BUDGET FOR CHILDREN

in India 2004-05 to 2008-09





RISING BUT NOT SHINING CHILDREN'S SHARE IN THE UNION BUDGET

An Analysis from a Child Rights Perspective 2004-05 to 2008-09

A study by



HAQ: Centre for Child Rights

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Foreword

A budget is an estimate of the resources that will be available during a specified financial year to be spent on a set of projects that give shape to the nation/state's long-term development plan. Through an annual budget, which breaks down into several sectoral and departmental budgets, the Government allocates money to achieve various social and economic goals such as education, health care, water and power supply, building roads, dams, etc. Thus the budget is the most important economic policy statement in any country, more so in a welfare state like India that still has miles to go in achieving a decent human development record.

Since the size of the allocation of funds determines, at first glance, the level of priority accorded to a programme, a budget is also the best reflection of how seriously the government takes its policies and their implementation. As a result, tracking the allocations in the annual financial statement, right from the printed numbers in the budget document to the expenditures detailed in the demands for grants, becomes an indispensable tool in monitoring if the government is keeping the promises made to the citizens. Children are bona fide citizens with full human rights but since they lack the all-important vote, they are neglected even in national budgets that are full of programmes that ostensibly benefit children.

It is to make the government walk its talk about children that in 2002, HAQ: Centre for Child Rights, a civil society organisation based in New Delhi, published a decadal analysis (1990-91 to 1999-2000) of the Union Budget from a child rights perspective. The next time-series analysis of the Union Budget as well as of the budgets of three states – Andhra Pradesh, Himachal Pradesh and Odisha--for a period of seven years from 2000-01 to 2006-07 was published in 2007.

The current study, third in the series, offers a review of the Union Budget as well as the budgets of six states - Andhra Pradesh, Assam, Himachal Pradesh, Odisha, Uttar Pradesh and West Bengal- for a five-year period of 2004-05 to 2008-09. We seek to make the analysis more exhaustive by including the latest actual expenditure figures that are usually available with a two-year lag. The objective, as before, is to evaluate the budget provisions made by the Government of India as well as the state governments towards ensuring the rights of children in the areas of survival, protection and development and

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examine how far the financial commitments have fallen short of fulfilling these rights. This time, we have also undertaken a special ear-to-the ground financial tracking analysis of Sarva Shiksha Abhiyan, the government's flagship programme in education and one of the largest of its kind in the world, which is contained in the second part of this report. By tracking the flow of funds from the Centre to the States and right down to the schools wherever possible and the way SSA is implemented on the ground, we have tried to assess how far SSA is designed to succeed in achieving its main goals and what are the obvious roadblocks in the way.

This project would not have come about without the support of the Ford Foundation. We particularly want to thank Bishnu Mohapatra at the Foundation who believes in our ideas and in us. The report has been written by the budget team of Paromita Shastri, Madhumita Purkayashtha and Indarilin Dkhar, while Paromita Shastri has edited the entire report as well as written the second section evaluating the SSA. HAQ takes full responsibility for all facts and figures. Reader reactions, including about any inadvertent mistakes, will be appreciated.

In disseminating the budget analysis, our purpose is to engage diverse stakeholders at the state and local levels, as well as all those involved in the process of preparing budgets in generating a wide discussion and debate. We hope it will serve as an effective tool for all child rights activists and organisations and help in holding governments accountable for the changing allocation and expenditure patterns in child-focused programmes. Write in to us at info@haqcrc.org.

Enakshi Ganguly Thukral

Bharti Ali

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Section I Budget for Children



A Small Budget for India's Children

"By the end of the next decade we will be the world's largest nation. We already are the world's largest multi-cultural, multi-religious, multi-ethnic, multi-linguistic democracy. The success of the Indian experiment in nation building and in the social and economic empowerment of a billion people is vital for the very future of mankind in the 21st century".

Manmohan Singh, India's Prime Minister

Nineteen per cent of the world's children live in India. At 450 million, they comprise 42 per cent of the country's total population. Although 17 years have passed since India ratified the UN Convention on the Rights of the Child (UNCRC) in 1992, promising to place child rights and programmes at the forefront of its development agenda, children in India are not any closer to attaining even the basic rights. Meanwhile, India has moved from being a poverty-stricken low-income country to one of the six emerging giants. The average Indian's per capita income has more than doubled from Rs 11,535 in 1990-91 to Rs 31,821 in 2008-09.

While India has the resources to send an unmanned spacecraft to the moon or hold the Commonwealth Games, expected to have cost around Rs 70,000 crore, it is unable to save children from starvation, hunger, diseases, and lack of education. Nationally, infant mortality rate remains a stubborn 55 out of thousand live births and around 70 in some states. The number of child workers increased from 11.28 million in 1991 to 12.67 million in 2001 and may have gone up further

along with the rise in enrolment. This curious state of affairs persists because children of all ages continue to drop out of school and into the labour force due to social violence, displacement, or fall in family economic status.

"State parties shall undertake such measures to the maximum extent of available resources and where needed the framework of international cooperation."

Article 4, UN Convention on the Rights of the Child

In international comparisons, India continues to rank poorly on several key indicators. India's children still suffer from malnutrition, inadequate health services, insufficient and unhealthy water and sanitation, and poor access to education. Even while we say that all children must have rights and while the government takes steps towards ensuring them through law, policy and programmes, without consistent adequate resource allocations and judicious spending, these promises continue to remain in the realm of rhetoric.

Success has to do with whether or not children figure in the election manifestoes of politicians and their parties; whether or not they at the heart of the budgeting process and are given a hearing; whether or not laws are based on the principle of the best interest of the child; whether or not the state has established a child-sensitive juvenile justice system; and whether or not we are moving towards a polity and society that is child-friendly. In other words, good governance means: Politics that put them first, Laws that protect them, and Budgets that provide for them.

Assefa Buquele in Governance and Child Well-being: Lessons from Africa

The rights-based approach recognises the needs of children more as their rights that must be fulfilled as a precondition for the realisation of their cognitive, emotional and physical potential. While budgets, both estimates and expenditures, may show an increase in quantitative terms, these have to be matched with the status of the children in the country to establish their real "value". ¹

Why Budget Analysis for Children

The budget is a government's most powerful social and economic policy instrument and plays a central role in the lives of each and every citizen. This is particularly true of a developing country like India. Not only are the resources for public budgets derived from citizens' expenditures and earnings but citizens, especially poor and low-income ones, are the primary beneficiaries of government programmes financed through the budget.

Technically, a budget is the document that includes the government's expenditure and revenue proposals. Economically and politically, it is the most important document mirroring its policy priorities and fiscal targets. It is also a legal document that is passed by the legislature and, like any law, needs the chief executive's assent. Thus budgets have an economic, political and technical basis.

¹ Enakshi Ganguly Thukral. Budget for Children in India. 2009. unpublished

Table 1.1: India and Its Children at a Glance	
Economic Indicators*	2008-09
GDP at factor cost at current prices Rs crore	5,228,650
Per capita Net National Product at constant prices Rs.	31,821
Social Indicators	
Population (million)*	1154
Population (0-18 years) (million)*	450
Birth Rate (per 1000)*	22.8
Death Rate (per 1000)*	7.4
Life Expectancy at Birth [^] (in years)	(for 2006-10)
(a) Male	65.8
(b) Female	68.1
Education: Literacy rate (in per cent)\$	
(a) Male	73
(b) Female	48
Registered doctor per thousand people (2004-05)*	6
Infant mortality rate (per thousand)#	55
Under-five mortality rate (per thousand)#	66
Maternal mortality rate (per lakh) (2004-06)*	254
Sex ratio (Females per 100 males)	927

^{*} Economic Survey 2009-10

Budgets are the clearest indicator of a government's priorities. But unlike a textbook budget, national or state budgets do not always allocate scarce resources for the best economic use. They are often a tightrope walk between various priorities and conflicting interests where the stronger lobbies ultimately win out.

Governments have the same problems when drawing up their budgets as households do. They often stretch their limited resources and make tough decisions when prioritising allocations and spending. Governments must be held accountable for spending and overspending. They should plan for unforeseen expenditure, which could result from disasters. natural or otherwise.

Child Budget Analysis, Training Manual, CBU-IDASA, January 2002

Children, by virtue of their status as a constituency that doesn't vote and therefore doesn't wield political clout, are a low priority area for governments. Even when they do look at children's needs, they tend to think overwhelmingly in terms of education. Yet, children are not a homogeneous group. Their needs and vulnerabilities are determined by their geographical and social location, age, gender, family status and environment. For example, nutrition and health inputs in the early childhood years are

critical for the child's growth, making such interventions critical. In the later years, education and enrolment & retention in schools become crucial, as does the issue of prevention of entry into the labour market.

Programmes for adolescent children need to target their educational, health and sexual needs as well as their transition into adulthood. Similarly, many groups require special attention and tailor-made interventions, such as children from disadvantaged communities such as tribal/indigenous groups, scheduled castes and tribes, children at risk such as street and working children, those who are being trafficked, physically or mentally challenged children and so on.

Governments are obligated to fulfilling the rights of children, as well as in playing regulatory and oversight roles to ensure non-state actors' compliance with child rights codes. In general, child rights impose three distinct obligations on governments to respect, protect and fulfill those rights. ²

Governments are obligated to fulfill the rights of children through the implementation of legislative, administrative, budgetary, judicial and other measures. A child budget analysis enables us to measure the extent to which government has

^{\$} Census 2001

 $^{^{\}wedge}$ Family Health Statistics 2009, Ministry of Health and Family Welfare. According to the Ministry's projection that by 2021 an Indian male will live 69.8 years as compared to what is at 63.8 in 2001 and women will live 72.3 years by 2021, compared to what is at 66.1 in 2001.

[&]quot;Education For All. Global Monitoring Report 2007 #Unicef, 2009

² Balakrishnan, Radhika, Diane Elson and Rajeev Patel. Rethinking Macro Economic Strategies from a Human Rights Perspective (Why MES with Human Rights II). US Human Rights Network. Page 6 and Mekonen, Yehualashet. Approach to the Measurement of Government Performance in Realising Child Rights and Wellbeing. The African Child Policy Forum. 2008. Page 1

'fulfilled' rights of children through financial commitment. Governments cannot justify poor or low allocation to children on the excuse of either lack of resources or macroeconomic policy framework.

HAQ: Centre for Child Rights pioneered child budget analysis in India with a decadal (nineties) analysis of Union Budgets that came out in 2002. It chose to call it a 'Budget for Children' (BfC) analysis as a child budget analysis implies the participation of children and their own budget, while Budget for Children analysis does away with the unintended suggestion.

Most groups who undertake budget monitoring concentrate on budgets for realisation of Economic, Cultural and Social Rights (ESCR). But HAQ monitors Civil and Political Rights as well. Unless children are recognized as citizens, have a right to participate in decisions that concern them and have the right to justice, they cannot access or exercise their economic, cultural and social rights.

Commitments to Children in Law and Policy

Since any budgetary allocation by a government is a reflection of its financial commitments to resource and implement, via programmes and schemes, the promises made by it in law, policy and plan to its citizens, a budget for children analysis must assess how far these promises are matched by resources and implementation. In other words, is the government walking its talk on children? The Constitutional guarantees are implemented through 46 special and local laws that have a bearing on children's rights, 32 provisions dealing with crimes against children, punishments and procedures as contained in the Indian Penal Code, the Criminal Procedure Code and the Indian Evidence Act, several central and state rules and judicial precedence set through case law, 8 policies and plans, and over 80 programmes and schemes..

International Commitments

- Universal Children's Day, 1957
- UN Declaration on the Rights of the Child, 1959
- International Year of the Child, 1979
- UN Convention on the Rights of the Child, 1989
- World Conference on Education for All, 1990
- SAARC Decade of the Girl Child 1991-2000
- The Global Conference on Water and Sanitation, 1990
- Ratification of the UN Convention on the Rights of the Child, 1992

National Commitments

Constitutional Provisions

Article 21A: Right to free and compulsory elementary education for all children in the 6-14 year age group

Article 24: Right to be protected from any hazardous employment till the age of 14 years

Article 39(e): Right to be protected from being abused and forced by economic necessity to enter occupations un-

suited to their age or strength.

Article 39(f): Right to equal opportunities and facilities to develop in a healthy manner and in conditions of free-

dom and dignity and guaranteed protection of childhood and youth against exploitation and against

moral and material abandonment.

Specific Targets for Women and Children in the Eleventh Plan, 2007-12

- Raise the sex ratio for age group 0-6 from 927 in 2001 to 935 by 2011-12 and to 950 by 2016-17.
- Ensure that at least 33 per cent of the direct and indirect beneficiaries of all government schemes are
- Women and girl children.
- Reduce IMR from 57 to 28 and MMR from 3.01 to 1 per 1000 live births.
- Reduce malnutrition among children of age group 0-3 to half its present level.
- Reduce anemia among women and girls by 50% by the end of 2011-12.
- Reduce dropout rate for primary and secondary schooling by 10% for both girls as well as boys.

Source: Eleventh Five-year Plan 2007-12, Volume II

Article 45: Right to early childhood care and education to all children till they complete the age of six years.

Besides, children also have rights as equal citizens of India, just as any other adult male or female:

- Right against discrimination (Article 14)
- Right to equality (Article 15)
- Right to personal liberty and due process of law (Article 21)
- Right to being protected from being trafficked and forced into bonded labour (Article 23)
- Right of minorities for protection of their interests (Article 29)
- Right of weaker sections of the people to be protected from social injustice and all forms of exploitation (Article 46)
- Right to nutrition and standard of living and improved public health (Article 47)

Special laws

1865	Indian Succession Act
1890	Guardians and Wards Act
1933	Children (Pledging of Labour) Act
1937	The Muslim Personal Law (Shariat) Application Act
1948	Factories Act (Amended in 1949, 1950 and 1954)
1951	The Plantation Labour Act
1952	The Mines Act
1954	The Special Marriages Act
1955	The Hindu Marriage Act
1956	Hindu Adoption and Maintenance Act
1956	Hindu Succession Act
1956	Immoral Traffic (Prevention) Act (amended in 1986)
1956	Probation of Offenders Act
1956	The Young Persons (Harmful Publications) Act
1956	Women's and Children's Institutions (Licensing) Act
1958	The Merchant Shipping Act
1960	Orphanages and Other Charitable Homes (Supervision and Control) Act
1961	The Maternity Benefits Act 1961 (amended in 2008)

1961	The Apprentices Act
1961	The Motor Transport Workers Act
1966	The Beedi and Cigar Workers (Conditions of Employment) Act
1969	Registration of Births and Deaths Act
1970	The Contract Labour Act
1971	The Medical Termination of Pregnancy Act, 1971 (amended through the The Medical Termination of Pregnancy (Amendment) Act, 2002)
1976	Bonded Labour System (Abolition) Act
1980	Inter State Migrant Workers' Act
1986	Child Labour (Prohibition and Regulation) Act
1987	The Mental Health Act
1987	Prevention of Illicit Traffic in Narcotic Drugs and Psychotropic Substances Act
1989	Schedule Caste and Schedule Tribes (Prevention of Atrocities) Act
1992	Infant Milk Substitutes, Feeding Bottles and Infant Foods (Regulation of Production, Supply and Distribution) Act (amended in 2003)
1992	The Rehabilitation Council of India Act
1994	Transplantation of Human Organ Act
1994	Pre-natal Diagnostic Techniques (Regulation and Prevention of Misuse) Act (amended in 2003 to become
-//-	Pre-conception and Pre-natal Diagnostic Techniques (Prohibition of Sex Selection) Act
1995	Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act
1999	The National Trust for Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities Act
2000	Juvenile Justice (Care and Protection of Children) Act, 2000 and amended in 2006
2000	Information Technology Act (amended in 2008 to include child pornography)
2005	Commission for the Protection of Child Rights Act
2005	The Protection of Women from Domestic Violence Act
2006	The Prohibition of Child Marriages Act, 2006
2009	The Right of Children to Free and Compulsory Education Act, 2009
/	
Local Lav	ws
1959	Bombay Prevention of Begging Act (Applicable in Delhi also)
1982	Karnataka Devadasi (Prohibition of Dedication) Act
1986	Andhra Pradesh Devadasi's (Prohibition of Dedication) Act
2003	Goa Children's Act
Policies	
1974	National Policy for Children (under revision)
1986	National Policy on Education
1986	National Policy on Child Labour
1993	National Nutrition Policy
2002	National Health Policy
2003	National Children's Charter

2005

National Plan of Action for Children

2007-12 Eleventh Five Year Plan

- India has the largest young population in the world; one-third of the population is below 18 years of age. 164 million of them are aged 0-6 years
- Only 35 per cent of the births are registered
- 26 million children are born in India every year, constituting 20 per cent of the world's infants, of whom 1.2 million die within four weeks of being born, which is 30 per cent of the global neo-natal deaths
- Over 57 children die before their first birthday and one out of every 14 children die before reaching the age of five vears
- 2.5 million children die in India every year, accounting for one in five deaths in the world, with girls being 50 per cent more likely to die
- Three in four children in India are anemic and one in three are stunted.
- About 35 per cent of the low weight babies live in India
- Every third malnourished child in the world is in India. 150 million children are at risk of becoming malnourished
- About 35 per cent of the people living with disabilities in India are children and young adults in the 0-19 age group
- There are only 927 girls to 1,000 boys 0-6 years, showing the terrible impact of sex selection in India over the last decade-and-a-half. About 35 percent of the districts registered child sex ratios below the national average of 927 females per 1000 males3
- 164 million children in India are in the 0-6 year age group, of whom about 60 million are in the age group 3-6 years. Only 4 million children in this age group are covered by pre-schooling initiatives either under the ICDS or private initiatives, excluding about 26 million children from any intervention.
- Of every 100 children who enrol in school, 70 per cent drop out before they reach secondary school
- Of every 100 children who drop out of school, 66 are girls
- The 'Education For All' (EFA) monitoring report, released by UNESCO on 6 November 2003, cautioned that India is "at risk of not achieving the Millennium Development Goal of universalisation of education by 2015." Poor infrastructure, inaccessibility of schools, teacher absenteeism, low quality of teaching, corporal punishment, cultural barriers, etc. are some of the factors responsible for pushing children out of school
- India is home to the largest number of child labourers; they number 12.59 million according to the 2001 census. It would be many more if all the out of school children were accounted for
- India has the largest number of sexually abused children. More subtle forms of violence against children such as child marriage, economic exploitation, practices like the 'Devadasi' tradition of dedicating young girls to gods, genital mutilation, etc. are justified on grounds of culture and tradition. Physical and psychological punishment is rampant in the name of disciplining children and is culturally accepted
- Most child protection concerns remain under-documented and, in the absence of systematic and reliable data, impact planning and intervention. There is no figure available for most categories of children in need of care and protection
- According to NACO, there were an estimated 0.55 lakh HIV infected 0-14 year old children in India in 2003. UNAIDS, however, puts this figure at 0.16 million children
- Forced evictions, displacement due to development projects, war and conflict, communal riots, natural disasters, all of these take their own toll on children
- Children in most sections of Indian society are traditionally and conventionally not consulted about matters and decisions affecting their lives. In the State's dealings with children, child participation is a relatively newer programming area and therefore, recently acknowledged as an area of intervention. However, very little has been done to ensure children's right to be heard in either administrative or judicial processes

Source: Still Out of Focus, Status of India's Children, 2008, HAQ: Centre for Child Rights

Does over two-fifths of the population of India get enough attention from the government? From 120 programmes and schemes for children operational through 13 ministries in the nineties, the Government of India, through nine ministries, now operates around 80 schemes directly or indirectly targeted at children. Many old schemes have been replaced by or merged with new schemes, while a few have been wound up. The nine ministries are:

- 1. Ministry of Women and Child Development
- 2. Ministry of Health and Family Welfare
- 3. Ministry of Human Resource Development
- 4. Ministry of Labour and Employment
- 5. Ministry of Social Justice and Empowerment
- 6. Ministry of Youth Affairs and Sports
- 7. Ministry of Tribal Affairs
- 8. Ministry of Minority Affairs
- 9. Ministry of Home Affairs

Any honest effort to gauge the condition of the child in India and realisation of their rights is caught in the confusion over the many conflicting ways a child is defined in various legal provisions. The UNCRC define child as any person who is less than 18 years old. The Indian Penal Code 1860 define children in some cases as less than 7 years old, in some cases less than 12 years old and in some cases less than 16 years old. The Child Labour (Prohibition & Regulation) act, 1986 defines children as less than 14 years old and the Constitution in article 21A and article 24 also define children as less than 18 years old. In the Census data again, it is not easy to get child population for 0-6 years or for 0-18 years, as the age boundaries for general population data are 0-4, 5-9, 10-14 and 15-19.

Table 1.2: State of Child Labour in India							
Year	No. of inspections carried out	No. of violations detected	Prosecutions launched	Convictions	Acquittals		
1997-98	288,150	25,909	19,496	6,073	157		
1998-99	222,856	11,263	6,469	4,125	725		
1999-2000	242,269	7,598	3,972	1,333	356		
2000-01	189,842	10,537	2,398	1,036	343		
2001-02	449,042	16,604	9,201	1,799	606		
2002-03	372,504	28,850	5,660	1,717	2,229		
2003-04	346,212	26,411	9,221	4,013	642		
2004-05	242,223	16,632	2,609	1,385	447		
Total	235,3098	143,804	59,026	21,481	5,505		

Source: Detailed Demands for Grants, various departments, Assam state budgets, 2004-05 to 2008-09

Budgets neglect both social sector and children

Traditionally, India has had very low development expenditure compared to the needs of its population, especially since half of its people were living in extreme poverty when the country became independent and jobs were very difficult to come by. Given the severity of the country's development deficits, a much larger investment was needed in the social services, the outlay in which had been unfortunately stagnating for years. For instance, the share of social sector allocations in the Union Budget, only around 9.38 per cent in 2004-05, rose to over 12 per cent in the next year and steadily thereafter to 14.8 per cent in 2008-09.

When one in three Indians lives below the poverty line and 40 per cent of the world's hungry live in India, when 46 per cent of India's children and 55 per cent of its women are malnourished, does spending thousands of crores of rupees on a 12-day sports event build "national pride" or is it a matter of "national shame"?

The 2010 Commom Wealth Games: Whose Wealth? Whose Commons?

Housing and Land Rights Network, South Asia Regional Programme,

Habitat International Coalition, 2010

Also, most government schemes suffer from a hole-in-the-bucket syndrome, as several academic studies, Planning Commission and ministry monitoring reports, as well as government audit reports have reiterated. Many of them are plagued by poor design, low unit costs, weak institutions, and stubborn funds flow processes, and sparked off the famous comment by former Prime Minister Rajiv Gandhi that only 13 paisa out of a rupee spent on development schemes ever reach the public. As a result, change in development outcomes in India has been slow and often imperceptible.

The budgets of the United Progressive Alliance (UPA) government at the Centre from 2004-05 to 2008-09 had made some efforts to step up the country's public expenditure in development sectors but the global recession put paid to these moves. After a very significant rise in 2006-07 to 5.23 per cent, the share of children programmes in budget allocations actually slumped to 5.08 per cent in the next year and again to 4.63 per cent in 2008-09, HAQ studies have found.

Food grains rot in FCI godowns across India

http://www.zeenews.com/news643795.html

Updated on Tuesday, July 27, 2010, 16:20 Tags: **Foodgrain, Prices**

New Delhi: Heaps of food grains are rotting in Food Corporation of India (FCI) godowns across the country due to apathetic attitude of the authorities concerned, reveals a right to information (RTI) guery.

The finding shows that as on Jan 1 this year, 10,688 lakh tonnes of food grains were found damaged in FCI depots, enough to feed over six lakh people for over 10 years.

Between 1997 and 2007, 1.83 lakh tonnes of wheat, 6.33 lakh tonnes of rice, 2.20 lakh tonnes of paddy and 111 lakh tonnes of maize were damaged in different FCI godowns.

"The FCI godowns have enough space to store food grains properly. Yet the grains are rotting in open spaces on their premises while millions are starving. It's a national shame," said Dev Ashish Bhattacharya, who filed the RTI application on January 6, 2010.

The storing capacity of covered godowns of FCI is around 256.64 lakh tonnes and the total stored stock is around 218.35 lakh tonnes.

This being the overall status, the region-wise data across the country show startling facts that the stocks in FCI covered depots are less as compared to their storage capacities.

In northern region, the total capacity of FCI's covered godowns is 127.48 lakh tonnes, while only 111.22 lakh tonnes of food grains are stored in the region.

In southern region, the total capacity of the covered godowns is 57.39 lakh tonnes while the total stock comes up to 54.24 lakh tonnes.

In the eastern region, the total covered godowns are 23.99 lakh tonnes and the stocks held is just 17.10 lakh tonnes.

In the northeast, 4.48 lakh tonnes can be stored but the available grains are 3.50 lakh tonnes.

The western region statistics reveal that 43.30 lakh tonnes are the available total covered godowns capacity and the available stocks are just 32.29 lakh tonnes.

"FCI godowns have enough capacity to store large amounts of food grains. Why don't they stock the food grain and why there is a huge quantity of food grain damage? While lakhs of people are starving, the government should be squarely blamed for the mismanagement of foodstock," said Bhattacharya.

IANS

There are 37 million children below the age of three who are malnourished and underweight. NFHS-III found that almost 50 per cent of children under the age of five in India are moderately or severely malnourished. This means the health status of children in some part of India is worse than that in Sub-Saharan Africa.

When we have simply failed to fight against the malnutrition and hunger and thus ensure right to life, to what extent we can justify the holding of Commonwealth Games 2010? There is also evidence of gross violation of human rights in the construction sites for the CWG. According to a report ³ by PUDR, adequate housing was not provided for the workers, especially migrant workers who were brought to Delhi to work for the Commonwealth Games. Many were living in makeshift tents at the construction sites. Six to eight labourers shared 10/10 ft brick huts which did not have electricity, ventilation or space to cook. Worse, according to Outlook magazine, 2000 boys aged between 14 and 16 years were found working at the games sites "in gross violation of labour laws".⁴

In 2008, India was ranked 66th in terms of hunger by the Global Hunger Index⁵. India along with Yemen,

- 3 In the Name of National Pride (Blatant Violation of Workers' Rights at the Commonwealth Games construction site) Peoples Union for Democratic Rights, Delhi April 2009
- 4 Secret cost of Commonwealth Games revealed http://www.stuff.co.nz/sport/other-sports/3550010/Secret-cost-of-Commonwealth-Games-revealed
- 5 Global Hunger Index, The Challenge of Hunger 2008, International Food Policy Research Institute, Washington D.C., Dublin October 2008.



and Timor-Leste because of the highest prevalence of underweight children in the under-five group — more than 40 per cent⁶. Yet, in a remarkable irony, the government and the Supreme Court are currently fighting a silent battle on the latter's comment on failure of government policy to give food to poor. Grains amounting to over a billion tonnes have rot in Food Corporation of India godowns because of poor release of stocks even as thousands of children go hungry.

As subsequent chapters bring out, of late Public Private Partnership is sought after by the government in most social sector programmes. The private players, for whom it is an opportunity to expand their market and legitimise their profits in the guise of corporate social responsibility, are understandably happy. As a

government document says: "Public-Private-Partnership (PPP) provides an opportunity for private sector participation in financing, designing, construction and operation & maintenance of public sector programmes and projects. The time has come to forge a greater interface between the public and the private sector in a wide range of activities in the country." As a result, PPP is already provided for in schemes in elementary education (SSA), development (ICDS), several protection schemes, and even in distribution of supplementary nutrition for young children in ICDS and Midday Meal.

External Aid in Child Budgets

Another area of concern is the contribution of external aid to the government's budget investments in children. Such a dependence, especially to address the rights of our young citizens, amounts to abdication of state's ownership and responsibility. As explained in chapter 2, as much as 13 per cent of the allocation towards children's programmes in education, health and development during 2004-05 to 2008-09 came from external aid. In fact, almost a fifth of the health budget over this period was funded from external aid. Most of our flagship programmes—Integrated Child Development Services, Sarva Shiksha Abhiyan and Immunisation Programmes—depend heavily on external flows.

In fact, as table 1.3 shows, India's external debt is rising in dollar terms, although as a share of GDP, it has inched up only in recent years to fluctuate just under 20 per cent. This figure is quite high, even though the debt-service ratio remains under control. More important, the share of concessional debt, which means the cheap IFAD and IDA aid for social sector programmes (read, children's programmes), in total external debt is decreasing.

The evidence of this is found in development and health sector, where external aid has reduced over the years as private sector dependence has increased. It is also found in education, where it seems World Bank aid and the education cess paid by the common man are increasingly funding access to schools.

⁶ Ibid

⁷ Report of the PPP Sub-Group on Social Sector Public Private Partnership, Planning Commission, Government of India, November 2004

⁸ Protection sector does not get any external aid.

Table 1.3: Key External Debt Indicators (Per cent)							
Year	External Debt (US\$ million)	Debt Service Ratio	Ratio of Total External Debt to GDP	Ratio of Concessional Debt to total Debt			
2000-01	101,326	16.6	22.5	35.4			
2001-02	98,843	13.7	21.1	35.9			
2002-03	104,914	16.0ª	20.3	36.8			
2003-04	112,653	16.1 ^b	18.0	35.8			
2004-05	134,002	5.9°	18.1	30.7			
2005-06	139,114	10.1 ^d	16.7	28.4			
2006-07	172,360	4.7	17.5	23.0			
2007-08	224,407	4.8	18.1	19.7			
2008-09 PR	224,515	4.4	20.5	18.7			
2009-10 QE	26,454	5.5	18.9	16.8			

PR: Partially Revised; QE: Quick Estimates.

Budgeting for Children Now at Union Government

In the ten years that HAQ has been working on budgets and children, a sea change has come about in the government's perception of budget analysis for children. This change, though slow, has been visible in government documents such as the National Plan of Action, the Annual Reports of the Ministry of Women and Child Development (MWCD), and the Eleventh Five Year Plan document.

The MWCD has been undertaking Child Budget analysis on budget for children since 2003. In October 2005 the Ministry (then the Department of WCD) had announced, at a national meeting called for this purpose, that it would be undertaking child budget at the Centre as well as the states. The Eleventh Five Year Plan 2007-12, for the first time in the history of planning, had a section on Child Rights in the Chapter entitled Towards Women's Agency and Child Rights. It states that development of children is at the centre of the Eleventh Five Year Plan. The Plan made a paradigm shift in its approach to children by striving to create a protective environment, which would ensure every child's right to survival, par-

"We will score another 'first' this year. A statement on child related schemes is included in the budget documents and Honourable Members will be happy to note that the total expenditure on these schemes is Rs. 33,434 crore."

P.Chidambaram, Union Finance Minister, Budget Speech 2008-09

Recognising that children under 18 constitute a significant percentage of the Indian population, the Government is committed to their welfare and development. This statement reflects budget provisions of schemes that are meant substantially for the welfare of children. These provisions indicate educational outlays, provisions for the girl child, health, provisions for child protection, etc.

Expenditure Budget Vol I, Union Budget 2008-09

^a Works out to 12.4 per cent, with the exclusion of pre-payment of US\$ 3.4 billion.

^b Works out to 8.2 per cent, with the exclusion of pre-payment of US\$ 3.8 billion and redemption of Resurgent India Bonds (RIBs) of US\$ 5.5 billion.

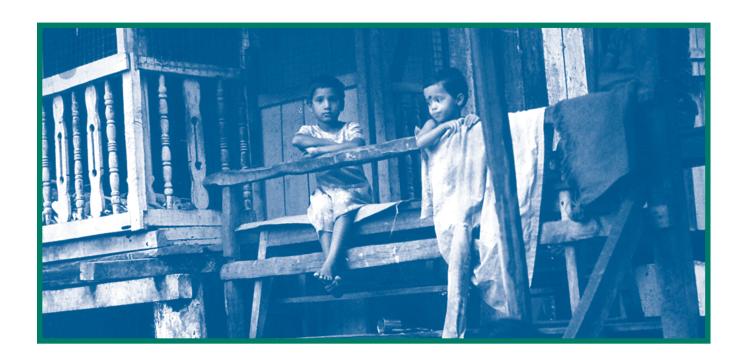
 $^{^{\}rm c}$ Works out to 5.7 per cent, with the exclusion of pre-payment of US\$ 381 million

d Works out to 6.3 per cent, with the exclusion of India Millennium Deposits (IMDs) repayments of US\$ 7.1 billion and pre-payment of US\$ 23.5 million.

ticipation, and development. It has also attempted to address the various challenges and problems that children confront as well as the need for a convergence between ministries and states that in the Eleventh Plan, every ministry/department will review its own policies, programmes, services, laws, budgets, and procedures to examine how it can incorporate and integrate better development and protection of children. Further, each sector will be advised to take up child budget analysis and publish reports on the progress of child indicators. It has for the first time also included a section of child budgeting, thereby recognizing and affirming the importance of budgets being an important mechanism for both monitoring and affirming the realisation of child rights.

However, despite the Government's stated commitment, this never found mention in the Finance Minister's speech or the Finance Bill that was presented, until February 2007 when in a pre-budget meeting of civil society groups, the attention of the Finance Minister was sought to the importance of child budgeting. The final affirmation came when the Finance Minister in 2008-09 announced in his Speech the introduction of a separate statement, Statement 22, on schemes for children in the Expenditure Budget (Volume 2). The statement has made a regular appearance since then.

Even though the government's estimate of allocations for children's programmes as per Statement 22 is smaller than the share of BfC estimated by HAQ: Centre for Child Rights, the Government's move has far-reaching implications. By forcing every ministry to look for and estimate the child-related component in its budget, the government is not only bringing about a child audit in its own wings but also making them accountable to the children of India. The hope is that over time, this will make the government much more conscious of its obligations to children and child rights.



Methodology & Overview of the BfC Analysis

Children form a large population and yet suffer from poor nutrition, inadequate health services, clean water, sanitation and basic education.

Budgetary programs, especially socio-economic expenditures, affect the well-being and life opportunities of the children directly. Yet, children do not form a powerful political lobby, and cannot advocate for themselves for more effective delivery of socio-economic services that meet their needs...

The lack of detailed assessment of what government is spending on children inhibits the effective improvement of basic living standards of the children.

Linda Biersteker and Shirley Robinson, Children and the Budget. IDASA Budget Information Service and Youth Development Trust, Cape Town, South Africa. 1997

The BfC study is an attempt to analyse the financial priorities of the Government of India with respect to its declared commitments for the children. It seeks to understand and question the extent to which promises made by the government have been translated into policies and programmes that protect children's rights, mainly through an analysis of the Union Budgets for a specific timeframe and other government and academic review documents.

It is important to remember that the Budget for Children (BfC) is not a separate budget. It is just an exercise to separate the allocations made for all programmes and schemes that benefit children across the country. Child budget analysis can be undertaken for all kinds of national, sectoral and departmental budgets.

Methodology of the study

Defining the Child

In keeping with the definition of the child under the UN Convention on Rights for Children (CRC) and the Juvenile Justice Act (Care and Protection of Children) Act, 2000, we have defined a child as a person aged 0-18 years and selected programmes catering to this age group. Indian legislation also makes 18 years the general age of majority in India.⁹

Timeframe of the Study

The study reviews the budget figures for five consecutive financial years, 2004-05 to 2008-09. These include the budget estimates, revised estimates and actual expenditure. However, actual expenditure has been taken into account only for the first three years, from 2004-05 to 2006-07. There are two reasons for this. First, actual estimates are available with a two-year lag. Secondly, due to the General and state elections, only a vote-on-account budget was announced in February 2009, leaving the full budget to be presented by the new government in July. Only the full budget for 2009-10 would have had the actual expenditure figures for 2007-08.

Rationale for the Study

By throwing light on how much the government allots and spends on programmes and schemes for children, a child budget analysis works as a tool to determine how significant children are for policymakers. National and international commitment for attainment of child rights can only be translated into action when programmes and schemes are equipped adequately with resources and utilised optimally. Budget analysis findings could go a long way towards providing people and the civil society with the ammunition we require to hold the government accountable for its action or inaction and exert pressure on it for course correction in current policies and bringing about improved policies and programmes.

The CRC defines the four basic rights of a child as the rights to Survival, Development, Protection and Participation. In consonance with the CRC, this study analyses the Budget from the angle of these four sectors – development, health, education and protection-- which are directly linked to the first three CRC rights. The Right to Participation is not covered by any programme.

Education Here, we have picked out elementary and secondary education from the Department of School Educa-

tion and Literacy, some schemes from the Higher Education Department and the Technical Education Department under the Ministry of Human Resource Development (MHRD). Educational schemes/

programmes run by other ministries are also included.

Development With special focus on Early Childhood Care and Development, it includes those schemes which don't fit

in other sectors but are meant for overall development of children.

Health This sector includes programmes and schemes related to the health care needs of children. Often it is

difficult to segregate financial allocation for children in schemes targeted to health both women and children. In such cases we have taken the total allocation of the scheme and preferred to err on the side of

caution.

⁹ Ministry for Women and Child Development. Definition of the Child. http://wcd.nic.in/crcpdf/CRC-2.PDF Viewed on 10 August 2009.

Protection

This sector contains programmes and schemes aimed at specially disadvantaged groups of children, including child workers, homeless or orphaned children, street children, trafficked children, children who are physically or mentally challenged, children coming up for adoption, and children in conflict with law.

Objectives of the Study

The goal of the study is to undertake a critical assessment and analysis of the state budget provisions vis-à-vis the status and needs of the children, from the perspective of their rights to education, health, development and protection. The objectives are:

- To critically analyse if the allocations for programmes and schemes aimed at children are able to meet the needs of children. That is, matching needs with allocation.
- To examine the trends in allocation and expenditure and thereby the implications for children's programmes and schemes. In other words, matching allocation with spending to evaluate if they are increasing or decreasing and if they are gaining or losing priority.
- To assess the utilisation of funds allocated for these programmes and thus evaluate utilisation versus allocation (needs vs spending) to see if children are getting their just share of the state's resources.

Budget Estimates, Revised Estimates and Actual Expenditure

In the Indian budgeting process, Budget Estimate, Revised Estimate and Actual Expenditure are key phases in the process of resource generation, allocation and spending. Since the BfC analysis involves government spending, we discuss below only the expenditure figures, both plan and non-plan, and not the revenues.

The main budget, which is prepared by the finance ministry, is a balanced total of various budgets and demands from all the ministries as well as representation from various lobbies, including the private corporate sector. The final **Budget Estimates** (BE) are prepared by the finance ministry on the basis of numbers sent in by each department under each ministry, which does its own assessment of the requirements for the ensuing year basing it on the actual numbers of the previous years, the trend of budget estimates and utilisation, and the revised numbers for the immediate past year. The finance ministry usually has the last word on the final budget estimates following its discussions with all departments and ministries, upon taking into account the revenues expected in a year. The Budget Estimates define the money the government is able or willing to commit in a particular year under various heads of expenditure. For the purpose of our study, we look at the budget estimates in relation to the various ministries and departments that implement programmes for children.

