



स्वास्थ्य एवं
परिवार कल्याण मंत्रालय
MINISTRY OF
HEALTH AND
FAMILY WELFARE

सत्यमेव जयते

MENSTRUAL HYGIENE POLICY FOR SCHOOL-GOING GIRLS





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पुण्य सलिला श्रीवास्तव, भा.प्र.से.
सचिव

PUNYA SALILA SRIVASTAVA, IAS
Secretary



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भारत सरकार
स्वास्थ्य एवं परिवार कल्याण विभाग
स्वास्थ्य एवं परिवार कल्याण मंत्रालय
Government of India
Department of Health and Family Welfare
Ministry of Health and Family Welfare



P R E F A C E

Education unlocks opportunity, and good health enables it, together building a foundation for a brighter future. Empowering school girls with the knowledge and resources to manage their menstrual hygiene is essential especially for enabling educational continuity.

The Menstrual Hygiene Policy was developed following consultations with various stakeholders and is a testament to the collaborative effort and the shared vision of addressing critical issues affecting the lives of young girls. By emphasizing better WASH (Water, Sanitation, and Hygiene) facilities, equitable access to menstrual hygiene products, and the integration of menstrual hygiene education into schools, this policy offers tangible solutions to longstanding challenges.

I urge all stakeholders to collaborate actively to ensure its successful implementation. Together, we can build a future where every school-going girl is empowered with the knowledge and resources needed to overcome challenges and achieve her full potential.

Punya Salila
(Punya Salila Srivastava)

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आराधना पटनायक, भा.प्र.से.

अपर सचिव एवं मिशन निदेशक (रा.स्वा.मि.)

Aradhana Patnaik, IAS

Additional Secretary & Mission Director (NHM)



FOREWORD

The National Health Mission (NHM) has been a cornerstone of public health in India, championing transformative changes and empowering communities through innovative and inclusive strategies. Recognizing the pivotal role of menstrual hygiene in the health and well-being of young girls, NHM has prioritized addressing this critical issue as a key component of its mission to foster equity and progress.

The Menstrual Hygiene Policy for School-Going Girls represents the culmination of dedicated efforts under NHM to bridge gaps through evidence-based planning, inter-ministerial collaboration, and inclusive action. It embodies a strategic vision to ensure that every school-going girl has the resources, knowledge, and support to manage menstruation with dignity and confidence.

Building on this strong foundation, the Menstrual Hygiene Policy for School-Going Girls is a testament to NHM's commitment to addressing key health and social challenges. This policy reflects a strategic approach, developed through collaborative efforts involving diverse stakeholders, to ensure access to low-cost menstrual hygiene products, eco-friendly disposal mechanisms, and gender-sensitive WASH facilities. It also emphasizes integrating menstrual health education into the school curriculum, reducing stigma, and fostering an enabling environment for young girls to thrive.

This policy is not just a document but a guiding framework that underscores the importance of coordinated efforts among Ministries, States, and UTs. By mainstreaming menstrual hygiene management within the school system, it empowers girls to overcome barriers and unlock their full potential. I extend my heartfelt gratitude to the dedicated teams across Health and education counterparts for their invaluable contributions to this initiative.

Together, let us strive for the successful implementation of this policy and create a future where every young individual can thrive with health, dignity, and confidence.

(Aradhana Patnaik)



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ACKNOWLEDGEMENT

The Menstrual Hygiene Policy for School-Going Girls marks a vital step in advancing the health, dignity, and well-being of adolescent girls across India. It addresses key challenges by ensuring access to low-cost menstrual hygiene products, eco-friendly disposal systems, and gender-sensitive WASH facilities in schools. The policy also integrates menstrual hygiene education into the curriculum and emphasizes sensitization and stakeholder accountability for smooth implementation.

I extend sincere gratitude to the Hon'ble Union Minister of Health and Family Welfare, the Secretary (Health and Family Welfare) and the Additional Secretary & Mission Director (NHM) for their visionary leadership. I deeply appreciate the continuous guidance provided by the Joint Secretary (RCH). I also acknowledge the efforts of my Adolescent Health team, the Assistant Commissioner and the consultants, for their commitment and dedication. Special thanks to the Ministry of Education and other line Ministries, States, UTs and stakeholders whose contributions shaped this policy.

