Report of the
Working Group on
ADOLESCENTS
for
the Tenth Five Year Plan

Planning Commission
Government of India

Content

Report of the Sub-Group on ADOLESCENTS for the Tenth Five Year Plan

1. INTRODUCTION

1.1   Adolescents account for one fifth of the world's population and have been on an increasing trend. In India they account for 22.8% of the population (as on 1st March 2000, according to the Planning Commission's Population projections). This implies that about 230 million Indians are adolescents in the age group of 10 to 19 years.   The term adolescent means 'to emerge' or 'achieve identity.' Adolescence is defined as a phase of life characterized by rapid physical growth and development, physical, social and psychological changes and maturity, sexual maturity, experimentation, development of adult mental processes and a move from the earlier childhood socio-economic dependence towards relative independence. This is also the period of psychological transition from a child who has to live in a family to an adult who has to live in a society. Adolescents have very special and distinct needs, which can no longer be overlooked. It is also essential to invest in adolescents, as they are the future of the country. They need to be helped to help themselves and to be helped to do it alone. By addressing their needs one would not only be contributing to the socio-economic development of the country but also to other societal concerns like social harmony, gender justice, population stabilisation and improving the quality of life of our people. It has often been said that in India there is no phase such as 'adolescents' – from a child one becomes a young adult.

1.2   Adolescents have often been viewed as a group of people with problems, disturbances and rebellion. However, the reality is somewhat different. Wherever positive stimulation and a congenial environment has been provided, adolescents have risen to the occasion and done us proud. They yearn 'to right all wrongs', 'fight for justice', and 'do the right thing'. They are keen to be recognised as useful productive and participating citizens of society. Their contribution in the struggle for independence, the environment movement, national literacy campaign and campaigns against plastic bags and fire crackers are only some examples. However, where the right environment has not been provided they have taken to violence and have been drawn into petty and serious crime.   Adolescents are imbibed with idealism, striving for justice and truth. The time has come for us, as a nation to seriously think about providing the right stimulus, role models and environment for adolescents, in order for them become assets for nation building. They have the potential; now is the time to provide them with the opportunities.

1.3   The Working Group debated at length about the age parameters for the group of adolescents. Adolescents are most often subsumed with youth or with children or with young adults. Different policies and programmes define the adolescents age group differently. For example, adolescents in the draft Youth Policy have been defined as the age group between 13-19 years; under ICDS adolescent girls are considered to be between 11-18 years; the Constitution of India

and labour laws of the country consider people up to the age of 14 as children: whereas the Reproductive and Child Health programme mentions adolescents as being between 10-19 years of age. Internationally and as is with most UN agencies like WHO, UNICEF, UNFPA etc. the age group of 10-19 years is considered to be the age of adolescents. It is observed that the age limits of adolescents have been fixed differently under different programmes keeping in view the objectives of that policy/programme. However, keeping in view the totality of adolescents and the characteristics of this age group as described in para 1.1 above, it is felt that it would be most appropriate to consider adolescence as the age between 10-19 years.

1.4   Realising for the first time, the importance of this population sub group, the Planning Commission set up a Working Group for the Welfare and Development of Adolescents, to provide inputs into the   Tenth Five Year Plan. The constitution and the terms of reference on this Sub-Group are given in Annexure-I.   The Sub-Group constituted a Drafting Committee shown in Annexure-II to draft the Report.

2. SITUATIONAL ANALYSIS

2.1   The official statistics and literature available on adolescents in India is very sketchy. Within these constraints, a situational analysis has been attempted since any planning for adolescents has to be based on a realistic and reliable assessment of the situation.

2.2   **Population distribution in age groups:** Over the next two decades the number of adolescents as well as their share as a proportion to the total population will be large because of the high fertility in the eighties and the population momentum in the nineties. So far adolescents have not received the attention they deserve because of the relatively low morbidity and mortality rates of this age group. However, in view of the sheer numbers (230 million), adolescents as a group, merit special attention. Also, since adolescents comprise a major part of the reproductive age group, they will play a significant role in determining the future size and growth pattern of India's population.

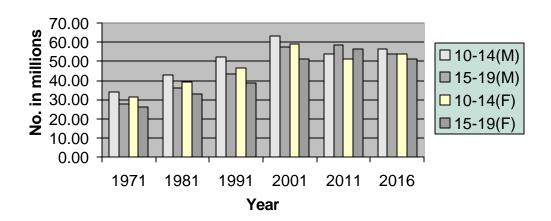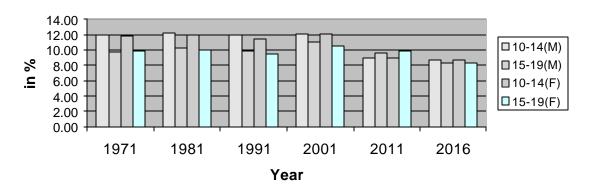### Chart 2.1   Population in Millions

Chart 2.2   Proportionate Population

Source: For 1971 to 1991 Census of India and for 2001 and 2016 Technical Group on Population Projections, Planning Commission, 1996.

2.3   **Sex Ratio:**   The ratio of females to males, according to the 2001 Census is 933:1000 - a disturbing indicator of gender discrimination. State-wise sex ratios vary from 1058 in Kerala and 990 in Chatisgarh and 861 in Haryana and 874 in Punjab. Out of the 12 million girls born in the country each year, 25 per cent or 3 million do not get to see their 15th birthday according to a UNICEF Report of 1995. The strong 'son preference' in India which manifests itself in the neglect and exploitation of girls and women has led to the adverse sex ratio. The sex ratio for adolescents in the 13-19 age group declined from 897.7 in 1981 to 884.2 in 1991. There is also evidence to show that there is a high level of female mortality in the age group of 15 to 19 years implying high maternal mortality amongst teenage mothers. It will therefore be essential to consider the gender dimension in any plan for adolescents.

2.4   **Education and Literacy**: Education is perhaps the single most important factor that can positively influence overall development. The positive correlation between women's education and lower fertility, child mortality and other social development indicators is well established.

Table 2.1   Percentage of Literates by age and sex

	1961		1971		1981		1991	
	Male	**Female**	**Male**	**Female**	**Male**	**Female**	**Male**	**Female**
10-14 years	54.4	28.4	59.8	38.1	66.8	44.8	77	68.8
15-19 years	52	23.8	63.4	37.7	66.1	43.3	75.3	65.8

Source: CSO, Youth in India 1998.

2.5   While literacy rates both for males and females have been increasing, the gender gap between males and females in 1991 is less than 10% as against more than 20% in earlier years. A positive trend however is that female literacy rose by 24 percentage points between 1981 and 1991 for girls in the age group of 10 to 14 years and by 22.5 percentage points for girls in the age group of 15 to 19 years. The corresponding increase for boys was only 10.2 and 9.2 percent respectively.

2.6   From the percentage distribution of adolescents of different age groups, across different educational levels, one notes that only 49.6% of boys and 30.6% of girls in the 15 to 19 age group have ventured beyond middle school in rural India. The corresponding figures for urban areas are 67.4% for boys and 63.8% for girls, studying in secondary school and above. An overwhelming number of children barely complete primary school with many of them dropping out before they reach class V (NCAER/HDI 1994). Gross enrolment as a percentage to the total population is shown in the table below:

Table 2.2 Gross enrolment as percentage to the total population by age and sex

Year	Age group (6-11 years)		Age group (11-14 years)	
	Male	**Female**	**Male**	**Female**
1970-71	95.5	60.5	46.5	20.8
1980-81	95.8	64.1	54.3	28.6
1990-91	114	85.5	76.6	47.00
1995-96p	114.5	93.3	79.5	55.00
1998-99p	100.86	82.25	65.2	49.08

p- Provisional
Source: MOHRD, Selected Educational Statistics 1998-99.

2.7   As in the case of most other developmental indicators, there are wide regional variations. In Kerala for example girls' enrolment in the 11 to 14 age group at 93.24%, is only slightly lower than male enrolment of 97.15%. In Rajasthan on the other hand, female enrolment is 33.6% while that of males is 78.57%. There are similar variations and some inexplicable declines in various States.

2.8   The poor attendance and high drop out rates in the adolescent age groups are a cause of concern. Lack of accessible middle schools in rural areas, unimaginative curricula, dysfunctional schools, disinterested teachers; early entry into the work force due to economic reasons, social attitudes and expectations are some of the factors which account for low enrolment and high drop out rates for adolescents. For adolescent girls the additional reasons are - the burden of sibling care; early assumption of domestic responsibilities; physical and sexual insecurity; early marriage; distance from schools; absence of female teachers and parental educational levels.

Table 2.3   Drop out rate (per cent) at different stages of school education

Year	Primary I-V classes)		Middle (I-VIII classes)		Secondary (I-X classes)	
	Girls	**Boys**	**Girls**	**Boys**	**Girls**	**Boys**
1970-71	70.92	64.5	83.4	74.6	NA	NA
1980-81	62.5	56.2	79.4	68	86.6	79.8
1990-91	46	40.1	65.13	59.12	76.96	67.5
1994-95p	37.79	35.18	56.53	50.02	73.78	67.15
1996-97p	39.37	38.35	51.89	52.77	66.82	73.04
1998-99p	41.22	38.62	60.09	54.4	NA	NA

p – Provisional
Source: CSO, Women and Men in India 1998; MOHRD, Selected Educational Statistics 1998-99.

There is massive attrition in the education system. The drop out rates in classes I to X is around 70%, and only 40 to 60% pass class X & XII examinations. Further there is growing evidence to show that given the poor quality of schools and teaching, we have been churning out semi-literates. Among the concerns expressed by the rural and urban poor is that schooling also results in little appreciation of dignity of labour. Adolescents, irrespective of their academic performance tend to aspire for white-collar jobs. Thus almost 90% of the adolescent population are therefore perceived as 'unemployables' instead of being an asset to the country.

2.9   Being out of school, boys enter the world of work and start worrying about earning. Girls suffer the double burden of entering the world of work and are also confronted with matrimony and childbearing. In the absence of educational programmes that address their employment and self-development needs, both adolescent boys and girls especially those out of school have little opportunity to grow into self-confident, aware and healthy persons. The formal school system has little to offer to the dropouts and out-of-school adolescents. Dwindling non-formal programmes, such as they are, only cater to the elementary stage. There is presently nowhere that their real life education needs are met i.e. understanding and critically reflecting on their lives, exploring opportunities for employment/self employment, skill training, confidence building etc.

2.10   **Psychological Concerns**: It is during the period of adolescence that potentialities are realised, abilities and skills developed and habits and attitudes formed. In today's fast moving world the psychological concerns of adolescents are accentuated by parental discord, rapidly changing social and cultural values, increasing exposure to global media, different life styles and exposure to different cultures. An interesting illustration is provided by a pilot study conducted in Delhi by the Urivi Vikram Charitable Trust, which has indicated the following:

- 73% of students felt that they cannot talk to their parents about their problems while 56% felt that they cannot talk to their friends
- 31% did not understand much in class and 28.5% students did not know how to study effectively
- 40% students found it difficult to concentrate on their studies and 37% expressed examination fear and fear of failure

2.11   **Career Options**: It is paradoxical that on the one hand there is growing unemployment and lack of awareness about career options and on the other hand there are many new avenues and areas for employment. Adolescents are often led or driven into vocations and careers unrelated to their aptitude and suitability often under parental and societal pressure specially with regard to traditional careers like engineering, medicine, teaching etc. There is almost a complete lack of career guidance to adolescents and their parents.

2.12 **Deviancy and High Risk Behaviour**: Many adolescents start getting depressed due to academic failures. Their inability to find meaningful avocations and increasing societal pressures compound this trend. This kind of depression leads to aggression, deviancy and anti-social behaviour. While generally one can say that the low education and economic levels have been the main causes for juvenile delinquency, the percentage of adolescents (to the total juveniles) coming from low-income group (Rs.500 per month) households declined from 54.1% in 1994 to 45.3% in 1997. On the other hand the share of the middle-income group delinquents (Rs.1000 to 2000 per month) rose from 11% in 1994 to 15.4% in 1997. The other interesting factor is that children living with parents/guardians constituted 90.1% of the juveniles apprehended while the share of homeless children was only 9.9% (Crime in India, 1997: National Crime Records Bureau, GOI).

2.13 The period of adolescence is also characterised by several kinds of high-risk behaviour like substance especially drug abuse, pre-marital sexual activity and anti-social behaviour. In 1993-94, 4.54% of drug users were in the age group of 12-17 years and 13.86% were in the age group of 18-23 years.

Table 2.4   Age-wise break-up of drug users

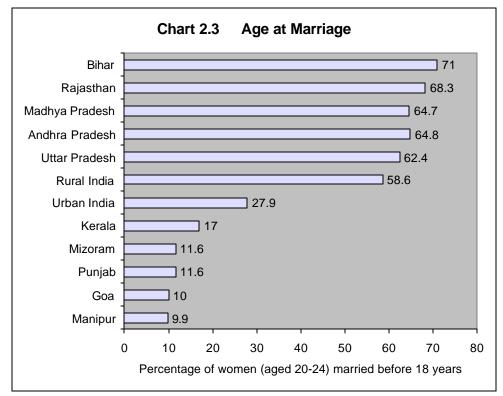| Age group	No. of abusers	%
12-17	778.00	4.54
18-23	2373.00	13.86
24-30	5178.00	30.25
31-45	6041.00	35.30
46-60	2142.00	12.51
61+	600.00	3.50
All India	17112.00	100.00

Source: MOHFW Country Paper for the South Asian Conference on Adolescents, 1998

The actual age of first use of drugs is known to be as low as 5 years. Also a considerable number begin taking drugs when they are still minors. There is ample evidence to show that a majority of first time drug users are adolescents. Such an early use of drugs usually leads to addiction for life. This could also lead to abuse of harder drugs.

2.14 The use of drugs is closely associated with anti-social behaviour and higher crime rates as well as increased risk of contracting HIV/AIDS. Even otherwise adolescence is a period of sexual maturation, and experimentation is not uncommon. However knowledge of sexuality, menstruation and reproduction is limited and often distorted. Various studies have shown that the magnitude of sexual activity among adolescents is high, with boys being more active than girls. A study in a rural and tribal setting in Maharashtra conducted by Bang and others in 1989 revealed that nearly half of all adolescent girls, on physical examination, had experienced sexual activity. While these high levels are probably atypical for

rural India as a whole, they are certainly suggestive of the rural scenario. A disturbing factor is the lack of use of contraception and knowledge of sexually transmitted diseases, including HIV/AIDS. The education system does not adequately meet the needs of sex education. There is a vast unmet need for adolescent counselling, information and health services.

2.15 **Nutrition**:   Nutrition is another very significant indicator of the overall well-being and development of adolescent. This is explained by the fact that it is during this period that adolescents gain up to 50% of their adult weight, more than 20% of their adult height and 50% of their adult skeletal mass. Most of the current programmes of Government are focussed either on pregnant and lactating mothers or pre-school children. Adolescent nutrition has not been given the attention it deserves except for a limited nutrition programme for adolescent girls under the Integrated Child Development Services Scheme run by the Department of Women & Child Development. In fact it is during the spurt in growth during adolescence that mal-nutrition can be remedied – a fact little recognized even today.

