



ASIAN CENTRE FOR HUMAN RIGHTS



MISSING GIRLS OF UTTAR PRADESH: AN AGENDA FOR CM YOGI ADITYANATH?







Missing Girls of Uttar Pradesh: An Agenda for CM Yogi Adityanath?

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1. Executive summary

About 13,48,481 girls went missing in Uttar Pradesh during 2001 to 2011 as per 2011 census.¹ Uttar Pradesh recorded the 10th lowest Child Sex Ratio² (CSR) of 902 girls per 1000 boys in the age group of 0-6 years among 35 States and Union Territories (UTs) against all India CSR of 919 during 2011 census.³

As per 2011 census, out of total 71 districts, 57 districts registered decline in the CSR. Of these, 24 districts recorded sharp decline ranging from 20 to 42 points while 16 districts recorded moderate decline ranging from 10 to 19 points and 14 districts registered mild decline ranging from 1 – 9 points. Only 14 districts registered improvement in 2011 over the 2001 CSR figures.⁴ Forty seven out of 71 districts have recorded CSR below the national CSR of 919 girls per 1000 boys while 31 districts have recorded CSR below the State average CSR of 902 girls per 1000 boys.⁵

The State's CSR has consistently been declining from 935 girls per 1000 boys in 1981 to 927 girls per 1000 boys in 1991, to 916 girls per 1000 boys in 2001⁶ and to 902 girls per 1000 boys in 2011.⁷ Yet, Uttar Pradesh failed to take effective steps to address the declining child sex ratio in the State.

The record of implementation of the PC&PNDT Act had been abysmally poor as found out by none other than the Comptroller and Auditor General (CAG) of India in its Audit Report titled, "Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh" for the

^{1.} Please see extrapolation of the missing girls under Section 2.1 of this report.

^{2.} CSR is defined as the number of females per 1000 males in the age group 0-6 years.

^{3.} Census 2011, http://pib.nic.in/newsite/PrintRelease.aspx?relid=103437

^{4.} http://www.census2011.co.in/census/state/districtlist/uttar+pradesh.html

^{5.} http://www.census2011.co.in/census/state/districtlist/uttar+pradesh.html

^{6.} Available at: http://pib.nic.in/newsite/erelcontent.aspx?relid=71711

^{7.} http://www.census2011.co.in/census/state/uttar+pradesh.html



year ended March 2015. The CAG highlighted non-utilization of funds sanctioned by the Government of India for implementation of the PC&PNDT Act, ultrasound clinics operating without renewal of registration, violation of provisions of the PC&PNDT Act by ultra-sound centres, nonmaintenance of records by the District Appropriate Authorities (DAA), absence of regular inspection of the ultrasonography centres by the DAA, non-documentation of inspection reports by the DAA, absence of mapping and regulation of ultrasound equipments, absence of tracking system in ultrasonography (USG) machines installed at USG centres, not imparting necessary training to medical practitioners conducting ultrasonography, missing of the seized ultrasonography machines, insignificant number of decoy or sting operations, non-imposition of penalty on the violators of the PC&PNDT Act, lack of adequate /regular monitoring and inspections by the State Supervisory Board (SSB), the State Advisory Committee (SAC) and the District Advisory Committees (DACs), the failure of the bodies established under the PC&PNDT Act to hold meetings, non-implementation of recommendations of the authorities established under the PC&PNDT Act etc.8 The result is the lowest conviction rate. Despite filing 190 cases from 2002 to September 2016,9 as per information placed before the Parliament by the Ministry of Health and Family Welfare, Uttar Pradesh secured only two convictions under the PC&PNDT Act as on December 2014.¹⁰

The CAG also noted serious shortcomings in the implementation of the MTP Act including absolute lack of monitoring of implementation of the MTP Act and concluded that "the illegal, unsafe and unhygienic abortions could not be denied".¹¹

Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available
 at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_

 Empowerment_of_Women__Report_3_2016.pdf.pdf

Number of Cases filed for violation of the PC&PNDT Act; available at: http://www.pyaribitiya.in/Dynamic/ NewsList.aspx

^{10.} For year-wise convictions under PC & PNDT Act from 2009 to December 2014, please refer to Press Information Bureau, Government of India, Ministry of Health and Family Welfare, 03-March-2015, Effective Implementation of PNDT Act available at http://pib.nic.in/newsite/PrintRelease.aspx?relid=116303 and for the year 2015, refer to Lok Sabha Unstarred Question No.1707 Answered On 25th November, 2016

Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available
 at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_

 Empowerment_of_Women__Report_3_2016.pdf.pdf



Though the CSR has been consistently falling, Uttar Pradesh does not have a universal scheme aimed at incentivizing retention of the girl child. With the change of guard, the incumbent State government discontinues or scraps all welfare schemes launched and implemented by the previous government. On assumption of power in 2007, Ms Mayawati led Uttar Pradesh Government scrapped the *Kanya Vidya Dhan Yojanam*, a scheme of scholarship for meritorious girl students from Below Poverty Line (BPL) families, launched by her predecessor Mulayam Singh Yadav led government in 2004. Is Similarly, after Samajwadi Party took over the reins of power in Uttar Pradesh, in May 2012 Chief Minister Akhilesh Yadav scrapped as many as 26 schemes, including the *Mahamaya Garib Balika Ashirwad Yojana* (MGBAY), the only scheme for retention of the girl child, implemented by his predecessor Ms Mayawati. With the scrapping of the MGBAY, the only scheme which sought to address female feoticide was scrapped and no new scheme had been launched either.

The figures of the sex ratio at birth (SRB) are not encouraging and the Annual Health Survey in Uttar Pradesh recorded SRB of 908¹⁴ in 2011-2012 and 921 in 2012-2013.¹⁵ If the existing under-five mortality rate (U5MR) of 48 deaths per 1,000 births¹⁶ in India is applied in Uttar Pradesh context, the State's CSR of 902 as per 2011 census will further reduce.

The question is whether Chief Minister Yogi Adityanath government of Uttar Pradesh will address the issue of the girl child. Immediately after taking over as Chief Minister, on 28 March 2017, Yogi Adityanath instructed the Department of Women and Chief Welfare to prepare the *Bhagya Laxmi Yojana*, which is slated to be launched in June 2017. As per the proposed

^{12.} http://www.hindustantimes.com/india/up-govt-revives-cash-for-girl-scheme-in-education/story-Ocq9rQPejNrQ6bG9EPppcK.html

^{13.} http://indiatoday.intoday.in/story/akhilesh-yadav-scraps-27-schemes-launched-by-mayawati/1/188415.html

Annual Health Survey Factsheet 2011-12; Available at: http://www.censusindia.gov.in/vital_statistics/ AHSBulletins/AHS_Factsheets_2011_12/UP_Factsheet_2011-12.pdf

Annual Health Survey 2012-2013 Fact sheet; Available at: http://www.censusindia.gov.in/vital_statistics/ AHSBulletins/AHS_Factsheets_2012-13/FACTSHEET-UTTAR_PRADESH.pdf

 ^{20%} of world's under-5 deaths occur in India, The Times of India, 9 September 2015 available at http://timesofindia.indiatimes.com/india/20-of-worlds-under-5-deaths-occur-in-India/articleshow/48878224.cms



Bhagya Laxmi Yojana, the State Government of Uttar Pradesh will issue bond of Rs.50,000 at the time of birth of the girls in the poor family to be released in the following installments:¹⁷

- Rs. 3,000 at the time of the admission in 6th class
- Rs. 7,000 at the time of the admission in 10th class
- Rs. 8,000 at the time of the admission in 12th class
- Rs. 32,000 at the time of admission in graduation

Asian Centre for Human Rights has reviewed implementation of the *Ladli Laxmi Yojana* of Madhya Pradesh¹⁸, Haryana¹⁹ and Goa²⁰, *Nanda Devi Kanya Yojana* of Uttarakhand²¹ and *Mukhya Mantri Kanya Suraksha Yojana* of Bihar²², *Beti Hai Anmol Yojana* of Himachal Pradesh²³ and schemes of various other State governments.

Asian Centre for Human Rights is of the opinion that the benefits under the proposed *Bhagya Laxmi Yojana* are highly inadequate. Ensuring the right to education is only one of the critical issues surrounding the girl child. The first critical issue is the retention of the girl child itself. The retention of the girl child ought to be addressed by enforcement of the PC&PNDT Act and giving adequate incentive for the retention of the girl child whein can be addressed through post birth benefits and marriage assistance as provided by the State Government of Goa. Further, the final installment to be provided

https://www.mygovernmentschemes.com/bhagya-laxmi-yojana-uttar-pradesh-a-financial-assistancescheme-for-girls-in-up/

Madhya Pradesh: The land of female infanticide and foeticide in India, Asian Centre for Human Rights, September 2016 available at http://www.stopfemaleinfanticide.org/files/MadhyaPradesh.pdf

^{19.} The State of Female Foeticide in Haryana, Asian Centre for Human Rights, July 2016 available at http://www.stopfemaleinfanticide.org/files/Haryana.pdf

The State of Female Foeticide in Goa, Asian Centre for Human Rights, September 2016 available at http://www.stopfemaleinfanticide.org/files/Goa.pdf

The State of Female Foeticide in Uttarakhand, Asian Centre for Human Rights, August 2016 available at http://www.stopfemaleinfanticide.org/files/Uttarakhand.pdf

^{22.} The State of Female Foeticide in Bihar, Asian Centre for Human Rights, November 2016 available at http://www.stopfemaleinfanticide.org/files/Bihar.pdf

^{23.} The State of Female Infanticide in Himachal Pradesh, Asian Centre for Human Rights, June 2016 available at http://www.stopfemaleinfanticide.org/files/HimachalPradesh.pdf



on admission in graduation can be a disabling provision. The critical issues are both their right to education and prevention of child marriage.

i. Recommendations for the proposed Bhagya Laxmi Yajona:

In the light of the evaluation of various schemes, Asian Centre for Human Rights recommends the following for the proposed *Bhagya Laxmi Yojana*:

a. Amount and number of installments to be paid under the Bhagya Laxmi Yojana

The amount of the *Bhagya Laxmi Yojana* should be increased to Rs 300,000 (three lakhs) to be paid in the following installments:

- Rs 50,000 as post birth assistance to be provided in cash as incentive for retention of the girl child
- Rs 10,000 at the time of admission in 1st standard
- Rs.20,000 at the time of the admission in 6th class
- Rs. 30,000 at the time of the admission in 10th class
- Rs.1,00,000 after completion of 12th class or completion of 18 years
- Rs 100,000 at the time of marriage to be paid to surviving girls for assistance during marriage²⁴

b. Coverage and means of implementation

 Undertake specific programme for increasing coverage of all families under the *Bhagya Laxmi Yojana* by connecting the programme with all primary health centres, nursing homes, hospitals, anganwadi centres and schools; and

^{24.} As provided under the Ladli Laxmi Scheme in Goa



c. Ensuring transparency and accountability

Upload all details of physical and financial achievements under the Bhagya Laxmi Yojana on a dedicated website and update the information in the website regularly to provide all relevant information such as list of beneficiaries, funds sanctioned and utilization certificates.

ii. PC&PNDT Act:

- Implement the recommendations of the CAG made in "Report No 3 of 2016 Performance Audit on Empowerment of Women Government of Uttar Pradesh" for the year ended March 2015 on the implementation of the PC&PNDT Act;
- Establish the PC&PNDT Bureau of Investigation under the Department of Health and Family Welfare to assist the appropriate authorities for effective implementation of the PC&PNDT Act;
- Launch a Mukhbir Yojana to reward those providing information with at least Rs 200,000 to decoys and Mukhbirs along with (i) specific incentive in the form of bond/scheme for the unborn baby of the decoy customer²⁵ apart from undertaking of not aborting the foetus under any circumstances; (ii) specific allowance to the decoys and Mukhbirs to attend each hearing during the trials; (iii) ensure anonymity of the complainants, informers etc to the extent possible;²⁶ and (iv) sanction adequate financial resources for implementation of the scheme;
- Ensure proper implementation of the PC&PNDT Act inter alia through: (i) ensuring efficient and effective system of registration of all ultrasound/ genetic clinics so as to ensure compliance to the

^{25.} The revised Mukhbir Yojana of Rajasthan provides that "provisions should be made to give an insurance policy to the yet-to-born baby of the pregnant woman participating in a decoy operation". For details, please see 'New guidelines define role of pregnant woman in decoy operation', The Times of India, 7 September 2015 available at http://timesofindia.indiatimes.com/city/jaipur/New-guidelines-define-role-of-pregnant-woman-in-decoy-operation/articleshow/48851311.cms

^{26.} Under Mukhbir Yojana of Rajasthan, anonymity of an informer is ensured. Further, under the decoy scheme of Madhya Pradesh when the informer conducts the sting operation alone without assistance of decoy, the informer gets the entire Rs 50,000 at the stage of certifying the operation to be true by the AA and Rs 50,000 after framing of charges before the Court. Therefore, the anonymity of the informers can be ensured.



