvi. There are marriage related problems that arise in a large number of cases and an issue that crops up often is that of place where marriage took place vis a vis legal jurisdiction. There are no clear provisions regarding legal jurisdiction and this systemic deficiency should be rectified.
- xvii. In many cases where divorce has been granted by the court, men pay alimony for six months. Thereafter they stop paying the alimony. The divorcee woman has to approach the court again and again to secure orders for continued payment of alimony. The man responsible for the payment of alimony also moves out to another town or residence and evades payment of alimony. Court attachment of earnings of the man granted divorce is found feasible only in the case of Government employees. Strong and effective measures to secure continued payment of alimony as per court orders should be put in place.
- xviii. There are a number of cases of deserted women. It is necessary to have arrangements to address their problems. Action should be taken against the parents of the son who deserts wife/ commits atrocities against the wife.

- xix. If women from the UT are married outside the UT, there are problems in getting marriage certificates. System and procedures in this regard should be put in place to help women marrying from outside.
- xx. Registration of marriages should be made compulsory irrespective of ones domicile and religion.
- xxi. Even as there is a law for registration of births and deaths, there should be legal provision for obtaining "fitness certificate" for marriage from the Health Department. This measure would help in preventing child marriages.
- xxii. Arrangements should be put in place for pre-marital and post-marital counselling of couples.
- xxiii. Minimum age of marriage for girls should be enhanced to 21 years.

Pedophile problem

- xxiv. There have been media reports about pedophile problem in Pondicherry. The UT Administration should take serious notice of the same and should crack down on the offenders.

Jails

- xxv. Facilities provided in jails do not take into account gender concerns. Lack of proper toilet facilities, absence of rehabilitation programmes, absence of adequate care of children of women in prisons, inadequate health care and recreation facilities are problems which need to be addressed emergently. Credible NGOs should be encouraged and associated in rendering services for women in jails.
- xxvi. At present, there is no separate jail for women in Karaikal. The same should be provided.

Dispensation of justice

- xxvii. There should be separate courts for dealing with cases relating to women. This would help in sensitive and speedier dispensation of gender justice,
- xxviii. More Family Courts should be set up, as the only Family Court in Pondicherry is inadequate. Procedures followed in the Family Court at present are time consuming and hearings are adjourned liberally negating the very purpose of the formation of this institution. The procedures should be streamlined. The Counsellors in the Family Court are themselves not adequately aware of the gender rights. The choice of the Counsellors should be carefully made and they should also be properly trained.
- xxix. There are no women judges now and adequate number of them should be appointed.

Legal Aid

- xxx. The Department of Women and Child Development and the Women Development Corporation should have Legal Aid Cells. Legal Awareness Camps should be organized for the benefit of women in villages.

The Media

The media, especially television and movies project violence in a big way. The influence of the Media which indulges in the portrayal of a false image of the woman leads to all kinds of violence, abuse and crimes against women. The Media as well as advertisements and magazines also portray women as belonging to the weaker sex and as objects of sex, effectively justifying women's subjugation. Such projection and portrayal should be restrained by appropriate legal measures. (A resolution was also adopted to this effect by the NGOs which met the Chairperson of the National Commission for women at Pondicherry on 5th October, 2004).

Right to Information

Right to Information Centres should be established. These Centres should be mandated to bring out documentation on the status of women and children in the UT. They should be provided the required information by all the Departments concerned.

Table 1(i)
Expenditure on women and child development as percentage of Net State
Domestic Product (NSDP): Pondicherry

Year		Women	Children
1993-94	NSDP	829 crore	829 crore
	Expenditure	0.5 crore	46.85 crore
	Percentage	0.061	5.652
1998-99	NSDP	2677 crore	2677 crore
	Expenditure	1.1 crore	95.1 crore
	Percentage	0.041	3.556
2001-02	NSDP	3414 crore	3414 crore
	Expenditure	Rs.1.6 crore	119.28 crore
	Percentage	0.049	3.494

Source: Society for Applied Research in Education and Development (SARED); Analysis of Budgeted Expenditure on Women and Child Development 1993-94 to 2002-03.

Table 1(ii)
Per Capita Expenditure on Women's Development (Population in Thousands and Expenditure)

Year		Centre	Pondicherry
1993-94	Population	83.1 crore	0.084 crore
	Expenditure	643 crore	0.51 crore
	Per Capita Expenditure	Rs.7.73	Rs.6.08
1997-98	Population	89.76 crore	0.09
	Expenditure	1168.28 crore	0.61crore
	Per Capita Expenditure	Rs.13.02	Rs.6.75
2000-01	Population	102.62 crore	0.095 crore
	Expenditure	1708.07 crore	Rs.1.79 crore
	Per Capita Expenditure	Rs.16.64	Rs.18.94

Source: Society for Applied Research in Education and Development (SARED); Analysis of Budgeted Expenditure on Women and Child Development 1993-94 to 2002-03.

Table 1(iii)
Per Capita Expenditure on Child Development (Population in Thousands and Expenditure)

Year		Centre	Pondicherry
1993-94	Population	83.14 crore	0.084 crore
	Expenditure	19,408 crore	46.85 crore
	Per Capita Expenditure	Rs.233.44	Rs.559.10
1997-98	Population	89.76 crore	0.09 crore
	Expenditure	36110.65 crore	79.42 crore
	Per Capita Expenditure	Rs. 402.30	Rs.879.62
2000-01	Population	102.62	0.095 crore
	Expenditure	56,481.76 crore	111.38 crore
	Per Capita Expenditure	Rs.550.37	Rs.1,176.18

Source: Society for Applied Research in Education and Development (SARED); Analysis of Budgeted Expenditure on Women and Child Development 1993-94 to 2002-03.

Table 2(i)
Population by Sex and Sex Ratio

State and Districts	Area	Population			Sex Ratio
		Persons	Males	Females	
Pondicherry	Total	974,345	486,961	487,384	1001
	Rural	325,726	163,703	162,023	990
	Urban	648,619	323,258	325,361	1007
Yanam	Total	31,394	15,893	15,501	975
	Rural	0	0	0	0
	Urban	31,394	15,893	15,501	975
Pondicherry	Total	735,332	369,428	365,904	990
	Rural	229,373	116,053	113,320	976
	Urban	505,959	253,375	252,584	997
Mahe	Total	36,828	17,153	19,675	1147
	Rural	0	0	0	0
	Urban	36,828	17,153	19,675	1147
Karaikal	Total	170,791	84,487	86,304	1022
	Rural	96,353	47,650	48,703	1022
	Urban	74,438	36,837	37,601	1021

Table 2(ii)
Population in the Age Group (0-6 Years) and (0-6 Years)

State and Districts	Area	Population (0-6 Years)			Sex Ratio (0-6 Years)
		Persons	Males	Females	
Pondicherry	Total	117,159	59,565	57,594	967
	Rural	41,821	21,260	20,561	967
	Urban	75,338	38,305	37,033	967
Yanam	Total	4,450	2,269	2,181	961
	Rural	0	0	0	0
	Urban	4,450	2,269	2,181	961
Pondicherry	Total	88,209	44,868	43,341	966
	Rural	30,182	15,381	14,801	962
	Urban	58,027	29,487	28,540	968
Mahe	Total	4,274	2,226	2,048	920
	Rural	0	0	0	0
	Urban	4,274	2,226	2,048	920
Karaikal	Total	21,564	10,914	10,650	976
	Rural	12,045	6,096	5,949	976
	Urban	9,519	4,818	4,701	976

