

**DELHI**

# **BUDGET FOR CHILDREN**

**2008–2009 TO 2012–2013**



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DELHI  
2008–2009 TO 2012–2013

A Study by:



**HAQ: Centre for Child Rights**

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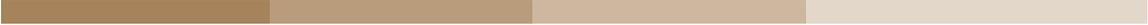
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# ABBREVIATIONS

<b>AE</b>	Actual Expenditure
<b>AWC</b>	Anganwadi Centre
<b>AWH</b>	Anganwadi Helper
<b>AWW</b>	Anganwadi Worker
<b>BfC</b>	Budget for Children
<b>BE</b>	Budget Estimate
<b>CAG</b>	Comptroller and Auditor General
<b>CICL</b>	Child in Conflict with Law
<b>CNCP</b>	Child in Need of Care and Protection
<b>CNSY</b>	Chacha Nehru Sehat Yojna
<b>CWC</b>	Child Welfare Committee
<b>DCPCR</b>	Delhi Commission for Protection of Child Rights
<b>DDG</b>	Detailed Demand for Grants
<b>DISE</b>	District information System for Education
<b>DSWB</b>	Delhi Social Welfare Board
<b>EDI</b>	Education Development Index
<b>GDP</b>	Gross Domestic Product
<b>ICDS</b>	Integrated Child Development Scheme
<b>ICPS</b>	Integrated Child Protection Scheme
<b>ICCW</b>	Indian Council for Child Welfare
<b>IMR</b>	Infant Mortality Rate

<b>JJ</b>	Juvenile Justice
<b>JICL</b>	Juvenile in Conflict with Law
<b>JJ Act</b>	Juvenile Justice (Care and Protection) Act 2000
<b>JJB</b>	Juvenile Justice Board
<b>JWO</b>	Juvenile Welfare Officer
<b>KSY</b>	Kishori Shakti Yojana
<b>MCH</b>	Mother and Child Healthcare
<b>MDM</b>	Mid -day Meal
<b>MMR</b>	Measles, Mums and Rubella
<b>MOU</b>	Memorandum of Understanding
<b>NCLP</b>	National Child Labour Project
<b>NCPCR</b>	National Commission for Protection of Child Rights
<b>NCRB</b>	National Crime Record Bureau
<b>NCT</b>	National Capital Territory
<b>NFHS</b>	National Family Health Survey
<b>NGO</b>	Non-governmental Organisation
<b>NUEPA</b>	National University for Educational Planning and Administration
<b>NSSO</b>	National Sample Survey Organisation
<b>PHC</b>	Primary Health Centre
<b>RCH</b>	Reproductive and Child Health
<b>RE</b>	Revised Expenditure
<b>RTE</b>	Right to (Free and Compulsory) Education Act, 2009
<b>SCPCR</b>	State Commission for Protection of Child Rights
<b>SHC</b>	School Health Clinics
<b>SJPU</b>	Special Juvenile Police Unit
<b>SNP</b>	Supplementary Nutrition Scheme
<b>SRC</b>	Special Referral Centres
<b>SSA</b>	Sarva Shiksha Abhiyan
<b>UNICEF</b>	United Nations International Children's Emergency Fund



# PREFACE

It has been thirteen years since HAQ first started questioning the State's responsibilities and promises towards children through budget analysis. Over these years, we have moved from the Union to the states.

In the last 10 years HAQ has worked with partners in the states of Andhra Pradesh, Himachal Pradesh, Orissa, Uttar Pradesh, West Bengal and Assam.

Since 2009 HAQ has been analysing the Delhi state budget to see what is allocated and spent for children. 'Budget for Children in Delhi' is an analysis of five financial years i.e., from 2008–2009 to 2012–2013. This is the first report based on Delhi's budget.

This study has been made possible with the support of FORD Foundation.

Enakshi Ganguly Thukral  
Co-Director

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Co-Director

**Budget for Children in Delhi**  
2008–2009 TO 2012–2013



# BUDGET FOR CHILDREN IN DELHI

We are on the cusp of momentous change. The year 2012–2013 is the first year of a new plan period, the Twelfth Five Year Plan (2012–2017). During this period we look forward to Delhi emerging as a ‘Caring City’; a city in which the citizens proudly aspire to and secure a future for themselves and their children. We will continue to look more intensely at the educational, health, and financial needs of the weaker sections. We would like to see Delhi developing into a ‘Good City’ to live in, and; a city that caters to the needs of all sections of society.

— Excerpt from Chief Minister’s Budget Speech 2012–2013

Delhi, Capital of India and the second largest city in India, lies at an altitude of between 213 and 305 meters and covers an area of 1,485 square kilometers. According to the 2011 Census, Delhi’s total population has gone up to about 16 million against 13 million in 2001 census. The density of population per sq. km. is about 11000. This figure is alarming as it beats the density of any other states by a huge margin. Delhi’s total child population of 0-6 yrs age group in 2011 census is 1,970,510. The state has an economic growth rate of about 20 per cent which slightly exceeds the national growth rate of about 17 per cent. The literacy rate in the state is about 86 per cent; a figure that has always been high due to the city being the country’s capital and home to some of the most important educational institutions. While Delhi ranks 24<sup>th</sup> out of 29 States in the national ranking for sex ratio, there are other concerns related to child well being as well in the national capital. In the year 2008–2009, the net enrolment ratio at primary and middle level schools were reported to be 90.6 per cent and 70.5 per cent respectively whereas drop-out rate at primary and middle level schools were reported to be 0.0 per cent and 23.5 per cent respectively.<sup>1</sup>

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1 *“Reducing Out-of-School Children in India: Lessons from a Micro Study”*; Dipa Mukherjee; <http://www.dise.in/Downloads/Use%20of%20Dise%20Data/Dipa%20Mukherjee.pdf> (accessed on 19-12-2012).

### Status of Children in India's Capital

- 1 in 25 children die within the first year of life, and 1 in 21 die before reaching age five.
- The sex ratio at 0-6 years is only 868, much below than the national average of 927. Affluent South district accounts for the lowest sex ratio.
- Delhi's contribution to crime against children is 12.8 per cent of the whole country's crime incidence. (***NCRB 2011 Report***).
- There are 41,899 working children in Delhi in the age group of 5-14 years (***as per Census 2001***).
- Of the total child population in Delhi, 48.9 per cent of the girls and 28.37 per cent boys marry before 18 years of age.
- While immunization drives are on, the percentage of fully-vaccinated children aged 12-23 months has actually gone down from 70 per cent (as per NFHS II) to 63 per cent (***as per NFHS III***).
- Almost 6 out of 10 births (59 per cent) in Delhi take place in a health facility and 41 per cent take place at home.
- Enrolment for elementary education is 70.11 per cent (***DISE 2010–2011***).
- National capital Delhi ranks 24<sup>th</sup> out of 29 States in the National Ranking for Sex Ratio (***"India Child Rights Index: 2011"; HAQ: Centre for Child Rights. Pg 75***).
- One-fifth of children (21 per cent) in Delhi still have not received three doses of polio vaccine.
- 57 per cent of children in Delhi (between 6 months to 5 yrs) are anemic.
- By May 2011 the Delhi Commission for the Protection of Child Rights (DCPCR) had received 11,725 complaints on the violation of the RTE Act including 68 complaints relating to corporal punishment and 9,789 complaints around issues of denial of admission. (<http://azimpremjifoundation.org/blog/RTE/?tag=dcpcr>).
- According to DCPCR, over 10,000 children were victims of various discrimination by Delhi city schools which allegedly violated provisions of Right to Education Act. (<http://zeenews.india.com/election09/story.aspx?aid=675989>).
- In a survey conducted by the Mission Convergence, Government of Delhi NCT, it was found out that about 2.5 lakh children in a population of 25 lakh people from marginalized background are out of schools (***Endeavour: DCPCR, an Overview; published in 2010***).

## Why Budget Analysis?

The future and strength of a state lies in a healthy, protected, educated and well-developed child population that will grow up to be productive citizens. Therefore, it is the state's responsibility to look into the welfare of these children. This can be done only through special policies and programmes that are designed to cater to the unique needs of children. Also, resources have to be allocated to the children in proportion to their total number in the annual budget, to socio-economic programmes that directly impact their well-being.

### Why Budget Analysis?

Analyzing Government budget is important as it reflects a government's true social and economic policy priorities. "At the beginning of each year, budget is the most important document as the resources have to be raised to the extent indicated therein and these are to be applied for the desired purposes indicated in the budget. When, however, the financial year is over, the accounts reflect the actual implementation of the financial planning for the relevant year shown in the budget... the accounts figures speak for themselves, much more than verbose explanations...."

*S. P. Ganguly, Central Government Budgets in India: An Analysis, Concept Publishing House, 1993. Pg. 3*

Though budgets impact everyone, certain groups such as the elderly, children, the poor, the disabled, rural residents and minorities, are often particularly vulnerable to the decisions governments take in relation to raising resources and spending them. In a wide range of countries around the world, pro-poor groups have discovered that developing the capacity to analyse, understand, and influence the budget can be a powerful tool for advancing their agenda of change. This applied budget work can include the national budget, the budgets of states or provinces, and even budgets of local communities. Too often, budgets provide few useful summary tables that can be easily grasped by the casual reader, so the non-technical readers are daunted by the idea of researching on the budget. However, using the four basic tools of arithmetic—adding, subtracting, multiplying and dividing—human rights advocates can tell a story about the budget and the use of public resources, translating the dry data of a budget into a compelling case for improved and expanded programmes for the poor and other vulnerable people.

### Article 4 of The UNCRC Recommends that the State Party shall...

Make every effort to increase the proportion of the budget allocated to the realization of children's rights to the "maximum extent... of available resources" and, in this context, to ensure the provision, including through international cooperation, of appropriate human resources and to guarantee that the implementation of policies relating to social services provided to children remain a priority..."

It is important to acknowledge at the outset that children are a special group and deserve special attention. Not only are they more vulnerable than adults to every kind of exploitation and abuse but they also have no political influence (no voting rights) and economic power. Since they lack a significant lobby, children's voices are not even heard and they go practically unrepresented in the agendas of political parties during elections. Fulfilling child rights must be the prime priority of the government in any nation. Child rights budget work, in its different forms, has been used in various countries as a way for civil society and other stakeholders to hold governments accountable for their use of resources to deliver benefits to children and progress towards the realization of children's rights.<sup>2</sup>

<sup>2</sup> Streak, J. (2002) The fourth children's budget book: Budgeting for child socio-economic rights, Budget Brief Number 86, Children's Budget Unit, Institute for Democracy in South Africa (IDASA), South Africa.

India ratified the United Nations' Convention on the Rights of the Child in 1992 and thus promised to place Children's Rights at the forefront of development. The Union government also drew up the "National Plan of Action for Children" in that year.

Drawing up plans implies that all legal or programmatic commitments made in such plans must be matched by financial commitments. Thus, in simple terms, budget analysis work means an assessment of plans to see if actual commitments are falling short of budgeted goals. In India, for instance, investing of resources to the 'maximum extent possible' still remains to be achieved. Inadequacy of resources allocated, vis-à-vis the needs of the children, is visible in all child-specific sectors.

## **BfC Analysis: Past, Present and Future**

In 2000, realising that financial commitments to children have to be understood in the light of the status of performance on child development indicators and envisaged programmatic outcomes, HAQ: Centre for Child Rights, a Delhi-based civil society organization embarked on analyzing the Union Budget, for the first time in India, from a child rights perspective. Based on HAQ's methodology, the Ministry of Women and Child Development began regular child budget analysis as an important mandate, which was reflected in the Annual Report of the Department of Women and Child Development of 2002–2003 and subsequently of 2004–2005.

Sustained advocacy and lobbying with the Government of India has successfully led to institutionalization of child budgeting in this decade. As recognition has grown of an urgent need for a holistic understanding of financial commitments of the government to the children, child rights budget work is being increasingly taken up in various States.

The Centre for Budget and Governance Accountability (CBGA) has also carried out child budget analysis in states such as Uttar Pradesh, Rajasthan and Madhya Pradesh. Concerned Citizens for Health and Development, in partnership with the Institute for Development Studies, Jaipur, is undertaking child budget work in Rajasthan. ICCW, Tamil Nadu analysed the state budgets of 1998–2004 from a child rights perspective in 2006. UNICEF carried out an analysis for the Ministry of Woman and Child Development, through the CBGA.

## **Using BfC Analysis for Policy Change**

To prevent the analysis and monitoring of BfC from turning into yet another numerical exercise, it is crucial to use this information to advocate for the improvement of policy, budgeting and expenditure decisions to enhance children's access to quality basic services and thus safeguard their rights. Therefore, rather than simply 'crunching the numbers' in the budget, more important is to use them for policy analysis and even field information and relate them to the way in which the money is allocated.

## Methodology of the Study

### Who is a 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 analysed budget provisions for children up to the age of 18 years. Indian legislation also makes 18 years the general age of majority in India.<sup>3</sup>

### Timeframe of the Study

The study reviews the budget figures for five consecutive financial years, 2008–2009 to 2012–2013 of the Delhi Budget. 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 2008–2009 to 2010–2011, because the actual estimates are available with a two-year lag. Only the full budget for 2012–2013 would have had the actual expenditure figures for 2010–2011.

### Rationale of the Analysis

The CRC defines the four basic rights of a child as the rights to survival, Development, Protection and Participation. This study focuses on these four sectors specific to children—development, health, education and protection—which are directly linked to the first three CRC rights.

<b>Development</b>	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.
<b>Health</b>	This sector includes programmes and schemes related to the health care needs of children. Some schemes such as 'Medical Termination of Pregnancy (MTP)', 'Sukhibhava' etc, which aim at correcting maternal mortality rate (MMR) do not benefit children directly but have been still taken under health sector as they positively impact the infant mortality rates (IMR).
<b>Education</b>	Here, we have included elementary and secondary education from the School Education Department. Some schemes from the Higher Education Department and Technical Education Department are incorporated under secondary education because these target children up to the age of 18 years. Educational schemes/programmes run by departments other than the Education Department are also included here.
<b>Protection</b>	This sector contains programmes and schemes aimed at specially disadvantaged groups of children, including child labour, adoption, trafficked children, children who are physically or mentally challenged street children and children in conflict with law.

<sup>3</sup> Ministry for Women and Child Development, Definition of the Child, <http://wcd.nic.in/crcpdf/CRC-2.PDF>, uploaded: 10 August 2009.

## Objectives

The goal of the study is to undertake a critical assessment and analysis of the state budget provisions in accordance with the needs of the children and from the perspective of their rights to education, health, development and protection.

The objectives of the study are:

- To critically analyse if the allocations for programmes and schemes of child welfare 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, to evaluate allocation vs. spending and see if they are increasing or decreasing and if they are gaining or losing priority.
- To assess the utilisation of funds allocated for the child welfare programmes and thus evaluate utilisation versus allocation to see if children are getting their just share of the state's resources, that is, needs vs. spending.

## 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 are concerned here with only expenditure figures, both plan and non-plan, and not the revenues.

While the main budget is prepared by the department of finance, it is a sum 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 department on the basis of numbers sent in by each department, 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 department usually has the last word on the final budget estimates after discussion with all departments and ministries and after 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/programme/scheme. 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 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 final spending estimates for that fiscal year which may be more or less, mostly less, than the initial budget estimate. However, these are available to the general public with a time lag of two years.

All the expenditure data have been taken from the **Detailed Demands for Grants (DDG)**, which are available at both the State as well as the Centre. Estimates for expenditure are presented to Parliament or the State Assembly as Demands for Grants. Generally, each 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 Statement.<sup>4</sup> DDG are released *after* the presentation of the Budget to Parliament but before the discussion on the Demands begins. 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 past.<sup>5</sup> For example, the DDG for 2010–2011 have AE for 2008–2009. This is why our budget analysis has actual estimates for only the first three years from 2008–2009 to 2010–2011.

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 reflection on not only the government's understanding and assessment of the needs of its citizens but also its implementation efficiencies. However, the study has managed to do this comparative analysis with respect to only the three years for which the AE data was available, Overspending is rare in government-implemented schemes and underutilisation/under spending of the budget allocation is usually rampant, more so among child-focused schemes in some sectors. Although the scope of the study does not cover reasons for such under spending, we discuss them whenever the reasons are known to us.

We have taken into account both **Plan and Non-Plan Expenditures**. 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 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 as non-plan expenditure. This includes, for example, the maintenance expenditure needed to maintain an asset created by plan expenditure.

4 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.

5 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).

## Research Design and Analysis

We began the research by identifying departments that run programmes for children and departments that are directly concerned with children, such as the department of women and child development. The identification was done after minutely studying the expense heads in the detailed demands for grants. Then we segregate the child-related expense heads from among the demands for grants submitted by the departments. All the data (Budget Estimate, Revised Estimate and Actual Expenditure) pertaining to the selected heads were entered and tabulated for comparison and analysis.

### Analysis Structure

The focus of analysis was identification of gaps at the following 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.

For preparing the final report, to begin with, the total allocation and expenditure for each individual schemes/programmes as calculated. In the second stage, the sum total for all programmes in a sector was made for each of the four sectors and then the total Budget for children (BfC) was calculated. Then the sectorial totals and the BfC were compared with the total State budget.

In the third stage, the **Need vs. Allocation** analysis was done using the 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 have been 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 Detailed Demands for Grants for the first three years and comparing them with the budget and revised expenditure figures to gauge 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.

## Departments

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

### 1. Health

- a. Directorate of Health Services
- b. Directorate of Family Welfare
- c. Directorate of Medical Education
- d. Department of Public Works
- e. Social Welfare Department
- f. Directorate of Women and Child Development
- g. Directorate of Education

### 2. Development

- a. Directorate of Women and Child Development
- b. Department of Urban Development

### 3. Education

- a. Directorate of Education
- b. Department of Social Welfare
- c. Department for Welfare of SC/ST/OBC
- d. Department of Urban Development
- e. Department of Public Works
- f. Department of Language
- g. Directorate of Training and Technical Education

### 4. Protection

- a. Directorate of Women and Child Development
- b. Social Welfare Department
- c. Department of Public Works
- d. Labour Department

#### Sources of Data

1. Budget Estimates: Detailed Demand for Grants, 2008–2009 to 2012–2013
2. Outcome Budget, Govt. of NCT Delhi, All Relevant Departments

3. Budget at a Glance
4. Budget in Brief
5. Annual Reports on Mid-day Meal Programme & Sarva Shiksha Abhiyan (SSA)
6. Socio-economic Surveys, Government of Delhi
7. CAG Reports and Appropriation Accounts
8. Planning Commission Reports
9. CAG Reports
10. Delhi Planning Documents, All relevant Departments
11. Newspaper/Media Reports
12. Independent Study Reports

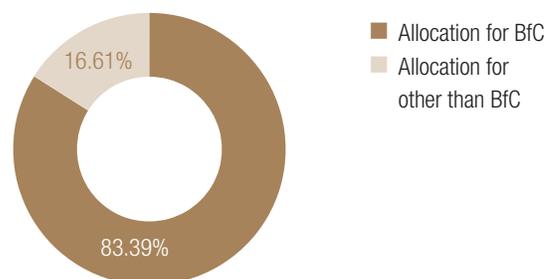
## Constraints and Limitations

- The biggest handicap in undertaking BfC analysis work has been the mismatch of data pertaining to a particular scheme/programme in various budget documents. In this study, the programmes/schemes are being taken only from the 'Budget Estimates' presented by the government of AP in the Legislative Assembly every year. Data for some schemes/programmes analysed vary between various reviews and analytical reports of concerned departments. It is also observed that different data for certain schemes have been mentioned in 'Budget Estimates' for different years under the same budget head.
- The other major problem is faced in disaggregating resources only for children, as many schemes are designed for both women and children. In India and all its States, curiously, woman and children are taken as a composite being for policy purposes, as is clear from the name of the overseeing ministry, the Ministry of Women and Child Development. Moreover, a number of schemes do not specify the exact age of the people it is meant for, thus pushing us to include these schemes although it may well be that only a part of it is actually applicable to the BfC analysis. It is not possible to know for sure.
- It has been difficult to accurately calculate the share of external aid components in centrally sponsored schemes for lack of pertinent data.
- A big roadblock is the lack of reliability of the socio-economic data as well as the government's own data on its achievements.
- Not all allocations are reflected in the budget documents. For example, a lot of the health and protection-related allocation/expenditure is made through autonomous societies set up by the state. This applies to all centrally sponsored schemes. Insofar as it is difficult to include such allocations, the study is unable to capture the full extent of spending on the children in the State.

## An Overview of Budget for Children in Delhi

As per 2011 Census, the total child population of 0-6 age group is 1,970,510.<sup>6</sup> The welfare schemes for the well-being of child are administered by the Department of Women and Child Development, which came into existence in November 2007.<sup>7</sup>

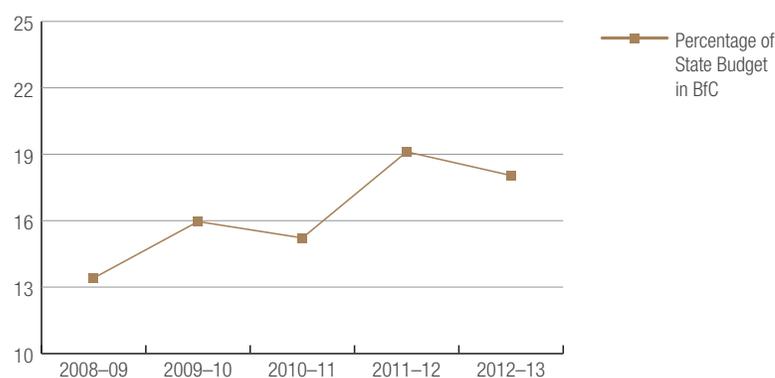
During the period of 2008–2009 to 2012–2013, Delhi Govt. has announced several welfare schemes with major focus on the well-being of children in the State. The major child welfare schemes and services administered by the Dept. of Women and Child Development are SABLA scheme, Laadli Scheme, foster care home services, juvenile shelter homes, implementation of Juvenile Justice (Care and Protection of Children) Act, 2000, supplementary nutrition programme etc. In order to analyse the effectiveness of such schemes and programmes, it is important to track the budgetary allocations made for children in the total State budget.