- provisions of the Act; (iii) ensuring regular and effective inspection of the ultrasound/ genetic clinics for curbing the violation of Act & Rule; and (iii) introducing Integrated Monitoring System for the PC&PNDT Act and installing tracking devices in all sonography machines;²⁷
- Ensure proper implementation of the PC&PNDT Act and Rules, *inter alia*, by filing cases against (i)unauthorised functioning of ultrasound clinics, (ii) ultrasound being conducted by unauthorised person, (iii) non-surrender of certificates of registration by defunct ultrasound centre, (iii) mis-use of portable USG machines, (iv) non-maintenance of prescribed records, (v) non-filing of Form-F by ultrasound clinics, (vi) non submission of quarterly sales list by dealers and affidavit by the purchasers, and (vii) ensuring time bound trial of the cases under the PC&PNDT Act
- Ensure departmental actions against AAs for the failure to ensure compliance with the PC&PNDT Act and the Rules; and
- Make necessary budgetary allocations for implementation of all these measures.

^{27.} Report of the Comptroller and Auditor General of India, General and Social Sector Volume 2 for the year ended March 2013, Government of Odisha, Report No. 5 of the Year 2014, http://www.cag.gov.in/sites/default/files/audit_report_files/Odisha_Report_5_2014.pdf

2. The state of female infanticide and foeticide in Uttar Pradesh

India is infamous for female foeticide and female infanticide, the crudest forms of gender based violence. The reasons are known: "son preference and the belief that it is only the son who can perform the last rites, that lineage and inheritance runs through the male line, sons will look after parents in old age, men are the bread winners, exorbitant dowry demand is another reason for female foeticide/infanticide". 28

2.1 Child sex ratio: The scale of the missing girls

The CSR in Uttar Pradesh has consistently been declining from 935 in 1981 to 927 in 1991, to 916 in 2001²⁹ and to 902 in 2011.³⁰ From 1981 to 2011, Uttar Pradesh registered decline of 33 points in the CSR.

As per the 2011 census, total child population in the age group of 0-6 years in Uttar Pradesh was 30,791,331 with 16,185,581 males against 14,605,750 females.³¹ Based on the World Health Organisation's (WHO) estimate of natural sex ratio of 105 males for every 100 females³², for 16,185,581 males, ideally there would have been around 1,54,14,939 females in the age group of 0-6 years instead of 14,605,750 females. This means the total number of missing girls were 8,09,089 i.e. number of girls ideally to be born in the age group of 0-6 years (1,54,14,939) minus actually born in the age group of 0-6 years (14,605,750). This means that about 1,34,865 girls went missing per year in Uttar Pradesh in the age group of 0-6 years. As census is conducted

Statement of Shri Ghulam Nabi Azad, Union Minister for Health and Family Welfare in Rajya Sabha on 11 February 2014, http://pib.nic.in/newsite/PrintRelease.aspx?relid=103437

^{29.} Available at: http://pib.nic.in/newsite/erelcontent.aspx?relid=71711

^{30.} http://www.census2011.co.in/census/state/uttar+pradesh.html

^{31.} Uttar Pradesh Population Census data 2011 is available at http://www.census2011.co.in/census/state/uttar+pradesh.html

^{32.} Health situation and trend assessment: Sex Ratio, WHO http://www.searo.who.int/entity/health_situation_trends/data/chi/sex-ratio/en/



every 10 years, it means another 5,39,4602 girls went missing in the age group of 7 to 10 years i.e. 1,34,865 x 4 years. Therefore, the total number of girls went missing in Uttar Pradesh during 2001 to 2011 were 13,48,645.

In the 2011 census, Uttar Pradesh recorded the 10th lowest CSR of 902 girls per 1000 boys among 35 States and UTs against all India CSR of 919 girls per 1000 boys. Uttar Pradesh registered 17 points lower than the national CSR. ³³

Out of total 71 districts, 57 districts registered decline in the CSR. Of these, 24 districts recorded sharp decline ranging from 20 to 42 points while 16 districts recorded moderate decline ranging from 10 to 19 points and 14 districts registered mild decline ranging from 1 – 9 points. Only 14 districts registered improvement in 2011 over the 2001 CSR figures. The districts that recorded substantial improvement are: Moradabad with 31 points, followed by Allahabad with 22 points, Saharanpur with 15 points, Meerut with 14 points. Forty seven out of 71 districts in Uttar Pradesh recorded CSR below the national CSR of 919 while 31 districts have recorded CSR below the State average CSR of 902 girls per 1000 boys as given below: 35

Child Sex Ratio in Uttar Pradesh districts: 2001-2011³⁶

Sl. No.	Sl. No. District/State		Census 2011	Change in points (-/+)	Ranking as per lowest CSR as per 2011 Census
Uttar P	radesh	916	902	-8	
01	Baghpat	850	841	-9	1 st
02	Gautam Buddha Nagar	854	843	-11	2 nd

^{33.} Census 2011, http://pib.nic.in/newsite/PrintRelease.aspx?relid=103437

^{34.} http://www.census2011.co.in/census/state/districtlist/uttar+pradesh.html

^{35.} http://www.census2011.co.in/census/state/districtlist/uttar+pradesh.html

^{36.} http://www.census2011.co.in/census/state/districtlist/uttar+pradesh.html



03	Ghaziabad	854	850	-4	3 rd
04	Bulandshahar	867	854	-13	$4^{ m th}$
05	Agra	866	861	-5	5 th
06	Muzaffarnagar	859	863	+4	6 th
07	Mahamaya Nagar	886	865	-31	$7^{ m th}$
08	Jhansi	886	866	-20	8 th
09	Mathura	872	870	-2	9 th
10	Kanpur, Nagar	869	873	+6	10 th
11	Etawah	895	875	-20	11 th
12	Aligarh	885	877	-8	12 th
13	Etah	880	879	-1	13 th
14	Jalaun	889	881	-8	14 th
15	Firozabad	887	881	+4	15 th
16	Bijnor	905	883	-22	16 th
17	Mainpuri	892	884	-8	17 th
18	Varanasi	919	885	-34	18 th
19	Meerut	872	886	+14	19 th
20	Saharanpur	872	887	+15	20 th
21	Ramabai Nagar	892	897	+5	21st
22	Hardoi	914	899	-15	22 nd
23	Farrukhabad	897	889	-8	23 rd
24	Budaun	890	899	+9	24 th
25	Kanshiram Nagar	905	893	+12	25 th



26	Auraiya	894	896	+2	26 th
27	Hamirpur	903	886	-17	27 th
28	Mahoba	901	892	-9	28 th
29	Kannauj	912	898	-14	29 th
30	Ballia	942	900	-42	30 th
31	Allahabad	879	901	+22	31 st
32	Mirzapur	929	902	-27	32 nd
33	Banda	917	902	-15	33 rd
34	Sant Ravidas Nagar	916	902	-14	34 th
35	Jyotiba Phule Nagar	911	903	-8	35 th
36	Bareilly	906	903	-3	36 th
37	Shahjahanpur	897	903	+6	$37^{ m th}$
38	Moradabad	875	906	+31	38 th
39	Chitrakoot	928	907	-21	39 th
40	Fatehpur	927	907	-20	40 th
41	Gorakhpur	934	909	-25	41 st
42	Chandauli	937	911	-36	42 nd
43	Pilibhit	940	912	-28	43 rd
44	Lucknow	915	915	0	44 th
45	Lalitpur	931	916	-15	45 th
46	Pratapgarh	936	917	-19	46 th
47	Jaunpur	930	918	-12	47 th
48	Azamgarh	949	919	-30	48 th



	1		1		
49	Unnao	923	920	-03	49 th
50	Kheri	943	921	-22	50 th
51	Rampur	922	924	+2	51st
52	Kaushambi	946	923	-23	52 nd
53	Sonbhadra	956	925	-31	53rd
54	Deoria	948	925	-23	$54^{ m th}$
55	Gonda	952	926	-26	55 th
56	Rae Bareli	941	926	-15	56 th
57	Mau	946	926	-20	57 th
58	Shrawasti	941	928	-13	58 th
59	Kushinagar	955	929	-26	59 th
60	Basti	938	929	-9	60 th
61	Sitapur	936	930	-6	61 st
62	Faizabad	945	931	-14	62 nd
63	Maharajganj	958	931	-37	63 rd
64	Ambedkar Nagar	942	932	-10	64 th
65	Barabanki	941	932	-09	65 th
66	Bahraich	970	935	-35	66 th
67	Siddharth Nagar	964	935	-29	67 th
68	Sant Kabir Nagar	941	942	+1	68 th
69	Balrampur	961	950	-11	69 th
70	Ghazipur	976	952	-24	70 th
71	Sultanpur	980	983	+3	71st



Table 2: Ranking of the districts as per 2011 census (CSR) and Annual Health Survey 2011-12 and 2012-13 (SRB)

Ranking of districts in terms of lowest CSR	Name of the district	CSR as per 2011 census	Name of the district	SRB 2011 -12 AHS ¹	Name of the district	SRB 2012 -13 AHS ²
1 st	Baghpat	841	Agra	811	Budaun	828
2 nd	Gautam Buddha Nagar	843	Mathura	816	Bijnor	837
3 rd	Ghaziabad	850	Varanasi	820	Agra	840
4 th	Bulandsha- har	854	Firozabad	821	Firozabad	841
5 th	Agra	861	Budaun	824	Varanasi	848
6 th	Muzaffar- nagar	863	Bijnor	834	Jhansi	851
7 th	Mahamaya Nagar	865	J P Nagar	839	Auraiya	854
8 th	Jhansi	866	Ballia	845	Ballia	854
9 th	Mathura	870	Faizabad	846	Mirzapur	856
10 th	Kanpur Nagar	873	Meerut	851	Shrawasti	857
11 th	Etawah	875	Jhansi	852	J P Nagar	858
12 th	Aligarh	877	G B Nagar	853	Mathura	860
13 th	Etah	879	Auraiya	853	Jaunpur	861
14 th	Jalaun	881	Jaunpur	862	G B Nagar	865
15 th	Firozabad	881	Kaushambi	865	Kaushambi	869
16 th	Bijnor	883	Azamgarh	866	Meerut	872
17 th	Mainpuri	884	S R Nagar	870	Etawah	872