The Revised Estimates (RE) take into account any change in budget estimates for the year, such as additional or lowered allocations following any new or change in policy or programme. It is the most up-to-date version of the budget estimate of a fiscal year (April-March) at the time of preparing the next year's budget, the process of which starts in the last six months of the year. Thus, it is on the basis of both the Budget and the Revised Estimates for a fiscal year that the next fiscal's budget estimates are prepared. However, in the case of many programmes, the BE and RE may remain the same.

The **Actual Expenditure** (AE) figures are the final version of the budget estimates for any particular fiscal year. In other words, the actual on-the-ground spending for any programme (or all programmes) for that fiscal year which may be more or less than the initial budget estimate. However, these are available to the general public with a time lag of two years. This is why our budget analysis has actual estimates for only the first three years from 2004-05 to 2006-07.

The difference between Budget Estimates and the Actual Expenditure shows how much of the budget, more or less, has been spent in a given financial year. Overspending is rare in government-implemented schemes. On the contrary, underutilisation or underspending of the budget allocation is rampant among child-related programmes. Although the scope of the study does not cover reasons for such underspending, we discuss them whenever the reasons are easily known to us.

We have taken into account both Plan and Non-Plan Expenditure. Plan expenditure is the expenditure already planned out in the on-going five-year plan/s, which are subsequently divided into annual plans. Our study period covers a bit of both the Tenth and the Eleventh five-year plans. Plan expenditure is to be utilised within the time period set by the plan. If the schemes or programmes extend beyond that time period, then the future expenditure to be incurred on the project is called non-plan expenditure. This includes, for example, the maintenance expenditure needed to maintain an asset created by plan expenditure. Often, during austerity drives or due to inadequate allocation by either the Centre or state governments in relation to a scheme, the non-plan expenditure portion is axed or curtailed as these are typically considered to be inessential. This is one of the commonest reasons for waste of assets created by plan investments. For instance, hand pumps for water lying defunct all over the countryside could very well be because maintenance funds are not being sanctioned anymore.

The difference between Budget/Revised Estimates and the Actual Expenditure shows how much of the budget, more or less than planned, has been spent in a given financial year. This difference is a comment on not only the government's understanding, planning and assessment of the needs of its citizens but also on its implementation (in)efficiencies.

Research Design and Analysis

Following the same methodology for the past ten years, we began by identifying departments that run programmes that are directly concerned with children, such as the Ministry of Women and Child Development, as well as departments that run programmes having child-related components such as the Department of Health and Family Welfare. The identification was done by studying the expense heads in the Detailed Demands for Grants.

All the expenditure data have been taken from the **Detailed Demands for Grants** (DDG), which are available at the State as well as the Centre. Estimates for expenditure are presented to Parliament or the State Assembly as Demands for Grants. Generally, each ministry or department presents one list of **Demands for Grants**, and large ministries or departments may present more than one list. Each such list includes the total provisions required for a service, followed by the estimates for expenditure under different major heads of account. These demands are submitted along with the Annual Financial Statement¹⁰. **Detailed Demands for Grants** (DDG) are released after the presentation of the Budget to Parliament, ideally before the discussion on the Demands is to begin, but the printing of the document is delayed. As the name says, the **DDG** have further details of the provisions/schemes and the heads under which a demand (an allocation) will be spent as well as the actual expenditure in the past¹¹. For example, the DDG for 2008-09 have AE for 2006-07. This is why our budget analysis has actual estimates for only the first three years from 2004-05 to 2006-07.

¹⁰ The estimates of expenditure from the Consolidated Fund included in the Annual Financial Statement and required to be voted by the Lok Sabha are submitted in the form of Demands for Grants in pursuance of Article 113 of the Constitution.

¹¹ Each Demand normally includes the total provisions required for a service, that is, provisions on account of revenue expenditure, capital expenditure, grants to State and Union Territory Governments and also loans and advances relating to the service. With regard to Union Territories without Legislature, a separate Demand is presented for each Union Territory. Where the provision for a service is entirely for expenditure charged on the Consolidated Fund, for example, interest payments, a separate Appropriation, as distinct from a Demand, is presented for that expenditure and it is not required to be voted by Parliament. Where, however, expenditure on a service includes both 'voted' and 'charged' items of expenditure, the latter are also included in the Demand presented for that service but the 'voted' and 'charged' provisions are shown separately in that Demand.)

Analysis Structure

For preparing the final report, to begin with, the total allocation and expenditure for each individual schemes/programmes is calculated. In the second stage, these programme totals are added together to get the total for each of the four sectors and then, the total Budget for children (BFC) was calculated. The sector totals and the BfC were then compared with the total Union Budget.

In the third stage, the Need vs Allocation analysis was done by comparing the quantum and growth of allocations against the quantitative and qualitative status of the children in the state. At this stage, secondary data and analysis from different government and non-government reports and publications were used.

In the fourth stage, the analysis of Allocation vs Spending was made on the basis of the data on actual expenditure (AE) available from the DDG for the first three years and comparing them with the budget and revised expenditure figures to assess how well government money was being utilised for the children. This and the outlays vs. outcomes analysis are also based on the other financial documents of the government such as the audit reports, the performance budgets and the appropriation accounts.

Thus, the focus of analysis was identification of gaps at multiple levels:

- Between needs of the children to fulfill their rights and the commitments made by the state, both national and international;
- Between the commitments made by the state and the actual programmes/schemes under the various ministries and departments;
- Between the objectives of the programmes/schemes and the financial allocations towards them;
- Between the allocations and actual expenditures; and
- Between the outlays and the outcomes. 12

Ministries Implementing Schemes for Children

The Ministries from which programmes/schemes are taken for analysis (under the four sectors viz. Development, Health, Education, and Protection) are:

1. Development

- a) Ministry of Women and Child Development
- b) Ministry of Youth and Sports

2. Health

a) Ministry of Health and Family Welfare

3. Education

- a) Ministry of Human Resource and Development
 - Department of School Education and Literacy
 - Department of Higher Education

¹² The Government of India has begun the practice of presenting the outcome budget in addition to outlays since 2005-06.

- b) Ministry of Tribal Affairs
- c) Ministry of Social Justice and Empowerment

4. Protection

- a) Ministry of Women and Child Development
- b) Ministry of Labour and Employment

Sources of Data

- 1. Detailed Demand for Grants, 2004-05 to 2008-09
- 2. Expenditure Budget Volume 1 & 2
- 3. Budget in Brief
- 4. Annual Reports of the Ministries
- 5. Economic Survey of India
- 6. CAG Reports and Appropriation Accounts

Constraints and Limitations

The biggest constraint in analysing budgets, as all budget groups know, is data mismatch. It is important to tally data relating to a particular scheme/programme in various budget documents and sometimes, it may not tally due to printing or estimation errors.

Second, it is difficult to accurately calculate the share of external aid components in any scheme. The information is not explicitly available in the budget documents and the information available in other government document, annual report or in the website may not match with one another.

The third major problem is faced in disaggregating resources only for children, as many schemes, especially under the MWCD, are designed for both women and children. At the government level, curiously, women and children are taken as a composite being for policy purposes, an incongruity that often makes the Minister rue the prospect of being in charge of 72 per cent of the population with little money and less rank! However, inasmuch as such schemes intend to benefit the mother and child/ren together, these can be directed towards some specific child rights, such as the right to survival, and therefore merit full inclusion in the study. Also, a number of schemes do not specify the exact age of the people they are targeted at, thus pushing us to include the entire outlay even if only a part of it may be going to children. Since it is not possible to know for sure, we consider it preferable to err on the side of caution.

Rising but Not Shining

Share of Children in the Union Budget

Since HAQ: Centre for Child Rights started budget analysis in 1998, children's share in the Union Budget has remarkably improved. ¹³ Even though India signed the UNCRC in 1992, most of the increase in budget allocations has come about

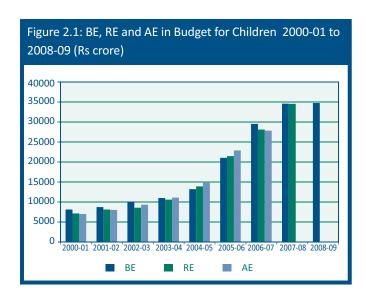
¹³ Children in the Union Budget 2001 and Budget for Children in India 2007, HAQ: Centre for Child Rights

in the 2000s. In our last study of budgets for the period of 2000-01 to 2006-07, the share of BfC in the Union Budget came to 3.10 per cent on average. Even though current decadal average (200-01 to 2008-09) for BfC share is just about 3.75 per cent, the second half of the decade shows promise. In fact, the current study for 2004-05 to 2008-09 finds the share at 4.45 per cent on average, a significant rise (see table 2.1).

As the charts below show, in the current decade, allocations for children have seen a remarkable rise of almost six times till 2008-09. In fact, the turning point came in 2005-06, when for the first time the share of BfC broke through the 4 per cent barrier. In fact, the share of

Of every Rs 100 allocated in the Union Budget during 2004-05 to 2008-09, on average only 4 rupees and 45 paisa went to children's programmes. The amount actually spent was even less -- 4 rupees and 12 paisa. In fact, children's share in the budget reached a peak of 5 rupees and 23 paisa in 2006-07 but dropped thereafter to 4.63 per cent in 2008-09. This was solely because of falling allocations in education and health.

the BfC almost doubled from only 2.76 per cent in 2004-05 to 5.23 per cent in 2006-07, but then dipped to 4.63 per cent in 2008-09, the final year of the study.



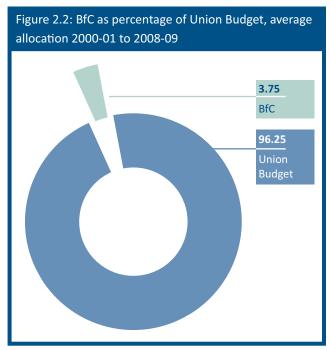
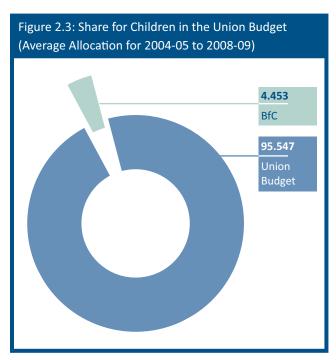


Table 2.1: Budget for Children as a Percentage of Union Budget								
	2004-05	2005-06	2006-07	2007-08	2008-09	Average		
Budget Estimates (BE)	2.76	4.09	5.23	5.08	4.63	4.45		
Revised Estimates (RE)	2.74	4.21	4.83	4.86	4.53	4.23		
Actual Expenditure (AE)*	2.96	4.51	4.77	NA	NA	4.12		

^{*} Actual expenditure figures come in the budget document with a lag of two years and wre unavailable for 2007-08 and 2008-09 during the study.



The fall in share was not because of lower allocation to children's schemes. In fact, over the period of study, the budget allocation rose a whopping 164 per cent from Rs 13,172.56 crore in 2004-05 to Rs 34,743.61 crore in 2008-09 (see table 2.2)—an average annual growth of 29.4 per cent. But in the last two years of the study period, budget allocation for children remained stagnant—it was Rs 34,579.08 crore in 2007-08 and only marginally higher in the next year—Rs 34,743.61 crore. During these years, however, the total Union Budget went up considerably, while the share of BfC fell.

Table 2.2:	Table 2.2: BE, RE and AE in Union Budget and Budget for Children								
	Union Budget Rs crore			o o	et for Children	(BfC)	BfC, BE as percentage to Union Budget	BfC, AE as percentage to Union Budget	
	BE	RE	AE	BE	RE	AE	, and the second	J	
2004-05	477,829.04	505,791.4	497,682.0	13,172.56	13,872.89	14,771.05	2.76	2.97	
2005-06	514,343.80	508,705.4	506,122.9	21,032.84	21,458.09	22,875.27	4.09	4.52	
2006-07	563,991.13	581,637.0	583,386.6	29,518.55	28,093.6	27,827.87	5.23	4.77	
2007-08	680,520.51	709,373.3	NA	34,579.08	34,537.52	NA	5.08	NA	
2008-09	750,883.53	NA	NA	34,743.61	NA	NA	4.63	NA	
Average	597,513.60	576,376.8	529,063.8	26,609.33	24,490.52	21,824.73	4.45	4.12	

Note: Average share of expenditure has been calculated for the years 2004-05 to 2006-07

The sharp decline in the share of the BfC was mainly brought about by a fall in the allocation for education between 2007-08 and 2008-09 (see table 2.4). The share of education allocations in the Union budget rose sharply from 1.64 per cent to 2.82 per cent between 2004-05 and 2006-07, remained stagnant at 3.51 per cent in 2007-08 and slumped to 2.88 per cent in the final year. The year 2007-08 was particularly bad because even the share of health and development dipped. While health's share went down from 0.84 per cent in 2006-07 to 0.71 per cent in 2007-08, that of development dipped from 0.83 per cent to 0.80 per cent.

The Union Budget, Social Services and Children

In a country where about a third of the population are still living at subsistence level, a large chunk of the Budget is used for Social Services which is the direct burden of the government. Since children's schemes form a part of the social services

expenditure, it is useful to look at the share of the BfC in the social services allocation. To arrive at the social sector allocation, we have taken the plan as well as the non-plan expenditure listed under this head in Volume 1 of the Expenditure Budget document for the years concerned.

Table 2.3: Allocation in Union Budget, Social Services and Budget for Children								
		Rs crore		Per cent	Per cent			
Year	Union Budget	Social Services Allocation (SSA)	BfC	SSA share in Union Budget	BfC share in SSA			
2004-05	477,829.04	44,825.94	13,172.56	9.38	29.39			
2005-06	514,343.80	63,403.6	21,032.84	12.33	33.17			
2006-07	563,991.13	74,483.66	29,518.55	13.21	39.63			
2007-08	680,520.51	93,271.35	34,579.08	13.71	37.07			
2008-09	750,883.53	111,163.1	34,743.61	14.80	31.25			
Average	597,513.602	77,429.53	26,609.33	12.96	34.37			

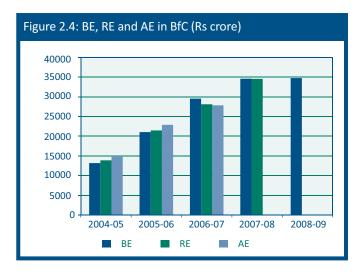
Source: Expenditure Budget , Vol I, various years

Table 2.2 shows how even as the budget allocation towards social services allocation has increased consistently, BfC has failed to keep up pace, especially towards the end of the study period. Physically though, the increase has been similar in both cases—while social services allocation increased by 148 per cent over five years, BfC increased by 163 per cent.

Yet, even as social services increased its share in the total Union Budget, from 9.38 per cent in 2004-05 to almost 15 per cent in 2008-09, giving an average of close to 13 per cent, children's share in social services allocation hovered around an average of 34 per cent, which is not much different from what it was to begin with—around 30 per cent in 2004-05. Children's share in SSA actually went up sharply from almost 30 per cent to over 39 per cent in the first three years, but it fell back to less than 35 per cent by the end of the study period, thus pulling down the average. All this time, allocation towards social services showed a decent increase, going up by 17.47 per cent in 2006-07, 25.72 per cent in the next year and 19.18 per cent even in 2008-09, the year when budget allocation for children remained stagnant.

Allocation and Spending in BfC

In India, the budget cycle goes through three stages: allocation based on the demands made by the different departments and ministries or the (Budget Estimates (BE), changes if any in the allocations later in the year or Revised Estimates (RE); and the final estimated spending of the allocated amount, or the Actual Expenditure (AE). There is a fourth stage, called Accounts, which is the audited final figure, but that doesn't concern our study.



The difference between these stages is a comment on the government's planning and capacity utilisation efficiencies at various levels. In fact, the lag between funds allocated and actual spending has always been a cause for concern at the budget level. This happens even in the case of the BfC.

In terms of actual spending, the share of the Budget for Children in the Union Budget that was spent came to 4.12 per cent on average during 2004-05 to 2006-07, compared to 4.45 per cent in terms of allocation for the full five-year period (see table 2.3). Interestingly, although the budget allocation for the BfC went up sharply from Rs 21,032.84 crore in 2005-06 to Rs 29,518.55 core in 2006-07, an increase of over 40 per cent, the rise in actual spending was less so—from Rs 22,875.27 crore to Rs 27,827.87 crore, reflecting an increase of 21.65 per cent only (see table 2.4).

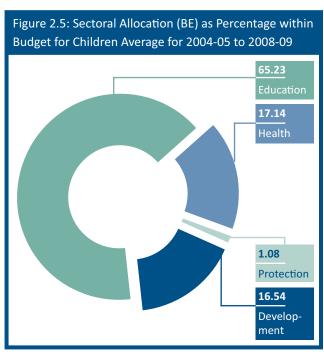
Table 2.4: Annual Rate of Change in BE, RE & AE in BfC								
Year	BE	RE	AE	BE	RE	AE		
	(Rs crore)	(Rs crore)	(Rs crore)	(Per cent)	(Per cent)	(Per cent)		
2004-05	13,17256	13,872.89	14,771.05					
2005-06	21,032.84	21,458.09	22,875.27	59.67	54.68	54.87		
2006-07	29,518.55	28,093.60	27,827.87	40.3	30.92	21.65		
2007-08	34,579.08	34,537.52	NA	17.14	22.94	NA		
2008-09	34,743.61	NA	NA	0.47	NA	NA		

Source: Detailed Demands for Grants, 2004-05 to 2008-09, Ministry of HRD, Ministry of SJ&E, Ministry of Labour, Ministry of Health and Family Welfare, and MWCD

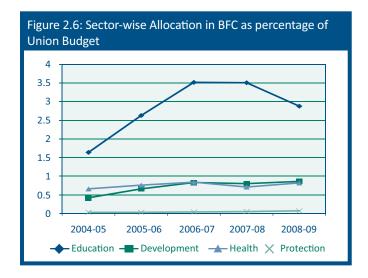
While budget allocations reflect the government's intent, actual spending denotes its ability to honour that intent. Nowhere is the gap between the two better reflected than in 2006-07—the record high share of 5.23 per cent in the Union Budget for allocations for children transforms to only 4.77 per cent when actual spending is concerned—clearly both Union Budget and BfC are guilty of underspending! The poor showing is also in sharp contrast to the government's performance in the previous two years—the share of the BfC spent was much higher then that allocated in both these years.

Skewed Towards Education Sector-wise Allocation in BfC

Even 63 years after independence, the government of India's perception that children need little else but education has not changed. This is best reflected in the average sectoral allocation within the Union Budget from 2004-05 to 2008-09 given in table 2.5 and Fig. 2.6. Education receives the highest share with an average of 2.9 per cent, followed by health and development at less than one per cent (0.76 per cent and 0.74 per cent respectively), while protection gets the least share—a barely-there 0.05 per cent. The BfC too, reflects a similar trend: education receives the highest share with an average allocation of 65.23 per cent, followed by health at 17.14 per cent, development at 16.54 per cent and children's protection



only 1.08 per cent (see Fig. 2.5). Interestingly, ICDS being the largest and costliest programme in the world has hardly had any impact on the share of the development sector in either the Union budget or BfC, though it seems to be changing of late.



Of every Rs 100 allocated from the Union budget, education gets two rupee and ninety paisa. That may seem small but is not, considering that health and development receive less than one rupee each, while protection, the step child always, gets only five paisa. In a country where most development indicators for children reflect poor achievement and slow progress, such poor shares is a reflection of the government's weak commitment towards child rights.

Table 2.5: Sector-wise Allocation in BFC as percentage of Union Budget (Per cent)					
Year	Education	Development	Health	Protection	BfC
2004-05	1.64	0.42	0.66	0.03	2.76
2005-06	2.63	0.66	0.76	0.03	4.09
2006-07	3.52	0.83	0.84	0.04	5.23
2007-08	3.51	0.80	0.71	0.05	5.08
2008-09	2.88	0.86	0.82	0.07	4.63
Average	2.90	0.74	0.76	0.05	4.45

Table 2.6: Rate of change in Sector-wise Allocations (BE) within BfC (Per cent)					
Year	BfC	Development	Health	Protection	Education
2005-06	59.67	68.30	25.22	8.54	72.28
2006-07	40.3	38.18	20.43	35.97	31.84
2007-08	17.14	16.73	2.48	53.91	20.29
2008-09	0.47	18.27	26.78	35.00	-9.47
Average	29.4	35.37	18.73	33.35	28.74

Instead, it is all about education. Table 2.6 and Fig. 2.5 show eloquently how education, by virtue of it having the lion's share of the Union and the children's budgets, influence their course over the years. In 2005-06, the increase in these budgets came about mainly due to sharply higher allocations in Sarva Shiksha Abhiyan and the Mid Day Meal (MDM) programme and in the ICDS—their budgets rose by over 72 per cent and 68 per cent respectively.

In fact, it is in this five-year period that the ICDS budget increased sharply, contributing to a rising share of development in the BfC. Allocation to the sector has also shown the highest rise in this period-- 35.37 per cent. Part of this is also because education, which has received large allocations, saw a drop in the final year by 9.47 per cent, which dragged down its

five-year average to 28.74 per cent. Excluding that year, education has grown by an average of 41.45 per cent, the highest among all sectors.

Although protection continues to enjoy the least share, allocations here have grown at an average of over 33 per cent, mainly because increased outlays of the new its outlay has shown 2004-05 up to 35 per cent in 2008-09, mainly because of large allocations to two schemes in juvenile justice and child labour in the last two years of the study.

The fluctuating rate of change in budget outlays every year also points to the lack of consistency in planning and making allocations in the government. The fluctuation, rather drop, is all the more glaring in the last two years. Whatever the reason, the neglected allocations are not justified considering that child-related indicators continue to be poor in India.

Despite a lion's share in the BfC, education allocations are still far off 6 per cent of the GDP (gross domestic product), a share even Prime Minister Manmohan Singh considers ideal. The Parliamentary committee on HRD in its 221st report has said the states will not be able to meet their share for Right of Children to Free and Compulsory Education (RTE) Act, 2009 that came into force in April. The implementation of Sarva Shiksha Abhiyan (SSA), an on-going scheme that aims at universalisation of elementary education, has been affected due to the inability of states to provide the required funds for the scheme, it said. "Their (states') financial constraints with regard to SSA could increase manifold in view of requirement of enormous funds for implementation of the Right To Education Act," the committee, headed by Oscar Fernandes, said in its report.¹⁴

The committee also felt that the non-availability of teachers is a major challenge for implementation of RTE. It suggested undertaking recruitment of teachers on a mission mode to meet the shortfall of 5.1 lakh teachers. As the government has started implementing a new Rashtriya Madhyamik Shiksha Abhiyan scheme in secondary education with a funding pattern of 50-50 in the forthcoming Twelfth Plan (2012–17), the committee expressed apprehensions over its implementation.¹⁵

Underspending in BfC

Across the four sectors within BfC, underutilisation of resources, measured by the gap between budgeted/revised and actual estimates, stands at an average of 2.75 per cent during the period of study (see table 2.7). This hides the 5.5-6 per cent overspending in development and education, as well as the considerable underspending in two sectors—10.59 per cent in health and 12.76 per cent in protection. In fact, protection has seen underspending in all the three years, with the maximum of 23.46 per cent in 2006-07.

Table 2.7: Average Sectoral (Under) Spending in BfC 2004-05 to 2006-07 (Per cent)					
Sector	AE-BE	RE-BE	AE-RE		
Development	5.56	-4.33	10.33		
Health	-10.59	-10.51	0.09		
Education	6.09	3.50	2.50		
Protection	-12.76	-12.00	0.86		
BfC	2.75	-0.46	3.23		

The Parliamentary Standing Committee on Health and Family Welfare had this to say about the unspent balances in the case of majority of schemes during the first three years of the Tenth Plan: "The very fact that unspent balances continue to be available from year to year under any scheme can lead to only two conclusions. Either the projected allocation has not been based on a scientific assessment or failure of the implementing agencies in reaching the targeted beneficiaries. Both the situations need serious review/rethinking of implementation process of such schemes..." 16

¹⁴ http://www.schoolchoice.in/blog/?p=2279

¹⁵ http://www.business-standard.com/india/news/rte-funding-pattern-should-be-decided-by-ndc-par-panel/92495/ 27 April 2010

¹⁶ Eighth Report on Demands for Grants 2005-06 (Demand No.49) of the Ministry of Health and Family Welfare, presented to the Rajya Sabha on 28 April 2005 and Lok Sabha on 27 April 2005)

A similar view was expressed by the Parliamentary Standing Committee on human resources development in its 174th Report when it said the "Committee's attention has been drawn by a disturbing trend gradually taking roots along with the increase in allocation and utilisation of funds. The Committee is of the firm view that along with the projection for enhanced funds, the Department needs to take every precaution not to allow such a tendency of unspent balances which is against all the financial norms." ¹⁷

Despite India having the world's highest number of malnourished children, sexually abused children and child labour, it is indeed sad that protection and health receive the least allocation and also have the maximum underutilisation of scarce

Children eat mud even as food rots in FCI godowns

That India is a country of stark contrasts is best brought about by the government acknowledging that food worth nearly Rs 60,000 crore is destroyed every year due to poor and insufficient storage facilities, even as close to half of all young children in India, or a staggering 60 million, stay malnourished. As a result, some children grow up eating moist lumps of mud laced with silica, a raw material for glass and soap, as reported by The Hindustan Times of 5 April 2010. The government also spends about Rs 2.6 crore of taxpayer money to get rid of foodgrain that has rotted in its own godowns..

http://www.hindustantimes.com/photos-news/photo-story-news/Photos-India/Article4.aspx

resources (see table 2.6). The Comptroller and Auditor General has noted that "The deficit in primary infrastructure for health centres, coupled with the non-availability of health centres in rural areas, poses a serious challenge to the future course of the Mission (National Rural Health Mission) and the progress made under it..." (CAG Report No. 8 of 2009-10)

Table 2.8: Sector-wise Actual Expenditure (AE) in BfC as percentage of Union Budget					
Year	Education	Development	Health	Protection	BfC
2004-05	1.96	0.46	0.51	0.03	2.97
2005-06	2.86	0.75	0.88	0.03	4.52
2006-07	3.35	0.78	0.61	0.03	4.77
Average	2.76	0.67	0.66	0.03	4.13

The actual expenditure in BfC during the period was found to be an average of 4.13 per cent, when the budget allocated for the five year period is 4.45 per cent. As table 2.8 shows, the gap between allocation and actual spending is the highest in protection, as a result of which the share of protection in Union budget actually dips to 0.03 per cent compared to 0.5 per cent when measured in terms of allocation.

External Aid in BfC

The external aid component is present, as per the Detailed Demands for Grants, in health, education and development sectors but not protection. Protection does get foreign aid, but the main recipient of such funds, the Child Labour Elimination Programmes, receive them through direct partnership between the funding bodies and implementing agencies or state governments.

¹⁷ Department-related Parliamentary Standing Committee on Human Resource Development in its Hundred seventy - fourth Report On Demands for grants 2006-2007 (demand no. 56) of The Department of Secondary and Higher Education of the Ministry of Human resource Development presented to the Rajya Sabha on 22nd May, 2006 and laid on the table of Lok Sabha on 22nd may, 2006)

Table 2.9: External Aid Component in BfC					
			(Rs crore)		
Year	BE	RE	AE		
2004-05	3,311.91	4,373.50	4,479.40		
2005-06	4,286.21	3,663.93	3,788.75		
2006-07	3,354.04	2,676.27	2308.74		
2007-08	2,596.01	2.339.90	NA		
2008-09	3,688.33	NA	NA		

Source: DDG for Ministry of Human Resource Development, Ministry of Health and Family Welfare, and MWCD, 2004-05 to 2008-09

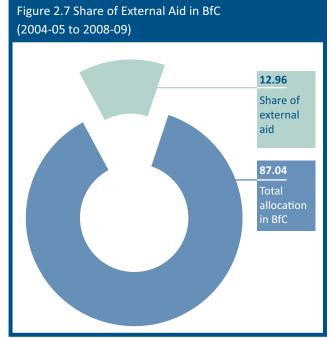


Table 2.10: External Aid as percentage share of allocation in BfC & sectors						
Year	Development	Education	Health	BfC		
2004-05	1.70	3.80	19.65	25.14		
2005-06	0.58	6.47	13.34	20.38		
2006-07	0.01	4.80	6.55	11.36		
2007-08	0.02	4.53	2.96	7.51		
2008-09	0.00	4.32	6.30	10.62		
Average	0.27	4.77	7.92	12.96		

As much as 12.96 per cent of the allocations for children, figure 2.7 and table 2.9 show, are still met through external financing, even though the dependence is decreasing partly because multilateral aid is now a much smaller component of external debt than before. Financial dependence on external sources was quite high up to the first half of this decade—it was 25.14 per cent in 2004-05 but declined to about 7.51 per cent in 2007-08, and rose again to 10.62 per cent in 2008-09.

Sector-wise, health programmes received the maximum external aid of 7.92 per cent in the five year period, while education and development sectors received an average of 4.77 per cent and 0.27 per cent respectively.

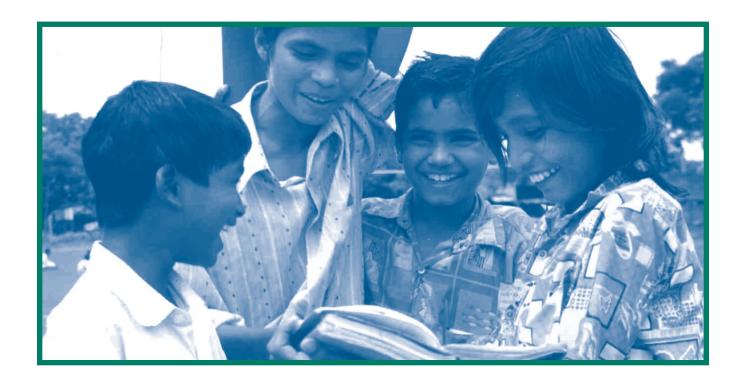
While countries must draw upon all available sources for funding development programmes, including external aid, India's social services sector in general and children's programmes in particular remain comparatively more exposed to the risks of external funds. Dependence on external resources lays countries open to sanctions and withdrawal of funds, and changes global priorities for funding, impacting availability of resources and thus delivery of programmes. The beneficiaries—in this case, the children—bear the brunt.

In fact, in health sector, increasing "corporatisation" has worked to reduce state responsibility and investment in basic services, forcing people to privately spend more on health and even education to some extent. The impact is also felt in the

"The budgets apportion very little for children and the miniscule amount of money earmarked is insufficient for this huge demographic group that comprises over 40 per cent of the population. The government is always telling those who push for an increase in child budgets to hold the line. But this line of control is not applicable to the other sectors like power, industry and infrastructure. We need to build mass sensitisation so that policy makers accord as much importance to child budgets... It is important that the Centre allocates sufficient budgets for children and set up tandards that the state governments can emulate. The state governments also need to have a broader mandate and vision for children and demand funds to fulfill them."

Syeda Hameed, Member, Planning Commission, at the International Colloquium on Children and Governance: Holding The State Accountable organised by HAQ: Centre For Child Rights, 20-22 July 2009

welfare sector, where in addition the buzzword is now public-private-partnership, especially in the handover of running of care institutions for children to private bodies, and in the nutrition sector where the former minister for women and child development was keen to junk cooked hot meals for children, first in the mid-day meal scheme and then the Anganwadis, in favour of pre-cooked packaged food such as biscuits. Fortunately, good sense prevailed.



Funds Galore in Education, Yet Results Poor

The story of India's educational achievements is one of mixed success. On the positive side, India has also made encouraging progress in raising enrolment in and access to schools in the current decade. It has also emerged as an important player in the worldwide information technology revolution on the back of an educated and computing-savvy workforce. On the downside, this leadership in the global services industry hides an extremely weak base in the educational pyramid. India is also home to 46 per cent of the world's illiterates, and a high proportion of the out-of-school children and young persons.

Education was a State subject in the original Indian Constitution. Under Article 42, an amendment added in 1976, education was transferred to the concurrent list enabling the Central government as well to bring out laws related to school education. In 1986, the Government of India brought out its landmark New Education Policy. The policy made primary education a national priority and envisaged an increase in resources committed – to at least 6 per cent of GDP. At the same time, several centrally sponsored schemes to improve primary education were launched.

The 93rd Amendment Act amended the Constitution to make primary education a fundamental right of every child between the age group of 6-14 years, automatically ensuring State provision of free and compulsory education to these children. This too was under the Directive Principles of State Policy in the Constitution and not obligatory on the part of the State.

Yet another provision in the Constitution that affects the role of the State in education is entry 20 of List III on "Economic and Social Planning", of which Education Planning is an integral part. The 73rd and 74th Amendments of the Constitu-

An independent nationwide sample survey conducted by SRI-IMRB in 2005 found 13.4 million children in the 6-14 year age group to be out of school (6.94 per cent).

In rural areas, 7.8 per cent of children are out of school against 4.34 per cent in urban areas.

Among social groups, 9.97 per cent of Muslim, 9.54 per cent of ST, 8.17 per cent of SC and 6.9 per cent of OBC children are out of school..

Bihar (23.6 per cent), UP (22.2 per cent), West Bengal (9 per cent), MP (8 per cent) and Rajasthan (5.9 per cent) have the highest number of out of school children.

Source: MHRD, Working Group Report for XIth Plan 2007

tion impart on the Panchayati Raj Institutions (PRIs) and Urban Local Bodies (ULBs) the status of Constitutional bodies of self-governance, and Primary education is one of the 29 subjects in the Eleventh Schedule of the Constitution which the state governments can transfer to these bodies.

In the mid 1990s, a series of District Primary Education Programmes (DPEP) were introduced in districts where female literacy rates were low. This pioneered new initiatives to bring out-of-school children into school, and were the first to decentralise planning for primary education and actively involve communities. The current flagship programme launched in 2001, Sarva Shiksha Abhiyan (literally, A Campaign for Education for All), has built the elementary education structure around this provision.

In August 2009, India passed the landmark Right of Children to Free and Compulsory Education Act after a long debate (the Bill was moved in 2005). Although the Act ignores children of 3-6 years age group, an extremely important age group for basic education, as well as children over 14 years' old, it is seen as a major victory for civil society in extracting from the State a legally enforceable commitment to free and compulsory education for a majority of children.

Apart from laying down a set of norms for government schools, the Act requires all private schools to reserve 25 per cent of seats to children from poor families. It also prohibits all unrecognised schools from running and allows no donation or capitation fees and no interview of the child or parent for admission.

If Education is a fundamental right,

- It should be free.
- It should allow Universal Access.
- It cannot be marketable and should operate with the principle of non-exclusion.
- Any Social, Economic, Political or Physical factor cannot prevent the child from getting an education (admission in school).

Does the RTE Act comply with these conditions? It says

- Every child above the age of 6 years has the right to participate in and complete fulltime elementary education.
- S/he has the right to be admitted to a school near residence and provided quality, free and compulsory education.
- If a child, due to physical disability, economic disadvantage, or nature of occupation of his/her parents, cannot be provided elementary education in a school, s/he has the right to be provided education in an appropriate alternative environment.
- An enrolled child, who is unable to participate in elementary education, has the right to be provided with suitable conditions to enable his/her participation. This is a provision to bring dropped out children at par with the other students.

No child shall be held back in any grade or expelled from a school until the completion of elementary education, except through an Order of the School Management Committee (SMC).

India is also a signatory to the UN Convention on the Rights of Children and the Millennium Development Goals (MDGs) to provide free and compulsory education of good quality and to achieve universal primary education by 2015 (Goal 2). With a declared net enrolment ratio (NER) of 96 per cent in 2008, compared to 75 per cent in 1990, India is inching closer to the goal, though retention rate even at the primary level remains woefully short at 75 per cent.

Times of India Will RTE address rising dropout rate?

Subodh Varma, TNN, Apr 3, 2010, 01 00am IST

NEW DELHI: Amid all the celebrations over the Right to Education (RTE) coming into effect from April 1, there is an elephant in the room that nobody is talking about. It's called dropout rate.

The spotlight till now has been on expanding the infrastructure, appointing teachers, ensuring that schools are at welkable distances, and so on. All this is undoubtedly needed. But the biggest problem facing the schooling system is that over 50% of children who join up in Class I drop out by Class VII. It is not about children who never attended school — those are a separate and fast diminishing category.

Total enrolment in primary classes (Class I to V) was 134.4 million in 2008-09, the latest year for which complete data is made available in the District Information System for Education (DISE) flash statistics, collected by the National University for Educational Planning and Administration (NUEPA). In Classes VI to VIII, the total enrolment had dramatically dropped to 53.4 million.

In fact, earlier data from 2006-07 containing class-wise enrolment shows that with each successive class, students quit in large numbers. By Class V, every third kid has dropped out and by Class VIII every second student is no longer attending school.

The Right to Education Act covers children in the 6 to 14 years age group — precisely for these classes in school. So, the dropouts need to be the biggest focus of the implementation mechanism being set up.

There is no definitive number of dropouts in the government records. Last year, the joint review mission (JRM) of the Sarva Shiksha Abhiyan, the government's flagship programme for universalization of elementary education, questioned the veracity of the government's estimate of 2.8 million out of school children in its report. It revealed that small independent studies in Orissa and Varanasi had shown that actual number of out-of-school children were six to eight times the government's estimates from the same households.

Out-of-school children include both, those who drop out and those who never attended. According to the JRM report, nearly 2.7 million children drop out of school every year.

Thus, the number of out-of-school children, in violation of the law for compulsory education, would be many times this number.

Calculation based on net enrolment ratios reported by JRM reveals a much more dire picture. The net enrolment ratio for Classes VI to VIII was reported by the JRM as 54%, that is, just 54% of all children in the age group 11-14 years were actually enrolled.

This means that approximately 44 million children in this age group do not go to school. For Classes I to V, net enrolment ratio of 97% was reported, leaving out nearly 4 million children.

Source: http://timesofindia.indiatimes.com/articleshow/5755842.cms

Main findings of ASER 2009

- In 2009, 96 per cent of children in the age group 6 to 14 in rural India were enrolled in school.
- Fewer girls in the age group 11-14 years were out of school.
- In 2009 as in 2008, well over 50 per cent of five-year olds enrolled in school.
- Learning levels have been improving in Std 1. Overall, the share of children in Std 1 who can recognise letters or more has increased from 65.1 per cent in 2008 to 68.8 per cent in 2009. Similarly there is an increase in number recognition, with the share of children recognising numbers or more increasing from 65.3 per cent in 2008 to 69.3 per cent in 2009.
- The all-India figure for the percentage of all rural children in Std 5 reading Std 2 level text saw a decline from 56.2 per cent in 2008 to 52.8 per cent in 2009. This means that well over 40 per cent of all rural children in Std 5 are at least three grade levels behind.
- In reading, for government school children in Std 5 in Tamil Nadu there is an 8 percentage point increase over 2008 levels. Karnataka and Punjab also show improvements over the last year. There is hardly any change in other states in reading as compared to 2008.
- In math, for children in Std 5, the ability to do division problems has hardly improved. However, seven states show increases of 5 to 8 percentage points. These states are Himachal Pradesh, Punjab, Assam, West Bengal, Orissa, Andhra Pradesh and Karnataka.
- Nationally, between 2007 and 2009, the percentage of children taking paid tuition increased for every class, in both government and private schools. Only Kerala and Karnataka show a small but consistent decline in the incidence of tuition across government-school children in most classes.
- There is an increase in the number of usable toilets and improvement in availability of drinking water. All-India figures indicate the percentage of schools with no water or toilet is declining over time. Water is available in 75 per cent of government primary schools and 81 per cent of upper primary schools.
- Comparisons across three years (2005, 2007 and 2009) indicate that children's attendance in school, as observed on a random day in the school year, varies considerably across states. There are states such as Bihar where less than 60 per cent of enrolled children were attending compared to southern states where average attendance is well above 90 per cent. States such as Rajasthan, Uttar Pradesh, Jharkhand, Orissa and Madhya Pradesh need to pay more attention to raising attendance in schools. In most states, on the day of the visit, close to 90 per cent of appointed teachers were present in the school.