2.16   In under-nourished children rapid growth during adolescence may increase the severity of under-nutrition. Iron is deficient in almost all age groups. Naturally the shortfalls create more vulnerability for adolescent girls. Pre-pregnancy anaemic status of adolescent girls is crucial and has long-term inter-generational consequences. Anaemic adolescent mothers are at a higher risk of miscarriages, maternal mortality and giving birth to stillborn, and low birth weight babies. Early marriage and pregnancy perpetuate both maternal and child under nutrition. Under nutrition in adolescents also leads to poor academic performance in schools and low productivity in the work force later in life.

2.17   A 1993 study reveals that in rural Rajasthan 93.3% of all girls suffered from first to third degree chronic energy deficiencies. The caloric intake of nutrients for adolescent girls was deficient by 26 to 36%, with a 23 to 32% deficiency in protein.' (India Country Paper for South Asian Conference for Adolescents, MOHFW, GOI,1998)

2.18   There is evidence to show that there has been an increase in obesity between 1975-79 and 1996-97 among adolescents especially among affluent groups both in rural and urban areas. There is therefore a need to combat both under-nutrition and over-nutrition.

2.19   **Age at Marriage**:   There is also a high co-relation between the age at marriage, fertility management and family health with education levels. While the age at marriage for illiterate females is 15 years, it is 22 years for women who have completed school. Thirty per cent of adolescents in the age group of 15 to 19 years are married and in the age group of 25 to 29 years, 94 per cent were married (NFHS-1998-99). The age at marriage is about two and half years lower in rural areas compared to urban areas. The median age at first birth for women (20 to 49 years) is 19.6. The percentage of adolescents married before they are 18 is 68.3% in Rajasthan, and 71% in Bihar as against 17% in Kerala and 11.6% in Punjab (NFHS 1998-99), as shown in the chart below.

Chart 2.3   Age at Marriage

State	Percentage
Bihar	71
Rajasthan	68.3
Madhya Pradesh	64.7
Andhra Pradesh	64.8
Uttar Pradesh	62.4
Rural India	58.6
Urban India	27.9
Kerala	17
Mizoram	11.6
Punjab	11.6
Goa	10
Manipur	9.9

Percentage of women (aged 20-24) married before 18 years

Source: NFHS 1998-99.

2.20   **Fertility Rates:** In India, most fertility occurs within marriage and this makes the age at marriage of paramount importance for fertility rates. According to NFHS I (1992-93) 36% of married adolescents in the age group of 13 to 16 are already mothers or are pregnant with their first child as are 64% of those in the17 to 19 age group. Age specific fertility rates are given in a time series in the table below.
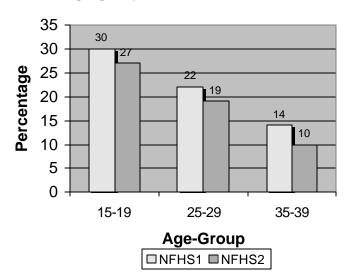
Table 2.5   India: Age Specific Fertility Rates

Age Group	1980	1990	1992	1993	1995
15-19	88.2	83.1	74.4	69.6	55.2
20-24	246.1	237.0	235.2	234.4	238.4

Source: CSO, Women and Men in India 1998.

Adolescent fertility varies greatly between states. In the age group of 13 to 19 years, adolescent fertility is 153 births per 1000 in Madhya Pradesh, 143 in Haryana, 141 in Maharashtra, and as low as 38 in Kerala.

2.21 While knowledge about family planning is becoming widespread, availability of services seems to be lacking. Sixteen per cent of currently married women in India have an unmet need for family planning, implying that though they do not want any more children for at least two years, they are not using any contraception. The unmet need is highest in the age group of 15 to 19 years as shown in the graph below:

Chart 2.4   Age-groupwise unmet need for contraception

2.22   **Age-specific mortality:** Adolescents are generally considered to be a healthy group and adolescent mortality rates are lower than rates for other age groups. The table below reveals this amply. However the male female differentials in mortality rates is very noticeable. This is probably due to the lower nutritional status of girls, early marriage and high adolescent fertility often leading to maternal mortality.

Table 2.6   Age - specific mortality rates

Age group	1980		1990		1995	
	Female	Male	Female	Male	Female	Male
0-4 years	43.5	40.1	27.9	24.8	25.3	23.2
4-9 years	4	3.3	2.8	2.3	2.7	2.2
10-14 years	1.7	1.7	1.4	1.4	1.4	1.3
15-19 years	2.9	2	0.5	1.7	2	1.7
20-24 years	3.8	2.3	3.1	2.4	2.7	2.1
All ages	12.4	12.4	9.6	9.7	8.7	9.3

Source: Central Statistical Organization, 1999: Women & Men in India 1998.

2.23   **Work Force Participation**: According to the live registers of the Employment Exchange, as on 31.1.98, 20% of the total applicants were 19 years and under. Out of these 22.2% were females. The unemployment rates for the 15-19 age group in 1993-94 were 54.7 % for males and 30.7% for females.

Table 2.7   Labour force and work force participation rates in India by usual principal and subsidiary

Persons per 1000

1993-94 (50th Round) Age in years	Labour Force Participation Rates				Work Force Participation Rates			
	5-9	10-14	15-19	20-24	5-9	10-14	15-19	20-24
Rural Male	11	140	598	902	11	138	577	859
Rural Female	14	141	371	469	14	141	364	456
Urban Male	5	69	404	771	5	66	356	674
Urban Female	5	46	141	230	5	45	123	180
1999-2000 (55th Round)								
Rural Male	7	93	532	889	6	91	503	844
Rural Female	7	96	314	425	7	96	304	409
Urban Male	3	52	366	755	3	49	314	658
Urban Female	2	37	121	191	2	36	105	155

Source: 50th and 55th rounds of NSS on Employment and Unemployment.

Labour Force participation rates in the age group of 15 to 19 have declined in 1993-94 possibly due to an increase in the number of adolescents attending educational institutions.

2.24   In spite of constitutional and legal provisions {Child labour (Prohibition and Regulation) Act 1986}, children continue to be part of the work force. According to the 1991 census, 11.28 million children out of a total of 200 million children in the age group of 5-14 years were employed. NGO estimates however range between 40 to 60 million child workers. (Common Position Paper of the UN System in India on Child Labour 1998). Allowance has to be made for adolescents working in the informal sector including street children, regarding whom there is very little data.

2.25   **Crimes against Adolescents**: Violence against women and girls is a growing global phenomena and India is no exception. Crimes are perpetuated both on adolescents and by adolescents. Adolescent girls are definitely the more disadvantaged, though adolescent boys also suffer abuse. Physical, mental and psychological violence against adolescents both at home and outside is a growing phenomena and a cause for grave concern. Crimes against adolescents take many shapes and forms, ranging from eve teasing and abduction to rape, incest, prostitution, battering, sexual harassment at the work place etc. Social stigma often prevents the registration of police cases. Convictions are even less. Some major causes of violence against adolescents are the social custom of dowry, low status of women and girls in society, false sense of superiority of adolescent boys and young men and the desire to show-off and take revenge.

3. **POLICIES AND MAJOR PROGRAMMES CONCERNING ADOLESCENTS**

3.1 **The Ninth Five Year Plan**

The Ninth Five Year Plan (1997-2002) outlines the development plans and policies of the government, and reflects the government's concerns and approach. In the document, adolescents are mentioned mainly in the sections on women and children, health and youth.

3.2 Specific mention of adolescents in the Ninth Plan include its commitments towards the child, to universalise supplementary feeding with a special emphasis on adolescent girls, to expand the adolescent girls scheme and to assess the health needs of adolescents in the RCH programme. Nevertheless, adolescents continue to be a sub-group of women, children or youth and there appears to be no move to consider adolescents as a separate category. The expansion of the scheme for adolescent girls is mentioned in terms of the underlying rationale - "… in preparation for their productive and reproductive roles as confident individuals not only in family building but also in nation building" (Planning Commission, Government of India 1998). There is a danger that adolescents are seen as 'human capital' in relation to their productive role alone. At the same time, the Ninth Plan explicitly makes a commitment to human development, which is centred on the basic recognition of human beings as people. The Tenth Plan should perhaps be more focussed.

3.3 **Draft National Youth Policy (2001)**

There is no Government policy specifically for adolescents. However the Draft National Youth Policy 2001, which provides a comprehensive overview of youth issues and concerns comes closest to a policy on adolescents. Both the 1986 Youth Policy and the current draft policy view youth as a vital resource to be nurtured for the development of the country, suggesting that the distinction between human capital and human development is not yet fully realised. Whereas the previous youth policy tended to be based more on a top-down approach, the current draft policy gives due importance to the participation of youth. The document advocates "working with youth and not merely for youth". Furthermore, rather than confining itself to a policy for youth on important but atypical activities such as sports, it highlights several areas of concern for adolescents and youth in the country today and emphasizes an inter-sectoral approach. By placing responsibilities along with privileges for youth, it provides a space for the contribution of youth to communities and to social development. The policy lays stress on providing youth with 'more access to the process of decision making and implementation of these decisions'. It envisages that such access should be made in the form of 'identifiable structures, transparent procedures and wider representation of the young people in decision making bodies'. The thrust areas of empowerment, gender equity and an inter-sectoral approach hint at a move towards a rights approach and a people-centred approach to development. The elements of participation, access and leadership building have been clearly delineated as objectives of the policy.

3.4   The Draft Youth Policy actually makes a distinction between the age of adolescence (13-19) and the age of attainment of maturity (20-30 years), marking a shift towards distinguishing between these different phases.   By marking the age of adolescence, the policy facilitates advocacy efforts for focus on adolescents in government programmes.

3.5   The draft youth policy, gives a special focus to adolescent health, their education including non-formal education and their nutritional requirements as 'they are the most important segment of the population.' The Tenth Five Year Plan should attempt to translate this policy into reality.

3.6   **National Policy on Education (1986 modified in 1992)**

The main emphasis in the National Education Policy of 1986 is the eradication of illiteracy especially for the 15 to 35 age group and universalisation of primary education. The adolescent age group partly forms part of children who are to be provided primary education and also part of adults who are participants of adult literacy activity. However, the policy does not recognise adolescents as a group per se. This leads to overlooking their special needs. To some extent, the employment related educational needs are addressed through vocational education at the higher secondary level. The policy also talks about meeting the non-formal and need-based vocational needs of youth (15-35 years). Education Policy, statement in the section "Education for Women's Equality" has special relevance for education programmes for adolescents.

3.7   **National Population Policy (2000)**

This policy has recognised the earlier invisibility of adolescents and views them as a section of population which needs to be addressed and are the subject of one of the 12 strategic themes. They are specifically referred to in the sections on information, nutrition, contraceptive use, STDs and other population-related issues. This is understandable in view of the crucial role adolescents will play in determining when we will reach replacement level of fertility and when India's population will finally stabilise. There is a special mention about developing a health package for adolescents and enforcing the legal age at marriage.

3.8   **Draft Health Policy (1999)**

This policy expresses concern for the health of special groups such as adolescent girls, albeit only with regard to their nutritional needs. Elsewhere adolescent girls are clubbed with pregnant women and children instead of treating them as a distinct group with specific needs and problems. Even so, like women it is only the pregnancy and maternity related health needs of adolescents that are referred to. A life cycle approach to the health needs of women is wanting. It is hoped that necessary changes would be made while finalising this Policy.

3.9   **Draft National AIDS Policy (2000)**

This policy is a crucial component of the national health strategy. Since unprotected sex is a major source of AIDS and adolescents form a significant portion of the sexually active population, they should form a special focus group under the Policy. Experimentation, lack of knowledge, peer pressures and a false sense of bravado make adolescents particularly vulnerable to STDs including AIDS. While the policy talks about programmes for adolescents like University Talk AIDS and NYKs, surprisingly, the policy does not specifically mention adolescents. One can say that even without specifically mentioning adolescents, the policy is crucially relevant to them and aims at addressing their needs.

3.10   **National Nutrition Policy (1983)**

The National Nutrition Policy has focussed on adolescent girls and that too only in relation to the importance of their role as mothers and housewives. Adolescent boys do not find any mention in the policy. The need for the well being of adolescents, as a group has not been recognised.

3.11   **National Policy for the Empowerment of Women (2001)**

The policy has recognised the girl child as a separate category and adolescent girls seem to be covered thereunder. The policy their nutrition, education, holistic approach to health, violence against them, sexual abuse of them and the rights of the girl child.

3.12   **General Conclusions regarding policies:** By way of conclusion, one can say that though adolescents are mentioned in many of the above policies, it is only in the later policies like the Population Policy 2000 and the Draft Youth Policy 2001 that the unique and special needs of adolescents have been recognised. Whether we have a separate Policy for Adolescents or not, it is high time that we have a nodal department to coordinate and monitor policies and interventions for adolescents.

3.13   It will be seen from the above that the present policies address themselves to specific sectors like education, health, family welfare, nutrition, HIV/AIDS, sports etc. or address certain population groups like women, children and youth. None of the policies however take an integrated and holistic view of adolescents. The rights approach to adolescent issues seems to be missing in all the policies. Adolescents in difficult circumstances like adolescents with disabilities, learning disorders, adolescent sex workers or children of sex workers and street children need much more visibility in policies. Except for the Draft Youth Policy, none of the other policies seem to have taken the adolescent's perceptions or participation into account.

3.14   Most State Governments follow central policies and even when they do have their own policies, they tend to rely heavily on the central policy thrusts and strategies. Some states have their own population and women's policies. Kerala has a Mental Health Policy and a Draft Youth Policy.

3.15   There have been a host of international Conferences and Conventions during the last two decades that have a bearing on adolescents. A table showing the various conferences and the issues addressed in each of these conferences is at Annexure III.

3.16   **Programmes for Adolescents**:   Even   though   there   are   no comprehensive programmes or schemes addressing all the needs of adolescents, a number of Government departments have interventions that impact the lives of adolescents. Some of these schemes and programmes are generic in nature and so affect adolescents as well and some have been designed especially for adolescents like the Adolescent Girls Scheme renamed Kishori Shakti Yojana. All of these are however vertical programmes and do not take an integrated view.

3.17   Below is a glimpse of some of the major government programmes/schemes for adolescents:

3.18   The Department of Women & Child Development implements two major programmes for adolescents. The Adolescent Girls Scheme, now renamed Kishori Shakti Yojana aims at improving the nutritional and health status of adolescent girls (11-18 years), providing literacy and numeracy skills through the non-formal system, training and equipping adolescent girls with home-based and   vocational skills, promoting awareness and encouraging them to marry after 18 years. This revamped scheme is expected to provide flexibility to states to adopt a need-based approach, depending on the situation in each state. The Balika Samridhi Yojana aims at delaying the age of marriage and finally eliminating child marriages.