Table 2(iii)
Total Population, Scheduled Castes and Scheduled Tribes Population and their Proportions
to the total Population

State and Districts	Area	Total Population	SC Population		ST Population	
			Population	%	Population	%
Pondicherry	Total	974,345	157,771	16.2	0	0.0
	Rural	325,726	88,545	27.2	0	0.0
	Urban	648,619	69,226	10.7	0	0.0
Yanam	Total	31,394	5,802	18.5	0	0.0
	Rural	0	0	0.0	0	0.0
	Urban	31,394	5,802	18.5	0	0.0
Pondicherry	Total	735,332	120,980	16.5	0	0.0
	Rural	229,373	66,169	28.8	0	0.0
	Urban	505,959	54,811	10.8	0	0.0
Mahe	Total	36,828	121	0.3	0	0.0
	Rural	0	0	0.0	0	0.0
	Urban	36,828	121	0.3	0	0.0
Karaikal	Total	170,791	30,868	18.1	0	0.0
	Rural	96,353	22,376	23.2	0	0.0
	Urban	74,438	8,492	11.4	0	0.0

Table 2(iv)
Population and sex ratio among Scheduled Castes and Scheduled Tribes

State and Districts	Area	Population		Sex ratio	
		Scheduled Castes	Scheduled Tribes	Scheduled Castes	Scheduled Tribes
Pondicherry	Total	157,771	0	1019	0
	Rural	88,545	0	1011	0
	Urban	69,226	0	1029	0
Yanam	Total	5,802	0	993	0
	Rural	0	0	0	0
	Urban	5,802	0	993	0
Pondicherry	Total	120,980	0	1019	0
	Rural	66,169	0	1008	0
	Urban	54,811	0	1033	0
Mahe	Total	121	0	754	0
	Rural	0	0	0	0
	Urban	121	0	754	0
Karaikal	Total	30,868	0	1025	0
	Rural	22,376	0	1020	0
	Urban	8,492	0	1038	0

Table 4(i)
Numbers of Literates and Literacy Rate by Sex

State and Districts	Area	Literates			Literacy Rate		
		Persons	Males	Females	Persons	Males	Females
Pondicherry	Total	696,367	378,758	317,609	81.2	88.6	73.9
	Rural	210,021	118,941	91,080	74.0	83.5	64.4
	Urban	486,346	259,817	226,529	84.8	91.2	78.6
Yanam	Total	19,861	10,739	9,122	73.7	78.8	68.5
	Rural	0	0	0	0.0	0.0	0.0
	Urban	19,861	10,739	9,122	73.7	78.8	68.5
Pondicherry	Total	521,928	287,014	234,914	80.7	88.4	72.8
	Rural	141,584	81,860	59,724	71.1	81.3	60.6
	Urban	380,344	205,154	175,190	84.9	91.6	78.2
Mahe	Total	31,140	14,575	16,565	95.7	97.6	94.0
	Rural	0	0	0	0.0	0.0	0.0
	Urban	31,140	14,575	16,565	95.7	97.6	94.0
Karaikal	Total	122,266	65,769	56,497	81.9	89.4	74.7
	Rural	68,097	36,885	31,212	80.8	88.8	73.0
	Urban	54,169	28,884	25,285	83.4	90.2	76.9

Table 4 (ii)
Distribution of Population among Literates and Illiterates

State and Districts	Area	Total Population	Number of Literates			Number of Illiterates		
			Persons	Males	Females	Persons	Males	Females
Pondicherry	Total	974,345	696,367	378,758	317,609	277,978	108,203	169,775
	Rural	325,726	210,021	118,941	91,080	115,705	44,762	70,943
	Urban	648,619	486,346	259,817	226,529	162,273	63,441	98,832
Yanam	Total	31,394	19,861	10,739	9,122	11,533	5,154	6,379
	Rural	0	0	0	0	0	0	0
	Urban	31,394	19,861	10,739	9,122	11,533	5,154	6,379
Pondicherry	Total	735,332	521,928	287,014	234,914	213,404	82,414	130,990
	Rural	229,373	141,584	81,860	59,724	87,789	34,193	53,596
	Urban	505,959	380,344	205,154	175,190	125,615	48,221	77,394
Mahe	Total	36,828	31,140	14,575	16,565	5,688	2,578	3,110
	Rural	0	0	0	0	0	0	0
	Urban	36,828	31,140	14,575	16,565	5,688	2,578	3,110
Karaikal	Total	170,791	122,266	65,769	56,497	48,525	18,718	29,807
	Rural	96,353	68,097	36,885	31,212	28,256	10,765	17,491
	Urban	74,438	54,169	28,884	25,285	20,269	7,953	12,316

Table 5(i)
Number of workers and work participation rate by sex

UT and districts	Area	Population			Number of workers (Main + Marginal)			Work participation rate (Main + Marginal)		
		Persons	Males	Females	Persons	Males	Females	Persons	Males	Females
Pondicherry	Total	974,345	486,961	487,384	342,655	258,670	83,985	35.2	53.1	17.2
	Rural	325,726	163,703	162,023	127,766	88,986	38,780	39.2	54.4	23.9
	Urban	648,619	323,258	325,361	214,889	169,684	45,205	33.1	52.5	13.9
Yanam	Total	31,394	15,893	15,501	9,903	8,310	1,593	31.5	52.3	10.3
	Rural	0	0	0	0	0	0	0.0	0.0	0.0
	Urban	31,394	15,893	15,501	9,903	8,310	1,593	31.5	52.3	10.3
Pondicherry	Total	735,332	369,428	365,904	265,660	198,019	67,641	36.1	53.6	18.5
	Rural	229,373	116,053	113,320	93,911	63,485	30,426	40.9	54.7	26.8
	Urban	505,959	253,375	252,584	171,749	134,534	37,215	33.9	53.1	14.7
Mahe	Total	36,828	17,153	19,675	9,292	7,673	1,619	25.2	44.7	8.2
	Rural	0	0	0	0	0	0	0.0	0.0	0.0
	Urban	36,828	17,153	19,675	9,292	7,673	1,619	25.2	44.7	8.2
Karaikal	Total	170,791	84,487	86,304	57,497	44,426	13,071	33.7	52.6	15.1
	Rural	96,353	47,650	48,703	33,753	25,423	8,330	35.0	53.4	17.1
	Urban	74,438	36,837	37,601	23,744	19,003	4,741	31.9	51.6	12.6

Table 5 (ii)
Percentage distribution of total workers by main and marginal category

UT and districts	Area	Workers			Main worker (%)			Marginal worker (%)		
		Persons	Males	Females	Persons	Males	Females	Persons	Males	Females
Pondicherry	Total	342,655	258,670	83,985	32.6	50.4	14.8	2.6	2.8	2.4
	Rural	127,766	88,986	38,780	34.8	50.2	19.3	4.4	4.2	4.6
	Urban	214,889	169,684	45,205	31.4	50.4	12.6	1.7	2.0	1.3
Yanam	Total	9,903	8,310	1,593	29.6	50.1	8.6	1.9	2.2	1.7
	Rural	0	0	0	0.0	0.0	0.0	0.0	0.0	0.0
	Urban	9,903	8,310	1,593	29.6	50.1	8.6	1.9	2.2	1.7
Pondicherry	Total	265,660	198,019	67,641	33.7	51.0	16.2	2.4	2.6	2.3
	Rural	93,911	63,485	30,426	36.5	50.6	22.1	4.4	4.1	4.8
	Urban	171,749	134,534	37,215	32.4	51.2	13.5	1.5	1.9	1.2
Mahe	Total	9,292	7,673	1,619	22.8	41.3	6.8	2.4	3.5	1.5
	Rural	0	0	0	0.0	0.0	0.0	0.0	0.0	0.0
	Urban	9,292	7,673	1,619	22.8	41.3	6.8	2.4	3.5	1.5
Karaikal	Total	57,497	44,426	13,071	30.2	49.1	11.8	3.4	3.5	3.3
	Rural	33,753	25,423	8,330	30.7	48.9	12.9	4.4	4.5	4.2
	Urban	23,744	19,003	4,741	29.7	49.3	10.4	2.2	2.3	2.2