Source: Economic Survey 2009-10, Chapter 11, pp 283

India's Commitment to Education of Children

Constitution of India (Directive Principles of State Policy)

- Article 45 directs the States to provide "free and compulsory education for all children until they complete the age of fourteen years", within a period of ten years from the commencement of the Constitution.
- Article 21A: The State shall provide free and compulsory education to all children of the age of six to 14 years in such manner as the State may, by law, determine.

UN Convention on the Rights of the Child

Article 28 makes it obligatory for States parties to:

- Recognise the right of the children to education, to be achieved on the basis of equal opportunities.
- Make primary education compulsory and available free to all.
- Make secondary, higher education accessible to all children.
- Make educational and vocational information and guidance available and accessible to all.
- Take measures to encourage regular attendance at schools and to reduce the drop-out rates.

Article 29: States parties agree that the education of the child shall be directed to the development of the child's personality, talents and mental and physical abilities to their fullest potential.

Article 32: States Parties recognise the right of the child to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health or physical, mental, spiritual, moral or social development.

The National Policy on Education, 1986, as revised in 1992 states "Free and compulsory education of satisfactory quality should be provided to all children up to the age of 14 years, before the commencement of the 21st century".

The National Plan of Action for Children 2005:

- To provide free and compulsory education of good quality to all children in the 6-14 years age group.
- To achieve universal elementary education through school system for all children, through provision of free and compulsory services.
- Progressively provide compulsory secondary education to all children.
- All children to be in school by 2005.
- Universal retention by 2010.
- Bridging gender and social gaps in primary education by 2007 and elementary education by 2010.
- To introduce the syllabus for environment education prepared by NCERT for classes 1 to 12 by every State in their respective schools.

Millennium Development Goals (MDG)

- Goal 2: Achieve universal primary education Ensure that by 2015, children everywhere, boys and girls alike will be able to complete a full course of primary schooling
- Goal 3: Promote gender equality and empower women Eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015

Education for All, Dakar goals (1990)

- Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.
- Ensuring that by 2015 all children, particularly girls, children, children in difficult circumstances and belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality.
- Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in

- education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality
- Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills

Eleventh Plan Targets for Elementary Education

- Universal enrolment of 6–14 age group children including the hard to reach segment.
- Substantial improvement in quality and standards with the ultimate objective to achieve standards of Kendriya Vidyalayas under the Central Board of Secondary Education (CBSE) pattern.
- All gender, social, and regional gaps in enrolments to be eliminated by 2011-12.
- One year pre-school education (PSE) for children entering primary school.
- Dropout at primary level to be eliminated and the dropout rate at the elementary level to be reduced from over 50 per cent to 20 per cent by 2011-12.
- Universalised MDMS at elementary level by 2008-09.
- Universal coverage of ICT at UPS by 2011-12.
- Significant improvement in learning conditions with emphasis on learning basic skills, verbal and quantitative.
- All EGS centres to be converted into regular primary schools.
- All states/UTs to adopt NCERT Quality Monitoring Tools.
- Strengthened BRCs/CRCs: One CRC for every 10 schools and five resource teachers per block.

Secondary Education: Goals, Targets and Strategies for the Eleventh Plan

- Raise the minimum level of education to class X and accordingly universalize access to secondary education;
- Ensure good quality secondary education with focus on Science, Mathematics and English;
- Aim towards major reduction in gender, social, and regional gaps in enrolments, dropouts, and school retention.

Programmes and Schemes included in BfC, Education Sector

There are over a hundred central schemes in education, of which we have picked up for our study around 60 schemes which directly or indirectly cater to the population of 0-18 years.

Elementary Education

Sarva Shiksha Abhiyan: SSA is the national flagship programme in education run by the Government of India in partnership with states/UTs to achieve universal elementary education and ensure excess retention and quality improvement. Funds were shared between the Centre and states during the Tenth Plan on a 75:25 ratio, but changed for the Eleventh Plan to 65:35 for the first two years, 60:40 for the third year, 55:45 for the fourth and 50:50 thereafter (North-eastern states keep on paying only 10 per cent, with the Ministry of Development of North East Region paying the remaining share.)

Two additional components in SSA focusing on girl children in educationally backward blocks are (i) National Programme for Education of Girls in Elementary Level (NPEGEL) and (ii) Kasturba Gandhi Balika Vidyalaya (KGBV).

Kasturba Gandhi Balika Vidyalaya: The KGBV, under SSA since 2007-08, is meant for setting up residential upper primary schools for girls in the educationally backward blocks with 75 per cent seats for SC/ST/OBC/Minority community and 25 per cent for girls from below poverty line families..

The National Programme for Education of Girls at Elementary Level: Launched in July 2003, NPEGEL is a focused intervention to reach the 'Hardest to Reach' girls, especially those not in school. It funds development of a 'model school' in every cluster with more intense community mobilisation and supervision of girls enrolment in schools, gender sensitisation of teachers, development of gender-sensitive learning materials, and provision of need-based incentives like escorts, stationery, workbooks and uniforms.

National Programme of Nutritional Support to Primary Education (Mid Day Meal): MDM was launched as a centrally sponsored scheme on 15 August 1995, initially in 2,408 blocks and now all over, to enhance enrolment, retention and attendance and simultaneously improve nutritional levels among primary school children. In October 2007 the scheme was extended to children in upper primary level (Classes VI to VIII) in 3,479 educationally backward blocks and in 2008-09, to all children up to upper primary level (from Class I to VIII).

National Bal Bhawan, New Delhi: An autonomous body established in 1956 by the Government and fully financed by the Ministry of Human Resource Development, Department of School Education & Literacy, National Bal Bhawan has been contributing towards achieving creativity amongst children in the age group of 5 -16 years, especially those from weaker sections of the society.

National Council for Teacher Education: Established on 17 August 1995 by an Act of Parliament, NCTE's broad mandate is to achieve planned and coordinated development of teacher education and to regulate and maintain the norms and standards in teacher education system.

District Primary Education Programme: Launched in 1994, DPEP is the first major scheme to take a holistic view of primary education development and make operational the strategy for Universal Elementary Education. With the launch of SSA and due to progressive completion of DPEP projects, the scheme is now in operation in only 17 districts of 2 states.

Strengthening of Teacher Training Institutions: This centrally sponsored scheme was launched in 1987 to create a sound institutional infrastructure for pre-service and in-service training of elementary and secondary school teachers.

Mahila Samakhya: The scheme was started in pursuance of the objectives enshrined in the National Policy on Education (NPE), 1986 to initiate a programme for the education and empowerment of women in rural areas, particularly those from socially and economically marginalised groups. The scheme is currently being implemented in eleven states viz. Andhra Pradesh, Assam, Bihar, Jharkhand, Karnataka, Kerala, Gujarat, Uttar Pradesh Uttaranchal, Madhya Pradesh and Chhattisgarh.

Support to One Year Pre-Primary in Government/Local Body Schools: It is a new centrally-sponsored scheme started in 2008-09 for providing assistance for starting Pre-Primary classes in Government/Local Body schools.

Secondary Education

Rashtriya Madhyamik Shiksha Abhiyan: The government launched the RMSA in 2009, on the lines of the SSA, to enhance access to secondary education by 2017 and to improve quality of education, standardise norms across government schools and remove gender, socio-economic and disability barriers. The major goal is to achieve 75 per cent enrolment for class 9-10 by 2014 by providing secondary education close to every habitation. However, this has not been included in our analysis.

National Council for Education Research and Training: NCERT was set up in 1961 as an autonomous body to advise and assist the Government of India and Departments of Education in states/UTs in formulating and implementing policies and major programmes including finalisation of National Curriculum Framework (NCF) in Education. In 2006-07, the scheme of Quality Improvement in Schools, with the components of National Population Education Programme (NPEP), Environmental Orientation to Schools, Introduction to Yoga in Schools and International Science Olympiad, were transferred to NCERT.

Kendriya Vidyalaya Sangathan (KVS): This government body was set up in 1965 to establish, control and manages Kendriya Vidyalayas, which mainly cater to the educational needs of the children of Central Government employees with transferable jobs.

Navodaya Vidyalaya Samiti: As enunciated in the NPE 1986 (modified in 1992) on setting up pace-setting residential schools where good quality education could be imparted to talented children from rural areas, the Government started in 1986 the scheme of setting up Jawahar Navodaya Vidyalayas (JNVs) in every district which are run by the NVS.

National Institute of Open Schooling: Established in 1989, the main objective of NIOS is to provide distance education through its academic, life enrichment and vocational courses and programmes from primary to pre-degree level. It provides education through an open learning system at school stage as an alternative to the formal system.

Integrated Education for Disabled Children: The scheme was launched in 1974 to provide educational opportunities to disabled children in common schools to facilitate their integration and ultimate retention in the general school system. The components include educational aids equipment, salaries for Special Teachers and facilities for children with disability. Currently it covers secondary education only.

New Model Schools: Announced by the Prime Minister in 2007 as a plan to set up 6,000 new High Quality Schools in every block, the first phase was launched in 2008. Some 419 schools in 12 states have been approved by the Grants-in-aid Committee (GIAC) in 2009 and 167 schools in six states sanctioned.

Upgrading 2000 Residential/Girls' Hostels: A new scheme to set up a secondary-level girls' hostel in each educationally backward block, to be located in KGBVs wherever feasible which would then be upgraded as residential secondary schools based on their viability.

ICT (Information and Communication Technologies) in Schools: A centrally sponsored scheme that merged the old schemes of Computer Literacy and Studies in Schools (CLASS) and Educational Technology (ET) to bridge the rural-urban technology divide and is funded like the SSA in a 75:25 ratio. It also provides for 25 per cent of funds from the MPLAD scheme in addition or as an alternative to state contribution.

Vocationalisation of Secondary Education: Under this, job-oriented courses at the senior secondary levels are being provided in Agriculture, Business & Commerce, Engineering and technology, Home Science, Health and Paramedical, Social Sciences and Humanities.

Scheme for Universal Access and Quality at Secondary Stage (SUCCESS): The scheme, started in the Eleventh Plan, envisages setting up of High Quality Government Schools in all areas of Educationally Backward Minority Concentration, as well as Exclusive Secondary and Higher Secondary schools for Girls from the minority community.

Hostels for Boys & Girls from Backward Classes: Fifty per cent central assistance is provided to the States and 100 per cent to central government institutions and UTs to build hostels, at least one third of which are to be reserved for girls.

Scholarships Schemes for Secondary Education:

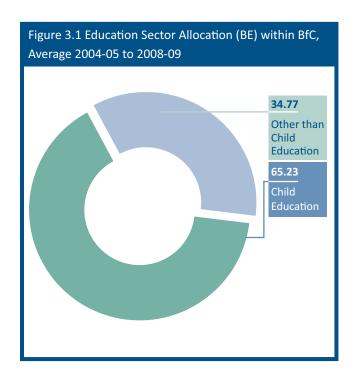
Pre-matric and Post-matric Scholarship Schemes: Pre-matric scholarships are provided to children of those engaged in 'unclean' occupations viz. scavenging, tanning, flaying etc via central assistance on a 50:50 ratio to states and 100 per cent to UTs. To provide financial assistance to Scheduled Caste students to pursue post-matriculation courses, the scheme provides for 100 per cent Central Assistance to states/UTs. Similar scholarships are also provided to backward class students whose family income does not exceed Rs 44,500 per annum.

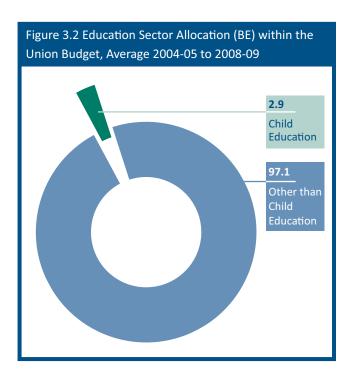
National Merit Scholarship Scheme: As announced by the Finance Minister in the 2007-08 Union Budget, this scheme will fund 100,000 scholarships to secondary level students and has yet to be approved.

National Means-cum-Merit Scholarship Scheme for Classes 9-12: To arrest dropouts and encourage students to continue education beyond elementary level, the scheme funds 100,000 scholarships of Rs. 6,000 per year for four years. The State Bank of India to run the corpus of Rs 750 crore from which the scholarships are to be paid out.

A Problem of Plenty

Allocation and Spending in BfC





True to tradition, education received the largest share of the Union budget as well as the child budget in the study period of 2004-05 to 2008-09. On an average, education received 2.9 per cent of the Union budget allocations and 65.23 per cent of the BfC.

Table 3.1: Budget Allocation for Education Sector (Rs crore)						
Year	Allocation for Education (BE)	Education BE as percentage of BfC	Education BE as percentage of total Union Budget			
2004-05	7,857.82	59.65	1.64			
2005-06	13,537.34	64.36	2.63			
2006-07	19,862.85	67.29	3.52			
2007-08	23,893.50	69.09	3.51			
2008-09	21,631.30	62.26	2.88			
Average allocation from 2004-05 to 2008-09	17,356.56	65.23	2.90			

The budget allocation for education sector has been fairly impressive with an average annual growth of 28.74 per cent over five years. In 2005-06, it grew the most–72.28 per cent. Table 3.1 shows that in terms of physical allocations, the outlay increased 175.28 per cent over 2004-05 to 2008-09. This increase went hand in hand with the rise in share from 59.65 per cent in 2004-05 to 69.09 per cent in 2007-08 within BfC and from 1.64 per cent in 2004-05 to 3.51 per cent in 2007-08 in the Union budget.

The increase was mainly due to the launch of new schemes such as SUCCESS, National Scheme for Incentives to Girlchild and so on in 2007-08. However, even with the launch of new schemes such as One Year Pre-primary in Government Local Body School, New Model School, and Upgrading of 2000 KGBVs, the allocation for education actually declined by 9.47 per cent in 2008-09. Overall, the allocations grew every year by 28.74 per cent.

Table 3.2: Allo	ocation for Educat	ion in BfC	(Rs crore)
Year	BE	RE	AE
2004-05	7,857.82	9,153.94	9,760.81
2005-06	13,537.34	13,629.99	14,483.15
2006-07	19,862.85	19,921.29	19,527.81
2007-08	23,893.50	24,318.17	NA
2008-09	21,631.30	NA	NA

A lot of the education budget is now funded by taxpayer money. In a reply to a question, M.A.A. Fatmi, Minister of State for Human Resource Development, said the Education Cess was not a part of the net proceeds of the divisible pool of sharable taxes, as per the recommendations of the Twelfth Finance Commission. The proceeds of 2 per cent Education Cess go into a non-lapsable fund called Prarambhik Shiksha Kosh (PSK), which is utilised exclusively for SSA and MDM. Expenditure on SSA and MDM Scheme is incurred from PSK after the funds provided by way of Gross Budgetary Support (GBS) are fully utilised. No specific allocation is made separately to states/UTs against the amount collected through Education Cess. Assistance under PSK is released to states/UTs as per the schematic pattern and budgetary allocation for SSA and MDM Scheme.

According to the Central Excise and Customs Board, from 2004-05 when the elementary education cess was imposed till January 2009, the Government collected a total of Rs 23,889.83 crore from education cess (including the secondary edu-

Out of every Rs 100 allocated in the Union Budget during 2004-05 to 2008-09, on an average, education received two rupees and 90 paisa. Out of the total Budget for Children, education received as much as Rs 65.23. More than this amount was actually spent. On an average, education recorded over 7 per cent overspending.

cation cess). Our analysis shows that the government has steadily shifted the responsibility of funding these two schemes to the PSK. Over 2006-07 to 2008-09, allocation from the PSK for these two schemes went up by 46.55 per cent, from Rs 8,746 crore to Rs 12,817 crore. All this time, the government's own contribution to MDM and SSA remained practically stagnant: it was Rs 6,109 crore in 2006-07 and hardly went up to Rs 6,323 crore in 2008-09.

Sarva Shiksha Abhiyan: Till end September 2009, SSA has chalked up an impressive list of achievements: opening 288,155 new schools, construction of 240,888 school buildings and of 1,026,831 additional classrooms, 184,652 drinking water facilities, construction of 286,862 toilets, supply of free textbooks to 90.5 million children, appointment of 1.01 million teachers and in-service training for 2.18 million teachers.

DISE reports also say there is increased enrolment at both primary and upper primary classes. While primary enrolment increased from 131.85 million in 2006-07 to 134.3 million in 2007-08, Upper primary enrolment went up faster from 47.49 million in 2006-07 to 50.91 million, an increase of 7.2 per cent. The primary gross enrolment ratio (GER) also went up from 110.86 per cent and NER from 92.75 per cent to 113.94 per cent and 95.92 per cent respectively in the same period.¹⁹

All this was obviously achieved at a great cost. On average, SSA received Rs 44,935.6 crore over 2004-05 to 2008-09. The physical allocation went up by over 331 per cent, with the biggest rise of 135.25 per cent taking place in 2005-06. As table 3.3 shows, this was brought about by a 172 per cent increase in the external aid component.

Table 3.3: Trend in allocation for SSA components in 2004-05 and 2005-06 (Rs crore)						
SSA components	2004-05	2005-06	Percentage rise			
Sarva Shiksha Abhiyan Grant-in-aid (GIA)	2,530.15	5,766.43	127.91			
Sarva Shiksha Abhiyan (Externally Aided Component-GIA)	500.00	1,360.00	172			
SSA- Grants to NGOs under Innovative & Experimental Education (GIA)		2.00	New programme			
Total	3,030.15	7,128.43	135.25			

Despite considerable allocations, SSA's main goal of bringing children back to school remains largely unfulfilled. According to the Annual Status of Education Report (ASER) 2008, organised by Pratham, the percentage of out of school children in the age group of 6-14 years went down from 4.3 per cent in 2008 to 4 per cent in 2009.²⁰ However, as late as in April 2008, the Minister for HRD, quoting state reports, told Parliament that 7.6 million children continue to be out of school²¹. Even the Department-Related Standing Committee on HRD agrees. In its 206th report, it commented on the enrolment ratio and other related issues, given below:

- As per District Information System for Education (DISE) 2006-07 figures, the Net Enrolment Ratio (NER) at the Primary and Upper Primary levels stood at 92.75 and 48.45 respectively. However, as per the Department's estimate, around 75.97 lakh children in the age group of 6-14 do not attend any form of schooling. Maximum concentration of such children is reported to be in Bihar (28 per cent) followed by West Bengal (18 per cent) and Uttar Pradesh (10 per cent).
- Even after three years since 2005, the goal of universal enrolment remains to be achieved. Targets set for Alternative and Innovative Education (AIE) coverage for 2006-07 remained unfulfilled. Against targeted 5,919,685 children to be covered by AIE centres, only 3,032,943 children could be covered and the situation remained unchanged in 2007-08²².

¹⁸ Economic Survey 2009-10 Chapter 11 pp 281

¹⁹ Arun Mehta, Elementary Education in India, Progress Towards UEE, Analytical Report 2007-08, Published in 2008, pg 44.

²⁰ Pratham Annual Status of Education Report (ASER), 2009

²¹ In reply to Lok Sabha Unstarred Question No 516, dated 29 April 2008 by Arjun Singh, Minister for Human Resource Development

²² Department-Related Standing Committee on Human Resource Development, Two Hundred Six Report, 17th April 2008.

According to CAG Report No 15 of 2006, the percentage of out of school children on account of dropping out was higher (54.9 per cent) than never enrolled (45.1 per cent). The main reasons were: teacher beating up students, activities in the school uninteresting, and inability to cope with school, as listed in table 3.4.²³ Yet quality continues to be neglected—schools do not even have a head teacher-- as are some basic requirements such as drinking water and toilets (see table 3.5).

Table 3.4: Reason for not attending school/dropping out (Per cent)					
Reasons	Male	Female	Total		
Don't like to go to school	27.8	20.9	24.4		
Cannot afford school	23.8	24.1	23.9		
Have to go to work	7.5	5.5	6.5		
Not good at studies	3.1	-	3.1		
Household chores and related works	3.1	7.4	5.2		
Other reasons*	34.7	42.1	38.4		

^{* &#}x27;Failed in last class', 'school is not good', 'no use of going to school', 'school is very far away' etc.

Table 3.5: Percentage of elementary	schools not having headmaster, t	oilet and drinking wate	r
States	Without headmaster	Without toilet	Without drinking water
Andaman & Nicobar Islands	60.72	15.60	1.95
Andhra Pradesh	77.66	38.73	10.00
Arunachal Pradesh	90.76	78.27	34.24
Assam	34.44	73.67	37.75
Bihar	47.23	51.48	19.45
Chandigarh	43.18	61.93	0.00
Chhattisgarh	89.95	62.37	13.28
Dadra & Nagar Haveli	81.25	67.76	8.88
Daman & Diu	66.33	19.39	13.27
Delhi	17.50	9.55	0.11
Goa	76.31	45.04	3.53
Gujarat	7.10	29.35	12.81
Haryana	54.06	5.91	2.60
Himachal Pradesh	58.42	51.99	6.92
J & K	54.45	62.19	24.07
Jharkhand	77.17	65.29	28.98
Karnataka	67.94	29.59	20.41
Kerala	12.39	15.89	2.42
Lakshadweep	40.54	24.32	0.00
Madhya Pradesh	81.63	28.38	8.05
Maharashtra	64.15	24.91	12.53
Manipur	31.46	48.72	24.06

²³ Comptroller and Auditor General of India (CAG) Report No 15 of 2006.

States	Without headmaster	Without toilet	Without drinking water
Meghalaya	14.26	69.28	49.36
Mizoram	23.50	22.75	20.77
Nagaland	32.38	22.83	27.94
Odisha	62.13	49.14	14.39
Puducherry	35.70	30.01	1.71
Punjab	71.32	11.62	2.34
Rajasthan	50.33	63.91	12.27
Sikkim	26.35	11.30	20.17
Tamil Nadu	17.33	34.40	0.00
Tripura	76.75	30.89	23.12
Uttar Pradesh	25.02	8.96	2.30
Uttarakhand	42.28	15.55	13.01
West Bengal	36.29	30.72	21.17

Source: Rajya Sabha Unstarred Question No.1436, dated 15 December 2008

A part of the reason for the government not being able to meet its goal for UEE, as per the CAG, is misappropriation of funds. According to CAG report No. 15 of 2006, funds meant for proper implementation of the schemes was irregularly diverted to activities or schemes beyond the scope of SSA. In districts test checked by audit in 11 states (Assam, Bihar, Gujarat, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Meghalaya, Tamil Nadu, Uttar Pradesh and West Bengal), Rs 99.88 crore was spent on items not permitted under SSA. Besides, in 14 states/UTs, financial irregularities of Rs 472.51 crore were discovered.

ASER also points to the abysmal lack of quality in government schools, in rural areas in particular, which has sparked off an exodus to private schools in recent years, even when rural families find private education unaffordable and undependable. The survey finds an increase in the percentage of children in Standard 1 who can recognise letters or more from 65.1 per cent in 2008 to 68.8 per cent in 2009 and recognition of numbers or more from 65.3 per cent in 2008 to 69.3 per cent in 2009. But there was no major improvement in the learning levels for children in Standard 5 except in Tamil Nadu for reading and in a few states in maths. The percentage of all rural children in Standard 5 able to read Standard 2 level text actually went down from 56.2 per cent in 2008 to 52.8 per cent in 2009. Needless to say, students fared worse in maths, except in the seven states of Himachal Pradesh, Punjab, Assam, West Bengal, Orissa, Andhra Pradesh and Karnataka²⁴.

Mid Day Meal: This scheme, fresh out of the controversy over hot, cooked meals vs packaged readymade food such as biscuits in which the former won out, received a total allocation of Rs 18,136.76 crore from 2004-05 to 2008-09. In 2005-06, an additional allocation of Rs 1,854.13 crore was made under new budget heads such as:

- GIA to states/UTs towards cooking cost and for Management, Monitoring, and Evaluation.²⁵
- Seminars, conferences, workshop, TA/DA to non officials, etc.
- Payment towards fee for consultancy/experts and evaluation/studies.

²⁴ Pratham Annual Status of Education Report (ASER), 2009

²⁵ Annual Report 2008-09. Ministry of Human Resources Development Government of India

Expansion of MDM has brought an additional 1.7 crore upper primary children in its ambit.²⁷ According to the 2006-07 Elementary Education Report by NUEPA,²⁸ there were 179.34 million children enrolled in both primary and upper primary (primary 131.85 million and upper primary, 47.49 million). In 2007-08, this went up to 185.04 million, a rise of 3 per cent or 5.7 million. Assuming a base increase of 5.7 million every year, there should have been at least a total of 190.74 million children in elementary education in 2008-09.

This not only requires a huge rise in allocation but also proper utilisation of these funds, which is admittedly a bigger challenge. The Minister of HRD gave a detailed account of the irregularities and misuse of budget meant for MDM in Parliament, the details of which are in table 3.7²⁹.

Table 3.6: MDM Allocation in 2005-06 (Rs crore)	
New additional heads	2005-06
NSPE-Asst. towards cooking cost in UTs without legislature ⁹ (GIA)	2.6
NSPE Assistance to cooking cost to States (GIA)	1,777.92
NSPE Assistance to cooking cost to UTs (GIA)	20.45
NSPE- Seminars, workshop -office expenses & travels	0.9
NSPE-Payment towards fee for consultancy/ experts and evaluation/studies (Prof. services)	4.5
NSPE- Management, monitoring & evaluation to UTs without legislature. (GIA)	0.07
Management, monitoring & evaluation- GIA to States	47.15
Management, monitoring & evaluation- GIA to UTs	0.54
Total	1,854.13

Table 3.7: Details of irregular	ities/misuse of fund in states under MDM	
State/UT	Details of cases	Status of action taken
Andhra Pradesh	Misuse of mid-day meal (rice) in West Godawari district in 2005.	The state govt. has initiated disciplinary action against the head master.
Bihar	Black marketing of foodgrains in Patna district in 2005. Stock of foodgrains found in Teacher's house in West Champaran district in 2005.	The state govt. has initiated an enquiry in the matter.
Odisha	A teacher was caught selling rice meant for Mid Day Meal scheme in Jagatsinghpur district in 2005.	The state govt. has initiated disciplinary action against the teacher.
Maharashtra	There are few instances of misuse of foodgrains reported in Sandli, Dhule and Sholapur district.	The FIR has been filed against the concerned persons.
Punjab	Five bags of wheat were reportedly stolen from Govt. Primary School, Bhargo Nagar (G), Jalandhar in 2005.	A police case has been registered. Departmental enquiry has also been ordered in the matter.
Rajasthan	Complaint received from Shri Hanuman Ram and others of Village Band, district Barmer regarding foodgrain sold in market and embezzlement of funds in 2006.	The state govt. has reported that after inquiry, the allegations were found to be baseless.

²⁶ Andaman & Nicobar Islands, Daman & Diu, Dadra & Nagar Haveli, Chandigarh and Lakshadweep

²⁷ Annual Report 2008-09, Ministry of Human Resource and Development. Government of India.

²⁸ Elementary Education in India. Progress Towards UEE, NUEPA and department of school Education and Literacy, Ministry of human Resource and Development

²⁹ In Reply to Lok Sabha Unstarred Question No. 597, Dated 21st October 2008, by Shri. M.A.A.Fatmi, Minister of State, Ministry of Human Resource Development

State/UT	Details of cases	Status of action taken
Uttar Pradesh	(i) Complaint received in February, 2006 from Shri Krishanpal Rana and others regarding misappropriation of foodgrains and cooking cost funds in village Nirpura, Block Binauli, Tehsil Barot, district, Bagpat (UP) by Village Pradhan and teachers.	(i) The state govt. has reported that after inquiry, the allegations were not found to be correct.
	(ii) 8 rice laden trucks meant for MDM lifted by 3 NGOs from Bulandshahar (UP) were seized by Delhi Police in Samaipur Badli area in 2005.	(ii) The contract of the concerned NGOs has been cancelled. An FIR has been lodged against the culprits. Basic Shiksha Adhikari, Bulandshahar has been suspended. Orders have been issued for special audit of the funds of the NGOs and inter-district transfer of foodgrains issued under MDM Scheme has been banned.
	(iii) Complaint received in February, 2006 from Shri Vijay Raj Saini, Secretary, Youth Congress (I), Moradabad regarding allega- tion of corruption against district Basic Education Officer of Moradabad/Amroha.	(iii) The state govt. has reported that after a preliminary enquiry, allegations were not found to be correct. The state govt. has directed district Education Officer to furnish a detailed report.

The 206th Report of the Standing Committee³⁰ also pointed out that children in tribal and remote areas, where only private schools could be running, were being deprived of MDM for no fault of theirs and the situation should be redressed urgently. According to CAG Report No 13 of 2008, eight states/UTs (Tamil Nadu, Himachal Pradesh, Kerala, Maharashtra, Odisha, Andaman and Nicobar Islands, Punjab, Andhra Pradesh) registered a consistent annual decline in enrolment between 2002-03 and 2006-07, denoting a failure of MDM. The report also said the Ministry through its scheme guidelines intended to provide MDM to the children in drought-affected areas during summer vacations as well but it was not provided during 2004-07 in the drought-hit areas of Jharkhand, Uttarakhand, Odisha and Uttar Pradesh, affecting 19.44 million children.

Inclusive Education: SSA provides for inclusive education for children with special needs in the 6-14 years age group and assistance of Rs 1200 per child per year over and above other interventions. A new centrally sponsored scheme called 'Inclusive Education for the Disabled at the Secondary Stage (IEDSS)' was approved in September 2008, replacing IEDC, as per the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995 and National Trust Act, 1999, to provide:

- i) Financial assistance of up to Rs 3000 per child per annum for student oriented components, including activities such as identification and assessment, provision for aids and appliances, teaching learning materials, stipend for girls, provision of facilities towards transport, hostel, support staff etc. State governments are expected to provide an extra Rs 600 per child per annum as scholarship.
- ii) Other components such as creation of barrier free environment, engagement of special teachers, teacher training, awareness generation etc.

Tables 3.8 and 3.9 give state-wise details of the expenditure incurred to ensure inclusive education for children with disability from 2005-06 to 2008-09, which show less utilisation of IEDC funds in 2007-08.

³⁰ Department-Related Parliamentary Standing Committee on Human Resoursce Development, Two Hundred Sixth Report Demands For Grants 2008-2009 (Demand No. 57) of The Department of School Education & Literacy (Ministry of Human Resource Development.)

Table 3.8: Expenditure on In	iclusive Education in	SSA (Rs lakh)		
Name of the state	2005-06 Expenditure	2006-07 Expenditure	2007-08 Expenditure	2008-09 Expenditure (up to 30.06.08)
Andaman & Nicobar	2.04	0.57	0.19	N.A.
Andhra Pradesh	412.46	N.A.	371.03	56.39
Arunachal Pradesh	11.83	63.22	4.2	N.A.
Assam	232.24	N.A.	564.01	N.A.
Bihar	368.47	N.A.	622.76	N.A.
Chandigarh	0.01	4.43	34.32	4.42
Chhattisgarh	123.94	N.A.	180.09	N.A.
Dadra & Nagar Haveli	N.A.	N.A.	N.A.	N.A.
Daman & Diu	N.A.	0.70	0.15	N.A.
Delhi	12.00	20.57	40.02	N.A.
Goa	9.34	N.A.	4.74	N.A.
Gujarat	502.33	792.14	614.81	44.44
Haryana	373.77	294.44	226.14	7.18
Himachal Pradesh	310.02	303.10	198.77	3.21
Jammu & Kashmir	132.00	N.A.	178.26	N.A.
Jharkhand	53.56	40.73	102.3	2.04
Karnataka	982.30	0.00	1468.05	209.75
Kerala	688.34	864.98	1166.97	50.47
Lakshadweep	N.A.	N.A.	0.11	N.A.
Madhya Pradesh	549.78	N.A.	208.91	18.71
Maharashtra	1054.67	5010.59	2273.23	139.84
Manipur	N.A.	N.A.	17.55	N.A.
Meghalaya	N.A.	10.62	102.86	1.9
Mizoram	40.75	57.03	62.32	N.A.
Nagaland	2.79	13.40	37.85	0.99
Odisha	722.67	828.02	1056.6	N.A.
Puducherry	8.67	18.60	40.09	2.5
Punjab	459.50	178.24	310.15	14.26
Rajasthan	402.91	1682.78	1460.29	N.A.
Sikkim	N.A.	N.A.	N.A.	N.A.
Tamil Nadu	1016.46	947.46	1300.82	28.64
Tripura	74.57	N.A.	15.1	N.A.
Uttar Pradesh	2699.16	2212.47	2221.97	338.92
Uttrakhand	170.26	313.73	173.55	N.A.
West Bengal	625.97	867.66	874.08	105

Source: Reply to Lok Sabha Unstarred Question No. 503 dated 21 October 2008 by Shri. M.A.A.Fatmi, Minister of State for HRD

Table 3.9: Expenditure	e over 2005-0	6 to 2007-08 an	d funds relea	sed in 2008-09 ເ	under IEDC (R	s lakh)	
Name of the state	2005-06 Released	Amount for which UC received	2006-07 Released	Amount for which UC received	2007-08 Released	Amount for which UC received	2008-09 (up to 18.12.08) Released
Andhra Pradesh	39.02	39.02	292.05	292.05	134.85	134.85	281.54
Arunachal Pradesh	0.00	0.00	0.00	0.00	17.19	17.19	0.00
Assam	39.61	26.61	14.04	14.04	15.42	15.42	71.64
Bihar	55.29	13.71	0.00	0.00	0.00	0.00	0.00
Chattisgarh	7.45	7.45	15.62	15.62	0.00	0.00	0.00
Gujarat	690.66	690.66	1302.46	1302.46	1439.67	1439.67	1700.63
Haryana	76.49	76.49	39.64	39.64	627.49	627.49	432.61
J&K	0.00	0.00	0.00	0.00	6.50	6.00	0.00
Karnataka	0.00	0.00	1606.01	1606.01	861.72	00.00	0.00
Kerala	502.86	502.86	409.35	409.35	796.33	796.33	565.81
Madhya Pradesh	1518.50	1518.50	4.82	4.82	821.97	821.97	0.98
Maharashtra	92.07	92.07	377.30	377.30	633.67	633.67	0.00
Manipur	18.41	18.41	0.00	0.00	122.50	122.50	33.27
Meghalaya	0.00	0.00	0.00	0.00	1.65	1.65	0.00
Mizoram	50.27	50.27	53.14	53.14	41.76	41.76	124.03
Nagaland	4.18	4.18	7.72	0.72	0.00	0.00	0.00
Odisha	79.99	79.99	156.03	156.03	782.49	782.49	0.00
Punjab	0.00	0.00	0.00	0.00	4.73	4.73	0.00
Rajasthan	103.04	103.04	16.46	16.46	193.25	193.25	0.00
Sikkim	0.00	0.00	11.07	11.00	0.00	0.00	0.00
Tamil Nadu	149.87	149.87	277.60	277.60	340.42	340.42	251.69
Tripura	0.00	0.00	12.00	12.00	0.00	0.00	4.52
Uttar Pradesh	50.20	21.20	17.73	17.73	0.00	0.00	25.78
West Bengal	598.08	598.08	450.60	450.60	606.47	606.47	515.74
Andaman & Nicobar Island	17.01	17.01	0.00	0.00	23.74	23.74	9.68
Delhi	49.91	49.91	89.23	89.23	127.34	127.34	0.00
Puducherry	4.94	4.94	9.97	9.97	11.69	11.69	0.00
Total	4147.85	4064.27	5162.84	5155.77	7610.85	6748.63	4017.92

Source: Reply to Lok Sabha Starred Question No. 345 dated 23 December 2008 by Shri Arjun Singh, HRD Minister

Kasturba Gandhi Balika Vidyalaya: In 2004-05, KGBV received an allocation of Rs 100 crore which went up to Rs 225 crore in 2005-06 due to rising demand from states. Supplementary proposals were received from West Bengal, Bihar and Uttar Pradesh.³¹ But the allocation declined by 43 per cent in 2006-07, and thereafter it was merged with SSA with effect from 1 April 2007.

³¹ Minutes of the 70th Meeting of the Project Approval Board of Sarva Shiksha Abhiyan (SSA) held on 10th May, 2005, http://education.nic.in/ssa/70ssa_pab_kgbv.pdf

Up to 31 January 2008, 2,180 KGBV were sanctioned and 1,724 operational, the reason for the delay being unavailability of land for construction of schools and court cases in some states.³² The enrolment was 126,784 girls.³³ But as of 31 January 2009, 2,423 KGBV are reported to be functional (i.e. 94 per cent) in the states and 190,404 girls enrolled, of whom 50,630 are SC (27 per cent), 58,682 ST (31 per cent), 50,161 OBC (26 per cent), 18,206 BPL (9 per cent), and 12,725 minority (7 per cent). Out of the total 2,578 schools sanctioned, 547 have been constructed, 1,262 are in progress and 769 have not begun work.³⁴

Secondary education: The allocation went up from Rs 2,115.44 crore in 2004-05 to Rs 7,041.3 crore in 2008-09, a remarkable rise of 232.85 per cent, caused mainly by the allocation for setting up new Model schools and Upgrade of 2000 KGBVs. The National Scheme for Incentives to Girl Child, which had an allocation of only Rs 1 crore in 2007-08 when it was launched, received Rs 50 crore in 2008-09. The Scheme for Universal Access and Quality at Secondary Stage (SUCCESS) also saw a hike from Rs 1,305 crore in 2007-08 to Rs 2,185 crore in 2008-09. There was no allocation in 2008-09 for the scheme of Special Navodaya Vidyalayas, after Rs 275 crore in 2007-08.

A major rise of 176 per cent is seen in **Upgrade of Merit, PMS, Book Bank** in 2005-06 when allocations went up from Rs 65.49 crore in 2004-05 to Rs 230.65 crore in 2005-06.³⁵ Spending was only 5 per cent less. In 2008-09, the scheme had 1.14 million beneficiaries.³⁶

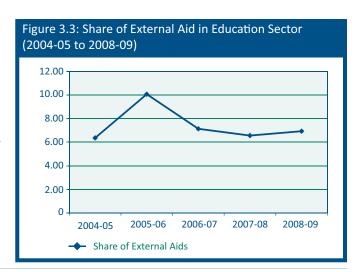
External Aid

While education gets much less external aid than health, it is by no means small (see table 3.10). Almost 7.3 per cent of the allocation in education on average during the five years studied came from external aid, the highest being in 2005-06, in SSA which came mainly from the World Bank (figure 3.3). In terms of physical allocation, though, the total external aid allocated to education went up three times in this period.