With collective resolve, we will ensure effective implementation of this policy and improve the lives of school-going girls nationwide.

(Zoya Ali Rizvi)

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1

Introduction

School education in India, encompassing around 25.5 crore children in 14.89 lakh schools, has seen a significant rise in enrolment levels. Driven by initiatives like Beti Bachao Beti Padhao (BBBP) and the Right to Education Act, schools remain the epicentre of developmental trajectories in varied ways. In addition to imparting health education, addressing vital concerns such as menstrual hygiene can actively safeguard the health of girls during their formative years.

Menstruation is a crucial aspect of a growing girl's physical and emotional development. Although a natural biological process, it can be accompanied by confusion, fear, anxiety and embarrassment. Since many girls experience their first period at school, it is essential that schools provide the necessary knowledge and resources to help them manage their menstrual hygiene with confidence.

Engaging all the children in conversations around menstruation fosters empathy, breaks taboos and creates a community where menstruation is not a source of shame but a shared understanding. This change at the individual level, nurtured within schools, ultimately contributes to transforming how society views menstruation. By promoting awareness and understanding, schools can lead the way in breaking the age-old cycle of unscientific beliefs and practices perpetuated over long periods of time and through generations.

The National Health Policy (NHP) 2017 lays emphasis on investment and action in school health by incorporating health education as part of the curriculum, promoting hygiene and safe health practices within the school environs and by acting as a site of primary healthcare.

When schools offer a safe and stigma-free space, it helps improve school attendance of girls and enhance their overall well-being, self-esteem, social participation and academic performance.

The Government of India (GOI), under different ministries, is implementing various schemes to promote menstrual hygiene through states/UTs. The Jan Aushadhi Kendras under the Department of Pharmaceuticals provide subsidized biodegradable sanitary pads at ₹1 across the country. The Ministry of Health and Family Welfare (MoHFW) implements the Menstrual Hygiene Scheme (MHS) under the Rashtriya Kishor Swasthya Karyakram (RKSK) to promote menstrual hygiene among adolescent girls aged 10–19 years. The Ministry of Education (MoE) implements the Samagra Shiksha, under which state-specific projects are sanctioned to address menstrual health and hygiene, including installation of sanitary pad vending machines and incinerators.

MHM initiatives taken by the Government



Department of Pharmaceuticals: Subsidized biodegradable sanitary pads @ Rs. 1/- at Jan Aushadhi Kendras

Ministry of Health and Family Welfare: Menstrual hygiene promotion among adolescent girls under MHS

