The Transgender Persons (Protection Of Rights) Bill, 2016

RGICS

LEGISLATIVE BRIEF

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The Transgender Persons (Protection Of Rights)
Bill, 2016

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#### THE TRANSGENDER PERSONS (PROTECTION OF RIGHTS) BILL, 2016

Heading	THE RIGHTS OF TRANSGENDER PERSONS	TRANSGENDER PERSONS	STATE POLICY FOR TRANSGENDERS IN	Comments
	BILL, 2015 (Passed by Rajya Sabha, Pending in Lok Sabha)	(PROTECTION OF RIGHTS) BILL, 2016 (Introduced in Lok Sabha)	KERALA, 2015	
	'Transgender Person' means a person, whose gender does not match with the gender assigned to that person at birth and includes trans-men and trans-women (whether or not they have undergone sex reassignment surgery or hormone therapy or laser therapy etc.), gender-queers and a number of socio-cultural identities such as — kinnars, hijras, aravanis, jogtas etc.	Transgender person means a person who is neither wholly female nor wholly male; or a combination of female or male; or neither female nor male; and whose sense of gender does not match with the gender assigned to that person at the time of birth, and includes trans-men and trans-women, persons with intersex variations and gender-queers.	Based on the NALSA judgment, the policy document recognizes transgender members as economically and socially backward and gives them the right to self-identified gender as Male, Female or Transgender.	The term 'Transgender' under the Transgender Persons (Protection of Rights) Bill, 2016 describes them as someone who is not wholly male or female. This can be offensive for the community as it implies they are not a whole person or less than a person. Contradicts the right to self-determination of identity.  Also, the act uses the pronoun 'him' throughout the document which can also be offensive to the community. The Rights of Transgender Persons B 2015 also makes mention of memb who have already undergone surgery treatment and members with disti socio-cultural identities.  The Bill should be renamed Transgender and Intersex Perso (Protection of Rights) Bill, 2016 as entire first part of the definition 'Transgender' refers to Intersex peo and not Transgender. This also reflet that the Bill did not incorporate suggestions made by the NGO's.
Gender Identity	The members will have right to self perceived gender identity.  Self identified gender can be expressed through dress, words, action, behavior, or other forms.  No restriction on personal appearances or choice of dressing. Recognition of self identified gender and inclusion in all application forms.	The members will have right to self perceived gender identity.	Right to self-identified gender as Male, Female or Transgender.	Even though the members have the right to self perceived gender identity, the identity card would only list them as transgender and not Male or Female. This is counterproductive to the aim of the legislation. Further, the members of this community should be able to marry according to their post operative gender but, if the certificate and their identity cards only assign them the transgender status the Bills are silent on how the provisions of family law and criminal law would apply to this community. Thus, the community would have to wait for further legislations to get an understanding of their legal status and options for redressal.
Prohibition of Discriminatio n	The Bill provides for the constitutional provisions to be upheld and for the members to have all the rights available to any citizen in India. Further, the act provides for the members to be given reasonable accommodation by the Government.  The appropriate Government and	The act provides for Prohibition on discrimination on the grounds of denial, discontinuation or unfair treatment in relation to education, employment, healthcare, right to movement, right to	All members of the transgender community must enjoy the Right to Equality, Right to Freedom of Expression, Right to Dignity and Life without Violence and equal voice and participation in development.  The policy aims to ensure all	The provisions of the Transgender Persons (Protection of Rights) Bill, 2016 are ambiguous on various counts such as how the members of this community can seek legal aid or information regarding their rights. Also, being members of backward classes, they cannot afford legal redressal options and yet, no

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local authorities shall take all appropriate administrative and other measures to protect persons from being subjected to torture, or cruel, inhuman or degrading treatment or punishment.

Any police officer who receives a complaint of a trans crime must inform the aggrieved person of their right to apply for protection, particulars of nearest institute towards working trans rehabilitation and particulars of executive magistrate having jurisdiction. The government must also raise awareness about incidents of abuse, legal remedies, steps to avoid incidents, procedure for reporting incidents, and steps required for rescue, protection and rehabilitation of transgender persons who have been victims. Necessary amendments in IPC to cover the cases of sexual assault on Transgender Persons. Criminal and disciplinary action against delinquent police official in cases of violation of human rights.

reside, purchase or rent of property, opportunity to hold public or private office, in a Government or private establishment, in the custody a transgender may be in, enjoyment or use of any goods, accommodation, service, facility, benefit, privilege or opportunity dedicated to the use of the general public or customarily available to the public.