**FIGURE 1.1** || Average Share of Allocation within the State Budget

## Share of BfC in the State Budget

For the period of 2008–2009 to 2012–2013, BfC shares an average of 16.61 per cent allocation of total State budget allocations (**Figure 1.1**). **Figure 1.2** explains the year-wise share of BfC allocation within the total State budget from 2008–2009 to 2012–2013. It is quite clear from **Figure 1.2** that share of BfC allocations has been gradually increasing over the period of five years. The share of BE significantly increased in the year 2011–2012 and again there was a minimal decline in the share of BfC the following year. Further, while allocations at State level budget rose by 65.52 per cent from 2008–2009 to 2012–2013, with the State budget, BfC allocations went up by a significant 122.64 per cent during the same period (Table 1.1).

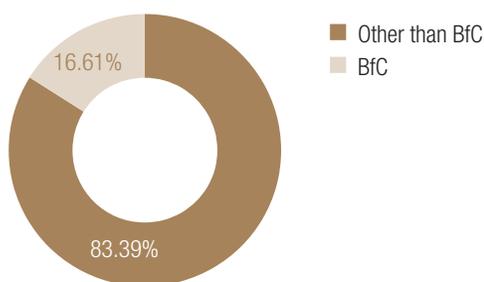


**FIGURE 1.2** || Share of BE of BfC in State Budget (in per cent)

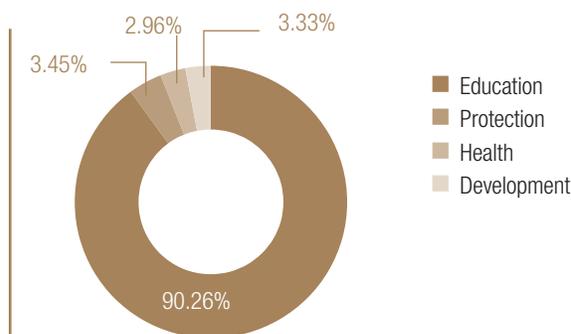
6 <http://www.census2011.co.in/census/state/delhi.html> (accessed on 20-12-2012).

7 [http://wcd.del.in/downloadableforms/WCD\\_Plan\\_Write\\_up\\_2009-2010.pdf](http://wcd.del.in/downloadableforms/WCD_Plan_Write_up_2009-2010.pdf) (accessed on 20-12-2012).

Year	Total State Budget	Total (BfC)	Percentage of BfC in State Budget
2008–2009	20200.00	2708.83	13.41
2009–2010	23043.00	3677.87	15.96
2010–2011	26000.00	3956.42	15.22
2011–2012	27067.00	5171.83	19.11
2012–2013	33436.00	6031.01	18.04
Average Allocation of BfC within the State Budget			16.61



**FIGURE 1.3** || Average share of BfC in State Budget



**FIGURE 1.4** || Average Share of Allocation for BfC within the State Budget

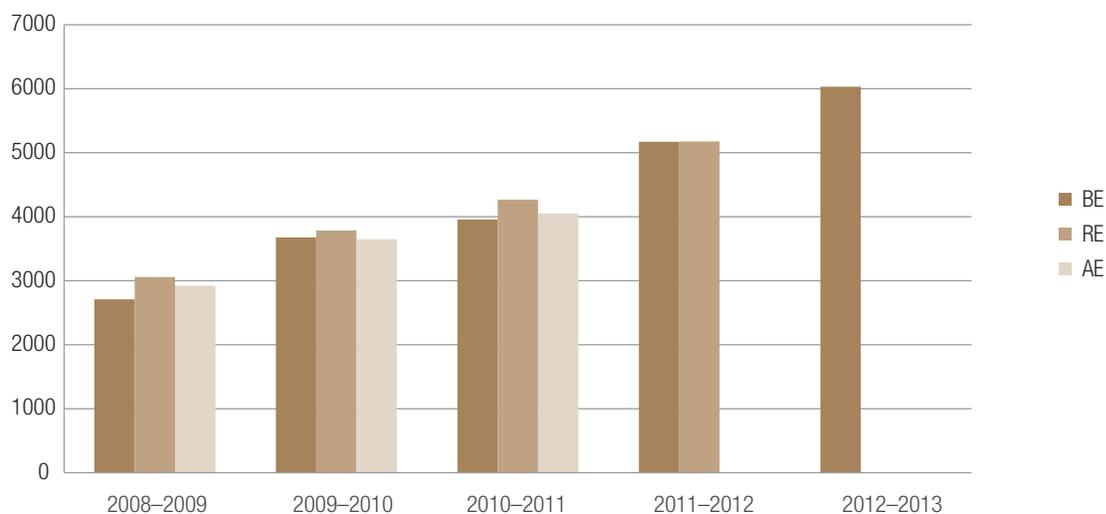
From the year 2008–2009 to 2012–2013, BfC received an average share of 16.61 per cent of total State budget allocations (**Figure 1.3**). Within the BfC, allocations are distributed primarily among four major sectors:

- a. Child Health
- b. Child Development
- c. Child Education and
- d. Child Protection

## Sectoral Share in BfC

Over the study period of five years, it has been observed that, out of these four major sectors, Child education received the maximum allocations within the BfC. **Figure 1.4** graphically illustrates the sector-wise average share of allocations from 2008–2009 to 2012–2013, where child education gets the maximum average share of 90.26 per cent and child protection receives an average share of 3.45 per cent within the BfC. Further, child health and child development received an average share of 2.96 per cent and 3.33 per cent respectively within the BfC (**Figure 1.4**).

**Figure 1.5** graphically illustrates the allocations for BfC for the year 2008–2009 to 2012–2013, which shows the minimal increase in the BE from 2008–2009 to 2010–2011, but in the following year i.e., 2011–2012, BE observed a significant increase of 30.72 per cent and in the year 2012–2013, BE was increased by 16.61 per cent (**Table 1.2**). Also, **Table 1.2** indicates towards the expenditure trends in



**FIGURE 1.5** || BE, RE & AE in BfC (in ₹ crore)

BfC from 2008–2009 to 2012–2013. There was a noteworthy increase of ₹349.15 crore (or 12.89 per cent) at RE stage in the mid year of the financial year 2008–2009 resulting into an over expenditure of 7.92 per cent in the same year. Financial year 2009–2010 observed 0.76 per cent under expenditure against the allocations at BE stage. There is a constant increase in allocations at RE stage throughout the five years, with an average increase of 5.94 per cent at RE stage from 2008–2009 to 2011–2012.

<b>TABLE 1.2</b>    BE, RE & AE in BfC and Expenditure in BfC (in ₹ crore)									
Year	BE	RE	AE	AE–BE	AE–BE (%)	AE–RE	AE–RE (%)	RE–BE	RE–BE (%)
2008–2009	2708.83	3057.98	2923.50	214.67	7.92	–134.48	–4.40	349.15	12.89
2009–2010	3677.87	3785.55	3649.76	–28.11	–0.76	–135.79	–3.59	107.68	2.93
2010–2011	3956.42	4267.65	4051.12	94.70	2.39	–216.53	–5.07	311.23	7.87
2011–2012	5171.83	5176.12	NA	NA	NA	NA	NA	4.29	0.08
2012–2013	6031.01	NA	NA	NA	NA	NA	NA	NA	NA

In the following chapters, we have segregated the whole BfC into four different sectors, which are Health, Development, Education and Protection and have tried to analyse the trend of allocation and expenditure and its impact on situation of children in Delhi.

## CHAPTER TWO

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# HEALTH

Many things can wait; the child cannot. Now is the time his bones are being formed, his mind is being developed. To him we cannot say tomorrow; his name is today.

—Gabriela Mistral.

Like all States, Delhi too is committed to provide equitable and quality health services to its citizens, including children. And yet the situation of health of capital's children leaves much to be desired. This is particularly because Delhi faces the challenge of high population growth because of frequent migration from neighbouring and other States and about 40 per cent of Delhi's population resides in slums.<sup>8</sup> Most of the migrated population face the problem of 'urban poverty' and are characterised by lack of access to maternal and child healthcare (MCH), reproductive and child health (RCH) services.

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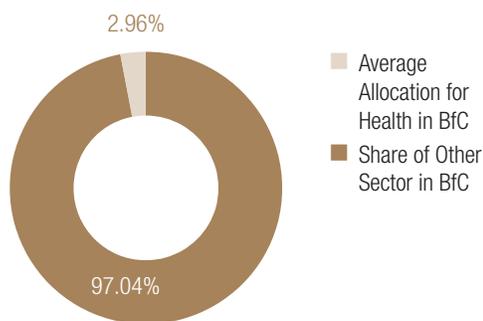
8 [http://pipnrhm-mohfw.nic.in/index\\_files/non\\_high\\_focus\\_small/Delhi/NLEP\\_Delhi\\_Action\\_%20Plan.pdf](http://pipnrhm-mohfw.nic.in/index_files/non_high_focus_small/Delhi/NLEP_Delhi_Action_%20Plan.pdf)

### Status of Child Health in Delhi

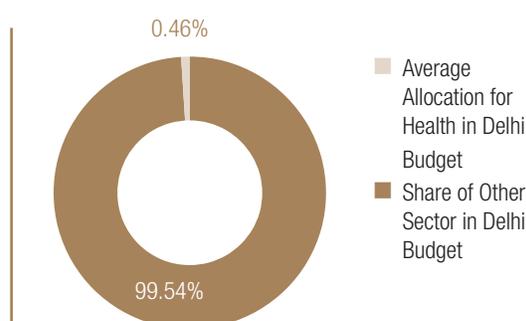
- There were about 8,946 estimated infant deaths in Delhi in the year 2010.<sup>9</sup>
- A total of 26.1 per cent children in the age group of 0-6 years are born underweight.<sup>10</sup>
- In the year 2009, the mortality rate among children under 5 years in Delhi was 37.<sup>11</sup>
- In an analysis, it was revealed that Delhi's Infant Mortality Rate was 30 in the year 2010.<sup>12</sup>
- Delhi Ranks 14 in National Ranking for Immunization.<sup>13</sup>
- Delhi has 57 per cent children of age group 6 to 59 months with the prevalence of Anemia.<sup>14</sup>
- According to the National Child Rights Index, Delhi ranks 27<sup>th</sup> in early childhood care.<sup>15</sup>
- National capital Delhi ranks 24<sup>th</sup> out of 29 States in the National Ranking for Sex Ratio.<sup>16</sup>
- In Delhi, the sex ratio (females per 1,000 males) in 0-6 year age group is 866 in 2011 against 868 in 2001.<sup>17</sup>

For the critical assessment of child health situation in Delhi, one must look at the budgetary allocations and expenditure trends in the State. In the light of above facts, we will analyse budgetary allocations and child health conditions in Delhi for the period of 2008–2009 to 2012–2013. For the purpose of budget analysis, budgetary allocations have been taken from detailed demand of grants provided by the departments of Govt. of NCT Delhi.

During the period of 2008–2009 to 2012–2013, child health sector has received a very nominal share of 2.96 per cent of the budget for children (BfC) and only 0.46 per cent of the State Budget. (Figure 2.1 & 2.2).



**FIGURE 2.1** || Average Share of Health BE under BfC



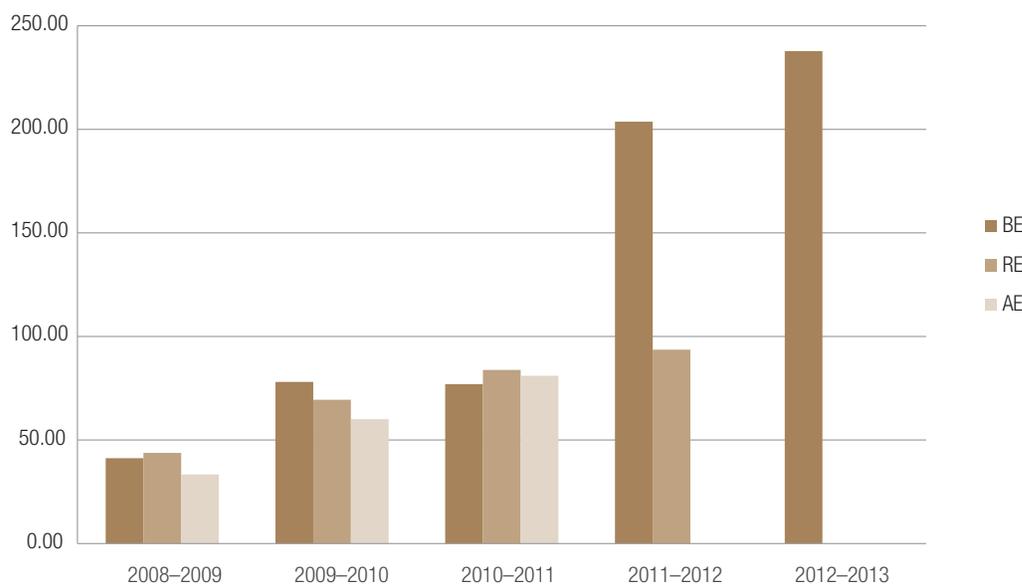
**FIGURE 2.2** || Average Share of Health BE under the State Budget

9 Rajya Sabha Questions; Ministry of Health and Family Welfare, Question No. 95; answered on 13-03-2012  
 10 Rajya Sabha Questions; Ministry of Women and Child Development; Question No. 455; answered on 15-03-2012  
 11 Rajya Sabha Questions; Ministry of Health and Family Welfare, Question No. 706; answered on 20-03-2012  
 12 Rajya Sabha Questions; Ministry of Health and Family Welfare, Question No. 707; answered on 20-03-2012  
 13 *India Child Rights Index 2011 prepared by HAQ: Centre for Child Rights*; [http://www.haqcrc.org/sites/default/files/India%20Child%20Rights%20Index\\_0.pdf](http://www.haqcrc.org/sites/default/files/India%20Child%20Rights%20Index_0.pdf); (assessed on 03-09-2012).  
 14 Rajya Sabha Questions; Ministry of Women and Child Development, Question No. 1841; answered on 29-03-2012  
 15 *India Child Rights Index 2011 prepared by HAQ: Centre for Child Rights*; [http://www.haqcrc.org/sites/default/files/India%20Child%20Rights%20Index\\_0.pdf](http://www.haqcrc.org/sites/default/files/India%20Child%20Rights%20Index_0.pdf); (assessed on 03-09-2012).  
 16 Ibid.  
 17 *Census of India 2011 (Provisional)*; [http://censusindia.gov.in/2011census/censusinfodashboard/stock/profiles/en/IND007\\_NCT%20of%20Delhi.pdf](http://censusindia.gov.in/2011census/censusinfodashboard/stock/profiles/en/IND007_NCT%20of%20Delhi.pdf); (assessed on 04-09-2012)

**Figure 2.3** explains the allocation and expenditure trends for child health during the period of 2008–2009 to 2012–2013. While in two years (2009–2010) and (2011–2012) the budget estimates (BE) were higher than the revised estimates (RE), during the financial year 2008–2009 & 2010–2011, RE was observed to be higher than BE.

## BE, RE & AE in Health Sector

There has been a 476.45 per cent increase at BE stage from 2008–2009 to 2012–2013 (**Table 2.1**) and there is a significant increase of 164.79 per cent between 2010–2011 and 2011–2012. This sudden increase in 2011–2012 at BE stage can be attributed to increase in the allocations of various schemes like *School Health Scheme*, *Menstrual hygiene in girls* and also increase in infrastructural needs such as *child development centres*, *child development centre (MAMC)*, *construction of 200 bedded super specialty Hospital at Geeta Colony*, *Health cum maternity centre, Kanti Nagar*. But in 2011–2012, at RE stage, allocation was reduced by 54.04 per cent.



**FIGURE 2.3** || BE, AE & RE in Health Sector (in ₹ crore)

<b>TABLE 2.1</b>    BE, RE & AE for Health Sector (in ₹ crore)			
Year	BE	RE	AE
2008–2009	41.24	43.80	33.39
2009–2010	78.04	69.45	60.07
2010–2011	76.93	83.86	81.03
2011–2012	203.70	93.63	NA*
2012–2013	237.74	NA**	NA*
Average (2008–2009 to 2012–2013)	127.53	NA	NA
Average (2008–2009 to 2010–2011)	65.40	65.70	97.99

Note: \*\* Revised Estimates for 2012–2013: Not Available  
\* Actual Expenditure for 2011–2012 and 2012–2013: Not Available

Actual expenditure has been lower than both BE and RE in 2008–2009 and 2009–2010, whereas it has been higher than BE but lower than RE in 2010–2011. The average under spending of over the three years for which data was available has been 12.24 per cent. This under-spending of available resources is indeed unfortunate given that there are serious health challenges for children in Delhi.

**TABLE 2.2** || Difference between BE, RE & AE in Health Sector (in ₹ crore)

Year	AE–BE	AE–BE (%)	AE–RE	AE–RE (%)	RE–BE	RE–BE (%)
2008–2009	–7.85	–19.04	–10.41	–23.77	2.56	6.21
2009–2010	–17.97	–23.02	–9.38	–13.50	–8.59	–11.00
2010–2011	4.10	5.33	–2.83	–3.37	6.93	9.01
Average	–7.24	–12.24	–7.54	–13.55	0.30	1.40

**ONE INDIA NEWS**  
**Infant mortality rate rises in New Delhi**  
 Published: Friday, November 4, 2011, 0:00 [IST]  
<http://news.oneindia.in/2011/11/04/infant-mortality-rate-rises-in-capital.html>

New Delhi, Nov 3: The number of babies dying in their first year of birth has increased in the national capital in 2010 compared to the previous year. As per latest government statistics, the infant mortality rate per thousand live births in the national capital has increased to 22.47 in 2010 compared to 18.96 in 2009.

The increase in IMR has figured in the Delhi Government’s annual statistical handbook released by Chief Minister Sheila Dikshit today. The average IMR in the city was 12.08 deaths per 1,000 children in 2005 which increased to 18 in the year 2006 and then to 25 next year.

In 2008, it was recorded at 18.38. The national average IMR is around 50. The birth rate per 1000 population was estimated at 21.73 as against 21.85 in 2009. The death rate per thousand populations has also gone up to 7.52 in 2010 as against 6.90 in 2009. According to the data, Delhi’s sex ratio—females per thousand male—has been estimated at 866 against the national average of 940. The sex ratio in Delhi was 821 in 2001.

Over the five years there has been an uneven rate of change in allocations with 2010–2011 showing a negative growth rate, and then a sudden increase of 164.79 per cent, which once again fell to 16.71 per cent the very next year. The average rate of increase in BE over the five years is 67.33 per cent (Table 2.3).

**TABLE 2.3** || Rate of Change in Health Sector (in Per Cent)

Year	BE	RE	AE
2008–2009	NA	NA	NA
2009–2010	89.22	58.56	79.92
2010–2011	–1.42	20.74	34.88
2011–2012	164.79	11.66	NA
2012–2013	16.71	NA	NA

The uneven increase and decrease in allocations, the increase in mid-year allocations but lower expenditure are all reflections on the planning process of the government. The overall trends, in the health sector can be traced back to the inconsistent rates of change in individual schemes, where

also the AE is lower than the allocations. There is no existing scheme in place for. As a result, the government is unable to meet its own targets.

Special Immunization Programme MMR (Measles, Mums and Rubella) has witnessed an under spending of 40.4 per cent from 2007–2008 to 2009–2010.<sup>18</sup> Not surprising, routine immunization reflected in the immunization rate in Delhi has observed a decline.

Here is another example:

Year	BE	RE	AE
2008–2009	9.50	12.66	5.42
2009–2010	11.31	8.59	8.33
2010–2011	8.81	8.59	8.57
2011–2012	114.08	19.42	NA
2012–2013	108.87	NA	NA

**School Health Scheme (SHS)** was launched by the Directorate of health services, Govt. of NCT Delhi in the year 1979 with a vision to provide comprehensive health care services to the school going children. Under this scheme, school health clinics (SHC) are set up in the school premises which aim to cater health needs to a cluster of 8-10 govt. schools/govt. aided schools within the radius of 3-4 km. The main objectives of this scheme are:

- Promotion of positive health (health education)
- Prevention of diseases (including immunization)
- Early detection, diagnosis and treatment of diseases
- Referral services to higher health centres for further treatment and management

There has been an average allocation of ₹50.52 crore from 2008–2009 to 2012–2013 for School Health Scheme. According to the Directorate of Health Services, Govt. of NCT Delhi, at present, there are about 14 lakh children being covered under this scheme. But, what is most significant is that **the present School health Scheme could cover only one third of the schools in Delhi and also, SHCs were found to be non-functional at many schools.**

It is quite evident from the allocation patterns that SHS has been given a lot of emphasis in recent years with a sudden increase of ₹105.27 crore from 2010–2011 to 2011–2012. However, this allocation was brought down to ₹19.42 crore at RE stage, which reflects poor planning (**Table 2.4**).