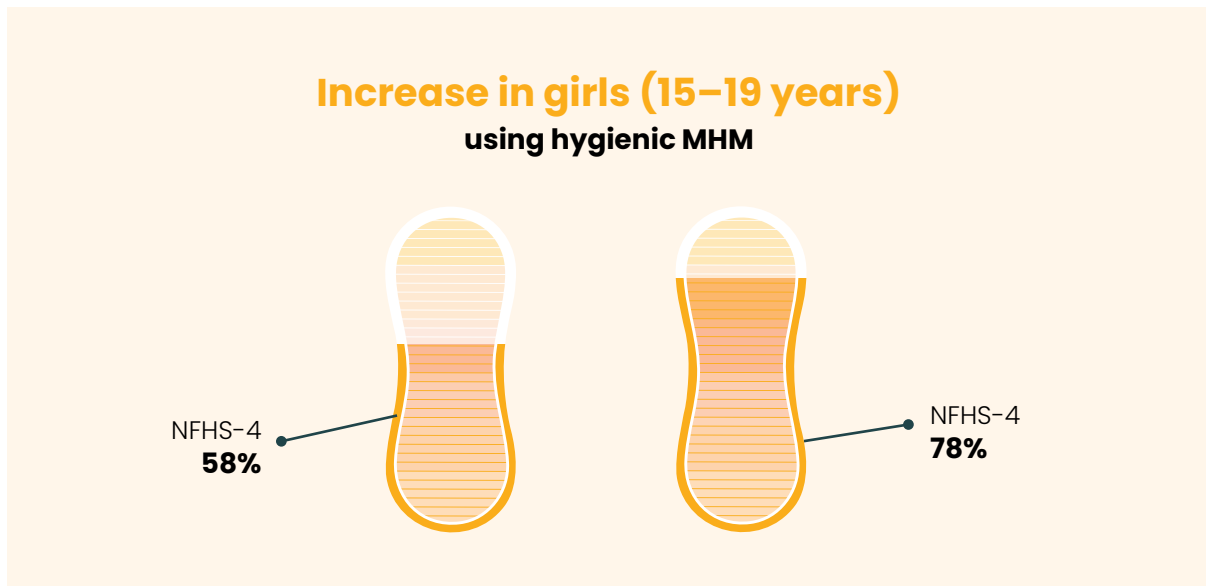


Ministry of Education: Sanitary pad vending machines and incinerators installation under “Samagra Shiksha”

States/UTs have also developed their own strategies to make menstrual hygiene products more accessible, either free or at low cost, along with appropriate menstrual waste disposal.

These concerted efforts have been reflected in the National Family Health Survey (NFHS) data, which shows substantial progress in menstrual hygiene management (MHM) across the country. The percentage of girls aged 15–19 years using hygienic methods during their menstrual cycles rose from 58 per cent in NFHS-4 to 78 per cent in NFHS-5. This improvement is largely due to increased awareness and accessibility of sanitary products, with 64.5 per cent of girls using sanitary napkins, 49.3 per cent using cloth and 15.2 per cent using locally prepared napkins. The data highlights a clear link between education and menstrual hygiene practices as women with 12 or more years

of schooling are twice as likely to use hygienic methods compared to those with no schooling .



This policy aims to mainstream menstrual hygiene within the school system of the government to bolster change in knowledge, attitudes and behaviours among schoolgirls, overcoming the barriers of low awareness that often restrict their freedom, mobility and participation in daily activities. To enable coverage, a needs assessment through appropriate levels of survey mechanisms can be undertaken by states/UTs, followed by gap filling, for girls in government and government-aided schools to have regular access to menstrual hygiene products. Additionally, the policy seeks to dissipate harmful social norms, promote safe menstrual hygiene practices and enable environment-friendly menstrual waste management.

1.1 Vision

All the girl students in government and government-aided schools have access to safe and low-cost menstrual hygiene products and gender-responsive sanitation facilities for MHM. The schools provide a supportive environment and foster an improved quality of life.

1.2 Objectives

- To make provision for access to safe and low-cost menstrual hygiene products for girls in government and government-aided schools, enabling timely and equitable distribution
- To promote environmentally safe disposal methods for menstrual waste in all government and government-aided schools
- To promote clean and gender-segregated sanitation facilities as per standards in all government and government-aided schools
- To incorporate menstrual hygiene education into the school curriculum and raise awareness and reduce stigma related to menstruation in all schools
- To promote social and behaviour change by disseminating scientific information about menstrual hygiene practices among all stakeholders, including teachers, parents and the community, to create a menstrual-friendly environment for all school-going girls.
- To develop and maintain robust coordination mechanisms and integrate various interventions at different levels, including the central government ministries/departments, states/UTs and relevant stakeholders, to enable effective implementation.

1.3 Target

The policy addresses the menstrual hygiene needs of the girls studying in government and government-aided schools.

2

Policy Components

2.1 Access to safe and low-cost menstrual hygiene products

The policy aims to improve the timely availability and accessibility of safe and low-cost menstrual hygiene products within all government and government-aided schools for girls. This includes promoting equitable distribution by making provisions for the required supply of menstrual hygiene products to support the continued education of girls.

Innovative measures and local best practices are to be adopted to address challenges related to the timely availability of these products and promote their usage.