3.19   The Ministry of Youth Affairs & Sports is responsible for the significant programme: Nehru Yuva Kendras which undertake the following activities: establishment of Health Awareness Units to generate awareness, educate and adopt health and family welfare programmes (including adolescence education) among the masses through the active participation of youth (youth organizations, youth coordinators) etc. Their activities include lectures, plays, immunization and sterilization camps to increase awareness on issues of adolescence, gender, early marriage, child bearing etc. Youth Awareness Drives provide a forum for addressing issues such as HIV/AIDS. The NYKs also arrange training in Self Employment Projects to equip youth with income generating skills and vocational training programmes which equip youth to enter new trades more ably. The Youth Leadership Training Programme aims at identifying youth leaders and imbibing awareness on development issues. There are sharp variations amongst NYKs between states and even within a state with some doing a commendable job while many lie defunct. All the same, NYKs have tremendous potential and scope and should be revitalised and used constructively. In addition this Ministry provides support to Bharat Scouts and Guides which is said to cover 35 lakh students. NCC and NSS at the senior secondary level are also important programmes to motivate adolescents for community service and self-discipline. Steps are proposed to be taken during the Tenth Five Year Plan to strengthen NSS at school level.

3.20   The Ministry of Social Justice and Empowerment implements a scheme for providing educational facilities including scholarships and hostels for tribal girls.

3.21   The Ministry of Human Resource Development implements the Mahila Samakhya Programme which aims inter alia, at ensuring equal access to educational facilities for adolescent girls and young women. In the last five years the programme has responded to a growing demand from adolescent girls for opportunities to complete formal education and also acquire leadership and vocational skills. The programme runs Mahila Shikshan Kendra in project areas in Karnataka, Gujarat, Uttar Pradesh, Andhra Pradesh, Bihar, Madhya Pradesh and Assam. Kishori Melas and other educational activities are organised to create opportunities for education and self-development of adolescent girls. Adolescents also form a part of National Literacy Mission. Making a departure from DPEP, which is confined to the 6-11 age group, Sarva Shikha Abhiyan seeks to adopt a mission mode towards the objective of providing quality elementary education   to children between 6 to 14 years of age.   Vocational Education Programme, if effectively implemented, can provide training for employment/self-employment to adolescents and young adult.

3.22   The Department of Family Welfare through it's Reproductive & Child Health Programme provides for maternal care, including safe motherhood and nutrition facilities, prevention of unwanted pregnancies, safe abortion facilities to all women. Adolescents get subsumed under the general target group of women. The atmosphere and environment within which these services are provided are not at all conducive for adolescents. Besides there being an unwritten code denying services to unmarried adolescents, lack of privacy and confidentiality prevent adolescents from accessing these facilities. There is unfortunately no mention of adolescent boys in the RCH programme.

3.23   The Department of Health have a number of programmes to address the HIV/AIDS problem. Notable amongst these are the School AIDS education, the University Talk AIDS, and radio and TV programmes which target adolescents. The department is also collaborating with the Ministry of Social Justice and Empowerment in running drug de-addiction centres and supporting NGOs to do the same.

3.24   The Rajiv Gandhi Drinking Water Mission   aims at providing safe drinking water and sanitation facilities in all schools in India.

3.25   The Directorate General of Employment and Training, Ministry of Labour provides the facility of registration in employment exchanges for job placements and career counselling and vocational guidance for adolescents. The Industrial Training Institutes provide vocational training to adolescents after class VIII or X.

3.26   The Department of Rural Development under their Training of Rural Youth for Self Employment (TRYSEM) which is part of the Swarn Jayanti Swrozgar Yojana (SGSY) provides vocational and skill training to youth and adolescents.

3.27   Lok Jumbish, Rajasthan was started in 1992 jointly by Government of India and Government of Rajasthan.   Since 1995 this project has been organising residential Adolescents' Girls Camps of about 6 months duration for providing primary education and various empowerment activities. Lok Jumbish also started short duration camps for boys and girls in upper primary classes to introduce the students to reproductive health and other issues relevant for adolescents. LJ's non-formal education programme has also contributed to education and development of adolescents.

3.28   The Department of Women & Child Development (Government of Haryana under their Haryana Integrated Women's Empowerment & Development Project provides information and generates awareness regarding basic health, sanitation and reproductive health. A   Life skills Development Programme for adolescent girls is also implemented by them for personal, physical and mental development of adolescents. Short duration camps for adolescent boys to impart   family life education and sensitize them to gender issues are also organised.

3.29   There are a fairly large number of NGOs which address adolescent issues either in an integrated manner or sectorally. They work on health, education, reproductive health, employment, gender, and/or vocational issues. Some of them are doing commendable work, which has grown out of the needs assessment of the area. Involvement of adolescents and the community from the project formulation stage itself has been their forte.

PART II – THE APPROACH AND MAJOR PROGRAMME AREAS & RECOMMENDATIONS

4. THE APPROACH

4.1 Given the complex and intersectoral nature of the group under discussion it is important to recognise that no one sector can hope to influence the entire range of factors that impact on the situation of adolescents in India. The first step towards developing a policy framework is to acknowledge the importance of a multidimensional approach and the importance of a holistic perspective. Policymaking invariably involves prioritisation. Ideally, priority setting should stem from an analysis of the current situation and dispassionate assessment of the capability and capacity of the system for implementation. While a great deal needs to be done to respond to the multi faceted needs of adolescents in India, Government of India can play can play a positive interventionist role by focusing on key areas that have wide ramifications. This document rests on the Constitutional guarantee of equality, social justice and non-discrimination and takes this as the point of departure and it is anchored in the Directive principles of State Policy where the State is expected to exercise positive discrimination in order to correct centuries of gender, caste and community imbalances.

4.2 Firstly, it is important to reaffirm a rights perspective as the philosophical foundation of this document. Adolescents in India have some inalienable rights as equal citizens and as future adults who are expected to participate in democratic processes. Access to good quality education, training and information on a range of issues, including health and reproductive rights, is essential to make informed choices free from influence and coercion. Although the Convention on the Rights of the Child (CRC) guarantees children the right to express their views freely in all matters affecting them, even adolescents are frequently denied the opportunity to participate in decision making processes and activities that affect their lives and future. Privacy and confidentiality are essential prerequisites to address adolescent issues especially with regard to reproductive and sexual health, relationships and emotions. Reaffirmation of this perspective is necessary if we are to move away from a welfare orientation to a rights and empowerment approach. It is important to change the mind-set of administrators, policy makers, political leaders and service providers towards adolescents, make them non-judgemental and better listeners vis-a-vis adolescents. Consequently, informed decision making at all levels and in all sectors becomes essential.

4.3 Secondly, it is important to recognise that the socio-cultural expectations and economic pressures working on adolescent girls and boys are different. Therefore, educational, nutrition, health, livelihood and recreational programmes need to be designed keeping in view these gender differences. It is therefore important to avoid gender stereotypes. This is of particular importance with respect to "needs" as understood by policy makers and programme managers. Unfortunately, most policy documents of the government tend to look at girls primarily as future wives or mothers and policy documents link early marriage, teenage pregnancy and child survival to girls' education. Programmes for adolescent boys mostly stem from concerns related to sexual behaviour (especially in the wake of the HIV and AIDS pandemic), adolescent crime and may be in a few

instances with livelihood training. It is important to make sure that any programme intervention includes both girls and boys. There is enough evidence to show that working with one group to the exclusion of the other does not lead to sustained impact – self development programmes for girls alone without a similar intervention for boys may not stop teasing and other forms of abusive behaviour in the community. On the other hand, programmes that simultaneously work with boys and girls in the same community have recoded positive change in the larger social milieu.

4.4   Thirdly, it is important to acknowledge that the needs and aspirations of poor children (rural and urban) are different from those of the middle class adolescents (urban and semi-urban). It is important to specially address the situation of girls and boys from disadvantaged communities – in both urban and rural areas. It would be important to prioritise in favour of the most disadvantaged of the urban and rural poor.

4.5   Due to their idealism and energy, adolescents constitute a tremendous force for change and reconstruction. They are yearning to be involved in the processes of work and development and would fully participate if joyful and beneficial programmes can be organised for them. What is needed is programmes which will attract them and sustain their motivation.   Implementation of development programmes with full involvement of adolescents and young adults would have long-term impact on critical areas of national concern, including:

- Education levels, thereby preparing the ground for social, cultural and economic advancement;
- Health and nutrition, which, as the National Population Policy states, could have inter generational impact;
- Girls age at marriage, with obvious co-relation for their retention in education, delayed child birth and lower mortality and morbidity among the new borns;
- Environment and sanitation, which are a grave problems, continuing neglect of which could jeopardise the country's future;
- Energisation of economic activity through development of skills and entrepreneurship;
- Struggle against poverty, because opening up of livelihood possibilities around enhanced income from existing assets and new skills would be a part of the new strategy of empowerment of adolescents; and
- Creation of a new culture of compassion, gender equality and a feeling of brotherhood/sisterhood among all.

4.6   This above mentioned approach, it is hoped, would make for a more holistic articulation of the intention of the Government if India. The first provides the philosophical foundation to this policy, the second flags the importance of a gender just and equity framework and the third gives us the mandate to prioritise in favour of the most disadvantaged. Far-reaching importance of full involvement of adolescents in development is also highlighted as an indispensable part of the strategy.

5.   EDUCATION

5.1   A Special Period for Learning

Adolescence is indeed a special period of human development, not just physically but also emotionally and cognitively. Children are endowed with special ways of thinking during this period and educational inputs should ideally be designed to help their development. For instance, at around age 11, children's brains naturally move towards more abstract thought processes, including formal reasoning, which helps in logical analysis. Psychologically they become more independent, critical, and learn to challenge the status quo, wanting to take their own decisions. Their tenacity and motivational drive to take things to their conclusion, to be able to focus attention for considerably sustained periods, to improvise and innovate, are often not appreciated, and they are not given a chance to harness these qualities for useful purposes. In fact, the lack of proper guidance and educational opportunities that should normally help in the development of such qualities often result in conflicts and tensions. Indeed, the youthful idealism and energy resources of young adults provide a tremendous force for potential change and reconstruction, with which they can help transform their condition and the condition of millions of others.

5.2   The Present Curriculum

Despite some attempts to make the school curriculum joyful and child-centred, what is taught in school is still far from being 'relevant' for the majority of our students. As a result of an irrelevant and poorly designed curriculum, a large proportion of children drops out much before they complete elementary school (generally till class 8 at around age 14), quite contrary to the stipulated requirement of our Constitution. Moreover, most children who drop out are from disadvantaged backgrounds, and failure in school only draws them deeper into the 'nexus of disadvantage', with a debilitating sense of hopelessness towards their future.

The last few decades have seen a rising tide of educational aspirations, especially from among the poor and disadvantaged, who feel that good quality education can provide the *only way out* for their children, to get a chance to survive with some measure of dignity. However, even though more parents are now struggling to send their children to school despite tremendous odds, their hopes of quality education are massively frustrated, and the 'discouragement effect' gradually sets in (PROBE, OUP, 1999).

Despite the recommendations of the National Policy on Education, the Yashpal Committee, etc. the present curriculum continues to load students with the 'burden of non-comprehension', and expects them only to passively receive and regurgitate information. The bland emphasis on scholastic achievement, in an unhealthy competitive manner, with no focus on their emotional or overall personality development, further alienates them, and also causes deep tensions. In fact, the present system of examinations, which does not assess real learning in

terms of 'understanding', creative thinking or self-expression, is causing deep psychological problems and depression among large numbers of adolescents, and increasingly taking its deathly toll in terms of tragic suicides. This phenomenon has given rise to greater demands for counselling just before examinations.

The curriculum is far removed from the realities and complexities of life of most children, and compels them to uncritically accept inane facts as 'valuable' knowledge. Adolescents, who are being shaped by nature to critically challenge accepted views, tend to easily reject such schooling, both in terms of its 'irrelevant' content and its pedantic teaching methodology. There is nothing in the school curriculum that deals with the life-skills for adolescents that can help to empower them, and there are no links at all with the world of work. Moreover, the emphasis on fundamental duties, without any attention to fundamental rights, only attempts to subordinate the interests of those already deprived and place them in peripheral positions of passivity.

5.3   **Education for Learning and Empowerment**

There are many groups across the country designing 'relevant' curricula both for school and out-of-school adolescents, within an empowering perspective and equitable context of Education For All. In addition to building the confidence and self-esteem of *all* children, especially the disadvantaged, there are efforts to develop critical thinking and enquiry, through enhanced awareness of one's social and physical environment. There is also an effort to address children's rights and related legislation, to make them understand the social and political structures that influence them.

In many educational interventions for adolescents across the world, especially those working towards 'enrichment' by overcoming the effects of school failure, one common factor is the focus on 'metalearning', or learning how to learn. It is now widely recognised that traditional curricula, based on subject divisions defined through the demands of university disciplines rather than children's learning needs, tend to alienate and disempower children. On the other hand, when 'learning' is made the focus of an enrichment programme, without associating it with school subjects, those who failed earlier do much better even in traditional school subjects. Moreover, their capacity to deal with fresh learning situations and decision making in unexpected situations is also higher.

One strategy found very effective in the case of adolescents is extensive Group-work and Discussion, through which their collective learning reaches significantly higher levels than what each one would have individually achieved. Indeed, many educationists now view learning not as an individual struggle, but rather as a collective endeavour, through shared experiences and cooperative peer interaction. Moreover, adolescents need more opportunities for collaborative learning, contrary to the present competitive environment.

Learning in adolescence has a lot to do with motivation, interests, personal inclination and identity. Even in the context of formal schooling, adolescents show sharp preferences for those subjects or activities that seem to match their own identity, while many tend to dislike mathematics or sciences, which are viewed as 'distant' from life and human action. If adolescents find a subject uninteresting to begin with, they cannot muster enough motivation to personally relate to its content, and consequently their mind refuses to try to make sense of it. For instance, instead of learning abstract theories of science in a sequence strictly dictated by the discipline, young adults prefer to engage with issues and questions arising out of their life situations, and building on their own knowledge frameworks. However, the present formal approach not only creates an aversion towards science but, more significantly, also deprives most of our youth from developing a critical 'scientific temper', as required in Article 51 (A) of the Directive Principles of our Constitution.

It is now known that learners have their own intuitive constructions and theories about everything they observe, which may often be at variance with established theories, but which need to be addressed during formal instruction. After all, humans have continuously struggled to understand the world around them, and theories have only been established through a long and often difficult process of negotiation of ideas, and even painful paradigm shifts. This history of the development of ideas needs to be taken cognisance of while designing curricula. In addition, the school curriculum must also acknowledge the indigenous knowledge of different communities, which forms the basis of learners' social cognition. However, what is taught at present hardly ever gets a chance to be 'understood' or accepted within learners' intuitive frameworks, and remains at the periphery of their cognitive universe, as redundant and easily disposable baggage.