In order to boost the School Health Scheme, directorate of health services has introduced innovative methods in recent years. School Health Melas have been organized in various govt. school premises. In the year 2009–2010, 20 School Health Melas were organized at different schools<sup>19</sup>. Further, Spe-

<sup>18</sup> "Delhi Fails to Protect its Children: BfC in Delhi Budget 2011–2012"; HAQ: Centre for Child Rights

<sup>19</sup> [http://delhi.gov.in/wps/wcm/connect/doit\\_health/Health/Home/Directorate+of+Health+Services/School+Health+Scheme;](http://delhi.gov.in/wps/wcm/connect/doit_health/Health/Home/Directorate+of+Health+Services/School+Health+Scheme;) (accessed on 04-10-2012).

cial Referral Centres (SRCs) and SHCs have been upgraded and equipped with advanced machines to handle any emergency.<sup>20</sup> Fourteen new SHCs have been added to the SHS since August 2008.<sup>21</sup>

As on 2010–2011, a total of 75,203 health checkups have been conducted at 32 SHCs. But, according to a newspaper report dated 24 August 2009, the Delhi govt. planned to revamp the healthcare facilities in schools and also decided to do away with the services of NGOs that were earlier in charge of providing health checkups to students. The Delhi Health Department had involved NGOs that covered 668 govt. schools.<sup>22</sup> As per the new plan, each student is eligible for weekly medical checkups and 1 doctor will be available for 5-6 schools.<sup>23</sup>

**THE INDIAN EXPRESS**  
**Ailing school health scheme out, new plan rolled in**  
 Maroosha Muzaffar: New Delhi, Mon Aug 24 2009, 01:11 hrs

Students of government schools will soon have access to better healthcare, thanks to a new plan unveiled by the Delhi Health department in collaboration with the Directorate of Education. Under the scheme—which replaces the existing school health scheme—one doctor will cater to a cluster of five to six schools and each student will undergo a check up at least once a week. All government school students will also get health cards.

The Directorate of School Education, in collaboration with the Delhi Health Mission of the Health department, decided to roll out the new scheme after the existing school health scheme and the School Health Clinics (SHC) were found to be “nonfunctional”. The old scheme could cover only one-third of the schools in the Capital. To make it effective, the Health department had roped in NGOs that covered 668 schools. But now, the NGOs will no longer be involved and the Health department will directly monitor the implementation of the scheme.

“According to the inquiry report that the Department has received, the NGOs are not doing satisfactory work,” Delhi Health Minister Kiran Walia told Newsline. “We will have our own set of doctors,” she said. The scheme will be implemented once the appointment of doctors by the Health department is over.

“The Education department feels the need to have a medical officer in each of the schools,” said a senior Education department official. “Asked for feedback on the existing school health scheme, most deputy directors of the Education department said they were not even aware that it existed,” the official said. Various hospitals have agreed to help the department implement the scheme. “Sunder Lal Jain, Maharaja Agrasen and Jaipur Golden Hospitals have expressed their wish to contribute to the effort. They will help provide specialist services for children,” sources told Newsline.

What is more, schemes are launched with much fan fare and promise, but no budget allocations are made to implement them. Here is an example:

**Chacha Nehru Sehat Yojana (CNSY)** scheme was introduced by the Chief Minister of Delhi on 22 March 2011 during the budget session of 2011–2012. This scheme focuses on ascertaining health status of children studying in govt. schools which includes:

- Screening of diseases
- Counseling
- Providing treatment and referral
- Increasing health awareness
- Synergizing with the relevant programme of education and health department

<sup>20</sup> Ibid.

<sup>21</sup> Ibid.

<sup>22</sup> <http://www.indianexpress.com/news/school-health-scheme/506137/>; (accessed on 04-10-2012).

<sup>23</sup> Ibid.

This scheme is being implemented in coordination with Department of Education, department of Women and Child Development and private hospitals empanelled with Delhi govt.

According to a status report of this scheme dated 29-08-2012, currently a total of 100 teams are functioning towards the achievement of the objective of the scheme and approximately 2 lakh children have been covered under this scheme till 10 July 2012.<sup>24</sup> A total of 108 schools have been covered under CNSY by benefitting 1,90,598 students so far.<sup>25</sup>

In the Annual Plan Outlay of Govt. of Delhi for the year 2011–2012, CNSY has been allocated a total sum of ₹10,000 lakh,<sup>26</sup> **but the budget documents of Health and Family Welfare Department do not show any allocations for this scheme.**

**TABLE 2.5** || CNSY District wise Distribution of Medical teams

District	SHS	SYPP	PVT	District Total
East	10	NIL	6	16
North East	10	NIL	2	12
North	1	NIL	NIL	1
North West-A	2	4	NIL	6
North West-B	3	7	2	12
West-A	3	3	2	8
West-B	6	3	NIL	9
South West-A	3	NIL	2	5
South West-B	3	NIL	NIL	3
South	5	12	6	23
Central	4	NIL	1	5
Total	50	29	21	100

SHS - School Health Scheme, SYPP - Swastha Yuva Pilot Project, PVT - Private

## Conclusion

Health initiatives specific to children receives a miniscule 0.46 per cent of Delhi State budget. This low allocation and even lower expenditure (12.24 per cent) is reflected in the rising infant mortality rate and the falling immunization rates in the capital.

Commitment to children's health must be one of the State's primary responsibilities. Out of Pocket health spending still remains a serious issue for a large number of people in Delhi.<sup>27</sup> This indicates towards the high dependence on private health care which is expensive and leads to debt and indigence is on the rise in Delhi.

24 "Chacha Nehru Sehat Yojana Status Report- 29-08-2012"; <http://delhi.gov.in/wps/wcm/connect/7e6eb1004cb70c82bed9feb240405c3e/Brief+Note+latest.pdf?MOD=AJPERES&Imod=-764484990&CACHEID=7e6eb1004cb70c82bed9feb240405c3e>; (accessed on 04-10-2012)

25 Ibid.

26 <http://delhi.gov.in/wps/wcm/connect/545f0580468ce47c867bc72d5d8bf4c9/13.+Medical+%5B170+--+224%5D.pdf?MOD=AJPERES> (accessed on 04-10-2012).

27 "A Study of Out-of-Pocket Household Expenditure on Drugs and Medical Services: An Explanatory Analysis of UP, Rajasthan and Delhi"; Mooner Alam & R.P. Tyagi; October 2009; Population Research Centre Institute of Economic Growth; [http://planningcommission.nic.in/reports/sereport/ser/ser\\_drug2910.pdf](http://planningcommission.nic.in/reports/sereport/ser/ser_drug2910.pdf); (accessed on 17-10-2012).

## Annexure Tables

### Health

Special Immunisation Programme (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0	0	0
2009–2010	0	0	0
2010–2011	0	0	0
2011–2012	0	0	NA
2012–2013	0	NA	NA

Special Immunisation Programme MMR (in ₹ crore)			
Year	BE	RE	AE
2008–2009	3	2.45	1.3351
2009–2010	2.5	1.89	1.8852
2010–2011	1.94	2.04	1.8176
2011–2012	1.94	1.94	NA
2012–2013	2.34	NA	NA

Pulse Polio Immunisation (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.25	0.25	0.16
2009–2010	0.25	0.06	0.0029
2010–2011	0.06	0.06	0.0027
2011–2012	0.06	0.03	NA
2012–2013	0.06	NA	NA

Post-Partum in Sub-Divisional Hospitals (CSS) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.64	0	0
2009–2010	0	0	0
2010–2011	0	0	0
2011–2012	0	0	NA
2012–2013	0	NA	NA

Sub-Centre (CSS) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.5	1	0
2009–2010	1.2	0.85	0
2010–2011	0.7	0.25	0.23
2011–2012	0.6	0	NA
2012–2013	0.06	NA	NA

Chacha Nehru Bal Chikitsalaya Geeta Colony (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	20.26
2009–2010	20.00	29.00	29.42
2010–2011	31.00	40.00	38.41
2011–2012	40.00	35.54	NA
2012–2013	40.00	NA	NA

Health Cum Maternity Centre, Kanti Nagar (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	0.00	0.00
2010–2011	0.00	0.00	1.99
2011–2012	3.50	2.92	NA
2012–2013	3.50	NA	NA

School Health Scheme (in ₹ crore)			
Year	BE	RE	AE
2008–2009	9.50	12.66	5.42
2009–2010	11.31	8.59	8.33
2010–2011	8.81	8.59	8.57
2011–2012	114.08	19.42	NA
2012–2013	108.87	NA	NA

Child Development Centre (MAMC) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.05	0.01	0.00
2009–2010	0.01	0.01	0.00
2010–2011	0.01	0.00	0.00
2011–2012	0.00	0.00	NA
2012–2013	0.00	NA	NA

National Maternity Benefit Scheme (in ₹ crore)			
Year	BE	RE	AE
2008–2009	2.40	2.40	0.00
2009–2010	2.00	0.00	0.00
2010–2011	0.00	0.00	0.00
2011–2012	0.00	0.00	NA
2012–2013	0.00	NA	NA

Child Development Centre (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.08
2009–2010	0.10	0.09	0.00
2010–2011	0.20	0.05	0.03
2011–2012	0.30	0.10	NA
2012–2013	0.10	NA	NA

Construction of 200 Bedded Super Speciality Paediatric Hospitals at Geeta Colony (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.50	0.65	0.40
2009–2010	0.50	1.00	0.81
2010–2011	0.50	1.20	1.08
2011–2012	1.00	1.54	NA
2012–2013	2.00	NA	NA

Prevention of Hearing Impairment in School going children (LNH) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.02
2009–2010	0.05	0.05	0.01
2010–2011	0.05	0.05	0.00
2011–2012	0.05	0.09	NA
2012–2013	0.05	NA	NA

Shri Dadadev Matri Avum Shishu Chikitsalaya (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	0.00	0.00
2010–2011	0.50	1.25	0.21
2011–2012	0.70	0.80	NA
2012–2013	2.00	NA	NA

Indira Gandhi Matritva Sahayog Yojna –CSS (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	0.00	0.00
2010–2011	0.00	0.00	0.00
2011–2012	0.00	1.24	NA
2012–2013	10.00	NA	NA

Menstrual Hygiene in Girls (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	0.00	0.00
2010–2011	0.00	0.00	0.00
2011–2012	7.00	5.00	NA
2012–2013	12.00	NA	NA

Expenditure on Post-Partum Units in Hospitals (in ₹ crore)			
Year	BE	RE	AE
2008–2009	4.00	3.80	0.93
2009–2010	5.55	2.45	1.84
2010–2011	2.80	2.60	2.13
2011–2012	3.25	1.75	NA
2012–2013	2.85	NA	NA

Urban Family Welfare Services (in ₹ crore)			
Year	BE	RE	AE
2008–2009	20.40	20.58	4.78
2009–2010	25.55	13.49	6.01
2010–2011	15.80	12.70	11.69
2011–2012	15.75	6.55	NA
2012–2013	2.85	NA	NA

Rural Family Welfare Service (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	0.00	0.00
2010–2011	0.50	0.05	0.04
2011–2012	0.05	0.00	NA
2012–2013	0.10	NA	NA

Grant in aid to Delhi Health Mission for SC Pregnant Women under Matri Sishu Suraksha Yojna-SCSP (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	0.00	0.00
2010–2011	0.00	0.00	0.00
2011–2012	0.00	0.00	NA
2012–2013	10.00	NA	NA

Grant in aid to Delhi Health Mission for Providing Ante-Natal care for institutional delivery for SC women –SCSP (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	0.00	0.00
2010–2011	0.00	0.00	0.00
2011–2012	0.00	0.00	NA
2012–2013	7.00	NA	NA

## CHAPTER THREE

# DEVELOPMENT

We should spend less time ranking children and more time helping them to identify their natural competencies and gifts and cultivate these. There are hundreds and hundreds of ways to succeed and many, many different abilities that will help you get there.

—Howard Gardner

Child development issue is one of the major concerns in ensuring and fulfilling the rights of children. “The development of children is the first priority in the country’s development agenda, not because they are the most vulnerable, but because they are our supreme assets and also the future human resources of the country”.<sup>28</sup> The major indicators for Indian child’s development are maternal mortality, birth weight, immunization, nutrition level and basic education. Early childhood care and education are one of the primary goals of National Plan of Action for Children 2005 as it emphasizes on the universalization of early childhood services to ensure children’s physical, social, emotional and cognitive development.<sup>29</sup>

Further, according to the findings of a NCPCR report,<sup>30</sup> most of the Anganwadi Centres (AWCs) in Delhi have poor infrastructural facilities like shortage of space, cramped unhygienic places, no play area, suffocating rooms, non-availability of functional electric fans during scorching summer etc.<sup>31</sup> Anganwadis are run in small spaces, corridors and verandahs, most often rented in the house of the helper. Given the lack of space, these were seldom anything more than just a supplementary nutrition distribution centre from where mothers or children themselves came and collected the food and took it home to eat. It was also found out that the provision of pre-school education existed only on papers and the Anganwadi Workers (AWWs) does not have time for providing pre-school

28 Tenth Five Year Plan (2002-07).

29 Para 5.1.1; National Plan of Action for Children, 2005.

30 NCPCR visited 16 AWCs, 2 Hospitals namely Hindu Rao and Kasturba Hospital in Delhi during the month of April 2011 to assess the status of realization of Right to Health and Nutrition in Pre-school children.

31 “*Delhi Visit Report: National Commission for Protection of Child Rights*”; submitted by Dr. Dinesh Laroia, U.C. Bajpai and Shaifali Avasthi; [http://www.ncpcr.gov.in/Reports/Delhi\\_Visit\\_Report%2008.07.2011.pdf](http://www.ncpcr.gov.in/Reports/Delhi_Visit_Report%2008.07.2011.pdf); (accessed on 10-09-2012).

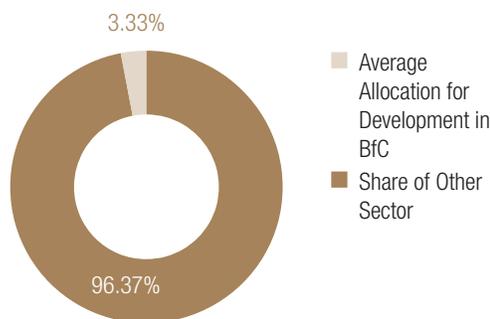
education to the children. Few worn out toys and soiled charts completed the responsibility of pre-school education.<sup>32</sup>

Development Sector in the Budget for children includes allocation for early childhood care and development, particularly the flagship Integrated Child Development Services (ICDS). It also includes all the other budget heads that do not fit into the other sectors. The allocations and expenditures from the various heads have been included in this sector as listed in Chapter 1.

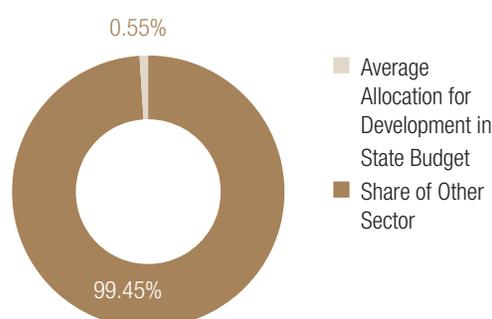
### Situation of the Young Child in Delhi

- According to the Census Report 2011, in the age group of 0-6 years, the total child population of Delhi is 19, 70,510, which constitutes about 13 per cent of the total Delhi population.
- In Delhi, the sex ratio (females per 1,000 males) in 0-6 year age group is 866<sup>33</sup> in 2011 against 868 in 2001.
- National capital Delhi ranks 24<sup>th</sup> out of 29 States in the National Ranking for Sex Ratio.<sup>34</sup>
- In an analysis, it was observed that the "Infant Mortality Rate"<sup>35</sup> in Delhi is 33 in the year 2009, whereas "under five mortality rate"<sup>36</sup> in Delhi is 37 for the same year.<sup>37</sup>
- A total of 33.1 per cent children below the age of 3 years are born under-weight in Delhi and 35.1 per cent children below 3 years are stunted in Delhi.<sup>38</sup>

Although child development is one of the most important concerns in the wellbeing of children, the average allocation for this sector in Delhi budget and Budget for Children has been very less over the period of five years. Child development sector shares 3.33 per cent average allocation of BfC and a mere 0.55 per cent average allocation of total Delhi State budget allocations from 2008–2009 to 2012–2013 (**Figure 3.1 and 3.2**).



**FIGURE 3.1** || Average Share of Development BE under BfC



**FIGURE 3.2** || Average Share of Development BE under the State Budget

32 Ibid.

33 Census of India 2011 (Provisional); [http://censusindia.gov.in/2011census/censusinfodashboard/stock/profiles/en/IND007\\_NCT%20of%20Delhi.pdf](http://censusindia.gov.in/2011census/censusinfodashboard/stock/profiles/en/IND007_NCT%20of%20Delhi.pdf) (accessed on 04-09-2012).

34 "India Child Rights Index: 2011"; Pg no. 75; HAQ: Centre for Child Rights; [http://www.haqcrc.org/sites/default/files/India%20-Child%20Rights%20Index\\_0.pdf](http://www.haqcrc.org/sites/default/files/India%20-Child%20Rights%20Index_0.pdf); (accessed on 04-09-2012).

35 Infant Mortality Rate (IMR) measures number of infant (<1 year) deaths per 1000 live births.

36 Under 5 Mortality Rate denotes number of children (0-4 years) who died before reaching their fifth birthday per 1000 live births.

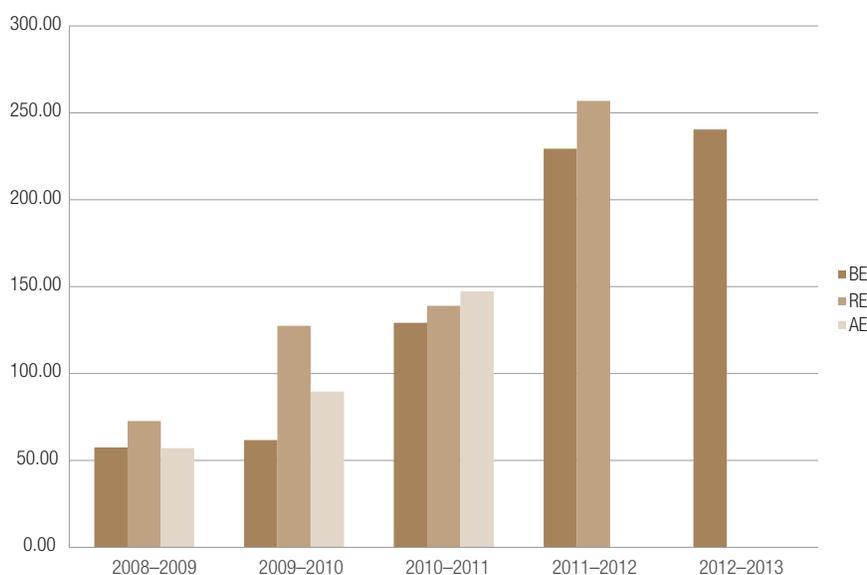
37 [http://censusindia.gov.in/vital\\_statistics/SRS\\_Bulletins/MMR\\_release\\_070711.pdf](http://censusindia.gov.in/vital_statistics/SRS_Bulletins/MMR_release_070711.pdf); (accessed on 04-09-2012).

38 National Family Health Survey-III.

As seems to be the trend with all sectors, the revised estimates seem to be higher than the budget estimates over the period of five years (**Figure 3.3 and Table 3.1**). For the year 2008–2009, the total allocation for development sector was ₹57.46 crore, which was later increased by 26.39 per cent at RE stage to ₹72.62 crore.

Such increase at RE stage can be attributed to increase in allocations of components of 'ICDS (CSS) scheme', 'honorarium to Anganwadi workers and helpers', 'GIA to DSWB for honorarium to Anganwadi workers and helpers', 'GIA to DSWB for supplementary nutrition schemes'.<sup>39</sup> The budgetary allocations from 2008–2009 to 2012–2013 observe an inconsistent increase every year with 49.77 per cent of average annual rate of change. 2008–2009 is the only year in which the actual spending (AE) was less than the BE, although it has been lower than the RE in 2008–2009 and 2009–2010. In fact on an average the actual spending has been 15 per cent lower than the revised estimates, which is something to be noted. Why was there such a substantial increase mid year (on an average the RE is more than 47 per cent higher than the BE), when it was not to be spent finally? In 2010–2011, the AE has been higher than both BE and RE (**Table 3.1**).

Year	BE	RE	AE
2008–2009	57.46	72.62	57.04
2009–2010	61.73	127.44	89.64
2010–2011	129.19	138.94	147.30
2011–2012	229.38	256.88	NA*
2012–2013	240.43	NA*	NA*
Average (2008–2009 to 2012–2013)	143.64	148.97	97.99
Average (2008–2009 to 2010–2011)	82.79	113.00	97.99



**FIGURE 3.3** || BE, AE & RE in Development Sector (in ₹ crore)

39 Detailed Demand of Grants:2008–2009; Govt. of NCT Delhi.

Year	AE–BE	AE–BE (%)	AE–RE	AE–RE (%)	RE–BE	RE–BE (%)
2008–2009	–0.42	–0.73	–15.58	–21.46	15.16	26.39
2009–2010	27.92	45.22	–37.80	–29.66	65.72	106.46
2010–2011	18.11	14.01	8.36	6.01	9.75	7.55
Average	15.20	19.50	–15.01	–15.03	30.21	46.80

The budgetary allocations in the development sector from 2008–2009 to 2012–2013 shows an inconsistent increase every year with 49.77 per cent of average annual rate of change (**Table 3.3**).

Year	BE	RE	AE
2008–2009	NA	NA	NA
2009–2010	35.88	23.18	24.22
2010–2011	5.77	12.20	9.11
2011–2012	27.48	20.54	NA
2012–2013	17.71	NA	NA

While the allocations have been increasing every year, the significant increase of 124.83 per cent has been noted from 2008–2009 to 2010–2011. Again, in 2011–2012, the allocations increased by a noteworthy 77.55 per cent. Also, in the year 2009–2010, allocations at RE stage were increased by 106.46 per cent (**Table 3.2**). There has been an average allocation of ₹82.79 crore from 2008–2009 to 2010–2011 against the average actual expenditure of ₹97.99 crore during this period.

## Integrated Child Development Scheme

The Integrated Child Development Scheme (ICDS) is the main programme in child development sector in the BfC. It is therefore very important to study this scheme in more detail. It has components for the young child as well as the adolescent girls and both these have been examined. Any rise and fall in budget allocations and expenditure in ICDS affects the entire development sector budget. ICDS was launched in the year 1975 and is the world's largest early child development programme. The programme approaches child health holistically and comprises health, nutrition and education components for pregnant women, lactating mothers and children under 6 years age group. ICDS is implemented through a network of community level Anganwadi centres.

