

Budget for Children in India

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Preface

The team at HAQ in Delhi, as well as the teams with our partners in the states have seen a lot of changes since this project began in 2002. Indeed, the team that has finally put together this report is completely different from the one that initiated the process, both at HAQ and in the partner states. Each person however, has helped in taking the work a little further. The current team members are the final baton bearers in the last leg of this relay. We thank all those who carried the baton before us.

This study would not have been possible without the support of Ford Foundation and UNDP. We would particularly want to thank Dr Mark Robinson (then Programme Officer at the Foundation) and Dr Neera Burra, (then Assistant Resident Representative UNDP), who believed in our ideas and in us, when no one else did.

The biggest handicap in undertaking budget analysis work is to do with accessing documents and data. As always, Dr Vinay Bhatnagar, Joint Director, Press and Public Relations, in the Lok Sabha Secretariat has been our saviour. Although Dr Biswajit Dhar has not been able to engage with us on this phase of the project, it is his ideas and suggestions from the earlier phase that we have carried forward into this phase as well. We are thankful to Tripta Batra for editing our report and reworking it in its current form.

We want to thank all our partner organisations, campaigns and networks who have used our findings and validated our belief that an analysis of the budget for children is an important tool for advocacy on child rights. Nishant and Bittoo of Aspire Design have always taken on the challenge of producing HAQ's publications at short notice and multiple changes. This has been no different. Most importantly, it is the children of this country we have to thank. It is because of their inherent resilience in the face of any adversity, and the joy they bring to us that we do not lose hope and heart.

Enakshi Ganguly Thukral

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Children and the Budget for Children (BfC)

During the past 15 years or so, several countries across the world – including India – have introduced and made major changes in the way their economies function. The earlier economic models have given way to market forces and its attendant processes of liberalization, privatization and globalization. Over the years, this process – which continues – has seen a boom in markets, mega-mergers of huge companies, the accumulation of wealth, and the growth of information technology.

While some people have undeniably become richer, the fact is that disparities between the rich and the poor – particularly in countries hitherto considered under-developed have widened. Natural resources continue to be depleted at an unsustainable rate, many people across the globe have lost their traditional livelihood, and larger numbers of people are forced to migrate for economic survival. Both consumerism and violence have increased during this period. Alongside all this – in India for example – the ongoing privatization of services has worsened the situation for the economically disadvantaged.

It was in this context and with the aim of providing a voice to the most vulnerable section of the human population – children – that HAQ began its work on a decadal analysis of the Union Budget in India in 2000, through a child rights

perspective. Published in 2002, and being the first endeavour of its kind in the country, HAQ's work on the Budget for Children (BfC) established the need for such analysis and set the initial direction for developing a methodology to do this more effectively.

BOX 1

There are more than enough reasons to show us why budgeting for children deserves priority attention in India:

- Nineteen per cent of world's children live in India. They make up 42 per cent of the country's total population. By way of international comparisons in terms of the status and condition of children, India continues to rank poorly on several key counts. Large numbers of Indian children still suffer from poor nutrition, inadequate health services, clean water, sanitation and basic education.
- Children are voiceless and are at a particularly vulnerable stage of life. They do not form a powerful political lobby, and cannot advocate for themselves for more effective delivery of socio-economic services that meet their needs. Thus, the lack of a detailed assessment of how much the government is spending on children inhibits the effective improvement of the basic living standards of children.
- Budgetary programmes, particularly socio-economic expenditure, affect the well-being of children directly.
- The well-being of any society depends on the investment in its human resource development, particularly the development of children and youth.
- India ratified the United Nations' Convention on the Rights of the Child in 1992; thus, it has promised to place Children's Rights at the forefront of development. The country is committed to give greater priority to children's concerns than what was being given before this ratification.

Post its decadal analysis, the HAQ team realized that while it is important to monitor and understand the Union Budget and the financial commitment of the government towards children at the national level, in itself this was not enough. An analysis of BfC at the level of the states was critical for in-depth and on-the-ground understanding which could, possibly open up the possibilities of responding to children's needs more effectively. To do this, it was important to build partnerships with local NGOs, to develop a common methodology and to provide the requisite technical assistance. It was envisaged that if such analysis could be carried out by a state-based organization, it would become possible to use the findings of the study for effective advocacy at the state, district and local levels of governance.

In partnership with NGOs in three states therefore, HAQ started on the state-level analysis of BfC in 2002. The partners were M V Foundation in Andhra Pradesh, Open Learning Systems in Orissa, and the Himachal Pradesh Voluntary Health Association in HP. This report is an outcome of the analysis of BfC in each of these three states as well as the Union Budget.

To prevent the analysis and monitoring of BfC from turning into yet another number game, it is crucial to use it for advocacy at several levels. Since the publication of HAQ's 2002 decadal analysis for instance, work related to BfC has indeed, come a long way. Having decided to take up BfC analysis as an important mandate, the Ministry of Women and Child Development has acknowledged that its efforts are based on HAQ's initial work. Currently, UNICEF and the Centre for Budget and Governance Accountability are engaged in BfC analysis for the Ministry of WCD.

In September 2004, the World Bank report titled 'Reaching out to the Child: An Integrated Approach to Child Development' included a chapter on public spending related to the child, which drew upon HAQ's methodology.