In addition, to really assess 'learning', the evaluation needs to be radically changed, to a more creative and non-threatening 'open book' format, which also promotes creativity, exploration, problem solving, etc. There must be due emphasis on assessing competence in life-skill activities, in manual dexterity, etc. for these to find a legitimate place in the school curriculum. Such models of evaluation exist in the country and are being used within various innovative programmes. Besides, evaluation needs to be comprehensive and continuous, with a focus on keeping a 'progress profile' of each student to know what she knows, rather than to highlight what she does not.

5.4   Health Education

A very important but often neglected area is that of Health Education. The formal school curriculum never looks at health in a holistic manner - relating the human body, its normal functioning, disease and prevention, to causes of malnourishment, social deprivation, and even social beliefs and indigenous knowledge bout health and disease. Piecemeal packaging of separate bits of information, often in a distant 'scientistic' style, that do not relate to a person's life and therefore fails to address her thought and belief systems, only makes it alienating. Ironically, issues about personal health are most important and dearest to people, both young and old, and elicit the greatest interest, if dealt with in a sensitive manner.

Moreover, traditional methods of health education often come veiled in a web of prescriptive middle class values about hygiene, cleanliness, etc. which project objectionable messages implying that 'the poor fall ill because they are dirty and do not know how to stay clean'. Such similarly value-loaded messages of what is popularly known as health and hygiene 'awareness' can be found in all educational materials, ranging from those used at school to the primers for adult literacy classes. Nowadays there is also a greater 'targeting' of adolescents regarding issues related to HIV and AIDS, sometimes in rather alarmist tones, and not always in a sensitive manner, keeping in mind their diverse cultural and emotional backgrounds.

It is therefore most important to change the curricula for Health Education, and especially for adolescents, to sensitively relate it with an understanding and appreciation of a person's body, its reproductive functions, with an aim to be able to take better personal care and decisions about it. There are effective initiatives for adolescent girls, often through Health Camps, which educate and empower them to better understand and question such issues in a wider social perspective. In addition, there is great need for more educative programmes for boys, and also many more interventions in the media on adolescents and health, to help parents and elders to understand these issues, so that they may be able to provide better supportive care and guidance at home.

5.5   Integrating Formal Education with Action and Work

The majority of our adolescents today are those who have either dropped out of school or have never enrolled. Therefore the greatest challenge is to provide meaningful educational opportunities for them through many possible avenues that link the formal school with arenas of non-formal and vocational education. The formal curriculum must relate to the life of work and also encourage multiple affiliations and possible entry points for adolescents and youth to continue studying while working.

Many creative and flexible curricula with formal certification need to be designed for diverse learning situations, both within and outside the school. These could be in the form of Residential Camps, Extension Schools linked to formal schools, Community Action Projects, or could be linked to Continuing Education Centres, Open Schools, Polytechnics, Shramik Vidyapeeths, etc.

It has been found that the educational motivation of young adults is well sustained through Community Action Projects, where learners are themselves active generators of useful information. Indeed, tremendous learning takes place through such action, where adolescents feel they are not being subjected to useless information but are actively engaged in creating knowledge, by exploring and looking for answers to questions and problems they have set for themselves. Moreover, through such projects adolescents also gain the satisfaction of having helped their community, and of having earned some recognition, which is crucial to their developing a sense of identity. The enthusiastic involvement of adolescents and youth in the District Literacy Campaigns and in other local community projects has shown the possibility of planning other similar initiatives to allow them to take on leadership roles.

The Community Action strategy also ensures that 'situated' learning takes place, while people engage in a meaningful activity. 'Learning situated in activity' shows that knowledge is not always formally taught, but is gained through practice. For instance, studies of 'street mathematics' have shown that unschooled adolescents continuously learn through their daily market transactions and activities, and evolve much more effective computational strategies than those taught in schools. Indeed, without any formal instruction, they manage to perform computations much more efficiently and correctly than their counterparts in school.

5.6 **Career and Vocational Guidance in Schools**

The high school must also be able to provide career and vocational guidance to students, through various means, such as career 'melas', booklets, discussions etc. In some cases the school could be involved in supervising part-time work options for students appointed as apprentices in non exploitative occupations. The role of guidance workers could be to assess the potential among students and to meet the local needs of communities, while also mobilsing the community to support students through their vocational enterprise. Teachers, community elders, non-governmental organisations and government initiatives could help motivate adolescents to enter non-traditional skill based courses, or opt for suitable self-employment. Efforts are required to generate awareness among policy makers, school authorities, etc. regarding the career guidance needs of adolescents.

5.7 **'Real-life' Education for Out-of-School Adolescents**

The educational needs of the majority of adolescents who are out of school must be separately addressed. The existing pattern of middle and high school education will not do. Education for them must be linked with empowerment (including enhancing their self-esteem, self-confidence), with survival and employment, with better health and sexuality, with awareness about their rights and social, political and community issues, and with mobilisation for community action. In short, what we need is real life education that equips young people to face emerging challenges with confidence.

It is widely acknowledged that the presence of a large group of demoralised and disillusioned youth, who are under employed or have no productive work or a sense of self-worth, can act as a strong disincentive for the education of other children in the family or community. This phenomenon is often referred to as the 'vacuum effect' – where the absence of identifiable role models among educated youth leads to general disinterest in the population towards formal education. Conversely, the presence of strong role models and positive images among the youth acts as a propelling force, encouraging the community to invest in the education of their children. This phenomenon is particularly evident in urban slums and among the lower middle-classes. Investing in meaningful education of the youth and giving them a reason for hope and opportunities to develop as responsible members of the community will pay rich dividends for society as a whole. It is in this context that appropriate strategies for providing different educational opportunities for out-of school adolescents should be taken as a priority.

Vocational education should not be limited to merely teaching some 'occupational' skills, as is often done in the present courses. Instead, *vocational education should entail designing a broader educational curriculum that takes off from the work learners may be engaged with.* For instance, those engaged in a production process are naturally interested to learn more about how the raw material reaches them, where it originates, in what form and at what cost. In addition they must know who manages the production process, how is the designing done, what was the historical development of the technologies involved, etc, etc. The learning horizon must keep widening with each set of enquiries, and can encompass even more than what is traditionally taught in schools. The work must provide the motivation and the context to learn, and education should transform the learners, their thinking, skills, attitudes and knowledge, while also simultaneously transforming their work.

The curricula of Polytechnics, Shramik Vidyapeeths, Industrial Training Institutes and other such agencies dealing with vocational courses need to be changed accordingly, and made more interesting, creative and professionally broad-based. A National Core Group of persons to help redesign these curricula and share innovative ideas and experiments from different parts of the country needs to be constituted. More effort is needed in setting up rural professional training centres that offer a wide range of residential and short-term courses, integrated with formal educational inputs. A concerted attempt should be made to provide students with 'hands-on' experience in the entire gamut of inter-linkages related to a vocation, and also to engage them more organically in the running of these institutions. Making adolescents more responsible in the management of the course is the key to ensuring their motivation and also providing a more holistic educational experience to them.

5.8 Experiments in Alternative Vocational Education

The experience of several organisations that focus on innovative vocational education for rural youth is worth emulating. These offer a variety of residential courses, such as poultry farming, low-cost house construction, ground water testing, etc. It has been seen that there is a great demand for good short-term professional courses that promote serious 'hands-on' learning, with emphasis on knowledge, skills and market analysis, to fully equip a person to set up an enterprise. Students are even ready to pay for such courses, which are designed to ensure that they recover the costs in a relatively short time. Moreover, students are expected to help in the upkeep and management of the institution while they take the course, so that they can also be groomed as potential trainers in the process. In one such organisation, everything is made and maintained by successive batches of students themselves – the buildings, the furniture, the electrical fittings, the poultry cages, and even the computers, which are assembled by them and run on car batteries.

Some experiments have attempted to integrate the formal school syllabus with professional vocational training. A special curriculum is designed with a development, an empowerment and a professional syllabus, to consciously address the rights of adolescents, within their developmental needs. The development syllabus deals with issues related to their health, nutrition, their bodies, physical education, gender sensitivity, reproduction, etc. It helps in shaping the 'personhood' of the adolescents, in promoting creative expression, and also in enhancing their life skills. The empowerment syllabus focuses on their rights, related legislation, analysis of social and political structures that influence them, access and use of information for planning and analysis, etc. The professional syllabus for vocational education deals with access and processing of raw materials, production and design processes, marketing and management techniques, and also credit and support mechanisms for micro-enterprise. In addition, the village is involved in the process of this education and is committed to provide support for the enterprise undertaken by its wards.

5.9   Building Bridges with the Formal System

Experience of a range of non-governmental programmes in rural areas and some government and citizens' initiatives in urban areas have demonstrated that older children, who have either dropped out or have missed the bus altogether, are very eager to pick up the threads and get back to formal education. Special encouragement to run 'bridge courses' and accelerated learning programmes (like Mahila Shikshan Kendras run by Lok Jumbish, Rajasthan, or the Mahila Samakhya Programme of MHRD) and strengthening the Open School initiative would go a long way in enabling out-of -school adolescents to participate in the educational process. Moreover, special support must be given to those programmes that make efforts to release adolescents from bonded or oppressive and hazardous forms of labour, to bring them back to school.

5.10   Areas of Focus on Adolescent Girls

In the complex socio-cultural scenario where a majority of adolescent girls find themselves confined within closing boundaries as they grow up, educational opportunities get further limited for them. Compelled to take up greater responsibilities within the household, of looking after younger siblings or even rearing their own children, young girls are hastily drawn into adulthood, with no time to explore or develop their own personhood. Conditioned by social norms that define service, subservience, sacrifice, tolerance, and uncritical obedience as the virtues to be emulated by women, these girls get little chance to allow their own spontaneity, freedom and criticality to find expression. Growing up often only enhances their feelings of dependence, inhibition, insecurity, anxiety and even inferiority. Therefore, adolescent girls need special educational interventions that are geared not just to extend or substitute primary schooling, but to address their basic needs to discover their own potential and become empowered citizens.

The challenge of providing such broad educational opportunities for girls can be met only through many diverse strategies and by various actors and agencies, working in close collaboration with specific communities. There have been several initiatives in the country that have directly or indirectly provided educational inputs for adolescent girls. Certain interventions have started around health and nutrition issues, while some groups have focused on economic activities, and others have approached girls directly through educational programmes. However all such initiatives have found that the impact is not just on the adolescent girls alone, but also on their younger siblings, who find strong support for their education and development from their empowered older sisters. These adolescent role models have also helped older women in the community question issues related to gender discrimination and have worked towards greater resistance to violence against women in the family ('Educating Adolescent Girls: Multiple Paths', Sandhan, Jaipur, 2000).

In order to wean adolescent girls away from their household responsibilities and to provide a supportive learning environment, several organisations have found Residential Education Camps or Centres to be an extremely effective mechanism. These evolved as an accelerated strategy to make education available to adolescent girls and young women, and also to prepare a cadre of trained women leaders for specific programmes, in areas where female literacy levels were very low. The Centres provide intensive courses for several months or even a couple of years, while the Camps run for shorter periods. The focus is on integrating formal instruction with life skills, vocational skills and social awareness, to develop a model for holistic education for girls. The camps provide a learner-friendly environment, with multi-level teaching through a flexible curriculum, and also an opportunity for adolescents to have time and space for reflection, to individually and collectively understand themselves and their social conditions better. An attempt is also made to involve the girls in the decision-making and management of the camps and centres. Teachers have to be specially chosen and trained to provide nurturing guidance and emotional support to the girls, who stay away from their families and attempt to study for the first time, despite tremendous odds.

One crucial factor that has made such interventions possible is sustained work within communities, and efforts to garner continuous family support. Each programme has had women workers or facilitators who first mobilised the community, to start thinking about the education of adolescent girls. They convince families to entrust their girls to them, taking them to stay away from home. They also serve as influential role models for the adolescents, who in turn aspire to work like them, for the education of their village women. The supportive role of the mother, whose desire to help her daughter improve her life condition and whose help in relieving her from her household responsibilities for the camp, has been crucial. It has been useful to mobilise groups of girls from a given village, so that the peer interaction during and after the camp can help sustain the effort in the long run. Follow up activities have also been required, and girls need to be either absorbed in a subsequent developmental programme, say, as teachers or health workers, or helped with some planned economic activity.

There have been visible benefits. It was found that during their stay, girls were highly attentive and hard working and were exceptionally keen to learn. Their educational aspirations were triggered by the exhilarating experience, and many tried hard to subsequently continue their education, either through the formal school system or the Open School. Their personalities changed, and their self-esteem, confidence and abilities to communicate with others were visibly developed, which their parents seemed proud to acknowledge. Families also recognised their enhanced capacity to handle money efficiently, read newspapers and resist gender discrimination at home and in society. Some of them even managed to postpone their early marriage or '*gauna*', showing their desire and new assertiveness to negotiate their lives on their terms. ('Educating Adolescent Girls: Opening Windows', Janshala Programme, 2001).

Educational interventions for adolescent girls must be sensitive to their special needs, to deal with their problems, desires, insecurities and doubts in a friendly environment. The authoritarian, highly judgmental and even discriminative environment of the formal school and the inhibiting and restrictive atmosphere at home usually result in the marginalisation of adolescent girls from formal studies. For girls at this stage of life, the shame of learning with younger children, the uncertainty in their own ability to study, and the fear of ridicule and criticism are often difficult barriers to transcend, for which they need extra sensitive support. Since textbook-based learning is of limited interest for most of them, they require a flexible curriculum that is guided by their needs. Moreover, they need to discover their creative potential, through song, dance, theatre and craft, as well as through unconventional games, cycling, karate, etc. that provide a liberating sense of joy they may never have experienced before.

The challenge is to design such an interesting and meaningful curriculum that can compensate for the early years of social and educational neglect, and also provide enough motivation for girls to continue with enhanced zeal and confidence. In addition, it must empower them to change their own situation in life, while also giving them the strength and determination to change the lives of many others.

5.11 **Areas of Focus on Adolescent Boys**

Educational programme for out-of-school adolescent boys is a neglected area in India. Experiences of non-governmental and government projects with adolescent girls has demonstrated that working with girls is not enough. When the boys in the community are not engaged in similar empowerment and personality development programmes their attitude and behaviour towards women continues to pose a problem. Being "left out" creates its own dynamics. Conversely, experiences of programmes that work with boys and girls have demonstrated positive impact on the overall environment in which adolescent girls and boys' live, study and work. Adolescent boys – especially the older ones who are not participating in any educational programme, have a range of educational and skill development needs. Residential condensed programmes, short-duration camps to enable them to take Open School examinations, vocational and skill training – all these need to be combined with personality development and empowering educational activities that develop the ability to reach out and access information and negotiate this unequal

world from a position of strength. Integrating health and sexuality education into accelerated learning programmes, with gender sensitisation and respect for the opposite sex, would indeed be a very valuable investment in the future generation.