Year	BE	RE	AE
2008–2009	56.48	122.22	86.67
2009–2010	125.26	136.20	70.72
2010–2011	97.48	109.44	143.57
2011–2012	223.12	230.42	NA
2012–2013	222.28	NA	NA

- The honorarium of an anganwadi worker in Delhi is ₹4000, so money needed to pay honorariums for an year for the existing workers would be ₹37.86 crore [₹4000\*10517(operational centres) \*12 months]. So, there is a shortfall of ₹11.72 crore. ("Budget for Children in CM's Caring City: A brief Analysis of the Delhi Budget 2012–2013; HAQ: Centre for Child Rights)
- There is a decline of 40 per cent in the allocation for the Training of ICDS under World Bank ICDS-III as the programme came to an end.

There has been an average increase of 57.03 per cent in the budget allocations for ICDS from 2008–2009 to 2011–2012 (**Table 3.4**) with an average allocation of ₹144.92 crore over the period of five years. However the rises in allocations (BE) have not been consistent. The allocations observed a significant increase of 121.79 per cent from 2008–2009 to 2009–2010, whereas in the year 2010–2011, allocations dropped down by 22.17 per cent.

Further, for 2011–2012, BE was increased by 128.88 per cent. This indicates towards the lack of pre implementation assessment and poor planning. From 2008–2009 to 2011–2012, RE has observed an average increase of 35.17 per cent against BE, whereas the AE has been less than the RE in all years except for the financial year 2010–2011.

The shortfall in actual expenditure must be examined against the actual situation of the ICDS programme on the ground. As per NCPCR visit report dated March 2011, ICDS is catering only 30 per cent of total 0-6 year child population of Delhi and an additional 4000 AWCs were approved in order to meet the needs, but still this number seem to be too less with the growing concerns of child development.<sup>40</sup> There are only 42 CDPOs/ACDPOs<sup>41</sup> in position against the 99 sanctioned posts by the GoI under ICDS scheme, which evidently indicates towards the need of greater emphasis on the need of more child development functionaries.<sup>42</sup>

According to Ministry of Women and Child Development, a total of 94 operational ICDS projects functioning in Delhi through 10,570 Anganwadi Centres (AWCs).<sup>43</sup> As on March 2012, there are about 10,65,850 children between the age group of 6 months to 6 years including pregnant and lactating women who were benefitted by ICDS Scheme in Delhi<sup>44</sup> and a total of 3,66,157 children between the age group of 3-6 years were the beneficiaries of Pre-School Education under ICDS scheme in Delhi.<sup>45</sup>

According to the findings of a NCPCR report,<sup>46</sup> most of the AWCs in Delhi have poor infrastructural facilities like shortage of space, cramped unhygienic places, no play area, suffocating rooms, non-availability of functional electric fans during scorching summer etc.<sup>47</sup> This can be attributed to the very small allocation of ₹750 for rents, which is very low for city like Delhi. Needless to say, as field visits have shown, the Anganwadis are run in small spaces, corridors and verandahs, most

40 "Delhi Visit Report: National Commission for Protection of Child Rights"; submitted by Dr. Dinesh Laroia, U.C. Bajpai and Shaifali Avasthi; [http://www.ncpcr.gov.in/Reports/Delhi\\_Visit\\_Report%2008.07.2011.pdf](http://www.ncpcr.gov.in/Reports/Delhi_Visit_Report%2008.07.2011.pdf); (accessed on 10-09-2012).

41 Child Development Project Officer (CDPO); Assistant Child Development Project Officer (ACDPO).

42 <http://wcd.nic.in/icdsimg/ICDS-March%202012.pdf> (accessed on 10-08-2012).

43 <http://wcd.nic.in/icdsimg/ICDS-March%202012.pdf> (accessed on 10-08-2012).

44 Ibid.

45 Ibid.

46 NCPCR visited 16 AWCs, 2 Hospitals namely Hindu Rao and Kasturba Hospital in Delhi during the month of April 2011 to assess the status of realization of Right to Health and Nutrition in Pre-school children.

47 "Delhi Visit Report: National Commission for Protection of Child Rights"; submitted by Dr. Dinesh Laroia, U.C. Bajpai and Shaifali Avasthi; [http://www.ncpcr.gov.in/Reports/Delhi\\_Visit\\_Report%2008.07.2011.pdf](http://www.ncpcr.gov.in/Reports/Delhi_Visit_Report%2008.07.2011.pdf) (accessed on 10-09-2012).

often rented in the house of the helper. Given the lack of space, these were seldom anything more than just a supplementary nutrition distribution centre from where mothers or children themselves came and collected the food and took it home to eat.

It was also found out that the provision of pre-school education existed only on papers and the An-ganwadi Workers (AWWs) does not have time for providing pre-school education to the children. Few worn out toys and soiled charts completed the responsibility of pre-school education.<sup>48</sup> Although, health check-ups are one of the most integral features of ICDS, growth monitoring emerged as the weakest part of AWCs because of:

- a. Non-availability of weighing machines
- b. Sharing of weighing machines between 3-4 AWCs
- c. Faulty machines
- d. Non-availability of new growth chart booklets and
- e. Apathetic attitude of the AWWs<sup>49</sup>

These facts indicate towards the need of greater focus on the implementation of ICDS schemes.

**Supplementary Nutrition Programme (SNP)** is one of the major components of ICDS scheme which prescribes supplementary feeding for children in the age group of 0-6 years and for expectant women and nursing mothers. The expenditure of SNP is born by State and Central Govt. on 50:50 basis. A total of 7.85 lakh beneficiaries were covered under 55 ICDS projects till the year 2009–2010.<sup>50</sup> **Table 3.5** records the actual expenditures, target and achievements for SNP from 2008–2009 to 2010–2011.<sup>51</sup>

Actual Exp. 2008–2009	Financial (in ₹ lakh)			Physical (No. of beneficiaries)				
	Annual Plan 2009–2010		Proposed Outlay 2010–2011	Annual Plan 2008–2009		Annual Plan 2009–2010		Proposed Target 2010–2011
	Approved Outlay	Exp.		Target	Achievement	Target	Anticipated Achievement	
3021.90	5306.00	3444.24	4175.00	572000	732720	785500	785500	7855000

**ICDS training of AWCs & AWHs programme** is an important aspect of ICDS scheme. As per re-view meeting on the ICDS training programme 2008–2009, the financial norms for various training programmes have been upwardly revised by the Government of India and in some cases, norms have almost been doubled. At the end of 3<sup>rd</sup> quarter of 2008–2009, Delhi could achieve only 50 per cent Job Trainings of the set target.<sup>52</sup> Likewise, Delhi reported only 58 per cent of AWWs refresher trainings by the end of 3<sup>rd</sup> quarter of 2008–2009, **which is less than the set State Training Action Plans (STRAP).**<sup>53</sup>

48 Ibid.

49 Ibid.

50 <http://www.delhi.gov.in/wps/wcm/connect/6f959e00425a2d0fb564bdb0d5f7ce2c/22Nutrition+%5B418++423%5D.pdf?MOD=AJPERES&Imod=-371484312&CACHEID=6f959e00425a2d0fb564bdb0d5f7ce2c> (accessed on 10-09-2012).

51 Ibid.

52 *Minutes of the 3<sup>rd</sup> Review Meeting with the States during 2008–2009 to review the implementation of the ICDS Training Programme;* Dated 27<sup>th</sup> March 2009; [www.wcd.nic.in](http://www.wcd.nic.in) (accessed on 10-09-2012).

53 Ibid.

With the growing need for development issues for children, there is a lack of fully fledged implementation mechanisms are evident from the above facts.

## Kishori Shakti Yojana

Kishori Shakti Yojana (KSY) was launched on 1 November 1991 as a part of the ICDS scheme with the purpose of betterment of adolescent girls. KSY is implemented through Anganwadi Centres (AWCs) in both rural and urban areas. The scheme aims at improving health and nutritional status of girls in the age group of 11-18 years and to provide a holistic self development atmosphere to adolescent girls.

For the purpose of implementation of KSY, a total of ₹31.34 lakh was allocated from the Central Govt.<sup>54</sup> and ₹1.15 lakh was allocated by the State govt.<sup>55</sup> in the year 2008–2009 a total of 19,702 girls from the age group of 11-18 years were benefitted under this scheme.<sup>56</sup> At the end of 2009–2010, KSY was sanctioned in 34 blocks of Delhi and was operational at 34 ICDS projects out of 55 in Delhi. **Table 3.6** explains the financial and physical targets and achievements for KSY from 2008–2009 to 2010–2011.<sup>57</sup> For the year 2011–2012, the total expenditure on KSY was ₹96 lakh against the modified allocation of ₹100 lakh.<sup>58</sup>

Actual Exp. 2008–2009	Financial (in ₹ lakh)			Physical (No. of beneficiaries)				
	Annual Plan 2009–2010		Proposed Outlay 2010– 2011	Annual Plan 2008–2009		Annual Plan 2009–2010		Proposed Target 2010–2011
	Approved Outlay	Exp.		Target	Achievement	Target	Anticipated Achievement	
69.07	102.00	92.04	195.00	11376	11000	8800	8800	8800

**Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (RGSEAG)/SABLA** aims at empowering adolescent girls of 11-18 years by improving their nutritional and health status, upgradation of life skills, home skills and vocational skills. The scheme also aims to mainstream out-of-school girls towards formal/non-formal education. This scheme replaced Kishori Shakti Yojana and National Programme for Adolescent Girls and is currently being implemented through Anganwadi Centres of ICDS.

SABLA has been allocated a total sum of ₹18.40 crore from 2010–2011 to 2012–2013 with a major hike of allocation of ₹14.70 crore in 2012–2013 against previous allocations of ₹2.70 crore and ₹1 crore in 2011–2012 and 2010–2011 respectively. In the financial year 2010–2011, a total of ₹219.68 lakh was allocated as first installment of grants-in-aid as GoI's share for nutrition programme under SABLA scheme to Delhi State for the 1,17,164 reported beneficiaries by the State.<sup>59</sup> At the end of 2011–2012, SABLA scheme covered a total of 1,30,205 adolescent girls.<sup>60</sup>

54 <http://www.wcd.nic.in/icdsimg/ksy06-10.htm> (accessed on 11-09-2012).

55 Detailed Demand of Grants: 2008–2009.

56 <http://www.wcd.nic.in/projsanc/ksy06-09.htm> (accessed on 11-09-2012).

57 <http://www.delhi.gov.in/wps/wcm/connect/6f959e00425a2d0fb564bdb0d5f7ce2c/22Nutrition+%5B418++423%5D.pdf?MOD=AJPERES&Imod=-371484312&CACHEID=6f959e00425a2d0fb564bdb0d5f7ce2c> (accessed on 11-09-2012).

58 "Financial Status ICDS (Plan) Schemes-Year-2011–2012"; [http://wcd.del.in/pdf/Exp\\_10\\_11\\_12.pdf](http://wcd.del.in/pdf/Exp_10_11_12.pdf) (accessed on 12-09-2012).

59 <http://wcd.nic.in/schemes/sabla/sablanutritioncomponent.pdf> (accessed on 12-09-2012).

60 <http://pib.nic.in/newsite/PrintRelease.aspx?relid=87054> (accessed on 12-09-2012).

**Rajiv Gandhi National Crèche Scheme for the Children of Working/Ailing Mothers** provides day care services to the children in the age group of 0-6 years belonging to working class mothers of lower income group families. The scheme has been under implementation with effect from 1 January 2006 for children of working women from families earning ₹12,000 per month.

Initially this scheme was implemented through the Central Social Welfare Board (CSWB), Bharatiya Adim Jati Sevak Sangh (BAJSS) and Indian Council for Child Welfare (ICCW).

The crèches run by BAJSS were transferred to CSWB w.e.f. 18<sup>th</sup> November 2008 due to complaints of irregularities in the management of crèches.<sup>61</sup> The funds for BAJSS were stopped after a departmental investigation which revealed that of the 5,000 crèches BAJSS claimed to run nationwide, only 2,000 crèches were operational.<sup>62</sup> A number of these crèches could not be made functional after the transfer. Further, the implementing agencies have, from time to time, closed down crèches for various reasons, including non-performance, resulting in further reduction in number of crèches during the period.<sup>63</sup> Besides, the setting up of new crèches has not been sanctioned by the government during the last three years and the current year.<sup>64</sup> A total of 343 crèches were operational in Delhi in the year 2011–2012<sup>65</sup> (**Table 3.7**).

TABLE 3.7    No. of Functional Crèches				
Name of the State/UT	No. of crèches Functional During the Year			
	2008–2009	2009–2010	2010–2011	2011–2012
Delhi	685	661	375	343

As per CSWB 2011–2012 reports, a total of 44 BAJSS crèches were sanctioned under 5 institutions by CSWB up to 31-03-2011 through which only 1,100 children were benefitted.<sup>66</sup>

The inability of this scheme to reach out to larger number of mothers and children means that many more children are deprived of day care facilities while their mothers go to work. Some of these children would be perhaps locked up and left to look after themselves, sometimes even tied to cots while their mothers go to work, or left in the care of older siblings who are deprived of their right to education, or being taken to unsafe worksites where they are left unattended to while the mothers work.

## Conclusion

The situation of the capital city of Delhi with all its facilities remains a matter of concern. Constant increase in allocations has not always translated into expenditures and outcomes in terms of more children reached. Why the higher mid year revised allocations do not get spent despite shortfalls in outcomes is a question to be addressed.

61 Rajya Sabha Question No. 140; answered on 22-03-2012.

62 "Ghost Lullabies: Babus milk a national crèche scheme for ₹350 crore on False Claims"; Chandrani Banerjee; 28 December 2009; Outlook India; <http://www.outlookindia.com/article.aspx?263359> (accessed on 13-09-2012).

63 Rajya Sabha Question No. 140; answered on 22-03-2012.

64 Ibid.

65 Ibid.

66 "State-Wise Statement of Sanction and Release under BAJSS-Crèches: 2011–2012"; Central Social Welfare Board; <http://cswb.gov.in/writereaddata/linkimages/Sanction%20Release%20list%20BAJSS-Creches1434412598.pdf> (accessed on 13-09-2012).

## Annexure Tables

### Development

ICDS (CSS) (in Rs. crore)			
Year	BE	RE	AE
2008–2009	18.00	34.38	30.41
2009–2010	37.48	40.00	28.84
2010–2011	45.00	44.14	34.35
2011–2012	45.30	72.50	NA
2012–2013	60.00	NA	NA

ICDS III Project UDISHA (CSS) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.20	0.00	0.00
2009–2010	0.00	0.00	0.14
2010–2011	0.16	0.21	0.13
2011–2012	0.05	0.00	NA
2012–2013	0.03	NA	NA

Grant-in-Aid to Delhi Social Welfare Board under ICDS (CSS) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	1.50	1.33	1.24
2009–2010	0.60	0.60	0.00
2010–2011	0.00	0.13	0.24
2011–2012	0.13	0.42	NA
2012–2013	0.42	NA	NA

Honorarium to Anganwadi Workers and Helpers (in ₹ crore)			
Year	BE	RE	AE
2008–2009	4.10	10.24	9.95
2009–2010	10.75	13.81	0.15
2010–2011	0.23	0.25	14.32
2011–2012	32.84	24.00	NA
2012–2013	26.00	NA	NA

ICDS Training programme (CSS) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.60	0.50	0.24
2009–2010	0.60	0.46	0.54
2010–2011	0.60	0.30	0.65
2011–2012	0.60	0.20	NA
2012–2013	0.10	NA	NA

Grant-in-Aid to DSWB for Honorarium to Anganwadi Workers and Helpers (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.40	0.76	0.76
2009–2010	0.25	0.12	13.79
2010–2011	13.55	16.68	0.12
2011–2012	0.13	0.12	NA
2012–2013	0.14	NA	NA

ICDS (General) State share (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	2.89	0.46
2010–2011	0.50	0.60	2.00
2011–2012	3.95	3.59	NA
2012–2013	4.39	NA	NA

ICDS State share (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	0.08	0.12
2010–2011	0.10	0.13	0.05
2011–2012	0.08	0.08	NA
2012–2013	0.08	NA	NA

Grant-in-Aid to DSWB under ICDS-state share (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	0.02	0.07
2010–2011	0.10	0.08	0.01
2011–2012	0.02	0.01	NA
2012–2013	0.02	NA	NA

Supplementary Nutrition programme (in ₹ crore)			
Year	BE	RE	AE
2008–2009	16.51	39.95	23.53
2009–2010	43.51	25.05	2.49
2010–2011	2.89	3.21	42.87
2011–2012	78.20	67.81	NA
2012–2013	73.80	NA	NA

Grant-in-Aid to DSWB for Supplementary Nutrition (in ₹ crore)			
Year	BE	RE	AE
2008–2009	1.55	3.76	3.75
2009–2010	0.52	1.62	0.28
2010–2011	0.10	0.10	1.09
2011–2012	1.10	1.10	NA
2012–2013	1.10	NA	NA

Supplementary Nutrition Programme (CSS) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	10.00	22.53	16.79
2009–2010	22.00	42.00	0.02
2010–2011	0.02	0.02	37.62
2011–2012	43.47	45.70	NA
2012–2013	40.00	NA	NA

Financial Assistance to Lactating and Nursing Mothers belonging to weaker sections of society (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.20	0.20	0.03
2009–2010	0.20	0.02	35.56
2010–2011	45.00	38.50	0.02
2011–2012	0.10	500.00	NA
2012–2013	0.05	NA	NA

Special Component Plan for SCs–Supplementary Nutrition (in ₹ crore)			
Year	BE	RE	AE
2008–2009	3.62	8.77	0.00
2009–2010	9.55	9.55	24.11
2010–2011	34.24	43.59	10.11
2011–2012	17.25	14.89	NA
2012–2013	16.20	NA	NA

Crèches (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.14	0.17	0.15
2009–2010	0.25	0.14	1.61
2010–2011	0.85	1.09	0.23
2011–2012	0.25	0.28	NA
2012–2013	0.29	NA	NA

## CHAPTER FOUR

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# EDUCATION

Education is a human right with immense power to transform. On its foundation rest the cornerstones of freedom, democracy and sustainable human development.

—Kofi Annan

Education is one of the primary indexes to measure the status of children in a welfare nation. In a federal structure like India, it becomes very important to know the Budget of Union as well as State in order to conclude the status of education. Analysis of the budgetary allocations and expenditures on education tries to explore the answer of “How friendly the Government is to its children?”

Article 45 of the Constitution stipulates that the ‘State shall endeavor to provide, within a period of 10 years from the commencement of the Constitution, for free and compulsory education for all children until they complete the age of 14 years. However, the task of providing basic education for all, with concrete plans of action, gained greater momentum only after the National Policy of Education (NPE), 1986 (revised in 1992). Thus, in such scenario, it is quite important to keep track of the allocations and expenditures made for Elementary education.

### Status of Education in Delhi

Source: DISE 2010–2011: Flash Statistics, Published in 2012 by National University of Educational Planning and Administration & Department of School Education and Literacy

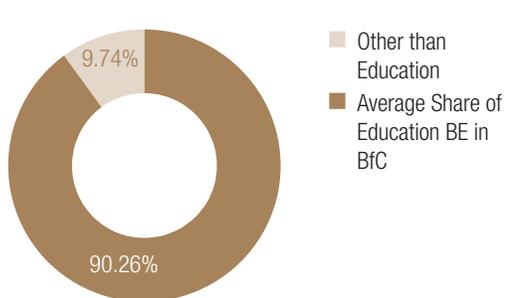
- In 2010–2011, it was found that only 6.41 per cent of government and government aided schools in Delhi had kitchen shed.
- In the year 2010–2011, Delhi government schools had only 40,342 available teachers.
- In 2010–2011, there were 53.42 per cent teachers in government schools, while in 2009–2010, it was 54.67 per cent and in 2008–2009 it was 56.08 per cent. The condition was found to be worse in aided school. In 2010–2011, only 3.71 per cent teachers were available in aided school.
- The average number of teachers per school in Delhi's government schools was found to be 14.8 in the year 2010–2011, whereas it was 10.9 in Delhi's aided schools.
- The pupil-teacher ratio in all government schools in Delhi was recorded 40 in 2010–2011 as against 32 in the year 2009–2010.
- Percentage of enrollment in Class I-V in all government management schools in 2010–2011 was noted to be 60.74 per cent.
- According to DISE Flash statistics, Delhi's Gross Completion Rate at Primary level was 109.25 and Net Enrollment Ratio at Primary level was found to be 96.29 in 2010–2011.
- There is 100 per cent achievement as per Schools having Drinking Water Facility is concerned in Delhi in 2010–2011.
- 80.26 per cent of the schools have girls' toilet in 2010–2011, whereas it was 87.87 per cent in 2008–2009.
- 63.39 per cent of schools in Delhi have ramps in 2010–2011. These infrastructural facilities observed a decline against the previous year as 70.52 per cent schools had ramp.

## BfC in the Education Sector (2008–2009 to 2012–2013)

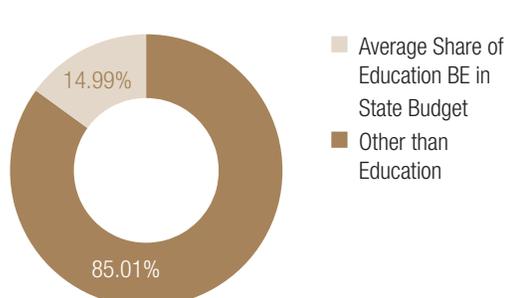
In order to understand the budgetary trends, it is very important to see the share of education in State budget. For the period of 2008–2009 to 2012–2013, there has been 14.99 per cent of average allocation for education sector in total Delhi budget and a huge share of 90.26 per cent in the total BfC. This indicated towards the emphasis given for the education sector in budget for children (Figure 4.1 & 4.2). **Over the years allocation in education sector has increased by over hundred per cent but the share has declined by 2.9 per cent from 92.2 per cent in 2008–2009 to 89.3 per cent in 2012–2013.**

The schemes in education sector are classified under four groups, elementary, secondary, general and technical education. The major allocation for the education sector goes to secondary education followed by elementary education. Average allocation for secondary and elementary education during the study period has been 69 per cent and 25 per cent respectively.