Table 5(iii)
Main and Marginal Category Workers in Different States of the Region over the Census Periods

State/Area	1981		1991		2001		
	Males	Females	Males	Females	Persons	Males	Females
India (Total)	52.62	19.67	51.61	22.27	39.26	51.93	25.68
(Main)	51.62	14.07	51.00	16.03	30.55	45.35	14.68
(Marginal)	1.00	5.60	0.61	6.24	8.71	6.58	10.99
Tamil Nadu (T)	56.58	26.52	56.39	29.89	44.78	58.04	31.33
(Main)	55.85	22.36	56.10	25.13	38.13	52.25	23.80
(Marginal)	0.73	4.16	0.29	4.76	6.65	5.76	7.52
Kerala (T)	44.89	16.61	47.58	15.85	32.3	50.4	15.3
(Main)	41.04	12.76	44.82	12.81	25.9	41.9	10.8
(Marginal)	3.85	3.85	2.76	3.04	6.4	8.5	4.5
Andhra Pradesh (T)	57.28	33.54	55.48	34.32	45.81	55.02	34.93
(Main)	57.12	27.01	55.13	30.05	38.10	50.71	25.10
(Marginal)	0.56	6.53	0.35	4.27	7.70	5.74	9.72
Pondicherry (T)	47.08	13.48	50.55	15.24	35.2	53.1	17.2
(Main)	46.02	11.03	50.11	14.34	32.6	50.4	14.8
(Marginal)	1.06	2.45	0.44	0.90	2.6	2.8	2.4

Status of Job Seekers and Job Fulfillment¹

¹ Source: Government of Pondicherry, Department of Women and Child Development.

Table 5 (iv)
Distribution of main worker by category in percentage

UT and Districts	Area	Number of Main Workers			Cultivators (%)			Agricultural labourers (%)			Workers in household industries (%)			Other Workers (%)		
		Persons	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons	Males	Females
Pondicherry	Total	317,367	245,205	72,162	3.3	3.8	1.5	18.8	14.9	31.8	1.7	1.2	3.3	76.2	80.0	63.4
	Rural	113,453	82,135	31,318	7.7	9.4	3.1	43.7	35.9	64.1	1.6	1.3	2.6	47.0	53.4	30.2
	Urban	203,914	163,070	40,844	0.9	1.0	0.3	4.9	4.4	7.1	1.7	1.2	3.8	92.5	93.4	88.8
Yanam	Total	9,292	7,958	1,334	2.8	3.2	0.4	20.1	18.5	29.5	2.6	2.4	3.6	74.5	75.9	66.6
	Rural	0	0	0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
	Urban	9,292	7,958	1,334	2.8	3.2	0.4	20.1	18.5	29.5	2.6	2.4	3.6	74.5	75.9	66.6
Pondicherry	Total	247,747	188,502	59,245	3.3	3.8	1.5	18.0	13.7	31.5	1.7	1.2	3.3	77.0	81.2	63.7
	Rural	83,808	58,779	25,029	8.1	10.2	3.2	46.2	37.5	66.7	1.7	1.4	2.6	44.0	51.0	27.5
	Urban	163,939	129,723	34,216	0.8	0.9	0.3	3.6	3.0	5.7	1.8	1.2	3.9	93.9	94.9	90.1
Mahe	Total	8,406	7,076	1,330	0.2	0.2	0.1	2.1	1.8	3.2	0.8	0.6	1.6	97.0	97.4	95.1
	Rural	0	0	0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
	Urban	8,406	7,076	1,330	0.2	0.2	0.1	2.1	1.8	3.2	0.8	0.6	1.6	97.0	97.4	95.1
Karaikal	Total	51,639	41,442	10,197	4.2	4.8	2.0	25.1	21.9	37.8	1.4	1.0	3.3	69.3	72.4	57.0
	Rural	29,556	23,288	6,268	6.4	7.4	2.7	36.5	31.9	53.7	1.4	1.0	2.7	55.7	59.7	40.9
	Urban	22,083	18,154	3,929	1.3	1.4	0.7	9.7	9.1	12.4	1.4	0.9	4.2	87.6	88.7	82.7

Table 5(v)
Distribution of Marginal Workers by Category in Percentage

UT and Districts	Area	Number of Marginal Workers			Cultivators (%)			Agricultural Labourers (%)			Workers in Household Industries (%)			Other Workers (%)		
		Persons	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons	Males	Females
Pondicherry	Total	25,288	13,465	11,823	1.5	1.7	1.4	50.1	40.7	60.7	3.8	1.9	6.0	44.6	55.6	32.0
	Rural	14,313	6,851	7,462	2.1	2.5	1.8	74.4	67.7	80.6	2.3	1.0	3.4	21.2	28.8	14.2
	Urban	10,975	6,614	4,361	0.8	0.9	0.6	18.3	12.8	26.6	5.9	2.9	10.4	75.0	83.4	62.3
Yanam	Total	611	352	259	1.6	2.8	0.0	50.2	35.8	69.9	4.9	5.7	3.9	43.2	55.7	26.3
	Rural	0	0	0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
	Urban	611	352	259	1.6	2.8	0.0	50.2	35.8	69.9	4.9	5.7	3.9	43.2	55.7	26.3
Pondicherry	Total	17,913	9,517	8,396	1.5	1.5	1.5	47.1	38.1	57.3	4.1	2.0	6.6	47.3	58.4	34.7
	Rural	10,103	4,706	5,397	2.2	2.4	2.1	73.1	65.9	79.4	2.1	0.9	3.1	22.6	30.7	15.5
	Urban	7,810	4,811	2,999	0.5	0.5	0.4	13.5	11.0	17.6	6.7	3.0	12.7	79.3	85.6	69.3
Mahe	Total	886	597	289	1.1	0.2	3.1	5.1	4.9	5.5	2.4	1.3	4.5	91.4	93.6	86.9
	Rural	0	0	0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
	Urban	886	597	289	1.1	0.2	3.1	5.1	4.9	5.5	2.4	1.3	4.5	91.4	93.6	86.9
Karaikal	Total	5,858	2,984	2,874	1.9	2.6	1.0	65.7	56.7	75.2	3.1	1.5	4.8	29.3	39.2	19.0
	Rural	4,197	2,135	2,062	1.8	2.6	1.1	77.5	71.5	83.7	2.7	1.2	4.3	18.0	24.7	11.0
	Urban	1,661	849	812	1.9	2.8	1.0	36.1	19.4	53.4	4.1	2.2	6.0	57.9	75.5	39.5