18 th	Varanasi	885	Mirzapur	870	Lucknow	873
19 th	Meerut	886	Muzaffar- nagar	871	Mahoba	874
20^{th}	Saharanpur	887	Hathras	871	Faizabad	876
21 st	Ramabai Nagar	897	Etawah	873	Far- rukhabad	885
22 nd	Hardoi	899	Lucknow	874	S R Nagar	886
23 rd	Farrukhabad	889	Mahoba	874	Kanpur Nagar	889
24 th	Budaun	899	Rampur	883	Rae Bareli	890
25 th	Kanshiram Nagar	893	Shrawasti	883	Fatehpur	895
26 th	Auraiya	896	Farrukhabad	884	Ghaziabad	902
27 th	Hamirpur	886	Mau	885	Banda	902
28 th	Mahoba	892	Basti	888	Hathras	905
29 th	Kannauj	898	Kanpur Nagar	889	Muzaffar- nagar	905
30 th	Ballia	900	Rae Bareli	889	Shahjahan- pur	907
31st	Allahabad	901	Etah	893	Azamgarh	907
32 nd	Mirzapur	902	Fatehpur	895	Hamirpur	911
33 rd	Banda	902	Banda	902	Mahara- jganj	912
34 th	Sant Ravi- das Nagar	902	Shahjahanpur	904	Rampur	918
35 th	Jyotiba Phule Nagar	903	Kannauj	905	Etah	919
36 th	Bareilly	903	Saharanpur	906	Saharanpur	921
37 th	Shahjahan- pur	903	Ghaziabad	908	Kheri	922
38 th	Moradabad	906	Allahabad	909	Kannauj	925



39 th	Chitrakoot	907	Ambedkar Nagar	909	Barabanki	926
40 th	Fatehpur	907	Hamirpur	911	Lalitpur	926
41st	Gorakhpur	909	Gorakhpur	913	Gorakhpur	927
42 nd	Chandauli	911	Siddharth- nagar	915	Ambedkar Nagar	929
43rd	Pilibhit	912	Kheri	922	Sonbhadra	931
44 th	Lucknow	915	Kushinagar	918	Chitrakoot	934
45 th	Lalitpur	916	Lalitpur	926	Mau	935
46 th	Pratapgarh	917	Barabanki	926	Unnao	937
47 th	Jaunpur	918	Maharajganj	927	Sultanpur	938
48 th	Azamgarh	919	Chandauli	931	Basti	938
49 th	Unnao	920	Chitrakoot	933	Jalaun	938
50 th	Kheri	921	Jalaun	937	Allahabad	940
51st	Rampur	924	Unnao	937	Gonda	941
52 nd	Kaushambi	923	Sultanpur	938	Chandauli	943
53 rd	Sonbhadra	925	Gonda	941	Pratapgarh	943
54 th	Deoria	925	Pilibhit	948	Sant Kabir Nagar	943
55 th	Gonda	926	Pratapgarh	952	Kushinagar	947
56 th	Rae Bareli	926	Sonbhadra	952	Kanpur Dehat	956
57 th	Mau	926	Baghpat	953	Siddharth- nagar	957
58 th	Shrawasti	928	Ghazipur	955	Pilibhit	960
59 th	Kushinagar	929	Kanpur De- hat	956	Bahraich	964
60 th	Basti	929	Balrampur	963	Ghazipur	969
61 st	Sitapur	930	Bahraich	964	Hardoi	982



62 nd	Faizabad	931	Hardoi	981	Baghpat	984
63 rd	Maharajganj	931	Deoria	982	Buland- shahr	985
64 th	Ambedkar Nagar	932	Bareilly	986	Sitapur	993
65 th	Barabanki	932	Bulandshahar	980	Bareilly	996
66 th	Bahraich	935	Sant Kabir Nagar	989	Balrampur	1002
67 th	Siddharth Nagar	935	Sitapur	994	Deoria	1011
68 th	Sant Kabir Nagar	942	Mainpuri	1006	Mainpuri	1056
69 th	Balrampur	950	Aligarh	1040	Moradabad	1064
70 th	Ghazipur	952	Moradabad	1050	Aligarh	1081
71 st	Sultanpur	983				
State Average		902		9083		9214

The statistics collected for the Annual Health Survey in Uttar Pradesh, one of the nine high focus States with relatively high fertility and mortality account shows marginal improvement in SRB. As per the sample survey which claims to be the largest demographic survey in the world, Uttar Pradesh recorded Sex Ratio at Birth (SRB) of 908³⁷ in 2011-2012 and 921 in 2012-2013.³⁸ If the existing under-five mortality rate (U5MR) of 48 deaths per 1,000 births³⁹ in India is applied in Uttar Pradesh context, the CSR of 902 as per 2011 Census may still reduce to below 900 girls per thousand boys.

^{37.} Annual Health Survey Factsheet 2011-12; Available at: http://www.censusindia.gov.in/vital_statistics/AHSBulletins/AHS_Factsheets_2011_12/UP_Factsheet_2011-12.pdf

^{38.} Annual Health Survey 2012-2013 Fact sheet; Available at: http://www.censusindia.gov.in/vital_statistics/AHSBulletins/AHS_Factsheets_2012-13/FACTSHEET-UTTAR_PRADESH.pdf

^{39. 20%} of world's under-5 deaths occur in India, The Times of India, 9 September 2015 available at http://timesofindia.indiatimes.com/india/20-of-worlds-under-5-deaths-occur-in-India/articleshow/48878224.cms



2.1 The scale of female infanticide in Uttar Pradesh

Prior to the invention of technology, female infanticide was widespread in India. Section 315⁴⁰ and Section 316⁴¹ of the Indian Penal Code criminalised female infanticide.

As per the National Crime Records Bureau (NCRB) under the Ministry of Home Affairs, Government of India from 2001-2015, a total of 1559 cases of infanticide were recorded i.e. 133 in 2001, 115 in 2002, 103 in 2003, 102 in 2004, 108 in 2005, 126 in 2006, 134 in 2007, 140 in 2008, 63 in 2009, 100 in 2010, 63 in 2011, 81 in 2012, 82 in 2013, 121 in 2014 and 88 in 2015.

Out of these, 401 cases comprising 25.72% of the total cases across the country were reported from Uttar Pradesh with 39 cases in 2001, 30 in 2002, 19 in 2003, 17 in 2004, 44 in 2005, 34 in 2006, 61 in 2007, 60 in 2008, 9 in 2009, 31 in 2010, 13 in 2011, 14 in 2012, 10 in 2013, 11 in 2014, 9 in 2015.⁴³

i. Instances of female infanticide in Uttar Pradesh

There are still regular reports of female infanticide in Uttar Pradesh.

On 27 September 2016, Anita Devi, a domestic help, found a newborn baby girl at a roadside garbage dump near Link Road under the Indirapuram police station area in Ghaziabad district. She called the police and the newborn was admitted to MMG district hospital and later referred to a private superspecialty hospital.⁴⁴

^{40.} Section 315: Act done with intent to prevent child being born alive or to cause it to die after birth, "Whoever before the birth of any child does any act with the intention of thereby preventing that child from being born alive or causing it to die after its birth, and does by such act prevent that child from being born alive, or causes it to die after its birth, shall, if such act be not caused in good faith for the purpose of saving the life of the mother, be punished with imprisonment of either description for a term which may extend to ten years, or with fine, or with both.

^{41.} Section 316: Causing death of quick unborn child by act amounting to culpable homicide, "Whoever does any act under such circumstances, that if he thereby caused death he would be guilty of culpable homicide, and does by such act cause the death of a quick unborn child, shall be punished with imprisonment of either description for a term which may extend to ten years, and shall also be liable to fine."

^{42.} Crime in India report series 1994 to 2015, National Crime Records Bureau, available at: http://ncrb.gov.in/

^{43.} Crime in India report series 1994 to 2015, National Crime Records Bureau, available at: http://ncrb.gov.in/

^{44.} Baby girl found in garbage dump recovering at Ghaziabad hospital, Hindustan Times, 30 September 2016; Available at: http://www.hindustantimes.com/noida/baby-girl-found-in-garbage-dump-recovering-at-



On 21 September 2016, the body of a newborn baby girl was spotted inside the premises of MMG district hospital in Ghaziabad district.⁴⁵

In January 2016, a newborn girl was found in a plot in Indirapuram in Ghaziabad district. The girl was in a critical state, lying unprotected in the open during winter. She was later admitted to Avantika Hospital.⁴⁶

On 5 July 2016, an unidentified woman threw a new born girl child into a 50-foot-deep dry well in Pali Mahaur village in Agra district. Attending to distress calls from locals, the police brought her out from the well and immediately rushed to S N Medical College. A doctor of the hospital stated that the girl was in highly critical condition and was kept on ventilator as one of her lungs had ruptured due to the impact of fall.⁴⁷

In June 2015, an elderly couple abandoned a new born girl in Khanpur area of Bulandshahr district. She was bitten by stray dogs before some locals spotted and rescued her. Doctors referred her to the Meerut Medical College in a critical condition.⁴⁸

On 3 May 2014, a woman found a newborn baby girl lying in bushes in Sector 36 of Greater Noida. She immediately informed the police who recovered the new born and admitted her to a private hospital. The baby girl had bruises and injury marks on her body.⁴⁹

ghaziabad-hospital/story-luYDxgPlhlszhoZcivrkil.html

^{45.} Baby girl found in garbage dump recovering at Ghaziabad hospital, Hindustan Times, 30 September 2016; Available at: http://www.hindustantimes.com/noida/baby-girl-found-in-garbage-dump-recovering-at-ghaziabad-hospital/story-luYDxgPlhlszhoZcivrkil.html

^{46.} Baby girl found in garbage dump recovering at Ghaziabad hospital, Hindustan Times, 30 September 2016; Available at: http://www.hindustantimes.com/noida/baby-girl-found-in-garbage-dump-recovering-at-ghaziabad-hospital/story-luYDxgPlhlszhoZcivrkil.html

^{47. 5-}day old girl thrown in 50-ft-deep well, brave cop jumps in to rescue her, Times of India, 6 July 2016; Available at: http://timesofindia.indiatimes.com/city/agra/5-day-old-girl-thrown-in-50-ft-deep-well-brave-cop-jumps-in-to-rescue-her/articleshow/53084899.cms?utm_source=facebook.com&utm_medium=referral&utm_campaign=TOI

^{48.} Newborn baby girl battles for life after she was abandoned on road by parents, 20 June 2015; Available at: http://english.pradesh18.com/news/uttar-pradesh/newborn-baby-girl-battles-for-life-after-she-was-abandoned-on-road-by-parents-755325.html

New Born Baby Found Abandoned in Greater Noida, Available at: http://www.ndtv.com/noida-news/new-born-baby-found-abandoned-in-greater-noida-560317



In first week of April 2012, passersby spotted a 3-day-old baby girl in a busy bus stop in Noida. On information police recovered the baby girl and admitted her to hospital in Noida.⁵⁰

On 5 April 2012, a newborn baby girl was found abandoned at the railway tracks near Sandila Railway Station in Hordoi district. Police admitted her to a community health center.⁵¹

On 27 February 2009, a girl child was found abandoned by the Railway Protection Force (RPF) in a train at Charbagh railway station in Lucknow district. The RPF informed Childline (1098) which took the child into custody and took her to a hospital before admitting her to a government home for children. The childline volunteers suspect that the child was abandoned because of her gender.⁵²

On 24 February 2009, one-day-old-girl-child was found abandoned in Dubbagga area under Kakori police circle in Lucknow district. The newborn was suffering from neonatal septicimia and had to be admitted in a hospital by the Childline volunteers.⁵³

According to Childline India Foundation, which operates across India, a total of 20 infants and newborn had been brought to their Lucknow chapter between January 2008 and February 2009.⁵⁴

2.2 The scale of female foeticide in Uttar Pradesh

According to NCRB, 1,663 cases of feoticide were reported across India in the last 15 years from 2001 to 2015. These included 55 cases in 2001, 84 cases in

^{50.} India's unwanted girls: Baby found at bus stop, Ndtv.com, 6 April 2012, Available at: http://www.ndtv.com/india-news/indias-unwanted-girls-baby-found-at-bus-stop-475237