Table 3.10: External Aid in Education				
			(Rs crore)	
Year	BE	RE	AE	
2004-05	500	1,900	1,900	
2005-06	1,360	1,366	1,403.75	
2006-07	1,417	1,521	1,521	
2007-08	1,567	1,567	NA	
2008-09	1,500	NA	NA	

Utilisation of Budget Allocation in Education

Neither funds nor utilisation has been a problem in the education sector as a whole, except in the year 2006-07. On an average, education sector shows an overspending of 6.09 per cent in the five-year period. As table 3.11 shows, except for the underspending of 1.69 per cent in 2006-07, which dragged the average down, the sector saw significantly higher utilisation of funds in 2004-05—as much as 24.22 per cent over budget.



Lok Sabha Unstarred Question No. 833 Date. 4 March 2008, answered by M.A. A. Fatmi, Minister of State for Ministry of Human Resource Development.

³³ Lok Sabha Unstarred Question No. 3322, Date. 15 April 2008, answered by M.A.A Fatmi, Minister of State for Ministry of Human Resource Development.

³⁴ http://ssa.nic.in/girls-education/kasturba-gandhi-balika-vidyalaya/kgbv-scheme, last modified 2009-02-16 15:57

³⁵ Press Information Bureau, Government of India, November 23, 2005, http://pib.nic.in/release/rel_print_page1.asp?relid=13484

³⁶ Annual Report 2008-09, Ministry of Tribal Affairs, government of India

Table 3.11: Di	fference between B	E, RE and AE in Edu	cation Sector of BfC			
Year	AE-BE	AE-BE	RE-BE	RE-BE	AE-RE	AE-RE
	(Rs crore)	(Per cent)	(Rs crore)	(Per cent)	(Rs crore)	(Per cent)
2004-05	1,902.99	24.22	1,296.12	16.49	606.87	6.63
2005-06	945.81	6.99	92.65	0.68	853.16	6.26
2006-07	-335.04	-1.69	58.44	0.29	-393.48	-1.97
Average	2,513.76	6.09	1,447	3.50	1,066.55	2.50

In 2006-07, we find an underspending of up to 50.53 per cent in the DPEP, a programme that was on its way out. Apart from this, as the DDG shows, there was zero spending shown under the National Council for Teachers Education programme in any of the three years. There is also an underspending in all the three years against Vocationalisation of Education at Secondary level; in 2006-07, close to 87 per cent of the money could not be spent. But what explains the almost 45 per cent underspending in the same year in the National Merit Scholarship scheme? It is difficult to believe that the schools didn't find enough intelligent children to reward. Another vital scheme, ICT in Schools, also shows an underspending of 80 per cent in 2004-05 and 46.9 per cent in 2006-07.

As per the Appropriation Account 2007-08, there were savings and unspent amount of funds under the following programmes/ schemes in 2006-07.³⁷

- Special Navodaya Vidyalaya: Rs 247.48 crore not spent due to non-finalisation of the scheme.
- ICT in Schools- Grants to UTs without Legislature: Rs 3 crore unspent due to non-receipt of sufficient number of concrete proposals from Chandigarh, Lakshadweep, and State Institutes of Educational Technologies.
- SUCCESS and National Merit Scholarship Scheme (OSC): Rs 2.5 crore and Rs 1.2 crore unspent respectively, due to non-finalisation of the scheme owing to non-receipt of approval from the Cabinet Committee on Economic Affairs.
- SSA Establishment and Related Expenditure: Rs 1.60 crore saved from the sanctioned Rs 33.3 crore due to not filling up vacant posts and economy measures.
- MDM: Rs 867.79 crore unspent out of the Rs 1,653 crore sanctioned towards cost of foodgrain due to delay in receipt of Cabinet approval for extension of the scheme in educationally backward blocks.
- Rs 108.12 crore unspent out of the Rs 216 crore sanctioned towards cost of movement of foodgrains due to non-receipt of lifting figures from states/UTs and thus money not paid out.
- Rs 1.69 crore not spent out of the sanctioned Rs 5 crore due to non-receipt of sufficient proposals for reimbursement of expenditure from UTs for assistance towards cooking cost.
- As much as Rs 11.41 crore unspent due to non-release of funds, out of the Rs 12 crore sanctioned for conducting evaluation studies of MDM Programme through five independent institutions, non-activation of National Support Group (NSG) and not finalising proposals to put in place Management Information System at all India level through the National Informatics Centre.
- Integrated Education for Disabled Children: Rs 1.70 crore unspent from the sanctioned Rs 2 crore due to delay in implementation of the new revised scheme.

³⁷ Appropriation Account 2007-08, Grant No. 56–Department of School Education and Literacy.

- ICT in Schools Grants to Voluntary Organisations: Rs 21 crore saved out of the sanctioned Rs 28 crore due to non-receipt of concrete proposals from State Institutes of Educational Technologies.
- Access & Equity -Grants to Voluntary Organisations: Rs 8.27 crore not spent out of the sanctioned Rs 8.75 crore due to scheme being under review.
- Vocationalisation of Education: Almost the entire outlay--Rs 2.99 crore out of the sanctioned Rs 3 crore--unspent due to scheme being under review and economy measures.
- KVs: The original provision of Rs 962.30 crore was raised to Rs 984 crore through supplementary grant of Rs 2,170 crore. Out of this Rs 200 crore remained unspent due to delay in acquiring land for construction of school buildings.



Funds Infusion in Development Fails to Save Infants

Early childhood is a time of remarkable brain development that lays the foundation for later learning...80 per cent of brain development happens before the age of three...

Aid at Action, Early Childhood Care and Education: Right from the Start, December 2006

Development is considered the most essential right for children, akin almost to the right to life, as without proper development of body and mind in childhood, all other rights would become meaningless. This means children need to be provided with opportunities that help them explore, manipulate and learn at their own pace and in their own way, fulfilling to the maximum extent possible their physical, cognitive, social, emotional and creative needs.

Yet, in India, besides the efforts to achieve universal primary education that dominates national and international policy agendas, minimal attention is paid to what happens to the child in the first six years of her life. India has one of the highest rates of malnutrition in the world. Nearly one in every two of India's 120 million children is underweight, almost double the prevalence in Sub-Saharan Africa. Undernutrition in India has been estimated to be associated with about half of all child deaths. Most growth retardation occurs by the age of 2 – in part because about

30 per cent of Indian children are born with low birth weight – and it is largely irreversible. An undernourished child will fail to reach her human potential in her adult years – in terms of educational attainment, health and productivity – perpetuating a vicious cycle of poverty and malnutrition. The "window of opportunity" for preventing undernutrition is thus very small – pre-pregnancy until 18-24 months of age.³⁸

India's main early child development intervention, the Integrated Child Development Services (ICDS), has been operating for about 30 years but does not seem to have made a significant dent in child malnutrition. There are two reasons for this. First, prioritising food supplementation over nutrition and health education interventions may have been a wrong strategy. Second, it has focused on children above the age of three, by which time the irreversible effects of malnutrition may have already set in.

According to a MWCD report³⁹, India has a higher level of protein-energy malnutrition than most parts of the world, including sub-Saharan Africa. Micronutrient deficiencies too are high. Over 75 per cent of preschool children suffer from iron deficiency anemia, and 57 per cent have subclinical Vitamin A deficiency. Iodine deficiency is endemic and progress in reducing these deficiencies has been slow.

There are marked inequalities in urban-rural, inter-caste, male-female and inter-quintile nutritional status. Underweight prevalence is higher in rural areas (50 per cent) than in urban areas (38 per cent), higher among girls (49 per cent) than among boys (46 per cent), higher

"The first three years of a child's life set the pattern for their futures. During this period children develop their ability to think, speak, learn and reason....And the foundation is laid for their values and social behaviour as adults. For many children under five, care and nutrition – or lack thereof – can mean the difference between life and death."

"Early childhood programmes make for strong foundations and pay high dividends...Each year in the developing world, over 10 million children die before age five of mostly preventable diseases. Early childhood programmes that combine nutrition, immunisation, health, hygiene, care and education can change this."

Ann M. Veneman, UNICEF Executive Director, and Nicholas Burnett, 'Global Monitoring Report' Director, at the launch of the UNESCO 'Education for All: Global Monitoring Report' at New York

among scheduled castes (53 per cent) and scheduled tribes (56 per cent) than among other castes (44 per cent), and is as high as 60 per cent among the poorest quintile. Inter-state variations are large, with six states (Bihar, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Uttar Pradesh) having at least 50 per cent children underweight and suffering from stubborn malnutrition. These inequalities in undernutrition actually widened in the 1990s.

The programmes and schemes included in the development sector aimed at children aged 0-6 years are—early childhood care and development, pre-school education, nutritional schemes for adolescents and other schemes aiming towards all-round development of a child that do not fit into any of the other sectors and yet contribute to child development. There are very few schemes targeted at all-round development of a child. Since early childhood care and education needs special focus, this chapter seeks to address this separately to enable us to understand the extent of investment in the young child and the gaps still remaining.

³⁸ Strengthening ICDS for Reduction of Child Malnutrition: Report of the National Consultation on Child Undernutrition and ICDS in India, Ministry of Women and Child Development, Government of India and the World Bank, May 2006

³⁹ Strengthening ICDS for Reduction of Child Malnutrition: Report of the National Consultation on Child Undernutrition and ICDS in India, Ministry of Women and Child Development, Government of India and the World Bank, May 2006

India's Commitments to the Development Needs of Children

Constitution of India (Directive Principles of State Policy)

- Article 45— The State shall endeavour to provide early childhood care and education for all children until they complete the age of six years.
- Article 243G read with Schedule 11 provide for institutionalization of child care by seeking to entrust programmes of Women and Child Development to Panchayat (Item 25 of Schedule 11), apart from education (item 17), family welfare (item 25), health and sanitation (item 23) and other items with a bearing on the welfare of children.

UN Convention on the Rights of the Child:

- Article 6 States Parties shall ensure to the maximum extent possible the survival and development of the child.
- Article 18 States Parties shall take all appropriate measures to ensure that children of working parents have the right to benefit from child care services and facilities for which they are eligible.

The National Policy for Children, adopted on 22 August 1974 lays down that the State shall provide adequate services towards children, both before and after birth and during the growing stages for their full physical, mental and social development.

National Policy for Education, 1986

The National Education Policy of 1986, clearly calls for focus on Early Childhood Care and Education. It recognises and reiterates the need for interventions for the crucial 0-6 age group.

A National Charter for Children, 2003 emphasizes Government of India's commitment to children's right to survival, health and nutrition, standard of living, play and leisure, early childhood care, education, protection of the girl child, equality, life and liberty, name and nationality, freedom of expression, freedom of association and peaceful assembly, the right to a family and the right to be protected from economic exploitation.

National Nutrition Policy 1993:

- Fortification of Essential Foods
- Control of Micro-Nutrient Deficiencies amongst vulnerable Groups
- Popularising low cost nutritious foods

National Plan of Action for Children 2005:

1. Early Childhood Care and Education

- To universalize early childhood services to ensure children's physical, social, emotional and cognitive development.
- To ensure that care, protection and development opportunities are available to all children below 3 years.
- To ensure integrated care and development and pre-school learning opportunities for all children aged 3 to 6 years.
- To provide day care and crèche facilities to parents in rural and urban areas.

2. Nutrition

- To eliminate child malnutrition as a national priority.
- To reduce under five malnutrition and low birth weight by half by 2010.
- To ensure adequate neo-natal and infant nutrition.
- To reduce moderate and severe malnutrition among preschool children by half.
- To reduce chronic under nutrition and stunted growth in children.
- To effectively implement the Infant Milk Substitutes, Feeding Bottles and Infant Foods (Regulation of Production, Supply and Distribution) Act, 1992 as amended in 2003.

Eleventh Five-Year Plan (2007-12)

- Ensure that at least 33 per cent of the direct and indirect beneficiaries of all government schemes are women and girl children.
- Reduce malnutrition among children of age group 0–3 to half its present level.

Integrated Child Development Services

- to improve the nutritional and health status of children in the age-group 0-6 years;
- to lay the foundation for proper psychological, physical and social development of the child;
- to reduce the incidence of mortality, morbidity, malnutrition and school dropout;
- to achieve effective co-ordination of policy and implementation amongst the various departments to pro mote child development; and
- to enhance the capability of the mother to look after the normal health and nutritional needs of the child through proper nutrition and health education.

Schemes and Programmes in Development Sector

National Institute of Public Cooperation and Child Development (NIPCCD) established in 1966, NIPCCD is an apex institution engaged in promoting voluntary action, research, training and documentation in the overall domain of child development and welfare, women empowerment and related issues.

Universal Children's Day: Based on an international commitment made in the U.N. General Assembly on the 14 December 1954, the Universal Children's Day is observed in India and the world over since 1957 on 14 November. In India the day is spent by reviewing the progress made in attaining decadal goals, identify gaps and constraints, and work out strategies to reach the remaining goals.

National Children's Board: The National Policy on Children envisaged the creation of a National Children's Board under the chairmanship of the Prime Minister to function as a focused forum for planning, review and co-ordination of the multiple services aimed at meeting the needs of children. The Board was initially set up in the year 1974.

National Commission for Protection of Child Rights: As envisaged in the Commissions for Protection of Child Rights Act 2005 notified in the Gazette of India on 20 January 2006, the Government set up a National

Commission for Protection of Child Rights (NCPCR) on 5 March 2007. The NCPCR is dealing with all matters relating to children for proper enforcement of children's rights and effective implementation of laws and programmes relating to children.

Institution of National Awards to Individuals and Institutions: These are:

- Bravery Award to children, instituted in 1957 to honour children for bravery, gallantry and meritorious service
- National Award for Child Welfare, instituted in 1979 for outstanding performance in child development and welfare.
- National Child award for exceptional achievement, instituted in 1987 to be awarded to children between 4 and 15 years who have shown an exceptional achievement in any field including academics, arts and culture, sports etc.
- Rajiv Gandhi Manav Sewa Award, instituted in 1994 to honour an individual making an outstanding contribution for service to children.

Innovative Work on Women on Children: Under this scheme, assistance is given to voluntary organisations working in the field of child and women welfare for innovative projects and activities, which are not covered under the existing schemes of the Ministry of Women and Child Development.

Contribution to UNICEF: This is to meet the cost of India's contribution to the UNICEF and administrative expenditure of its office in New Delhi.

Rajiv Gandhi National Creche Scheme for the Children of Working Mothers was launched on 1 January 2006 by merging the National Creche Fund with the Scheme of Assistance to Voluntary Organizations for Crèches/Day Care Centres for the Children of Working and Ailing Women. It is being implemented through Central Social Welfare Board and two national level voluntary organisations, namely, Indian Council for Child Welfare and Bharatiya Adim Jati Sevak Sangh. The scheme provides crèche services to the children in age group of 0-6 years, such as supplementary nutrition, health care inputs like immunisation, polio drops, basic health monitoring and recreation, emergency medicines and contingencies.

Integrated Child Development Services (ICDS) Scheme: ICDS provides the following services to children below 6 years and pregnant and lactating mothers from disadvantaged sections:

- supplementary nutrition
- immunisation
- health check-up
- referral services,
- pre-school non-formal education and
- nutrition & health education.

World Bank assisted ICDS III (1999-2006): The third phase of the project aimed at accelerating the improvement of the nutrition and health status of children 0-6 yrs and women, by increasing the quality and impact of the ICDS programme in the states of Rajasthan, Maharashtra, Tamil Nadu, and Uttar Pradesh. The MWCD has also negotiated with the Bank for an International Development Association (IDA) support to the ICDS-IV Project. This would have two major components viz., Nutrition and Early Childhood Education (ECE), focusing on system strengthening and improving service delivery in selected districts with high prevalence of child malnutrition. The government also

partners with UNICEF, World Food Programme and Cooperative for Assistance and Relief Everywhere (CARE) for selected interventions under ICDS. By end of 2009, a total of 6,291projects (blocks) was expected to be operational.

Training Programme of ICDS: Training is given to the functionaries associated with implementation of the ICDS scheme at all levels, such as Anganwadi workers, Supervisors, Child Development Project Officers and Programme Officers. The National Institute of Public Cooperation and Child Development, gives the training.

Kishori Shakti Yojana (KSY) is being implemented by the Ministry of Women & Child Development using the infrastructure of ICDS. The Scheme targets adolescent girls in the age group of 11 to 18 years, for addressing their needs of self development, nutrition and health status, literacy and numerical skills, vocational skills etc.

National Nutrition Mission: A National Nutrition Mission (NNM) chaired by the Prime Minister was set up in 2003. Its Executive Committee is headed by the Minister of State for Women and Child Development. Its basic objective is to address the problem of widespread malnutrition.

Integrated Education in Nutrition: The Government of India adopted the National Nutrition Policy in 1993 making the MWCD the nodal Ministry for Nutrition. This is an important activity of the Food and Nutrition Board (FNB), which is primarily engaged in Nutrition Education and Training Activities and follow up action on the National Nutrition Policy.

Balika Samriddhi Yojana This scheme was launched in 1997 to provide financial support to encourage families to not neglect their girls and make them study and keep unmarried till 18, so as to raise their status in society. Girls from below the poverty line (BPL) families in rural and urban areas, born on or after 15 August 1997, are eligible.

Scheme of Financial Assistance for Development and Empowerment of Adolescent: The programme and achievement under this initiative started in 2003 is as follows:

- Constitution of an expert cell for delineating innovative adolescent development activities;
- Selection of 63 districts where the activities were to be conducted;
- Creation of a fresh field infrastructure with training to the freshly appointed and selected field persons.
- Detailing of various works, programmes, activities done by the Headquarters and the field;
- Impact study and reporting, etc.
- Benefit to 55836 adolescents- both girls and boys through the programmes on Life Skills training; training on Adolescent Reproductive and Sexual Health; and related health matters;
- Formation of 3780 Teen Clubs in 126 blocks of 63 districts;
- Parents and local (rural) stakeholders have whole-heartedly accepted the NYKS strategy of converting Life Skills training as an extra-socialisation programme.

A Story of Plenty

Allocation for Child Development

Over the five-year study period of 2004-05 to 2008-09, the development sector on an average received 16.54 per cent within the BfC and 0.74 per cent out of the Union Budget. This doesn't capture the fact that over this period

the physical budget outlay actually rose three times—from Rs 2,013.37 crore to Rs 6,464.20 crore-- and doubled as a percentage of the Union budget from 0.42 per cent to 0.86 per cent—clearly, a good period in terms of funds flow (table 4.1).

Figure 4.1: Development (BE) as Percentage of Union
Budget: Average Allocation for 2004-05 to 2008-09

16.54
Child
Development

83.46
Other than
Child
Development

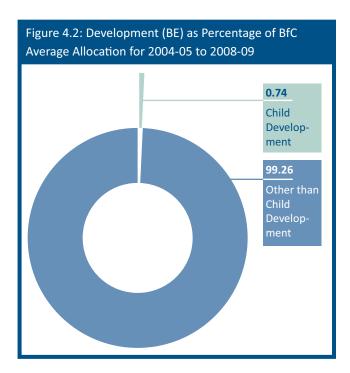
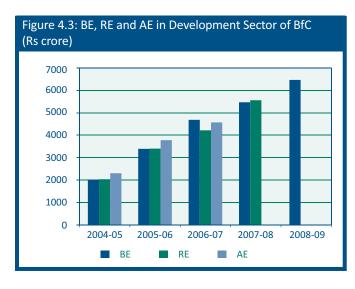


Table 4.1: Share of 0	Child Development in BfC and Union Budget		
Year	Allocation for Development (BE) (Rs crore)	Allocation as percentage of BfC	Allocation for percentage of total state budget
2004-05	2,013.37	15.28	0.42
2005-06	3,388.52	16.11	0.66
2006-07	4,682.12	15.86	0.83
2007-08	5,465.62	15.81	0.80
2008-09	6,464.20	18.60	0.86
Average allocation as percentage share over 2004-05 to 2008-09		16.54	0.74

Table 4.2: BE, RE	and AE in Development	t (Rs crore)		
Year	BE	RE	AE	Annual rate of change in BE (Percent)
2004-05	2,013.37	2,033.71	2,301.04	NA
2005-06	3,388.52	3,399.67	3,775.75	68.30
2006-07	4,682.12	4,214.31	4,567.94	38.18
2007-08	5,465.62	5,558.22	NA	16.73
2008-09	6,464.20	NA	NA	18.27

In fact, among the four BfC sectors, development clocked the highest annual average growth in allocation of 35.37 per cent. Most of this increase though came about in a single year-2005-06, when the budget outlay rose a whopping 68 per cent over the previous fiscal to clock Rs 3,388.52 crore! The increase was smaller the next year, 2006-07, but still a considerable 38.18 per cent.



The increase in 2005-06 is on account of a 180 per cent higher allocation in Integrated Education in Nutrition and 70.23 per cent rise in total allocation for the ICDS.

Of every 100 rupees allocated in the Union Budget, 74 paisa goes to development programmes that cater mainly to early childhood care needs of the 0-6 age group.

Allocations went up next year too, though moderately, by over 37 per cent in ICDS total. The scheme of Integrated Education in Nutrition sowed a steady rise in the entire period of study—from Rs 1.8 crore to Rs 10.1 crore, a rise of five times.

How the flagship fares

A close look at ICDS

Integrated Child Development Scheme (ICDS) aims at improving the nutritional and health status of children of 0-6 years age group and is probably the largest programme of its kind anywhere in the world meant for the development of a child. On an average over the period of our study, almost 97 per cent of the total budget for child development went to ICDS. The scheme's own budget too rose consistently and sharply in these five years –from Rs 1,947.44 crore in 2004-05 to Rs 6,300 crore in 2008-09, recording an over 223.5 per cent increase. This is obviously remarkable, but ICDS's success has to be seen against its achievements regarding the lives of young children. ICDS-Training and World Bank Assisted ICDS programme shows no allocation in 2008-09.

According to the National Family Health Survey-III conducted in 2005-06, only 28 per cent of the targeted children received any services from the Anganwadi Centres (AWC). Almost 73.5 per cent children under the age of 6 years did not receive any supplementary food from an AWC in the 12 months preceding the survey, and only 12 per cent received supplementary food almost every day in areas covered by an AWC. About 80 per cent did not receive health check-ups in the AWCs⁴⁰. According to MWCD, around 87.53 million beneficiaries were covered under ICDS till end 2009, out of which 71.84 million were children and 15.69 million pregnant and lactating mothers⁴¹

Table 4.3: Statement indicating Operational as on 31.12.2009		Anganwadis Centres (AWCs)	/mimi-AWCs Sanctioned and
	ICDS Projects		Number of AWCs/Mini-AWCs
Sanctioned	Operational	Sanctioned	Operational
7073	6506	1,356,027	1,099,898

Source: www.wcd.nic.in

According to the 2007-08 Annual Report of the MWCD, only 10.5 lakh AWCs were operational⁴², leaving a gap of 3.5 lakh AWCs and thousands of children uncovered. Yet, the government actually left money unspent in ICDS in

National Family Health Survey (NFHS) – III, 2005-06

⁴¹ Annual Report 2009-10, Ministry of Women and Child Development, Government of India.

⁴² Annual Report 2007-08, Ministry of Women and Child Development, Chapter 3, pp 50.

2006-07. Compared to the budget allocation of Rs 4,543 crore, the revised estimates came to about Rs 4,088 crore, a 10.02 per cent cut. In the next two years, the government raised the budget outlays by 16.5 per cent and 19 per cent respectively, probably to make up for the lapse.

As of June 2008, out of 6,284 sanctioned projects, 6,108 projects are operational. The government had approved 792 additional projects, 213,286 additional AWCs and 77,102 Mini AWCs for the third phase. The total number of AWCs and mini AWCs has come to 13.8 lakh⁴³. As per the reply given by Renuka Chowdhury, Minister of State for Women and Child Development, to a question raised in the Lok Sabha, there was a deficit of 213,286 Anganwadis and 77,053 Mini Anganwadis in 2008⁴⁴.

	I.4: Statement indicating ion of ICDS scheme	requirement of additional Anganwadi	Centres/Mini-anganwadi centres for 3 rd Phase of
S. No.	Name of states/UT	No. of AWCs required	No. of mini AWCs required
1	Andhra Pradesh	5964	3157
2	Arunachal Pradesh	1751	Nil
3	Assam	41510	2967
4	Bihar	5440	5440
5	Chhattisgarh	20772	6362
6	Delhi	500	Nil
7	Goa	100	Nil
8	Gujarat	3312	1126
9	Haryana	7995	260
10	Himachal Pradesh	138	539
11	Jammu & Kashmir	3094	Nil
12	Jharkhand	3538	2551
13	Karnataka	5786	2926
14	Kerala	871	129
15	Madhya Pradesh	9691	9820
16	Maharashtra	12608	3640
17	Manipur	2337	1552
18	Meghalaya	493	Nil
19	Mizoram	298	Nil
20	Nagaland	261	Nil
21	Odisha	21128	5397
22	Punjab	5897	1220
23	Rajasthan	6543	3523
24	Sikkim	245	Nil
25	Tamil Nadu	2234	1772
26	Tripura	2527	Nil
27	Uttarakhand	8375	2444
28	Uttar Pradesh	14604	22186
29	West Bengal	25018	Nil

⁴³ Annual Report 2008-09, Ministry of Women and Child Development, Chapter 1,pp 5

⁴⁴ In Reply to Lok Sabha Unstarred Question No. 2214, dated 14 March 2008, by Smt. Renuka Chowdhury, Minister of State, MWCD. www.parliamentofindia.nic.in

S. No.	Name of states/UT	No. of AWCs required	No. of mini AWCs required
30	Andaman & Nicobar Island	17	31
31	Chandigarh	130	Nil
32	Dadra & Nagar Haveli	Nil	Nil
33	Daman & Diu	Nil	Nil
34	Lakshadweep	9	11
35	Puducherry	100	Nil
	Total	213,286	77,053

To improve the nutritional status of children and also to increase the effectiveness of the delivery of services under ICDS, the following steps would be taken⁴⁵

- Introduction of cost sharing between Centre and States, with effect from the 2009-10, in the following ratio:
 - (i) 90:10 for all components including SNP for North East;
 - (ii) 50:50 for SNP and 90:10 for all other components for all States other than North East;
- Revision of financial norms of supplementary nutrition per beneficiary per day:

Sl.No.	Category	Existing	Revised
1	Children (6-72 months)	Rs 2.00	Rs 4.00
2	Severely malnourished children (6-72 months)	Rs 2.70	Rs 6.00
3	Pregnant Women and Nursing mothers	Rs 2.30	Rs 5.00

- Enhancement of honorarium by Rs 500 above the last drawn by Anganwadi Workers (AWWs) and by Rs 250 of the last drawn by Helpers of AWCs and Workers of Mini-AWCs;
- Revision in financial norms of existing interventions to improve service delivery;
- Provision of flexi funds at Anganwadi level;
- Strengthening of Management Information System (MIS) and
- Revision in cost norms of Training component of ICDS Scheme.

During our study, the development sector also saw the launch of the Rajiv Gandhi National Crèche Scheme for children of working mothers in 2006. It provides to children of 0-6 years services such as supplementary nutrition, emergency medicines and contingency. In 2005-06 the allocation for the earlier crèche scheme was Rs 41.5 crore, which got significantly revised to Rs 103 crore in 2006-07, recording a 148.19 per cent increase over the previous year. Till 31 March 2009, 31,718 creches had been sanctioned to the implementing agencies and the number of beneficiaries came to 792,950⁴⁶.

The scheme is currently being redesigned and revamped by NIPCCD because the CAG Report of 2008-09⁴⁷ found financial mismanagement by the Bharatiya Adimjati Sevak Sangh (BAJSS), an NGO and one of the main implementing agencies of the scheme. The report criticised an inadequate financial control and monitoring by the MWCD which resulted in an irregular retention of Rs 97.76 lakh by BAJSS. Some of the revelations by the report are:

⁴⁵ In Reply to Lok Sabha Unstarred Question No. 485, dated 20 February 2009, by Smt. Renuka Chowdhury, Minister of State, MWCD www.parliamentofindia.nic.in

⁴⁶ Economic Survey 2008-09, Chapter 10, Published 2009, pp 275.

⁴⁷ CAG, Report No.CA 14 of 2008-09, Chapter X: Ministry of Women and Child Development, pg.81-82

- The ministry did not get the reported unutilised amount of Rs 54.19 lakh with reference to the utilisation certificate and statement of accounts for 2005-07 refunded. It did not even recognise that this amount was recoverable from BAJSS until pointed out by the auditors.
- The grants under the scheme are provided on a normative basis at the rate of Rs 2000 per month per crèche for honorarium to crèche workers, 90 per cent of the ceiling of Rs 1352 per month on supplementary nutrition and 90 per cent of Rs 350 on contingencies and emergency medicines per crèche or the actual amount of expenditure, whichever is less. While the ministry released the grants at the normative rates to the BAJSS, a sub grant-disbursing body, it did not obtain report on the actual expenditure by the crèches. Therefore, the actual running of the crèches to whom BAJSS provided grants and their actual expenditure were not verified by the ministry.

Other programmes and schemes of the development sector include Provision for the National Commission for Protection of Child Rights set up in 2007, the National Children's Board, National Awards for Child Welfare, Universal Children's Day, Contribution to UNICEF, Institutional Awards to Individuals and Institutions, National Institute of Public Cooperation & Child Development (NIPCCD).

Table 4.5: Diffe	rence between BE, RE	and AE in Develo	opment Sector of E	3fC		
Year	AE-BE (Rs crore)	AE-BE (Per cent)	RE-BE (Rs crore)	RE-BE (Per cent)	AE-RE (Rs crore)	AE-RE (Per cent)
2004-05	287.67	14.29	20.34	1.01	267.33	13.14
2005-06	387.23	11.43	11.15	0.33	376.08	11.06
2006-07	-114.18	-2.44	-467.81	-9.99	353.63	8.39
Average	560.72	5.56	-436.32	-4.33	997.04	10.33

Spending in Development

Keeping ahead of Allocations

In a welcome change, actual expenditure in the development sector has mostly kept ahead of the budget outlay (tables 4.2 and 4.5). The average annual overspending in the sector during 2004-05 to 2006-07 is 5.56 per cent, mainly due to an underspending of 2.44 per cent in 2006-07. This was because of non-utilisation of funds for schemes like Balika Samridhi Yojana and Implementation of National Nutrition Policy.

Among other schemes, funds were not utilised even for the National Commission for Protection of Child Rights, allowing it to function even in the last year of its first term with fewer members—three including the chairperson—and its budget declined 30 per cent from Rs 10 crore in 2007-08 to Rs 7 crore in 2008-09. Even the Scheme for Welfare and Development of Adolescent under the Ministry of Youth and Sports Affairs meant for students and non-students shows that out of the allocated budget of Rs 11.5 crore, over 66 per cent of its budget remained unspent in 2006-07.

Balika Samridhi Yojana, a centrally sponsored scheme launched in 1997 to provide benefits to girls from poorest families in rural and urban areas, received an allocation of Rs 3 lakh during 2004-05 to 2006-07, but shows no allocation from the year 2007-08 onwards. In 2004-05, the revised estimate was Rs 48 crore, and except in that year, no expenditure was shown against this scheme.

Kishori Shakti Yojana (KSY), which seeks to empower adolescent girls of 11-18 years of age to enable them to take charge of their lives, is the new version of the Adolescent Girls (AG) Scheme currently implemented as a component of the ICDS in all the 6,118 blocks. It extends the coverage of the earlier scheme with improved content and training, particularly in skill development, fosters convergence with other sectoral programmes. Its broad objectives are to improve the nutritional, health and development status of adolescent girls, promote awareness of health, hygiene, nutrition and family care, link them to opportunities for learning life skills, going back to school, help them gain a better understanding of their social environment and take initiatives.

Despite the revamp, the scheme has not really taken off. Table 4.6 clearly shows how funds allocated for this scheme has remained unutilised, especially in states such as Andhra Pradesh, Assam, Bihar, Jharkhand, Punjab, Rajasthan and West Bengal where girls' empowerment remains a problem, and yet we wonder why girls remain vulnerable to violence, trafficking, or early marriage, and why maternal mortality doesn't seem to go away.

Table 4	.6: State-wise funds sanctioned/ released	d and utilised under KSY in	2006-07 (Rs lakh)	
S. No.	Name of states/UTs	Funds sanctioned	Funds released	Funds utilised
1	Andhra Pradesh	398.2	199.1	95.02
2	Arunachal Pradesh	63.8	52.25	43.45
3	Assam	215.6	147.4	34.1
4	Bihar	432.3	238.15	16.34
5	Chhattisgarh	167.2	83.6	165.19
6	Goa	12.1	11.00	6.00
7	Gujarat	248.6	124.3	286
8	Haryana	127.6	63.8	61.17
9	Himachal Pradesh	79.2	39.6	53.02
10	Jammu & Kashmir	154	152.9	58.3
11	Jharkhand	224.4	156.21	0
12	Karnataka	203.5	101.75	166.83
13	Kerala	179.3	89.65	163.28
14	Madhya Pradesh	369.6	346.3	353.63
15	Maharashtra	409.2	204.6	444.82
16	Manipur	37.4	21.9	37.4
17	Meghalaya	37.4	23.45	31.76
18	Mizoram	23.1	23.1	23.1
19	Nagaland	59.4	36.85	36.85
20	Odisha	358.6	179.3	358.6
21	Punjab	156.2	78.1	23.26
22	Rajasthan	301.4	150.7	126.12
23	Sikkim	5.5	2.75	2.75
24	Tamil Nadu	477.4	238.7	471.35
25	Tripura	46.2	37.4	42.58
26	Uttar Pradesh	911.9	933.9	922.73
27	Uttarakhand	108.9	54.45	108.9
28	West Bengal	393.8	196.9	69.27
29	Andaman & Nicobar Islands	5.5	5.5	4.54
30	Chandigarh	3.3	3.3	3.3

31	Delhi	30.8	28.33	22.7
32	Dadra & Nagar Haveli	1.1	0.55	NR
33	Daman & Diu	2.2	2.92	0.843
S. No.	Name of states/UTs	Funds sanctioned	Funds released	Funds utilised
34	Lakshadweep	1.1	0.55	0.99
35	Puducherry	5.5	2.75	NR
	Total	6,251.3	4,032.01	4,234.19*

Note: NR- Not Reported

Source: Reply to Lok Sabha Unstarred Question No. 1142, 7 March 2008 asked by Shri Gowdar Mallikarjunappa Siddeswara (BJP)

External Aid in Development

Two programmes in this sector—ICDS, and the Scheme for Welfare and Development of Adolescent Students—received external aid money during 2004-05 to 2007-08. On an average, development sector receives 1.61 per cent of its allocation in terms of external aid. This reflects a sharp decline in external aid flow during this period, from 11.12 per cent in 2004-05 to 0.13 per cent in 2007-08, mainly on account of the World

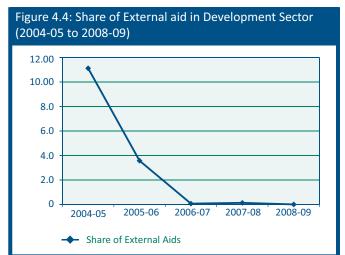
Bank-assisted ICDS in 2006. The MWCD has now negotiated with the World Bank for the practically free IDA

(International Development Association) grants for implementing the fourth phase of ICDS over 2008-12.

The Scheme for Welfare and Development of Adolescent Students under the Ministry of Youth Affairs and Sports also received an average budget allocation of Rs 12.7 crore through external aid during 2005-06 to 2007-08. In 2007-08, the scheme received Rs 7 crore of its budget allocation from external aid.

Early Childhood Care and Development Neglected

Table 4.7: External Aid Component for **Development Sector (Rs crore)** Years BE RE AE 2004-05 223.87 307.73 345.08 2005-06 121.01 279.15 269.11 2006-07 3.00 2.75 0.94 2007-08 4.20 7.00 NA **Total** 354.88 593.83 615.12



According to Census 2001, the population of children aged 0-6 years in India is 164 million, or 16 per cent of the total population. This includes about 60 million children in the age group 3-6 years.⁴⁸ Over six million of these children are slum dwellers, where basic services seldom reach.

Some 34 million children in the 0-6 age group are currently covered by pre schooling initiatives either under the ICDS or private ones.⁴⁹ This still leaves a large number of 26 million uncovered by any pre-school activity or early childhood intervention.⁵⁰ Even ICDS, as mentioned before, is mainly a feeding programme, little concerned with fulfilling other needs of the 0-6 age group.

⁴⁸ Census, India, 2001.

⁴⁹ Ministry of Women and Child Development, Report by the Working Group on Development of Children for the Eleventh Five Year Plan, 2007, pp. 64.

⁵⁰ Ibid, pp.64.

In India, early or pre-school education has yet to get a status similar to elementary and secondary education. Even the Right of Children to Free and Compulsory Education Act, 2009 makes education a fundamental right only for the 6-14 age group. It only says that the appropriate government 'may' make necessary arrangements for providing free pre-elementary education for children aged 3-5 years, in order to prepare them for elementary education. This ignores the fate of the young children since India's social reality is that children are employed from a very early age, helping the family either at home or outside.

Table 4.8: Child Feeding Practices and Nutritional Status of Children			(Per cent)
Indicators	NFHS-I	NFHS-II	NFHS-III
	(1999-93)	(1998-99)	(2005-06)
Children under 3 years breastfed within one hour of birth	9.5	16.0	23.4
Children of age 0-5 exclusively breast fed	NA	NA	46.3
Children of age 6-9 months receiving solid and semi-solid food and breast milk	NA	NA	55.8
Children under 3 years who are stunted	NA	45.5	38.4
Children under 3 years who are wasted	NA	15.5	19.1
Children under 3 years who are underweight	51.5	47.0	45.9
Children of age 6-35 months who are anemic	NA	74.2	79.2
Children 12-23 months not received any vaccination (%)	13.6	14.0	9.6

Source: National Family Health Survey (NFHS-III) 2005-06

In fact, there are few schemes targeted at the young child, the 0-6 age group, other than the ICDS. We have tried to pull out a few schemes from health, development as well as a pre school education component of the SSA to make a list of nine schemes that are roughly catering to the needs of this age group.

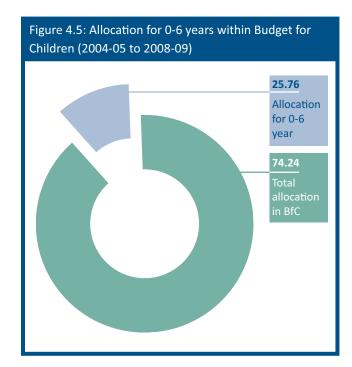
The average allocation for such schemes over 2004-05 to 2008-09 has been Rs 6,855.17 crore, most of it coming from ICDS and Immunisation.