Table 6 (i)
Women's Component Plan

Development Sectors	2002-07 (Tenth Plan)		2003-04 (Anticipated Expenditure)	
	Total Outlay	Flow to WC	Total Outlay	Flow to WC
Agriculture	1150.00	45.00	90.00	5.18
Animal Husbandry	964.80	101.23	161.05	21.80
Fisheries	410.00	84.01	63.94	9.12
Cooperation	2025.00	430.50	559.00	118.84
Community Development	784.00	535.60	198.00	52.26
Non Conventional Source of Energy	3.00	0.30	10.00	1.00
Industries	2182.00	387.40	582.00	128.20
Handlooms	250.00	75.00	90.00	27.00
Education	14286.66	6289.22	5522.15	2512.18
Medical and Public Health	10379.76	2997.42	2848.75	1029.49
Urban Development	70.00	7.00	30.00	3.00
Welfare of Backward Classes	4490.00	1803.52	1231.54	553.89
Labour and Labour Welfare	1729.64	578.85	335.64	131.08
Social Welfare	1813.25	601.57	1074.30	474.76
Women and Child Development	7300.00	5631.00	2535.21	2091.36
Nutrition	2825.00	2075.00	1864.00	1064.00
Grand Total*	69529.77	30287.60	25193.03	11894.53

* Grand total figures are more than the total of the figures given in the respective columns.

Gender Profile of Pondicherry and India on Select Indicators

Indicator	Year	Gender	India (Million)			Pondicherry (Million)			Comments
			Total	Rural	Urban	Total	Rural	Urban	
Population Totals	1981	P	685.20	525.50	159.70	0.60	0.29	0.32	Proportion of females in the population is equal to males in 2001 in Pondicherry.
		M	354.40	269.40	85.00	0.30	0.15	0.16	
		F	330.80	256.10	74.70	0.30	0.14	0.16	
	1991	P	846.30	628.69	217.61	0.80	0.29	0.51	
		M	439.23	324.32	114.90	0.40	0.14	0.26	
		F	407.07	304.37	102.70	0.39	0.14	0.25	
	2001	P	1025.25	740.26	284.99	0.97	0.32	0.64	
		M	530.42	380.44	149.98	0.48	0.16	0.32	
		F	494.83	359.82	135.01	0.48	0.16	0.32	

Source: Census of India 2001; Census of India 1991

Indicator	Year	Area	India	Pondicherry	Comments
Distribution of Population (%)	1991	R	74.29	36.01	Majority of the population lives in urban areas.
		U	25.71	63.99	
	2001	R	72.22	33.43	
		U	27.78	66.57	

Source: Census of India, 1991, Registrar General, India; and Census of India, 2001, Provisional Population Totals, Paper 2 of 2001, Rural-Urban Distribution

Indicator	Year	India	Pondicherry	Comments
Decennial Growth rate	1971	24.80	27.81	Decennial growth rate has declined significantly for Pondicherry. The decline has been steep, bringing it lower than for All India.
	1981	24.66	28.15	
	1991	23.85	33.64	
	2001	21.34	20.56	

Source: Registrar General, India; and Census of India, 2001.

Indicator	Year	India	Pondicherry	Comments
Density of Population (per sq. km.)	1991	267	1683	Density of population in Pondicherry is several times higher than for India.
	2001	324	2029	

Source: Census of India 2001

Indicator	Year	Area	India	Pondicherry
Population of SC/ST (Millions)	2001	Total	1025.00	0.97
		SC	138.22 (16.5%)	0.16 (16.2%)
		ST	67.75 (8.1%)	Nil

Source: Registrar General, India; and Census of India, 2001.

Indicator	Year	Gender	India	Pondicherry	Comments
Life Expectancy at Birth	1970-75	Male	50.5	49.6	In three decades life expectancy in Pondicherry has surpassed Life expectancy for All India by nearly 3 years for both males and females.
		Female	49.0	49.5	
	1981-85	Male	55.4	56.5	
		Female	55.7	57.4	
	2001-06	Male	63.9	67.0	
		Female	66.9	69.7	

Source: Census of India, 2001 – Population Projections for India and States: 1996-2016, Registrar General of India (RGI), New Delhi, 1996.SRS, RGI, New Delhi, 1999;

Indicator	Year		India		Pondicherry		Comments
			Male	Female	Male	Female	
Persons aged 60 and above	1981	Combined	6.40	6.58	6.67	6.76	The proportion of females above 60 years is higher in Pondicherry compare to All India and the urban ratios for females are higher than for urban males.
		Rural	7.60	6.85	6.81	6.33	
		Urban	5.08	5.69	6.54	7.15	
	1991	Combined	6.69	6.71	6.89	7.59	
		Rural	7.10	6.98	6.92	6.87	
		Urban	5.51	5.91	6.87	7.99	

Source: Government of India, Planning Commission, March 2002, "National Human Development Report, 2001".

Indicator	Year	India	Pondicherry	Comments
Sex ratio	1971	930	989	Pondicherry is the only other State apart from Kerala which has a sex ratio above unity, in 2001.
	1981	933	985	
	1991	927	979	
	2001	933	1001	

Source: Census of India 2001

Indicator	Year	India	Pondicherry
Sex Ratio 0-6 Years	1991	945	963
	2001	927	958

Source: Registrar General, India; and Census of India, 2001; Women in India, A Statistical Profile-1997, Department of Women and Child Development, Ministry of Human Resource Development.

Indicator	Year	Area	India	Pondicherry	Comments
Birth Rate	1971	Total	36.9	29.0	Birth rate is significantly lower than for All India in all decades.
		Rural	38.9	29.2	
		Urban	30.1	28.0	
	1981	Total	33.9	21.7	
		Rural	35.6	22.8	
		Urban	27.0	14.7	
	1991	Total	29.5	19.2	
		Rural	30.9	20.5	
		Urban	23.1	18.1	
	1997	Total	27.2	18.4	
		Rural	28.9	20.1	
		Urban	21.5	17.1	
	2000	Total	25.8	*17.9	

* This relates to 2001

Source: Compendium of India's Fertility and Mortality Indicators, 1971-1997 based on the Sample Registration System (SRS), RGI, 1999; Economic Survey, 2002, Directorate of Economics and Statistics, Government of Pondicherry.

Indicator	Year	Area	India	Pondicherry
Death Rate	1971	Total	14.9	9.1
		Rural	16.4	9.0
		Urban	9.7	9.7
	1981	Total	12.5	7.3
		Rural	13.7	7.3
		Urban	7.8	7.2
	1991	Total	9.8	6.6
		Rural	10.6	7.4
		Urban	7.1	6.0
	1997	Total	8.9	8.0
		Rural	9.6	9.1
		Urban	6.5	7.2
2000	Total	8.5	*7.0	

* This relates to 2001

Source: *Compendium of India's Fertility and Mortality Indicators, 1971-1997* based on the Sample Registration System (SRS), RGI, 1999; *Economic Survey, 2002*, Directorate of Economics and Statistics, Government of Pondicherry.