^{51.} UP: Baby girl found abandoned near rail tracks, Indiatoday.in, 7 April 2012; Available at: http://indiatoday.intoday.in/story/up-another-baby-girl-found-abandoned/1/183433.html

^{52.} Another girl child found abandoned, Times of India, 28 February 2009, Available at: http://timesofindia.indiatimes.com/city/lucknow/Another-girl-child-found-abandoned/articleshow/4203368.cms

^{53.} Another girl child found abandoned, Times of India, 28 February 2009, Available at: http://timesofindia.indiatimes.com/city/lucknow/Another-girl-child-found-abandoned/articleshow/4203368.cms

^{54.} Another girl child found abandoned, Times of India, 28 February 2009, Available at: http://timesofindia.indiatimes.com/city/lucknow/Another-girl-child-found-abandoned/articleshow/4203368.cms



2002, 57 cases in 2003, 86 cases in 2004, 86 cases in 2005, 125 cases in 2006, 96 cases in 2007, 73 cases in 2008, 123 cases in 2009, 111 cases in 2010, 132 cases in 2011, 210 cases in 2012, 221 cases in 2013, 107 cases in 2014, and 97 cases in 2015. Among the States, Madhya Pradesh topped with 360 cases followed by Rajasthan (255), Punjab (239), Maharashtra (155), Chhattisgarh (135), Haryana (131), Uttar Pradesh (93), Delhi (69), Karnataka (60), Gujarat (52), Andhra Pradesh (30), Himachal Pradesh (25), Bihar and Jharkhand (10 each), Odisha (6), Kerala, West Bengal and Andaman and Nicobar Islands (5 each), Jammu and Kashmir, Sikkim and Telangana (4 each), Assam (2), and Tamil Nadu, Uttarakhand, Chandigarh and Dadra and Nagar Haveli (1 each).⁵⁵

The NCRB registered 93 cases of foeticide from Uttar Pradesh during 2001-2015 including 1 case in 2001, 1 in 2002, 3 in 2003, 2 in 2004, 2 in 2006, 1 in 2007, 2 in 2008, 18 in 2010, 12 in 2011, 11 in 2012, 17 in 2013, 11 in 2014 and 12 in 2015 while the figures for 2005 and 2009 are not available.⁵⁶

Although, the NCRB has been collecting data on foeticide over the years, it started collecting data on female foeticide only from 2014. It recorded 39 cases of female foeticide in 2015 and 50 cases in 2014. Madhya Pradesh topped with 23 cases, followed by Rajasthan (12), Maharashtra (10), Punjab and Uttar Pradesh (9 each), Telengana (8), Haryana (6), Chhattisgarh (5), Himachal Pradesh (3), Karnataka, Tamil Nadu, Uttarakhand and Delhi (1 each). As per Census 2011, three States with most adverse child sex ratios namely Punjab, Haryana and Jammu & Kashmir had reported 9, 6 and 0 cases respectively.

The State/UT-wise data relating to female foeticide is given in the table below:⁵⁷

^{55.} See NCRB's Crime in India report series from 2001 to 2015

^{56.} See NCRB's Crime in India report series from 2001 to 2015

^{57.} Statement of J P Nadda, Minister of Health and Family Welfare, Government of India in the Lok Sabha on 11.12. 2015, http://164.100.47.192/Loksabha/Questions/QResult15.aspx?qref=26479&lsno=16



Table 1: No of female foeticide cases recorded by NCRB

Sl. No.	States/UTs	C	Cases registered			
		2014	2015	Total		
1	Andhra Pradesh	0	0	0		
2	Arunachal Pradesh	0	0	0		
3	Assam	0	0	0		
4	Bihar	0	0	0		
5	Chhattisgarh	2	3	5		
6	Goa	0	0	0		
7	Gujarat	0	0	0		
8	Haryana	4	2	6		
9	Himachal Pradesh	3	0	3		
10	Jammu & Kashmir	0	0	0		
11	Jharkhand	0	0	0		
12	Karnataka	0	1	1		
13	Kerala	0	0	0		
14	Madhya Pradesh	15	8	23		
15	Maharashtra	1	9	10		
16	Manipur	0	0	0		
17	Meghalaya	0	0	0		
18	Mizoram	0	0	0		
19	Nagaland	0	0	0		
20	Odisha	0	0	0		
21	Punjab	7	2	9		
22	Rajasthan	11	1	12		
23	Sikkim	0	0	0		
24	Tamil Nadu	0	1	1		
25	Telangana	2	6	8		
26	Tripura	0	0	0		
27	Uttar Pradesh	4	5	9		
28	Uttarakhand	1	0	1		



29	West Bengal	0	N/A	0
30	Andaman & Nicobar Islands	0	0	0
31	Chandigarh	0	0	0
32	Dadra Nagar Haveli	0	0	0
33	Daman & Diu	0	0	0
34	Delhi	0	1	1
35	Lakshadweep	0	0	0
36	Pondicherry	0	0	0
	Total	50	39	89

2.3 Implementation of the PC&PNDT Act

2.3.1. Provisions of the Act

India enacted the Pre-natal Diagnostic Techniques (Regulation and Prevention of Misuse) Act, 1994 (PNDT Act) to address the menace of sex selection. The PNDT Act has since been amended to make it more comprehensive and keeping in view the emerging technologies for selection of sex before and after conception and problems faced in the working of implementation of the Act and certain directions of Supreme Court. The amended Act of 2002 came into force with effect from 14 February 2003 and it was renamed as "Preconception and Pre-Natal Diagnostic Techniques (Prohibition of Sex Selection) Act, 1994" (PC&PNDT Act).

The PC&PNDT Act, as amended in 2002⁵⁸, provides for regulation and punishment for sex determination and/or sex selection.

Section 3 of the PC&PNDT Act provides for regulation of genetic counselling centres, genetic laboratories and genetic clinics through the requirement of registration under the Act, prohibition of sex selection and sale of ultrasound machines to persons, laboratories, clinics etc. not registered under the Act.

Pre-conception and Prenatal Diagnostic Techniques (Prohibition of Sex Selection) Act, 1994 http://pndt.gov. in/writereaddata/mainlinkFile/File50.pdf



Section 4 provides that no such place shall be used for conducting pre-natal diagnostic techniques except for the purposes specified and requires a person conducting such techniques such as ultrasound sonography on pregnant women to keep a complete record in the manner prescribed in the Rules.

Section 5 requires written consent of the pregnant woman for conducting the pre-natal diagnostic procedures and prohibits communicating the sex of foetus.

Section 6 provides that no pre-natal diagnostic techniques including sonography can be conducted for the purpose of determining the sex of a foetus and that no person shall conduct or cause to be conducted any pre-natal diagnostic techniques including ultra sonography for the purpose of determining the sex of a foetus.

Sections 7 to 16 deal with constitution of Central Supervisory Board, Section 17 deals with the Appropriate Authority and Advisory Committee.

Sections 18 to 21 deal with registration of genetic counselling centres, genetic laboratories or genetic clinics etc.

Section 22 provides prohibition of advertisement relating to pre-natal determination of sex and punishment for contravention with imprisonment for a term which may extend to three years and with fine which may extend to Rs. 10,000.

Section 23 provides for offences and penalties with imprisonment up to three years and fine up to Rs. 10,000. For any subsequent offences, there is imprisonment of up to five years and fine up to Rs. 50,000/1,00,000. The name of the Registered Medical Practitioner is reported by the Appropriate Authority to the State Medical Council concerned for taking necessary action including suspension of the registration if the charges are framed by the court and till the case is disposed of. On conviction, the name of Registered Medical Practitioner is removed for a period of 5 years for the first offence and permanently for the subsequent offence.



Section 24 provides for punishment for abetment of offence as prescribed under sub-section (3) of section 23.

Section 25 provides for penalty for 'contravention of any provision of the Act or rules for which no specific punishment is provided' with imprisonment for a term which may extend to three months or with fine, which may extend to one thousand rupees or with both and in the case of continuing contravention with an additional fine which may extend to five hundred rupees for every day during which such contravention continues after conviction for the first such contravention.

Section 26 provides for offences by the Companies.

2.3.2. Status of implementation of the PC&PNDT Act

Nothing reflects more about the non-implementation than inability to utilize the funds sanctioned for implementation of the PC&PNDT Act. Out of the total allocation of Rs. 7.09 crore for 2010-2014 by the Government of India, only 54 per cent (Rs. 3.86 crore) was utilized by the State government of Uttar Pradesh for implementation of the PC&PNDT Act. Indeed, failure to utilize earlier funds led to allocation of Rs. 7.09 crore only (35 per cent) of the funds by the Government of India as against the projected requirement of Rs. 20.26 crore during 2010-14 and even these funds could not be utilised. Further, Rs. 1.93 crore received by the District Appropriate Authorities in the form of fee, penalties etc. which was to be spent on monitoring, IEC, etc activities was kept in the savings bank accounts resulting in accumulation of funds in the DAAs' accounts from Rs.18.09 lakh in 2010-11 to 207.64 lakh at the end of 2014-15. ⁵⁹

i. Non-functional authorities under the PC&PNDT Act

The PC&PNDT Act provides for establishment of various authorities for

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proper implementation of the PC&PNDT Act such as State Supervisory Board (SSB) to review the activities of the Appropriate Authorities (AAs); to monitor the implementation of provisions of the PC&PNDT Act and Rules; and to make suitable recommendations; and State Advisory Committee (SAC) and District Advisory Committee (DAC) to aid and advise the Appropriate Authority in granting, renewing, suspending or cancelling registration of Ultrasonography (USG) centres in the district.

However, the SSB, SAC and DAC miserably failed in their duty to monitor the implementation of the Act in the State as highlighted below:⁶⁰

State Level Monitoring:

The State Government of Uttar Pradesh constituted the State Supervisory Board (SSB) in August 2004. During 2010-15, the SSB was supposed to conduct 15 meetings. However, the SSB held only five meetings (33 per cent) during the period. These meetings were held on 06.04.2011, 29.10.2012, 16.3.2013, 03.07.2013 and 30.05.2014. A number of recommendations were made by the SSB during these meetings such as pertaining to analysis of Form F (patient details, purpose of investigation etc.), regular inspections, tracking of pregnancies, providing toll free lines for registration of complaints, online filing of Form F, analysis of monthly reports received from USG centres, centres breaching provisions of Act to be sealed and legal action initiated etc. But these recommendations remained to the implemented.⁶¹

Advisory Committees:

The State Advisory Committee (SAC) and the District Advisory Committee (DAC) were constituted in July 2006. The SAC and the DACs were to meet once in 60 days. During 2010-15, the SAC was required to meet 30

^{60.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf

^{61.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women_Report_3_2016.pdf.pdf



meetings. However, the SAC met only five times on 18.05.2011, 22.02.2013, 05.06.2013, 08.05.2014 and 21.07.2014.⁶²

While the DAC conducted only 943 meetings (42 per cent) against the required 2,250 meetings in the State during 2010-15. On an average only two to three meetings of the DACs were held in each district every year against the requirement of six meetings. In some districts, namely Ambedkar Nagar, Firozabad, Gorakhpur, Hardoi, Jhansi, Sant Kabir Nagar and Sitapur the DACs did not hold meetings regularly and very few meetings (five to seven meetings) were held during 2010-15.63

Most of the decisions/recommendations of the DACs such as collecting reports from the centres on total number of ultrasound performed during the month, noting patient's name and phone numbers on Form F and D and compiling the information at district level, enquiring about the delivery (boy/girl) six months after the scan, conducting more inspections in rural areas, clearing pending renewals within one month etc., were either not followed up or discontinued.⁶⁴