Government Departments and public authorities extend nondiscriminatory treatment to

Provide free legal aid to be provided to TG seeking redress against discrimination and violence.

Every Police station should amend forms to record and com- pile statistics of crime against TGs.

- TG h e l p l i n e (24x7) and crisis management centre - run by the Social Justice Department with the help of NGOs (working in the field of TGs) and CBOs.
- Action against p a r e n t s w h o desert or abuse t h e i r g e n d e r non-conforming children and against doctors who undertake any kinds of unethical conversion therapy.

provision for legal aid is made in the

Further, a study conducted by the National Institute of Epidemiology amongst 60,000 members across 17 states concluded that the perpetrators of violence against the Transgender community, in majority cases, are law enforcement officials and biological family. The Bill makes no provisions to prevent such abuse and further criminalizes begging and prostitution without providing alternate sources of employment. The NGO's fear that this provision could be exploited to unlawfully charge members of this community.1

No suggestion has been made to amend the provisions for rape or sexual assault under the Indian Penal Code.

#### Certificate of Transgender

Certificate that a person is a transgender person should be issued by a state level authority duly designated or constituted by respective the State/UT on the lines of Tamil Nadu Aravanis Welfare Board, on the recommendation of a District level Screening Committee headed by the Collector/District Magistrate and comprising District Social Welfare Officer, psychologist, psychiatrist, a social worker and two representatives of transgender community and such other person or official as the State Govt/UT Administration deems appropriate. The certificate issued should be acceptable to all authorities for indicating the gender on official documents like ration card, passport, birth certificate, aadhaar card, etc.

The members may apply to the District Magistrate for the issuance of a certificate of identity and their application shall be referred to the District Screening Committee consisting of the chief medical officer, District Social Welfare Officer, Psychologist Psychiatrist. representative transgender community, and an officer of the appropriate Government nominated by Government. The gender of the transgender will be recorded in all official documents and it will act as a proof of identity. The members are allowed to change their first names all documentation

Report of the Committee constituted by the Ministry of Social Justice and Empowerment on issues related to TGs recommends that a state level authority duly designated or constituted to issue certificates to TGs, certifying their Gender on the recommendation of a District level Screening Committee headed by the Collector/ Magistrate District comprising District Social Welfare Officer, psychologist, psychiatrist, a worker and two social the State

representatives of transgender community and such other person or official as Govt/UT Administration deems appropriate. These certificates issued, the report noted should By having only one member of the transgender community on the committee, as opposed to the two recommended in the Rights of Transgender Persons Bill, 2015Bill and four under the State Policy for Kerala, they will be not be adequately represented.

Further, the Bill relies on opinions of members of medical and psychiatric community for determining whether a person is transgender. This has been criticized by the NGO's for being contrary to the right to self determination and that endocrinologist, gynecologist or urologist would be more appropriate. They believe that the provisions will exclude many members and that there should a process for selfidentification through notarized legal affidavits. <sup>2</sup>For example, people who have had illegal surgeries prior to the Bill would not have medical

<sup>&#</sup>x27;Police harass transgenders most, says study', Times of India, April 17, 2016, Available at: http://timesofindia.indiatimes.com/city/chennai/Police-harass-transgenders-most-says-study/articleshow/51869919.cms Date of Access: 8.8.2016

<sup>&</sup>lt;sup>2</sup> Sampoorana Group, January 16, 2016, Available at: <a href="http://orinam.net/sampoorna-response-msje-trans-rights-Bill/">http://orinam.net/sampoorna-response-msje-trans-rights-Bill/</a> Date of Access: 9.8.2016