5.12 Literacy and Continuing Education

The Literacy Campaigns in the last decade have had a significant influence in voicing the educational aspirations of marginalized and disadvantaged sections of society. Wherever the campaigns were effective in mobilising local communities, large numbers of women came forth as learners, and so did the poor, the Dalits and the tribals. One visible impact of effective campaigns was the increase in school enrolments and a demand for good quality education for children.

However, there were not many systematic efforts to provide special educational inputs for adolescents, especially after they have acquired the basic literacy and numeracy skills. The programme became limited in terms of its academic content, and aimed to provide competence roughly equivalent to class 3 of primary school. In fact, even such equivalence criteria, in terms of how relevant adult learning may be defined 'equivalent' to a given level at school, have not been satisfactorily worked out. Moreover, after the campaign was over, there was generally no sustained mechanism to retain learners in a 'learning environment' and stop them from losing their rather fragile literacy skills. Special focus on devising suitable courses for adolescents must now be made and the National Literacy Mission could ensure that such courses are effectively run within the new Continuing Education Centres.

The campaign ran mostly on the strength and enthusiasm of youth volunteers, who voluntarily devoted precious years of their most productive period in life towards bettering the conditions of their communities. However, most district campaigns did little to actively improve the lives of these youth volunteers. There was no conscious attempt to repay their efforts, not through monetary remuneration, but by supporting their educational aspirations, and providing avenues for better educational inputs for them. Many literacy volunteers had given up formal schooling but were keen to continue studying, and the campaign could have evolved mechanisms to provide such opportunities to them.

Now that the initial phase of literacy campaigns is almost over, and strategies for sustained Continuing Education programmes are being worked out, there is a need to focus on adolescents, especially girls and young women. Continuing Education Centres (CEC) can provide a platform for youth leadership to take charge and facilitate a large spectrum of creative learning activities for adolescents and young adults. Such CECs can also form the nodal point for other Community Action Projects. In fact, some CE programmes are attempting to work closely with village panchayats to ensure participatory planning and development of the village. Rural and Mobile Libraries along with the printing of a local newsletter or other such material could be managed by youth leaders and literacy volunteers, who could be supported by the village panchayat.

There is now an urgent need to focus specifically on strategies to provide Literacy and Continuing Education for non-literate young women, especially in the low female literacy areas, since having been left out of the campaign in the first place, they shall never get an opportunity to educate themselves. The latest census data can facilitate such focussed analysis and planning, so that even isolated pockets of low female literacy can be identified and dealt with on a priority basis. Moreover, varied strategies for accelerated learning through camps and centres need to be attempted, so that these young women are compensated for the long neglect they have suffered with respect to their fundamental right to education.

5.13 New Strategies and Opportunities

In order to provide a meaningful and empowering learning environment we need to plan educational projects and programmes for adolescents in much more innovative ways. Not only must the school curriculum be restructured to make it truly relevant and life-oriented, with a focus on learning and empowerment, but also many diverse out-of school opportunities need to be provided. There are voluntary groups and some government programmes that are currently engaged in providing such opportunities to adolescents, but more concerted efforts must be made to support and supplement these activities on a sustained basis.

The following is a suggestive list of possible activities that need to be supported in order to provide diverse educational opportunities to adolescents:

- Residential Camps and residential institutions for Adolescent Girls
- Village Melas on Health, Maths, Environment, Science and Technology, Women, etc.
- Community Action Projects managed by youth e.g. Watershed Management, Afforestation, etc.
- Village/Mobile Libraries run by youth
- Kala Jathas and Travelling Theatres based on Folk Performing Arts
- Open Learning Courses

6. LIFE SKILLS EDUCATION

6.1   Life skills have been defined by World Health Organisation as `the abilities for adaptive and positive behavior that enable individuals to deal effectively with the demand and changes of everyday life'. Life skills are essentially those abilities that help to promote mental well being and competency of young people as they face the realities of life. Effective acquisition of life skills can influence the way one feels about oneself and others and can enhance one's productivity, efficacy, self-esteem and self-confidence. Life skills can also provide the tools and techniques to improve interpersonal relations.

6.2   There are three broad areas of life skills: Thinking skills, social skills and negotiating skills. *Thinking Skills* include problem solving, thinking critically, processing information and excercising choice, making informed decisions and setting goals. *Social skills* include appreciating/validating others; building positive relationship with peer groups and family; listening and communicating effectively; taking responsibility; and coping with stress. *Negotiating skills* include self-realization that enables an individual to understand ones values, goals, strengths and weaknesses. Thus, negotiating skills need to be enhanced at two levels - within oneself and with others. Adolescents need to learn to be assertive, including learning to say "no" to drug use and other harmful behaviour. Assertiveness without aggressiveness is a skill of immense value for adolescents.

6.3   During adolescence, *life skills development* is more an active process. Despite superior intellectual abilities, the adolescent's behaviour is occasionally coloured by emotions rather than by rationality. Frequently the adolescent is in an emotional dilema of wanting to be guided by parents, yet wishing to be free from them, and more aligned to their peers. They also have the need to exercise skills to indicate and establish individuality and independence. This becomes complex as an adolescent has multiple situations to contend with. Many critical issues reach their culmination at this stage – puberty, dealing with sexuality and gender issues, tackling emotional upheaval, finishing basic schooling, need to make future educational or career choices, facing responsibilities as an individual, etc. Hence Life Skills Development has an ubiquitous relevance for adolescents.

6.4   It is recommended that 30 to 45 day 'Life Skills Development Programmes' be organised by NGOs/NYKs/other community groups for both school going and out of school adolescents. Kendriya Vidyala Sangathan and some NGOs in partnership with the UN Inter Agency Working Group on Population and Development are already running such programmes. Adolescents who go through such a training programmes could thereafter be used as peer educators.

7.   HEALTH AND NUTRITION

7.1   Since the Cairo Conference (1994) there has been an appreciable increase in policy and programmatic interest in the health and nutrition of adolescents. Part of the interest is linked to government's concern about increasing the age of marriage and the age of first birth in India. In the light of convincing global evidence on higher maternal mortality among teenage mothers with poor nutritional status of girls, this was identified as an important area of intervention by the Central Government's Ministry of Family Welfare and the Department of Women and Child Development (in particular the ICDS programme). During 1990s, especially in the wake of global HIV and AIDS pandemic, national and global research studies highlighted a significant proportion of persons in this age group as being sexually active. Adolescent crime has also become more visible in the media. Recent studies and surveys done under the aegis of the HIV/AIDS programme of the government has thrown up some startling information about adolescent sexual behaviour.

7.2   While the above interest is encouraging, organisations working with adolescent girls and boys point out that singling out reproductive health to the exclusion of general health, nutrition and physical well being of adolescents encourages a fragmented approach and does not capture the real situation in the country. It is also worrisome to note that most schemes and programmes for adolescents perpetuate existing gender stereotypes and adolescent girls are essentially seen as future mothers. As pointed out in the situational analysis section of this report, uneven educational opportunities, compulsion to work at home and outside, poor nutrition and lack of access to adequate food, increasing stress (of both school going and out of school adolescents) lead to a range of biological, social and psychological problems. The onset of puberty and greater self-awareness about biological changes add another dimension to an already complex scenario.

7.3   A review of health programmes in the country and also the range of special programmes (disease control, reproductive and child health included) reveal that the existing primary health care delivery system along with several layers of referral hospitals does not cater to the health needs of adolescents. Population education and other reproductive health programmes do not factor in the general health and nutritional requirements of this very significant section of the population. The ICDS programmes has recently incorporated distribution of iron and folic acid tablets to adolescent girls, but its efficacy and impact are yet to be assessed. Moreover, adolescents have no where to go for counselling services. The RCH programme provides for services for married adolescents girls, but it does not provide for any services for boys. Sexual health education of boys is discussed, among other issues, in various approach papers for managing the HIV/AIDS pandemic. While these programmes are noteworthy, there is growing evidence of tremendous lack of awareness of their bodies and sexual behaviour, both among boys and girls and there is considerable interest among them in filling this gap in knowledge. What is, therefore, urgently required for both adolescent girls and adolescent boys are programmes which help deal with their own well being, their health, their bodies and their sexual lives. This is particularly important in the light

of the HIV / AIDS pandemic and in the light of growing evidence of ignorance in sexual matters on the one hand and considerable sexual activity among young unmarried people on the other.

7.4   The National Population Policy (2000) has recognised adolescents as one of the under served population groups. Similarly the Draft New Youth Policy (2000) highlights the need for more focused adolescent health, nutrition, reproductive, sexual and mental health programmes. One noteworthy exception is the recognition of health information needs of adolescent boys and girls. There are significant gaps in practically all policies in a rights perspective to adolescent development and health. Adolescents with special needs – disability, learning disorder, nutrition and growth, health problems of street and working children – all these need more visibility in policies. Most importantly, policies and programmes need to cover the entire range of health and related problems of adolescents and not confine education and service delivery to reproductive health alone. Policies and programmes for adolescent health and development have to be based on the following premises:

(a) Adolescents are the future citizens of the country and a valuable human resource;
(b) Adolescents have a right to healthy life, nutrition, education, recreation and freedom from violence and abuse;
(c) Adolescents have the right to information about their bodies, disease and their prevention, reproduction, transmission of diseases and how they can protect themselves;
(d) Adolescents have the right to health care services, including reproductive health counselling and services.

7.5   To this end, the objective is to create a supportive environment in the country and set in motion processes, mechanisms and systems to respond to the varied health education, nutrition education & services and reproductive health education, counselling and services for adolescent girls and boys in rural and urban areas, for those in-school as well as out of school, and for poor and middle income groups in the country. Nutrition, health (physical and mental) and education are interlinked and recognising these linkages in policies and programmes is essential if we are to make any headway in the overall development of adolescent girls and boys in India. In this context the subgroup makes the following recommendations:

a) Develop educational and awareness programmes to address adolescents in-schools and those who are out of school. There are wide differences in problems and needs of adolescents in different social classes in rural and urban areas. Recognising heterogeneity is the first step towards appropriate strategy development and planning.
b) Redesign population education and life skills programmes of the government to reach out to adolescents in-school and out of school. The content and curriculum of these interventions should aim to educate adolescents about their bodies, nutrition, general health and well being, constitutional rights (including the age of consent), reproductive rights and

reproductive health, dangers of teenage pregnancy and legal provisions related to age of marriage and registration of marriages. Widening the scope of population education and creatively linking it to school health and general health education programmes could be a good starting point.

c) Reaffirming the recommendations of the National Health Policy of GOI for school health programmes that are integrally linked to general preventive and curative health services, nutrition and reproductive health education and awareness of availability of services.

d) Counselling and group education to respond to anxieties, fears, information gaps, stress, anger, aggression, depression, loneliness and related mental and emotional needs for the well being of adolescents. It would be necessary to explore appropriate mechanisms, forums and institutional structures for different socio-cultural groups in rural / urban situations for girls as well as boys.

e) Sensitisation and education on gender violence and other forms of abuse and violence that exists in society, how they can protect themselves, right to legal redress and related rights with respect to medical examination. This needs to be woven into educational curriculum. Girls and boys need to get opportunities to discuss the prevalence of domestic violence in society, the health impact of violence and the importance of acknowledging the right to freedom from violence and all forms of abuse. This is closely linked to education on responsible sexuality and gender equality.

f) Recognition of the importance of physical activities – games, adventure sports and other recreational activities – in the overall health and development of adolescents. Enhancing the self-esteem of adolescents geared towards overall personality development - through fairs, competitions and other community based / school based activities.

g) Peer education programmes of a number of non-governmental organisations have demonstrated the value of reaching out to adolescents through their own peer group. Exploring opportunities for integrating peer education on health and nutrition could be a valuable addition to existing programmes for adolescents.

h) Official recognition of the need of married and unmarried adolescent boys and girls to receive reproductive health education and access to counselling and services is the first step towards planning appropriate strategies and programmes. This recognition stems from the fact that the health, nutrition and reproductive health information and services need to be separately designed for married and unmarried adolescent girls and boys. The following deserve a special attention in this behalf:

i) Educational, service delivery and counselling programmes need to focus on anaemia, poor nutrition, general health issues, teenage pregnancies, recognising symptoms of violence and abuse, modes of transmission of reproductive tract infections, transmission of HIV virus and ways and means to protect oneself from exposure to sexually transmitted diseases. While separate programmes would have to be designed for girls and boys, it is necessary to educate boys on responsible sexuality and respect for the opposite sex.

j) Healthcare service providers from the Sub-centre upwards (PHC, CHC, District Hospitals) need to be sensitised to the situation of married and unmarried adolescents, the importance of treating them with sensitivity and dignity, respecting confidentiality and the importance of gentle (non-judgemental) counselling on a range of health problems – mental health, emotions, occupational health (especially for working children, street children) reproductive health and reproductive rights.

k) Introducing adolescent health and development into medical education curriculum, pre-service and in-service training of doctors and paramedical workers. Increasing stress inside the school and at work among out of school adolescents, anxiety about their future and related problems need to be woven into medical education.

7.6   Nutrition: Adolescence is a particularly unique period in life because it is a time of intense physical, psychological and cognitive development. Available data from NNMB indicates that there has not been any substantial improvement in dietary intake of adolescents over the last two decades. However, there is evidence of some improvement in respect of adolescent girls during this period. With the onset of menstruation, girls are vulnerable to anaemia, leading to adverse outcome of pregnancies. The fact is that while one in five adolescent boys are malnourished, 45% girls are malnourished. About 40% of girls are married before the legal age of marriage. Household food distribution works against girls and this situation is further aggravated with marriage. In summary, the main nutrition problems affecting adolescent populations worldwide include under nutrition in terms of stunting and thinness, catch-up growth, iron deficiency and anaemia, iodine deficiency, Vitamin A deficiency, calcium deficiency, shortage of intake of minerals and other micro nutrients. These problems become more acute with early marriage and pregnancy. These problems, if not addressed, lead to perpetuation of ill health and stunted growth across generations. Targeted programmes and inputs are required to address this urgently and in a systematic manner across the country. The following recommendations are made with a view to urge all concerned departments and programmes to tackle this problem on a sustained basis:

(a) Develop a national growth reference chart for adolescents – something similar to the growth chart developed for children.
(b) Assessment, advocacy and preventive measures to reduce anaemia among adolescent girls;
(c) National education and mass awareness campaign on the importance of good nutrition in this very important phase of growth and correct household food distribution patterns without favouring boys over girls;
(d) Community based approach to strengthen household food security and special emphasis on nutritional requirements of malnourished children, especially girls;

(e) Special campaign on the impact of poor nutrition on the health of young mothers and the impact on future generation of children;

(f) Systematic campaign on iodine intake and minerals for growth;

(g) Camps, workshops, melas etc. for adolescent girls and boys that focus on holistic health and development and specific activities that highlight the urgency of addressing malnutrition and stunting.

8.   COUNSELLING

8.1   It is said that individuals need help throughout their lives and from this comes the phrase that counselling is needed from "the cradle to the grave". However, there are certain stages in a human being's life when counselling is needed more because of the process of development and growth. One of these stages is the period of adolescence when adolescents are usually either in school or college or out of school as 'drop-outs' and 'left-outs'), and therefore the need and importance of counselling is highest during this period and for these groups.