The Comptroller and Auditor General (CAG) of India in its Audit findings for the period from 2010-11 to 2014-15 in Uttar Pradesh observed that the entire system of monitoring created under the provisions of the PC&PNDT Act was rendered ineffective and largely dysfunctional due to failure to meet regularly and lack of proper follow up action on the decisions taken and directions given by them.⁶⁵

^{62.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf

^{63.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women_Report_3_2016.pdf.pdf

^{64.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf

^{65.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women_Report_3_2016.pdf.pdf



ii. Registration and inspections

In February 2009, the Government of Uttar Pradesh constituted a State Inspection and Monitoring Committee (SIMC) to undertake field visits and conduct monitoring and inspections of USG centres for effective implementation of the PC&PNDT Act. The State Government also made budgetary provisions of Rs. 7.30 lakh during 2010-15 through the National Health Mission (NHM) to conduct 53 random inspections in worst districts of the State in term of sex ratio. However, only 17 inspections were carried out during the period.⁶⁶

The lack of adequate inspection and monitoring of USG centres had resulted in poor implementation of the Act. According to the Ministry of Health and Family Welfare of the Government of India, as of September 2014, in Uttar Pradesh, 5,300 genetic counseling centre/genetic clinic/genetic laboratory etc were registered, 137 court cases were pending, conviction was secured only in one case and only 34 machines were seized/sealed under the PC&PNDT Act. However, no medical license was suspended/ cancelled.⁶⁷

As of February 2016, a total of 4528 bodies/centers were registered in Uttar Pradesh under the PC&PNDT Act. The State capital Lucknow with 499 centers had the highest number of registered bodies, followed by Agra (274), Gorakhpur (220), Varanasi (214), Kanpur (203), Ghaziabad (197), Allahabad (196), Gautam Budh Nagar (146), Bareilly (139), and Saharanpur (113) while Chitrakoot (3), Mahoba (4), Srawasti (7), Auraiya and Kanpur (9 each) are the districts with lowest number of centers.⁶⁸

^{66.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf

^{67.} See Annexure III as referred to reply to part (a) of Lok Sabha Unstarred Question No. 799 answered on 27.02.2015 Union Minister of Health and Family Welfare, J. P. Nadda, http://164.100.47.132/LssNew/psearch/QResult16.aspx?qref=12203

^{68.} Report of implementation of the PC&PNDT Act in Uttar Pradesh as of February 2016; Available at: http://upnrhm.gov.in/site-files/achievements/PCPNDT.pdf



As of February 2016, Uttar Pradesh PC&PNDT Appropriate Authorities conducted 4,533 inspections. Maximum inspections were done in Kanpur Nagar (560), Aligarh (343), Agra (327), Allahabad (188), Lucknow (184), Gautam Budh Nagar (141), Moradabad (132), Bareilly (110) and Gorakhpur (107). The total number of inspections also includes 83 inspections carried out with the help of decoy client.⁶⁹

In an affidavit filed by the Uttar Pradesh Government in response to the Supreme Court's order dated 16 September 2014, it was stated that 249 centers were either cancelled or suspended till September 2014.⁷⁰ The number of cancelled/ suspended registration reached to 335 as of February 2016 with highest cancellation/ suspension in Gautam Budh Nagar (68), followed by Varanasi (37), Kushinagar (27), Lakhimpur Kheri (23), Deoria (20) and Allahabad districts (17).⁷¹

A total of 142 ultrasound machines (105 fixed and 37 portable) were sealed/seized in Uttar Pradesh as of February 2016. The highest number of ultrasound machines were sealed in Khushinagar (27), followed by Saharanpur (15), Bijnor (14), Bulandshahr, Kushinagar, Agra and Hathras districts (8 in each district).⁷²

iii. Ultrasound clinics operating without renewal of registration

Rule 8 (6) of the PC&PNDT Rules, 1996 provides that a certificate of registration shall be deemed to have been renewed on the event of failure of the Appropriate Authority to renew the certificate of registration or to communicate rejection of application for renewal of registration within a period of ninety days from the date of receipt of application for renewal of registration, the certificate of registration shall be deemed to have been renewed every certificate.

^{69.} Report of implementation of the PC&PNDT Act in Uttar Pradesh as of February 2016; Available at: http://upnrhm.gov.in/site-files/achievements/PCPNDT.pdf

^{70.} Uttar Pradesh Govt's affidavit in response to Supreme Court's order dated 14 September 2014

^{71.} Report of implementation of the PC&PNDT Act in Uttar Pradesh as of February 2016; Available at: http://upnrhm.gov.in/site-files/achievements/PCPNDT.pdf

^{72.} Report of implementation of the PC&PNDT Act in Uttar Pradesh as of February 2016; Available at: http://upnrhm.gov.in/site-files/achievements/PCPNDT.pdf



According to the CAG, the pendency in renewal of registration of 138 centres in 20 test-checked districts of the State ranged between 26 and 1,490 days while registration of 32 centres had not been done in due time. The department was also not ensuring timely submission of application for renewal of registration by USG centres and taking action against the defaulters as Format H (containing the details about USG centre, details of machine installed, recommendation of the DAC, registration number allotted, date of renewal and renewed upto etc) was not being maintained by the DAAs. Thus, these Centres functioned as deemed to have been registered during the intervening period.⁷³

iv. Non-filling up of Form F by ultra-sound centers

There was large scale violation of the provisions of the PC&PNDT Act by the USG Centres in Uttar Pradesh.

During joint inspections of 1,937 cases of F forms in 100 USG Centres by the CAG along with the District Appropriate Authorities and nodal officer of the PC&PNDT Department in the 20 test-checked districts, it was found that all the test-checked USG centres (100 per cent) did not keep backups/ records of images taken during ultrasonography for at least the statutory period of two years as prescribed under Section 29 of the PC&PNDT Act, 1994. It was also noticed that two USG centres in Agra were having two machines against only one registered without any intimation to the DAA. It was further observed that one USG center did not intimate change of staff to the DAA by one centre while two centres did not intimate shifting of USG machine to other place in violation of Section 13 of the PC& PNDT Act.⁷⁴

^{73.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf

^{74.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf



As per the CAG, about 1,326 cases (68 per cent) did not have referral slips of registered medical practitioner attached to them while details of procedure conducted and the purpose of such procedure were also not mentioned in 1,110 cases (57 per cent), basic details of patient, such as number of living children, phone number, address etc., to track records of pregnancy, were not filled in 961 cases (50 per cent).⁷⁵

The joint inspection observed that the blatant violations of the provisions of the Act by large number of USG centres not only indicated possible misuse of facilities by these centres or illegal sex determination but also highlighted complete failure of the concerned authorities to effectively monitor and regulate their activities.⁷⁶

v. Non-maintenance of records at the DAA

The DAAs also failed to maintain records as required under the PC&PNDT Act.

Under rule 9 of the PC&PNDT Rules, 1996, the DAAs are required to maintain details of USG centres such as date of receipt of application, name, address of applicant, details of machine installed, recommendation of District Advisory Committee, registration number allotted, date of renewal and renewed up to etc.

However, the CAG Audit revealed that the DAAs had not maintained these records in 13 out of 20 test-checked districts. In the absence of such information, the DAAs were not able to effectively monitor USG centres and ensure that no unauthorised activities were undertaken by USG centres.⁷⁷

^{75.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf

^{76.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf

^{77.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women_Report_3_2016.pdf.pdf



vi. No regular inspection of USG Centres by the DAAs

Under Rule 18-A(8)(i) of the PC&PNDT Amendment Rules, 2014, all the DAAs (District Magistrates) are required to inspect and monitor all registered centres once in every 90 days and preserve inspection report as documentary evidence to ensure enforcement of the provisions of the PC&PNDT Act by the USG centres.

However, the State Government of Uttar Pradesh prescribed no inspection schedule between April 2010 and June 2013. The DAAs conducted only 4,681 inspections (25 per cent) during 2014-15 against 18,488 targeted in the State.⁷⁸

vii. Non-documentation of inspection report by the DAA for follow-up action

As per rule 18-A(8)(ii), the District Appropriate Authorities has to conduct regular inspections of USG centres and place all inspection reports once in three months before District Advisory Committees for follow up action.

However, this was not done. The CAG found that 3,532 inspections of 1,652 USG centres were carried out by the DAAs in the 20 test-checked districts during 2010-15, but only 130 inspection reports (four per cent) were issued to USG centres. The district authorities did not furnish information about placing of inspection reports before the DACs.⁷⁹

vii. Mapping and regulation of ultrasound equipments

Rule 18-A(7) of the PC&PNDT Amendment Rules, 2014 required that all Appropriate Authorities to regulate the use of ultrasound equipment; monitor the sales and import of USG machines; ensure regular quarterly reports from ultrasound manufacturers and dealers; conduct periodical survey and audit of

^{78.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh; Available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf

^{79.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women_Report_3_2016.pdf.pdf



all USG machines sold and operating in the State; and file complaint against any unregistered owner or seller of the USG machine.

However, the CAG found that in test checked districts the department did not take any action for mapping of sale of USG equipment and also did not call for any information regarding sale, installation and possession of USG equipment from the manufacturers, suppliers, dealers, etc., due to which number of USG equipment installed and the location of their placement were not known to the authorities to regulate the use of all the ultrasound machines. When the CAG asked for information, the Health and Family Welfare Department stated that information is not available in this regard.⁸⁰

In the absence of information on placement and possession of USG machines the possibility of misuse of ultrasound machines could not be ruled out.

ix. No tracking system in the USG machines installed at USG centres

In Joint Physical Inspections carried out by the CAG team along with the representative of the District Appropriate Authorities (DAAs) and nodal officer of the PC&PNDT, it was found that USG centres' machines did not have memory to save data for more than 24 hours. In absence of online tracking of USGs and lack of memory of the existing USG equipment beyond 24 hours, no effective tracking of USGs centres was being conducted in the State.⁸¹

In absence of tracking system and online reporting, the misuse of USG equipment during check-up of pregnancies could not be ruled out. The CAG recommended that the Family Welfare Department should ensure inbuilt system of active tracking of data in USG machines to prevent misuse during checkup of pregnancies.⁸²

^{80.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf

^{81.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf

^{82.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women_Report_3_2016.pdf.pdf



x. Training of medical practitioners conducting Ultrasonography83

As per the PC&PNDT (Prohibition of Sex Selection) (Six Months Training) Rules, 2014, the existing registered medical practitioners who were conducting ultrasound procedure on the basis of one year experience or six months training under any radiologist were required to qualify competency based examination or to complete six months training from the accredited institutions for the purpose of renewal of registrations.

However, the CAG found that Government of UP neither notified any institute as accredited for imparting training nor conducted any examination in this regard. As such, 28 registered medical practitioners in the two out of 20 test-checked districts were conducting ultrasound on the basis of one year experience or six month training without undergoing the said competency examination or six months training under the rules.⁸⁴

xi. Seized USG machines found missing

As per Rule 11(2) of the PC&PNDT Rules, the seized objects, if it is not possible to remove, may be retained where they are found after taking a bond from the owner that the same would be produced before the court as and when required.

The CAG found that the Family Welfare Department, which has been mandated and responsible for implementing the PC&PNDT in the State had no information about the whereabouts of the 120 USG machines that had been sealed by the end of March 2015 for breach of the provisions of the PC&PNDT Act. On the other hand, during Joint Physical Inspection (JPI) conducted by the CAG, one sealed machine was found to have been sold in Bulandshahr district and two other machines at Agra were found to have been removed from the centres, without any intimation to the department.⁸⁵

^{83.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh; Available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf

^{84.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf

^{85.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh; Available



xii. Insignificant number of decoy customer or sting operation

The State also failed to conduct adequate number of sting or decoy operations.