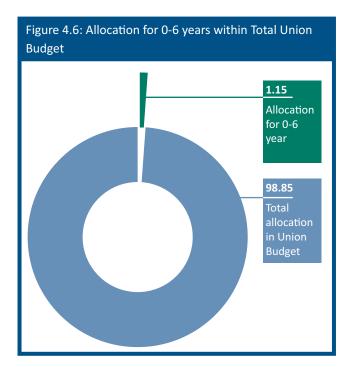
Table 4.9: Schemes for 0-6 years
Integrated Child Development Scheme
Rajiv Gandhi National Creche Scheme
Support to One Year Pre-Primary in Govt. local body Schools
Adoption-related programmes
Child Care Training Centre, Singur
BCG Vaccine Laboratory, Guindy, Madras
Information Education Communication on PNDT
Immunisation (RCH)
Kalawati Saran Children's Hospital

Table 4.10: Budget for 0-6 years' age group (Rs crore)				
Year	BE	RE	AE	
2004-05	4,099.35	3,817.83	4,056.11	
2005-06	5,563.30	5,213.90	5,711.02	
2006-07	7,093.53	6,473.82	6,612.75	
2007-08	8,108.91	7,919.74	NA	
2008-09	9,410.75	NA	NA	

The scheme, Information Education Communication (IEC)-PNDT, is aimed at spreading awareness on the Pre-Conception and Pre-natal Diagnostic Techniques Act, since female infanticide and amniocentesis is common in several Indian states, but we found the scheme to have an average allocation of only Rs 5.3 crore per year, too meagre for the massive job at hand, and often not fully spent.

Most of the schemes, including the second biggest scheme of Immunisation, is marked by poor spending of allocated resources. Average underspending over the five years of our study has been 147.25 per cent in the case





of Immunisationm programmes, while Rajiv Gandhi National Creche Scheme and IEC -PNDT saw an average underspending of 12.24 per cent and 27.51 per cent respectively.

Needed: An overhaul of ICDS

With the surfacing of severe undernutrition in pockets and stubborn social practices in keeping girls and women disempowered, it is perhaps time to look at moulding ICDS to cater to specific objectives, instead of giving just plain food security and nutrition. ICDS has been criticised for stressing only the Supplementary Nutrition Programme (SNP) but not enough on educating parents about how to improve nutrition within the family food budget, and improved child-care behaviour. Exclusive breastfeeding up to six months remains a problem. A survey conducted under MWCD in 2005 in five states, i.e. Rajasthan, Maharashtra, UP, Kerala and Tamil Nadu, covered under the World Bank assisted ICDS-III (WCD) Project since October 1999 found only 22.8 per cent children up to six months exclusively breastfed.

Forty per cent of the time of anganwadi workers is spent in preparation and distribution of supplemental nutrition, while 30 per cent is spent on preschool education. In most places, only the first activity is complete. Also, service delivery is not focused to the youngest and most vulnerable, especially girls and SC/STs. Worse, the states with highest prevalence of malnutrition are among ones with the lowest ICDS coverage, and states with most malnutrition spend less on ICDS than other states.

Table 4.11: Infrastructure facilities at AWCs (Per cent)					
	Kutcha	Pucca	Total		
Total AWCs Reporting			1027694		
- Govt. own Building	0.37	27.82	28.19		
- Rented					
AWWS/AWHs House Others	2.38 13.20	9.01 12.97	11.39 26.17		
- Community					
School Panchayat Others Open Space Total	0.07 0.04 2.69 1.07 19.82	18.89 3.40 7.75 0.32 80.16	18.96 3.44 10.44 1.39		
Out of 10,27,694 the following are available: - Drinking - Toilet 22.11 - Kitchen - Cooking equipments - Barrier free access			28.12 25.50 52.21 11.88		

Source: NCAER Survey quoted in Annual Report 2009-10, Ministry of Women and Child Development

The ICDS IV project plans to focus on high-burden districts in eight states, with more stress on nutrition and health education and micro-nutrient intervention, and stronger convergence with the National Rural Health Mission –phase II of the Reproductive and Child Health Project. Yet, if most AWCS are running even without basic infrastructure-- as an NCAER Rapid Facility Survey⁵¹ found in 2004, 51 per cent of AWCs are running from semi-constructed and worse places, 46 per cent without toilets and 27 per cent without drinking water source--what far-reaching changes can we expect to come out of them?



Child Health Sees Falling Share, Continued Dependence on Aid

Access to proper health care is the right of every child. However unlike education, the right to health has still not been recognised as a fundamental right in the Constitution; it is part of the Directive Principles of State Policy. India is a signatory to the UN Convention for the Rights of the Child, Health for All (HFA) Declaration, and the Millennium Development Goals (MDG). A National Health Policy was first formulated in 1983 and again in 2002.

Health goals are also enumerated in the National Plan of Action for Children 2005 and the Five Year Plan documents. Although formulated after CRC ratification, the second National Health Policy too does not have a separate section for children's health. Also, while it emphasises the need for adequately investing in health infrastructure, it is biased towards an urban-centric specialist-based health care and ignores the pressing need of primary health care services.

An analysis of financial allocations and expenditure in health must be done in the context of commitments and the current situation of children's health. The Ministry of Health and Family Welfare (MHFW), Government of India, runs 42 centrally sponsored programmes, ranging from general to disease-specific ones for AIDS, TB, leprosy and cancer to various initiatives to support Indian systems of medicine and homeopathy.

India's Commitments to Health of Children

Constitution of India (Directive Principles of State Policy)

Article 39 and 39f: Children are given opportunities and facilities to develop in a healthy manner and in conditions of freedom and dignity and that childhood and youth are protected against exploitation and against moral and material abandonment. Duty of the State to raise the level of nutrition and the standard of living and to improve public health.

The State shall regard the raising of the level of nutrition and the standard of living of its people and the improvement of public health as among its primary duties and, in particular, the State shall endeavour to bring about prohibition of the consumption except for medicinal purposes of intoxicating drinks and of drugs which are injurious to health.

National Plan of Action for Children 2005

- To reduce Infant Mortality Rate to below 30 per 1000 live births by 2010.
- To reduce Child Mortality Rate to below 31 per 1000 live births by 2010.
- To reduce Neonatal Mortality Rate to below 18 per 1000 live births by 2010.
- To explore possibilities of covering all children with plan for health insurance.

Time-Bound Goals for the Eleventh Five Year Plan (2007-12)

- Reducing Maternal Mortality Ratio (MMR) to one per 1000 live births.
- Reducing Infant Mortality Rate (IMR) to 28 per 1000 live births
- Reducing Total Fertility Rate (TFR) to 2.1.
- Providing clean drinking water for all by 2009 and ensuring no slip-backs.
- Reducing malnutrition among children of age group 0–3 to half its present level.
- Reducing anemia among women and girls by 50 per cent
- Raising the sex ratio for age group 0–6 to 935 by 2011-12 and 950 by 2016-17.

National Rural Health Mission: The Goal of the Mission is to improve the availability of and access to quality health care by people, especially for those residing in rural areas, the poor, women and children.

UN Convention on the Rights of the Child (Article 24)

States Parties recognise the right of the child to the enjoyment of the highest attainable standard of health and to facilities for the treatment of illness and rehabilitation of health. States Parties shall strive to ensure that no child is deprived of his or her right of access to such health care services.

- 2. States Parties shall pursue full implementation of this right and, in particular, shall take appropriate measures:
 - (a) To diminish infant and child mortality;
 - (b) To ensure the provision of necessary medical assistance and health care to all children with emphasis on the development of primary health care;
 - (c) To combat disease and malnutrition, including within the framework of primary health care, through, inter alia, the application of readily available technology and through the provision of adequate nutritious foods and clean drinking-water, taking into consideration the dangers and risks of environmental pollution;

- (d) To ensure appropriate pre-natal and post-natal health care for mothers;
- (e) To ensure that all segments of society, in particular parents and children, are informed, have access to education and are supported in the use of basic knowledge of child health and nutrition, the advantages of breastfeeding, hygiene and environmental sanitation and the prevention of accidents;
- (f) To develop preventive health care, guidance for parents and family planning education and services.
- 3. States Parties shall take all effective and appropriate measures with a view to abolishing traditional practices prejudicial to the health of children.
- 4. States Parties undertake to promote and encourage international co-operation with a view to achieving progressively the full realization of the right recognized in the present article. In this regard, particular account shall be taken of the needs of developing countries.

Schemes and Programmes in BfC, Health Sector

National Rural Health Mission (NRHM): The Mission has been launched to provide healthcare facilities in the rural areas of the entire country with special focus on 18 states. The main aim is to provide affordable, accountable, effective and reliable primary healthcare facilities, especially to the poor and vulnerable. NRHM also aims at correcting the architecture of the health system to enable it to effectively handle increased allocations of 2-3 per cent of GDP, compared to 0.9 per cent now, promised in the National Common Minimum Programme and promote policies to strengthen public health management and service delivery in the country⁵². The NRHM covers the following schemes run by the Department of Health and Family Welfare:

Reproductive and Child Health (RCH): The main goals of the flagship programme launched in 1997 by the Ministry of Health and Family Welfare (MHFW) are to reduce maternal and infant mortality and morbidity and unwanted fertility and thereby contribute to stabilising population growth. It covers the Child Survival and Safe Motherhood Programme (another component relating to reproductive tract infections and sexually transmitted diseases ended in March 2005). The second phase of RCH, begun on 1 April 2005, aims at reducing the infant mortality rate, maternal mortality ratio and total fertility rate by 2010. The programme receives funding support from World Bank and bilateral donors such as DFID, European Commission, UNFPA and USAID.

Child Health Goal under RCH II/NRHM					
Child Health Indicator	Current status	RCH II/NRHM 2010/2012	MDG 2015		
Infant Mortality Rate	53 (SRS 2008)	<30	27		
Neonatal Mortality Rate	35 (SRS 2008)	<20	<20		
Under-5 Mortality Rate	74 (NHHS III 2005-0	06)	<36		

Source: Annual Report 2009-10. All figures are per thousand live births

Under this Scheme, supplies of drugs, equipment and other consumables are made to Primary health centres (PHCs), Sub-centres and other First Referral Units (FRU) as appropriate, for providing maternal and child health care. Grants are also given to the National Institute of Health and Family Welfare to impart training to health functionaries on reproductive and child health activities. Programme-related RCH activities are covered under the RCH Flexible Pool.

Routine Immunisation: This scheme provides for vaccination against six vaccine preventable diseases viz. Tuberculosis, Pertussis, Diphtheria, Polio, Tetanus and Measles to children in the age group of 0-5 years and pregnant women, extending Hepatitis-B vaccination programme in 11 states having more than 80 per cent of DPT-3 coverage, and introduction of Japanese Encephalitis vaccination programme in 11 high-risk districts of 5 states.

Pulse Polio Immunisation: This provides for eradicating all strains of the Polio virus by national and state immunisation programmes undertaken on particular days. It also funds corrective surgery of polio-affected (wild virus) children of 3-18 years.

Kalawati Saran Children's Hospital, New Delhi: This Institute, managed by Lady Hardinge Medical College, New Delhi, is a 350-bed hospital exclusively for children's diseases. It provides facilities in Pediatrics, Surgery, Orthopedics and intensive care facilities for children. The existing facilities are being augmented to provide specialised pediatric care with additional 150 beds with external assistance from Japanese International Cooperation Agency.

Child Care Training Centre, Singure: This training institute is mentioned in the detail demand for grants but no details are available in the other relevant budget documents, such as the Performance Budget or the Annual Reports.

Manufacture of Sera & Vaccine: This scheme caters to BCG Vaccine Laboratory, Guindy, Chennai, a subordinate office of the Director General of Health Services (DGHS) which was set up to manufacture and supply BCG vaccine and tuberculin, PPD to the States and Union Territories under universal immunization programme, as well as to the Pasteur Institute of India, Coonoor.

The National Maternity Benefit Scheme was launched in 2001 to provide nutrition support to pregnant women who are below poverty line. With the launch of the NRHM in 2005, this scheme was being terminated in the year 2004-05 and got merged with the Janani Suraksha Yojana (JSY).

Pre-Conception and Pre-Natal Diagnostic Techniques (Prohibition of Sex Selection) Act, 1994: In order to check female foeticide, the Pre-natal Diagnostic Techniques (Regulation and Prevention of Misuse) Act, 1994, was promulgated on 1 January 1996 and later amended with effect from 14 February 2003 to make it more comprehensive.

Information Education and Communication: The IEC strategy aims at facilitating awareness, dissemination of information regarding availability of and access to quality health care by the poor, women and children.

Flexible Pool of State PIPs

- Mission Flexible Pool provides for activities such as selection and training of Accredited Social Health Activists (ASHA), upgrade of CHCs and PHCs to FRUs and Indian Public Health Standards (IPHS), constitution of Rogi Kalyan Samiti and District Hospital Management Committee, mobile medical units, untied funds for Sub-centres, preparation of District Action Plans, supply of water testing kit, etc through state and district level societies.
- RCH Flexible Pool supports decentralised planning and flexible programming by states, including development of state and district level Project Implementation Plans (PIPs) with a focus on outcomes and community based monitoring and evaluation. The technical strategies for reducing IMR, MMR and TFR essentially remain the same as in RCH-I with emphasis on Integrated Management of Neo-natal & Child Illness and adoption of evidence based practices. This pool incorporates 'pooled' funds of external funding agencies such as World Bank, DFID and UNFPA.

Health care: Budget cutback to fuel private expansion

New Delhi 4 March 2010: The government has cut the budgets of some major central government funded public hospitals, indicating there could be more private sector expansion in health care.

Over 80 per cent of health care in India is in the private sector. With the quality of public hospitals deteriorating due to shortage of funds and lack of a comprehensive medical insurance cover, a large section of the population is unable to afford specialised care.

Budget 2010, while increasing allocation for the National Rural Health Mission, a scheme for rural health care launched by the United Progressive Alliance(UPA) government, decreased budgets of premier institutions such as the All India Institute of Medical Sciences,(AIIMS), Post Graduate Institute of Medical Education and Research (PGIMER), Chandigarh, Dr Ram Manohar Lohia Hospital and Safdarjung Hospital. Their budgets show a reduction of anywhere between 5 and 11 per cent, when compared to the revised budgets of last year.

http://budget.business-standard.com/news.php?id=&bs_autono=387483

Investing in Child Health

India's public health system is crumbling. In a ranking of 175 countries' public health spending in 2007-08, the World Health Organisation (WHO) ranked India a lowly 171.⁵³ Expenditure in the private sector contributes 78.05 per cent of the total health expenditure, while the public sector accounts for only 19.67 per cent. The remainder of 2.28 per cent is met from external flows. The share of social insurance is estimated by WHO at only 4.2 per cent while other forms of health insurance such as private health insurance constitute a negligible proportion (about 0.2 per cent). The government has clearly abdicated its role as a duty-bearer, leaving the private sector to take over slowly and steadily.

This is clear from the fact that out-of-pocket expenditure constituted more than two-thirds of total health expenditure during 2004-05. Component-wise, about 66.10 per cent was spent on outpatient care, followed by 23.48 per cent on inpatient care, 3.43 per cent on child deliveries, and 2.83 per cent on family planning services. In per capita terms, Rs 564 was spent on outpatient care which was highest among all services⁵⁴.

Table 5.1: Out of Pocket Expenditure by Rural and Urban Health Care Services 2004-05					
Expenditure on Health Care	Rural	Urban	Total		
Out-Patient Care	396,715,569	218,058,969	614,774,538		
In-Patent Care	123,057,693	95,275,339	218,333,032		
Delivery Care	18,020,851	13,904,678	31,925,528		
Post-natal Services	3,735,449	2,073,266	5,808,715		
Anti-natal Care Services	7,249,680	5,293,854	12,543,534		
Abortion and Still births ¹	11,965	28,255	40,220		
Immunization	1,746,360	3,104,958	4,851,318		
Family Planning Services ²	18,239,724	8,039,650	26,279,373		
Medical Attention at Death ³	10,211,560	5,235,358	15,446,918		
Total Expenditure on Health	578,988,851	351,014,325	930,003,177		

Source: National Family Health Survey (NFHS-III) 2005-06

⁵³ http://www.who.int/whosis/whostat/2010/en/index.html

⁵⁴ National Health Accounts: India 2004-05, Ministry of Health and Family Welfare

Health expenditure formed 4.25 per cent of the Gross Domestic Product (GDP)⁵⁵ in 2004-05, according to the MHFW. Since government health expenditure is 0.9 per cent of the GDP, private health expenditure must be amounting to 3.26 per of the GDP. The India Health Report 2010 says that the contribution of the private sector in terms of the availability of hospital beds has gradually increased from about 28 per cent in 1973 to about 61 per cent in 1996 and about 78 per cent in 2009. ⁵⁶ Also, India's private health industry is among the most unregulated.

What is worse is that 80 per cent of the total health expenditure goes to only 20 per cent of the population, those who can afford it. Economic research, especially research in poverty, has proved time and again that many families slip into poverty after a major illness in the family. The India Health Report 2010 estimates hat 7-8 per cent of Indians routinely gets pushed into poverty because of health care expenses.

In such circumstances, it is easy to guess that in the poorest families, it is the women and the child whose health needs get neglected. And this neglect is reflected in the poor health indicators of children and mothers.

It is now a clearly established reality that even after gaining high growth rate and increasing per capita income, we have failed to protect our children from hunger and diseases. I feel the question of resources is not the biggest one, a lot of money is being spent, but the situation is not improving in accordance with the expenditure because our system delivery systems are worst, un-accountable and non-responsive towards the most marginalised, like children.

Professor Amartya Sen at the Bal Adhikar Samvad convention on 19 December 2006

There are 37 million children below the age of three who are malnourished and underweight. The National Family Health Survey-III (conducted in 2005-06) found that almost 50 per cent of children under five are moderately or severely malnourished. In India, only 44 per cent of children aged 12-23 months are fully vaccinated, and 5 per cent have not received

Status of Children's Health in India

- In 2008, India had an infant mortality rate of 53 per 1,000 live births, compared to the MDG target of 28 to be achieved by 2015.
- India accounts for 21 per cent of global child deaths, most of which are avoidable. In 2009, close to 1.73 million under-five children died in India, clocking a child mortality rate of 66 per thousand. (UNICEF report)
- Every third malnourished child in the world lives in India (MWCD Report, 2007)
- Every second Indian child is underweight (MWCD Report, 2007)
- Of the total TB-affected population, children make up 10-15 per cent. Tuberculosis kills two people every three minutes, while 5,000 new TB cases are diagnosed a day. (Times of India, 25 March 2009).
- The latest estimate of HIV prevalence is as high as 0.28 per cent. (NFHS-III)
- There is a shortfall of 1,410 doctors at PHCs, 2,341 physicians at CHCs, 9,455 specialists at CHCs, 9,795 laboratory technicians and 4,910 pharmacists at PHCs and CHCs. (Bulletin on Rural Health Statistics 2007)
- Ratio of hospital beds to population is 15 times lower in rural areas than in urban
- As much as 74.2 per cent of the children aged 6–35 months were found anemic in NFHS-II, which increased to 79.2 per cent in 2005-06. (NFHS-III)
- Nearly one-eighth of equivalent life years continue to be lost due to various diseases. (WHO)

⁵⁵ National Health Accounts: India 2004-05, Ministry of Health and Family Welfar

⁵⁶ India Health Report 2010. Edited by Ajay Mahal, Bibek Debroy and Laveesh Bhandari. Business Standard Books, pp 146

any vaccination⁵⁷. Most neighbouring countries such as Bangladesh, Indonesia, Sri Lanka and China perform better than India in child health indicators⁵⁸.

Added to this grim health situation is the threat of emerging diseases and newer studies on them. According to a World Health Organisation report called `Indoor Air Pollution--National Burden of Disease Estimates', around 4.07 lakh premature deaths in India can be attributed annually to the use of biomass fuel and coal, common in most rural areas. An Indira Gandhi Institute for Development Research report says 4 lakh to 5.7 lakh women and young children die prematurely every year due to indoor air pollution caused by burning of bio-fuels in poorly ventilated homes⁵⁹. Based on the data collected by Population Based Cancer Registry under the Indian Council of Medical Research (ICMR), an estimated 13,600 children below the age of 14 years developed blood cancer in 2007⁶⁰. There are about a million juvenile (2-14 years) diabetics, of whom more than 12 thousand die of the disease. Several more could be dying undiagnosed⁶¹.

No nationwide survey has been conducted to estimate the number of children/orphans infected with HIV. Programme data available under the National Anti-retroviral Programme, 42,106 HIV positive children have been identified and eligible children put on Anti-retroviral Treatment. Table 5.2 gives the state-wise figures. ⁶²

Table 5.2: Details of children register	ed for ART as in September 200	08	
State	No. of ART centre	Children ever-registered	Children found eligible and patient on ART
Tamil Nadu	25	6050	1891
Maharashtra	26	9984	3059
Andhra Pradesh	25	9708	2433
Karnataka	27	5713	1642
Manipur	6	1650	388
Nagaland	4	327	62
Delhi	9	1238	403
Total in GFATM* states	124	34670	9878
Chandigarh	1	343	145
Rajasthan	4	831	307
Gujarat	6	1450	353
West Bengal	4	410	123
Uttar Pradesh	6	979	314
Goa	1	196	39
Kerala	5	516	167
Himachal Pradesh	1	122	61
Puducherry	1	90	44
Bihar	4	468	86
Madhya Pradesh	3	389	148

⁵⁷ National Family Health Survey-III, 2005-06

Eleventh Five Year Plan 2007-2012, Chapter-3, Planning Commission, pp 58.

⁵⁹ In Reply to Lok Sabha Unstarred Question No. 3389 dated 16 April 2008 by Smt Panabaka Lakshmi, Minister of State for Health and Family Welfare

⁶⁰ In Reply to Lok Sabha Unstarred Question No. 5221 dated 30 April 2008 by Smt Panabaka Lakshmi, Minister of State for Health and Family Welfare

⁶¹ http://www.jdrf.in/juvenile-diabetes.html Downloaded on 13 September 2010

⁶² Minister for Health and Family Welfare, Dr Anbumani Ramadoss, in his reply to Lok Sabha Starred Question No. 73 on 22 October 2008

State	No. of ART centre	Children ever-registered	Children found eligible and patient on ART
Assam	3	74	17
Arunachal Pradesh	1	2	0
Mizoram	1	73	22
Punjab	3	512	161
Sikkim	1	1	1
Jharkhand	2	186	32
Haryana	1	241	45
Uttarakhand	1	67	24
Jammu & Kashmir	2	54	27
Odisha	1	283	32
Chhattisgarh	1	145	89
Tripura	1	0	0
Meghalaya	1	4	1
Total in non-GFATM states	55	7,436	2,238
Total patients in NACO centres	179	42,106	12,116

^{*}Global Fund to Fight AIDS, Tuberculosis and Malaria

Source: Lok Sabha Starred Question No. 73, 22 October 2008

India's progress on the Millennium Development Goals with respect to indicators in child and maternal mortality is not on track. NFHS-III data (2005-06) also found India's IMR at a high 57 out of 1,000 live births. According to the MDGs, the target set by India to reduce IMR is 28 per 1,000 live births in 2015. This looks unlikely to be met considering that the IMR was 53 in 2008—with

The Goal of the Mission (NRHM) is to improve the availability of and access to quality health care by people, especially for those residing in rural areas, the poor, women and children.

Source: NRHM Mission Document

rural India at 58 vis-a-vis urban India's 36.⁶³ It is the rural hinterland which is giving a tough battle to policymakers and health professionals.

NFHS-III found that almost one in five women who gave birth in the five years before the survey received no antenatal care. About 37 per cent of the deliveries in India are assisted by traditional birth attendants and 16 per cent are assisted by a family member or untrained person. The absence of a trained person at birth significantly contributes to the high maternal as well as infant mortality rates.

Without adequate health infrastructure, access to health will remain a challenge. According to the CAG performance audit report, there is still a shortfall of 43,987 sub-centres (27 per cent) in 22 states/UTs, 8,613 PHCs (31 per cent) in 21 states/UTs and 4,200 CHCs (55 per cent) in 23 states/UTs compared to what was envisaged in the NRHM period (2005-12). The shortfall was acute in eight EAG states, which accounted for 74 per cent of the total shortfall in sub-centres, 60 per cent in PHCs and 70 per cent in CHCs.

India Health Report 2010. Edited by Ajay Mahal, Bibek Debroy and Laveesh Bhandari. Business Standard Books, pp 146

To support the immunisation programme, cold chain maintenance was visualised in all CHCs and PHCs. The Report found that in none of the 12 test-checked CHCs in Bihar and 124 test-checked PHCs in Haryana, Meghalaya, Madhya Pradesh, Puducherry and West Bengal (5 states/UTs) were cold chains available. In Bihar, Lakshadweep and Uttar Pradesh, 31-68 per cent of cold chain equipment was non-functioning.

In its Concluding Observations to India's First Periodic Report, the UN Committee on the Rights of the Child had this to say on Basic Health and Welfare:

The Committee notes the numerous national plans and programmes initiated during the 9th and 10th 5-year plans to address the health issues. Nevertheless it remains seriously concerned at the unavailability and/or inaccessibility to free, high quality, primary health car; the slow decline in infant mortality; the worsening maternal mortality rates, due in part to the high increase of unattended home deliveries; the low immunisation uptake; the high incidence of low birth weight deliveries; the high number of children with stunting, wasting or who are underweight; the prevalence of micronutrient deficiencies; and the low rate of exclusive breastfeeding and appropriate introduction of infant diet. The Committee further expresses its concern at the environmental pollution prevalent in some States specifically arsenic and lead pollution and at the lack of access to safe drinking water and adequate sanitation by a large percentage of the population. Finally, the Committee expresses its concerns at the practice of traditional and modern medicine by untrained and unqualified personnel.

The Committee recommends that the State party reinforce its efforts in developing effective policies and programmes to improve the health situation of children It also recommend that the State party ensure access for all children to primary, free and quality health services, regulate and monitor traditional and modern medicine practice; combat malnutrition; promote healthy nutrition habits, including breastfeeding; improve immunization uptake and; increase access to safe drinking water and adequate sanitation; address the issue of environmental pollution effectively.

The Committee welcomes the adoption of the National AIDS Prevention and Control Policy, 2001 aiming at achieving zero-level of new infection by 2007. It also welcomes the decision to provide ante-retroviral drugs to children and adults free of charge, but remains concerned at the rising number of children infected and/or affected by HIV/AIDS. It further expresses its concern at the discrimination experienced by these children in society and in the educational system.

CRC/C/15/Add.228 30 January 2004

Allocation Far Short of Needs BfC in Health Sector

Although it is very difficult to disaggregate health allocations, most of which are universal government health facilities, it can be said without any hesitation that the health budget for children remains abysmally low. Over the five-year period of study, children received on average only 0.76 per cent of the total Union budget. As a result, health allocations even within BfC remain modest--17.14 per cent.

Figure 5.1: Health Sector Allocation (BE) within Union Budget, (Average 2004-05 to 2008-09)

O.76
Child Health

99.24
Other than child Health

Health

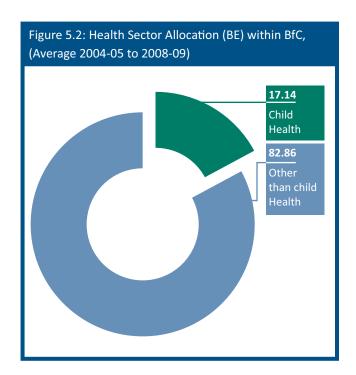


Table 5.3 : Allocation for Health as Percentage of BfC and Union Budget						
Year	Allocation for Health (BE)	BE, Health as percentage of BfC	BE, Health as percentage of Union budget			
2004-05	3,139.12	23.83	0.66			
2005-06	3,930.88	18.69	0.76			
2006-07	4,734.13	16.04	0.84			
2007-08	4,851.41	14.03	0.71			
2008-09	6,150.55	18.60	0.82			
Average percentage allocation from 2004-05 to 2008-09	4,561.22	17.14	0.76			

Even as budget allocations for health almost doubled from Rs 3,139.12 crore in 2004-05 to Rs 6,150.55 crore in 2008-09, among four sectors, health shows the lowest annual average growth. It was only 18.73 per cent. That is because its share in the Union budget has fallen steadily--from 23.83 per cent to 14.03 per cent in 2007-08-- except in the last year, 2008-09, when the share inched back up to 18.60 per cent.

Table 5.4: BE, RE and AE for Health (Rs crore)					
BE	RE	AE			
,139.12	2,532.63	2,561.71			
,930.88	4,255.70	4,443.06			
,734.13	3,774.88	3,548.86			
,851.41	4,369.09	NA			
,150.55	NA	NA			
3	F ,139.12 ,930.88 ,734.13 ,851.41	RE 2,532.63 2,532.63 4,255.70 3,774.88 4,369.09			

Source: Detailed Demands for Grants, MHFW.

The higher budget sizes were caused by an increase in

allocation towards some RCH programmes--Routine Immunisation, Purchase and Supply of Materials and PNDT Act. However, as table 5.4 and figure 5.3 show, except in 2005-06, budget allocations have always been revised downward in the first four years of the study (for which RE figures are available). Evidently a case of either good intentions not backed by funds flow or just poor budget-making.

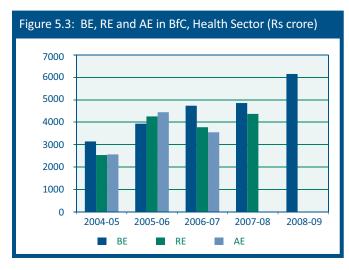


Table 5.5: Allocation for Reproductive and Child Health (RCH) (Rs crore)					
Year	BE	RE	AE		
2004-05	2,997.54	2,441.65	2,467.93		
2005-06	3,887.98	4,218.93	4,406.75		
2006-07	2,476.10	1,555.34	1,544.02		
2007-08	2,257.0	2,068.24	NA		
2008-09	3,282.10	NA	NA		
Total	14,900.72	10,284.16	8,418.71		

Allocation for RCH components makes a huge difference to the health budget because RCH, exclusive of Pulse Polio and Routine Immunisation, contributes 65.34 per cent of it.

As table 5.5 shows, allocation for this programme was the highest in 2005-06, a rise of almost 30 per cent over the previous year. An important reason for this was the introduction of the RCH component of Flexible Pool, with an allocation of Rs 614.5 crore and by 2008-09 the allocation went up to Rs 2535 crore, which is an increase of almost over 312 per cent. Two other RCH components-- Involvement of NGOs and Other RCH Interventions/ Sectoral Investment Programme-also show increased allocation by 128.85 per cent and at 48.51 per cent respectively in 2005-06. Yet, no allocation has been shown against these two components as well as RCH from 2006-07 onwards, the reason for the 26 per cent lower allocation in RCH total.

Table 5.6: BE, R	RE and AE in Health S	ector of BfC				
Year	AE-BE (Rs crore)	AE-BE (Per cent)	RE-BE (Rs crore)	RE-BE (Per cent)	AE-RE (Rs crore)	AE-RE (Per cent)
2004-05	-577.40	-18.39	-606.49	-19.32	29.09	1.148
2005-06	512.18	13.03	324.82	8.26	187.36	4.403
2006-07	-1,185.27	-25.04	-959.25	-20.26	-226.02	-5.99
Average	-1,250.50	10.59	-1,240.92	-10.51	-9.58	0.09

Underspending in Health

The health sector had an average underspending of up to 10.59 per cent during 2004-05 to 2008-09, making it the second highest underspending within BfC. The maximum underspending of 25.03 per cent in health was seen in 2006-07, which was due to up to 34.64 per cent underspending in RCH. Further scrutiny of the programme reveals not a single penny was spent out of the allocation of Rs 500 crore for supply and purchase of materials. According to the Appropriation Accounts 2006-07, Department of Health and Family Welfare, this was because the agreement with World Bank for the RCH-II project was not final and materials and medicines were not purchased. Even in the RCH Training programme, there was an underspending of a whopping 75.03 per cent. In the Strengthening of Immunisation and Polio Eradication programmes, this was 65.41 per cent. In a situation where we actually need more investments in universal immunisation and training health workers/ANMs (auxiliary nurses and midwives), such massive underspending is seriously alarming.

⁶⁴ Appropriation Account, Department of Health and Family Welfare, Grant No. 46, pp 263

No allocation was found from 2005-06 onwards against the National Maternity Benefit Scheme (NMBS) launched in 2001 to provide nutrition support of Rs 500 to pregnant women below poverty line 8-12 weeks prior to delivery. With the launch of the NRHM in 2005, this scheme was terminated and merged with the Janani Suraksha Yojana (JSY). But even in its last year, 2004-05, the scheme received an allocation of Rs 101 crore but saw a spending of over Rs 56 crore. The CAG also mentioned that Rs 42.74 crore under NMBS was lying unspent with 31 states/UTs except Sikkim, Dadra and Nagar Haveli, Chandigarh and Puducherry.⁶⁵

Allocations towards PNDT went up from Rs 3.6 crore in 2004-05 to Rs 10 crore in 2008-09. This would be a decent hike but for the over 62 per cent underspending in 2005-06 and also in 2006-07. To make a legal instrument effective, funds must be budgeted for, so any underspending proves the government's lack of commitment towards the law.

The Appropriation Accounts⁶⁶ also points to a huge saving (underspending) in 2007-08 in the health sector on various programmes and schemes:

- Training in RCH: Saving of Rs 349.26 lakh (against the sanctioned Rs 600 lakh) due to availability of unspent balances with the state governments and change in funds flow mechanism.
- Research & Study activities in RCH: Saving of Rs 3.05 crore (against the sanctioned Rs 7.20 crore due to undertaking less research activities.
- **Expenditure at Headquarters:** Saving of Rs 7.02 crore (against the sanctioned Rs 10.00 crore) due to meeting the expenses from the sub-head.
- Procurement of Drugs & Equipment (Other than Vaccines etc): Saving of Rs 178.33 crore (against the sanctioned Rs 200 crore) due to non-finalisation of agreement with the World Bank.
- Routine Immunisation Programme: Saving of Rs 95.80 crore (against the sanctioned Rs 277 crore) due to non-procurement of cold chain equipment owing to procedural delay and non-approval of extension of Hepatitis-B by the Cabinet.
- Pulse Polio Immunisation Programme: Saving of Rs 322.71 crore (against the sanctioned Rs 1257.68 crore) due to non-settlement of claims received from Controller of Aids, Accounts & Audit and less release from domestic funds for procurement of Oral Polio Vaccine.
- Expenditure on Supply of Vaccines etc in UTs without Legislature: Saving of Rs 3.34 crore (against the sanctioned Rs 4 crore) due to release of less funds to states/UTs owing to non-approval of higher rates of honorarium to vaccinators and supervisors by the Cabinet Committee on Economic Affairs.

The "Committee observes that in spite of its raising concerns over this trend of underutilisation of funds year after year, there does not seem to be any noticeable improvement in this regard. Time and again the Committee has been advocating for higher allocation of funds for this sector and this time the Committee is happy to note that the approved outlay has seen a 32 per cent hike over the last year's Revised Estimate. The Committee reiterates its concern and recommends to the Department to play a more pro-active role in identifying the problems afflicting the utilisation of funds in the Health Sector and initiate remedial measures from the very beginning of the current financial year so that the old story of revising estimates downwards and subsequent underutilisation does not recur."

Department-Related Parliamentary Standing Committee on Health and Family Welfare, 27th Report Presented to Rajya Sabha and Laid on the table of Lok Sabha on 30 April 2008

⁶⁵ Comptroller and Auditor General Report No 8 of 2009-10, Chapter 5, pp 43.

⁶⁶ Appropriation Account 2007-08, Grant No 46- Department of Health and Family Welfare.

The Department-Related Parliamentary Standing Committee on Health and Family Welfare observed that funds allocated towards schemes under the Family Welfare/NRHM programmes during 2007-08 remain unspent in 2008. While an amount of Rs 10,890 crore was allocated, the Department could utilise only Rs 8,800.88 crore till 29 February 2008. The Committee was not satisfied with the utilisation status since Rs 1,900 crore was still left to be spent in 2007-08 and during 2006-07, funds amounting to Rs 1,500 crore had not been utilised. Table 5.7 gives the funds utilisation against the approved outlay for 2006-07, 2007-08 and 2008-09.⁶⁷

In 2006-07, the Immunisation Programme, including Pulse Polio, for 0-5 years and pregnant women, was shifted from RCH to the NHRM. So from 2006-07 to 2008-09, this programme received an average Rs 12,080.41 crore, almost 76

Table 5.7: Allocation and Spending i	n Health and I	Family Welfare S	chemes			
SCHEMES	2006-07 Approved Outlay	Expenditure	2007-08 Approved Outlay	Revised Estimate	Expenditure upto 29.02.08	2008-09 Approved Outlay
Disease Control Programmes	721.00	695.03	882.00	899.92	685.09	1086.25
Integrated Disease Surveillance Programme	102.00	12.93	80.00	55.00	33.11	72.00
i) RCH Flexible Pool	1,705.72	1,427.03	1,725.00	1,928.58	1,643.62	2,535.00
Routine Immunisation	345.00	228.83	317.00	260.00	171.88	615.00
Pulse Polio Immunisation	1,049.00	1,064.60	1,341.48	1,146.48	930.65	1,068.43
(ii) Mission Flexible Pool	1,943.18	2,069.36	3,155.32	3,155.32	2,505.05	2,285.00
Grants to State Training Institutions	91.15	52.07	92.07	93.65	86.00	105.49
Free Distribution & social marketing of Condoms for NACO	200.00	267.48	275.00	294.00	221.80	300.00
Free distribution of contraceptives	100.00	91.25	60.00	36.98	30.27	65.00
Area Projects	202.77	120.59	50.01	50.01	42.41	50.01
NGOs (Public-Private Partnership)	32.91	3.68	20.50	20.50	16.85	20.50
FAMILY WELFARE	218.88	123.11	235.00	200.16	142.31	278.00
Social Marketing of Contraceptives	49.50	20.30	50.00	28.42	15.16	30.00
Other Schemes	43.19	23.24	61.84	68.08	36.79	163.15
Research & Study	8.00	6.23	8.00	6.00	3.60	6.00
MIS	22.07	8.87	29.56	48.00	24.49	137.00
Overall allocation/ Expenditure	8,985.48	7,485.06	10,890.00	10,668.61	8,800.88	11,930.00

Table 5.8: Status of Children of 12-23 months who received different	t types of Immunisa	ition and Vitamir	n A supplements (Per cent)
OFully immunised (BCG, measles, and 3 doses each of polio/DPT)	35.5	42.0	43.5
BCG	62.2	71.6	78.2
3 doses of polio vaccine	53.6	62.8	78.2
3 doses of DPT vaccine	51.7	55.1	55.3
Measles vaccine	42.2	50.7	58.8

Department-Related Parliamentary Standing Committee on Health and Family Welfare Parliament of India, Rajya Sabha, Twenty-Seventh Report, (Presented to the Rajya Sabha and laid on the table of the Lok Sabha on 30 April 2008)

Table 5.9: Number of Polio Cases Reported in States in 2008					
State	P1	P3	Total		
Bihar	2	221	223		
Uttar Pradesh	45	187	232		
Delhi	2	1	3		
Maharashtra	0	3	3		
Haryana	0	2	2		
Orissa	1	1	2		
Andhra Pradesh	0	1	1		
Madhya Pradesh	0	1	1		
Rajasthan	0	1	1		
Assam	1	0	1		
Punjab	1	0	1		
West Bengal	1	1	2		
Total	53	419	472		

Source: Rajya Sabha Starred Question No. 12, 17 October 2008

Table 5.10: External Aid in Health (Rs crore)					
Year	BE	RE	AE		
2004-05	2,458.04	2,035.77	213.90		
2005-06	2,675.20	1,911.78	2,013.28		
2006-07	1,753.04	1,083.52	724.20		
2007-08	930.01	676.70	NA		
2008-09	2,169.33	NA	NA		

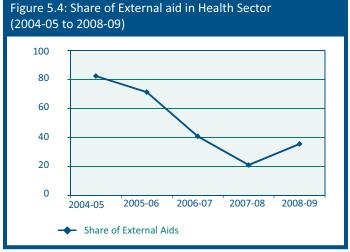
Source: Detailed Demands for Grants, MHFW.