Indicator	Year	Area	India	Pondicherry	Comments
Infant Mortality Rate	1990	Total	80	27.3	IMR is very significantly low for Pondicherry, indicating a better state of health for women and children in the State.
		Rural	86	38.3	
		Urban	50	19.0	
	1994	Total	74	36.7	
		Rural	80	26.5	
		Urban	52	44.4	
	1997	Total	71	29.5	
		Rural	77	36.3	
		Urban	45	24.2	
	2000	Total	68	22.0*	
		Male	67	Rural-31*	
		Female	69	Urban-15*	

* This relates to 2001

Source: *Compendium of India's Fertility and Mortality Indicators, 1971-1997 based on the Sample Registration System (SRS), RGI, 1999; Economic Survey, 2002, Directorate of Economics and Statistics, Government of Pondicherry.*

Indicator	Year	Area	India	Pondicherry
Total Fertility Rate	1980-82	Combined	4.5	-
		Rural	4.8	-
		Urban	3.4	-
	1990-92	Combined	3.7	1.8
		Rural	4.0	2.0
		Urban	2.7	1.7
	1995-97	Combined	3.4	1.8
		Rural	3.7	2.0
		Urban	2.5	1.6

Source: *Government of India, Planning Commission, March 2002, "National Human Development Report, 2001".*

Indicator	Area	India*	Pondicherry**
Assistance During Delivery	Professional	42.3	76.90
	TBA	35	17.40
	Other	22.4	2.50

* *National Family Health Survey (NFHS) –2, 1998-99.*

** *Maternal and Child Healthcare in India, NSS 52nd Round, July 1995 to June 1996, Report No.445.*

Indicator	Year	Area	India	Pondicherry
Literacy Rate	1971	Persons	34.45	-
		Male	45.96	-
		Female	21.97	-
	1981	Persons	43.57	60.59
		Male	56.38	74.44
		Female	29.76	46.58
	1991	Persons	52.21	70.38
		Male	64.13	81.32
		Female	39.29	59.26
	2001	Persons	65.38	81.2
		Male	75.85	88.6
		Female	54.16	73.9

Source: Registrar General, India; and Census of India, 2001; Tamil Nadu – An Economic Appraisal, 2001-2002, Department of Evaluation and Applied Research (DEAR), Government of Tamil Nadu, Chennai; Literacy Tamil Nadu Experience: National Literacy Mission.

Indicator	Year	Area	Gender	India	Pondicherry
Work Participation Rate	1981	Total	P	36.7	
			M	52.6	47.08
			F	19.7	13.48
		Rural	P	38.8	
			M	53.8	49.71
			F	23.1	18.10
		Urban	P	30.0	
			M	49.1	44.67
			F	8.3	9.30
	1991	Total	P	37.5	
			M	51.6	50.55
			F	22.3	15.24
		Rural	P	40.0	
			M	52.5	53.38
			F	26.7	22.85
		Urban	P	42.0	
			M	52.4	48.96
			F	31.0	10.99
	2001	Total	P	39.3	35.2
			M	51.9	53.1
			F	25.7	17.2
		Rural	P	42.0	39.2
			M	52.4	54.4
			F	31.0	23.9
Urban		P	32.2	33.1	
		M	50.9	52.5	
		F	11.6	13.9	

Source: Census of India, 2001, Series-33, Kerala, Provisional Population Totals, Paper-3 of 2001, Distribution of Workers and Non-Workers. Data compiled from statement 2.1.

Indicator	Year	Gender	India			Pondicherry		
			Total	Rural	Urban	Total	Rural	Urban
Work Participation Rate	1991	P	37.50	40.00	30.20			
		M	51.61	52.58	48.92	50.55	53.38	48.96
		F	22.27	26.79	9.19	15.24	22.85	10.99
	2001	P	39.26	41.97	32.23	35.2	39.2	33.1
		M	51.93	52.36	50.85	53.1	54.4	52.5
		F	25.68	30.98	11.55	17.2	23.9	13.9
Main Workers	1991	P	34.10	35.70	29.50			
		M	51.00	51.88	48.57	50.11	52.93	48.52
		F	16.03	18.75	8.15	14.34	21.17	10.52
	2001	P	30.5	31.0	29.3	32.6	34.8	31.4
		M	45.3	44.5	47.5	50.4	50.2	50.4
		F	14.7	16.8	9.1	14.8	19.3	12.6
Marginal Workers	1991	P	3.40	4.30	0.7			
		M	0.61	0.70	0.35	0.44	0.45	0.44
		F	6.24	8.04	1.04	0.90	1.68	0.47
	2001	P	8.7	10.9	2.9	2.6	4.4	1.7
		M	6.6	7.9	3.4	2.8	4.2	2.0
		F	11.0	14.2	2.4	2.4	4.6	1.3
Non Workers	2001	P	60.7	58.0	67.84	64.8	60.8	66.86
		M	48.1	47.6	49.2	46.8	45.64	47.51
		F	63.55	69.0	88.5	82.76	76.07	86.11

Source: Registrar General of India, Census 2001.

Indicator	Year	Crimes	India	Pondicherry
Crimes Against Women	2001	Incidence	143795	119
		Rate*	13.7	12.2
		Rank	-	18

Source: Ministry of Home Affairs, National Crime Records Bureau, Crime in India, 2001

* Proportion to total cognizable offences

Indicator	Year		India	Pondicherry	Comments
Poverty Ratio (% of Population Below Poverty Line)	1973-74	Combined	54.88	53.82	The poverty levels have declined more steeply for Pondicherry compared to All India
		Rural	56.44	57.43	
		Urban	49.01	49.40	
	1993-94	Combined	35.97	37.40	
		Rural	37.27	32.48	
		Urban	32.36	49.40	
	1999-2000	Combined	26.10	21.67	
		Rural	27.09	20.55	
		Urban	23.62	22.11	

Source: Government of India, Planning Commission;

Indicator	Year		India	Pondicherry
National/State Income at Current Prices	2002-03	Net Domestic Product (Rs.Crores)	19,95,229	3,828
		Per Capita Income (in Rs.)	18,912	38,162

Source: Government of India, Economic Survey, 2003-04.

Indicator	Year	India	Pondicherry	Comments
Human Development Index	1991	0.381	0.571	Pondicherry ranks 6th in India
Gender Disparity Index	1991	0.676	0.783	Pondicherry ranks 5th in India

Source: Government of India, Planning Commission, March 2002, "National Human Development Report, 2001".

Fertility Indicators by Residence from 1990-92 and 1995-97

Indicators	Age Group	1990-92	1995-97
	Total		
Age Specific Fertility Rates	15-19	35.6	28.3
	20-24	155.5	170.4
	25-29	111.3	110.5
	30-34	40.8	39.4
	35-39	17.9	5.8
	40-44	7.6	2.2
	45-49	0.4	0.9
General Fertility Rate	67.5	65.2	
Total Fertility Rate	1.8	1.8	
Gross Reproduction Rate	0.8	0.9	
Rural			
Age Specific Fertility Rates	15-19	25.3	36.4
	20-24	173.8	203.0
	25-29	128.0	114.3
	30-34	52.0	45.6
	35-39	13.8	6.2
	40-44	11.0	0.8
	45-49	0.0	0.8
General Fertility Rate	71.5	75.2	
Total Fertility Rate	2.0	2.0	
Gross Reproduction Rate	0.9	1.0	
Urban			
Age Specific Fertility Rates	15-19	43.7	23.6
	20-24	142.2	149.8
	25-29	98.8	108.0
	30-34	31.9	35.4
	35-39	21.6	5.5
	40-44	4.7	2.9
	45-49	0.8	1.0
General Fertility Rate	64.2	58.9	
Total Fertility Rate	1.7	1.6	
Gross Reproductive Rate	0.8	0.8	

Source: *Compendium of India's Fertility and Mortality Indicators, 1971-1997 based on the Sample Registration System (SRS).*

**MINUTES OF THE MEETING OF NATIONAL COMMISSION FOR WOMEN
HELD WITH NGOs, SOCIAL ACTIVIST ETC. AT THE CONFERENCE HALL OF THE CHIEF SECRETARIAT,
PONDICHERRY ON 05-10-2004 IN CONNECTION WITH "SITANATIONAL ANALYSIS OF WOMEN
IN PONDICHERRY"**

A meeting with NGOs, Social Activist etc. was chaired by Dr. Poornima Advani, Chairperson, National Commission for Women (NCW) on 5.10.2004 at 10.00 a.m. for preparation of gender profile. Dr. Sarala Gopalan, Research Adviser and Shri A.L. Narula, Project Coordinator of NCW were also present in the meeting.