In June 2008, the SSB recommended to send decoy cases to USG centres and to conduct sting operations on large scale in order to identify USG centres involved in sex determination for petty payments. However, the State could conduct only 52 decoy operations in 52 USG centres (one per cent) out of 4,622 registered centres during 2010-15 in the State. Thus, the department miserably failed to conduct decoy operations on large scale to detect illegal activities of sex determination by the USG centers and prevent female foeticide. 86

xiii. Non-imposition of penalty

Rule 9 of the PC&PNDT Rules provides maintenance of records such as the register showing the names and addresses of the women subjected to pre-natal diagnostic procedure/ technique/ test along with the names of their spouse or father, the date on which they first reported etc.

However, the CAG found that 936 (58 per cent) out of 1,652 USG centres registered in 20 test-checked districts did not maintain such records. The CAG also noticed that neither any action was taken nor was any penalty imposed (under sections 20, 23 and 25 of the Act) on the defaulting USG centres during 2010-15 except issuing show cause notices (under section 20 of the Act) to 221 centres out of 936 centres at default.⁸⁷

xiii. Status of prosecution under the PC&PNDT Act

The implementation of the PC&PNDT Act was abysmally poor. The reasons for poor implementation are not hard to find. The CAG concluded that meagre

at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf

^{86.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh; Available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf

^{87.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh; Available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf



allocation of funds, failure of the State and district implementing agencies to utilise grants received from the Government of India and fee collected from diagnostic centres indicated poor implementation of the Act in the State thereby leaving diagnostic centres largely unregulated and unmonitored, defeating the very purpose of the PC&PNDT Act viz., enforcing prohibition of sex determination etc.⁸⁸

The Government of Uttar Pradesh further stated that a total of 190 cases were filed in various courts in Uttar Pradesh from 2002 to 2016 (as on 26 September). These included 17 cases in 2002, nil in 2003, 1 in 2004, 1 in 2005, 4 in 2006, 3 in 2007, 10 in 2008, 1 in 2009, 2 in 2010, 3 in 2011, 13 in 2012, 68 in 2013, 23 in 2014 and 31 in 2015 (as on 26 September). Out of the total 190 cases, 37 cases were disposed off and conviction was secured only in 12 cases namely 1 in Bijnaur, 1 in Muzaffarnagar, 1 in Kaushambi, 2 in Maharajganj, 1 in Siddharth Nagar, 2 in Bahraich, 1 in Moradabad, 1 in Barabanki, 1 in Farrukhabad and 1 in Deoria.⁸⁹

Sl. No.	Year	No. Cases / F.I.R. Filed
1	2002	17
2	2003	0
3	2004	1
4	2005	1
5	2006	4
6	2007	3
7	2008	10
8	2009	1
9	2010	2

^{88.} Report No 3 of 2016 - Performance Audit on Empowerment of Women Government of Uttar Pradesh is available at: http://www.cag.gov.in/sites/default/files/audit_report_files/Uttar_Pradesh_Performance_Audit_on_Empowerment_of_Women__Report_3_2016.pdf.pdf

^{89.} See 'Number of cases filed for violation of the PC&PNDT Act' http://www.pyaribitiya.in/Dynamic/NewsList.aspx



10	2011	3
11	2012	13
12	2013	68
13	2014	23
14	2015	31
15	2016 (as on 26 September)	13
TOTAL		190

As per information placed before the Parliament by the Ministry of Health and Family Welfare, Uttar Pradesh secured only two convictions under the PC&PNDT Act as on December 2014.⁹⁰ This means that 10 more convictions were secured during 2015 to 2016 (as on 26 September) as a consequence of the Supreme Court directions.

2.4 Implementation of the MTP Act

India also enacted the Medical Termination of Pregnancy (MTP) Act in 1971 to regulate and ensure access to safe abortions. The MTP Act of 1971 (amended in 2002) allows abortion up to 20 weeks of pregnancy in cases where "the continuance of the pregnancy would involve a risk to the life of the pregnant woman or of grave injury to her physical or mental health", or, "there is substantial risk that if the child were born, it would suffer from such physical or mental abnormalities to be seriously handicapped". When the pregnancy is caused by rape or as a result of failure of family planning device or method used by any of the married couples, pregnancy can be terminated. ⁹² Abortion is allowed only when it is conducted by registered medical

^{90.} For year-wise convictions under PC & PNDT Act from 2009 to December 2014, please refer to Press Information Bureau, Government of India, Ministry of Health and Family Welfare, 03-March-2015, Effective Implementation of PNDT Act available at http://pib.nic.in/newsite/PrintRelease.aspx?relid=116303 and for the year 2015, refer to Lok Sabha Unstarred Question No.1707 To Be Answered On 25th November, 2016

^{91.} Section 3, sub section (2) of the Medical Termination of Pregnancy Act of 1971

^{92.} Section 3, sub section (2) of the Medical Termination of Pregnancy Act of 1971



practitioners at a hospital established or maintained by the Government or a facility certified by the Government or a District Level Committee constituted by the Government⁹³. However, in special circumstances, pregnancy can be terminated any time (i.e. beyond 20 weeks' gestation) and without approval of a second doctor when "the termination of such pregnancy is immediately necessary to save the life of the pregnant woman."⁹⁴ In this case, the registered medical practitioner need not have the requisite experience or training in gynecology and obstetrics as required under Section 2(d) to perform the abortion.⁹⁵ Specific punishments were prescribed for any illegal abortion under the MTP (Amendment) Act of 2002, which shall not be less than 2 years rigorous imprisonment but which may extend to 7 years under the IPC.⁹⁶

While the government of India does not have any official data on illegal abortions, the Ministry of Health and Family Welfare has unambiguously acknowledged that "Although abortions were made legal in 1971, actually illegal abortions still outnumber legal abortions by a large margin. It is estimated that 10-15 thousand women die every year due to complications resulting from unsafe abortions conducted at unapproved places by untrained providers." The official number on abortions varies. According to the Ministry of Health and Family Welfare's report "Health and Family Welfare Statistics in India 2013", a total of 6,49,795 medical termination of pregnancies (or abortions) were performed during 2008-2009; 6,75,810 during 2009-2010; 6,48,469 during 2010-2011; 6,25,448 during 2011-2012 and 6,36,010 during 2012-2013.98 Further on 6 August 2013, then Union Minister of Health and Family Welfare Mr Ghulam Nabi Azad told the Rajya Sabha that a total of 11.06 lakh abortions were recorded in the year 2008-09 in India.99

^{93.} Section 4 of the Medical Termination of Pregnancy Amendment Act of 2002

^{94.} Section 5, sub section (1) of the Medical Termination of Pregnancy Act of 1971

^{95.} See Explanation 2 under Section 5 of the Medical Termination of Pregnancy Amendment Act of 2002

^{96.} Section 5, sub-sections (2)-(4) of the MTP Amendment Act of 2002

^{97.} http://164.100.47.132/LssNew/psearch/Result13.aspx?dbsl=4858

^{98.} Ministry of Health and Family Welfare, Government of India's "Health and Family Welfare Statistics in India 2013", Page 209, https://nrhm-mis.nic.in/PubFWStatistics%202013/Complete%20Book.pdf

^{99.} Statement of then Minister of Health and Family Welfare Mr Ghulam Nabi Azad in response to Unstarred Question No. 257 in the Rajya Sabha on 6 August 2013,



But unofficial estimates made by independent research study of 2004 "Abortion Assessment Project - India (AAPI)" coordinated by CEHAT, Mumbai and Health watch, Delhi estimated a staggering 6.4 million (64 lakhs) abortions taking place annually in India. Of these, 1.6 million (16 lakhs) abortions i.e. 25% were performed by informal (traditional and/or medically non-qualified) abortion providers. ¹⁰⁰ The Population Research Institute, a non-profit research group, states that at least 12,771,043 sex selective abortions had taken place in India in the years between 2000 and 2014. The yearly average of sex selective abortion is 851,403 or daily average of 2,332. ¹⁰¹

The underreporting under the MTP Act is glaring. It is assumed that States with more population will report more cases of abortions. For example, Assam with a total population of 31,205,576 as per 2011 census reported a total of 3,53,309 cases of termination of pregnancies under the MTP Act during 2008-2009 to 2012-13. In comparison, Uttar Pradesh with a population of 199,812,341 as per 2011 census reported a total of 3,60,555 cases during the same period. In other words, Uttar Pradesh despite having 159 million populations more than Assam reported only 7,246 cases more than Assam. On the other hand, Maharashtra having a population of 112,374,333 as per 2011 census i.e. less than Uttar Pradesh reported 5,44,671 cases of termination of pregnancies under the MTP Act during the same period. 102

There is no monitoring of implementation of the MTP Act. The possibilities of the MTP Act being misused to abort female foetuses remain high. This has been opined none other than by the Comptroller & Auditor General of India (CAG) as given below.

First, the CAG noticed that only 14 Community Health Centers (CHCs) were registered under the MTP Act against 240 CHCs in the 20 test checked

^{100.} See http://www.cehat.org/go/uploads/AapIndia/summary.pdf

^{101.} Population Research Institute , "Sex-Selective Abortion Around the World", https://www.pop.org/content/sex-selective-abortion

^{102.} Please refer to "The MTP Amendment Bill, 2014: India's Beti Mar Do Campaign" by Asian Centre for Human Rights, January 2016 available at http://www.stopfemaleinfanticide.org/files/MTP-Amendment-Bill-2014. pdf



districts while safe and hygienic conditions were not ensured in 226 unregistered CHCs in test checked districts. On the other hand scrutiny of the records revealed that 1,595 terminations had been carried out in seven out of 226 un-registered CHCs/PHCs during 2010-15 in the test-checked districts. The CAG opined that "the illegal, unsafe and unhygienic abortions could not be denied".

Second, it was found that four pregnancies from 13 weeks to six months had been terminated in violation of Section 3 of the MTP Act in a hospital at Hardoi by medical practitioner who was granted permission for termination of pregnancy up to 12 weeks only. As per the CAG findings, the Family Welfare Department even did not scrutinize the case though reported to it through Form-I.

Third, the CAG further found that in 14 out 20 test-checked districts, the District Level Monitoring Committee (DLC), a multi member committee was to be constituted at district level, consisting of one member as Gynaecologist/Surgeon/ Anaesthetist and other members from local medical profession, non-government organisation and Panchayati Raj Institutions of the district for two calendar years had become invalid as tenure of the committee had expired and not renewed during 2010-15. The CAG also observed that DLCs meetings were not held regularly (only 41 against the required 1200 meetings) in 20 test-checked districts, defeating the objective of constitution of the committee. Therefore, very critical duties of giving approval to place for termination of pregnancy and issuing a certificate of approval on the recommendations of Chief Medical Officer remained unfulfilled.

3. Post Birth Benefits Schemes for retention of the Girl Child

3.1 Mahamaya Gareeb Balika Aashirwad Yojna (MGBAY)

i. Objectives

In 2009, Bahujan Samaj Party Government led by then Chief Minister Ms Mayawati had launched the Mahamaya Garib Balika Aashirwad Yojna (MGBAY), a scheme for girls born in BPL families.¹⁰³ The MGBAY was launched with the objectives to: (i) prevent the declining sex ratio; (ii) prevent female foeticide; (iii) empower the girl child to make her self-reliant to pursue an income generation activity; (iv) bring change in societal attitude towards the girl child; (v) prevent child marriage and to encourage marriage only when the girls attain marriageable age.¹⁰⁴

ii. Eligibility conditions

The MGBAY laid down the following conditions of eligibility¹⁰⁵ under the scheme:

- Girl child should have born on or after 15 January 2009;
- Parents should be permanent residents of Uttar Pradesh;
- The girl's family should be recognized as a BPL family;
- First girl child born in BPL family shall be eligible while second girl child shall also be eligible provided that she is the second issue of her parents. However, more than one girl child born from the first or second delivery shall be eligible;

^{103.} Mayawati accuses UPA of non-cooperation on development schemes, Hindustan Times, 4 February 2009; available at: http://www.hindustantimes.com/lucknow/mayawati-accuses-upa-of-non-cooperation-on-development-schemes/story-AXpMJldInZbV8KCVPlUttL.html

^{104.} Available at: http://mmyojna.up.nic.in/MAHMAYASC.aspx

^{105.} Available at: http://mmyojna.up.nic.in/MAHMAYASC.aspx



- Subject to fulfillment of other conditions, a girl lawfully adopted by a BPL family shall be eligible considering that she is the first girl child of the family; and
- Birth of the girl child should be registered within the year of her birth,

iii. Assessment of the MGBAY

A. Positive aspects of the Scheme

First, the objectives of the MGBAY such as to (i) prevent the declining sex ratio; (ii) prevent female foeticide; (ii) empower the girl child to make her self reliant to pursue an income generation activity; (iii) bring change in societal attitude towards the girl child; (iv) prevent child marriage and to encourage marriage only when the girls attain marriageable age¹⁰⁶ aimed at retention of the girl child and her empowerment are the focus of the scheme.