The budget allocations for education sector have been inconsistent with an average annual growth of 21.71 per cent over the span of five years. In the year 2009–2010, allocations increased to 35.88 per cent and again dropped down to a mere increase of 5.77 per cent in 2010–2011.

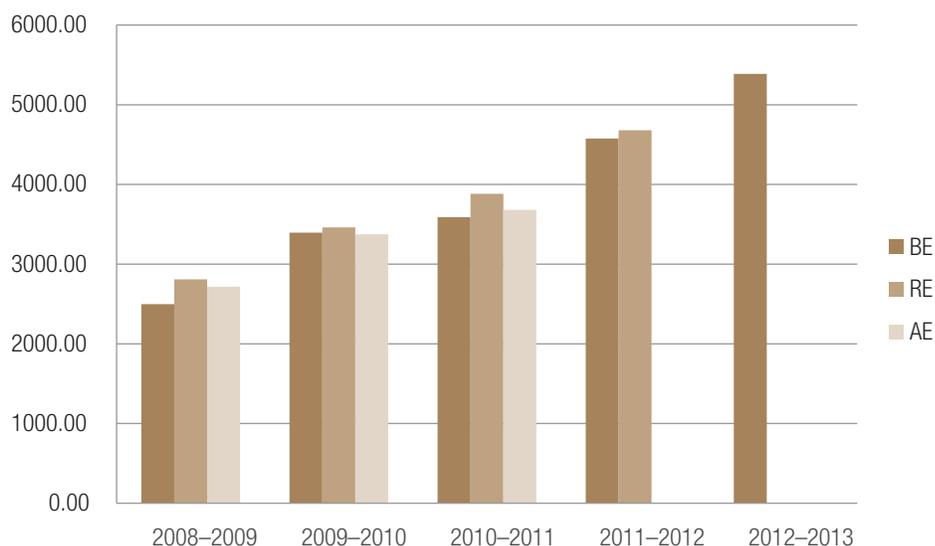


**FIGURE 4.1** || Average Share of Education BE under BfC



**FIGURE 4.2** || Average Share of Education BE under the State Budget

The three budget heads i.e., Budget Estimates (BE), Revised Estimates (RE) and Actual Expenditure (AE) enable us in deciding the trends of allocations and expenditure on education in a given budget.



**FIGURE 4.3** || BE, RE & AE for Education (in ₹ crore)

Year	BE	RE	AE
2008-2009	2498.11	2809.66	2716.46
2009-2010	3394.53	3461.01	3374.29
2010-2011	3590.39	3883.23	3681.62
2011-2012	4577.03	4680.72	NA
2012-2013	5387.65	NA	NA

**Figure 4.3 and Table 4.1** show that RE is always more than BE for the span of five years, but the actual expenditure has been consistently lower than the revised estimates. The allocations indicate a significant increase of 35.88 per cent in budget estimates from 2008-2009 to 2009-2010 (**Table 4.2**). And further, there was a negligible increase of 5.77 per cent in 2010-2011. Right to Education

Act was enacted in 2009 making education a fundamental right under Article 21 of the Constitution. Despite such a major constitutional amendment, a mere increase of 5.77 per cent in BE the following year is clearly not a welcoming sign of ensuring the fundamental right of children.

Year	BE	RE	AE
2008–2009	NA	NA	NA
2009–2010	35.88	23.18	24.22
2010–2011	5.77	12.2	9.11
2011–2012	27.48	20.54	NA
2012–2013	17.71	NA	NA
Average Share	21.71	18.64	16.66

According to Delhi Audit Report: 2010–2011,<sup>67</sup> which examined budget records of the department of education for the period 2008–2009 to 2010–2011 found that budget projections were made on the basis of previous year's expenditure. For the year 2009–2010, BE were prepared on the basis of requirements provided by only 467 (50.43 per cent) Drawing and Disbursing Officers (DDO)<sup>68</sup> out of 926 DDOs. Similarly, in the year 2010–2011, BE was prepared on the basis of requirements provided by only 741 DDOs (i.e., 79.17 Per cent) out of 936.<sup>69</sup> This shows that the allocations were fixed based on inadequate information and proper planning.

Budgetary allocations for a particular year ideally depend on the utilisation of the allocated amount in the previous year and a careful assessment of the current situation at hand. Thus, to analyse and understand the trend of budgetary allocations for a particular period, it is very important to track the expenditure and utilisation of the allocations.

In the year 2008–2009, revised estimate of the education sector was significantly increased by 12.47 per cent against the budgetary allocation. This increase can be attributed to the launch of a welfare scheme "PAHAL" in the year 2008 with a vision to provide coaching classes to class XII students to acquaint them with various entrance examinations for professional courses.<sup>70</sup> Also, in the year 2008–2009, allocation for several components of Mid-day Meal Scheme and grants-in-aid (GIA) to NDMC and MCD for primary education were raised in the revised estimate, resulting in the increased RE against BE of this particular year.<sup>71</sup> But the actual expenditure was less than the revised estimates.

**Table 4.3** shows the planned and non-planned allocation and expenditure of the education department for the period 2008–2009 to 2010–2011. In the first year we see that actual expenditure is more than the allocation and the **over spending** can be seen in the **non-plan expenditure**.

67 An audit of the DoE was conducted by examining records of 160 selected DDOs including 143 schools covering the period from 2008–2009 to 2010–2011.

68 DDOs are also the Estimating Officers (EO) for the particular departments. As EOs, DDOs are responsible for the bottom up estimation of the resources required. As DDOs, they are responsible for execution and implementation of plan and non-plan schemes currently underway in the state.

69 Delhi Audit Report (Civil and Commercial):2010–2011, Department of Education.

70 [http://www.edudel.nic.in/welcome\\_folder/news\\_and\\_events.htm](http://www.edudel.nic.in/welcome_folder/news_and_events.htm) (accessed on 01-08-2012).

71 Detailed Demand of Grants, Department of Education: 2008–2009.

**TABLE 4.3** || Budget and Expenditure of the Education Department:2008–2009 to 2010–2011 (in ₹ crore)

	2008–2009			2009–2010			2010–2011		
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total
BE	609.76	1275.46	1885.22	679.55	2191.50	2871.05	797.46	2268.60	3066.06
RE	635.40	1869.38	2504.78	660.69	2349.83	3010.52	915.87	2342.39	3258.26
AE	572.50	1636.48	2208.98	638.92	2276.65	2915.57	655.55	2239.27	2866.75

*Source: Chapter 4 Delhi Audit Report (Civil and Commercial) for the year ended March 2011, Department of Education.*

The reasons for these over spending were given by the Department of Education to the Comptroller and Auditor General of India (CAG), of March 2012. It was stated that the non-plan actual expenditure head was within modified allotment, necessitated by implementation of recommendations of 6<sup>th</sup> Pay Commission.<sup>72</sup> Further, according to the Department of Education, *non-finalisation of proposal for purchase of equipment and non-occurrence to proposal for construction of swimming pools in schools* was the main reason for **underutilisation of plan budget**.<sup>73</sup> Similarly, for 2009–2010, *non-finalisation of proposal for purchasing computers and stoppage of mid-day meal due to hospitalization of some children in Delhi* was the reason for underutilisation.<sup>74</sup>

THE TIMES OF INDIA  
**SC spoils Delhi govt's pretty picture on education**  
 Dhananjay Mahapatra, TNN Mar 10, 2010, 12.12 a.m IST

NEW DELHI: The Sheila Dikshit government on Tuesday was rapped on the knuckles by the Supreme Court for violating children's fundamental right to education by remaining inactive for years to fill thousands of posts of teaching staff in government-run schools in the capital.

"It is astonishing that on one hand Article 21A of the Constitution makes free and compulsory education a fundamental right of children and on the other hand this is an indirect way of infracting the fundamental right when posts of principals, vice-principals and teachers vacant since 2007 have not been filled till date because of total inaction of the Directorate of Education (in Delhi)," said a Bench comprising Justices Dalveer Bhandari and K. S. Radhakrishnan.

## Allocation and Expenditure in the Education Sector

If we look at the pattern of expenditure in child education, then we find that for the year 2008–2009, there has been an over expenditure of 8.74 per cent against the allocations made at BE stage. The following year i.e., 2009–2010 observed an under spending of 0.60 per cent against the allocations at BE stage. Whereas, child education observed under spending for consecutive three financial years i.e., from 2008–2009 to 2010–2011 against the raised allocations at RE stage. The average under spending for these three years was noted to be 3.76 per cent (Table 4.4).

72 Delhi Audit Report (Civil and Commercial):2010–2011; Department of Education.

73 Ibid.

74 Ibid.

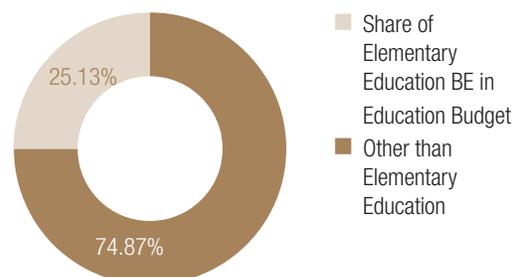
**TABLE 4.4** || Spending in Education (in Per Cent)

Year	AE–BE	RE–BE	AE–RE
2008–2009	8.74	12.47	–3.32
2009–2010	–0.60	1.96	–2.51
2010–2011	2.54	8.16	–5.19
Average	3.05	7.07	–3.76

To study the pattern of allocation and utilisation of fund and it is pertinent to look into the schemes and programmes under which allocations are made. Schemes under which allocation are made towards education of children till the age of 18 years can be classified under four major heads—elementary, secondary, general and technical. While schemes/programmes under elementary and secondary education cover school education till class XII, general education have allocation under heads like Construction of School Buildings through VKS (Vidya Kalyan Samiti), upgradation of blind schools, construction of school buildings, staff for hostel of blind students etc. In technical education we have included only allocations made for polytechnics and ITI which are meant for children who have passed 10th class. For detailed analysis we have looked into the schemes meant for elementary and secondary education.

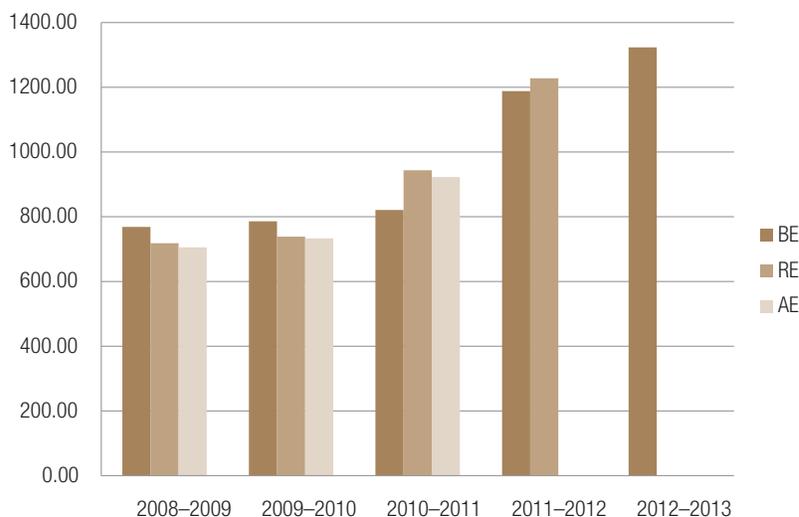
## Elementary Education

The average allocation for elementary education under Education sector budget is one fourth i.e., 25.13 per cent of the total education budget (**Figure 4.4**). With 69.01 per cent secondary education gets the highest share in the total allocation for education. Average allocation for elementary education has been ₹977 crore over the five years and major increase in the allocation is seen in the last two years with a 44 per cent hike in the allocation in 2011–2012. In the year 2008–2009 and 2009–2010, actual expenditure has been less than the allocations made at BE stage, thus resulting into under-utilisation of the allocations. On the other hand, financial year 2009–2010 observed an overspending (**Figure 4.5**).

**FIGURE 4.4** || Average Share of Elementary Education BE in Education Budget

This only confirms the fact that what matters is not less money or more money but the proper planning and thus appropriate utilisation.

In 2008–2009, ₹768.62 crore was allocated for elementary education, out of which only ₹705.42 crore were spent. The under spending in this year can be attributed to the underutilisation of allocated funds in few schemes of Mid-day Meal programme, such as Management, monitoring and evaluation of MDM programme, National Programme for nutritional support to primary education (CSS).



**FIGURE 4.5** || BE, RE & AE in Elementary Education (in ₹ crore)

**Mid-day Meal Programme** The National Programme for Nutritional Support to Primary Education is popularly known as the Mid-day Meal Scheme and it was launched in July 2003 in Delhi. Delhi has the largest set up of Mid-day Meal (MDM) and it is being managed by the Directorate of Education (DoE), New Delhi Municipal Corporation (NDMC) and Municipal Corporation of Delhi (MCD).

Year	BE	RE	AE
2008-2009	55.25	57.8	40.1037
2009-2010	81.1	66.15	61.6387
2010-2011	80	101.9	100.9594
2011-2012	115	119.18	NA
2012-2013	132.5	NA	NA

In 2008-2009, a total of ₹55.25 crore were allocated which was further increased and made ₹57.80 crore with no effect as the actual expenditure was less than the BE (Table 4.5).

In the year 2008-2009, the MDM programme for upper primary was implemented only in 60 schools of NDMC and rest of the schools could not start this programme in this year.<sup>75</sup>

Again in 2009-2010, the allocation under the scheme remained unutilised due to suspension of supply of mid-day meals to approximately one lakh students in East Delhi for 42 days and non-supply of mid-day meals in all the government schools of NCT Delhi for 11 days due to hospitalization of children, closure of schools in extreme cold in Delhi, pending bills due to various reasons and attending of less number of children due to examination and late implementation of the scheme in upper primary level.<sup>76</sup>

75 Appraisal Notes; MDM-PAB Meeting dated 11-05-09; <http://mdm.nic.in/> (accessed on 08-08-2012).

76 Report of the Comptroller and Auditor General of India, Report for year ended 31 March 2010.

- By May 2011 the Delhi Commission for the Protection of Child Rights (DCPCR) had received 11,725 complaints on the violation of the RTE Act including 68 relating to corporal punishment and 9,789 around issues of denial of admission. (<http://azimpremjifoundation.org/blog/RTE/?tag=dcpcr>)
- According to DCPCR, over 10,000 children were victims of various discrimination by Delhi city schools which allegedly violated provisions of Right to Education Act. (<http://zeenews.india.com/election09/story.aspx?aid=675989>)
- In a survey conducted by the Mission Convergence, Government of Delhi NCT, it was found out that about 2.5 lakh children in a population of 25 lakh people from marginalized background are out of schools. (*Endeavour: DCPCR, an Overview; published in 2010*)

In fact allocation under MDM has shown persistent saving of more than ₹100 crore indicating unrealistic budgeting, deficient financial management and slackness on part of the department in implementing the scheme.<sup>77</sup> Programme Approval Board (PAB) of Mid-day Meal programme for Delhi also acknowledged the underutilisation of funds and resources allocated to the State. Similarly, there has been underutilisation of lifting of food grains and cooking costs every year (**Table 4.6**).

**TABLE 4.6** || Utilisation of Food Grains and Cooking Cost under MDM (in Per Cent)

	2008–2009	2009–2010	2010–2011	2011–2012
Expected Utilisation of Food Grains	71%	75%	75%	75%
Utilisation of Food Grains	55%	39%	57%	65%
Utilisation of Cooking Cost	48%	24%	53%	56%

Source: MDM-PAB Meetings, 2008–2009 to 2011–2012

**Table 4.7** highlights the number of institution covered and number of children benefited under the Mid-day Meal Scheme during 2008–2009 to 2011–2012.

**TABLE 4.7** || Number of Institutions and Children covered under the Mid-Day Meal Scheme during 2008–2009 to 2010–2011 and 2nd Quarter of 2011–2012

2008–2009		2009–2010		2010–2011		2011–2012	
Institutions covered	Number of Children benefited						
3,546	11,87,021	3,005	13,18,353	3,518	11,50,332	3,496	12,40,226

Source: Rajya Sabha Unstarred question no. 1194 for 23 March, 2012

**Sarva Shiksha Abhiyan (SSA)** is Government of India's flagship programme for achievement of Universalisation of Elementary Education (UEE) in a time bound manner. The programme seeks to open new schools in those habitations which do not have schooling facilities and strengthen existing school infrastructure through provision of additional class rooms, toilets, drinking water, maintenance grant and school improvement grants. SSA has a special focus on girl's education and children with special needs. SSA also seeks to provide computer education to bridge the digital divide.<sup>78</sup>

77 Ibid.

78 <http://ssa.nic.in/> (accessed on 13 August 2012).

The fund sharing pattern for SSA was originally approved such that the respective shares of the Central and State Governments would be in the 50:50 ratio in the terminal year (2011–2012) of the 11th Plan. However, given the enhanced requirement of funds by States for the implementation of the revised RTE-SSA programme, the fund sharing pattern between the Centre and States was revised to 65:35 ratio for a duration of five years from 2010–2011 to 2014–2015.

In the year 2008–2009, a total of ₹10 crore were allocated for SSA which observed a 50 per cent increase in 2010–2011 and further, the allocations were increased by 64 per cent in 2011–2012. As per the report of Sarva Shiksha Abhiyan, Delhi, dated 29-06-2009, in the year 2008–2009, a total of 1,322 children with special needs were benefitted under the scheme of SSA. Whereas, the Audit Report, 2010–2011<sup>79</sup> revealed that the DoE failed to appoint special educators in the schools for educating children with special needs.

Secondly, the Delhi govt. schools face a severe teaching staff shortage due to non-revision of sanctioned staff strength since 2007–2008.<sup>80</sup> Also, during 2008–2011, 43 secondary schools and 8 middle schools were upgraded to senior secondary schools and 38 middle schools were upgraded to secondary schools. Since, no additional posts were sanctioned to any of the schools after 2007–2008; these upgraded schools were left with no adequate teaching facilities.<sup>81</sup> Civil Works has been coined as one of the most successful and major component of SSA. According to DISE Flash Statistics Report: 2010–2011, there are 7 districts in Delhi with average student classroom ratio (SCR) of more than 30 students and the average SCR in Delhi primary schools is 37.<sup>82</sup> This indicates towards the lacking of the one of the major components of SSA.

- There are several schemes under SSA such as Education Guarantee Scheme and Alternative/ Innovative Education Programmes. These schemes are not being implemented in Delhi for several years. (*Endeavour: DCPCR, an Overview; published in 2010*).
- There are several schemes under SSA such as Education Guarantee Scheme and Alternative/ Innovative Education Programmes. These schemes are not being implemented in Delhi for several years. (*Endeavour: DCPCR, an Overview; published in 2010*).
- As per the norms of DoE, every school is required to be inspected at least once a year. Whereas during 2008–2009 to 2010–2011, only 2-3 per cent of unaided schools were being inspected every year while aided schools were not inspected at all. (*Delhi Audit (Civil and Commercial) Report:2010–2011*).
- As per the directives of Delhi High Court in September 2009, special educators have to be appointed for differently abled children in government schools. In the year 2009–2010, DoE failed to appoint special educators in 143 schools. (*Delhi Audit (Civil and Commercial) Report:2010–2011*).

The Department of Education provides free text books to all students of primary and upper primary students and Delhi Bureau of Text Books (DBTB) is responsible for providing these books.

In the year 2008–2009, out of 143 schools, DBTB could not provide text books to 51 schools. The number increased to 75 schools and 43 schools in the year 2009–2010 and 2010–2011 respectively.

79 Delhi Audit Report (Civil and Commercial): 2010–2011.

80 Ibid.

81 Ibid.

82 Elementary Education in India: Progress towards UEE; Flash Statistics, DISE: 2010–2011 <http://www.dise.in/Downloads/Publications/Publications%202010–2011/Flash%20Statistics-2010–2011.pdf> (accessed on 13-08-2012).

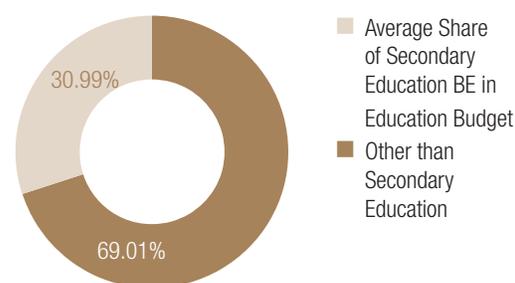
Also, these books were supplied with the delay of eight months. DBTB gave no particular reasons for this delay in supply of free text books to the schools.<sup>83</sup> Irregularity and not timely distribution of text books is a problem with the scheme. As per a news report of April 2012, around 10 lakh children studying in classes I to V in over 1,700 MCD schools did not receive books on time as the printing of the books by delayed by DTB.<sup>84</sup>

Till the end of 9<sup>th</sup> Plan, free books were supplied to students of primary classes. It was extended to all girls in 2006–2007. From 2007–2008, free books are given to all students enrolled in government schools irrespective of gender or income. The expenditure of books for girls from classes VI to VIII in government schools is borne by SSA. The scheme was also extended to girls in Aided Schools in 2006–2007.

## Secondary Education

Secondary education is one of the important parameters to evaluate success of elementary education. Also, secondary education is allotted quite a significant share of education sector budget.