Thiru.N.Rangasamy, Hon'ble Chief Minister and Thiru.M.Chandirakasu, Hon'ble Minister for Welfare, participated and graced the occasion.

Thiru.B.V.Selvaraj, Secretary to Govt. (WCD), while welcoming the audience highlighted the present plight of women in the U.T. of Pondicherry and the achievements made by the Government regarding women empowerment. The notable features were 100% sex ratio, high rate of literacy (74.13%) among women, Maternity Mortality Rate with just 0.2 per 1000, setting up of All Women Police Station, a Family Court, and the accreditation given by the National Commission of Population and Statistics to Pondicherry as the Number 1 State, in health service. Various other schemes such as ICDS, loans to women, assistance for the welfare of widows, widow-remarriage, marriage of daughters of widows etc. were also highlighted. He did not fail to elaborate the dwindling juvenile ratio and informed that the PNMT Act was in operation to check the genetic clinics. He also made a Power Point Presentation highlighting the status of women in the U.T. of Pondicherry in various fields.

The Hon'ble Welfare Minister Thiru.M.Chandirakasu in his special address briefed about the schemes relating to empowerment of women and other laudable achievements such as free bicycle to students of all communities, financial assistance to the handicapped women, financial assistance to marriage of daughters of poor women and subsidies provided for starting industries.

The Hon'ble Chief Minister Thiru. N. Rangaswamy briefed about the endeavor of the Government to protect the interests of the women. He assured that Panchayat Elections providing 33% reservation for women would be held soon after getting the approval of the Election Commission of India. He informed that steps had been taken to constitute the State Commission for Women. He also announced 50% subsidy in stamp duty if the property was registered in the name of a woman.

Dr. Poornima Advani, Chairperson of National Commission for Women welcomed the announcement of the Hon'ble Chief Minister that the State Women's Commission would be constituted in a couple of days. She expressed her appreciation for section 23 of the Pondicherry State Women Commission Act, 2001 which provided that the Government shall consult the Commission on all policy matters, affecting women. She stated that the steps taken in the U.T. of Pondicherry for exemption of 50% in the stamp duty for registration of properties in the name of women and provision of computers for Anganwadi Centres were positive steps in the interests of women.

She invited the NGOs to participate in the discussions on various matters affecting women. The social activists belonging to various NGOs brought the following issues to the notice of Chairperson of the NCW.

1. Police

(i) FIRs

It was complained that women were not respected in Police Stations when they go there to lodge a complaint. Cases were not registered properly whenever the victims approached the police. Political interference was also rampant.

(ii) Harassment

The harassment against women, dowry deaths, and rapes etc. were highlighted. It was pointed out that actions against the offenders were delayed by the police.

It was also brought to the notice of the chairperson that the existing penal provisions enunciated in Cr.P.C. have not evoked any purpose with regard to protection of rights of women.

(iii) Sexual harassment at work place

It was stated that sexual harassment for a woman in working places was the core issue, as they were mentally and physically harassed.

The sexual abuse of children was also highlighted by some of the NGOs. It was requested that a committee to monitor such activities and Human Rights Courts should be established in all regions.

(iv) Sexual Harassment in Aurobindo Ashram

Sexual Harassment of women in Aurobindo Ashram on 6th August 2004 was brought to the notice of Chairperson. A person had sent a letter in obscene language to women inmates and the women were surviving in a miserable condition. It was requested that the Commission should take prompt action. The Chairperson also gave top priority to this matter and assured that necessary action would be initiated.

(v) **Fine for teasing**

Another core issue raised was the fine of Rs.50/- imposed as punishment on persons who tease the women/girls. The need to amend the provision and make the punishment stringent and frame laws similar to Tamil Nadu was emphasized. On this issue, the Women Inspector Tamilarasi interacted that none of the women were prepared to prefer complaints. However the police pickup persons found teasing the ladies and book them under petty cases for which fine of Rs.50/- is imposed by the courts.

(vi) **Women Cops**

Activists suggested for increase in the strength of women in all police stations to handle the cases of women promptly with gender feelings.

(vii) **Police Advisory Committee**

A plea to set-up a Police Advisory Committee to monitor the cases with representatives from social activists and introduction of gender sensitivity and transparency in administration was made. It was alleged that Police Advisory Cell was not functioning continuously and the purpose of its having set up the Advisory Committee was defeated.

(viii) **Goondas Act**

The need to implement Goondas Act in the Union Territory of Pondicherry to provide remedy against the social evils was stressed.

(ix) **Suicides**

It was pointed out that suicides were rampant and there had been instances of rape. Children were also subjected to commit suicide when the mother was committing suicide. The suicides of mother were due to social factors. Further, it was pointed out that Pondicherry had recorded the highest rate of suicide in the country and most of the persons were addicted to alcohol and that violence against adolescent boys and girls was prevalent.

2. Legal

(i) **Family Court**

With regard to trial in family courts, it was highlighted that the cases were pending for many years and interim maintenance was not provided to women. It was stressed that interim maintenance should be given within six months for separated women.

It was also stressed by activists that women judges should be posted in Family Courts. It was also pointed out that there were no clear laws regarding jurisdiction in Family Court cases.

(ii) **Court Fee**

It was suggested that court fee should be exempted for women litigants as in Maharashtra.

(iii) **Legal Aid Cell**

It was appealed that the Government should set up a Legal Aid Cell/Grievance Cell in Department of Women and Child Development so as to facilitate redressal of grievances of aggrieved women.

(iv) **Legal Awareness/facilities**

It was desired that mass legal awareness programmes in the rural areas should be organised. It was also desired that there should be a separate Court, Jail and free legal cells for women in Karaikal.

(v) **Desertion**

It was desired that immediate action should be taken against offenders who desert their women without care. Action against the parents of erring men who abet such acts was also desired.

3. Health

(i) **Hospitals**

It was pointed out that there was insufficient place in the Maternity Hospital in the U.T. of Poindicherry.

(ii) **Medical Facilities**

The need for adequate toilet and medical facilities to women in the U.T. was stressed. It was suggested that there should be regular screening for cancer and separate diagnostic centres for women. It was also stressed that the use of preventive medicine should be encouraged.

(iii) **Foeticide**

It was pointed out that female foeticide, was adversely affecting the juvenile sex ratio in the U.T. It was desired that Government should take preventive measures to check this menace.

(iv) **HIV/AIDs**

It was stated that HIV+ women were not given adequate protection, as they have no place in the family. So, it was desired that Government should accept the facts provided by NGOs.

(v) **Commercially Exploited Sex Workers**

The pathetic plight of commercially exploited sex workers in Pondicherry was pointed out and remedial measures and cooperation of Police was sought while dealing with their cases, as it was a matter of grave concern.

4. Education

(i) **Higher Education in Karaikal**

It was brought out that opportunity for girls in colleges at Karaikal for higher studies was limited. So higher educational facilities should be increased in Karaikal region of the U.T.