Second, the MGBAY scheme ensures that the parents have registered the births of both the girls and that the girls should not have married before attaining 18 years of age.

Third, the eligibility condition that a girl lawfully adopted by a BPL family was entitled to the benefits of the MGBAY as the first girl child of the family helped building a positive attitude towards the girl child in the society.

B. Flaws in the structure of the scheme

Some of the flaws of the MGBAY scheme are stated below:

First, the MGBAY scheme targeted only the girl children from the Below Poverty Line (BPL) families. Because of this restriction, the Above Poverty Line (APL) which constitutes a large majority of the population was left out of the scheme. This restriction is based on the flawed perception that only the poor and backward classes have problems of female foeticides.

^{106.} Available at: http://mmyojna.up.nic.in/MAHMAYASC.aspx



Second, the condition that only up to two girl children from a family was eligible to the benefits of the MGBAY subject to the condition that the second girl child should be the second issue restricted the coverage under the scheme.

Such restriction up to two girl children per family was against the stated objectives of the MGBAY scheme.¹⁰⁷

Third, the condition that the parents should be residents in Uttar Pradesh restricts movement of the girl child including for education outside the State of Uttar Pradesh.

Fourth, the financial incentive of approximately Rs. 1 lakh to be accrued in fixed deposit account of the beneficiary girl on her attaining 18 years was too less as an incentive to encourage even poor families to give birth to more girl children and prevent foeticide and infanticide. Furthermore, the parents did not get any immediate financial assistance on the birth of the girls. It is therefore inexplicable as to how the parents shall meet the expenses of their girl children including nutrition, education etc for more than 18 years.

C. Coverage under the MGBAY scheme

During FY 2009–2010, then Chief Minister Mayawati led Uttar Pradesh Government made a budget allocation of Rs. 900 crore with the target of benefiting 4.5 lakh girl students. As of 5 August 2009, a total of 29,535 applications had been received under the scheme and applications of 27,468 beneficiaries had been sanctioned and as many as 22,501 beneficiaries had been provided certificates/fixed deposit certificates under the scheme.¹⁰⁸

Since its launch in February 2009 till May 2012, approximately 3,25,000 girls received benefits under the MGBAY.¹⁰⁹ Between June 2009 and July 2010,

^{107.} Available at: http://mmyojna.up.nic.in/MAHMAYASC.aspx

^{108.} http://www.bspindia.org/bsp_govt_scheme.php

^{109.} Achievements of "Bahujan Samaj Party" - 100s Reason to Vote for BSP, 20 January 2012 by Sandip Patil; Available at: https://drambedkarbooks.com/2012/01/20/achievements-of-bahujan-samaj-party-100s-reason-to-vote-for-bsp/



for which the budget allocation and number of beneficiaries are available, the Government of Uttar Pradesh spent a total of Rs. 1,70,69,90,000 for payment against fixed deposit to a total of 2,05,956 girls against a total of 2,16,744 girls who applied for the scheme.¹¹⁰

In May 2012, the MGBAY was scrapped by Chief Minister Akhilesh Yadav after assuming power in the State.¹¹¹

3.2 Savitri Bai Phule Balika Shiksha Madad Yojana

On 4 February 2009, then Uttar Pradesh Chief Minister Mayawati had launched the Savitri Bai Phule Balika Shiksha Madad Yojna (SBPBSMY) to promote education of the girl children. Under the SBPBSMY, the State government gave Rs. 25,000 and a bicycle to girls who passed Class X and enrolled for Class XI.¹¹²

The main objective of the SBPBSMY was to make the condition of girls respectable and also to ensure education of poor girls.¹¹³

i. Assessment of the SBPBSMY

The Uttar Pradesh Secondary Education Department made budget provision of Rs. 139.14 crore for financial year 2008-09 while Rs. 412 crore had been allocated for the fiscal year 2009-10 under the SBPBSMY scheme.¹¹⁴

In three years of operation of the SBPBSMY during 2009-11, a total of 6,86,953 girls had benefited from this scheme.¹¹⁵ As of 5 August 2009,

^{110.} Mahamaya Garib Balika Ashirvad Yojna beneficiaries list; available at: http://mmyojna.up.nic.in/fdsummary/goorder.aspx

^{111.} Akhilesh scraps 27 schemes launched by Mayawati, India Today, 11 May 2012, http://indiatoday.intoday.in/story/akhilesh-yadav-scraps-27-schemes-launched-by-mayawati/1/188415.html

^{112.} Mayawati accuses UPA of non-cooperation on development schemes, Hindustan Times, 4 February 2009; available at: http://www.hindustantimes.com/lucknow/mayawati-accuses-upa-of-non-cooperation-on-development-schemes/story-AXpMJldInZbV8KCVPlUttL.html

^{113 .} Rs. 900 crore arranged for 4.5 lakh BPL girls under Mahamaya Garib Balika Ashirvad Yojna Lucknow, 5th August, 2009; available at: http://www.bspindia.org/bsp_govt_scheme.php

^{114.} http://www.bspindia.org/bsp_govt_scheme.php

^{115.} Raj Kumar: "UP Heading for Dark Age", published on 16 June 2012; Available at: http://roundtableindia.co.in/index.php?option=com_content&view=article&id=5269%3Aup-heading-for-dark-age&catid=119%3Afeat



Rs.94.46 crore was deposited in accounts of 62,975 beneficiary girls under the SBPBSMY while 52,082 cycles were distributed among girl students.¹¹⁶

The focus of the SBPBSMY scheme was to help the girl students with a bicycle and financial assistance of Rs. 25,000 to promote their education. Though highly appreciated, the scheme was not directly aimed at retention of girl children to address the scourge of female foeticide/infanticide.

In May 2012, the SBPBSMY was scrapped by Chief Minister Akhilesh Yadav after assuming power.¹¹⁷ In July 2012, Chief Minister Akhilesh Yadav led government revived the Kanya Vidya Dhan Yojana, which was shelved by Ms Mayawati government. The state government had made allocation of Rs 439.34 crore for Kanya Vidya Dhan Yojana during 2012-13. The Kanya Vidya Dhan Yojana was first launched during Mulayam Singh Yadav led government in 2004 in which one-time payment of Rs 20,000 was made to high school passed girls of below poverty line to pursue their higher education. The State government has increased the amount to Rs 30,000 to be given to intermediate passed girl students. The beneficiaries were girls from Dalit, backward class, religious minorities and poor from upper castes.¹¹⁸

The beneficiaries were selected by six-member committee headed by the district magistrate including two principals of colleges. The colleges would forward the applications to district inspector of schools with the certificate that the applicant had passed intermediate of equivalent examination. The money would be transferred to account of the beneficiary.¹¹⁹

ure&Itemid=132&fb_comment_id=10151782306729460_24823240#f8a1f6254

^{116.} Rs. 900 crore arranged for 4.5 lakh BPL girls under Mahamaya Garib Balika Ashirvad Yojna Lucknow, 5th August, 2009; available at: http://www.bspindia.org/bsp_govt_scheme.php

^{117.} Akhilesh scraps 27 schemes launched by Mayawati, India Today, 11 May 2012, http://indiatoday.intoday.in/story/akhilesh-yadav-scraps-27-schemes-launched-by-mayawati/1/188415.html

^{118.} UP Govt revives cash-for-girl scheme in education, Hindustan Times, 31 July 2012 http://www.hindustantimes.com/india/up-govt-revives-cash-for-girl-scheme-in-education/story-Ocq9rQPejNrQ6bG9EPppcK.html

^{119.} UP Govt revives cash-for-girl scheme in education, Hindustan Times, 31 July 2012 http://www.hindustantimes.com/india/up-govt-revives-cash-for-girl-scheme-in-education/story-Ocq9rQPejNrQ6bG9EPppcK.html



3.3 Construction Workers Balika Ashirwad Yojana (CWBAY)

The Building & Other Construction Workers Welfare Board, established by the Labour Department, Uttar Pradesh Government launched a scheme for promotion of girl children of building & other construction workers registered with the board.

i. Objectives of the scheme:

This scheme aims to develop positive thinking among people regarding birth of girl child and to promote legitimate system like adult marriage in order to make girls self dependent. Under this scheme a one-time assistance of Rs. 20,000 (Rs. twenty thousand only) is provided as fixed deposit on the birth of girl child subject to the fulfillment of all eligibility conditions by a construction worker. The beneficiary girl child would be entitled to receive the maturity benefits only on attaining 18 years of age and is payable through the Board. However, in order to be entitled to receive the maturity benefits of the fixed deposit she should remain unmarried till she attains 18 years. Else, she would become disentitled to the maturity benefits under the scheme.¹²⁰

ii. Eligibility conditions:

The conditions of eligibility under this scheme¹²¹ are:

- Either of the parents of the prospective beneficiary girl child should be a construction worker registered at least for a one year preceding the application and should have given the specified contributions to the UPBOCW Board;
- ii. Only one girl child is eligible for the benefits of the scheme. However, the second girl child is also eligible if there is no male child in the family;
- iii. A legally adopted girl child shall also be eligible and the benefits of the scheme shall be extended to her;

^{120.} http://upbocw.in/english/StaticPages/balika_ashirwad.aspx

^{121.} http://upbocw.in/pdf/schemes/balika_ashirwad.pdf



- iv. The date of birth of the girl should have been registered;
- v. In the event of unfortunate demise of the beneficiary girl child, the amount accrued in the fixed deposit in the name of the beneficiary shall revert back to the UPBOCW Board; and
- vi. The family of the beneficiary or the beneficiary should not be a beneficiary of any of the similar schemes either of the Government of India or of the Uttar Pradesh Government.

iii. Documents to be attached with the application

The following documents¹²² are required to be attached with the application:

- i. Attested photocopy of birth certificate of concerned girl child;
- ii. Certificate of Anganwadi center given by Anganwadi worker;
- iii. If daughter is adopted, then the concerned attested documents regarding her; and
- iv. Attested copy of family register.

iv. Coverage under the Construction Workers Balika Ashirwad Yojana

As per information available in its web page, the Uttar Pradesh Building & Other Construction Workers Welfare Board, disbursed a total of Rs. 1,53,20,2000 to girl children from 806 construction workers as of January 2014.¹²³

v. Assessment of the CWBAY

A. Positive aspects of the CWBAY Scheme

The positive aspects of the scheme are:

First, the Scheme targets the most marginalized section of the society i.e. the families of the building and other construction workers who are forced

^{122.} http://upbocw.in/english/StaticPages/balika_ashirwad.aspx

^{123.} http://upbocw.in/english/StaticPages/achievements.aspx



to work under conditions of unsafe environment, unstable employment, work without defined time limit, scarcity of definite and grateful means making their conditions weak and miserable. Providing them some kind of social security by way of grants or financial assistance including for retention of the girl child was a big leap by the Uttar Pradesh Government.