There has been 69.01 per cent average BE allocation for secondary education under education sector budget for the period of 2008–2009 to 2012–2013 (**Figure 4.6**). In the year 2008–2009, the total BE was ₹1534.12 crore, which was increased by 61.18 per cent in 2009–2010 with total allocation of ₹2472.68 crore (**Table 4.8**). If we look at the trend of allocation for secondary education, BE has always been less than RE from 2008–2009 to 2012–2013. The additional allocations at RE stage indicate towards addition of some unplanned schemes or increase in the allocation for several components in the budget. Also, the actual expenditure has been less than RE, but more than BE. This trend reflects poor planning on the State part.



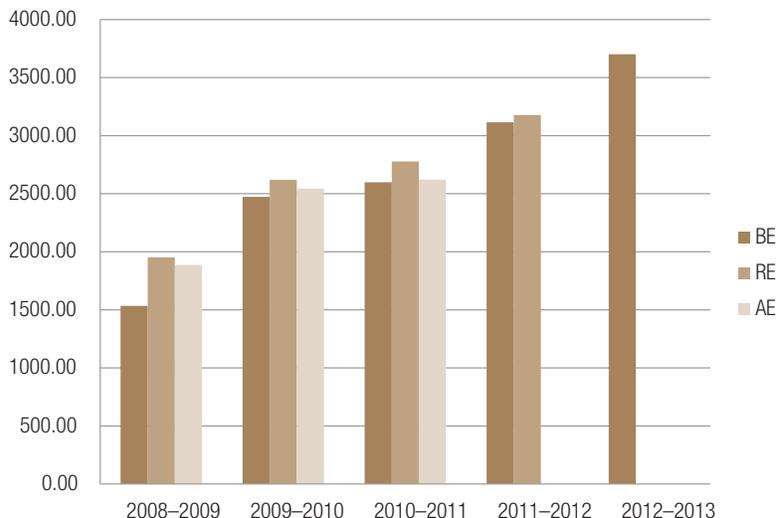
**FIGURE 4.6** || Average Share of Secondary Education BE in Education Budget

**TABLE 4.8** || BE, RE & AE in Secondary Education (in ₹ crore)

Year	BE	RE	AE
2008–2009	1534.12	1952.27	1885.94
2009–2010	2472.68	2619.36	2544.45
2010–2011	2598.01	2777.45	2621.60
2011–2012	3114.64	3177.79	NA
2012–2013	3701.25	NA	NA

83 Delhi Audit Report (Civil and Commercial): 2010–2011.

84 Indian Express.com, Govt bodies fight, so no new text books for MCD school students, April 12, 2012, <http://www.indianexpress.com/news/govt-bodies-fight-so-no-new-text-books-for-mcd-school-students/935719/> (accessed on September 2012).



**FIGURE 4.7** || BE, RE & AE in Secondary Education (in ₹ crore)

Year	Date of Allocation	No. of Schools	Total Amount Allotted
<b>Free Text Books</b>			
2008-2009	19.11.2008	221	0.50
2009-2010	23.10.2009	214	2.88
2010-2011	26.08.2010	215	5.00
	18.01.2011		2.89
<b>Uniform Subsidy</b>			
2008-2009	19.11.2008	221	1.26
2009-2010	23.10.2009	214	3.71
2010-2011	26.08.2010	215	10.30
	18.01.2011		0.21

In the budget document, allocations are made for different schemes floated by the departments. These allocations serve the purpose only if the money is sanctioned as per the requirements of the scheme. This eventually affects the whole implementation process and also the planning of coming years. There are several schemes run by the DoE through district offices and schools for the welfare of students at secondary education stage; such as distribution of funds to students for purchase of text books (classes 9<sup>th</sup> to 12<sup>th</sup>), purchase of uniforms, purchase of stationery for SC/ST/OBS students. Timely allocation of funds under a scheme plays vital role in implementation and success of the particular scheme. But, the Delhi Audit Report 2010-2011 reveals that the allocation under few schemes from 2008-2009 to 2010-2011, were made towards the end of the financial years, which actually defeated the purpose of the schemes (Table 4.9).<sup>85</sup>

**Free Supply of Text Books** It is quite evident from the table that the funds for the distribution of free text books were released only towards the end of the year. Similarly, funds for purchase of stationery for SC/ST/OBC students in government school were released only in January 2010 and

85 Delhi Audit Report (Civil and Commercial): 2010-2011; Department of Education

January 2011 for 2009–2010 and 2010–2011.<sup>86</sup> Due to the delay in allocation, these schemes could not full-fill the needs of students in government schools and thus, proved to be the depletion of money. Around 15 lakh students from Govt., 1.6 lakh students from Aided and 15,000 students from unaided schools took benefit of this scheme in 2011–2012.<sup>87</sup>

Audit scrutiny of records revealed that under Major Head 2225 C1 (1) (1) (5)- Free supply of Book & Stationery to Scheduled Caste student in school (SCSP)<sup>1</sup> in Grant no.8- Social Welfare, against the budget provision of ₹6.31 crore, an expenditure of ₹7.90 crore was incurred which exceeded the approved provision by ₹1.59 crore.

The Department stated that due to large number of beneficiaries in Directorate of Education under the above head has exceeded in 2009–2010, which either be due to overbooking or wrong booking by PAO. The reasons for non-regularisation were not furnished.

*Source: Audit Report for the year ended 31 March 2010*

**Introduction of Computer Science at +2 Stage:** Further, in order to strengthen secondary education, it was decided by the DoE to set up computer labs in all the govt. schools with the purpose of initiating and enhancing basic computer knowledge and to make students understand the importance of computers in science and arts stream. During the period of 2008–2009 to 2010–2011, a total of ₹59.92 crore were spent for setting up of computer labs, but during 2010–2011, it was found out that only 93 out of 143 schools have set up computer labs and students are being taught only theories.<sup>88</sup> This fact raises serious doubts about allocations and implementation done by the government.

**Vocational Education in School:** As per the recommendations of Kothari Committee, vocationalisation of secondary education was one of the goals set to encourage and widen the scope of secondary education. According to Delhi Audit Report, 18 vocational courses are taught in 202 government schools in Delhi. There has been ₹12.55 crore of average allocation for providing vocational education from 2008–2009 to 2012–2013. The Delhi Audit Report found out that there are many schools where vocational courses are being taught with a total strength of less than 20 students. In the year 2008–2009, only 53 schools were offering vocational courses, 59 schools in 2009–2010 and 47 schools in 2010–2011 were offering vocational courses with less than 20 students. Also, the Report revealed that though the scheme was launched long back, there was no evaluation scheme in place to assess the impact of the scheme.<sup>89</sup>

**IEDC at Secondary Education:** level aims at providing not only the educational opportunities to disabled children in common schools so as to facilitate their retention in the school system but also to integrate with the general community at all levels as equal partners. This particular scheme has observed a very uneven allocation over the span of 5 years i.e. from 2008–2009 to 2012–2013. For the year 2008–2009, this scheme was allotted ₹0.62 crore at BE stage, but at RE stage it was allocated a total of ₹3 crore. The surprising fact is that the DoE spent only ₹0.86 crore in that year. Similarly, in the year 2009–2010, the total allocation under this scheme was ₹2 crore, which was further dropped

86 Ibid.

87 <http://delhi.gov.in/wps/wcm/connect/a7a397804c0a2b9cbcd5bd8696242497/139-187+General+Education.pdf?MOD=AJPERES&Imod=781857439&CACHEID=a7a397804c0a2b9cbcd5bd8696242497> (accessed on 13 september 2012).

88 Ibid.

89 Ibid.

down in the following year. These allocations were made as Central Govt. share of this scheme whereas; state share was missing till 2010–2011.<sup>90</sup> In the year, 2010–2011, allocation at RE stage was done for this scheme.

## Allocation for SC/ST/OBC for Education

Various schemes for SC/ST/OBC students in Elementary and Secondary education have observed an average allocation of ₹109.87 crore during 2008–2009 to 2012–2013 (**Table 4.10**). Out of the total allocation for SC/ST/OBC students, elementary education has a small share of 15.49 per cent, whereas secondary education has been given the more emphasis with a total allocation of ₹464.18 crore (i.e., 84.51 per cent).

Year	BE	RE	AE
2008–2009	41.84	47.42	38.39
2009–2010	47.69	50.63	44.18
2010–2011	53.51	98.60	84.08
2011–2012	157.72	229.53	NA
2012–2013	248.60	NA	NA

Allocations for SC/ST/OBC students are based on the demands presented by the Directorate of Education, Department of Social Welfare, Department of Public Works, and Department for welfare of SC/ST/OBC and several components of Schedule Caste Sub Plan (SCSP).

There is a vast divergence in BE and RE for these five years and also the actual expenditure has been less than the revised estimate, which does not illustrate a foresighted budget allocations.

**Enrolment for SC children has declined from 10.28 in 2009–2010 to 10.26 in 2010–2011 for Class I-VII/VIII. SC girls constituted only 48.17 per cent of SC enrolment in elementary schools.**

*Source: DISE 2009–2010: Flash Statistics, Published in 2011*

The budget allocation trend observed a sudden major hike in the year 2011–2012. In the year 2011–2012, certain SCSP components of Dr. Ambedkar Meritorious Scholarship were allocated for the first time. Similarly, allocations for free supply of text books and meritorious scholarship to SC/ST/OBC students were also increased, resulting into such major increase in BE for 2011–2012.<sup>91</sup>

## Conclusion

Despite the growing educational needs of children in Delhi, the budgetary allocations have been really inconsistent throughout the five years. Government audit reports have clearly emphasized on the need of better infrastructure in schools, improving teacher-pupil ratio and other facilities in Delhi schools. It has also been observed that the allocations do not reach to the concerned function-

<sup>90</sup> Detailed Demand of Grants.

<sup>91</sup> Ibid.

aries on time, which further defeats the whole purpose of allocations. The trend of allocation and expenditure do not reflect proper planning resulting into inconsistent expenditure. Thus, in order to achieve our various national-international commitments of child development, it is quintessential for our government to plan out money flow with much more precision.

## THE SUNDAY STANDARD

### **CAG damns Delhi for mid-day meal mismanagement**

Tarun Nangia - NEW DELHI, 24th Jun 2012 09:15:11 AM

In its audit of the Delhi government, the CAG has slammed the state education department on various counts of financial and other mismanagement.

The CAG, in its audit of the Delhi government vis-à-vis financial and HR management, implementation of schemes, development of infrastructure and internal control, has slammed the state education department for delay in supply of free text books, oversight in implementing mid-day meals, and poor budgeting.

The report says the education department (ED) implements, supervises, co-ordinates and monitors policy programmes and plans for education in Class 1-12 for 942 government schools, 216 aided schools, 1,200 unaided-but-recognised private schools. It faults the department on the following counts:

#### **Mid-day Meal Scheme**

Under this scheme, nutritional support is provided to students of Class 1-8 in state and aided schools, to prevent nutrition deficiency and intake of unhygienic food, and reduce absenteeism. An examination of records at 12 district offices for aided-, as well as 143 government schools, revealed that bills for supply for meals were not always accompanied by test certificates by authorized labs. A check of 415 bills aggregating ₹112.53 lakh revealed that only 66 were supported by certificates, of which, 42, involving ₹15.16 lakh indicated substandard meals. However, no recovery or deduction was affected from any of these bills.

The report also states that out of 143 schools covered, 33 did not have weighing machines to ensure the quantity supplied was as per norms. In fact, most schools had bathroom scales instead. Clause 14 of the agreement between ED and mid-day meal contractors states that if a contractor fails to supply cooked food on a particular day, or replace supply of defective food in time, ₹4 per meal (for primary), and ₹5 per meal (for upper primary) students would be deducted as penalty. Scrutiny of vouchers and bills of aided schools in West A and West B districts however revealed that the contractors failed to supply meals on 14 occasions in different schools. However, no penalty was levied by the district offices.

Meanwhile, ED made payments without scrutinising bills, which led to missing out 1.40 lakh in penalties. In March 2012, ED stated that all heads of schools have been issued notices to ensure that test certificates are attached to bills, and to keep weighing machines in all schools. It also stated that recovery had been affected from two suppliers, Indicare and Utsav Care, and that a process of black-listing Utsav Care would be initiated.

## Annexure Tables – Education

### Elementary Education

GIA to DMC (in ₹ crore)			
Year	BE	RE	AE
2008–2009	512.53	481.24	481.24
2009–2010	522.37	478.76	478.76
2010–2011	537.00	586.39	578.11
2011–2012	778.79	778.79	NA
2012–2013	778.79	NA	NA

Construction of Buildings for Primary Schools for Deaf at Nehru Vihar (in ₹ crore)			
Year	BE	RE	AE
2008–2009	1.50	3.50	3.85
2009–2010	1.50	3.30	2.62
2010–2011	0.70	0.10	0.10
2011–2012	0.10	0.50	NA
2012–2013	0.60	NA	NA

Construction of Buildings for Middle Schools (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0	0	0.21
2009–2010	0	0	0
2010–2011	0	0	0
2011–2012	0	0	NA
2012–2013	0	NA	NA

Mid-Day Meal for Children (in ₹ crore)			
Year	BE	RE	AE
2008–2009	4.92	11.48	2.98
2009–2010	28.65	14.70	13.99
2010–2011	28.55	36.60	36.60
2011–2012	44.70	51.86	NA
2012–2013	55.00	NA	NA

Grant-in-Aid to SCERT (CSS) - Teacher's Training (in ₹ crore)			
Year	BE	RE	AE
2008–2009	7.00	7.00	4.90
2009–2010	7.00	12.90	12.89
2010–2011	9.00	14.00	13.79
2011–2012	9.28	15.84	NA
2012–2013	12.00	NA	NA

Grants to MCD for Mid-Day Meal Programme (in ₹ crore)			
Year	BE	RE	AE
2008–2009	24.60	32.80	28.70
2009–2010	32.80	32.80	32.80
2010–2011	32.80	42.64	42.61
2011–2012	42.64	39.30	NA
2012–2013	44.50	NA	NA

SSA (in ₹ crore)			
Year	BE	RE	AE
2008–2009	10.00	10.00	10.00
2009–2010	12.00	15.00	15.00
2010–2011	15.00	21.35	21.35
2011–2012	24.60	14.00	NA
2012–2013	60.00	NA	NA

Grants to NDMC for Mid-Day Meal Programme (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.57	0.57	0.29
2009–2010	0.82	0.82	0.55
2010–2011	0.82	1.43	1.37
2011–2012	1.64	0.83	NA
2012–2013	1.88	NA	NA

Grants to DCB for Mid-Day Meal Programme (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.08	0.08	0.04
2009–2010	0.08	0.08	0.08
2010–2011	0.08	0.08	0.08
2011–2012	0.08	0.08	NA
2012–2013	0.08	NA	NA

Grant-in-aid to Aided Schools for Mid-Day Meal Programme (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	2.46	1.06
2009–2010	4.10	3.10	1.53
2010–2011	3.28	4.45	4.12
2011–2012	5.15	6.41	NA
2012–2013	6.70	NA	NA

Mid-day Meal for Children (SCSP) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	1.08	2.52	0.60
2009–2010	6.30	6.30	5.07
2010–2011	6.30	6.15	6.11
2011–2012	9.85	11.32	NA
2012–2013	12.00	NA	NA

Grant-in-aid to Aided Schools for Mid-day Meal Programme (SCSP) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.54	0.07
2009–2010	0.90	0.90	0.23
2010–2011	0.72	0.80	0.36
2011–2012	1.15	1.41	NA
2012–2013	1.30	NA	NA

Mid-day Meal for Deaf and Dumb Students (SCSP) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.01	0.01	0.00
2010–2011	0.01	0.01	0.00
2011–2012	0.01	0.00	NA
2012–2013	0.01	NA	NA

Integrated Education for Disabled Children (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.04	0.03	0.02
2009–2010	0.04	0.03	0.02
2010–2011	0.05	0.03	0.02
2011–2012	0.03	0.02	NA
2012–2013	0.02	NA	NA

Nursery Primary Education for Deaf (in ₹ crore)			
Year	BE	RE	AE
2008–2009	1.17	1.02	0.93
2009–2010	1.31	1.27	1.16
2010–2011	1.40	1.51	1.40
2011–2012	1.56	1.76	NA
2012–2013	1.92	NA	NA

## Grants to Punjabi Academy for Punjabi Teaching Programmes in Schools (in ₹ crore)

Year	BE	RE	AE
2008–2009	0.00	0.00	5.15
2009–2010	3.80	5.64	5.64
2010–2011	5.10	4.00	2.55
2011–2012	4.00	3.00	NA
2012–2013	3.30	NA	NA

## Grants to Urdu Academy for Urdu Teaching Programmes in Schools (in ₹ crore)

Year	BE	RE	AE
2008–2009	0.00	0.00	1.00
2009–2010	1.50	1.50	1.50
2010–2011	1.50	1.40	1.19
2011–2012	1.50	1.50	NA
2012–2013	2.00	NA	NA

## Vocational Teachinal Scholdarship Meritorious Scholarship and Dr. Ambedkar Meritorious Scholarship to Scheduled ( SCSP) (in ₹ crore)

Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	0.00	0.00
2010–2011	0.00	0.00	0.14
2011–2012	0.25	0.21	NA
2012–2013	0.20	NA	NA

## Construction of Hostel for SC/ST Student for Studying in Middle/Secondary College/University Stages of Education (in ₹ crore)

Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	0.00	0.00
2010–2011	0.00	0.00	0.00
2011–2012	2.00	2.47	NA
2012–2013	1.50	NA	NA

## Secondary Education

GIA to NDMC (in ₹ crore)			
Year	BE	RE	AE
2008–2009	21.14	19.85	19.85
2009–2010	21.55	20.61	20.61
2010–2011	22.13	24.16	12.08
2011–2012	32.09	32.09	NA
2012–2013	32.09	NA	NA

GIA to MCD for Maintenance of School Buildings (in ₹ crore)			
Year	BE	RE	AE
2008–2009	25.60	0.00	0.00
2009–2010	26.08	25.03	25.03
2010–2011	26.67	29.20	21.27
2011–2012	38.78	38.78	NA
2012–2013	38.78	NA	NA

Construction of Buildings for Secondary Schools (in ₹ crore)			
Year	BE	RE	AE
2008–2009	77.08	58.98	74.51
2009–2010	59.86	48.38	58.82
2010–2011	56.58	60.00	60.00
2011–2012	62.90	80.50	NA
2012–2013	133.50	NA	NA

Directorate of Education (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.26	0.16	0.14
2009–2010	0.23	0.21	0.18
2010–2011	0.19	0.15	0.13
2011–2012	0.30	0.15	NA
2012–2013	0.28	NA	NA

Inspection (in ₹ crore)			
Year	BE	RE	AE
2008–2009	11.50	11.40	11.14
2009–2010	15.14	14.45	13.45
2010–2011	13.90	12.82	12.35
2011–2012	17.14	14.67	NA
2012–2013	15.91	NA	NA

Teachers Training (GIA to SCERT + State Awards to Teachers) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	6.50	8.70	8.68
2009–2010	9.20	0.20	0.16
2010–2011	8.20	9.20	6.84
2011–2012	9.20	4.75	NA
2012–2013	10.30	NA	NA

Free Supply of Text Books (in ₹ crore)			
Year	BE	RE	AE
2008–2009	26.00	39.27	34.79
2009–2010	37.00	48.08	47.80
2010–2011	55.00	43.00	32.86
2011–2012	56.10	71.24	NA
2012–2013	100.00	NA	NA

Government Secondary Schools (in ₹ crore)			
Year	BE	RE	AE
2008–2009	426.87	595.54	579.32
2009–2010	782.15	807.72	780.88
2010–2011	790.68	816.94	786.09
2011–2012	840.27	874.84	NA
2012–2013	976.65	NA	NA

Assistance to Government Aided Schools for Salaries of Employees (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	204.00	196.21
2009–2010	239.50	313.00	300.67
2010–2011	281.00	300.00	265.21
2011–2012	340.08	312.08	NA
2012–2013	308.08	NA	NA

Assistance to Non-Government Secondary Schools (in ₹ crore)			
Year	BE	RE	AE
2008–2009	167.39	0.00	0.00
2009–2010	0.00	0.00	0.00
2010–2011	0.00	0.00	0.00
2011–2012	0.00	0.00	NA
2012–2013	0.00	NA	NA

Additional Schooling Facilities (in ₹ crore)			
Year	BE	RE	AE
2008–2009	595.68	806.54	786.21
2009–2010	1042.33	1120.96	1099.35
2010–2011	1077.55	1162.78	1132.09
2011–2012	1333.97	1278.40	NA
2012–2013	1557.67	NA	NA

Science Centre cum Central Workshop (in ₹ crore)			
Year	BE	RE	AE
2008–2009	1.35	1.23	1.19
2009–2010	1.83	1.49	1.32
2010–2011	1.49	0.98	0.79
2011–2012	1.50	0.97	NA
2012–2013	1.24	NA	NA

Education & Vocational Guidance Service in Schools (in ₹ crore)			
Year	BE	RE	AE
2008–2009	4.83	5.35	4.93
2009–2010	7.24	6.54	6.27
2010–2011	6.24	6.46	5.99
2011–2012	7.05	6.88	NA
2012–2013	7.78	NA	NA

Supervised Instruction at Secondary Stage by Correspondence Course (in ₹ crore)			
Year	BE	RE	AE
2008–2009	1.59	0.84	0.93
2009–2010	1.30	1.23	1.05
2010–2011	1.68	1.13	0.87
2011–2012	1.67	1.27	NA
2012–2013	1.33	NA	NA

Subsidy for School Uniforms to Students (in ₹ crore)			
Year	BE	RE	AE
2008–2009	35.00	61.20	57.77
2009–2010	61.50	65.39	63.45
2010–2011	79.50	95.00	93.90
2011–2012	100.00	117.00	NA
2012–2013	125.00	NA	NA