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		relating to identity.	be acceptable to all authorities for indicating the gender on official documents like ration card, passport, birth certificate, aadhaar card and so on.	certificates or records of the surgery. They would find it very difficult to prove their status as a transgender especially, since the definition does not mention members who have
Penalty	No penalty mentioned.	The Bill provides for punishment of not less than six months up to two years with fine for anyone who entices a transgender person to indulge in the act of begging, bonded labour, denies them right of passage to a public place, obstructs them from having access to a public place, forces them to leave house-hold, village or place of residence, harms, injures, endangers the life, safety, physical or mental well being or does acts causing physical, verbal, sexual, emotional or economic abuse.		already undergone surgery.  The provisions for penalty may be used to criminalize trans members and in the opinion of various NGO's the punishment of two years for crimes against the transgender members is very less.  There is no definition for discrimination or abuse in the Transgender Persons (Protection of Rights) Bill, 2016.  Transgender members would not come under the ambit of IPC provisions for sexual abuse as they only recognize crimes against women.
Education	Provides for reasonable accommodation, support for academic and social development, monitor participation, completion of education, and attainment of levels. Scholarships, free textbooks, fee waiver, hostels and other facilities at subsidized rates. Anti discriminatory cell, adult education programs continuing education programs.	The section education states that the educational institutes funded or recognized by the government shall provide inclusive education and opportunities for sports, recreation and leisure activities without discrimination. Further, the Bill provides that the Government must formulate welfare schemes to facilitate and support livelihood, including vocational training and self employment.	Educational institutions/Universities should issue a TG Policy to address issues of gender non-conforming students and TG students as well as establish an anti-discrimination cell to monitor any form of discrimination/harassment.  Educational institutions/Universities must include an option for transgender along with male and female in all forms.  Raise awareness of school students towards TG s s t a r t in g with their upper primary level.	The provisions for employment and education under the Transgender Persons (Protection of Rights) Bill, 2016 are very brief and have been clubbed with other sections even though they are one of the most important aspects of life for a transgender. Although, the transgender members would have access to most of the facilities mentioned in the Rights of Transgender Persons Bill, 2015 if they get reservation, the Bill in its current form does not make sufficient provisions to increase employment and education for these communities.
Employment	Formulate schemes to support employment, vocational training and self employment. institute mechanisms for provision of loans at concessional rates to Transgender Persons for self-employment ventures, and for marketing of their products. Right to interview, Establishment of Helpline for Career Guidance and Online Placement Support	The establishment must not discriminate against any transgender person in matters of employment, they must provide facilities as prescribed and if the establishment consists of more than hundred persons a complaint officer must be dedicated to uphold the provision of the act.	Covered under welfare schemes.	The provisions of the Transgender Persons (Protection of Rights) Bill, 2016 do not clearly outline the process which employers need to follow to provide a safe and supportive workplace for Transgenders . For example the role and appointment of a Complaint Officer is not detailed. The government should look at including clear guidelines like the Vishaka Guidelines to prevent sexual harassment at workplace.
Children	The appropriate Government and local authorities shall take all necessary measures to ensure that transgender children enjoy human rights on an equal basis with other children and also ensure that they	No special provisions for transgender children.	Action against parents who desert or abuse their gender non-conforming children and against doctors who undertake any kinds of unethical conversion therapy.	Even amongst the Transgender community special provisions must be made specifically to address the needs to transgender children as mentioned in the State Policy For Transgenders in Kerala.