8.2   A review of the literature and discussion with experts in the field of psychological counselling, indicated that the general concerns in adolescents are of seven types i.e. (i) Physical/Health (food & nutrition, psycho-somatic ailments, general health, physical exercises, etc.); (ii) Familial (understanding, sharing and security within the family. Time, love and attention given for decision making); (iii) Financial (cost of education, health, recreation, etc.); (iv) Psychological (Nervousness, lack of confidence, anxiety, etc.); (v) Social (friendship, sharing relationship with friends/teachers and coping with sexual drives); (vi) Emotional (anger/aggression, depression, loneliness, insecurity and feeling of guilt); and (vii) Academic (concentration, time-management, examination phobia, memory, study habits, etc.).

8.3   The main aims of counselling are: helping to deal with the developmental tasks appropriate to the client age, culture and environment; prevention of disruptive deviations; permitting reality testing in a somewhat sheltered situation; alleviating normal anxieties and fears; to help an individual become an integrated person, having understanding of the self and the environmental resources; to guide normal individuals to gain positive mental health and be effective/fully functioning individuals; enabling a person to make realistic choices; to help in removing confusion and understanding the cause and effect relationships more clearly; to inculcate decision-making ability; to reinforce the individual's best qualities; and to develop the personality of an individual that enables him/her in facing difficulties of day to day life effectively. Counselling must provide appropriate information in a non-judgmental way, while ensuring confidentiality and privacy.

8.4   If the psychological needs of an adolescent are not met, it could have emotional consequences affecting his/her mental, social and emotional behaviour. An adolescent when developing is not often able to completely understand one's role leading to an identity crisis, resulting in problem-children often with multiple maladjustments. Availability of proper guidance and counselling services could lead to a decline in the rate of juvenile delinquency and crime.

8.5   The activities carried out by a Counsellor are diagnostic, therapeutic, evaluative and research-based. This can be realised through individual counselling, group counselling, parental counselling and/or community counselling. Futurists tell us that we face a world of even more rapid and complex change. So, the mentally healthy individual of tomorrow must be flexible and open-minded.

8.6   The following schemes are an illustrative list of interventions that could be adopted for counselling to address adolescent concerns:

i)   Highlighting the need for psychological counselling for adolescents, their parents and teachers through seminars, workshops and talk shows both by governmental and non-governmental agencies.
ii)   Organising "out reach" programmes by specialist organisations, NGOs and expert teams for group counselling in schools and other educational institutions.
iii) Setting up of counselling centres for both school going and out of school student adolescents, maybe located in the schools itself .
iv)   Organising on line counselling services, especially during examinations, publication of results, etc.
v)   Organising in-service orientation courses for teachers in counselling and career guidance.
vi)   Appointment of qualified counsellers in higher secondary schools and Intermediate colleges.
vii) Conducting diploma courses in "Counselling and Career guidance", of the type of one being organised by the National Council of Education, Research and Training (NCERT) in all Universities having psychology/social work as a subject, in order to have a cadre of needed specialists.
viii) Introduction of adventure sports at school/college levels to generate confidence and coping skills amongst adolescents.
ix)   Strengthening family life, through family education and offering counselling to the parents.
x)   Setting up telephone help-lines in cities and small towns.

9. **PARTICIPATION IN DEVELOPMENT**

9.1   Development programmes in our country are handed down by government, external agencies, NGOs, and older people. Seldom are opportunities and enabling environments available for programmes based on local initiatives.   This is particularly true for adolescents. In the long run it is essential to enable adolescents and youth to become the engines of development – to assess development needs, prepare plans to meet them, undertake implementation and monitor them. They would, thus, be both the participants and the beneficiaries of the programmes. During the Tenth Five Year Plan a systematic beginning should be made in this direction.   On an illustrative basis, we give below some areas likely to be of concern for adolescents – these activities would harness their idealism and energy and may also prepare the ground towards livelihood security for them.

9.2   Rural Reconstruction Projects: Large projects, which would, inter alia, include the following may be taken up:

- Total village improvement projects
- Water harvesting and land development
- Village sanitation
- Country planning and housing
- Preservation and development of common assets such as pastures, village tanks, paths etc
- Establishment of Library, Science Museums, Bio-technology Park, Museum of Culture and Heritage.

9.3   Mass education: These programmes would include:

- Universalisation of primary education
- Adult literacy and continuing education
- Care and education of children with disability
- Sports and recreation camps for children.

9.4   Forums for Social Justice: Forums of adolescent boys and girls can be at the vanguard to secure social justice and human rights to persons who suffer discrimination and exploitation. These forums might also involve themselves with movements for women's equality, nashabandi, right to information, communal harmony and with implementation of laws concerning wages, child labour, etc.

9.5   Relief in natural calamities: Earthquakes, floods, cyclone and droughts have caused vast devastation in different parts of our country. Adolescents' groups should be enabled to play an appropriate role in disaster management and relief.

9.6   Regeneration of local economy: It has been demonstrated in several parts of the country that new economic opportunities can be opened up as a result of discreet investment in available assets (eg. Land and cattle) by application of science and technology, improved management and though a wide range of innovative and entrepreneurial initiatives. Adolescents should be provided necessary information and training to fully participate in, and harness, these possibilities.

10.   NATIONAL INTEGRATION, ADVENTURE AND SPORTS

10.1   **National Integration**

National integration has been a compelling issue in the national discourse almost since independence. Over the years, while separatism, which was rooted in regional and linguistic identity has subsided, the spirit of nationhood continues to be undermined by persistent pressure of disintegrative forces. These forces surface in practically all parts of the country, often manifesting themselves in a violent and brutal manner. Religious, caste and communal dissentions have always been a bitter reality of the Indian situation. Rather than diminishing, these continue to imperil social harmony and political institutions. Media, communication and education have heightened awareness regarding gender inequity, rural/urban divide and the glaring disparity between the rich and the privileged and the poor and the deprived. There are still citizens of India, often along the border areas, who do not identify themselves with the country. Adolescents and youth need to be made fully aware of the roots of these divisive and disintegrative forces. They should be motivated to join the struggle against injustice and inequality and against the forces which are destroying India's tradition of harmony, compassion and unity in diversity. This has to be part of their courses of study and all organised activity sponsored by government. Moreover, specific programmes should be undertaken as a part of the strategy of adolescents' development.

Based on the past experience, the following suggestions are being made by way of examples:

a)   National Integration Camps - There is already a rich experience of large camps for youth, with a component of living together, working together and learning together. Enduring relationships are said to have formed in these camps and young persons are known to have overcome the differences of caste and religion. Such camps need to be better funded and extended to adolescents.

b)   Trans - cultural experience - Since young persons often do not know the language, custom and way of life of people living not only in far off places but even in nearby villages(e.g., lack of understanding between tribal people and non-tribal people and persons belonging to different religions), appropriate agencies should be supported to promote activities to help adolescents acquire trans-cultural experience. An example is exchange home stay of adolescents, say from North-Eastern states to other states and vice versa.

c)   Adolescents' Festivals: Youth Festivals used to be organised annually in the years following independence. They were a marvellous kaleidoscope of culture and youth creativity. Lasting friendships were built and understanding developed among young persons from distant places. Adolescents' festivals have also been organised successfully by NGOs in fairly large numbers. There is a need to take up this activity on a large-scale. Activities in these festivals can include cultural performances, science exhibits, creative writing, report on innovations, etc.

10.2   Social Service and Scouting & Guiding

Community and social service was given an important place in Gandhiji's scheme of Nai Talim. The C D Deshmukh Committee (1956) had commended compulsory national service for all adolescents before they could have access to higher education or employment in government. The Education Commission (1964-66) had also recommended that community and social service should be an integral part of the educational process. It has been alleged that, dominance of the privileged classes which control the echelons where decisions get made have prevented implementation of these recommendations. In fact what we see is persistence of lack of concern for the needy and for improvement of the environment. The impact of the media and predilection of the parents do little to motivate the adolescents towards social service. Yet, there is no alternative to making a determined effort in this direction. And this has to be done for students in school as well out of school adolescents. The important thing is for some schools and public spirited agencies to set an example. There is little doubt that if properly motivated adolescents themselves will take to projects of community and social service - be it environmental cleanliness, upkeep of historical and cultural monuments, serving the sick, the aged and the disabled or fight against atrocities towards women and dalits.

Scouting & guiding has more than proved its value as a voluntary programme to inculcate a spirit of patriotism, discipline and social service. There may be justification for Bharat Scouts & Guides to review its programmes and among other things to ensure that its emphasis on quality as also on quantity increases and attention is paid to girl guides as much as to boy scouts. When Bharat Scouts & Guides broke from its colonial ancestry, it had also intended to extend its activities to non-student adolescents and youth. Unfortunately, that aspect of the movement never took off. Time has come to pay attention to that direction also.

10.3   Sports and adventure

Inclination to play is a natural trait among children and adolescents. Unfortunately, few opportunities are available to them in school or out of school. Despite a number of pronouncements, open spaces are not being earmarked for play grounds. Spaces are getting constricted and the scope for development of play grounds is decreasing. There is little money and practically no interest among people responsible for rural education. No wonder, there are hardly any facilities for out of school children and adolescents. This situation has to be altered. In fact funds available for rural works and employment programmes should be spent on school buildings as well as on development of play grounds. Sports should not be confined to games such as volley-ball, hockey, football, cricket, etc., but should include traditional sports as well as activities of physical fitness. Yoga and self defence especially for adolescent girls should be encouraged.

A wide range of activities which can be described as adventure also need emphasis. Adventure involves love for nature, exploration, physical endurance, risk taking and an attitude to engage in these activities for the sheer joy of it. Unfortunately, the obsessive preoccupation with examinations and the confinement caused by TV has taken away the inclination for adventure among the bulk of youth and adolescents. Few opportunities for adventure activities are available to rural people. What we need are organised adventure programmes, preferably planned and organised by adolescents themselves. All that an official agency might do is to provide discreet funding. Organisations and individuals engaged in promoting adventure among adolescents should also be recognised and provided necessary funds.

11.   **WORK AND ADOLESCENTS**

11.1   There are several learning arenas for adolescents. They are home, work, family, school and community, and all these arenas can have aspects that range from beneficial to harmful. Learning through work or learning through doing should be encouraged. What adolescents learn through work are much needed life skills and experience of the world they have to live in. Such beneficial work options should be identified and adolescents should be enabled to combine such work with appropriate schooling.

11.2   **Conditions of work**: The conditions of most work situations in both the formal and informal sectors still remain exploitative and harmful, specially for young persons. This is also true for girls whose work largely remains hidden, unpaid, low or unskilled and menial.

11.3   Despite this situation, many adolescents opt for work, rejecting schooling. Though many are forced by economic reasons to do so, a large number make this choice because of the long term benefits of work in terms of skill formation, learning a trade and securing future employment. They make this choice as a result of a 'cost' and 'benefit' analysis of both schooling and work and though the costs are high the benefits of work outweigh their perception of the benefits of higher schooling.

11.4   Our aim should be to increase the 'benefits' of schooling and reduce the 'cost' of work while increasing the benefits of work and reducing the 'costs' of schooling.

11.5   Some suggestions for consideration are:

  (i) Minor changes: Barring those occupations that are intolerable, most sectors and occupations in both the formal and informal sectors can with minor changes in the hours of work and by mechanising or modifying harmful processes, render them 'safe' for older adolescents and convert them into informal training opportunities to enter the formal, organised and or higher skilled sectors of employment.
  (ii) Identifying dignified work for girls: Identifying work options for girls that are lucrative, and skill forming and enable them to socialise with their peers, learn more about the world of work and commerce and further their career options and enabling them to access these options would give girls a choice, where now they have none. The following could help to achieve the above .
    • Full day balwadis or anganwadis that are located near their work place/school that would relieve adolescents of the burden of having to look after their younger siblings and free them to participate in higher education along with work.
    • Structured part-time learning courses (including evening classes) for classes X, XI, and XII. That enable the adolescent to combine education, work and home.

iii) Replacement industries: Sectors such as beedi making, slate quarrying etc. are often harmful to all – adults, youth and children. Here replacement industries should be identified so that communities relying on these occupations may have safe and viable economic alternatives.

iv) Listing of work adolescents 'can and cannot do': Adolescents in a given area should be encouraged to come up with a list of work that they can and cannot do. This should be based on the development milestones of the young person compared with the conditions of work. This is necessary as legal definitions do not go into details, take into account the varying conditions of work from region to region and do not consider work conditions in the informal sector. Such a listing by adolescents can be used to sensitise and bring about awareness within the community and as a result social monitoring of conditions of work becomes possible.

v) Skill formation and theoretical concepts should essentially be a part of the safe work options and 'apprenticeships'.

vi) General (formal) education must be made flexible and thereby available to working adolescents.

12.   MEDIA AND COMMUNICATION

12.1   One of the sections of society most influenced by changes in the social and economic environment is that falling broadly within the adolescents' age group. The predominance of a market driven economy and life style has led to an explosion of interest in the media for young people. Images and information beamed by the electronic media, particularly television, strongly influence the behaviour and life-choices for adolescents. It has been observed all over the world that the direct impact of media has led to violent and criminal behaviour as well as increased strife within families to adopt consumerist life-styles. Moreover, with the increased trend towards globalisation, multi-cultural identities get subsumed in a homogenous acculturation of youth, which further enhances its sense of alienation. An uncertain future and lack of gainful employment only heighten the anxiety, and make youth more dependent on such forms of media, as easy measures of escape from difficult situations of reality. With the phenomenal increase in the reach of these media in the last decade, young people in small towns and even rural areas are increasingly becoming vulnerable to its impact.

12.2   In many of the developing countries of Latin America, Africa and Asia, the expansion of media in the post-colonial phase of independence was linked to the national goals of development communication. Mass media was meant to go in tandem with the developmental goals and was meant to play an important educational role. Unlike other countries that encouraged privately owned media with a thrust on entertainment, the Indian state invested heavily in the infra-structure for public broadcasting with the aim to harness it for developmental and educational purposes. Some significant efforts were made in this direction in the early decades after independence, but in the last two decades this role of the media has been increasingly abdicated. Both print and the electronic media have been increasingly driven by advertising revenues and audience preferences, and despite a phenomenal rise in its reach, their role in social development has sharply diminished.

12.3   India publishes more than 27,000 daily newspapers and periodicals covering a range of languages and cultural diversity almost unparalleled in the world. With higher literacy levels there is a need to consciously promote greater readership, especially among the youth. In fact the vernacular press must be encouraged to devote special pages for adolescents and youth, and also involve them in writing and reporting. Short term programmes to train local youth as reporters and editors can be undertaken with the help of media houses and the local press. This will not only help engage youth in responsible activity, but also shift the focus of mass media to issues of local developmental concern. Moreover, investigative journalism that hinges on the right to information can help bring more transparency and accountability in local developmental programmes. Local newsletters and wallpapers also need to be promoted to shift the focus of the print media to more immediate and local issues, which can also highlight the success of community action rather than disseminate only cynicism and despair.