Improvement and Expansion of Teaching Science at School Stage (in ₹ crore)			
Year	BE	RE	AE
2008–2009	2.79	2.56	2.28
2009–2010	3.40	3.03	2.77
2010–2011	3.25	2.97	2.60
2011–2012	3.26	3.19	NA
2012–2013	3.06	NA	NA

Free Transport Facilities to Girl Students of Rural Areas (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.80	0.90	0.66
2009–2010	0.80	1.20	1.00
2010–2011	1.50	1.40	1.30
2011–2012	1.50	1.50	NA
2012–2013	1.60	NA	NA

Improvement in School Libraries (in ₹ crore)			
Year	BE	RE	AE
2008–2009	2.00	2.00	1.94
2009–2010	2.00	1.60	1.56
2010–2011	2.00	1.60	1.38
2011–2012	1.50	1.50	NA
2012–2013	1.50	NA	NA

Expansion of teaching science throughout school stage (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.62	0.69	0.65
2009–2010	0.82	0.89	0.67
2010–2011	0.73	0.77	0.64
2011–2012	0.96	0.75	NA
2012–2013	0.86	NA	NA

Incentives to best students, schools and teaching staff (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.50	0.50	0.48
2009–2010	0.50	0.50	0.47
2010–2011	0.50	0.50	0.46
2011–2012	0.40	0.60	NA
2012–2013	0.60	NA	NA

Vocational Education in Schools (in ₹ crore)			
Year	BE	RE	AE
2008–2009	8.96	11.30	9.22
2009–2010	12.27	14.87	13.04
2010–2011	14.87	13.31	13.02
2011–2012	13.96	14.59	NA
2012–2013	12.70	NA	NA

Introduction of Computer Science at +2 Stage (in ₹ crore)			
Year	BE	RE	AE
2008–2009	40.00	28.35	18.10
2009–2010	27.00	18.20	16.56
2010–2011	22.75	25.94	25.00
2011–2012	10.00	12.20	NA
2012–2013	14.00	NA	NA

Bhagidari in Govt. Schools (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.50	0.30	0.25
2009–2010	0.30	0.30	0.00
2010–2011	0.30	0.10	0.00
2011–2012	0.10	0.10	NA
2012–2013	0.10	NA	NA

Grant-in-Aid to Aided Schools for free Supply of Text Books to Students (in ₹ crore)			
Year	BE	RE	AE
2008–2009	1.30	1.70	1.67
2009–2010	1.70	2.88	1.94
2010–2011	5.00	7.89	6.08
2011–2012	8.00	7.20	NA
2012–2013	10.00	NA	NA

National Merit Scholarship Scheme (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.08	0.00	0.00
2009–2010	0.00	0.00	0.00
2010–2011	0.01	0.01	0.00
2011–2012	0.01	0.01	NA
2012–2013	0.01	NA	NA

## Grant-in-Aid to aided schools for subsidy for school uniforms to students (in ₹ crore)

Year	BE	RE	AE
2008–2009	2.50	4.00	3.31
2009–2010	4.00	3.93	3.04
2010–2011	5.00	10.51	10.51
2011–2012	11.00	12.30	NA
2012–2013	13.00	NA	NA

## Grant-in-Aid for text and Uniform to Students Admitted under Free-ship Quota in Pvt. Schools (in ₹ crore)

Year	BE	RE	AE
2008–2009	0.00	1.07	0.42
2009–2010	2.00	1.94	0.90
2010–2011	2.00	3.30	2.63
2011–2012	3.50	4.40	NA
2012–2013	5.00	NA	NA

## Pahel—Special Coaching Facility to Problem School Students for Medical Engineering, etc. (in ₹ crore)

Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.80	0.10	0.00
2010–2011	0.80	0.50	0.00
2011–2012	0.40	0.00	NA
2012–2013	0.00	NA	NA

## GIA to NDMC for Sec. Education (SCSP) (in ₹ crore)

Year	BE	RE	AE
2008–2009	0.03	0.08	0.08
2009–2010	0.00	0.00	0.00
2010–2011	0.00	0.00	0.00
2011–2012	0.00	0.00	NA
2012–2013	0.00	NA	NA

## Lal Bahadur Shastri Scholarship to Meritorious Students (in ₹ crore)

Year	BE	RE	AE
2008–2009	0.45	0.50	0.44
2009–2010	0.50	0.60	0.60
2010–2011	0.80	0.60	0.27
2011–2012	0.80	2.80	NA
2012–2013	4.00	NA	NA

Establishment of Social Education (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.61	0.67	0.65
2009–2010	0.70	0.87	0.79
2010–2011	0.81	0.84	0.79
2011–2012	1.01	0.96	NA
2012–2013	1.17	NA	NA

Opening of Pratibha Vikas Vidyalaya (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.80	0.80	0.75
2009–2010	0.80	0.80	0.48
2010–2011	0.80	0.60	0.46
2011–2012	0.60	0.60	NA
2012–2013	1.10	NA	NA

Welfare of Educationally Backward Minority students (in ₹ crore)			
Year	BE	RE	AE
2008–2009	3.80	4.00	4.01
2009–2010	4.00	5.30	5.20
2010–2011	4.00	8.00	7.65
2011–2012	9.00	10.50	NA
2012–2013	8.00	NA	NA

Integrated Education for Disbaled Children at Sec. Stage-state share (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	0.00	0.00
2010–2011	0.00	0.65	0.00
2011–2012	0.40	0.00	NA
2012–2013	0.00	NA	NA

Scheme of YUVA (in ₹ crore)			
Year	BE	RE	AE
2008–2009	25.20	28.20	24.40
2009–2010	25.00	24.00	23.77
2010–2011	25.00	29.00	26.18
2011–2012	27.00	27.00	NA
2012–2013	27.00	NA	NA

Coaching Facilities for students belonging to SC/ST Educationally Backward Minorities and Weaker sections – SCSP (in ₹ crore)			
Year	BE	RE	AE
2008–2009	1.00	1.00	0.00
2009–2010	0.50	0.50	0.06
2010–2011	0.50	0.01	0.00
2011–2012	0.10	0.50	NA
2012–2013	0.50	NA	NA

Hostels for Scheduled Caste Girls –SCSP (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.05	0.10	0.09
2009–2010	0.10	0.11	0.10
2010–2011	0.13	0.13	0.10
2011–2012	0.15	0.15	NA
2012–2013	0.16	NA	NA

Free Supply of Books and Stationery to SC Students in Schools – SCSP (in ₹ crore)			
Year	BE	RE	AE
2008–2009	5.50	6.55	3.89
2009–2010	6.30	6.31	7.90
2010–2011	6.30	12.77	12.35
2011–2012	18.00	40.60	NA
2012–2013	40.00	NA	NA

Subsidy to Deaf and Dumb students for Free Text Books and Uniform (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.07	0.07	0.06
2010–2011	0.07	0.07	0.07
2011–2012	0.07	0.08	NA
2012–2013	0.10	NA	NA

Upgradation of Schools for Deaf and Dumb (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.23	0.00	0.00
2010–2011	0.23	0.23	0.00
2011–2012	0.23	0.00	NA
2012–2013	0.23	NA	NA

Teacher's Training Unit & Lady Noyce School for Deaf and Dumb (in ₹ crore)			
Year	BE	RE	AE
2008–2009	2.19	3.01	2.22
2009–2010	3.63	3.20	3.00
2010–2011	3.59	3.53	3.49
2011–2012	4.22	4.53	NA
2012–2013	4.65	NA	NA

Construction of Buildings for Schools (SCSP) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	16.92	16.92	15.61
2009–2010	13.14	10.62	11.23
2010–2011	12.42	9.25	8.57
2011–2012	11.00	15.30	NA
2012–2013	25.50	NA	NA

Merit Scholarship to SC/ST/OBC and Minority Students—Class VI to XII – SCSP (in ₹ crore)			
Year	BE	RE	AE
2008–2009	2.2	6.2	6.0
2009–2010	6.3	6.4	4.0
2010–2011	6.3	9.5	8.7
2011–2012	30.2	34.4	NA
2012–2013	34.6	NA	NA

Hostel for SC Girls (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.18	0.17	0.15
2009–2010	0.18	0.18	0.17
2010–2011	0.17	0.16	0.16
2011–2012	0.18	0.17	NA
2012–2013	0.21	NA	NA

Hostel for SC Boys (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.39	0.17	0.17
2009–2010	0.57	0.23	0.21
2010–2011	0.46	0.51	0.46
2011–2012	0.51	0.68	NA
2012–2013	0.55	NA	NA

Free Supply of Books and Stationery to SC Students in Schools (in ₹ crore)			
Year	BE	RE	AE
2008–2009	5.5	1.1	1.1
2009–2010	0.7	0.7	0.5
2010–2011	0.7	24.5	14.1
2011–2012	20.1	55.0	NA
2012–2013	55.0	NA	NA

Merit Scholarship to SC/ST/OBC and Minority Students—Class VI to XII (in ₹ crore)			
Year	BE	RE	AE
2008–2009	2.2	0.7	0.7
2009–2010	0.7	0.7	0.6
2010–2011	0.7	13.3	10.7
2011–2012	40.2	47.0	NA
2012–2013	54.6	NA	NA

Post-Matric Scholarship Scheme (CSS) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.1	0.6	0.2
2009–2010	1.0	1.1	0.8
2010–2011	1.5	0.7	0.4
2011–2012	1.5	0.5	NA
2012–2013	0.5	NA	NA

Post-Matric Scholarship Scheme (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.5	0.8	0.7
2009–2010	0.6	1.5	1.3
2010–2011	1.5	1.5	2.5
2011–2012	1.5	1.5	NA
2012–2013	1.5	NA	NA

Pre-Matric Scholarship Scheme (CSS) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.1	0.2	0.2
2009–2010	0.5	4.0	2.5
2010–2011	5.0	3.8	3.8
2011–2012	4.3	0.5	NA
2012–2013	0.5	NA	NA

Rashtriya Madhyamik Shiksha Abhiyan (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.0	0.0	0.0
2009–2010	0.0	0.3	0.0
2010–2011	0.5	0.4	0.2
2011–2012	1.0	1.0	NA
2012–2013	1.0	NA	NA

Incentive to Girls for Secondary Education (CSS) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	2.30	0.00
2010–2011	2.00	0.55	0.00
2011–2012	0.55	0.00	NA
2012–2013	0.00	NA	NA

## CHAPTER FIVE



# PROTECTION

There is no trust more sacred than the one the world holds with children. There is no duty more important than ensuring that their rights are respected, that their welfare is protected, that their lives are free from fear and want and that they can grow up in peace.

—Kofi Annan

Children have a right to be protected from violence, exploitation, abuse and neglect. India has recognized 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,<sup>92</sup> however there remained huge gaps. Child protection issues intersect with every one of the Millennium Development Goals—from poverty reduction to getting children into school—from eliminating gender inequality to reducing child mortality.<sup>93</sup>

The Eleventh Five Year Plan for the first time recognized lack of attention to protection of children and hence focused on the need for creating a protective environment for children to grow up and live in. For the first time it introduced a comprehensive child protection programme called the Integrated Child Protection Scheme.

92 Eleventh Five Year Plan, Chapter 6, Para 6. 129, Pg 202.

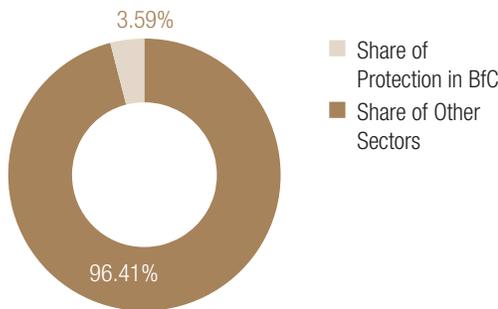
93 [http://www.unicef.org/chinese/protection/files/What\\_is\\_Child\\_Protection.pdf](http://www.unicef.org/chinese/protection/files/What_is_Child_Protection.pdf) (accessed on 23-08-2012).

### Situation of Children in Delhi—How Protected are They?

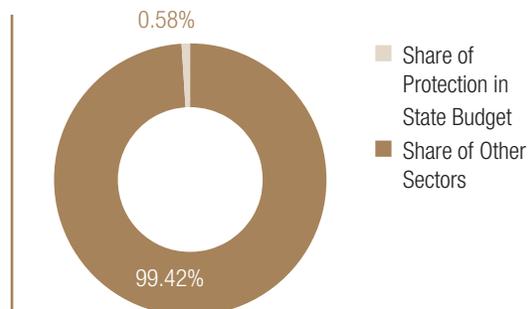
- As per the 2011 National Crime Record Bureau report, a total of 4,250 cases were registered as crimes against children in Delhi. Further, in 2011, there were 6,674 cases (including previous year's data) of crime against children were pending with the Police, out of which, 2,733 cases were pending at the end of year.<sup>94</sup>
- Delhi has accounted for 27.9 per cent or 2,982 cases of the total reported in the country. At 16.3 per cent rate of crime was highest in the capital as compared other states.
- As per Census 2011, child sex ratio in Delhi has reduced by two points from 868 in Census 2001 to 866 this time. Delhi ranks third in having low sex ratio after Haryana and Punjab.
- Of the total child population in Delhi, 48.9 per cent of the girls and 28.37 per cent boys marry before 18 years of age.
- As per the NCRB data, there was a total of 5,111 missing children in Delhi during 2011, out of which, 1,359 children were untraced by the police.<sup>95</sup> Also, by April 2012, there were 1,146 cases of missing children reported with the Police.

## BfC in the Protection Sector (2008–2009 to 2012–2013)

Protection sector received the lowest allocation both as a percentage of the total budget of Delhi (0.58 per cent) as well as within BfC for Delhi (3.59 per cent) in the period of 2008–2009 to 2012–2013. (Figure 5.1 & 5.2)



**FIGURE 5.1** || Average Share of Protection BE in BfC



**FIGURE 5.2** || Average Share of Protection BE in State Budget

**Of every 100 rupees allocated in the Delhi budget only Fifty paise was for protection of children.**

<sup>94</sup> "Crime in India: 2011 Statistics": National Crime Records Bureau.

<sup>95</sup> Rajya Sabha Unstarred Question No. 2236; answered on 25-04-2012.

## THE HINDU

**Delhi the country's Capital for crime against street children**

Bindu Shajan Perappadan - NEW DELHI, August 6, 2012 (Excerpts from the Article)

Despite Delhi being the Capital and one of the most developed States in India, the indicators for children show that their situation is grave

“Despite Delhi being the Capital and one of the most developed States in India, the indicators for children show that their situation is grave. Nearly half (47 per cent) of the urban poor population in Delhi are under 15 (according to State of Urban Health Delhi Report). Central Delhi has the highest percentage of child labour followed by North, West, South, North-West, South-West, North-East and New Delhi (according to Census 2001),” said Bharti Ali of non-government organisation HAQ: Centre for Child Rights.

The fact that children are low on priority can also be seen in the shrinking Delhi budget for them. “Children have been allocated 17.96 per cent of the total State budget this year (2012-13). But what is a matter of concern is that the share for children in the Delhi budget has gone down from 19.03 per cent in the previous year. Also it is hard to explain the reduced share of allocation from the Centre for the flagship Integrated Child Protection Scheme, which is meant to be the most comprehensive protection initiative of the Government, just when the implementation of the scheme has begun. Health and education has seen an increase in budget which is welcome,” said HAQ co-director Enakshi Ganguly Thukral.

Source: <http://www.thehindu.com/news/cities/Delhi/delhi-the-countrys-capital-for-crime-against-street-children/article3733348.ece>

## Allocation and Expenditure in the Protection Sector

The three budget heads i.e., Budget Estimates (BE), Revised Estimates (RE) and Actual Expenditure (AE) enable us in deciding the trends of allocations and expenditure on protection sector. In the year 2008–2009, a total of ₹112.02 crore was allocated at BE stage for child protection, which was later increased by 17.75 per cent at RE stage (Table 5.1).

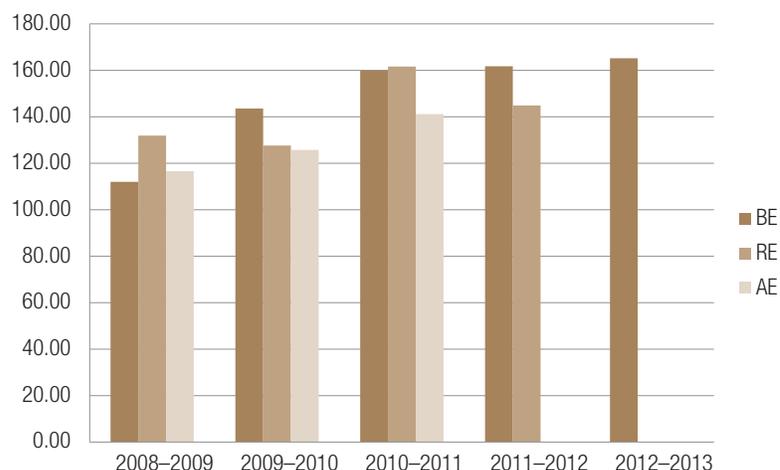
Year	BE	RE	AE
2008–2009	112.02	131.90	116.61
2009–2010	143.56	127.64	125.75
2010–2011	159.90	161.62	141.17
2011–2012	161.73	144.88	NA
2012–2013	165.19	NA	NA

**Figure 5.3** indicates towards the uneven budgetary allocations from the year 2008–2009 to 2012–2013.

The increase at RE stage may be attributed to the launch of Delhi Laadli Yojana, which focuses on the protection of girl child against discrimination. This scheme was launched in January 2008 and a total of ₹72.6 crore was allocated for this scheme, which was further increased by a total of ₹90.60 crore at RE stage.<sup>96</sup> There has been no distinct pattern in the changes from BE to AE over the years.

96 Detailed Demand of Grants: 2008–2009.

While in 2008–2009 and 2010–2011 the mid-term revisions in allocations (RE) have been more than the budget estimates (BE), the same is not true for the other two years.



**FIGURE 5.3** || BE, RE & AE in Child Protection (in ₹ crore)

The rate of increase of budgetary allocations and expenditure has been uneven and inconsistent over the five years with the average annual growth of 10.71 per cent. In fact what is worrying is the fact that the annual rate of change has been decreasing throughout these five years. Further, there was a minimal BE increase of 1.14 per cent in the year 2011–2012 (**Table 5.2**).

Year	BE	RE	AE
2008–2009	NA	NA	NA
2009–2010	28.16	–3.23	7.83
2010–2011	11.38	26.62	12.27
2011–2012	1.14	–10.36	NA
2012–2013	2.14	NA	NA

Protection sector gets the minimum share in BfC and yet, the financial year 2008–2009 observed an under spending of 4.10 per cent, but 2009–2010 and 2010–2011 noted over expenditure of 12.41 per cent and 11.71 per cent respectively (**Table 5.3**).

Year	AE–BE	RE–BE	AE–RE
2008–2009	4.10	17.75	–11.59
2009–2010	–12.41	–11.09	–1.48
2010–2011	–11.71	1.08	–12.65
2011–2012	NA	–10.42	NA
2012–2013	NA	NA	NA

There has been an average spending (AE) of ₹111.18 crore against the average BE of ₹119.39 crore from 2008–2009 to 2010–2011. The actual spending (AE) has been lower than the BE in two years of the three years for which the data is available (in 2008–2009 the AE was more than the BE but less than the RE). However the AE was less than the revised estimates in all three years. From the year 2008–2009 to 2010–2011, there has been 27.43 per cent of average under spending under major schemes concerning child protection. Major schemes which observed under spending during these years are listed below (**Table 5.4**):

<b>TABLE 5.4</b>    Schemes/Programmes which observed under spending from 2008–2009 to 2010–2011 (in ₹ crore)						
Protection Schemes	2008–2009		2009–2010		2010–2011	
	BE	AE	BE	AE	BE	AE
Kasturba Niketan	0.46	0.41	0.71	0.61	0.69	0.56
Children's Home/Observation Home for Boys	5.71	4.26	7.77	5.96	6.68	6.51
Children's Home/Observation Home for Girls	1.66	1.61	2.52	2.26	2.15	2.40
Foster Care Home Services	0.17	0.14	0.25	0.16	0.27	0.40
After Care Home for Boys	0.28	0.16	0.42	0.20	0.33	0.23
After Care Home for Women	0.34	0.31	0.52	0.39	0.43	0.41
Bal Sadan	0.39	0.26	0.58	0.39	0.88	0.42
Expansion of Day Care Centre	0.17	0.07	0.14	0.09	0.19	0.09
Home for Healthy Children of Leprosy Patients	0.67	0.48	0.96	0.65	0.86	0.79
School/Home for Mentally Retarded Children	2.02	1.98	3.01	2.45	7.71	5.78
Sanskar Ashrams for Denotified Tribes and SC Girls and Boys	0.53	0.41	0.70	0.50	0.63	0.45
Village Cottage Homes	0.94	0.71	1.28	1.13	1.15	1.13
Programme for Juvenile Justice (CSS)	1.00	0.18	1.00	0.00	0.10	0.00
Implementation of Juvenile Justice Act, 2000	0.50	0.00	0.50	0.31	0.50	0.00
Staff in Children and Women Institutions	0.70	0.69	0.84	0.54	0.84	0.30
Financial assistance to Non-Displaced Destitute Men, Women and Children	0.11	0.08	0.12	0.12	0.16	0.12
Short Stay Home for Women in Distress	0.26	0.24	0.42	0.34	0.38	0.36
Crisis Intervention Centre for Girls and Women	2.00	0.00	0.50	0.50	0.50	0.00
Rehabilitation of Child Labour	2.46	2.42	2.44	1.22	2.40	0.00

Some of the programmes and schemes of the child protection sector have been examined in detail.

## Juvenile Justice Schemes

A total of ₹9.13 crore has been allocated for implementation of Juvenile Justice Act in Delhi over the period of five years i.e. from 2008–2009 to 2012–2013. Juvenile Justice System covers *children in need of care and protection* and *children in conflict with law*.