2.2 Promotion of education and awareness on menstrual hygiene in all schools

The policy focuses on providing comprehensive scientific knowledge to all stakeholders, emphasizing that menstruation is a natural biological process. It advocates promoting effective MHM practices through interpersonal communication, behaviour change communication (BCC) and other contemporary methods, which are adapted to local cultural contexts to enable greater acceptance and understanding. Efforts should be made to impart education on menstrual hygiene and overall well-being through classroom sessions. The capacities of both teachers and students should be enhanced through comprehensive menstrual hygiene education.

2.3 Availability of menstrual hygiene products in schools

The policy advocates for streamlining mechanisms to provide for the continuous and timely availability of menstrual hygiene products in schools. For government and government-aided schools, states/UTs should assess and estimate the actual requirement of menstrual hygiene products to enable efficient use of resources. A robust supply chain system, supported by regular monitoring, should be developed to enable timely delivery of products to schools.

A robust supply chain system supported by regular monitoring should be developed to enable timely delivery of products to schools.

2.4 Distribution modalities in schools

States/UTs should develop appropriate streamlined distribution modalities to duly meet the menstrual hygiene product requirements of every girl child in need. States/UTs can adopt mechanisms as per local context, such as distribution through teachers, installation of sanitary napkin vending machines or through specified mechanism as deemed appropriate. Responsibility of monitoring product distribution shall lie with the government and government-aided schools themselves.

2.5 Promote quality standards

The policy supports the implementation of appropriate quality standards for menstrual hygiene products in government and government-aided schools to enable safety and efficacy. The policy also emphasizes that standards should be updated as necessary to align with evolving scientific knowledge and technological advancements.

2.6 MHM (MHM) through enhanced water, sanitation and hygiene (WASH) facilities in schools

The policy advocates for providing access to clean, gender-segregated toilets and adequate washing and disposal facilities in government and government-aided schools, ensuring that girls can manage their menstruation safely, hygienically and with dignity.

While such facilities already exist in schools across the country, the policy emphasizes the need to build on these efforts and to enable the facilities to be inclusive and accessible for students with disabilities. Additionally, collaboration with relevant departments and local authorities is crucial for improving the WASH infrastructure.

2.7 Comprehensive menstrual waste management in schools

The policy envisages that comprehensive guidelines for menstrual waste management should be made available, specifically tailored for all government and government-aided schools in line with the environmental safety standards. The policy underscores the importance of promoting sustainable and environment-friendly menstrual waste disposal practices in schools, such as the use of menstrual waste bins/receptacles, deep burial or other safe methods by establishing functional linkages with relevant departments and collaboration with local authorities to streamline menstrual waste management. All disposal mechanisms should comply with the appropriate standards laid down and the strengthened capacities of the school staff responsible for handling sanitation and menstrual waste.

2.8 Research and innovation

The policy encourages studies and research on knowledge, attitudes and practices related directly or indirectly to menstrual hygiene in government and government-aided schools. It further promotes research and development of cost-effective and sustainable menstrual hygiene products that cater to the needs of school-going girls in the best possible manner. States/UTs can conduct periodic assessment/surveys for situation analysis and take follow-up corrective measures for effective implementation.

2.9 Policy integration

The Uniform Menstrual Hygiene Policy operates under the aegis of NHP 2017 and on the principle of integration with existing policies and programmes such as the National Education Policy, National Guidelines for MHM, etc. Concerted efforts across sectors like health, education and sanitation will help to comprehensively address MHM in government and government-aided schools. Advocacy at all levels of governance is deemed essential for effectively integrating and sustaining menstrual hygiene policy within related programmes.

3

Current Programmes

The GOI has taken various measures to improve menstrual hygiene practices through the schemes/interventions of various ministries/departments.

The MoHFW introduced MHS in 2011 under RKSK to promote menstrual hygiene among rural adolescent girls aged 10–19 years. The scheme not only focuses on improving access to high-quality and low-cost sanitary napkins, but also on their safe disposal, while enhancing menstrual hygiene awareness through audio, video and reading materials.