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	have the right to freely express		A 1 4 CT 11 T 4	
	their views on all matters affecting them on equal basis with		Amendment of Juvenile Justice Act to include transgender	
	other children.		members.	
			Ensure that institutional staffs	
			of short- stay homes, orphanages, Adoption and	
			fostering ser- vices are	
			sensitive to the needs and	
			concerns of such children ad-	
			dressing the concerns of gender non-conforming children and	
			TGs.	
Welfare	The Bill mentions the welfare	Efforts must be taken by	Self-employment grants must	The provisions of the Transgender
	schemes and support system in	the government to secure	be made available to TG to	Persons (Protection of Rights) Bill,
	much more detail. It provides that the government has an obligation	full and effective participation, protect	initiate activities related to raising incomes as well as TG	2016 are very general in comparison to the provisions available under the
	to ensure that they have access to	rights and interests and	Interests	other Bills which make clear and
	a range of in-house, residential	formulate welfare		specific provisions for improving the
	and other community support services, including assistance	schemes and programs which are transgender	Workplaces / offices in public and private sector need to	living standards of the members.
	necessary to support living and	sensitive, non-	sensitize employers and	
	inclusion with community; and	stigmatizing and non-	employees on issues of TG.	
	making community services and	discriminatory for the		
	facilities for the general population available on an equal	rescue, protection and rehabilitation of	Anti-discrimination policies must be instituted and	
	basis.	transgender persons to	meaningfully implemented in	
		address the needs of	the processes of hiring,	
	Pension, Financial assistance to	members and their	retention, promotion and	
	the parents of Transgender children.	inclusion in society.	employee benefit schemes.	
	cindren.	The government must	Workplace sexual harassment	
	Facilities for Transgender	take appropriate measures	policies should be made TG	
	Children who have no families or have been abandoned, or are	to promote and protect	inclusive.	
	without shelter or livelihood;	the right of transgender persons to participate in	Equitable rights in public	
	access to safe drinking water and	cultural and recreational	decision making bodies that	
	appropriate and accessible	activities.	affect TGs	
	sanitation facilities especially in urban slums and rural areas.		Establish shelter homes in	
	urban siums and turar areas.		different parts of the state for	
	Safe and hygienic community		the exclusive use of TGs	
	centers with decent living conditions in terms of nutritious		according to the population of TGs in those areas.	
	food, sanitation, health care and		1 Os III tilose areas.	
	counseling.		Under housing schemes	
			including Indira Awaas Yojana	
	Government and local authorities shall, subject to fulfilment of		subsidy must be set aside to TGs for constructing houses.	
	financial and other norms, and		The assistance given for	
	availability of budgetary		housing of TGs can be a	
	allocation, grant financial		combination of grants,	
	assistance to non- governmental organizations.		subsidies, loans depending on the income of the beneficiary	
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	Shall consult the		Day care centers for elders	
	nongovernmental organizations. information campaigns and		should be repositioned to accommodate the interests of	
	sensitization programmes,		TGs.	
	campaigns shall aim at enabling			
	both state and civil society to		Establish capacity development	
	comprehend transgenderism as an integral part of the human		of counselors A n g a n w a d i workers, ICDS, ICPS, DCPOs	
	condition, to recognize the		and other frontline service	
	capabilities and contributions of		providers to be responsive to	
	transgender persons, and to		the needs of TG children.	

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Reservation	combat the stereotypes, prejudices and harmful practices which impede the participation of transgender persons on an equal basis.  Provide orientation and sensitization at the school, college, university and professional training level on the human condition of transgenderism and the rights of Transgender Persons; and Provide orientation and sensitization on transgenderism and rights of Transgender Persons to employers, administrators and coworkers.  Those Transgender Persons who by birth do not belong to Scheduled Caste or Scheduled Tribe may be declared as Backward Class and be entitled for reservation under the existing ceiling of OBC category.  Provided that those Transgender Persons who by birth belong to Scheduled Caste or Scheduled Tribe would be entitled for reservation under their respective categories as per the existing Rules.  Provided that Transgender Persons are not to be prevented from competing for seats which are not reserved for them.	No mention of reservation	Ensure that institutional staffs of short- stay homes, orphanages, Adoption and fostering ser- vices are sensitive to the needs and concerns of such children ad- dressing the concerns of gender non-conforming children and TGs.  Monthly Pension scheme for Destitute TGs.  Financial Assistance should be provided as monthly pension for destitute TGs and those above the age of 55.  Scheme on provision of food-BPL Ration cards under public distribution system should be given to the TGs to provide food at free/subsidized cost.  Based on NALSA judgment, they must grant legal recognition to persons' self-identified gender, as male/female/third gender; treat transgender persons as socially and educationally backward classes of citizens and extend reservations in public education and employment; providing separate HIV servosurveillance for transgender persons and appropriate health facilities, amongst others.	The Supreme Court judgment which legally recognized Transgender as the third gender also mentioned that they must be treated as socially and educationally backward classes of citizens and the government must extend reservations in public education and employment. The Transgender Persons (Protection of Rights) Bill, 2016 makes no mention such reservation. If this Bill if passed, in its current form, it would be contrary to the Supreme Court judgment.
Residence	Provides for the right to live in community with choices equal to others. And in case of family members not being able to take care of trans children, they must be taken by immediate family or within the community in a family setting.	Further, the Bill also provides for right of residence (to reside and not be excluded) under which they must not be separated from family except on a court order in their interest. In case the family members are unable to care for them, the competent court can order them to be placed in rehabilitation centre.		The provision under Transgender Persons (Protection of Rights) Bill, 2016 seeks to place the members in rehabilitation centers but, it makes no mention of what would constitute a rehabilitation centre. Further, in most cases members face abuse by their own family and they cannot be separated without a court order. This provision will curtail the ability of the NGO's to protect the minor transgender members from their own families. <sup>3</sup>
Board/ Council	No provision for a council. Only provision for a District level Screening Committee headed by the Collector/District Magistrate and comprising District Social	The core aims of the National Council shall be to advise the Central Government on the formulation of policies,	The functions of the district TG Justice Committee would be as follows:  Has the responsibility of	The Transgender Persons (Protection of Rights) Bill, 2016 provides for a National Council but, the community fears that the council will not adequately represent their needs as it