12.4   Radio continues to play a major role in public broadcasting in India. The last decade has witnessed an unparalleled growth in its reach, from less than 25 percent households to almost 70 percent households, and its programmes are heard in 24 languages and 146 dialects. However, its development potential is still largely untapped, and it is receiving much less attention from policy makers and programmers as compared to other broadcast media such as television and cable. The Radio Farm Forum Project run as an experiment in Pune in the sixties, with the focus on 'Listen, Discuss and Act", had shown that such listeners' forums do help unify villages around common decisions and actions, and also widen the influence and scope of the village panchayat. The farm forums had spurred discussions among the villagers and led to decisions to dig wells, adopt purebred bulls, establish balwadis, build pit latrines, etc. Despite such potential for action, programming for group listening never took off, and the increase in household radio sets further pushed this area out of the purview of public broadcasting. There have been some recent efforts by the Bhuj radio station and voluntary groups in Kutchh to revive this mode of communication, especially with a focus on women, and but much more support for these must be made available.

12.5   A more recent and promising area of radio development programming is the use of edu-entertainment serials. Various formats, such as soap operas, interactive talk shows and features have been used to educate and entertain audiences. For instance, a 13-episode radio series 'Jeevan Saurabh' broadcast by AIR in 1988, addressed issues specific to the adolescent age group, including inter-generational conflicts, sexuality, career choices, etc. The programme had also employed a participatory message design strategy using the actual voices of the young audience, their parents and experts to present and explore solutions to their problems. More recently the AIR has broadcast serials with a soap opera format, that integrated a narrative with educational issues. Research evaluations of such programmes have shown that they have reached large audiences, which also responded enthusiastically and sent feedback through thousands of letters. Moreover, the community effects of the radio programmes have shown how it has led to collective action, and also helped in changing social attitudes towards girls and women, through the process of listeners' identifying closely with the characters of the serial.

12.6   The significance of radio, especially of local and community radio, with the possibility of close contact and specific focus on cultural and social issues needs to be further explored. The local management of community radio by youth must also be promoted. Moreover, the government needs to promote private FM radio community stations, run by non-governmental organisations, educational institutions, citizens groups, etc. Similarly, the pioneering Kheda Communication Project using television for educational purposes needs to be revived and expanded to other areas. Involving village youth as actors, writers, and visualisers in the production of television programmes dealing with issues of relevance and concern to them, and training them in the process of evaluation through feedback would go a long way in making media respond to its true developmental agenda. In addition, encouraging the setting up of local Media Watch Groups through youth and adolescent networks, which provide a forum to critically analyse the import of mass media on their lives and life-styles, would also help empower them to withstand its undesirable impact.

12.7   Patronage to folk theatre and music is increasingly being relegated to government sponsored shows for urban consumption, as part of India festivals and programmes artificially staged in national or international settings. Engaging youth and holding training camps to enhance their capacity and knowledge of folk arts and theatre for their own use must be promoted. For instance, the Literacy Campaigns had seen a resurgence of involvement with folk forms of communication through Kala Jathas, but also left a large number of disillusioned youth, who felt their professional needs and aspirations were not heeded to. They felt they were only 'used' for community mobilisation but never supported in their quest to learn more through training and exposure with professional artists.

13.	**ADOLESCENTS IN DIFFICULT CIRCUMSTANCES**

13.1	Adolescents in difficult circumstances are those who belong to special groups like drug addicts, adolescents with AIDS and adolescents with parents afflicted by AIDS, adolescents prostitutes and children of the same, juvenile delinquents and adolescent victims of crime, street adolescents, neglected juveniles and adolescents who are physically and mentally challenged. Though the adolescents falling under the above said groups may not be sizeable (approximately 20% of the total adolescents) they require special attention both preventive and rehabilitative.

13.2	Any intervention to address adolescents must also keep in mind the environment in which adolescents live – their families and society. It is equally essential for any intervention aimed at adolescents in difficult circumstances, to address the parents and families of these adolescents. Needless to say a holistic and integrated approach has to be adopted.

13.3	There are a number of laws that affect adolescents. Some of the provisions are:

- A child below the age of 7 cannot be held guilty of a crime and this exemption is extended up to 12 years provided it can be proved that the child has not attained sufficient maturity to judge the nature and consequences of his/her conduct (Section 82-83 IPC)
- Indian Penal Code (Section 317) stipulates punishment for exposure and abandonment of children / adolescents
- Section 361 IPC deals with kidnapping from lawful guardianship
- Issues of kidnapping or maiming of a minor for purpose of begging are covered under Section 363 A – IPC
- Procurement of minor girls for sexual purposes and rape are covered under Section 366 A, 372, 373 & 376– IPC
- Laying down the legal age at marriage for boys and girls

13.4	What is really needed is enforcement and monitoring of the above laws and some modification of the Indian Penal Code to include new forms of crimes like other forms of abuse and cheating in the guise of giving employment.

13.5	The following suggestions are made for the Tenth Plan:

(a)	Courses in Criminal Justice Sciences need to be introduced in more universities (presently only 10 institutions have them)
(b)	Police and other law enforcing agencies need to be sensitised to adolescent issues and how to tackle them
(c)	Juvenile AIDS centres and adolescent help lines could be set up on a pilot basis in selected cities
(d)	 Police – Students liaison programmes could be organised at selected places (some examples of these are DARE – Drug Abuse Resistance Education, GREAT – Gang Resistance Education Programme, JUMP – Juvenile Mentoring Programme etc.)

(e) Strengthening of drug de-addiction centres, making them more adolescent friendly and encouraging NGOs and community based organisations to run them

(f) Organising awareness campaigns regarding drugs, AIDS, sexual abuse etc. These should target not only the youth but also their families and society at large

(g) Sensitive programmes for development and rehabilitation of adolescents who are physically and mentally challenged. NGOs are often best suited for this.

14. RESEARCH AND DOCUMENTATION

14.1   Adolescents have traditionally been viewed as potential victims of social evils. Little wonder that researches and books on them are mainly from the schools of social work and sociology, and are associated with drugs, criminality and problems of sexuality and sexual behaviour. A holistic and more positive way of looking at the issues of this age group is missing in the researches undertaken so far.

14.2   A number of studies both individual and collaborative have been undertaken on the adolescent age group (particularly for girls) by university based institutions, research institutions, individual research scholars, women study centres and government agencies. But most of their data and findings do not see the light of the day. Many of them are also in the nature of micro studies and are of not much use for the national and regional data. They, in turn, rely on reports of governmental and international organisations. There have been many reports, of late, by national, international and other agencies. However, the statistics they contain on adolescents is very limited.

14.3   Consequently there is a lack of data on the adolescents collected by various sources. Very scanty data exists where the adolescents could be disaggregated on the basis of age, such as in education, organized labour, marital status, age at marriage etc. Many other types of data like the girl children in commercial sex, street children etc. have been left to conjectures and rough estimates. The data about adolescents working in the unorganized and informal sector, their profile of daily living/work patterns, their contribution to domestic work/household occupation and as additional earners, have been limited to pointing out a trend analysis, by extrapolating on the basis of micro research of household analysis. While they highlight the issues, they do not present data; they merely document the prevalence of certain phenomenon. Even this limited information is available mainly for the adolescent girls, as a result of the focus of women's studies scholars. Information in respect of adolescent boys is however grossly lacking.

14.4   There is, thus, a crying need for immediate collection of all primary data by the Central and State governments as well as research and academic institutions in the public and private sectors. The following are illustrative suggestions for the Tenth Plan.

   (i)   Data should be collected on a gender, age group and region disaggregated basis.
   (ii)   All agencies need to collect, collate, maintain disseminate data relating to their own programmes and their outreach on the above basis.
   (iii)   Data on adolescents should be collected using a participatory approach which besides being a learning experience is also an empowering process.

(iv)   Depending on the requirements, the documentation/research could take various forms like base line data, micro studies at local level, action research or process documentation.

(v)   Detailed documentation of the work already going on with adolescents should be undertaken.

(vi)   The Census 2001 and NSS data should be promptly analysed to obtain the latest data on adolescents.

(vii)   Existing research institutions, women study centres, departmental institutions with an empathy for adolescents could be appropriate channels for collecting and analysing data and carrying out documentation.

(viii)   Sufficient resources should be allocated in all concerned departments especially in the Ministry of Youth Affairs and Sports for research and documentation and their dissemination.

PART III – FINANCE AND MANAGEMENT

15.   FINANCIAL IMPLICATIONS

15.1   The Sub-Group on Adolescents has not been able to work out all the details of the programme activities recommended in this report. Also, we envisage that programmes will evolve over time, particularly as adolescents are enabled to determine the needs and parameters of programmes. At this stage, therefore, we are recommending some principles of financial provisioning and suggesting lump-sum allocations in central administrative Ministries and in State Governments/UTs.

15.2   Principles of Financial Provisioning

15.2.1 **Multi-Source finding**:   Funds for programmes for adolescents should come from multiple sources which should include the following:

(a) *Sectoral allocations*: Financial provision for programmes for adolescents should be made within sectoral allocations. For example, in the allocation for Education and Health services, provision should continue to be made by the respective departments/ministries to cater to the needs of adolescents, as is being done at present. In addition, the concerned Ministries/Departments in the Central and State Governments should make specific provision for programmes and schemes which focus on adolescents.

(b) *Resources for adolescents in the Nodal Ministries/Department*: We are elsewhere proposing that the Ministry/Department of Youth Affairs and Sports in the Central and State Governments should be designated the nodal department. Some of their schemes already cover adolescents. That provision should be sustained. Additionally, adequate provision should be made to initiate new programmes, during the Tenth Five Year Plan.

(c) *Indian and external funding agencies*: It is probable that corporate houses, charitable trusts and other non-government Indian funding agencies would take interest in providing resources for programmes for adolescents. Advocacy with those agencies will help to generate interest among them. In addition, multi-lateral, bilateral and non-governmental external agencies should be advised about Government's interest in providing financial support for programmes for adolescents taken up by Government as well as non-government agencies.

(d) *Local bodies*: Panchayati Raj institutions and municipalities are expected to take interest in development initiatives for adolescents and their involvement in programmes addressing local concerns. They should also make necessary financial provision for this purpose.

(e) *Community contribution*:   If interest of the local community can be aroused for adolescents' development, they would come forward with financial contribution. This could become a substantial amount if projects taken up with adolescents begin to yield good results.

15.2.2 **Priority to the disadvantaged**: Social, economic and gender equity have been emphasised in the section on Approach. In keeping with that postulate, it is necessary to give weightage to disadvantaged geographical areas and social groups, to adolescents with disability and to programmes aimed at gender equity and sensitivity. A priority of this nature can be accorded in selection of projects and development of programmes. This would be facilitated if adolescents and youth who come from a background of disadvantage are specially involved in the planning and implementation. Likewise boys and girls taking up equity oriented programmes should be given preference. Programmes of national and social integration, and those in which adolescent boys and girls work together deserve special attention.

15.2.3 **Ensuring support to adolescents' projects**: In the section on governance we have suggested that NGOs, local bodies and other appropriate agencies (e.g. NYKs) should make an effort to enable adolescents to form their own organisations, to sensitively provide training and information to them and extend necessary support to enable them to develop their own need-based projects. Generally speaking such projects would be small in size and would require, comparatively speaking, modest sums of money. Necessary mechanism should be created to ensure that funds for such projects are provided in a prompt and sensitive manner. The possibility of a local level coordination mechanism, involving the stakeholders (such as PRIs, NGOs, Government representatives with dominant participation of adolescents), to develop projects and transmit funds may be explored.

15.3   **Financial allocation**

15.3.1 At the Central level: The Working Group proposes an allocation of at least Rs.112 crore for the Tenth Five Year Plan for the schemes for adolescents to be implemented by the nodal Ministry (Ministry of Youth Affairs & Sports). In approximate terms this has been worked out on the following basis:

(a) *For integrated projects*:   It is estimated that for integrated/holistic development   projects covering a population of approximately 50,000 (about 10,000 adolescents) over a five year period we would require a sum of about Rs.150.00 lakhs. Assuming an average implementation period of three years per project the cost can be estimated at Rs.100 lakh per project. We are of the view that at least 100 such projects should be taken up. This would require Rs.100 crores.

(b) *One month programmes\camps for 100 adolescents*: Different kinds of integrated programmes (including education, health, adventure, training in life skills or vocational skills, etc.) could be organised. For purposes of calculation we have taken one programme to cover 100 adolescents for 30 days. The cost of each such programme would be Rs.2 lakh. It would be reasonable to envisage at least 100 such programmes being organised each year with effect from the second year of the Tenth Plan. Thus the cost involved each year would be Rs.200 lakh and Rs.8 crore for the Tenth Plan.

(c) *Administration*: As mentioned in the section on governance, there would be need for a separate division in the Department of Youth Affairs & Sports to deal with the subject of adolescents. That division may also need some institutional support and resources for organisation of meetings, seminars, etc. We, therefore, propose a sum of Rs.2 crore for administration.

(d) *Research:* A similar amount of Rs.2 crore should be provided for research, creation of data base and documentation, at the Central level.

15.3.2 *At the State level*: At this stage the need is for the State Governments and UT Administrations to appreciate the need to give priority to programmes meant for development and involvement of adolescents. We are, therefore, proposing a modest allocation, rather in the nature of token amount for the States and UTs. To enable the State governments and UT Administrations to make a beginning, a provision of Rs. 10 crores each may be made for larger States and of Rs.5 crore each for UTs and smaller States for the Tenth Five Year Plan period.

15.3.3 The allocation: On the basis of the forgoing the actual allocation in the Central Sector is proposed as follows:

At the Central Government Level
(a)	Programme allocation	Rs.108 crores
(b)	Administration	Rs. 2 crores
(c)	Research and documentation	Rs.2 crores
	Total at the Central Level	Rs.112 crores

In addition allocation shall have to be made for the States and UTs as proposed in the preceding paragraph.

16. IMPLEMENTATION AND GOVERNANCE

16.1   Programmes for care and development with a clear focus on adolescents are being designed for the first time. It is necessary to be clear about implementation of the proposals made in this report and overall governance of programmes for adolescents. One of the most important things regarding implementation is that preparatory action should be taken in the last year of the Ninth Five Year Plan and effort made to see that implementation begins with the commencement of the Tenth Five Year Plan. It would also be necessary to further crystallize the conceptual framework of this new sector and to further refine the programmes while starting with implementation on the lines indicated in this report. From the point of view of expeditious start of implementation and the need for continuing improvement it is necessary to put in position at the Centre as well as States and UTs, structures of governance which are adequate for the task.