In 2004-05, external aid contribution was very high at 78.3 per cent (Rs 2,458.04 crore) of the health budget but declined to 19.17 per cent in 2007-08 (Rs 930.01 crore) but went up again by 133.26 per cent to Rs 2,169.33 crore in the final year of the study. RCH programme receives the maxi-

per cent of the total health budget. The impact of such a huge vaccination programme on polio cases still remains disheartening. The usage of Oral Rehydration Solution (ORS) among children with diarrhoea continues to be low (according to NFHS-III, 26.2 per cent of children with diarrhoea in the last two weeks received ORS as compared to 27 per cent in NFHS-II conducted in 1998-99)⁶⁸. During 2008, 472 polio cases were reported out of which 53 are Wild Polio virus type 1 and 419 are Wild Polio virus type 3. Table 5.8 gives the number of cases reported state wise⁶⁹.

Unfair Dependence on External Aid

Among all BfC sectors, health receives the maximum external aid. On an average 43.78 per cent of its budget from 2004-05 to 2008-09 has come from external aid. Table 5.9 and figure 5.4 show how the contribution of external aid has fluctuated over the period of study; even as allocations were high, actual spending of the aid was less in all the first three years except one—2005-06.



mum contribution with almost 73.9 per cent while over 2006-07 to 2008-09, Immunisation Programme received over 22 per cent of its funds from external aid.

World Bank, Japan International Cooperation Agency (JICA) and KfW Banken Group, Germany, provide assistance for the Pulse Polio Campaigns. The World Bank assistance is reimbursable, the KfW assistance is partly grant and partly soft loan at 0.75 per cent per annum interest rate.

Although health sector's dependence on external aid has decreased in this decade, it remains significant, especially in terms of the RCH. It is time to ask if success has eluded us in child and maternal mortality because of the lack of accountability in using cheap external funds, as opposed to public and auditor scrutiny of taxpayer money.

⁶⁸ Eleventh Five Year Plan

⁶⁹ In reply to Rajya Sabha Starred Question No. 12, dated 17 October 2008 by Smt Panabaka Lakshmi, Minister of State for Health and Family Welfare



Allocations Rise as Child Protection Gains in Importance

Provision of Child Protection will be a key intervention in the Eleventh Plan. Child Protection refers to protection from violence, exploitation, abuse and neglect. India has recognised the right to protection for its children through its constitutional commitments and the laws, policies, and programmes it has put in place over the years.

Eleventh Five Year Plan, Chapter 6, para 6.129, page 202

India has the largest number of working children in the world, a number that is growing everyday despite wider and easier access to education. According to Census 2001, the number of working children in the age group of 5-14 years rose from 11.3 million in 1991 to 12.6 million in 2001. When children work, it also means that they remain out of school and that both parents and the State have failed in their duty to nurture them and protect them from exploitation.

The Right to Protection implies that a child has the right to remain protected from all kinds of situation that involve any extent of violence meted out to him/her directly or indirectly and that could hamper his/her physical as well as mental growth. There are several other ways in which India fails to protect her children. It has the world's largest number of sexually abused children, with a child below 16 years raped every 155th minute, a child below 10 every 13th hour, and one in

every 10 children sexually abused at any point of time⁷⁰. Several Indian states, especially in the northern region, continue with traditional violent and exploitative practices such as child marriage, routine killing of girl children in the womb and after birth, not sending girls to school as a rule and employing them in household chores at own or others' homes, and so on, seemingly with impunity. For every 1000 boys of 0-6 years, there are only 927 females in India, even fewer in northern states. According to the National Commission for Enterprises in the Unorganised Sector report, 92 per cent of the 4 million domestic workers in India are women and children, of whom again 20 per cent are less than 14 years old and 25 per cent are between 15 and 20 years.⁷¹

India also has the largest number of missing children. The National Human Rights Commission (NHRC) says that on an average, 44,000 children are reported missing every year. Of these, as many as 11,000 remain untraced. Delhi, for instance, had over 7,000 children missing in 2006, though police claimed they were able to track 75 per cent of these.⁷²

State governments have also failed to check the rising incidence of organised crimes against children--such as sexual abuse of children, trafficking of children to work as domestic labour or in slave-labour factories or in the sex trade, etc--which has proliferated alongside increased prosperity, urbanisation and consumerism.

Table 6.1: Crime against Children in India (number of incidences)								
Crime head	2005	2006	2007	2008				
Murder	1,219	1,324	1,377	1,296				
Infanticide	108	126	134	140				
Rape	4,026	4,721	5,045	5,446				
Kidnapping & Abduction	3,518	5,102	6,377	7,650				
Foeticide	86	125	96	73				
Abetment of Suicide	43	45	26	29				
Exposure & Abandonment	933	909	923	864				
Procuring of Minor Girls	145	231	253	224				
Buying of Girls for Prostitution	28	35	40	30				
Selling of Girls for Prostitution	50	123	69	49				
Child Marriage Restraint Act	122	99	96	104				
Other Crimes	4,697	6,127	5,974	6,595				
Total	14,975	18,967	20,410	22,500				

Source: Crime in India 2008, NCRB

There is no legal definition of child abuse or child sexual abuse in India. The rate of conviction is poor and cases go on forever, delaying and often denying justice. The conviction rate at the national level for crimes against children stood at only 35.7 per cent in 2008⁷³ --it was much less for crimes such a rape or trafficking. While in 2006, 24.6 per cent of the cases registered led to a conviction, the number had gone up only marginally to 26.4 per cent in 2008. Thus, there is further victimization of the child through the legal procedure.

⁷⁰ Ministry of Women and Child Development (2007): Working Group Report on Women and Children for the Eleventh Five Year Plan (2007-2012)

⁷¹ National Commission for Enterprises in the Unorganised Sector, Report on Conditions of Work and Promotion of Livelihoods in the Unorganised Sector, August 1007, pp 86.

⁷² NHRC, ISS, UNIFEM, Trafficking in Women and Children in India, Orient Longman, 2005

⁷³ Crime in India 2008. National Crime Records Bureau, Ministry of Home Affairs, Government of India. http://ncrb.nic.in/

India's Commitments to the Protection of Children

Constitution of India (Directive Principles of State Policy)

- Article 15 Not discriminate against any citizen...(3) nothing in this article shall prevent the state from making special provision for women and children
- Article 23 Traffic in human beings and beggar and other similar forms of forced labour are prohibited
- Article 24 No child below the age of fourteen years shall be employed to work in any hazardous employment
- Article 39 Children are given opportunities and facilities to develop in a healthy manner and in conditions of freedom and dignity and that childhood and youth are protected against exploitation and against moral and material abandonment

Ministry of Labour Citizen's Charter

- Commitment to the concerns of children and elimination of child labour from hazardous sectors by the end of 10th plan
- All-out efforts for mainstreaming children from National Child Labour Project (NCLP) schools to the formal schools.
- Children in the age group 5-8 years to be directly linked to the formal education and vocational training for children in the age group of 9-14 years.

National Plan of Action 1992

- Improve protection of children in especially difficult circumstances
- To assist children affected by one or more disabilities, having no access to proper rehabilitative services...to lift up the status of those more marginalized

National Plan of Action for the SAARC decade of the Girl Child 1991-2000

To extend special protection for girls in difficult situations/ circumstances arising out of natural calamities and man made disasters and to those economically and socially deprived like SC/ST and physically and mentally disabled

The National Plan of Action (NPA) for Children 2005 has dealt explicitly with child protection. NPA set out its objective as, "to protect all children against neglect, maltreatment, injury, trafficking, sexual and physical abuse of all kinds, pornography, corporal punishment, torture, exploitation, violence, and degrading treatment." NPA defines children in difficult circumstances, as orphans, street children, beggar children, migrant children, children affected by man made and natural disasters, drug addicts, children of nomads, refugee children, slum and migrant children, children of commercial sex workers, children of prisoners, children affected by/in armed conflict, displaced children, evicted children, young children in charge of siblings, children born as eunuchs or brought up by eunuchs, and all other children in need of care and protection (CNCP) as well as children in conflict with law (CICL) or children who have broken the law in any way.

UN Convention on the Rights of the Child

Article 32

States Parties recognize the right of the child to be protected from economic exploitation and from performing any
work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health or
physical, mental, spiritual, moral or social development.

- 2. States Parties shall take legislative, administrative, social and educational measures to ensure the implementation of the present article. To this end and having regard to the relevant provisions of other international instruments, States Parties shall in particular:
- (a) Provide for a minimum age or minimum ages for admission to employment;
- (b) Provide for appropriate regulation of the hours and conditions of employment;
- (c) Provide for appropriate penalties or other sanctions to ensure the effective enforcement of the present article.

Article 34

States Parties undertake to protect the child from all forms of sexual exploitation and sexual abuse. For these purposes, States Parties shall in particular take all appropriate national, bilateral and multilateral measures to prevent:

- (a) The inducement or coercion of a child to engage in any unlawful sexual activity;
- (b) The exploitative use of children in prostitution or other unlawful sexual practices
- (c) The exploitative use of children in pornographic performances and materials.

Article 35

States Parties shall take all appropriate national, bilateral and multilateral measures to prevent the abduction of, the sale of or traffic in children for any purpose or in any form.

The National Commission for Protection of Child Rights, on coming into force, shall have the powers to uphold child rights and to take suo moto cognizance of child rights violations. Similar powers will also vest in State Commissions.

A Tentative Beginning, Still Schemes and Programmes in Protection

While all children enjoy the right to protection, for budget analysis under the protection sector, we specifically target those children who are already victims or have fallen in difficult circumstances and therefore need extra care to return to a protective and nurturing environment so that their rights are not further violated.

The Juvenile Justice (Care and Protection of Children) Act 2000 and as amended in 2006 caters to two categories of children: Children in Conflict with Law (CICL) and Children in Need of Care and Protection (CNCP). The latter group includes:

Development of children is at the centre of the Eleventh Five Year Plan. The Plan strives to create a protective environment, which will ensure every child's right to survival, participation, and development.

Eleventh Five Year Plan, Chapter 6, page 202

- Street children: By far the largest group needing care and protection.
- Children who are victims of crime and abuse: The biggest group denied care and protection.
- Homeless children (pavement dwellers, displaced/evicted, etc)
- Orphaned or abandoned children
- Children whose parents cannot or are unable to take care of them
- Children voluntarily separated from parents
- Migrant and refugee children

- Trafficked children
- Children in bondage
- Children as sex workers and children of sex workers/sexual minorities
- Children of prisoners
- Children affected by conflict and natural disasters
- Children affected by HIV/AIDS and terminal diseases
- The girl child
- Children with disabilities and other special needs
- Children belonging to ethnic and religious minorities, other minority communities and those belonging to scheduled castes and tribes, and
- Children in institutional care.

CICL, on the other hand, are simply children who have done something that has violated the law of the land. Juvenile legislation encompasses all the categories of children mentioned above, including child labour for which there is an additional law, Child Labour (Prohibition & Regulation) Act 1986 (amended last in September 2008).

Integrated Child Protection Scheme: A Protracted Battle

The story of the birth of ICPS illustrates very well how bureaucratic apathy and inter-ministerial wrangles can frustrate even the best of intentions within the executive. With the drafting of this scheme in 2006 and its inclusion in the Eleventh Five Year Plan, a ray of hope was seen for a systematic approach, and thus an intregated mechanism, towards right to protection of children. But the scheme took a long time to be approved by the Planning Commission, keeping its stillborn and ineffectual for years. The Ministry had requested for Rs 3,000 crore to implement ICPS as a pilot project in selected states for five years, while the Planning Commission granted only one-third of this amount, or Rs 1,000 crore. In the budget for 2007-08, the Finance Minister allocated only about Rs 85 crore, which was reduced to Rs 38.5 crore sometime during the year. A respectable allocation for the scheme under the Ministry of Women and Child Development was made first in the Union Budget 2008-09. In that year, Rs 200 crore, including Rs 20 crore for the North Eastern region, was allocated to ICPS, which went down again in 2009-10 to Rs 60 crore, including Rs 6 crore for NER.

The full Planning Commission approval for ICPS came only in February 2009, too late for the budget of 2009-10, but finally paving the way for realistic allocations that came about the next year. In 2010-11, the allocation for the ICPS jumped four and a half times to Rs 270 crore, from Rs 60 crore in 2009-10. It is another matter that even this sum is not enough (see next box) to implement just the Juvenile Justice (Care and Protection of Children) 2000 and the 2006 amendments all over the country.

Even before ICPS started being implemented properly, especially during 2007-08 to 2009-10 when token allocations were being made, allocations for other schemes in the sector, such as Scheme for Protection of Juvenile, were cut. Such schemes were to be subsumed under ICPS once the latter started working countrywide in full swing. However, there is still some way to go for that because, as of May 2010, only 16 states have signed MoU with the Union government for implementing the scheme.

The budget for protection of children suffers from three major problems. First, it allocates too little money to tackle the magnitude of the problems faced by children in India. Second, in a tacit acknowledgement of child labour, the major schemes to tackle child labour are implemented by the Ministry of Labour and Employment (MLE) and not the MWCD. Third, and most important, the programmes and schemes targeted towards protection of children cater to a small fraction

ICPS: Ambition unmatched by allocations

Back-of-the-envelope calculations prove ICPS allocations continue to be highly inadequate to warrant a proper implementation of the scheme. For instance, just one day's expenditure on the members of the Juvenile Justice bodies, such as the CWCs and JJBs, were they all to be in place, would amount to Rs 213,800. This translates into an annual expenditure of over Rs 3.33 crore. This has been calculated assuming that the payment norms of Rs 500 per member per sitting, with a minimum number of three sittings a week, are met. This is apart from other administration costs as well as the salaries of all the Principal Magistrates.

of all children in difficult circumstances in India. This is despite the fact that the Eleventh Five-year Plan (2007-12) document, for the first time, carried a section on the need for creating a protective environment for India's children and a safety net in chapter six called 'Women's Agency and Child Rights'. Around the same time, the Ministry of Women and Child Development (MWCD), along with civil society groups, formulated a new scheme for the sector called Integrated Child Protection Schemes (ICPS) that promises to look at protection of children in a holistic manner.

The Integrated Child Protection Scheme is based on the cardinal principles of "protection of child rights" and "best interests of the child". It aims at preventing violations of child rights through appropriate punitive measure against perpetrators of abuse and crimes against children and ensuring rehabilitation for all children in need of care and protection. It also aims at creating a protective environment by improving regulatory frameworks, strengthening structures and professional capacities at national, state and district levels so as to cover all child protection issues and provide child friendly services at all levels⁷⁴.

Central Adoption Resource Agency (CARA): It was set up in 1990 and was subsequently registered under the Societies Registration Act, 1860 on 18 March 1999. Its main function is to regulate inter-country adoptions from India as well as to promote domestic adoptions.

Integrated Scheme for Street Children: The objective of this programme is to prevent destitution of children and facilitate their withdrawal from the streets by providing for shelter, nutrition, health care, education, and recreation facilities. The strategy is to develop awareness and provide support to build capacity of the Government, NGOs and the community at large to realise the rights of the child enshrined in the CRC and in the Juvenile Justice (Care and Protection of Children) Act, 2000. Children without homes and family ties, ie, street children and children especially vulnerable to abuse and exploitation, such as children of sex workers and children of pavement dwellers, are the target group, while children living in slums and with their parents are excluded.

Scheme for welfare of working children in need of care and protection: This scheme run by the MWCD aims at providing opportunities including non-formal education, vocational training, etc, to working children to facilitate their entry/reentry into mainstream education if they have either not attended any learning system or their education has been discontinued, and thus prevent their future exploitation. Support is to be provided to those projects in urban areas that are not being covered by the MLE schemes.

Prevention and Control of Juvenile Maladjustments: The scheme provides for care, protection, development and rehabilitation of children in need of care and protection and children in conflict with law. Under the Scheme, the MWCD provides assistance to State governments on a 50:50 basis for establishment and maintenance of homes and institutions for CNCP and CICL.

⁷⁴ DRAFT as on 17 August 2006, THE INTEGRATED CHILD PROTECTION SCHEME (ICPS)- A Centrally Sponsored Scheme of Government-Civil Society Partnership, http://wcd.nic.in/childprot/drafticps.pdf

Child Labour Cell: This is one of the components under the scheme, Improvement in Working Conditions of Child/Women Labour, which provides for the formulation, co-ordination and implementation of policies and programmes concerning the welfare of child/women labour. The other components are--National Child Labour Programme, Indo-US Matching Grant, Strengthening of Child Labour Cell, and GIA to Voluntary Agencies.

Assistance to Voluntary Organisations for setting up of Short Stay Home: The scheme seeks to protect and rehabilitate women and girls who are facing social and moral danger due to family problems, mental strains, social ostracism, exploitation or other causes. The scheme provides services like medical care, case work services, occupational therapy, education, vocational and recreational activities, and social facilities of adjustments.

Swadhar: The objective of the scheme is to comprehensively rehabilitate widows, victims of trafficking, victims of natural calamities, mentally challenged and destitute women. The scheme provides for support such as food and shelter, counseling, medical facilities, and vocational training to women. The scheme also envisages setting up helplines for women in distress.

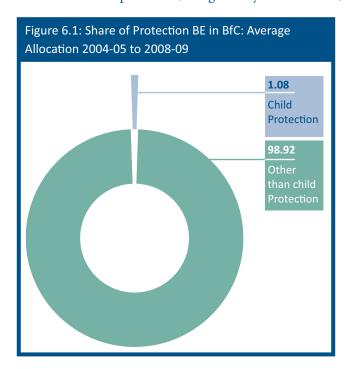
Comprehensive Scheme for Combating Trafficking (Ujjwala): This scheme aims at prevention of trafficking and at providing support for rescue, rehabilitation and reintegration of victims of trafficking. The scheme is being implemented mainly through NGOs.

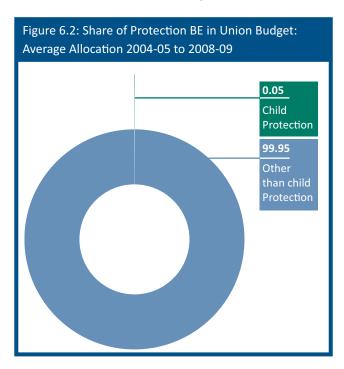
Relief to and Rehabilitation of Rape Victims: This scheme is for providing relief to and rehabilitation of victims of rape.

Conditional Cash transfer for the Girl Child with Insurance Cover (Dhanalakshmi): This is a central sector scheme being implemented on a pilot basis in a few blocks chosen on the basis of the criteria of backward districts and educationally backward blocks with a view to eliminating discrimination against girl child.

Allocations in the Protection Sector

We have seen how protection, being a newly evolved sector, is still low on the radar of the MWCD, which itself suffers





from lack of control of child labour issues. This explains why, of the four child-related sectors, protection has consistently received the least share of both the Union budget as well as the BfC --an average of 0.05 per cent and 1.08 per cent respectively during the five-year study period of 2004-05 to 2008-09 (figures 6.1 and 6.2).

Table 6.2: Allocation for Protection Sector in BfC as Percentage of BfC and Union Budget							
Year	BE, Protection (Rs crore)	BE, Protection as percentage of BfC	BE, Health as percentage of Union budget				
2004-05	162.25	1.23	0.03				
2005-06	176.10	0.84	0.03				
2006-07	239.45	0.81	0.04				
2007-08	368.55	1.06	0.05				
2008-09	497.56	1.43	0.07				
Average percentage allocation (2004-05 to 2008-09)		1.08	0.05				

In the first three years of our study period, as tables 6.2 and 6.3 show, budget allocation for protection rose slowly. So did the actual expenditure of the allocation and its share in the Union Budget and BfC. It is only in the last two years of the study period that allocations for the sector received a shot in the arm.

The child protection budget rose by 36 per cent in 2006-07, mainly on account of higher allocation in a few schemes, the details of which are found in table 6.5.

Table 6.3: Protection outlays in BfC (Rs crore)						
Year	BE	RE	AE			
2004-05	162.25	152.61	147.49			
2005-06	176.10	172.73	173.31			
2006-07	239.45	183.12	183.27			
2007-08	368.55	292.04	NA			
2008-09	497.56	NA	NA			

Table 6.4: Allocations towards schemes for CNCP/CNCL, MWCD (Rs lakh)						
Programme/Schemes	2005-06	2006-07	Per cent increase			
Adoption	635	850	33.86			
Scheme for street children	1,720	2,500	45.35			
Assistant to Voluntary Organisations for setting up Short Stay Homes	1,500	1,750	16.67			
Swadhar	550	800	45.45			
Prevention and Control of Juvenile Maladjustment	1	4,590	-			
Improvement in Working condition of Child/Women Labour-Child Labour Cell	12,479	12,705	1.81			
Total	16,885	23,195	-			

Source: Crime in India 2008, NCRB

In 2007-08, as table 6.5 shows, protection outlay increased by almost 54 per cent over 2006-07, the highest annual rise, to Rs 368.55 crore, raising the share of the allocation for protection in the Union Budget to 0.5 per cent. In 2008-09, it zoomed to over Rs 497 crore, rising 35 per cent over the previous year, and pushing its shares in the total budget as well as in the BfC to respectable levels. For the first time, protection took 0.7 per cent of the Union budget and 1.43 per cent

of the BfC. The sharp rises in the later years also helped to lift the average annual increase in allocations over the five-year period to 33.36 per cent.

It is interesting to note that fortunes of the protection sector looked up significantly with the introduction of the ICPS in 2007-08. Compared to 0.01 per cent of the BfC in the nineties, it has now started accounting for 1.43 per cent (in 2008-09). ICPS, along with higher outlays for Schemes for Relief to and Rehabilitation of Rape Victims, ICPS and Swadhar, was responsible for the sharply increased protection budget in the last three years

Table 6.5: Annual Rate of Change in Protection (Per cent)						
Year	BE	RE	AE			
2004-05	NA	NA	NA			
2005-06	8.54	13.18	17.51			
2006-07	35.97	6.01	5.75			
2007-08	53.92	NA	NA			
2008-09	35.00	NA	NA			
Average annual rate of change in BE	33.36					

of the study period. However, although ICPS allocation has seen a remarkable rise, from Rs 95 crore when it was launched to Rs 270 crore in 2010-11, the implementation of the scheme remains half-hearted.

Although schemes such as Integrated Programme for Street Children, A Programme for Juvenile Justice and Shishu Greha are to be merged with the ICPS, it would be pertinent to look at how these have fared so far.

Integrated Scheme for Street Children: Up to 90 per cent of the cost of the project is provided by the Central government, with the relevant NGO funding the rest. There are no predefined cost heads but a recurring cost ceiling of Rs 1.5 million for each project. During 2008-09, against a budget allocation of Rs 10 crore, Rs 11.47 crore was released as Assistance to NGOs running Street Children/Childline projects involving 61 NGOs, towards a total number of beneficiaries of 32,588, implying an assistance of about Rs 3,520 per beneficiary.⁷⁵

Prevention and Control of Juvenile Maladjustment: The JJ Act 2000 as well as its 2006 amendments has yet to be fully implemented in all the states. For instance, as per the 2006 amendment in the law (Section 4), every district must have set up a Child Welfare Committee (CWC) and a Juvenile Justice Board (JJB) within one year from the notification of the new Act. But not even half the 611 districts have fully independent and functional CWC and JJB. The MWCD's website does not have an updated list. As a result, in many states, the number of CWC and JJB is inadequate to deal with the number of juveniles who are brought before law. Also, several problems remain in the implementation of the law as well as in budgeting for it. The allocated budget for all interventions that are required for children in need of care and protection as well as those in conflict with law in 2008-09 was Rs 262.7 crore. Yet, the specific programme for Juvenile Justice, called Prevention and Control of Juvenile Social Maladjustment, received less than Rs 22 crore, not even 10 per cent of the total!⁷⁶

Conditional Cash transfer for the Girl Child with Insurance Cover (Dhanalakshmi) was also launched in 2007-08, the same year as the ICPS, to encourage education and better upbringing of girl child with cash transfers to the family (the mother) on fulfilling specific conditions such as birth and registration of the girl child, immunisation, enrolment and retention in school till adulthood, provided she has remained unmarried. This scheme got a budget allocation of Rs 15 crore in 2007-08, for a pilot project implemented in 11 blocks across seven states, which declined to Rs 10 crore in 2008-09. However, as per the Appropriation Accounts of 2007-08, the outlays for both ICPS and Dhanalakshmi remained unspent pending their approval.

⁷⁵ http://wcd.nic.in/projsanc/streetchildren2008-09.htm

⁷⁶ Economic Survey 2008-09, Chapter-10, pp 276.

⁷⁷ Economic Survey 2008-09, Chapter-10, pp 276.

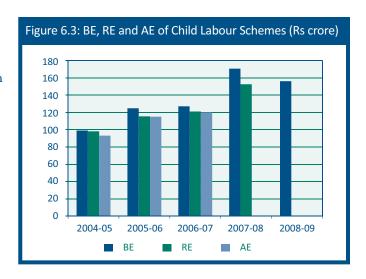
Scheme for Relief and Rehabilitation of Rape Victims: Although launched with an allocation of only Rs 1 crore in 2006-07, the scheme received a big boost as allocation went up to Rs 40 crore in the 2008-09 budget. In 2006-07, according to the Detailed Demand for Grants, no spending was recorded. This was despite the fact that 5,045 cases of child rape were reported in 2007 and in 2008 a total number of 5,446 cases of similar cases were reported an increase of 7.9 per cent over 2007.⁷⁸

Allocation and Spending on Child Labour

The importance of child labour schemes in the sector can be understood from the fact that on average, allocation for these came to 49.27 per cent of the total protection allocation over the five-year period of study. In terms of spending, it accounted for an even higher share--65.86 per cent on average.

Table 6.6: Programmes and Schemes for Child Labour (Rs crore)										
Schemes	2004-05		2005-06		2006-07	,	2007-08		2008-09	
	BE	AE	BE	AE	BE	AE	BE	AE	BE	AE
NCLP	87.2	81.74	97.72	100.8	100	107.93	138.5	NA	142.56	NA
Indo US Matching Grant	10	9.6	25	12.67	25	10.82	30	NA	12	NA
Strengthening of Child Labour Cell	0.05	0.05	0.05	0.04	0.05	0.04	0.05	NA	0	NA
GIA to Voluntary Agencies	1.8	1.75	2.02	1.55	2	1.16	2	NA	1.5	NA
Total Child Labour Schemes	99.05	93.14	124.79	115.06	127.05	119.95	170.55	NA	156.06	NA

Welfare of working children in need of care and protection: This scheme was allocated Rs 7 crore per year from 2004-05 to 2008-09, except in 2006-07 when Rs 6 crore was given. But the expenditure has always been far less than the allocation. In 2004-05, there was no spending, while in 2005-06 and 2006-07, there was an underspending of 84 per cent and 54.6 per cent respectively. The scheme smacks of tokenism, which is reflected in the lack of spending, and seems to be suffering from the dilemma of existing outside the pale of the child labour schemes run by the labour ministry.



⁷⁸ NCRB, Ministry of Home Affairs, Government of India, Crime in India 2008, Chapter 6-Crime against Children

Table 6.7: Number of child workers (5-14 years) engaged in Hazardous Occupations as per 2001 Census					
Pan, bidi & cigarettes	252574				
Construction	208833				
Domestic workers*	185505				
Spinning/ weaving	128984				
Brick-kilns, tiles	84972				
Dhabas/restaurants/ hotels/ motels*	70934				
Auto-workshop, vehicle repairs	49893				
Gem-cutting, Jewellery	37489				
Carpet-making	32647				
Ceramic	18894				
Agarbati, Dhoop & Detergent making	13583				
Others	135162				
Total	1219470				

^{*}Inclusion following the Government's notification to include children working as domestic workers and in dhabas/restaurants, hotels, etc. in the list of hazardous occupations w.e.f. 10 October 2006 cited in Planning Commission.

Rs 87.2 crore in 2004-05 to Rs 142.56 crore in 2008-09, an increase of 63.5 per cent. Thereafter, allocation seems to have dwindled from Rs 142.56 crore in 2008-09 to Rs 89 crore in 2009-10 (37.6 per cent), despite which the plan is to extend the scheme in another 100 districts. According to a MLE document, "The Government proposes to continue the Scheme of NCLP in the 11th Plan

National Child Labour Project (NCLP): Started in 1988, the project aims at rehabilitating children withdrawn from work, through special schools run by voluntary organisations, in districts covered by the project, with focus on children in hazardous occupations. The package of benefits comprises education, vocational training, nutrition, healthcare, recreation, stipend, etc. The project also entails stricter enforcement of child labour laws, raising awareness against child labour, and extension of welfare activities to child labour.

At present around 9,000 NCLP schools are being run in 250 districts, and 0.45 million children are enrolled there, while 0.48 million have been mainstreamed into regular education, according to ministry data. There are still 0.12 million children engaged in hazardous occupations.⁷⁹

NCLP takes a huge chunk of the budget for protection sectoralmost 39.2 per cent, or Rs 565.98 crore, on an average during 2004-05 to 2008-09. Allocation for NCLP increased from

Table 6.8: NCLP Allocation and Spending (Rs crore)						
Year	BE	RE	AE			
2004-05	87.20	87.20	81.74			
2005-06	97.72	97.00	100.80			
2006-07	100.00	104.00	107.93			
2007-08	138.50	138.50	142.45			
2008-09	142.56	138.13	NA			
2009-10	89.00	NA	NA			

Table 6.9: Data on Enforcement of CLPRA 1986 (from state governments & Child Labour Cell)							
Year	No. of inspections carried out	No. of violations detected	Prosecutions launched	Convictions	Acquittals		
1997-98	288150	25909	19496	6073	157		
1998-99	222856	11263	6469	4125	725		
1999-2000	242269	7598	3972	1333	356		
2000-01	189842	10537	2398	1036	343		
2001-02	449042	16604	9201	1799	606		
2002-03	372504	28850	5660	1717	2229		
2003-04	346212	26411	9221	4013	642		
2004-05	242223	16632	2609	1385	447		
Total	2353098	143804	59026	21481	5505		

Source: http://labour.nic.in/cwl/EnforcementFiguresonchildLabour.pdf

Source: Government of India. Working Group on Child Labour for the XIth Five Year Plan Strategy Formulations. pp. 5. Undated

⁷⁹ Annual Report 2008-09, Ministry of Labour & Employment

period. Apart from the 250 existing districts where the scheme is in operation, 350 additional districts have been proposed for implementation of the Scheme..."80

The document also said that "many new components have been proposed i.e. setting up of residential school, vocational training centres for adolescents in the age group of 15-18 years, providing of uniform to all children, etc. to make the scheme more effective."

Table 6.10: Gap between BE, RE and AE in NCLP (per cent)						
Year	AE-BE	RE-BE	AE-RE			
2004-05	-6.26	0	-6.26			
2005-06	3.16	-0.74	3.92			
2006-07	7.93	4	3.78			
Average	1.95	1.15	3.78			

"In addition, recently, Government has prohibited employment of children as domestic servants and in

dhabas, restaurants, tea-shops, etc. with effect from 10.10.2006. The decision has been taken on the recommendation of the Technical Advisory Committee on Child Labour, which considered these occupations as hazardous for children and recommended their inclusion in the list of occupations, which are prohibited for persons below 14 years under the Child Labour (Prohibition & Regulations) Act, 1986. The incidence of child labour in these two occupations is widespread all over the country. Enforcement of this notification will also require continuation of the scheme in the 11th Plan^{*81}. However, as the box (below). An Estimate of Resources shows, allocation for NCLP has still not reached the desired level, which should be a minimum of over Rs 176 crore were all the MLE norms to be followed.

An Estimate of Resources for NCLP

Annual cost of one special school for 50 children : Rs 244,400

Annual cost of one special school for one child : Rs 4,888 (244,400/50)

Total NCLP schools : 9,000.

Allocation for 9,000 schools (4,888 x 9,000) : Rs 43,992,000,

or Rs. 4.4 crore app.

Project cost of one Society : Rs 9.56 crore

Project Cost in 18 states : Rs 172 crore

Total Cost of NCLP in 18 states : Rs 176.4 crore (172 + 4.4)

All calculations on the basis of Annual Report, 2008-09, Ministry of Labour & Employment http://labour.nic.in/cwl/ChildLabour.htm

The joint INDO-US project known as the INDUS Child Labour Project that began in 2004 reached completion in 2007. Initiatives under this will henceforth be part of NCLP. This was implemented in 21 districts of five states -- Tamil Nadu, Uttar Pradesh, Madhya Pradesh, Maharashtra and Delhi -- based on the NCLP scheme with some additional interventions. UP, one of the states where this project was implemented, has actually recorded an increase in the number of child workers from the last census⁸². Two other initiatives are ILO IPEC implemented in Andhra Pradesh and Karnataka. As per Census data, there seems to have been some fall in the number of child labour in these states but whether this can be attributed to the above programmes is not quite clear⁸³. The total allocation from 2004-05 to 2008-09 for this project came to Rs 102 crore, of which only Rs 33.09 crore has been an spent in the five-year period, showing an average underspending of over 67 per cent. The project term ended in September 2008 but was extended up to March 2009.

⁸⁰ Outcome Budget, MLE, Chapter 3, Reform Measures & Policy Initiatives Page 197

⁸¹ Outcome budget, op cit

⁸² Working Group on Child Labour for the 11th Five - Year Plan, pp. 12.

⁸³ Still Out of Focus: Status of India's Children 2008, HAQ: Centre for Child Rights, pp 194.

Table 6.11: Outlays and Spending in the NCLP Scheme (Rs lakh)							
Scheme	Tenth Pla Approved Outlay	n 2002-07 Cumulative Expenditure	Actual Expenditure in Annual Plan 2006-07	Anticipated Expenditure in Annual Plan 2007-08	Proposed Outlay in Eleventh Plan 2007-12		
Strengthening of Child Labour Cells	50	18	5	5	100		
NCLP	60,200*	42,741	11,052*	15,200*	374,891*		
Indus Projects	6,500	3,500	1,081	1,200	3,000		

^{*} This includes provision for Grants-in aid to voluntary organisations.

Source: Outcome Budget 2008-09, Ministry of Labour & Employment, Chapter 3, pp 195-198.

Strengthening of Child Labour Cells: An outlay of Rs 5 lakh was proposed for 2008-09 to spend on infrastructure for operating the Cell. However, the Scheme would now be transferred to Non-Plan as per the directive of the Planning Commission.

Allocation and Spending in Protection Schemes

The protection sector not only received the least share of budget within the BfC but also showed the highest average underspending of 12.76 per cent in the study period, reflecting the low priority accorded to it by the government. The maximum underspending of 23.46 per cent took place in 2006-07. Over 2004-07, no expenditure has been recorded in the detailed demand for grants under the Scheme for Rescue of Victims of Trafficking, and Relief and Rehabilitation of Rape Victims, despite allocations. Again, in the case of Rescue of Victims of Trafficking, the budget allocation went up from Rs 50 lakh in 2006-07 to Rs 10 crore in 2007-08, but the actual spending here has always been about half. In 2006-07 too, we found more than 50 per cent underspending in most schemes, with the Integrated Scheme for Street Children showing the most underspending of 59.85 per cent.

Table 6.12: Diff	erence between B	E, RE and AE in Prot	ection Sector of Bf	С		
Year	AE-BE	AE-BE	RE-BE	RE-BE	AE-RE	AE-RE
	(Rs crore)	(Per cent)	(Rs crore)	(Per cent)	(Rs crore)	(Per cent)
2004-05	-14.76	-9.10	-9.64	-5.94	-5.12	-3.36
2005-06	-2.79	-1.58	-3.37	-1.91	0.58	0.33
2006-07	-56.18	-23.46	-56.33	-23.52	0.15	0.08
Average	-73.74	-12.76	-69.34	-12.00	-4.40	0.86

Glossary

A list of economic concepts and terms linked to budget analysis

GDP (Gross Domestic Product) is the total value of final goods and services produced in a country during a year. Economic growth is measured by the change in GDP from year to year. For instance, if a country has grown 9 per cent over the past year, its GDP is now 9 per cent bigger. Per capita GDP is the GDP divided by the number of people in the country, which is equivalent to the average income per person.

Inflation is broadly used to mean a rise in the general level of prices of goods and services over a period of time. Technically, however, inflation is the rate of change in the price level (wholesale, retail or in a sector) in an economy over a fixed period, usually a year. For instance, an eight per cent inflation in, say, rice prices in January 2010 means that rice cost Rs 108 in that month against Rs 100 in January 2009. Similarly, zero inflation in January 2010 does not mean prices are not rising, but that the price rise in that month is the same as in January 2009.

Fiscal Policy refers to government policy actions that impact overall revenues and spending, and the resulting surpluses or deficits. It is the primary means by which the government influences the economy. An "easy" fiscal policy is intended to stimulate short-term economic growth and demand by increasing government spending or reducing revenues. A "tight" fiscal policy does the opposite—restrains demand by reducing spending or increasing taxes--and is often used to keep inflation in check. The government sets and implements fiscal policy through the budget. In many countries, the medium term or long-term fiscal policy framework as well as a document depicting the government's progress in that direction becomes a part of the budget. Such as, the Fiscal Responsibility and Budget Management Act in India.

Annual Financial Statement (AFS) is the core budget document listing the estimated receipts and disbursements by the State for the ensuing financial year, the on-going financial year and the financial year that just got over. The receipts and disbursements are shown under the three parts in which Government Accounts are kept viz. Consolidated Fund, Contingency Fund, and Public Account. The AFS also shows separately, certain disbursements as charged on the Consolidated Fund (in India, it is items of expenditure such as emoluments of the President, interest on and repayment of loans raised by Government, etc) which are not required to be voted on by Parliament.