**HINDUSTAN TIMES**  
**Children suffer as Juvenile Justice Act fails to take off**  
 Mallica Joshi - NEW DELHI, November 23, 2011, (Excerpts from the Article)

Ten-year-old Sanjay struts around, joking with friends, while chewing a gum. Living in a night shelter in the Jama Masjid area, he reads little pieces of text from torn newspapers lying around.

Sanjay's life took a turn for the worst when his father died in a road accident in Atarra district of Uttar Pradesh and he was brought to Delhi for work. Like Sanjay, hundreds of children miss out on growing up in a family and hundreds of parents lose the chance to raise a child each year. A scheme that was floated by the Delhi government under the Juvenile Justice Act to fill this gap has failed to take off. The Act was notified in 2009 and was passed by the L-G.

The Delhi government's plan, Vatsalya, to give foster care to needful children has been travelling from one office to another for more than three years now, without progress. Reason: Officials at the planning and finance department of the Delhi government think the scheme is "unworkable". This was revealed in an RTI filed by an NGO.

File notings reveal that the department had raised the objection repeatedly on the basis that the scheme might result in the "misuse and exploitation of children" and that it would be "too embarrassing for the department to face cases of missing child/sale of child/child trafficking".

The file has been doing rounds since the beginning of 2008. "When the provision was added in the Act, there were discussions about its feasibility and all these queries had been answered. Child welfare committees are supposed to make a detailed profile of foster families before children are sent there and regular checks must be made to rule out abuse," said Rajiv Kale, director, department of women and child welfare, who is keen on trying out the scheme.

*Source: <http://www.hindustantimes.com/India-news/NewDelhi/Children-suffer-as-Juvenile-Justice-Act-fails-to-take-off/Article1-772759.aspx>*

For the purpose of functioning of implementation of JJ Act, two Juvenile Justice Boards and seven Child Welfare Committees have been constituted till 2012. Initially, there were three JJBs of which one was shut down in 2012.

**TABLE 5.5** || Allocation for Juvenile Justice Scheme (in ₹ crore)

Year	BE	RE	AE
2008–2009	2.08	1.90	0.98
2009–2010	2.25	1.60	1.24
2010–2011	1.50	1.40	1.23
2011–2012	1.60	1.50	NA
2012–2013	1.70	NA	NA

The Juvenile Justice (Care & Protection of Children) Act, 2000 empowers the State government to set up Children's Homes in every district or group of districts for the reception of the child in need of care and protection.

There has been an average allocation of ₹20.29 crore for these protection homes for the period of 2008–2009 to 2012–2013.<sup>97</sup> As per a 2011 newspaper report, for the period of 2006–2010, a total of 29 children died in these shelter homes during the same time period.<sup>98</sup> Also, there have been over 1800 cases of children escaping from various shelter homes in Delhi due to uninhabitable conditions in these homes.<sup>99</sup>

97 Detailed Demand of Grants: 2008–2009 to 2012–2013.

98 "Delhi shelter homes uninhabitable; over 1,800 children flee: RTI data", *Economic Times*; 19<sup>th</sup> Jan 2011; <http://economictimes.indiatimes.com/news/politics/nation/delhi-shelter-homes-uninhabitable-over-1800-children-flee-rti-data/articleshow/7319439.cms> (accessed on 30-08-2012).

99 Ibid.

**Table 5.6** shows the allocations for various homes in Delhi for the year 2011–2012 and 2012–2013.<sup>100</sup>

<b>TABLE 5.6</b>    Allocation for Various homes for Children in Delhi (in ₹ Thousands)				
Various Homes for children & women that shown increase in allocation	BE	RE	BE	Percentage increase/decrease over the previous year
	2011–2012	2011–2012	2012–2013	
Kasturba Niketan	6,950	9,040	10,501	51.09
Children's Home/Observation Home for Boys	62,950	70,613	78,816	25.20
Children's Home/Observation Home for Girls	26,045	33,088	33,070	26.97
Counselling and Guidance Bureau	1,695	1,782	1,813	6.96
Expansion of Cottage Home for Children	420	150	643	53.09
After Care Home for Boys	3,510	3,715	3,730	6.27
After Care Home for Women	3,800	4,672	5,275	38.81
Bal Sadan	4,450	3,980	4,900	10.11
Home for Healthy Children of Leprosy Patients	7,350	7,974	9,730	32.38
School/Home for Mentally Retarded Children	49,120	5,2632	62,175	26.58
Village Cottage Homes	11,115	10,411	11,526	3.70
Sanskar Ashrams for Denotified Tribes and SC Girls and Boys	5,140	5,514	8,770	70.62
Sanskar Ashrams	2,400	2,480	2,710	12.92

## Integrated Child Protection Scheme

As the child protection covers a wide range of issues and concerns, an umbrella scheme named *Integrated Child Protection Scheme* (ICPS) was launched announced as part of the Eleventh Five Year Plan. However, the Govt. of NCT Delhi signed the MoU with the Central govt. in the year 2009–2010 under this scheme,<sup>101</sup> and the allocations were finally made in the budget in 2010–2011.

While the 2011–2012 budget shows an allocation for 2010–2011, however, as per MWCD, no money had been allocated as late as 31<sup>st</sup> March 2010.<sup>102</sup> There is also no allocation towards setting up of infrastructure for the implementation of ICPS.<sup>103</sup> This indicates towards a slow process of functioning despite a major child protection needs in the Capital city.

ICPS is centrally sponsored scheme aimed at building a protective environment for children in difficult circumstances, as well as other vulnerable children. The main components of this scheme are shelter homes, children homes, observation homes; family based non-institutional care through foster care, adoption and aftercare programme etc.

For the year 2010–2011, the total allocation under this scheme was ₹237.29 lakh and in the year 2011–2012 (up to 31-03-2012), a total sum of ₹341.93 lakh were allocated.<sup>104</sup> In the year 2012–2013,

100 *Budget for Children in CM's Caring City!: A Brief Analysis of the Delhi Budget 2012–2013*"; HAQ: Centre for Child Rights.

101 [http://wcd.nic.in/agenda16062010/agenda\\_16062010\\_item4.pdf](http://wcd.nic.in/agenda16062010/agenda_16062010_item4.pdf) (accessed on 30-08-2012).

102 "Delhi fails to Protect Its Children: Budget for Children in Delhi Budget 2011–2012"; HAQ: Centre for Child Rights

103 Ibid.

104 <http://wcd.nic.in/icpsmon/pdf/sanctions/sanglancedtd1112.pdf> (accessed on 30-08-2012).

a total of ₹1093.98 crore grants were released up to 15-02-2013.<sup>105</sup> Even after such regular allocations, the baseline survey for the implementation of ICPS was under process as late as January 2012.<sup>106</sup> Also, the district child protection units were not in place as of January 2012.<sup>107</sup>

## Child Labour

Child labour is a concrete manifestation of violations of a range of rights of children and is recognised as a serious and enormously complex social problem in India. The child labour in Delhi can broadly be divided into three categories:<sup>108</sup>

1. Children living and working with the employer
2. Children living with parents/guardians
3. Destitute children

Year	BE	RE	AE
2008–2009	3.05	3.00	2.92
2009–2010	3.00	1.49	1.49
2010–2011	3.00	0.00	0.00
2011–2012	2.00	0.00	NA
2012–2013	6.00	NA	NA

According to 2001 Census Report, there are 41,899 working children in Delhi in the age group of 5-14 years. There is an average of ₹3.41 crore for child labour schemes in Delhi over a period of five years i.e., 2008–2009 to 2012–2013. The allocation trends over the period of five years have been

### Delhi's shame: 50,000 child workers & counting

Published: Wednesday, Sep 14, 2011, 8:00 IST

BY MAYANK AGGARWAL || PLACE: NEW DELHI || AGENCY: DNA

Appalled at government's poor effort of rescuing and rehabilitating child labour, the Central Information Commission (CIC) has directed the Delhi government to reveal all details related to rescued children so that "at least independent bodies like NGOs can help them".

"The manner in which state agencies are monitoring the rescue and rehabilitation of child labourers is extremely deplorable. Poor verification procedures render ineffective any efforts to rehabilitate the child. It is not possible to ascertain whether such children have been handed over to their parents or whether any education or other benefits have been availed by them," a three member bench of the information commissioners Annapurna Dixit, Deepak Sandhu and Shailesh Gandhi held in their order.

As per Delhi government's records, around 600 children were rescued from child labour in 2010. Different independent organisations and NGOs working on the issue estimates that around 50,000 children are still working as child labour across the national capital. CIC felt that such disclosure would also lead to a check on malpractices. It directed the Delhi government to provide monitoring details of every child rescued.

105 <http://pib.nic.in/newsite/erelease.aspx?relid=92405>; (accessed on 20-02-2013).

106 Reply of RTI application from Department of Women and Child Development, Govt. of NCT of Delhi, dated 15<sup>th</sup> February 2012; F. No. 61(RTI)/03/DD(CPU)/DWCD/2012/

107 Ibid.

108 <http://delhi.gov.in/wps/wcm/connect/ecdbb0804ff1f975beeabfd9d1b46642/Labour+WU89.pdf?MOD=AJPERES&lmod=-371828603&CA CHEID=ecdbb0804ff1f975beeabfd9d1b46642>; (accessed on 03-09-2012).

quite uneven. While, the allocations are consistent from the year 2008–2009 to 2010–2011 with an average allocation of ₹3.02 crore, the average expenditure during this time period has been only ₹1.47 crore.

Further, in 2011–2012, the BE was brought down to ₹2 crore and there has been no expenditure on child labour schemes. The reason for nil expenditure needs to be investigated. In the context of eradicating child labour, rehabilitation of children engaged into such activities becomes the primary need of the hour.

The Government of India is implementing National Child Labour Programme (NCLP)/INDUS project for rescue and rehabilitation of child labour. Delhi has been included under the INDUS project and has been sanctioned 60 Transition Education Centres (TECs).<sup>109</sup> Ironically, INDUS project has ceased to exist since 30<sup>th</sup> September 2008 and any comprehensive package for the rescue, rehabilitation and reintegration of the child labours has not been launched.<sup>110</sup> Further, the Delhi Commission on Protection of Child Rights (DCPCR), in a meeting with Ministry of Labour and Employment has submitted that there are an estimated 3 to 4 lakh child labour in Delhi and just 60 TECs with proposed coverage of 3,000 children, is not sufficient and also it was pointed out by the DCPCR that in the absence of any scheme towards educational rehabilitation of the child labour cause hardship to the rescued children.<sup>111</sup>

According to a labour department report, a total of 1,287 children were rescued from different parts of Delhi between July 2009 and October 2011 under the Child Labour (Prohibition and Regulation) Act, 1986.<sup>112</sup> There has been 1,528 prosecution for child labour from 2009 to 2011. Also, the penalty amount has been collected in just 290 cases for the same period.<sup>113</sup> In 2009, money was recovered only in 30 cases, while the fine was paid only in 94 cases in 2010.<sup>114</sup>

The fine amount is directly used for the rehabilitation purpose of rescued child labourers and it is quite clear that the State has majorly failed in recovering the fine and using it further for rehabilitation. Although, the Delhi High Court has already held that the concerned officials should initiate the process of recovering the penalty amount immediately after the child is rescued.

In such scenario, allocations and expenditure trends in Delhi do not show any promises with silver lining to its children.

## Delhi Laadli Scheme

The child sex ratio in Delhi is increasingly becoming a matter of concern, with some districts such as South West Delhi with an even lower girl child ratio than Haryana and Punjab.

109 Ibid.

110 "Endeavour: DCPCR an Overview"; January 2010; <http://www.delhichildrencommission.gov.in/download/Endeavour-I.pdf> (accessed on 03-09-2012).

111 <http://www.delhichildrencommission.gov.in/initiatives.html> (accessed on 03-09-2012).

112 "Children/Child Labour-2012: January to June"; compiled by K. Samu; Human Rights Documentation; Indian Social Institute; [http://www.isidelhi.org.in/hrnews/HR\\_THEMATIC\\_ISSUES/Children/Children-2012.pdf](http://www.isidelhi.org.in/hrnews/HR_THEMATIC_ISSUES/Children/Children-2012.pdf) (accessed on 03-09-2012).

113 Ibid.

114 Ibid.

Govt. of NCT Delhi launched Delhi Laadli Scheme for the protection of girl child against discrimination in January 2008. The main objective of this scheme is

- a. To promote the education of girl child up to pre-college level.
- b. To offer monetary assistance to girl child at school education.
- c. To curb sex determination, foeticide, infanticide and any other discrimination against girl child.

In the Delhi budget analysis done from the period of 2008–2009 to 2012–2013, it was found that there is an average allocation of ₹95.44 crore for the Laadli scheme during this period, which constitutes ₹74.45 per cent share of the total budget allocation for protection sector (Table 5.8).

Year	BE	RE	AE
2008–2009	72.60	90.60	86.23
2009–2010	91.60	86.00	86.97
2010–2011	103.00	110.00	88.14
2011–2012	110.00	93.00	NA
2012–2013	100.00	NA	NA

There is an average expenditure of ₹87.11 crore from 2008–2009 to 2010–2011 against the average allocation of ₹89.07 crore during this period. Except in 2011–2012, the RE has been more than the BE, whereas except in 2009–2010 the AE has been less than the RE. Why was there a mid-year increase, if it was not to be spent? What is more not all the girls registered under the scheme received their payment.

**Till 2010–2011, approximately 3,12,000 girls registered under this scheme, out of which only 17,085 girls (i.e. 5 per cent) received their final maturity value.**<sup>115</sup>

### KEY FINDINGS

- Protection sector gets 0.42 per cent share in the Delhi State budget and 2.34 per cent share within the Budget for Children for 2012–2013, which is a decline of 0.52 and 2.76 per cent respectively from the previous year.
- In the year 2012–2013, allocation for implementation of Juvenile Justice Act, 2000, has been increased from ₹1.5 crore to ₹1.7 crore.
- For the year 2010–2011, the total allocation under ICPS was ₹237.29 lakh and in the year 2011–2012 (up to 31-03-2012), a total sum of ₹341.93 lakh were allocated. Even after such regular allocations, the baseline survey for the implementation of ICPS was under process as late as January 2012.
- Ironically, INDUS project has ceased to exist since 30<sup>th</sup> September 2008 and any comprehensive package for the rescue, rehabilitation and reintegration of the child labours has not been launched in Delhi.

<sup>115</sup> Material for preparation of Economic Survey 2010–2011; <http://wcdcl.in/pdf/Economic%20Survey%202010–2011%20WCD.pdf>; (accessed on 27-08-2012).

- During the period of 2006–2010, a total of 29 children died in Delhi’s shelter homes. Also, there have been over 1,800 cases of children escaping from various shelter homes in Delhi due to uninhabitable conditions in these homes.

## Conclusion

The situation of children in the capital city does not reflect State’s efforts towards achieving various national and international commitments for child welfare. The allocations for Child Protection sector as well as other protection schemes have observed inconsistency over the years. The increasing number of child labours, child trafficking, crimes against children etc. etc. are clear indication of worsening situation of children and hence, effective allocation and implementation of child protection schemes by the State needs more emphasis.

## Annexure Tables

### Protection

Kasturba Niketan (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.46	0.49	0.41
2009–2010	0.71	0.63	0.61
2010–2011	0.69	0.59	0.56
2011–2012	0.70	0.90	NA
2012–2013	1.05	NA	NA

Children's Home/Observation Home for Boys (in ₹ crore)			
Year	BE	RE	AE
2008–2009	5.71	6.25	4.26
2009–2010	7.77	6.06	5.96
2010–2011	6.68	6.67	6.51
2011–2012	6.30	7.06	NA
2012–2013	7.88	NA	NA

Children's Home/Observation Home for Girls (in ₹ crore)			
Year	BE	RE	AE
2008–2009	1.66	1.96	1.61
2009–2010	2.52	2.37	2.26
2010–2011	2.15	2.52	2.40
2011–2012	2.60	3.31	NA
2012–2013	3.31	NA	NA

Counselling and Guidance Bureau (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.14	0.11	0.12
2009–2010	0.16	0.13	0.12
2010–2011	0.13	0.15	0.15
2011–2012	0.17	0.18	NA
2012–2013	0.18	NA	NA

Day Care Centre (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.44	0.50	0.45
2009–2010	0.68	0.58	0.57
2010–2011	0.49	0.53	0.52
2011–2012	0.61	0.53	NA
2012–2013	0.56	NA	NA

Foster Care Home Services (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.17	0.18	0.14
2009–2010	0.25	0.19	0.16
2010–2011	0.27	0.43	0.40
2011–2012	0.51	0.06	NA
2012–2013	0.41	NA	NA

Expansion of Cottage Home for Children (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.13	0.05	0.01
2009–2010	0.06	0.03	0.02
2010–2011	0.04	0.03	0.03
2011–2012	0.04	0.02	NA
2012–2013	0.06	NA	NA

After Care Home for Boys (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.28	0.32	0.16
2009–2010	0.42	0.20	0.20
2010–2011	0.33	0.30	0.23
2011–2012	0.35	0.37	NA
2012–2013	0.37	NA	NA

After Care Home for Women (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.34	0.39	0.31
2009–2010	0.52	0.41	0.39
2010–2011	0.43	0.43	0.41
2011–2012	0.38	0.47	NA
2012–2013	0.53	NA	NA

Bal Sadan (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.39	0.47	0.26
2009–2010	0.58	0.42	0.39
2010–2011	0.88	0.49	0.42
2011–2012	0.45	0.40	NA
2012–2013	0.49	NA	NA

Expansion of Day Care Centre (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.17	0.10	0.07
2009–2010	0.14	0.10	0.09
2010–2011	0.19	0.09	0.09
2011–2012	0.12	0.12	NA
2012–2013	0.09	NA	NA

Home for Healthy Children of Leprosy Patients (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.67	0.74	0.48
2009–2010	0.96	0.74	0.65
2010–2011	0.86	0.93	0.79
2011–2012	0.74	0.80	NA
2012–2013	0.97	NA	NA

School/Home for Mentally Retarded Children (in ₹ crore)			
Year	BE	RE	AE
2008–2009	2.02	2.44	1.98
2009–2010	3.01	2.64	2.45
2010–2011	7.71	6.15	5.78
2011–2012	4.91	5.26	NA
2012–2013	6.22	NA	NA

Sanskar Ashrams for De-Notified Tribes and SC Girls and Boys (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.53	0.51	0.41
2009–2010	0.70	0.53	0.50
2010–2011	0.63	0.47	0.45
2011–2012	0.51	0.55	NA
2012–2013	0.88	NA	NA

Protective Home at Nari Niketan, Tihar (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	0.00	0.00
2010–2011	0.00	0.00	2.48
2011–2012	0.00	0.00	NA
2012–2013	0.00	NA	NA

Sanskar Ashrams (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.17	0.19	0.12
2009–2010	0.26	0.19	0.18
2010–2011	0.25	0.27	0.28
2011–2012	0.24	0.25	NA
2012–2013	0.27	NA	NA

Village Cottage Homes (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.94	0.98	0.71
2009–2010	1.28	1.18	1.13
2010–2011	1.15	1.29	1.13
2011–2012	1.11	1.04	NA
2012–2013	1.15	NA	NA

Juvenile Shelter Homes (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.01	0.18	0.18
2009–2010	0.10	0.00	0.00
2010–2011	0.10	0.00	0.00
2011–2012	0.00	0.00	NA
2012–2013	0.00	NA	NA

Programme for Juvenile Justice (CSS) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	1.00	1.00	0.18
2009–2010	1.00	0.10	0.00
2010–2011	0.10	0.00	0.00
2011–2012	0.00	0.00	NA
2012–2013	0.00	NA	NA

DCPCR (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.50	0.50	0.42
2009–2010	0.50	1.00	1.00
2010–2011	1.50	1.50	1.38
2011–2012	1.50	0.88	NA
2012–2013	1.50	NA	NA

Implementation of Juvenile Justice (Care & Protection) Act, 2000 (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.58	0.80	0.80
2009–2010	0.75	1.00	0.93
2010–2011	0.90	1.30	1.23
2011–2012	1.50	1.50	NA
2012–2013	1.70	NA	NA

Implementation of Juvenile Justice Act, 2000 (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.50	0.10	0.00
2009–2010	0.50	0.50	0.31
2010–2011	0.50	0.10	0.00
2011–2012	0.10	0.00	NA
2012–2013	0.00	NA	NA

Girl Child Protection Scheme (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.00	0.00	0.00
2009–2010	0.00	0.00	0.00
2010–2011	0.00	0.00	0.00
2011–2012	0.00	0.00	NA
2012–2013	0.00	NA	NA

Crisis Intervention Centre for Girls and Women (in ₹ crore)			
Year	BE	RE	AE
2008–2009	2.00	0.10	0.00
2009–2010	0.50	0.50	0.50
2010–2011	0.50	0.00	0.00
2011–2012	0.10	0.00	NA
2012–2013	0.30	NA	NA

Ladli Yojana (in ₹ crore)			
Year	BE	RE	AE
2008–2009	72.60	90.60	86.23
2009–2010	91.60	86.00	86.97
2010–2011	103.00	110.00	88.14
2011–2012	110.00	93.00	NA
2012–2013	90.00	NA	NA

Rehabilitation of Child Labour (in ₹ crore)			
Year	BE	RE	AE
2008–2009	2.46	2.44	2.42
2009–2010	2.44	1.22	1.22
2010–2011	2.40	0.00	0.00
2011–2012	1.50	0.00	NA
2012–2013	5.50	NA	NA

Rehabilitation of Child Labour (SCSP) (in ₹ crore)			
Year	BE	RE	AE
2008–2009	0.54	0.54	0.5
2009–2010	0.54	0.27	0.27
2010–2011	0.6	0	0
2011–2012	0.5	0	NA
2012–2013	0.5	NA	NA

**HAQ**: Centre for Child Rights, formed in 1998, 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.

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