(ii) **Toilets**

It was pointed out there were no separate toilet facilities for girl students in schools.

5. Labour

(i) **Child Labour**

It was stressed that child labour was a matter of grave concern in the UT. It should be eradicated especially among girl child.

(ii) **Employment Guarantee Scheme**

It was stressed that employment guarantee scheme should be started similar to the scheme existing in Maharashtra.

6. Development

(i) **Women Empowerment**

It was suggested that seminars on empowerment of woman and women entrepreneurship programmes should be conducted by the Women and Child Welfare Department in all women's colleges and girls' schools. These programmes would embolden the girl students to face the menace of sexual harassment and eve teasing in colleges and on streets. It was also stressed that loans should be granted to the women in prompt manner by easing the formalities and making other reforms in the system for grant of loans.

It was also pointed out that women were not having knowledge about the availability of economic infrastructure and there were no marketing avenues for women entrepreneurs in rural areas. It was, therefore, stressed that the Government should take steps to transfer technology to rural women and to increase micro credit facilities.

(ii) **Self Help Groups**

It was stressed that production by Self Help Groups had to be increased and marketing of products should be taken up with the help of the Government.

(iii) **Hostels**

It was desired that more working women hostels should be opened.

(iv) **Rural Development**

It was stressed that there was need to make a comprehensive plan for rural areas so that the development schemes reach the rural people living at the grass root level.

(v) **Rural Sanitation**

Total sanitation for women in rural areas was also stressed. It was suggested that the services of the NGOs should be utilized for this purpose.

(vi) **BPL**

It was pointed out that the guidelines for categorizing BPL/APL families were incorrect. They should be re-drawn keeping in view the necessities of life, these families are required to have in the present day economic and social environment.

(vii) **Public Distribution System**

It was highlighted that the Public Distribution System was not functioning properly in the U.T.

7. Arts & Media

(i) **Blue Films**

It was brought to the notice of all concerned that one theatre in Pondicherry was showing blue films and requested to take necessary action.

(ii) **Cabaret Dances**

The attention of the Commission was brought to the Cabaret Dances that were being shown in three hotels in Pondicherry where minor/adolescent girls were engaged to perform.

(iii) **Media**

It was emphasized that media was liable for misdeeds by portraying women in an obscene manner. It was alleged that media, TV and Movies increase violence and the same should be controlled by enactment of laws.

The chairperson also requested all the NGOs to sign a resolution that the media plays a negative role in portraying women in obscene manner, which indirectly instigates the youth to imitate such acts resulting in disastrous results. All the NGOs signed the resolution.

(iv) **Yoga**

It was desired that for discipline and emotional sublimation of the children and youth, training should be given through Arts and Yoga.

8. Reservation

Majority of the Social Activists stressed the need to conduct Panchayat Election and to provide 33% reservation of seats for women.

It was also suggested that the number of seats to Parliament and Assembly should be increased to accommodate women. Reservation for women in employment was also stressed by the participants.

9. Child Marriages

It was suggested that child marriages could be avoided by insisting on certificates from school to prove their age.

10. Miscellaneous

(i) **Dalit Women**

It was pointed that the Dalit women were facing a lot of problems and difficulties in obtaining caste certificates.

(ii) **State Commission for Women**

All the NGOs requested for setting up the State Women Commission for Pondicherry with full powers to protect the interest of women in the long run.

(iii) **Voting Age**

It was requested by various activists that the age for voting should be raised from 18 to 21 as the people at this age are immature in their political perception.

MINUTES OF THE MEETING OF THE NATIONAL COMMISSION FOR WOMEN WITH THE HEADS OF LINE DEPARTMENTS OF THE UNION TERRITORY OF PONDICHERRY ON 05-10-2004 AT 3.00 P.M.

Dr. Poornima Advani, Chairperson, National Commission for Women, New Delhi, presided over the meeting. Dr. Sarala Gopalan, Research Advisor and Shri A.L. Narula, Project Coordinator, NCW were other members of the team.

Shri B.V. Selvaraj, Secretary (WCD) welcomed the team from NCW and officers from line departments and placed the views offered by the NGOs in the morning session regarding eve-teasing, safety of women, problems faced by women while registering complaints with the Police and violence against women.

Police

The Senior Superintendent of Police (SSP) informed that the Government had taken all possible action in this regard. He listed that one All Women Police Station was functioning and two more have been sanctioned for this year. It was further informed that the suggestion of opening of a Mahila Desk in all Police stations in the meeting of Home Secretaries of States on 21st August 2004 has been implemented by the Govt. of Pondicherry. Mahila Desks have been started in all Police Stations of the U.T. from 17th September 2004.

Gender Sensitization

The SSP informed that Police personnel were being trained on gender sensitivity from time to time.

The Chairperson suggested that for gender sensitization training, the module prepared by the Police Academy for the National Commission for Women could be utilized. The State Government agreed to the suggestion.

Women Cops

The SSP informed that the Police Department had also proposed to recruit more women Police Personnel. To a query by the Chairperson as to whether any percentage or cut off mark was given for recruiting women, the Senior Superintendent of Police informed that there was no cut off mark but the

proposal would be looked into to enable more women police personnel to be recruited. However, the Chairperson suggested that there should be a cut off mark for women.

Helpline

The Senior Superintendent of Police further stated that apart from the existing help line, an exclusive help line for women would be installed shortly, in consultation with Social Welfare Department.

Further, anti suicide campaigns and anti eve-teasing schemes had also been launched by the Police.

The Chairperson called for the suggestions of the Police Department to be placed before the Commission. The Senior Superintendent of Police stated that under I.P.C., offences under section 493 or 490(A) are non cognizable and they should be amended to make them cognizable. At present the fine for eve teasing was only Rs.50/- and hence suggested enacting Prohibition of Harassment of Women Act in Pondicherry similar to Tamil Nadu. He added that the registration of marriages should be made compulsory and name of grandparent should also be included in the birth certificate.

Dowry Prohibition Officer

The Chairperson enquired if any Dowry Prohibition Officer had been appointed and if any complaints had been registered. It was informed that the Director, Department of Women and Child Development had been appointed as Dowry Prohibition Officer for the U.T. of Pondicherry from December 2003 but no complaint had been registered so far. The Chairperson requested the concerned authorities to ensure that all arrangements were made for the effective functioning of the Dowry Prohibition Officer, which was agreed to by the State Government.

The Chairperson demanded to know whether one Dowry Prohibition Officer was sufficient for the four regions of the Union Territory of Pondicherry and whether the NGOs were aware of the existence of a Dowry Prohibition Officer. She was informed that the Regional Administrators of Karaikal, Mahe and Yanam were the Dowry Prohibition Officers in respect of the outlying regions. As no complaint had been received till date, she requested the Dowry Prohibition Officers to be more pro-active and advertise the appointment of Dowry Prohibition Officers in the Swayamsidha stalls as well. The State Government assured to do the same.

Sexual Harassment in Sri Aurobindo Ashram

In so far as the complaint regarding harassment of women in Sri Aurobindo Ashram was concerned, the Senior Superintendent of Police stated that a case was registered on 17th September 2004 and the accused was arrested on 22nd September 2004. However, as the offence was bailable, the accused had been released on bail.