<sup>&</sup>lt;sup>3</sup> 'Police harass transgenders most, says study', Times of India, April 17, 2016, Available at:

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	Welfare Officer, psychologist, psychiatrist, a social worker and two representatives of transgender community and such other person or official as the State Govt/UT Administration deems appropriate.	monitor and evaluate the impact of policies, review and coordinate the activities of all the Departments of Government other Governmental and non-Governmental Organizations, and to perform such other functions as may be prescribed by the Central Government in relation to transgenders.	implementing and monitoring programmes for the social, economic, and political development of TGs.  Constitute a screening committee for the verification of the application for the issue of gender identity certificate. The screening committee should be a subcommittee of the district TG Justice Committee, chaired by the District Medical Office with the psychologist, psychiatrist, the CBO representative and the 4 representatives from the TG community as members.	mandates only one member from their community.
			Issue recommendations to the TG Justice Board for gender identity certificate based on the reports of the screening committee.	
			Set up and monitor TG Support and Crisis Intervention Centers (TSCIC), on the model of Rape and Crisis Intervention Centers. The centre should undertake counseling programmes, mental health services, sensitization programmes and crisis intervention, with the help of CBOs.	
			The centre should also function as an information centre and support centre for the TGs and the parents of gender nonconforming children. The centre should include qualified counselors and community counselor.	
Health	The appropriate Government and local authorities shall take necessary measures to provide transgender persons:  (a) Separate HIV Sero-survellance Centres since they face several sexual health issues;  (b) Sex reassignment surgery, free of cost;	The appropriate Government shall take the following measures in relation to the transgender persons, namely:  • A separate human immunodeficiency virus Serosurvellance Centres;	TG s should be included in the Rashtriya Swasthya Bhima Yojana and provided health insurance.  Self Help Groups or Societies of TGs should be able to avail the benefits under the Comprehensive Health Insurance Scheme (CHIS) also. Health insurance card should be issued to the TGs.	The Transgender community is prone to many sexual health issues and the Transgender Persons (Protection of Rights) Bill, 2016 seeks to provide barrier free access to medical services to the members of this community but, the provisions do not clearly outline the process which the members need to follow to access these facilities, for example the insurance scheme.
	(c) Barrier-free access in the hospitals and other healthcare institutions and centers.  To fulfill its obligation under this Section, the appropriate Governments shall make schemes and programmes with participation and involvement of Transgender Persons and	To provide for medical care facility including sex reassignment surgery and hormonal therapy;  Pre and post sex reassignment	A fund should be established for Sex Reassignment Surgery (SRS) in Government hospitals.  All Govt. hospitals should have policies on registration and admission of TGs, training and sensitization of health care	It has added provisions for pre and post surgery counseling and for the creation of a Health Manual with the aim of promoting research in the field of transgenders which had not been mentioned in the Right of Transgender Persons Bill, 2015 or The State Policy for Transgenders in