Second, the CWBAY scheme also allows parents of all castes and religions under the benefits of the scheme with only exception that either parents of the beneficiary girl child should be registered with the Uttar Pradesh Building & Other Construction Workers Welfare Board (UPBOCWWB) for at least 1 year preceding the application.

Third, the CWBAY scheme also ensures that the parents have registered the births of both the girl children, and enrolled to Anganwadi Centres.

B. Flaws in the structure of the scheme:

The shortcomings of the CWBAY Scheme are:

First, the Scheme covers only the building and construction workers registered with the UPOCW Welfare Board for at least one year preceding the date of application under the CWBAY scheme;

Second, under the CWBAY Scheme, up to two girl children are entitled to the benefits under the scheme but subject to the condition that they should not have any male sibling. In case there is a male issue in the family, only one girl child is eligible. Such restriction up to two girl children per family if not having male sibling and only one girl child if having male sibling is against the stated objective of the Scheme to develop positive thinking among people regarding birth of girl child and to promote legitimate system like adult marriage in order to make girls self dependent.

Third, one-time financial assistance of Rs 20,000/- by way of fixed deposit which matures only when the beneficiary girl child attain 18 years of age is too less an incentive to encourage even poor families to give birth to girl child



and prevent foeticide and infanticide. Furthermore, the parents do not get any immediate financial assistance upon the post birth of the beneficiary girl child.

Fourth, the provision that the amount accrued in the fixed deposit shall immediately revert back to the UPOCW Welfare Board in the unfortunate event of death of the beneficiary girl is too harsh on the bereaved family.

3.4 Marriage of Daughter for Construction Worker Scheme

The Building & Other Construction Workers Welfare Board, Uttar Pradesh Government also has a scheme by the name of "Marriage of daughter of construction worker scheme" which provides assistance to registered construction workers for marriage of their marriageable daughter. Under the scheme, the board gives a grant Rs. 51,000/-125 as financial assistance for marriage of daughters inside Uttar Pradesh and Rs.55,000/- outside of the State. The assistance is available to normally one daughter of the registered construction worker but if both the children are daughters then it could be extended for the marriage of both the daughters.

i. Eligibility conditions

The conditions of eligibility under this scheme¹²⁷ are:

- Either of the parents of the prospective beneficiary girl should be a construction worker registered at least for a three years preceding the application and should have given the specified contributions to the UPBOCW Board;
- ii. Only one girl is eligible for the benefits of the scheme. However, the second girl is also eligible if there is no male child in the family.

^{124.} http://upbocw.in/english/StaticPages/daughter_married_construction.aspx

^{125.} http://upbocw.in/pdf/schemes/daughter_married_construction.pdf

^{126.} http://upbocw.in/english/StaticPages/daughter_married_construction.aspx

^{127.} http://upbocw.in/pdf/schemes/daughter_married_construction.pdf



- iii. A legally adopted girl child shall be recognized also be eligible and the benefits of the scheme shall be extended to one adopted girl;
- iv. The family of the beneficiary or the beneficiary should not be a beneficiary of any of the similar schemes either of the Government of India or of the Uttar Pradesh Government.

ii. Documents to be attached with the application

The following documents¹²⁸ are required to be attached with the application:

- i. Identity card of the registered construction worker;
- ii. Attested photocopy of birth certificate of beneficiary girl;
- iii. Adoption Certificate, if the beneficiary girl has been adopted by the family of the registered construction worker;
- iv. Birth Certificates of the girl and her prospective groom to show both are respectively 18 years and 21 years;
- v. Certified copy of family register, School leaving certificate;
- vi. Family relations of the beneficiary registered construction worker;
- vii. Copy of Ration card or equivalent document show details of family members of beneficiary registered construction workers.

iii. Assessment of the Marriage of daughter of construction worker scheme

A. Positive aspects of the Scheme

First, like the CWBAY this scheme also targets the most marginalized section of the society i.e. the families of the building and other construction workers who are forced to work under conditions of unsafe environment, unstable employment, work without defined time limit, scarcity of definite and grateful means making their conditions weak and miserable. Providing them some kind of social security by way of grants or financial assistance

^{128.} http://upbocw.in/pdf/schemes/daughter_married_construction.pdf



including for marriage of their daughters is a big leap by the Uttar Pradesh Government.

Second, like the CWBAY this scheme also allows parents of all castes and religious groups to the benefits of the scheme with only exception that either parents of the beneficiary girl should be registered with the Uttar Pradesh Building & Other Construction Workers Welfare Board for at least 3 years preceding the application.

Third, the CWBAY scheme also ensures that the parents have registered the births of both the girls and the girls should not have married before attaining 18 years of age.

B. Flaws in the structure of the scheme

The marriage of daughter of construction worker Scheme has a number of limitations as highlighted below:

This Scheme covers only the building and construction workers registered with the UPOCW Welfare Board at least three years preceding the date of application under this scheme.

Under this Scheme, up to two girl children are entitled to the benefits of financial assistance for marriage but subject to the condition that they should not have any male sibling. In case there is a male issue in the family, only one girl is eligible for the financial assistance.

The one-time financial assistance of Rs. 51,000/¹²⁹ as financial assistance for marriage of daughters inside Uttar Pradesh and Rs.55,000/- outside of the State is too meager as an incentive.

The application and documentation procedure is cumbersome.

^{129.} http://upbocw.in/pdf/schemes/daughter_married_construction.pdf

Annex 1: Mahamaya Gareeb Balika Aashirwad Yojna (MGBAY)

बाल विकास सेवा एवं पुष्टाहार विभाग, उत्तर प्रदेश द्वारा गरीबी रेखा के नीचे जीवन—यापन करने वाले व्यक्तियों के लिए चलाई जा रही योजनाएँ

महामाया गरीब बालिका आशीर्वाद योजना

शासन की सर्वजन हिताय सर्वजन सुखाय की नीति को दृष्टिगत रखते हुए प्रदेश सरकार ने समाज में बालकों के सापेक्ष बालिकाओं के घटते अनुपात, भ्रूण हत्या रोकने एवं बालिकाओं को सम्मानजनक / आत्मिनिर्गर बनाने की दृष्टि से तथा बालिकाओं के जन्म के प्रति जनता में सकारात्मक सोच लाने एवं वयस्क–विवाह को प्रोत्साहित करने के उद्देश्य से महामाया गरीब बालिका आशीर्वाद योजना आरम्म की है। यह योजना 15 जनवरी, 2009 को एवं इसके उपरान्त जन्मी बालिकाओं को आक्साहित करेंगी।

महामाया गरीब बालिका आशीर्वाद योजना के अन्तर्गत बालिका के जन्म होने पर एकमुश्त धनराशि 18 वर्ष के लिए सावधि जमा(Fixed Deposit) की जायेगी। बालिका के 18 वर्ष की आयु तक अविवाहित रहने की रिश्वति में बालिका को उक्त जमा धनराशि की परिपक्व राशि का मुगतान किया जायेगा, जो 18 साल बाद परिपक्व होकर लगमग एक लाख रूपये हो जायेगी।

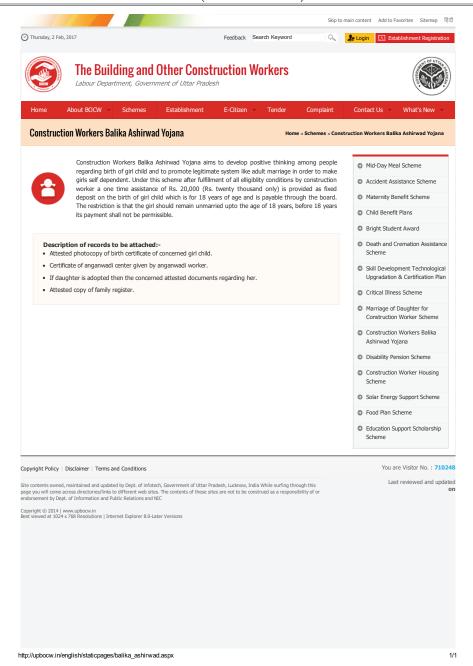
योजना के लामार्थी :

- महामाया गरीब बालिका आशीर्वाद योजना उत्तर प्रदेश के मूल निवासी एवं गरीबी रेखा के नीचे जीवन—यापन करने वाले (बीठपीठएलठ) परिवार में जन्मी ऐसी बालिकाओं के लिए हैं, जिनका जन्म 15 जनवरी, 2009 अथवा उसके उपरान्त हुआ है।
- 2. बी०पी०एल० परिवार में जन्मी पहली बालिका को योजना का लाम मिलेगा।
- 3. बीठपीठएलठ परिवार में जन्मी दूसरी बालिका को इस योजना का लाम उसी रिखित में मिलेगा जब दूसरी सत्तान भी बालिका हो अर्थात् इस योजना का लाम अधिकतम दो बालिकाओं तक सीमित है। किन्तु प्रथम अथवा द्वितीय प्रसव में एक से अधिक बालिकाएं जन्म लेती हैं तो ऐसी सभी बालिकाओं को इस योजना का लाम दिया जायेगा।
- 4. यदि पात्र परिवार ने अनाथ बालिका को कानूनन गोद लिया है तो उसे प्रथम बालिका मानते हुए योजना का लाम दिया जायेगा, यदि अन्य शर्ते पूर्ण हों।
- 5. बालिका के जन्म का पंजीकरण जन्म-मृत्य रजिस्टर पर होना है।

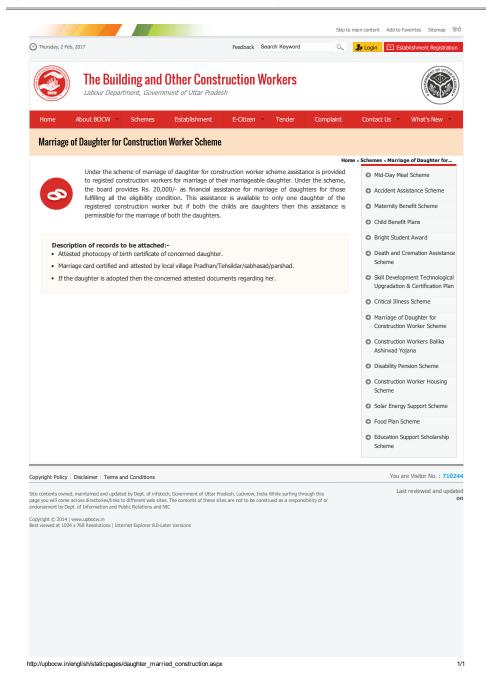
आवेदन करने की प्रक्रिया :

- महामाया गरीब बालिका आशीर्वाद योजना का लाम लेने के लिए समीप के आंगनबाड़ी केन्द्र से सम्पर्क कर निःशुल्क आवंदन पत्र प्राप्त करते हुए बी०पी०एल० कार्ड की प्रतिलिपि तथा जन्म-मृत्यु पंजिका के सम्बन्धित पृष्ठ की प्रमाणित नकल पूर्ण आवंदन पत्र के साथ सम्बन्धित आंगनबाड़ी केन्द्र पर जमा करना होगा।
- 2. घर के समीपरथ आंगनबाड़ी केन्द्र पर जन्म के एक वर्ष के अन्दर पंजीकरण कराना होगा।
- महामाया गरीब बालिका आशीर्वाद योजना का लाम पाने के लिए गाता-पिता/अिमावक द्वारा बालिका के जन्म के एक वर्ष के अन्दर आवेदन पत्र आंगनबाडी कार्यकर्त्री को प्रस्तुत करना होगा। आंगनबाडी कार्यकर्त्री द्वारा आवेदन पत्र भरने तथा अन्य वाष्ठित प्रमाण पत्र एकत्र करने में पूर्ण सहयोग प्रदान किया जायेगा।

Annex 2: Construction Workers Balika Ashirwad Yojana (CWBAY)



Annex 3: Marriage of Daughter for Construction Worker Scheme



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