16.2   **At the Central Government level**:

The Working Group gave considerable thought to the various options available regarding a nodal ministry/department for adolescents. After taking into consideration all aspects of the matter it is felt that the most appropriate location would be the Ministry of Youth Affairs and Sports. The great advantage in allocation of this subject to that Ministry would be that it is not sectoral, it already deals with a substantial section of adolescents (the younger youth), has the capability to mobilise youth and programme for it, and it should be able to play a coordination role to ensure that various sectoral Ministries/Departments pay due attention to this subject.

Although the Ministry of YA&S has the kind of background necessary for location of this subject with them, their capability would have to be considerably enhanced. We envisage a distinct management capability being built up in that Ministry to deal with adolescents. This should take the shape of a separate division with linkages to academic institutions, NGOs with experience and interest in development of adolescents. The Division on Adolescents should establish direct liaison with adolescents and persons working with them. This Division would also take steps to ensure that necessary information and data about adolescents gets collected and collated and a systematic data base established. This would include an inventory or directory of institutions, individuals and NGOs concerned with adolescents.

It would be important to establish appropriate arrangements for coordination and direction. There are important lessons to be learnt in this behalf from the experience of Technology/Societal Missions. At the initial stages of implementation of programmes for adolescents we would recommend setting up of a National Council on Adolescents. The Prime Minister could determine which Minister (he/she would have to be a person of high political stature) should chair the Council. Membership of the Council should not exceed 35 and it should include 5 Members of Parliament, one-third of the total number of States/UTs represented at the Chief Ministerial/Ministerial level by rotation, Ministers of the Central Government principally concerned with adolescents, experts and NGO representations. During the Tenth Five Year Plan the Council should meet at least once in six months

16.3   **The State Level**

The reasons indicated for allocation of the subject of adolescents to the Ministry of YA&S is likely to be equally applicable in State Governments and UT Administrations.   It may be possible in the States for the Chief Minister himself/herself to chair the State Council on Adolescents.   The State Planning Board or the office of the Chief Minister will have to ensure that while the existing programmes which cover adolescents would continue and be strengthened, each sectoral Department concerned will also formulate special programmes for them.

16.4   **Municipal, Taluka and Panchayat Level**

This is the key level at which implementation of the recommendations of this report and measures for governance of programmes aimed at adolescents will take place. We would recommend that special steps be taken by the local bodies to organise adolescents, to provide discreet training and information to them and build their capacity for planning and management of programmes meant for their well being and empowerment. There are numerous training and orientation programmes for members of local bodies (municipal councillors and members of PRIs) and it should be possible to incorporate in them components to enable the elected representatives to understand the importance of adolescents' development and to get sensitised to support programmes which empower them.

The process to be followed in this regard can be described as follows:

(a) Camps or fairs of adolescents are organised and an environment of trust in them is created. In the camps, too, adolescents can envision the possibility of formation of their own organisation.
(b) Selected adolescents, boys as well as girls, are provided training, opportunity for excursion, study visits and interaction with persons who have successfully organised adolescents.
(c) An interactive forum of adolescents is created. A suitable local NGO, elected persons from local bodies, local level government personnel (who may have to be separately oriented also) and some persons (like teachers or ex-servicemen) are brought together for discussion with adolescents.
(d) Organisations of adolescents take shape. They decide about their needs for which projects may have to be formulated.
(e) Project formulation is done by adolescents' organisations, sent to the local body or government office concerned, who accord sanction after necessary consultation with adolescents.
(f) Implementation of the project is undertaken by adolescents. They also monitor and evaluate it. Assistance of suitable persons is provided to them.

The Working Group is of the view that generation of activity of this nature in different parts of the country could be immensely beneficial and deserves to be supported administratively and financially.

16.4   **Role of NGOs and People's Organisations**

NGOs will play a critical role at the initial stages of implementation of the recommendations of this report. Many of them have been working with adolescents and youth. They have the necessary sensitivity to organise participatory and empowering programmes. It would be necessary to establish mechanisms to identify appropriate NGOs and to adequately support them to be catalysts. It should be expected from the NGOs that they would start some work with local level adolescents. One of the things they could be expected to do is to create forums of adolescents and earn their confidence. It may be mentioned that NGOs have a role in rural as well as urban areas.

In addition to NGOs, in several parts of the country there are "people's organizations – youth clubs, mahila mandals, Self Help Groups, adolescents' forums, cultural groups, etc. which could play a valuable role. Forums of adolescents need to be formed/strengthened and assigned functions and given modest financial assistance.

16.5   **Monitoring, Evaluation and Technical Resource Support**

Close monitoring would be the crux of the matter at the initial stages. It is well acknowledged that the traditional inspectorial method is no more relevant in programmes which lay stress on participatory processes. Nonetheless, it is necessary to devise appropriate MIS which can in fact be used to improve the system of management – at the field level where actual implementation takes place.

Quantitative and qualitative evaluation should be envisaged from the beginning. Such evaluation should get built into the process of management so that necessary review and planning can take place on a continuing basis. Action research can also be a beneficial aspect of evaluation. Such research has the advantage that other implementation partners can benefit from the experience of their colleagues in other areas.

Programmes for adolescents are a new and promising area. The vision for their development in the past has been somewhat limited. For example, educational planners tend to believe that provision of schooling or NFE by itself is sufficient and people concerned with administration of health and family welfare programmes tend to view adolescents as prospective clients for the reproductive health and family welfare programmes. This report emphasises a holistic and integrated approach. In view of the limited experience of such programmes it would be necessary to identify some organisations/NGOs who have the capability to provide pedagogical, programme development, training and other relevant support.

Sub-Group on the Welfare and Development of Adolescents

No. PC/SW/1-23(1)/2001
Government of India
Planning Commission
(SD & WP Division)
…..

Yojana Bhavan, Sansad Marg,
New Delhi - 110 001.
Date: 22 January, 2001

OFFICE ORDER

Sub :   Tenth Five Year Plan (2002-07) - Setting up of a Sub-Group on the
`Welfare and Development of Adolescents '.

In the context of the formulation of the Tenth Five Year Plan (2002-07), it has been decided to set up a Sub-Group on the `Welfare and Development of Adolescents ' with the following Composition:

1.	Shri N.C. Saxena Secretary Planning Commission New Delhi	Chairperson
2.	Secretary Department of Women & Child Development Shastri Bhavan New Delhi.	Member
3.	Secretary Department of Elementary Education & Literacy Shastri Bhavan New Delhi.	Member
4.	Secretary Department of Secondary Education & Higher Education, Shastri Bhavan New Delhi.	Member
5.	Secretary, Department of Family Welfare Nirman Bhavan New Delhi.	Member

6. Secretary,
    Department of Youth & Sports
    Shastri Bhavan
    New Delhi.   Member

7. Secretary,
    Department of Education
    Government of Andhra Pradesh
    Hyderabad   Member

8. Shri Anil Bordia,
    Foundation for Education & Development
    72, Devi Path, Kanota Bagh,
    Jaipur-(302004)   Member

9. Dr. Pravin Visaria,
    Institute of Economic Growth
    University Enclave
    Delhi-110007   Member

10. Ms. Vimala Ramachandran,
    Health Watch Trust,
    X-C-1, Sah Vikas (CGHS)
    68, I.P. Extension,
    New Delhi-(110092)   Member

11. Ms. Nandana Reddy
    The Concerned for Working Children,
    303/2, L.B. Shastri Nagar, Vimanpura Post
    Bangalore-(560017).   Member

12. Dr. Razia Patel
    Indian Institute of Education
    128/2, J.P. Naik Marg, Kothrud
    Pune-(411029)   Member

13. Prof. Denzil Saldanha
    Tata Institute of Social Sciences
    Sion-Trombay Road, Deonar
    Mumbai-(400088)   Member

14. Ms. K.K. Lathika
    President
    Kunnummal Gram Panchayat
    P.O. Kakkodi
    Calicut   Member

15.	Dr. Anita Rampal National Literacy Resource Centre L.B.S. National Academy of Administration Mussoorie (Uttaranchal)	Member
16.	Ms. Sushma Iyengar, Kutch Nav Nirman Abhiyan, 47, Vigaynagar (Near Kalpataru) Bhuj, <u>Kutch</u> (370001)	Member
17.	Dr. N.H. Antia Foundation for Research in Community Health 3-4, Trimurti Apartments 85, Anand Park, Aundh <u>Pune</u>-(411007)	Member
18.	Dr. Susheela Kaushik 70 Dakshina Puram New Campus, JNU New Delhi-(110067)	Member
19.	Shri U.N.V. Rao (I.P.S) Chairman Urivi Vikram Charitable Trust 2 Floor, Community Facility Complex, Raghuvir Nagar New Delhi - 110 027	Member
20.	Shri Subba Rao Director National Youth Project Department of Youth & Sports Shastri Bhavan New Delhi - 110 001	Member
21.	Adviser SD & WP Division Planning Commission New Delhi.	Member-Secretary

2. The Terms of Reference of the Sub Group will be as follows:

   i) to review the existing on-going policies and programmes meant for the welfare and development of Adolescent Girls and Boys, both in the governmental and non-governmental sectors and assess their impact on improving the status of the Target Group, especially that of the Adolescent Girls;

ii) to identify the priority areas and groups; existing gaps, weaknesses and bottlenecks in the implementation of on-going programmes; and take note of the emerging problems/situations in the changing socio-economic scenario like juvenile delinquency/vagrancy, drug addiction, prostitution etc., and suggest necessary interventions for the welfare and development of the Target Group with a special focus on the Adolescent Girls.

iii) to review the functioning of the existing administrative structures and mechanisms both at the Central and State levels and suggest changes, if necessary;

iv) to review the physical and financial achievements in relation to the targets set under various programmes for the welfare and development of Adolescent Girls and Boys during the Ninth Plan and project programmes-wise requirements, both physical and financial, in the Tenth Five Year Plan (2002-07);

3.   The Sub-Group shall submit its Report positively by 31 March, 2001.

4.   The expenditure on TA/DA of the Government Officials for attending the Meetings of the above said Sub-Group will be borne by the Department/Ministry Organization to which the Officers belong to. Non-official members will be entitled to TA/DA as admissible to Grade-I Officers of the Government of India and the same will be paid by the Planning Commission.

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Sd/-
(T. R. Meena)
Deputy Secretary (Admn).
Tel: 3714078

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To
      Chairman and all Members of the Steering Committee

DRAFTING COMMITTEE OF THE SUB-GROUP ON ADOLESCENTS

Vide Office Order No.PC/SW/1-23(1)/2001 dated 22nd January, 2001 a Sub-Group on the Welfare and Development of Adolescents for the Tenth Five Year Plan was set up. In its first meeting held on 27th February, 2001, the Sub-Group constituted a Drafting Committee as follows:

1. Shri Anil Bordia   -   Chairperson

2. Secretary or Representative
    Department of Women & Child Development

3. Secretary or Representative
    Department of Elementary Education & Literacy

4. Secretary or Representative
    Department of Secondary Education & High Education

5. Secretary or Representative
    Department of Family Welfare

6. Secretary or Representative
    Department of Youth & Sports

7. Ms. Vimala Ramachandran,
    Health Watch Trust

8. Ms. Nandana Reddy,
    The Concerned for Working Children

9. Dr. Anita Rampal,
    National Literacy Resource Centre

10. Dr. Shusheela Kaushik

11. Shri U.N.V. Rao (IPS)
    Chairman, Urivi Vikram Charitable Trust

12. Mrs. Firoza Mehrotra,   -   Member Secretary
    Adviser (Admn. & PC)
    Planning Commission.

United Nations Conferences and Conventions a propos adolescents

UN Conferences/Conventions and issues related to adolescents

Conference/Convention	Issues
General Issues from conferences and conventions relating to youth and adolescents	• Improving education and training • Expanding employment opportunities • Health for all and sustainable population development • Eliminating hunger and poverty • Protecting the environment • Sustainable development • Equality for girls and young women. • Increasing youth participation and protection of youth rights • Tolerance and respect for all • Supporting youth in trouble
Convention on the Rights of the Child (CRC) (1989)	• Child defined as a young person up to the age of 18. • Right to survival and development • Right to participation • Principle of non-discrimination • Protection from trafficking • Freedom of expression and access to information and ideas • Protection from all forms of violence and abuse, including sexual abuse • Health for all and access to health services • Right to education for all • Protection from economic exploitation and forced labour • Protection from illegal drugs and dangerous substances and from being exploited in the production and sale of drugs
The Convention on the Elimination of All Forms of Discrimination Against Women (1981)	(Relating to adolescent girls) • Protection from commercial sexual • Participation in decision-making • Equal access to education and training, in an environment free of the stereotyped images of the role of women and men • Access to employment opportunities, with protection from discrimination and support services to combine work and family responsibilities • Access to health services • Access to financial credit • Consent and choice in marriage, and in decisions on the number and spacing of children
United Nations Conference on Environment and Development (UNCED) (1992), Brazil.	• Principle 21: "The creativity, ideals and courage of the youth of the world should be mobilized to forge a global partnership in order to achieve sustainable development and ensure a better future for all." • Entire chapter on contribution of youth and participation of youth in decision-making. • Sustainable development and youth participation in decision-making. • Youth as guardians of the future
World Conference of Human Rights, Vienna (WCHR) (1993)	• Youth rights • Right against intolerance and racism

World Health Summit, Alma Ata, (1977)	• Health for all • Access to health services and information • Reduction in maternal mortality • Reduction in nutritional anaemia • Reproductive health care
World Summit for Children (1990)	• See CRC
World Conference on Education for All (1990)	• Access to education • Improved access for girls • Learning through adolescence and adulthood
International Conference on Population and Development (ICPD) (1994), Cairo	• Special focus on adolescents • Right to information about their sexuality make responsible decisions • Reproductive and sexual health needs • Integrated and multi-sectoral approach, with the participation of youth
World Summit for Social Development (WSSD) (1995), Copenhagen	• Empowerment of people • People-centred development • Elimination of hunger and poverty • Employment opportunities • Social integration • Sustainable development
Fourth World Conference on Women (FWCW) (1995), Beijing	• Mainly relating to adolescent girls, although it recognizes the needs and interests of young men • Access to education about sexual and reproductive health • Sensitisation of boys to gender equality • See CEDAW
Second United Nations Conference on Human Settlements (UNCHS) (1996), Istanbul	• By 2005, majority of world's population will live in cities, and 40 per cent of these will be children • Adequate shelter for all (includes issues of privacy, space and security for young people).
World Food Summit (1996), Rome	• Right to food security • Participation of youth in decision-making and enhancing food production (FAO's campaign on Youth Against Hunger) • Elimination of hunger
International Conference on Nutrition (1992)	• Reduction in nutritional deficiencies • Healthy diets and food security
World Congress Against the Commercial Sexual Exploitation of Children (CSEC) (1996), Stockholm	• Child prostitution • Trafficking • Sale of children for commercial and sexual purposes • Protection of vulnerable children and support for recovery and social integration of child victims
Assembly of World Education Forum, Dakar (2001)	• Universalisation of primary education • Equitable and need-based education and life skills development for adolescents and young adults • Drastic reduction in adult literacy • Emphasis on equity between males and females • Stress on improvement of quality of education

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