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	caregivers that inter alia makes provision for coverage of medical expenses and therapeutic intervention by a comprehensive insurance scheme for transgender persons.	surgery and hormonal therapy counselling;  Bring out a Health Manual related to sex reassignment surgery in accordance with the World Profession Association for Transgender Health guidelines;  Review of medical curriculum and research for doctors to address their specific health issues;  To facilitate access to the transgender persons in the hospitals and other healthcare institutions and centres;  Provision for coverage of medical expenses by a comprehensive insurance scheme for transgender persons.	providers about TGs and their health issues.  Directives should be issued by the Department of Health to all hospitals to provide health care facilities to them without any discrimination, so that they can access all hospitals without hesitation.  Proper counseling to TGs about options available in relation to gender transition and proper post-operative follow-up counseling and support, should be given. Separate HIV Serosurveillance Centers should be established to address several sexual health issues faced by TGs.	Kerala, 2015.  The State Policy for Transgenders in Kerala, 2015 does mention the Comprehensive Health Insurance Scheme (CHIS) and a Health insurance card for the members which would help in the practical implementation of the health benefits and reduce hesitation to seek medical help amongst the members.
Legal Standing	Overriding effect not in derogation of other laws.	The provisions of this Act or the rules made there under shall be in addition and not in derogation of any other legislation, rules, orders or instructions which provides any entitlement or benefit to Transgender Persons.	No Provision	The provisions of the Representation of the People Act, 1950 state that an "elector" in relation to a constituency means a person whose name is entered in the electoral roll of that constituency for the time being in force and who is not subject to any of the disqualifications mentioned in section 16 of the Representation of the People Act, 1950. These provisions do not disqualify Transgenders.
				Seats reserved for SC/ST's cannot be contested by other members of the party.
Miscellaneous	Include Transgender as a third gender in all application forms.	No Provision	Include Transgender as a third gender in all application forms.	Inclusion of Transgender as an option in all official forms is an important step towards inclusion and recognition of the community.

#### Suggestions:

The Transgender Persons (Protection of Rights) Bill, 2016 is a positive step towards recognizing the rights of the transgender community in India and including them as a part of society but, the Bill does not mention reservation or give the members the right to identify as Male or Female, even though the NALSA judgment mentions the need

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for the community to be treated as economically and socially backward and gives them the right to self-identified gender as Male, Female or Transgender. Thus, the legal standing of the Bill is in question and it would later lead to more litigation. This would also have implications on provisions of Family Law such as, their right to marry according to their post-surgery gender. Apart from amending the provisions of the current Bill, the transgender community can also benefit from legislative measures for inclusion taken by other countries such as:

- Gender Neutral Bathrooms: Various states in United States of America have policies regarding Restrooms
  and Gender Specific facilities. They concur that members of the transgender community must be allowed
  to use facilities of the gender they identify with. Further, transgender people are not required to "prove"
  they are transgender to use gender-segregated facilities, just as non-transgender individuals should be able
  to use a restroom or locker room appropriate to their gender identity without having to provide
  documentation or respond to invasive requests.
- Provisions for Family Law: The provisions of Family Law need to be tailored specifically for Transgender members to create legislation which specifies the conditions and procedure for marriage, adoption, divorce, succession, sexual relations, maintenance and property.
- Provisions under Indian Penal Code: The Indian Penal Code needs to be amended to make it gender neutral to include crimes against the transgender community.
- Public Education: Policies must be implemented to educate the public and sensitize them to the issue of
  Transgender members. Further, steps like creating a handbook or organizing compulsory conferences in
  educational institutes and places of employment, will help in making people aware of the consequences of
  discrimination against the members of the community and educate them regarding the appropriate way to
  address them.
- Right to Privacy: Provisions should be made to make information, regarding the sex-change operation
  undertaken by a transgender member, protected information. The members post surgery should be able to
  live with their new identity as either male or female without having to reveal information regarding the
  anatomy they were born with.
- Sports: There must clear provisions for the participation of Transgender and Intersex member in sport events and about representing India at an international or national level.
- Human Rights: The Transgender Persons (Protection of Rights) Bill, 2016 should include the Protection of Human Rights Act, 1993, as well as, the Universal Declaration of Human Rights [UDHR], 1948, of which India was not only a signatory, but also an active drafting member. Further, State Human Rights Commissions and the National Human Rights Commission [NHRC] should have a dedicated cell for documentation of Human Rights Violations.

<sup>&</sup>lt;sup>4</sup> Sampoorana Group, January 16, 2016, Available at: <a href="http://orinam.net/sampoorna-response-msje-trans-rights-Bill/">http://orinam.net/sampoorna-response-msje-trans-rights-Bill/</a>
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