The Consolidated Fund contains all revenues received by Government (mandated by the Constitution, Article 266 in India), loans raised and receipts from recoveries of loans granted by it. All expenditures are incurred from this Fund and no amount can be drawn without authorisation from Parliament.

The Contingency Fund, as its name suggests, is an emergency fund of a fixed amount (Rs 500 crore in India) created for spending when Parliament is not in session. It too flows from the Constitution (Article 267 in India) and authorizes the President to draw from it to meet urgent unforeseen expenditure pending authorization from Parliament. Parliamentary approval is obtained as and when possible and an equivalent amount is drawn from the Consolidated Fund to recoup the Contingency Fund.

Public Account consists of monies held by Government in Trust, such as Provident Funds, Small Savings collections, income of Government set apart for expenditure on specific objects like road development, primary education, Reserve/Special Funds etc. Such funds do not belong to Government and have to be finally paid back. Parliamentary authorisation for such payments is not usually required, except in specific cases.

Fiscal Deficit is the difference between the revenue receipts plus non-debt capital receipts and the total expenditure

including loans, net of repayments. This indicates the total borrowing requirements of Government from all sources. In other words, the net new debt every year.

Primary Deficit is measured by deducting the interest payments out of the fiscal deficit. It shows the excess of expenditure over income.

Revenue Budget consists of the revenue income of the Government (tax revenues and other revenues) and the expenditure met from these revenues.

Revenue deficit refers to the excess of revenue expenditure over revenue receipts. It is the primary indicator of a government living beyond its means (see also Revenue expenditure).

Tax revenues comprise proceeds of taxes and other duties levied by Government. These along with other receipts of Government, mainly interest and dividend on investments made by Government, fees, and other receipts for services rendered by Government, make up total revenue receipts.

Revenue Expenditure is the expenditure which does not result in creation of assets for Government, such as spending on running Government departments and services, interest payments on debt, subsidies, etc. All grants given to State governments and other parties are also treated as revenue expenditure. Ideally, a government must spend only as much as, or less than, it earns, which means it must focus on generating a revenue surplus.

Capital Budget consists of capital receipts and capital payments. Capital receipts are loans raised by Government from public, borrowings from the central bank and others through Treasury Bills, loans received from foreign governments and bodies, and recoveries of loans from State governments and others. Capital payments consist of expenditure on acquisition of assets like land, buildings, machinery, equipment, as also investments in shares, and loans and advances granted by the Government to the next tier of governments, government companies, corporations, and so on. Capital Budget also incorporates transactions in the Public Account.

Receipts Budget provides details of tax and non-tax revenue receipts and capital receipts and explains the estimates. It gives, as in India, the arrears of tax revenues and non-tax revenue, and trend of receipts and expenditure along with deficit indicators, statement of revenues foregone, statement of liabilities, statement of guarantees given by the government, statements of assets and details of external assistance are also included in Receipts Budget. It also includes a statement indicating the quantum and nature (share in Central taxes, grants/loan) of the total resources transferred to State/Union Territory governments.

Demands for Grants is the form in which the estimates of expenditure from the Consolidated Fund, as presented by each ministry/department and included in the Annual Financial Statement and required to be voted by the lower House, are submitted. This is also a Constitutional mandate (Article 113 in India) and is a part of the budget documents.

Detailed Demands for Grants further elaborate the provisions included in the Demands for Grants as well as the actual expenditure during the previous year. It is so called because a detailed break-up of the estimates relating to each programme/organization is given, such as, salaries, wages, travel expenses, machinery and equipment, grants-in-aid, etc. It is the main document from which the BfC is prepared. In India, the Detailed Demands for Grants are laid on the table of the Lower House of Parliament sometime after the Budget is presented, but before the discussion on the Demands for Grants begins.

Outputs/Outcomes: The performance of government programs is assessed by examining whether they have delivered the desired outputs and outcomes. Outputs are defined as the goods or services provided by government agencies, such as immunisations provided, or schools set up. Outcomes are a broader concept and include the impact of the program on social, economic, or other indicators, such as whether more immunisations reduced a particular illness. Outputs are easier to measure than outcomes, but measuring the latter is far more effective to assess the impact of Government policy.

Outcome Budget broadly indicates the physical dimensions of the financial budget of a Ministry/Department, in respect of all Demands/Appropriations controlled by them, indicating actual and expected performance in the three years of the Annual Financial Statement. It consists of monitorable targets and where the government is and expects to be with respect to those targets and goals. An Outcome Budget called is part of the Union Budget in India.

The Economic Survey is an annual publication by the Union Finance Ministry which brings out the economic trends in a country to better understand the process of mobilisation of resources and their allocation in the Budget. The Survey analyses the trends in agricultural and industrial production, infrastructure, employment, money supply, prices, imports, exports, foreign exchange reserves and other relevant economic factors which have a bearing on the Budget, and is presented to Parliament a few days before the Budget for the ensuing year to place it in the relevant context.

Annexure

All figures in Rs crore and sourced from Detailed Demands for Grants, Union Budget 2004-05 to 2008-09.

Elementary Education

National Council for Teacher Education				
Year	BE	RE	AE	
2004-05	7.75	0.22	0	
2005-06	4.5	0.25	0	
2006-07	0.5	0.5	0	
2007-08	10	1	-	
2008-09	0	-	-	

National Bal Bhawan				
Year	BE	RE	AE	
2004-05	7.25	6.78	6.76	
2005-06	7.03	7.03	7.03	
2006-07	8.61	8.94	8.01	
2007-08	10	14.4	-	
2008-09	10.2	-	-	

District Primary education Programme (DPEP)				
Year	BE	RE	AE	
2004-05	597.91	597.91	597.91	
2005-06	597.91	597.91	564.82	
2006-07	197.91	97.91	97.91	
2007-08	77.91	97.91	-	
2008-09	50	-	-	

Mahila Samakhya				
Year	BE	RE	AE	
2004-05	29.85	14.85	14.84	
2005-06	29.85	23.85	19.07	
2006-07	29.85	25.85	25.76	
2007-08	0.1	0.15	-	
2008-09	0.1	-	-	

Sarva Shiksha Abhiyan (SSA)				
Year	BE	RE	AE	
2004-05	3035.17	4731.72	5120.57	
2005-06	7129.43	7139.68	7535.83	
2006-07	11000	11104	10886.11	
2007-08	10671	13171	-	
2008-09	13100	-	-	

National Merit Scholarship Scheme				
Year	BE	RE	AE	
2004-05	0	0	0	
2005-06	9.9	7.9	8.36	
2006-07	13	13	7.17	
2007-08	118.8	118.8	-	
2008-09	12	-	-	

Ashram Schools				
Year	BE	RE	AE	
2004-05	14	6	5.5	
2005-06	0	6	6	
2006-07	16	15.5	15.5	
2007-08	20	20	-	
2008-09	30	-	-	

Mid Day Meal (Nutritional Supplementation to Primary Education)				
Year	BE	RE	AE	
2004-05	1675	1507.5	1588.55	
2005-06	3010.76	3010.76	3183.996	
2006-07	5337.5	5337.5	5230.83	
2007-08	7313.5	6667.5	-	
2008-09	800	-	-	

Strengthening of Teacher Training Institutes				
Year	BE	RE	AE	
2004-05	206.7	186	202.53	
2005-06	179.7	179.7	210.88	
2006-07	179.7	179.7	179.67	
2007-08	499.7	311.7	-	
2008-09	499.7	-	-	

Pre Matric Scholarship Scheme				
Year	BE	RE	AE	
2004-05	32.8	26.8	28.65	
2005-06	24	43	30.46	
2006-07	41	41	45.52	
2007-08	50	32.5	-	
2008-09	84	-	-	

Secondary Education

Hostel for O	(Rs. crore)		
Year	BE	RE	AE
2004-05	12.76	12.76	12.78
2005-06	0.01	15.24	17.92
2006-07	21	21	19.58
2007-08	21	21	-
2008-09	35	-	-

Post Matric Scholarship				
Year	BE	RE	AE	
2004-05	336.45	336.47	355.76	
2005-06	403.34	405.56	575.26	
2006-07	486.49	521.55	580.28	
2007-08	726.5	946.5	-	
2008-09	885.5	-	-	

Residential School for Scheduled Caste student				
Year	BE	RE	AE	
2004-05	9	0.02	0	
2005-06	5	5	0	
2006-07	0.01	0.01	0	
2007-08	1	1	-	
2008-09	0	-	-	

Hostel for Scheduled Tribe Boys & Girls				
Year	BE	RE	AE	
2004-05	24	13	13	
2005-06	0	15.65	15.65	
2006-07	32	29.41	25.41	
2007-08	37	37	-	
2008-09	66	-	-	

Education Complex in Low Literacy Pockets for Development of Female Literacy in Tribal Areas				
Year	BE	RE	AE	
2004-05	8.5	8	7.68	
2005-06	6	6	6	
2006-07	32	8	7.91	
2007-08	20	20	-	
2008-09	60	-	-	

Hostel to Scheduled Caste Boys & Girls				
Year	BE	RE	AE	
2004-05	48	41	40.95	
2005-06	0.02	55.07	52.25	
2006-07	62	62	54.04	
2007-08	67	77	-	
2008-09	95	-	-	

Information	& Commur	nication Technolo	gy in Schools
Year	BE	RE	AE
2004-05	97	24.3	19.39
2005-06	45	45	45.1
2006-07	67	67	35.58
2007-08	250	250	-
2008-09	300	-	-

Grant to NCC in Public Residential Schools				
Year	BE	RE	AE	
2004-05	0.19	0.1	0	
2005-06	0.19	0.1	0.01	
2006-07	0.1	0.1	0	
2007-08	0.1	0.1	-	
2008-09	0.1	-	-	

Promotion o	of Modern Inc	dian language a	nd Literature
Year	BE	RE	AE
2004-05	58.42	48.97	42.75
2005-06	56.02	49.02	50.89
2006-07	85	78.78	78.96
2007-08	55	65	-
2008-09	71	-	-

Grant for Cre in schools	eation of	Sports Infrastructu	re Facilities
Year	BE	RE	AE
2004-05	4.5	4.5	4.84
2005-06	0	2000	0.2
2006-07	0.2	0.2	0.15
2007-08	-	-	-
2008-09	-	-	-

Upgradation of Merit, PMS & Book Bank					
Year	BE	RE	AE		
2004-05	83.49	78.99	101.74		
2005-06	230.66	188.09	217.4		
2006-07	227.58	259.54	224.73		
2007-08	203.99	203.84	-		
2008-09	252	-	-		

Development

Universal Children's Day					
Year	BE	RE	AE		
2004-05	0.01	0.01	0.01		
2005-06	0.01	0.01	0.01		
2006-07	0.01	0.01	0.01		
2007-08	0.01	0.01	-		
2008-09	0.01	-	-		

National Institute of Public Corporation & Child Development (NIPCCD)				
Year	BE	RE	AE	
2004-05	11.75	11.75	9.03	
2005-06	11.35	11.35	11.58	
2006-07	12.3	11.8	11.43	
2007-08	13.8	15	-	
2008-09	29	-	-	

National Commission for Protection of Child Rights				
Year	BE	RE	AE	
2004-05	1.5	0.00	0	
2005-06	0.1	0.1	0	
2006-07	2	2	1.50	
2007-08	10	6	-	
2008-09	7	-	-	

National Children's Board (LSP)					
Year	BE	RE	AE		
2004-05	0.01	0	0		
2005-06	0.01	0	0		
2006-07	0.01	0.01	0		
2007-08	0.01	0.01	-		
2008-09	0.01	-	-		

National Awards to Individuals & Institutions					
Year	BE	RE	AE		
2004-05	0.4	0.4	0.18		
2005-06	0.4	0.5	0.50		
2006-07	0.4	0.4	0.40		
2007-08	0.4	0.4	-		
2008-09	0.4	-	-		

Rajiv Gandhi National Crèche Scheme					
Year	BE	RE	AE		
2004-05	41	29.25	20.29		
2005-06	41.5	41.4	43.14		
2006-07	103	93.8	99.35		
2007-08	113	110.69	-		
2008-09	106.1	-	-		

Ashram Schools					
Year	BE	RE	AE		
2004-05	14	6	5.5		
2005-06	0	6	6		
2006-07	16	15.5	15.5		
2007-08	20	20	-		
2008-09	30	-	-		

^{*} Creche and Daycare Centres were merged with Scheme of Assistance to Voluntary Organiaations for Crèche for Working and Ailing Women's Children and named Rajiv Gandhi NCS from 2005-06.

Innovative Work on Women on Children					
Year	BE	RE	AE		
2004-05	NA	NA	NA		
2005-06	NA	NA	0.47		
2006-07	0.45	1.26	1.17		
2007-08	7	3	-		
2008-09	6.88	-	-		

Contribution to Unicef					
Year	BE	RE	AE		
2004-05	3.1	3.1	3.87		
2005-06	3.1	3.1	3.11		
2006-07	3.8	3.8	3.8		
2007-08	3.8	3.8	-		
2008-09	3.8	-	-		

Integrated Child Development Services (Total)				
Year	BE	RE	AE	
2004-05	1947.44	1934.4	2219.27	
2005-06	3315.25	3325.9	3699.97	
2006-07	4543	4087.68	4441.98	
2007-08	5293	5396.3	-	
2008-09	6300	-	-	

World Bank Assisted ICDS					
Year	BE	RE	AE		
2004-05	280	380	426.26		
2005-06	140.5	322.33	319.13		
2006-07	6.48	129.66	127		
2007-08	7	7	-		
2008-09	0	-	-		

Grants Under Training Programme of ICDS					
Year	BE	RE	AE		
2004-05	44	64	66.34		
2005-06	32.5	7.25	60.28		
2006-07	73.3	73.3	65.02		
2007-08	73	73	-		
2008-09	0	-	-		

ICDS-General			
Year	BE	RE	AE
2004-05	1623.44	1490.4	1726.67
2005-06	3142.25	2931.07	3320.56
2006-07	4463.22	3884.72	4249.96
2007-08	5213	5316.3	-
2008-09	6300	-	-

Implementation of National Nutritional Policy					
Year	BE	RE	AE		
2004-05	0.03	0	0		
2005-06	0.03	0.03	0		
2006-07	0.03	0.03	0		
2007-08	0.09	0.09	-		
2008-09	0.9	-	-		

Integrated Education in Nutrition					
Year	BE	RE	AE		
2004-05	1.8	2.5	1.85		
2005-06	5.04	5.04	4.6		
2006-07	5.59	5.54	4.42		
2007-08	7.01	8.22	-		
2008-09	10.1	-	-		

Scheme for Welfare & Development of Adolescent				
Year	BE	RE	AE	
2004-05	6.3	4.3	6.80	
2005-06	11.7	12.2	12.37	
2006-07	11.5	7.95	3.87	
2007-08	17.5	14.7	-	
2008-09	0	-	-	

Balika Samridhi Yojana				
Year	BE	RE	AE	
2004-05	0.03	48.0	39.73	
2005-06	0.03	0.03	0	
2006-07	0.03	0.03	0	
2007-08	-	-	-	
2008-09	-	-	-	

Health

Kalawati Saran Children Hospital				
Year	BE	RE	AE	
2004-05	17.25	17.25	18.23	
2005-06	18.07	18.07	19.06	
2006-07	21.94	21.82	21.31	
2007-08	20.45	22.55	-	
2008-09	27.5	-	-	

Child Care Training Centre Singur					
Year	BE	RE	AE		
2004-05	4.677	4.677	3.98		
2005-06	4.68	4.68	5.25		
2006-07	4.82	5.92	5.65		
2007-08	6.3	6.95	-		
2008-09	7.75	-	-		

Pre-Natal Diagnostic Technology Act 1994				
Year	BE	RE	AE	
2004-05	3.6	4	3.88	
2005-06	4	2.29	1.51	
2006-07	4	4	3.01	
2007-08	5	5	-	
2008-09	10	-	-	

Manufacture of Sera Vaccine				
Year	BE	RE	AE	
2004-05	15.05	15.05	11.47	
2005-06	16.15	11.73	10.48	
2006-07	15.27	16.57	16.95	
2007-08	18	18.69	-	
2008-09	23.15	-	-	

RCH-Expenditure at Head Quarter				
Year	BE	RE	AE	
2004-05	1.85	1.9	2.40	
2005-06	3.5	4.1	2.67	
2006-07	3.5	3.5	2.77	
2007-08	10	3	-	
2008-09	3	-	-	

RCH-Training				
Year	BE	RE	AE	
2004-05	27.89	15.34	13.84	
2005-06	28.75	28.75	29.73	
2006-07	7.38	1.77	1.84	
2007-08	6	2.59	-	
2008-09	6	-	-	

RCH Purchase & Supply of Materials				
Year	BE	RE	AE	
2004-05	226.2	124.59	129.54	
2005-06	250	165	5.82	
2006-07	500	0	0	
2007-08	400	21.75	-	
2008-09	600	-	-	

RCH-Information, Education & Communication				
Year	BE	RE	AE	
2004-05	57.88	82.88	81.58	
2005-06	59.7	48.25	51.07	
2006-07	70.5	54.85	43.54	
2007-08	16	14.3	-	
2008-09	113.1	-	-	

RCH-Strengthening of Immunisation Programme & Polio Eradication Programme				
Year	BE	RE	AE	
2004-05	2034.1	1764.35	1790.37	
2005-06	2197.6	1822.65	1932.04	
2006-07	181	69	62.60	
2007-08	92	92	-	
2008-09	19	-	-	

Pulse Polio Immunisation Programme				
Year	BE	RE	AE	
2004-05	-	-	-	
2005-06	-	-	-	
2006-07	1522	1636.23	1517.48	
2007-08	1952.66	1757.66		
2008-09	1572.05			

Routine Immunisation Programme				
Year	BE	RE	AE	
2004-05	-	-	-	
2005-06	-	-	-	
2006-07	690	535	440.43	
2007-08	592	490		
2008-09	1228	-	-	

RCH-Flexible Pool				
Year	BE	RE	AE	
2004-05				
2005-06	614.48	1781.42	2011.76	
2006-07	1705.72	1419.72	1427.03	
2007-08	1725	1928.6	-	
2008-09	2535	-	-	

RCH Flexible Pool started in 2005-06.

Scheme for Street Children				
Year	BE	RE	AE	
2004-05	12.55	12.55	11.78	
2005-06	17.2	10.8	10.59	
2006-07	25	10	10.04	
2007-08	10	10	-	
2008-09	10	-	-	

Child Labou	Child Labour Cell				
Year	BE	RE	AE		
2004-05	99.05	98.12	93.14		
2005-06	124.79	115.45	115.06		
2006-07	127.05	121.05	119.95		
2007-08	170.55	152.55	-		
2008-09	156.06	-	-		

Protection

Adoption			
Year	BE	RE	AE
2004-05	4.05	3.95	3.37
2005-06	6.35	3.3	3.53
2006-07	8.5	3.8	3.97
2007-08	6.5	5.5	-
2008-09	7	-	-

Prevention & Control of Juvenile Maladjustments				
Year	BE	RE	AE	
2004-05	18.9	18.9	19.72	
2005-06	0.01	20.43	19.13	
2006-07	45.9	21.85	21.78	
2007-08	21	24.2	-	
2008-09	20	-	-	

Welfare of working children in need of care & protection				
Year	BE	RE	AE	
2004-05	7	1	0	
2005-06	7	2	1.12	
2006-07	6	3.25	2.72	
2007-08	7	7	-	
2008-09	7	-	-	

Assistant to Voluntary Organisations for Setting up of Short Stay Home				
Year	BE	RE	AE	
2004-05	15	14.4	15.26	
2005-06	15	15	16.5	
2006-07	17.5	15.72	16.95	
2007-08	17.5	17.5	-	
2008-09	17.5	-	-	

Swadhar			
Year	BE	RE	AE
2004-05	2.7	3.69	4.21
2005-06	5.5	5.5	7.36
2006-07	8	7	7.85
2007-08	15	15	-
2008-09	20	-	-

Scheme for Rescue of Victims of Trafficking				
Year	BE	RE	AE	
2004-05	3	0	0	
2005-06	0.25	0.25	0	
2006-07	0.5	0.45	0	
2007-08	10	5	-	
2008-09	10	-	-	

Relief and Rehabilation of Rape Victims				
Year	BE	RE	AE	
2004-05	-	-	-	
2005-06	-	-	-	
2006-07	1	0	0	
2007-08	1	1	-	
2008-09	40	-	-	

Integrated C	Integrated Child Protection Scheme (ICPS)				
Year	BE	RE	AE		
2004-05	-	-	-		
2005-06	-	-	-		
2006-07	-	-	-		
2007-08	95	45			
2008-09	200				

Conditional Cash Transfer					
Year	BE	RE	AE		
2004-05	-	-	-		
2005-06	-	-	-		
2006-07	-	-	-		
2007-08	15	9.29			
2008-09	10	-	-		

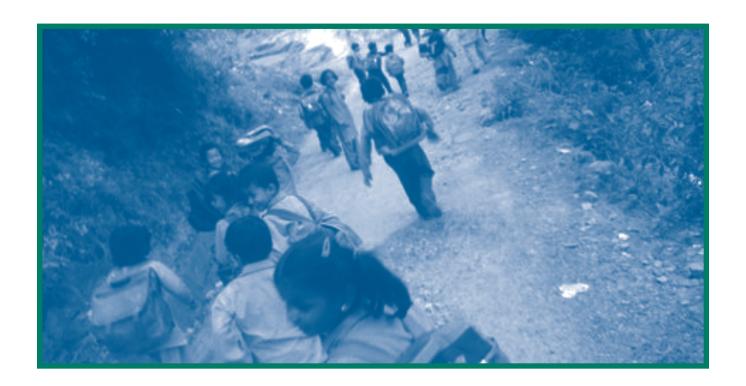
National Child Labour Programme					
Year	BE	RE	AE		
2004-05	87.20	87.20	81.74		
2005-06	97.72	97	100.80		
2006-07	100	104	107.93		
2007-08	138.5	138.5	NA		
2008-09	142.56	NA	NA		

Strengthening of Child Labour Cell -GIA					
Year	BE	RE	AE		
2004-05	0.5	0.5	0.05		
2005-06	0.5	0.5	0.04		
2006-07	0.5	0.5	0.04		
2007-08	0.5	0.5	NA		
2008-09	0	NA	NA		

GIA to Voluntary Agencies					
Year	BE	RE	AE		
2004-05	1.80	1.80	1.75		
2005-06	2.02	2.00	1.54		
2006-07	2.00	2.00	1.16		
2007-08	2.00	2.00	NA		
2008-09	1.50	NA	NA		

Section II

A Half-hearted Quest for Quality Education for All



Designed for failure? An evaluation of Sarva Shiksha Abhiyan

In 1817, some 55 years before the Meiji Education law in Japan¹, Gowri Parvathi Bai, the 15-year old Rani of Tranvancore, issued a remarkable decree: "The state should defray the entire cost of the education of enlightenment among them, that by diffusion of education they might become better subjects and public servants and that the reputation of the state might be enhanced thereby." Kerala's remarkable record in human development subsequently has taught us little. Close to two centuries later, as the federal government of India struggles to implement, reluctantly, the Right to Education 62 years after independence, this fact of history serves to remind us of the persistent gap between big ideas and their implementation in the country.

In 1992, India ratified the United Nations Convention on the Rights of the Child (UNCRC) and thus committed to ensuring the right of every child to education based on equal opportunity. Under article 28 of the CRC, the government must "make primary education compulsory and available free to all" to "encourage the development of different forms of secondary education, including general and vocational, make them available and accessible to every child..."

The Fundamental Law on Education of 1872 aimed to establish national control over education, to impose uniform educational standards in the country, and to introduce universal and compulsory education. Education for a period of 16 months was made compulsory for all children 6 years of age. In 1877, a new education ordinance, more liberal than that of 1872, was introduced. By 1880, there were nearly 30,000 primary schools in Japan.

² Ramachandran, V. K. 1996. "On Kerala's Development Achievements" In Jean Dreze and Amartya Sen, eds., Indian Development: Selected Regional Perspectives.

New York: Oxford University Press. pp 268

Yet, the story of India's educational achievements is one of mixed success. On the positive side, India has of late made decent progress in raising school participation. Some 187 million children were enrolled in elementary education (6 to 14 years) in 2008-09, 40 per cent of them in upper primary, according to District Information System on Education (DISE) flash statistics (see table 1)³. They make up more than half of the total child population of over 450 million in India, as per Census 2001 figures.

But on the down side, India still has 46 per cent of the world's illiterates and is home to a high proportion of the total out-of-school children and youth. More than 13 million children, or close to 7 per cent of all children aged 6-13 years, were out of school in 2005. Among these, 68.26 per cent never went to any school, while the rest 31.74 per cent dropped out after one or more years of schooling. That number has reached 20 per cent in 2008-09, according to DISE.

Table 1: Access and Enrolment				
	2005-06	2006-07	2007-08	2008-09
Primary Enrolment	125 million	132 million	134 million	134 million*
Upper Primary Enrolment	43.7 million	47.5 million	50.9 million	52.3 million**
Elementary Enrolment	168.7 million	179.5 million	184.9 million	186.3 million
GER Primary	104	111	114	113
NER Primary	84.5	92.8	95.9	97.0
GER Upper Primary	59	64.7	69.9	71.6
NER Upper Primary	43	48.4	52.6	54.5
Out of School Children+	7 million	7.6 million	4.5 million	2.8 million

includes 2 million from Haryana, from 2007-08 DiSE

Source: Tenth Joint Review Mission (JRM), SSA, July 2009

Education for All: How Feasible under SSA

The failure to achieve quality elementary education for all sections of children, especially the vulnerable "dropouts" and "out of school" children, plagues the education system even now, 17 years after the Supreme Court of India's historical verdict in 1993 in the case of "Unnikrishnan Vs State of Andhra Pradesh" that every children has the right to free and compulsory education up to 14 years⁴. The Court contended that the Fundamental Right to Life (Article 21) in Part III of the Constitution should be read in 'harmonious construction' with the Directive in Article 45 (Part IV) to provide Free and Compulsory Education to the 0-14 year age group children, including those below six years of age. Hence, by implication, free education of equitable quality from

The data dilemmas in the field of education in India are huge. For instance, to get a picture of retention, the Joint Review Mission (JRM) conducted in July 2009 considered a diverse range of data, including: DISE, household surveys, the second PROBE, AWPB data, NSS (National Sample Survey) data, the study of students' attendance in 20 states and the findings of a dropout study undertaken by the MHRD.

nursery to Class VIII became a Fundamental Right. Yet, The Right of Children to Free and Compulsory Education Act

^{**} includes 100,000 from Haryana, from 2007-08 DISE

⁺ based on household surveys conducted by teachers and community, not independent survey.

³ Elementary Education in India: Progress towards UEE, Flash Statistics, DISE 2008-09, National University of Educational Planning and Administration

⁴ http://www.escr-net.org/caselaw/caselaw_show.htm?doc_id=404182

(or RTE) that was passed in 2009 allows the provision of free and compulsory education only to children between 6 and 14 years under Article 21A of the Constitution.

Even before this, in 2001, the government of India had introduced Sarva Shiksha Abhiyan (SSA), literally Campaign for Universal Education, implemented by the Ministry of Human Resources Development (MHRD). One of the largest programmes of its kind in the world and the largest centrally sponsored scheme in India both in terms of financial allocation and coverage, SSA seeks to universalise elementary education for children aged 6-14 years (classes 1 to 8). It aims to

A Snapshot of Elementary Education in India

- Over half of Indian's 450.5 million children are in the age group of 6-14 years
- 12.85 lakh schools are imparting elementary education (6-14 years) in India, 8.1 lakh of them primary schools
- There are only 3 upper primary schools in 20 sq. kms, and about 7 primary schools
- 14 per cent of the teachers are para teachers
- There are 12 lakh teacher vacancies
- The share of government schools in total enrolment has fallen to 70 per cent.

enrol all 6-14 year-olds in school by 2010, retain them in school, and provide them with quality education at least till class eight. When it began, the target was to have all children of 6-14 years enrolled in school within 2003, complete primary schooling by 2007, and complete eight years of elementary education by 2010. The goalpost has now been moved to 2012. Even the UNESCO's Education for All (EFA) Monitoring Report declares that India is at the risk of not reaching the target of Universal Elementary Education by 2015.

SSA seeks to improve access to education by making a primary school available within one km of all habitations, mobilising communities in favor of education, supporting the training of teachers, developing teaching materials and monitoring learning outcomes, and thereby achieving the long-cherished goal of Universal Elementary Education. Some of its other goals are: Enrolment of all children in school/ Education Guarantee Centres/ Alternate schools/'Back-to-School' camp by 2005; Bridging of gender and social category gaps in enrolment, retention and learning by 2007; and Fostering effective involvement of Panchayati Raj Institutions, School Management Committees, Village and Urban Slum Level Education Committees, Parent Teacher Associations, Mother Teacher Associations and other grassroots level structures in the management of elementary education. Over 7,000 NGOs are participating in the SSA. They are helping to bring out-of-school children into school by providing alternative education programmes or "bridge courses". They are also building the capacity of local village education committees, and monitoring the quality of education provided.

The Centre has invested major financial resources into the programme. In 2006-07, 3.6 per cent of the country's GDP was invested in education. State and central government expenditure on education together accounted for 13 per cent of their combined budgets, while expenditure on elementary education alone accounted for 53.5 per cent of the total education budget.

SSA is financed out of revenues from a primary education cess equal to 3 per cent of all taxes as of March 2007 (two per cent before that). This is supplemented partially by external funding from the World Bank's International Development Association (IDA), the UK's Department for International Development (DFID) and the European Commission (EC). In the first phase of 2003-06, the World Bank contributed \$500 million of the total

Main Goals of SSA

- Goal 1 All children in school
- Goal 2 Bridging gender and social gaps
- Goal 3 All children retained in elementary education
- Goal 4 Education of satisfactory quality

programme cost of \$3.5 billion. In the second phase, coinciding with the Eleventh Plan period of 2007-12, it is providing \$600 million. In the World Bank's own words, with the country estimated to spend a humongous \$17.75 billion (roughly Rs 8,350 crore) on primary education, it remains a small player, financing less than 6 per cent of the total government expenditure on the programme⁵.

http://www.worldbank.org.in/WBSITE/EXTERNAL/COUNTRIES/SOUTHASIAEXT/INDIAEXTN/0,,contentMDK:21974928~pagePK:141137~piPK:141127~theSite PK:295584.00.html

SSA provides additional funding to states to enroll out-of-school children and improve school quality. It funds civil works (capped at 33 per cent of total cost); salaries of additional teachers to reduce pupil-teacher ratio to 40:1; establishment of alternative schools and education guarantee scheme (EGS) schools in small habitations; establishment of block or cluster level resource centres; establishment of bridge courses for dropouts; in-service training for teachers; and grants for teaching-learning materials.

Along with the supply-side interventions, SSA includes demand-side measures to close caste and gender gaps in education. These include free textbooks to all female and low caste students, special facilities for girls, and grants to districts to support students with disabilities. SSA also funds a national component covering capacity building, technical support, financial management, monitoring and evaluation, etc.



The Report Card So Far

Before any assessment of the SSA can take place, it is important to point out the data dilemmas in the field of education in India. For instance, to get a picture of retention, the Joint Review Mission (JRM) conducted in July 2009 considered a diverse range of data, including DISE, household surveys, the second PROBE, AWPB data, NSS (National Sample Survey) data, the study of students' attendance in 20 states and the findings of a dropout study undertaken by the MHRD. In fact, the JRM report has recommended a small working group of key experts to look at the diverse sources of data to discern the status of key policy issues and advise MHRD.

Central audit report, the MHRD's own evaluations and several non-government evaluations have suggested that the scheme has been quite an unmixed blessing, apart from failing to meet even its first target of getting all children to school. Secondly, the resources committed to education have remained around 3.5 per cent of the GDP, compared to the government commitment of six per cent. Several states have lagged in implementation of the programme in a holistic manner and in achieving the goals.

The report of the Comptroller and Auditor General (CAG) of India (Report 15 of 2006) says that "even after four years of the implementation of the scheme and utilisation of almost 86 per cent of funds available with the implementing agencies, the revised target of SSA to enroll all children in schools, education guarantee scheme, alternative schools, back to school camps by 2005 was not achieved as 13.6 million children (40 per cent of the total 34 million children out of school) remained out of school in the age group of 6-14 years. Outreach of education to focus groups and disabled children was also not adequate."

The government and the development partners carry out a Joint Review Mission (JRM) twice a year, to review the progress in implementation and discuss follow-up actions. According to the 10th JRM carried out during 20 July-31 July, 2009, "Goal 1 is close to being achieved in many States...Impressive progress has also been made towards universalisation of the upper primary level of elementary education by expanding the infrastructure required for this level. However, Uttar Pradesh, Bihar, West Bengal, Jharkhand, Madhya Pradesh and Chhattisgarh continue to face varying obstacles which impede their progress. Some of the North-Eastern states and Jammu and Kashmir face a somewhat different set of problems.

Highlights of the CAG report on SSA

On paper, the government claims several significant achievements post SSA. Physical access to schools has improved and there is a 94 per cent enrolment rate at primary level. Enrolment drives reduced the number of out-of-school children from 42 million in 2002-03 to 13 million in 2005. However, pupil dropout rates have gone up in the same time to 50 per cent.

The objective of SSA was to enroll all out-of-school children in school, education guarantee centres, alternative schools and back to school camps by 2003. The date was revised to 2005 only in March 2005. However, out of 34 million children (as on 1 April 2001), 13.6 million (40 per cent) children in the age group of 6-14 years remained out of school as on March 2005, four years after the implementation of the scheme and after having incurred an expenditure of Rs 11,133.57 crore. (Paragraph 7.3.2)

The budget allocation and release of grants to the State Implementing Societies were below the amounts required as per their AWPB. The budget estimates/revised estimates were far less than the outlay approved by the Department of Elementary Education and Literacy. (Paragraph 7.2.1.5)

Funds were irregularly diverted to activities/schemes that were beyond the scope of SSA. In the districts test checked by audit in 11 states (Assam, Bihar, Gujarat, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Meghalaya, Tamil Nadu, Uttar Pradesh and West Bengal), Rs 99.88 crore was spent on items not permitted under SSA. Besides, in 14 states and Union territories, financial irregularities of Rs 472.51 crore were also noticed. (Paragraphs 7.2.4.1 and 7.2.4.2)

Five States/UTs failed to maintain the SSA norm of 1:40 for teacher-student ratio. The ratio in primary schools and upper primary schools ranged between 1:60 and 1:130 in test checked districts of Bihar. Cases of uneven distribution of teachers amongst schools were noticed. Rural schools were suffering for want of teachers. 75,884 primary schools in 15 states/UTs were operating with one teacher only. 6,647 schools in seven states were without any teacher. The position was alarming in the states of Chhattisgarh, Himachal Pradesh, Gujarat, Madhya Pradesh, Punjab, Uttar Pradesh and West Bengal. (Paragraph 7.4.2)

SSA envisaged establishment of at least one primary school/Education Guarantee Scheme/Alternative Innovative Education centre within one km of each habitation throughout the country. Audit revealed such facility did not exist in 31,648 habitations in 14 states/UTs. (Paragraph 7.4.3.1)

SSA guidelines provided for one upper primary school/section for every two primary schools. In nineteen states/UTs, out of 204,850 primary schools, there was a shortfall of 46,622 (23 per cent) upper primary schools in meeting this ratio. (Paragraph 7.4.4.1)

Large number of schools in most of the States/UTs was functioning without buildings. Other infrastructural facilities like drinking water, toilets and separate toilets for girls, electricity, compound walls etc. were mostly not available. Repairs and maintenance grants were released without specific proposals and also even to schools without their own buildings. (Paragraphs 7.4.7 and 7.4.8)

In two districts of Jharkhand, school grant of Rs 47.88 lakh was released to 2,369 schools, which were non-existent. (Paragraph 7.4.11.3)

Scheme guidelines with reference to disabled children were not strictly followed. In 14 states/UTs, only 5.55 lakh out of 8.87 lakh identified children with special needs were enrolled in schools. Assistive devices were provided to only 21,440 out of 83,185 children in Karnataka, Maharashtra, Manipur and Orissa. (Paragraph 7.5.2.2)

http://www.cag.gov.in/html/reports/civil/2006_15_peraud/highlights.pdf

Urban centres, especially the four metropolitan cities, also require special attention in the context of their attempt to cope with continuous migration from rural areas which renders the lives of many small children vulnerable."

The HRD ministry's internal appraisal of SSA shows that most of its physical targets for 2009-10 are set to be fully achieved. For instance, out of the cumulative target of opening 3.32 lakh schools, 2.82 (85.14 per cent) lakh are in place. Haryana and Madhya Pradesh are two states that are believed to have met 99 per cent of their target. As for construction of school buildings, nearly 90 per cent of the overall target of 2.63 lakh buildings has been met. Madhya Pradesh, Manipur, and Daman and Diu have completed 100 per cent of the target. Out of SSA's overall target to construct 11.05 lakh new classrooms, 89.68 per cent have been fulfilled. Assam, Kerala, Tamil Nadu, Delhi, and Daman & Diu have met 100 per cent of their targets.

But there are huge gaps too. Free textbook distribution has been mired in controversy in states like Chhattisgarh and Jharkhand, while only 1.85 lakh schools (93.5 per cent) provide drinking water, which should be a basic service. Construction of toilets--again a basic facility--is slow-paced explaining why many parents in rural/semi-rural areas are still not keen to send their daughters to school. Toilets are in 92 per cent of schools, as on 31 March 2009, says a MHRD report, and 47 per cent of all schools still do not have a separate one for girls. From the access perspective, it is important to note that 76 per cent classrooms are in good condition, while only 6 per cent need major repair.

A similar problem is seen in appointment of teachers. Only 77.7 per cent (9.86 lakh) of the targeted 12.27 lakh teachers have been appointed. A bigger problem is in-service training, a key quality indicator. In 2008-09, for instance, the JRM report says, only 41 per cent (less than one lakh) of the targeted number of teachers received 30-day induction training and 59 per cent (less than 75,000) of the targeted number received 60-day induction training. Most states have no mechanisms in place to assess teacher quality or to implement stage-specific training. Although 27 states have identified performance indicators for teachers and trainers, only 8-9 states have begun to implement the indicators in tracking their performance.

Clearly, there are huge gaps in teaching which, unless filled, will affect quality and in turn result in a proliferation of the practice of para teachers, who have now begun to run entire schools, especially those run under EGS/AIE schemes.

From the mid 1990s, several states began using low-cost untrained teachers known variously as Shiksha Karmis, Shiksha Mitras, Vidya Volunteers, etc. By 2002, about 220,000 such para teachers had been appointed and by 2004, their number had risen to about 500,0008. The schemes have been expanding rapidly since 2002, the year states were allowed to appoint contract teachers with central government grants.

DISE 2006-07 found 379,385 para teachers, which went up to 540,744 in DISE 2007-08, 68 per cent of them in primary schools. However, this is likely to be an underestimate as DISE does not cover Education Guarantee Scheme schools staffed exclusively by para teachers.