The School Health and Wellness Programme launched jointly by the MoHFW and MoE in 2020, includes a component on awareness generation on MHM through weekly interactive classroom sessions taken up by trained teachers (Health and Wellness Ambassadors) in schools.

Department of School Education and Literacy, MoE, implements an integrated scheme, namely Samagra Shiksha, under which state-specific projects are sanctioned to address menstrual health and hygiene, including installation of sanitary pad vending machines and incinerators.

The Ministry of Women and Child Development (MoWCD) implements the Scheme for Adolescent Girls (SAG), which focuses on improving health and nutritional status and encouraging a return to formal schooling. Also, the BBBP component of Mission Shakti aims to raise awareness about menstrual hygiene and the use of sanitary napkins.

The Department of Drinking Water and Sanitation, Ministry of Jal Shakti, included MHM in the Swachh Bharat Mission–Grameen (SBM–G) initiatives in 2014, and along with MoE, launched the National Guidelines for MHM in 2015 with action plans. These guidelines provided a valuable blueprint for all the states to intensify work on MHM. Under SBM–G Phase II guidelines, states, districts and gram panchayats spread awareness about menstrual health management among young girls and women, supported by IEC funds.

Swachh Bharat Mission–Urban, under the Ministry of Housing and Urban Affairs, issued an advisory in 2018 to all the Urban Local Bodies (ULBs) regarding public

and community toilets, covering all aspects related to planning, implementation, operation and maintenance, and monitoring. This advisory included provisions for the availability of safe and hygienic facilities for the management of menstrual waste and mechanisms for the proper disposal of the sanitary napkins, among others. It also highlights user awareness to deepen knowledge of toilet facilities, change attitudes and practices and improve individual hygiene practices.

The Department of Pharmaceuticals, under the Ministry of Chemical and Fertilizers, implements the Pradhan Mantri Bharatiya Janausadhi Pariyojana (PMBJP), which is an important step towards ensuring the health security of women. Under the project, about 10,000 Jan Aushadhi Kendras have been set up across the country, where subsidized oxo-biodegradable pads named 'Suvidha' are available at only ₹1 per pad.

In September 2023, the Textiles Department of the Bureau of Indian Standards (BIS) published the product standards on menstrual hygiene, such as IS 5405:2019 for sanitary napkins and IS 17514:2021 for reusable sanitary pads, sanitary napkins and period panties. BIS also published general specifications for sanitary napkin vending machines. As per the first revision, vending machine must conform to IS 17454:2023.

In the recent past (2023-2024), under the Swachh Survekshan Grameen, MHM indicators were included in MHM awareness and menstrual waste management policies.

The Mission Shakti Scheme and Mission Vatsalya Scheme, both launched in 2022, highlight the hygiene needs of girls and women in custodial institutions.

4

Roles and Responsibilities of Stakeholders

The streamlining and integration of all components require a collaborative and multidimensional approach. This collaboration can leverage resources and expertise to ensure quality implementation of the policy. The integration of MHM into strategies, guidelines and standards of key government ministries, such as health, education, Jal Shakti, etc., along with stakeholders like state governments, development partners, civil society and academia, can help accelerate progress. Such efforts are also critical in handling MHM concerns of school-going girls and helping them transcend towards a brighter future.

4.1 Ministry of Health and Family Welfare (MoHFW)

- Facilitate the implementation of the MHS in states/UTs
- Disseminate the policy at all levels of implementation
- Coordinate with other ministries/departments to support implementation of the policy
- Allocate adequate resources for menstrual hygiene programmes based on proposals submitted by state/UTs
- Provide technical guidance to the states/UTs on MHM-related issues
- Conduct IEC/BCC activities using different channels to address myths and taboos, prepare school girls for menarche, and facilitate talk around menstruation and its management in the family and the community

4.2 Ministry of Education (MoE)

- Incorporate menstrual hygiene education into the school curriculum, provide accurate information and reduce stigma across all schools