The Chairperson expressed anguish over the complaints regarding harassment of women in the Ashram and felt that even though five women have come forward to file complaints, there were several

others unreported cases. She suggested setting up of a local team to interact with the complainants and get their depositions. She further suggested that there should be some Government control over the management. She further added that the affected women should be provided shelter and employment through the Swayamsidha groups if they so desired. She pointed out that unless and until the hostel and the dining halls were separated for the boys and girls, no solution could be found. If the victims were empowered economically, the other affected women might also come forward to lodge complaints. She requested to ensure that there was no compromise on monetary conciliation as it was a question of dignity of the women. She wanted the future Chairperson of the State Commission for Women to ensure adequate follow-up action in this matter. The State Government assured to entrust this responsibility to the ensuing State Commission for Women.

Cabaret Performances

The next point raised by the Chairperson was cabaret performances using the minors, in hotels. She stressed that the involvement of minors should be stopped completely.

Sex Tourism

The Chairperson pointed out that sex tourism was developing and this would, in turn, give rise to drugs abuse thus affecting local people and children.

The Chairperson stated that sex tourism takes place in the lodges where they were maintaining register of girls and photographs and wanted strict action to be taken. She wanted to ensure that Pondicherry does not go in the way of Goa. The State Government assured for action in the matter.

Trafficking

The Chairperson called for the Police Department to throw light on what steps were being taken against trafficking. The Senior Superintendent of Police informed that discussions had already taken place with the Director General of Police of Karnataka and Tamil Nadu and it had been decided to obtain the list of pimps involved in those areas to watch their operations. The Secretary (WCD) informed that the Home Department was to constitute an Advisory Board with representatives from NGOs.

Sexual Harassment at Work Place

The Chairperson inquired as to whether a Committee on sexual harassment at work places was formed in the Police Department. It was replied that such Committees were yet to be constituted. She instructed that as per the Supreme Court directions, a Committee on sexual harassment with third party representation must be formed in all the departments, establishments where women were working. She also desired the police department should set up such a committee with an independent third party representation. The State Government including the SSP assured to do the same.

She also requested the Police Department to provide all basic amenities including separate toilets for women in all Police Stations. She also opined that counselling should be done by the NGOs

and the Police must look after law and order problems of the State. The State Government agreed to the suggestion.

Education

(i) **Children of Sex Workers**

In so far as education and rehabilitation of children of sex workers was concerned, the Secretary (WCD) informed that these children were being provided education through Sarva Siksha Abigyan. The Chairperson suggested that a school could be run from 6.00 P.M. to 7.00 A.M. for these children as was being done by an NGO in Kamathipura, Maharashtra. The State Government agreed to consider the suggestion.

(ii) **Toilets**

The Secretary (Education) informed that by December, 2004 all schools would be provided with separate toilets for boys & girls, with drinking water facility. The project would be taken up through Sarva Siksha Abhiyan.

Alcoholism

The Chairperson drew the attention of the high rate of suicide and alcoholism in Pondicherry. She questioned as to whether there was an Excise Act with imprisonment clause. The Collector informed that the Excise Act had already been enacted and no new licences had been issued from 1999. The Chairperson pointed out that alcohol was sold even near religious places and schools. The Collector stated that licences were issued under three categories and retail shops were not situated near religious places and schools. The Chairperson suggested that a Coordination Committee with the Home Department, Women and Child Development and Excise Department should be formed. As alcohol was linked to suicide, de-addiction camps similar to those in Andaman and Nicobar could be started. The Secretary (WCD) also informed that counseling for stress, and other factors was being done for alcoholics. The State Government agreed to form Coordination Committee and organize de-addiction camps.

Ration Card

In so far as inclusion of the women's name as head of family and their educational qualification in the ration card was concerned, the Director of Civil Supplies and Consumer Affairs informed that new cards were to be issued in December 2004 to all families with inclusion of the name of the women. However, the educational qualification would not be included.

HIV/AIDS

The question of HIV+ve cases were taken up for discussion. The Chairperson requested the Health Department to ensure that all Immuno Deficiency cases were not classified as HIV. The disease should be verified and classified. The State Government agreed to the same.

Equal Wages for Equal Work

The Chairperson asked what steps were being taken to find out that equal wages for equal work were being paid. The Labour Commissioner informed that the Inspectors of Labour, inspect the registers in the industries periodically. In so far as crèches in factories were concerned, it was informed that there were Labour Welfare Centres and Child Welfare Centres. As an action against child labour, 10 cases have been filed in the court in respect of hazardous employment. The Chairperson suggested that the Labour Inspectors should be pro-active in implementation of Labour Laws to which the State Government agreed.

Stamp Duty

The Collector informed that orders for 50% exemption in the stamp duty for women for registration of property in their name would be issued shortly.

Consultation with State Commission

The Chairperson requested that copies of action plan should be given to the new State Commission being formed as section 22 of the Women's Commission Act provides for consultation with the Commission on all matters affecting women. The State Government agreed to the same.

Women Component

The Director, Planning Department informed 40 to 45% of funds was exclusively utilized as women component. Further, to encourage women the percentage of commission under small savings is 1% for men whereas 2% for women.

PNDT Act

The Chairperson asked the details of authorities appointed under the PNDT Act and was informed that the Under Secretary (Law), Dr.Seemadevi and the Director of Health and Family Services were the authorities under the Act. However no complaints had been received so far. The decline in juvenile sex ratio was attributed to secretive sex abortions in clinics and called upon the Health Department to lodge complaints under PNDT Act. It was decided that there should be coordination between Health, Home and Women & Child Development Departments and wide publicity should be given as to what should be done in case such abortions take place. Further, more propaganda should be done with the Self Help Groups on the importance of girl child.

The meeting came to a close with Vote of Thanks by the Secretary(WCD).

Assurances

- to provide cut off mark for recruiting more women in police.
- to follow gender sensitization module prepared by Police Academy.
- to install exclusive helpline for women.

- to constitute an advisory board by the Home Department to check inter-state trafficking.
- to ensure the follow up action with regard to sexual harassment in Sri Aurobindo Ashram by the State Commission for women.
- to check cabaret performances by the minors in hotels.
- to check sex tourism in lodges and hotels.
- to advertise the appointment of Dowry Prohibition Officers and make the DPOs more pro-active.
- to constitute an Advisory Board by Home Department with participation of NGOs to check trafficking.
- to form committees on sexual harassment at work places in all the establishments where women are working.
- to run schools from 6.00 p.m. to 7.00 a.m. for the children of sex workers.
- to provide separate toilets for boys & girls in all schools with drinking water facilities.
- to form a Coordination Committee with the Departments of Home, Women & Child Development and Excise to check the abuse of alcoholism.
- to start de-addiction camps and counseling for stress.
- to classify the HIV positive cases after due verification only.
- to implement Labour Laws more effectively.
- to issue order for 50% exemption in the stamp duty for registration of property in the name of women.
- to consult the State Commission for Women with regard to all the action plans relating to women.
- to form a Coordination Committee between Health, Home and Women & Child Development Departments to check foeticide and proper implementation of PNMT Act.

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

**BY
DR. SARALA GOPALAN**



**NATIONAL COMMISSION FOR WOMEN
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

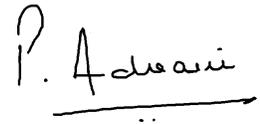
to replication but many others can be useful examples to emulate. That is how Best Practices become common practices.

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.

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 : January, 2005

A handwritten signature in black ink, appearing to read 'P. Advani', with a horizontal line underneath it.

(POORNIMA ADVANI)

Chairperson
National Commission for Women