Table 2: Teach	Table 2: Teachers and Para Teachers in Four Laggard States						
	Percentage of professionally trained teachers	Percentage of teach- ers involved in non-teaching tasks	Percentage of para teachers to total teachers	Percentage of trined para teachers	Teachers to be recruited	New teachers sanctioned in 2009-10	
Bihar	49	2.7	7.1	33.8	91657	9.39	
Jharkhand	62.5	6.3	47.7	39.8	93166	1439	
Uttar Pradesh	71.6	8.1	26.3	33.7	33718	5212	
West Bengal	64.1	27.1	16.9	18.4	46797	4146	

⁷ http://ssa.nic.in/monitoring/joint-review-mission-ssa-1/joint-review-mission-ssa/

Source: DISE Flash Statistics 2008-09

⁸ Govind, R and Y Josephine 2004. Para teachers in India: A review, National University of Educational Planning and Administration (NUEPA), New Delhi.

While SSA has a student-teacher ratio of 40:1, RTE stipulates a ratio of 30:1. The RTE stipulates that from class one to class five, if a school has 60 children there should be two teachers, for 61 to 90 children there should be three teachers, and for 91 to 120 children there should be four teachers. There are similar stipulations in the case of buildings, working days, play material, games and sports equipment. Clearly, if we are not meeting the quality parameters in terms of trained teachers even now, such goals are simply too ambitious to meet.

Including the Out-of-school: How Successful

Figures point to a snail's progress in this area. DISE reports that the retention rate at the primary level was 75 per cent in 2007-08, up from the baseline of 71 per cent set in 2005. This is despite allocation of 39 per cent of the SSA outlay in 2009-10 to 166 low retention districts that make up 26 per cent of the total districts in India.

According to the MHRD's latest unpublished report on the total number (2.8 million) of out of school children (OOSC), quoted by the JRM, slightly less than half of these children were never enrolled in school while the rest are dropouts. Boys and girls are equally represented among this group of OOSC, though more girls actually drop out compared to their share in the population. A quarter are Scheduled Caste children (who make up 20 per cent of the 6-14 population), representing 1.7 per cent of all SC children in the age group, while 20 per cent are Scheduled Tribe children (who make up 10 per cent of the 6-14 group), accounting for 2.6 per cent of ST children aged 6-14. Some 23 per cent are Muslim (who make up 13 per

Table 3: Annual Average Dropout Rates for Primary by Data Source					
Data Source	Annual Average Drop out Rate: Primary %				
Drop out study	1.4				
DISE	8.1				
SES	7.1				
OOSC Study	5.4				

Source: Tenth JRM, July 2009

cent of the 6-14 group), representing 2.4 per cent of all Muslim children aged 6-14. Clearly, all the socially disadvantaged groups continue to be over-represented in the total number of OOSC. In other words, more such children drop out of school and education than those in the general category.

So do girls. The fact that girls still constitute half of the OOSC – three percentage points more than their share in the population – is a pointer to the gender gap in access to education. As for children with special needs (CWSN), only 40 per cent schools across the country had provision of ramps till September 2008. DISE says the proportion of children with disabilities enrolled to total enrolment is only 0.84 per cent, while the ratio of total number of children with disabilities to total child population in the age group of 6-14 years is 1.48 per cent as per 2001 Census. Also, the larger issue of the quality of the provisions—to make schools and classrooms inclusive for CWSN, including adequate provisions for seating, specially

Even the "truly remarkable achievement" of the GER and NER going up by more than 10 per cent, from 2005-06 to 2008-09, is actually not that remarkable. There is a huge variation at the State level, with states such as Tamil Nadu and Himachal Pradesh reporting upper primary GERs above 100 and some others such as Bihar and Uttar Pradesh reporting upper primary GERs of around 50.

designed learning materials, special educators, etc—is still unaddressed.

Table 1 shows a significant drop in the number of OOSC in the past four years, from 7 million in 2005-06 to 2.8 million in 2008-09, but DISE 2008-09 regarding enrolments, dropout and survival to Class V suggest a far greater number of children actually remain out of school. The JRM calculations using the overall class-wise dropout rates reported in the Dropout Study (which tracked all school-leavers) and class-wise enrolment data reported in DISE 2008-09, suggest that 2.7 million children drop out of school each year! This would mean a much higher number of OOSC, including the never enrolled.

According to our calculations, DISE 2008-09 found 187 million children enrolled in elementary education--or 82 per cent of the total number of 226 million children in the 6-14 category-- 40 per cent of them being in upper primary. So close to 20 per cent in this age category are still out of school.

In recent years, Sarva Shiksha Abhiyan (SSA) has made significant contribution in improving enrolment and infrastructure for elementary education. About 98 per cent of habitations are now covered by primary schools. I propose to increase the plan allocation for school education from Rs 26,800 crore in 2009-10 to Rs 31,036 crore in 2010-11. In addition, States will have access to Rs 3,675 crore for elementary education under the Thirteenth Finance Commission grants for 2010-11.

Finance Minister's Speech, Union Budget 2010-11

Even the "truly remarkable achievement" of the GER and NER going up by more than 10 per cent, from 2005-06 to 2008-09, is actually not that remarkable. There is a huge variation at the State level, with states such as Tamil Nadu and Himachal Pradesh reporting upper primary GERs above 100 and some others such as Bihar and Uttar Pradesh reporting upper primary GERs of around 50. The ratio of primary to upper primary schools/sections has steadily declined, denoting an improvement, from 2.45 in 2006-07 to 2.32

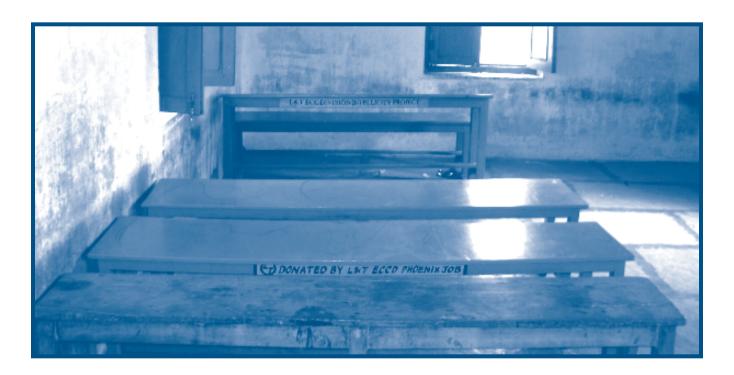
in 2007-08, but the target of 2 is still far away. Some states such as West Bengal, Arunachal Pradesh, Bihar and Sikkim still have ratios above 3 while 11 states still have ratios over 2.5.

So, the JRM report concludes, "even taking into account the large numbers of over-age children in primary school (reflected in the primary GER of 113), both the GER and NER for upper primary indicate very large numbers of children are dropping out of school before finishing Class 8. The Mission's own calculation of the Primary Completion Rate is 83.6 per cent, while for Upper Primary it is just 47 per cent for 2007-08. In many respects, the upper primary level remains the unfinished access agenda for SSA and should continue to receive the highest attention."

While the percentage of schools with Pupil Teacher Ratios (PTR) of more than 60:1 dropped from 18 per cent in 2005-06 to 14 per cent in 2007-08, the number of single- teacher schools remains 10 per cent. PTR is still quite high in many districts in states such as Bihar (53:1), UP (50:1), Jharkhand (45:1) and WB (45:1). The recruitment deficit is high in Bihar (91,657), MP (15,898), WB (46,797), Rajasthan (28,499) and UP (33,718).

Table 4: School Infrastructure in the North East							
Status	Percentage of schools with pucca buildings	Percentage of classrooms in good condition	Percentage of single teacher schools				
Arunachal	23	51.6	63.9				
Assam	34.7	35.8	33.3				
Manipur	11.4	36.9	18				
Meghalaya	27.7	34.6	18				
Mizoram	6.5	43.6	0.93				
Nagaland	27.7	47	3.7				
Sikkim	38.2	55.6	0.5				
Tripura	50.8	66.9	1.2				

Source: DISE Flash Statistics 2008-09



Funding the SSA The Aam Aadmi's Burden

The budget allocation for SSA has fallen since 2007. From an outlay of Rs 12,020 crore in 2007-08 (revised estimates), the allocation declined to Rs 11,940 crore in 2008-09. For 2009-10, it was Rs 11,934 crore. To make matters worse, states have been told to raise their contribution to the SSA without any increase in the funds devolving to the states.

The funding pattern of the SSA was revised during the Eleventh Plan, from 75:25 (Centre: states) during the Tenth Plan, increasing the state's share gradually in a phased manner from 65:35 in 2007-09, to 50:50 in the final year of the plan, with 60:40 in 2009-10, 55:45 in 2010-11 and 50:50 in 2011-12. For the North-Eastern states, the share remains unchanged at 90:10.

The total outlay of Rs 71,000 crore for the Eleventh Plan was provided as central share, out of which Rs 10,671 crore came in 2007-08, Rs 13,171 crore in 2008-09 and Rs 16,411 crore in 2009-10. The balance (Rs. 30,747 crore) was to be spent over the remaining two years of the Eleventh Plan. The overall contribution of the States in these years was to be Rs 12,578 crore in 2010-11 and Rs 15,373 crore in 2011-12, as against Rs 10,941 crore in 2009-10.

Unaudited financial monitoring reports show a total expenditure of more than Rs 19,000 crore in 2008-09 (equivalent to more than \$4 billion). In 2008-09, 21 states and UTs released funds in excess of their share, a huge improvement over the early years of SSA when some states habitually defaulted on their shares. For 2009-10, approved AWPBs indicate total outlays of Rs 27,352 crore (more than \$5 billion). State and national authorities spent 70 per cent of total funds available in 2008-09, less than the 80 per cent spent in 2007-08. Only 18 states reported utilisation above this average. Bihar, Haryana, Jharkhand and Madhya Pradesh were the worst performers.

However, states remain laggards as far as releasing their share is concerned. As per the JRM, the overall backlog of state share works out to Rs 485.37 crore. In this situation, raising the state's share could only lead to a higher backlog.

It is interesting to note that while the Union government has been arguing for a higher share for states—and rightly so, because education level in the state should be the responsibility and commitment of the respective governments since they benefit directly—it has been quietly cutting its own share. Central allocation for elementary education, the part that is funded out of its own revenues, has dropped from Rs 7,200 crore in 2006-07 to Rs 5,000 crore in 2009-10. At the same time, the amount funded from the cess proceeds has gone up from Rs 8,200 crore to Rs 12,300 crore in the same period. This begs two questions. First, why must children (their families) all over the country pay the same cess to receive different qualities (and quantum) of education from the government that is ideally implementing the right to education for each child. Second, since the RTE is supposed to allocate sufficient funds to ensure all children's right to education is honoured, why burden the common man with a 3 per cent cess?

There are other issues about SSA funding that relate to underbudgeting and underutilisation. Underutilisation in highly centralised programmes is usually a given in India, especially when the release of funds is linked to utilisation certificates. SSA's rigid and too-detailed norms for expenditure often frustrate the purpose it was meant for in the first place. NCPCR chairperson Shantha Sinha tells the story of a programme organised by a District Collector for social mobilisation that involved recruitment of a strong band of local youth force, strengthening the capacities of the gram panchayats to take up tracking every child, preparing software for tracking children

While the Union government has been arguing for a higher share for states, it has been quietly cutting its own share. Central allocation for elementary education, the part that is funded out of its own revenues, has dropped from Rs 7,200 crore in 2006-07 to Rs 5,000 crore in 2009-10. At the same time, the amount funded from the cess proceeds has gone up from Rs 8,200 crore to Rs 12,300 crore in the same period.

on a day to day basis and so on. None of these interventions could be covered under the existing SSA and there were audit fears. So instead of using the Rs 38 crore sanctioned, the Collector funded the programme out of local contributions and corporate donations. Needless to say, the programme proved a success.⁹

External aid for elementary education continues. It increased from Rs 683 crore in 2004-05 to Rs 1,584 crore in 2008-09. In 2010-11, foreign aid is 7 per cent of the allocation and 90 per cent of the Rs 46 crore proposed for Mahila Samakhya.

Village and Community Participation: Mere Tokenism?

Criticising the implementation of community participation norms, the JRM says "the tiny allocations for VEC and community training and support are not in any way commensurate with the volume of SSA expenditures that are being processed through these bodies....the Mission recommends that States utilise all available resources, such as programme management budgets, to strengthen capacity at these levels, and SSA revisits the norms for ensuring adequate community participation, particularly in light of the addition of broader qualitative oversight responsibilities."

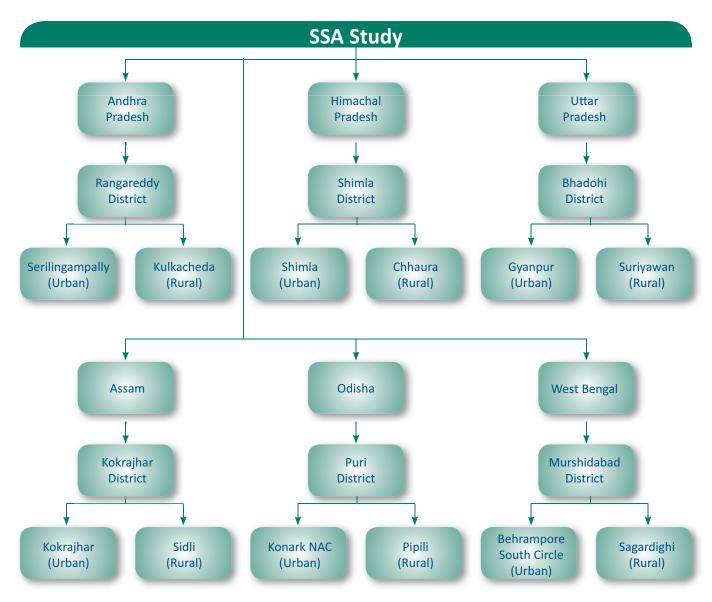
The HAQ study also found that the goal of community participation remained largely unmet because the participatory planning process was not working at the habitation level. As correctly pointed out by CAG, "...annual plans were finalised without assessing the needs at the habitation level, thus contrary to the guidelines of the programme..." Interviews with the HMs revealed that their suggestions and requirements of the school were not taken forward, resulting in little improvement at school level.

⁹ Speech by Shantha Sinha, chairperson, NCPCR, at a consultation organised by the Ministry of Women and Child Development and UNICEF in Delhi on 12.2.2008

Village level committees existed but only on paper. Meetings for Gram Shiksha Samitis, PTAs and MTAs were irregular due to the reluctance of members to join the meetings. Even the records of these meetings were not kept and red tape prevails in documentation at the district level.

HAQ's Financial Tracking of SSA: 'Second-grade' Education?

HAQ's recently concluded ear-to-the ground financial tracking and analysis of the SSA in six states, conducted with partner organisations in those states, bring the above points home very well. The study tracked and analysed the flow of financial resources from the Centre to the state mission, and then to the districts and blocks till the last level of beneficiaries (the school) over a period of five years from 2004-05 to 2008-09 (2005-06 to 2008-09 in some cases). The Quantitative part of the study tracked the Planned and Approved Budgets and actual flow of funds and expenditure at various levels (state, district, block and school) of selected project areas on the major interventions of SSA, while the Qualitative Study tracked the functional part of the SSA, the stages of implementation and the problems in that process, and assessed if the broad goals of the SSA were being met, through focused group discussions with stakeholders/ beneficiaries as well as



individual interviews with the officials at various levels. In each state, one district was chosen and within that district, two blocks were chosen, one urban and one rural, from each of which five schools of various types, ranging from primary to upper primary to KGBV to EGS and RBC schools, were chosen for the survey.

While the sample of 60 schools is clearly too inadequate a base to mount a criticism of the effectiveness of the SSA, the study findings did throw up interesting pointers that were remarkably similar to those of other evaluation reports. The important findings are summed up below:

Release of funds always less and late: The amount actually released has always been lower than the amount approved in the AWPB in all states. The difference has been the highest in UP where on average, only 22 per cent was released during 2005-06 to 2007-08. In Andhra Pradesh and Assam, 60 per cent of the funds on average were released at state level compared to what was approved. In Assam, on average 48 per cent was released to districts and in AP, it was 50 per cent.

Even the expenditure figures show a discrepancy, depending on the characteristic of the districts. For instance, the districts chosen in UP, West Bengal and AP were weak in child protection, yet much less funds were spent in these districts compared to the respective total at the states, pointing to low capacity utilisation and funds absorption.

Table 5: Funds Spent in States and Districts—HAQ Study						
States	Percentage of Expenditure out of released amount in State	Percentage of Expenditure out of released amount in District				
Andhra Pradesh	103.39	75.95				
Himachal Pradesh (out of approved amount)	84.40	91.58				
Uttar Pradesh	85.50	NA				
West Bengal	91.05	59.45				
Assam	92.90	100.70				
Odisha	74.52	99.38				

Infrastructure gets a boost: Civil works took the lion's share of the expenditure, between 45 per cent and 55 per cent in all states, as table 6 shows. UP and Assam were the big spenders in this respect. This was followed by teachers' salary for obvious reasons. If the RTE norm of 30:1 pupil teacher ratio were to be implemented, compared to 40:1 sought by the

Table 6: Share of Major SSA Components in HAQ Study States					
States	Components enjoying major share in SSA	Percentage allocation to these in total SSA Budget in state	Percentage allocated to these in total SSA Budget in district		
Andhra Pradesh	Civil work	37.1	37.85		
Allulla Plauesii	Teachers salary	25.47	33.98		
Himachal Pradesh	Civil work	28.82	29.85		
Himachai Pradesh	Teachers salary	27.17	25.52		
Uttar Pradesh	Civil work	32.72	33.39		
Ottar Pradesii	Teachers salary	48.16	51.72		
West Dangel	Teachers Salary	24.54	30.05		
West Bengal	Civil Work	44.14	44.69		
Accom	Civil work	55.04	NA		
Assam	Intervention for out of school children	12.61	NA		
Odisha	Intervention for out of school children	8.52	5.57		
Ouisna	Civil work	32.69	48.21		

SSA, costs on this head would escalate. Writing in 1999, the PROBE report¹⁰ had said if all the children aged 6-10 in its survey were actually in primary school, there would be 113 pupils per properly-built classroom and 68 pupils per appointed teacher, which is more or less the case now even though many children are not in school.

No Deliberate Focus on Quality: Quality components (TLM, training etc) usually get passed over since the emphasis was more on solving infrastructure problems. Inclusion, as evidenced by interventions for out-of-school children or those with special needs, similarly got low priority. For instance, in Bhadohi district, UP, the budget released towards interventions for out-of-school (EGS/AIE) children, children with special needs, and training of teachers and community leaders showed the highest underspending, ranging between 50 per cent and 60 per cent, during 2005-06 to 2008-09. The other states were not much better either.

Decentralisation and Community Participation only on Paper: Grassroots institutions such as village education committees or school education committees mostly exist on paper. PRIs act only as the receivers of funds, with no financial independence. Panchayat heads are often lukewarm to sharing power and decision-making, and very often, they have other important things to think about.

Alternative Schooling: AIE/RBC/EGS schools are practically hovels. Funds are too little and come too late. There are hardly any facilities and even less teaching and monitoring. Not much effort at mainstreaming either. The children were treated as 'second-grade citizens' who deserved no more than 'second-grade education'! That is surely wrong because they too pay the education cess that funds a large part of the SSA now.

Stories of Neglect and Disorganisation

The rural EGS at Bhojyanayakthanda is located uphill in the interior of Kulkacherla, AP, which has mostly tribal inhabitants. It is running in a small half-constructed room provided by one of the MDM agents staying in that area. No facilities have been provided by the SSA office or PRIs, said the agent. Children sit on the incomplete floor of the room, no mat for even the youngest children. The para teacher said "no TLM has been received and I have to spend my own money to buy slates, pencils, register, etc."

In Murshidabad, West Bengal, we found no evidence of proper grassroots planning taking place, which is one of the basic tenets of the SSA. All the planning is done at the district level, without any involvement of parents, VEC, schools or even the School Inspector in the entire process. All the latter is expected to do is provide a few data. No child register was available in any of the ten sample schools. Meetings of Mother-Teacher Associations and Village/Ward Education Committee are irregular. Even the members of VEC/WEC are unaware about their roles and responsibilities. This was a common scene in other states too.

During our visits to the SSA office of Suriywan block (UP), we learnt that budget documents were kept in a cupboard, the key of which was with the Block Education Officer, who had at that time gone to protest the awards of the Sixth Pay Commission. Since no one had a copy of the key or knew where it was, the budget documents.

In a striking instance of red tape affecting education, we found there had been no VEC member associated with the Suhagpur Upper Primary School (Odisha) since 2007-08. Since the government grant money was deposited in the bank account operated jointly by the school headmaster and VEC member, the grant money for 2008-09 and 2009-10 was lying unused in the account. The school accordingly could not carry out much-needed repairs and develop teaching-learning materials. It is to their credit that they used their ingenuity by using and developing low-cost TLMs.

The Nanto Budhiyagudi EGS Centre (Assam) was set up under DPEP in 1999 and is running under SSA since 2004. It is located atop a small hill, which the children have to climb after crossing a small river which flows at its foot. Every monsoon, the Centre, with the help of the community and SMC members, builds a temporary bridge for the children to cross the river. The school runs in a small shed with bamboo walls and hay-thatched roof, which has been partitioned into two classes for the younger and older children.

Is the SSA designed to succeed?

Elementary education schemes in India have a rich and varied history. So do studies on the subject. In 2002, education-ist Jandhyala B.G. Tilak studied the results of the NCAER's 1994 Human Development in India (HDI) survey to look at three areas: the extent of household expenditure on education by different groups; the elasticity of that expenditure to changes in both household income and government expenditure on education; and the determinants of that expenditure. His findings, still relevant, are vital to understand why state-run schemes such as SSA, or its predecessor DPEP, have an element of mortality built into them.

Tilak's study found a complete absence of `free education' in India. Regardless of a household's socio-economic background, he found spending on education to be very substantial even at the primary level. Second, "indirect" costs, such as books, uniforms and examination fees, were very high, even in government-run schools and at the primary level. Third, expenditure on education was highly (and positively) correlated with income-education spending went up with rise in income. Fourth, willingness to pay and "compulsion to pay" (i.e., the need to compensate for a shortage of government spending on education) are both important factors.

Highlights of the Tenth JRM, July 2009

- Although 27 states have identified performance indicators for teachers and trainers, only 8-9 states have begun to implement these indicators in tracking the performance of teachers and trainers.
- For 2009-10, the allocations for quality improvement exceed all other allocations combined together at a ratio of 57:43 respectively.
- The percentage of schools with more than 60 Pupil Teacher Ratio (PTR) dropped from 18 per cent in 2005-06 to 14 per cent in 2007-08 but continues to be high in many districts in states such as Bihar (53:1), UP (50:1), Jharkhand (45:1) and WB (45:1). The recruitment deficit in Bihar (91,657), MP (15,898), WB (46,797), Rajasthan (28,499) and UP (33,718) is very considerable.
- Despite a target of teacher attendance of 90 per cent, the average remains 75 per cent. Student attendance averages around 71 per cent, with some states (such as Bihar) reporting 56 per cent at both primary and upper primary levels.

Fifth, government spending and household spending on education were not substitutes, but complements. An increase in government spending is associated with an increase in household spending (due to an "enthusiasm effect" resulting from improvements in school facilities, number of teachers, etc.). Conversely, a reduction in government expenditure leads to a decline in household spending on education. So, the actual impact of SSA would be more in terms of improving the education climate/infrastructure in the area than to improve actual education imparted to a student.

There is no reason to believe things have changed much since Tilak's study. Says Tilak: "Household expenditures on education are sizeable; households from even Scheduled Castes and Tribes, low income groups—all spend considerable amounts on acquiring education, including specifically elementary education, which is expected to be provided by the State free to all.....The poor spend a higher proportion of their income on education than the rich. But the rich spend higher amounts than the poor and middle-income groups on education in a majority of the states."

As Lant Pritchett, Professor at the Kennedy School of Government, Harvard University, says, "in every country in the world there is an "access axis" that dominates education policy...a powerful coalition focusing on "business-as-usual" expansion of existing systems...The "access axis" has the additional advantage that those who bear the brunt of its policies are children, mostly of the rural, the poor and the powerless, who are trapped in brutal and ineffective schools without effective alternatives and robbed of their life chances through poor quality education."

11



What Works and What Doesn't?

A review of post-independence history of education programmes suggests what have undoubtedly worked here are the incentive schemes. The provision of schooling in rural habitations, or the provision of mid-day meals, uniforms, textbooks, etc., are associated with increased household demand for education. But the more interesting policy implication lies elsewhere: First, we need an education scheme to bring in more investment in the right kind of school infrastructure: enough classrooms, power supply, toilets, labs, special education, trained teachers, etc, in all habitations, and not obfuscate them in immeasurable indicators including quality and the innumerable paperwork that the SSA entails, such as block level plans, etc. The failure is pointed out in the JRM strongly: "The Mission recommends that the under-performing components, particularly KGBV, LEP, SIEMAT, activities for OOSC, teacher training, NPEGEL, CRC, innovative activities, community training, TLE and REMS, are reviewed more intensively during 2009-10 and in the AWPB process for 2010-11." The only people who do not benefit from such quality indicators are children—especially physically and socially disadvantaged children in villages--whose lack of access to the basic fundamentals of life handicaps them forever.

Second, there is an infinite stress on paperwork in SSA, leading to a complete bureaucratisation of the programme, and even then the right kind of paperwork is never really complete. For instance, most school registers show a far greater number of children than are actually studying; regular updating is rare, either because teachers are optimistic or because they do not have time. Innovative and creative ways of increasing access and attraction of education to children do not come out of the Bhavans in Delhi or state mission offices; they come out of trained teachers and committed locals and parents.

Third, the extent of the success of the SSA can really be gauged from a simple factor: Not just rising enrolment of children but also a rising enrolment in government schools along with private schools, since demand for schooling has rapidly increased as the result of far-reaching social and economic changes. Available data suggest quite the opposite. The more government schemes in education, the less the attraction of government schools. The latest household survey data, something the DISE doesn't include, pegs the share of enrolled children in the private sector at 58 per cent in the urban sector and at 32 per cent in the rural sector. That's a revolution! But even when we look at the DISE data, we see that from 2006-07 to 2008-09, while the total enrolment in all kinds of schools went up by 4.64 per cent, from 179.34 million children

to 187.66 million, enrolment in private schools, aided and unaided, went up by almost 9 per cent, from 50.03 million to 54.46 million. Indeed, the sheer number of children in private schools is still insignificant but the trend of moving away from government schools despite SSA is quite clear.

According to ASER 2008, among all 6-14 year olds, the proportion of children attending private schools has increased from 16.4 per cent in 2005 to 22.5 per cent in 2008.¹² This increase is particularly striking in Karnataka, Uttar Pradesh and Rajasthan. Also, half of all school going children in Kerala and Goa go to private schools, most of which (90 per cent in Kerala and 70 per cent in Goa) are government aided. In Madhya Pradesh, one of the poorest states of India, 30 per cent of enrolments are now happening in private schools (see box on page 86).

Why is this so? Writing on the new RTE, economists Raghuram Rajan and Abhijit Banerjee argue that "the problem with government schools is motivation. (The World Absenteeism Survey found government teachers teaching less than 50 per cent of the time they are meant to be teaching.) Yet the entire law as written has nothing to say about failing government schools. While the 2005 version of the Bill talked about giving school management committees (which involve parents) control over salary payment to teachers, the current version talks about monitoring of schools by parents, but not about how to give the committee enough leverage that the teachers take the monitoring seriously." ¹³

That brings us to our fourth point--costs matter. Since in India, every rupee spent on education is a rupee not spent on, say, protection or health, one can safely argue that education under SSA, which implies lower quality of primary education in most places, costs much more because teacher salaries are high in government (and aided) schools. It is well-known that while most private schools end up costlier for parents due to incidentals cost (transport, uniform, textbooks, etc), they offer their teachers neither a good salary nor job security.

In fact, this drive towards private education could be dangerous. Rajan and Banerjee argue citing recent evidence from Pakistan (specifically Punjab) that parents find it difficult to distinguish between good and bad private schools. "When they were provided information about the performance of If the government is really serious about implementing the right to education, it should make it truly universal: Compulsory for all children 0 to 18 year old and free for all children 0-14 year old. For that, it needs to scale up its budget tremendously from the current year's allocation of Rs 25,067 crore to elementary education. Leaving aside state's share, this money then would be spent on 133.21 million children enrolled in government schools, or Rs 1882 per child per year. Even a child can calculate that this is far short of annual schooling expenditure of an average family.

their child's schools (and that of other schools around) there was a substantial shake-up in the market for private schools, with a number of the worst private schools shutting down," they said. This could be already happening in India in states such as UP and semi-urban areas—the craze for "public" and "international" schools in urban India is a case in point.

Clearly then, lack of trained teachers and profusion of para teachers are taking away the one advantage that government schools in India traditionally had – quality education. The money spent now then should be geared more towards quality – trained teachers who would cost more, ensuring quality teaching, curriculum revision, attendance, etc - and not just empty paperwork.

¹² The Annual State of Education Report 2008 by Pratham is based on rural household surveys. http://www.pratham.org/images/aser-national-findings.pdf

¹³ http://www.indianexpress.com/news/keep-testing-the-kids/582137/0

Fifth, stick to the tried and tested: ensure full implementation of midday meals and other schemes that provide textbooks, uniforms, scholarships, etc that work to attract the child to school and keep him/her there.

Sixth, and finally, if the government is really serious about implementing the right to education, it should make it truly universal: Compulsory for all children 0 to 18 year old and free for all children 0-14 year old. For that, it needs to scale up its budget tremendously from the current year's allocation of Rs 25,067 crore to elementary education. Leaving aside state's share, this money then would be spent on 133.21 million children (DISE 2008-09) enrolled in government schools, or Rs 1882 per child per year. Even a child can calculate that this is far short of annual schooling expenditure of an average family.

The future doesn't look that good either because it is the faulty SSA that will be used to push the RTE. According to the MHRD, Rs 1.78 lakh crore must be spent on implementing the RTE over the next five years, which brings the per student cost to a little higher, at Rs 2672 per student under RTE. Including private schools reduces even this pathetic figure.

The contingency for under-budgeting becomes all the more severe when programmes are taken up without framing them in the context of the National Policy for children and a vision for children's rights. According to HAQ's analysis, out of every 100 rupees spent in the Union Budget 2010-11, education has been allocated Rs 3.20, yet vital issues such as children's protection, hunger and malnutrition get less than a rupee. That's a myopic vision of the child's overall well-being which must cease.

Big Spending but Outcomes Poor in MP

The Bhopal-based Sanket Development Group tracked the implementation of SSA in 2009-10 in Madhya Pradesh. The key findings are summarised below:

Allocation and Utilisation

- MP gets the third highest allocation among states at Rs 1,555.43 crore (averahe 2005-06 to 07-08) or 8.8 per cent of total SSA allocation.
- The focus was clearly on creating education infrastructure and access, with 44.2 per cent allocation going to civil works and 22 per cent to salaries of newly appointed contract teachers.
- Quality education interventions remained neglected with the lowest weight of 9.24 per cent in total SSA allocation.
- At 69.31 per cent, the state ranks ninth in SSA budget utilisation.
- High underutilisation (40 per cent plus) was found in interventions such as teachers' training, innovations, EGS-AIE and TLE grant to new schools. Since these cater to the needs of the most disadvantaged children as well as impacts quality of education, underutilisation is definitely worrisome.
- Falling utilisation for EGS-AIE activity for out-of-school children indicates the objective of bringing left-out children into the education system through alternative school is still a distant dream.

Human Resources

- For 16.5 million students enrolled currently in government elementary schools, only 0.27 million teachers are in place, or a gap of one third/ 0.13 million teachers against the actual requirement as of 2008-09. This also means a shortage of 0.1 million teachers in primary and of 37,271 teachers in middle schools respectively.
- The proportion of contract teachers is high at 28 per cent in 2008-09.
- Women teachers are less than one third of total teachers. This indirectly influences girls' enrolment because parents are then reluctant to send daughters to school.

At 60:1, the Pupil-teacher ratio for primary is far higher than the prescribed 40:1.

School Facility

- The most important achievement by the state is that there is now a primary school for children within 1 km from home.
- For every three primary schools in the state, there is only one middle school, indicating that pace of improving middle education is slow.
- Going by DISE 2008-09 statistics, enrolment for class I-V is 69.94 per cent in all government management schools, with the rest of them in private schools.

Out of school children

- Around 0.2 million children in the state are out of school, of which never-enrolled children are 66 per cent.
- Majority of out of school children belongs to SC (12 per cent) and ST (60 per cent). Also, more girls than boys are out of school for various reasons.

Learner's achievement/EDI

- Madhya Pradesh scores in a range of 50-60 per cent in combined Mid Term Achievement (class V), according to NCERT Survey in 2008. As for the Education Development Index (EDI), there was a marginal improvement in the state rank from 26 in 2007-08 to 25 in 2008-09. MP remains among the laggards in education.
- Student attendance in 72 per cent, while dropout rate is around 15 per cent for both primary and upper primary levels.

Conclusions

- The current level of achievements makes it difficult to meet the timeframe set for achieving universal elementary education in the state.
- While SSA has succeeded in providing primary schooling access, it falls woefully short in upper primary/middle schools.
- There is an attempt to meet the infrastructure gap, but quality education and learning environment is still a distant target.
- While 16 per cent schools are run by Tribal Affairs Department, their performance and dropout rates are worrying.
- Overall, the huge spending in the past eight years is not borne out by the output and outcomes.

List of Abbreviat	tions and Acronyms
ACR	Additional Classroom
ADEPTS	Advancement of Educational Performance through Teacher Support
AIE	Alternative and Innovative Education
ALM	Active Learning Methodology
ASER	Annual Status of Education Report
AWPB	Annual Work Plan and Budget
BaLA	Building as Learning Aid
BE	Budget Estimate
BRC	Block Resource Centre
BRTE	Block Resource Teacher Education
CAG	Comptroller and Auditor General
CAL	Computer Aided Learning
CCE	Comprehensive and Continuous Evaluation
CLAP	Children Learning Acceleration Programme
CLIP	Children Language Improvement Programme
CSR	Corporate Social Responsibility
CRC	Cluster Resource Centre
CVC	Central Vigilance Commission
CWSN	Children with Special Needs
DFID	Department for International Development
DIET	District Institute of Education and Training
DISE	District Information System for Education
DPEP	District Primary Education Programme
DSEL	Department of School Education & Literacy
EA	Environmental Assessment
EC	European Commission
EDI	Education Development Index
EDUSAT	Educational Satellite
EGS	Education Guarantee Scheme
EMIS	Educational Management and Information System
EVS	Environmental Science
FM&P	Financial Management and Procurement
GER	Gross Enrolment Ratio
HSS	Household Surveys
IDA	International Development Association
IGNOU	Indira Gandhi National Open University
JRM	Joint Review Mission
KGBV	Kasturba Gandhi Balika Vidyalaya
LEP	Learning Enhancement Programme
MAS	Midterm Assessment Survey

MDG	Millennium Development Goal
MDM	Mid Day Meal
MHRD	Ministry of Human Resource Development
MI	Monitoring Institutions
MLE	Multi-lingual Education
MoU	Memorandum of Understanding
MS	Mahila Samakhya
NCERT	National Council of Educational Research & Training
NCF	National Curriculum Framework
NER	Net Enrolment Ratio
NGO	Non- Governmental Organization
NIC	National Informatics Centre
NPE	National Policy of Education
NPEGEL	National Programme for Education of Girls' at Elementary Level
NUEPA	National University of Educational Planning & Administration
O&M	Operation & Maintenance
OBC	Other Backward Caste
OOSC	Out of School Children
PAB	Project Approval Board
PRI	Panchayati Raj Institutions
PTA	Parent Teacher Association
PTR	Pupil Teacher Ratio
QMT	Quality Monitoring Tool
RBC	Residential Bridge Course
RE	Revised Estimate
REMS	Research, Evaluation, Monitoring and Supervision
RMSA	Rashtriya Madhyamik Shiksha Abhiyan
RMG	Repair and Maintenance Grant
SC	Scheduled Caste
SCERT	State Council for Educational Research and Training
SDMC	School Development Management Committee
SES	Selected Educational Statistics
SFD	Special Focus Districts
SFG	Special Focus Groups
SIEMAT	State Institute for Educational Management and Training
SMC	School Management Committee
SPO	State Project Office
SSA	Sarva Shiksha Abhiyan
SSHE	School Sanitation and Hygiene Education
ST	Scheduled Tribe
TCF	Technical Cooperation Fund

TLE	Teacher Learning Equipment
TLM	Teaching Learning Material
TSC	Total Sanitation Campaign
TSG	Technical Support Group
UC	Utilization Certificate
UNICEF	United Nations Children's Fund
UEE	Universal Elementary Education
UPS	Upper Primary School
VEC	Village Education Committee

HAQ: Centre for Child Rights is a ten-year old New Delhi-based civil society organisation that works towards the recognition, promotion and protection of rights of all children. It aims at contributing to the building of an environment where every child's rights are recognised and promoted without discrimination and in an integrated manner. HAQ believes that child rights and children's concerns have to be mainstreamed into all developmental planning and action and must also become a core development indicator.

To carry forward this mandate, HAQ undertakes research and documentation and is actively engaged in public education and advocacy. In India, HAQ pioneered the Budget for Children analysis in 2001. Over the years, it has developed skills for quick and incisive scanning of law and policy documents and commenting on them. It works with existing networks, builds alliances and partnerships with other actors/stakeholders such as the bureaucrats, parliamentarians, judges and lawyers, police and media.

HAQ seeks to serve as a resource and support base for individuals and groups dealing with children at every level. It not only provides information and referral services but also undertakes training and capacity building for all those working with children or on issues concerning them, and for the children themselves.

HAQ works on children and governance, violence and abuse of children, child trafficking and juvenile justice. It provides legal support to children in need, particularly those who are victims of abuse and exploitation or are in conflict with the law.

Publications | Kandhamal's Forgotten Children: A Status Report. | India's Childhood in the "Pits": A Report on the Impacts of Mining on Children in India | Blind Alley: Juvenile Justice in India (2009) | Still out of focus: Status of India's children (2008) | Handbook on Children's right to adequate housing | Combating Child Trafficking (A User's Handbook) | Budget for Children (set of four publications on child budget analysis) for India, Andhra Pradesh, Himachal Pradesh and Orissa (2007) | Child Protection: A handbook for Panchayat Members (English and Hindi) | Status of Children in India Inc. 2005 | Says a Child...Who Speaks for my Rights? (A series of books analysing parliamentary questions and debates from 2003 to 2008 in English and Hindi) | My God is a Juvenile Delinquent (Not a HAQ publication but is available in HAQ) | Stop Child Trafficking: A handbook for Parliamentarians | Children in Globalising India: Challenging our Conscience (2003) | Children bought and sold: We can stop it! (Hindi and English)(2003) | Children and Right to Adequate housing: A guide to international legal resources (2002) | India's Children and the Union Budget (2001)