- Enable access to menstrual hygiene facilities in schools, including gender-segregated toilets as per standards, provision of soap and clean water, washing and appropriate menstrual waste disposal management
- Train teachers and staff on menstrual hygiene education and support
- Reduce stigma surrounding menstruation by promoting awareness among students, teachers, principals, school staff and parents through regular IEC/BCC activities
- Enable timely availability of safe and low-cost menstrual hygiene products through a robust supply chain for equitable distribution of menstrual hygiene products in all government and government-aided schools
- Develop modalities for seamless distribution through teachers, installation of sanitary napkin vending machines or through specified mechanisms as deemed appropriate, along with proper disposal mechanisms within schools
- Allocate adequate resources for implementing menstrual hygiene interventions in government and government-aided schools
- Coordinate with all relevant ministries for effective implementation

4.3 Ministry of Women and Child Development (MoWCD)

Coordinate with other relevant ministries and promote community-based awareness programmes, focusing on menstrual health and engaging parents and community leaders to break the stigma associated with menstruation

4.4 Ministry of Jal Shakti (Department of Drinking Water and Sanitation)

- Enable access to clean and safe water for MHM
- Support efforts to improve sanitation infrastructure, including the availability of gender-segregated toilets and WASH facilities as per standards in government and government-aided schools
- Support initiatives to develop safe menstrual waste disposal and management systems in government and government-aided schools as per the latest guidelines
- Coordinate with other relevant ministries for effective implementation
- Update WASH guidelines to enable safe MHM

4.5 Ministry of Environment, Forest and Climate Change

- Promote the use of eco-friendly and biodegradable menstrual hygiene products to reduce environmental pollution
- Create awareness about the environmental impact of conventional menstrual hygiene products in government and government-aided schools
- Support initiatives that promote waste management and recycling related to menstrual products
- Communicate guidelines on the safe disposal of menstrual hygiene products across all states/UTs
- Promote research and innovation in sustainable menstrual waste management solutions to support eco-friendly practices in government and government-aided schools

4.6 Pollution Control Boards

- Develop comprehensive guidelines with respect to the specifications of menstrual hygiene products, types of menstrual waste and their best disposal methods
- Provide guidance on standards for menstrual waste disposal in government and government-aided schools, ensuring minimization of environmental pollution

4.7 Ministry of Chemical and Fertilizers (Department of Pharmaceuticals)

- Working with States and UTs to support the availability of menstrual hygiene products at low-cost price for school-going girls through their current schemes
- Support research and development efforts to create innovative, sustainable and cost-effective menstrual products tailored to the needs of school-going girls
- Collaborating with other ministries to raise awareness about the importance of using safe menstrual hygiene products

4.8 Ministry of Consumer Affairs, Food and Public Distribution

- Support compliance with National standards for the quality and safety of menstrual hygiene products

- Encourage the development of eco-friendly and low-cost menstrual hygiene products
- Review and update the standards based on new research and product development
- Facilitate consumer education initiatives aimed at informing school-going girls and their families about safe menstrual products and their correct use

4.9 Ministries of Rural Development and Urban Development

Provide support on various aspects and issues related to menstrual hygiene, as appropriate, through active collaboration with relevant ministries

4.10 Departments of states/UTs

Many of the states have their menstrual hygiene initiatives anchored in the state NHM under the RKSK or as independent state interventions. The state/UTs will have the following responsibilities:

- Implement MHS by ensuring timely availability and distribution of safe and low-cost menstrual hygiene products to all government and government-aided schools
- Perform systemic efforts towards streamlined supply and distribution of menstrual hygiene products in government and government-aided schools as per the local context and requirements
- Foster coordination among relevant line departments for effective implementation
- Facilitate the development of IEC materials and digital content for effectively communicating and raising awareness among students and communities
- Allocate adequate resources for implementation of menstrual hygiene interventions in government and government-aided schools
- Sensitize schools on MHM issues
- Sensitize frontline workers on addressing menstrual hygiene concerns and related issues
- Strengthen capacity building initiatives on MHM for school teachers and staff, healthcare providers and frontline workers through relevant departments

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