While advocacy and lobbying with GoI has institutionalized BfC analysis at the national level, HAQ's work has been used by its partner organizations in the states as well as by other human rights networks and campaigns. At the grassroots level,

MVF's Telegu translation of HAQ's report – 'What does Budget 2005-06 have for children?' – was used effectively for advocacy with elected representatives in AP. At the national level, HAQ's BfC documents have been used in filing legal petitions, for strengthening the work of the Right to Food campaign, for raising questions in Parliament and debating on pending bills such as that of the 93rd Constitutional Amendment.

And at the international level, findings from HAQ's BfC work have been used to make submissions to, and prepare shadow reports for the UN Committee on the Rights of the Child.

Sharing information on BfC analysis with the gram sabha helps to build pressure on the sarpanch, who in turn, is able to use the information to negotiate with Block and District Officials for better grants. Now, the officials get worried when they see our Child Protection Committee members because they know that they can no longer be fooled. The panchayat members carry the BfC information in their pocket when they go for discussions.

M V Foundations's experience in using BfC analysis

It is scarcely possible to realize the rights of children unless the Government of India genuinely endeavours and works towards its commitments and stated intentions on CRC, whether through legal reform and enforcement, and programme development. At the same time, it is clear that all changes brought in through law and policy can be worthwhile only when these are implemented in everyday situations, and when there is adequate provision of financial and human resources.

BOX 2

WHY BUDGET ANALYSIS?

The budget is the most important economic instrument of the government. It reflects the countries socio-economic priorities by translating policies and political commitments into expenditures and taxations. In this way the budget emphasises constraints and trade-offs in policy choices

The Budget: A Tool for Change - IDASA budget information service 1998

“The process of preparing and overseeing budgets opens the door to a number of important processes, and can become an integral part of a human rights-based approach to programming. It demands an important capacity-building component, especially for civil society groups, local governments, and private and public agencies addressing issues of child rights. Advocacy around budgets calls for the empowerment of rights-holders to demand that duty-bearers—in both the legislative and executive branches of government—allocate the funding necessary to implement social policies. Too frequently, the announcement of grand social policies is not followed by the allocation of sufficient resources to put them into practice. Once ordinary citizens understand the impact of the budgetary process on their day-to-day lives and learn the points at which they can intervene and how to do so, they are in a far better position to hold governments accountable to the realisation of child rights.”

From UNICEF Brazil Budget Paper. Alison Raphael 2002

It is only when the political will of the country's government conjoins with its stated commitments that an analysis of the budget for children and its monitoring can become “a powerful tool”ⁱ that can catalyse it into “taking actions to improve its measures”.

Currently, in India, both national and international documents serve as significant instruments to set the direction for a realization of children's rights through budget analysis.

The Government of India's National Plan of Action for Children 2005, for instance, specifically includes a section on budgeting for children. It states, “Ministries and Departments with specific child budgets and plans should ensure 100 per cent spending and should also enhance the budget in view of the large child population. Where no overt child budget is available, the demarcation should be made of child budget, spending and monitoring...”ⁱⁱ

In ratifying the UN Convention on the Rights of the Child (UNCRC), the country has committed itself to allocating “maximum available resources” towards this end. Quite obviously then, the responsibility of ensuring that adequate resources are made available, rests with GoI.

In its concluding observations of 2004, pertaining to India, the UN Committee on the Rights of the Child stated, “While noting the efforts undertaken to increase the budget allocation for some social services, the Committee is concerned at the slow increase of the budget allocations for education and at the stagnation or even the decrease of expenses allocated to other social services. The Committee recommends that the State party: (a) 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; and (b) Develop ways to assess the impact of budgetary allocations on the implementation of children’s rights, and to collect and disseminate information in this regard.”

BfC analysis and its markers

The analysis of BfC in India – both at the level of the Union and a particular Indian state – entails a rather complex exercise at disaggregating from various heads of account in the overall union or state budget to arrive at a comprehensive understanding of how financial allocation is impacting the lives of children. Both the methodology and the analysis need to be refined and revised continuously in order to meet the challenges of the year-on-year changes and the possibilities that arise, of responding more effectively to the needs of children.

The Budget for Children (BfC) is not a separate budget. It is merely an attempt to disaggregate from the overall budget, the allocations made specifically for programmes that benefit children.

However, there are various markers – in terms of questions, reference points and perspective – that are fundamental to any serious analysis of BfC in India. These are:

- National and International commitments made for children, particularly constitutional guarantees and their implementation
- The overall policy framework in the country and how the whole or its parts impact the lives of children
- The ways and the extent to which policies are translated into programmes and activities for realizing children’s rights
- The extent of the country’s dependence on external aid for the realization of the rights of children
- Is financial planning and allocation moving in accordance with the needs and rights of children?
- Is a conscious effort being made to link allocation and expenditure for children with the stated commitments of the government? And is there an effort to address the existing gaps in a planned, coordinated way?

When all of these factors are taken into consideration, it becomes possible to move into more detailed and comprehensive analysis of BfC. For instance, specific sector and programmatic patterns of expenditure can be observed and analysed with a view to assess the impact on certain groups of children. Such assessment could yield key understanding related to the age, gender or ability of various groups of children across the country.

BfC analysis – past, present and future

When HAQ began its work on analysing the Union Budget in the year 2000, several organizations were already involved in analysing state level budgets with respect to the needs of dalits, tribals or rural development. The focus on children however, was missing.

With initial training inputs from HAQ, the Indian Council for Child Welfare, Tamil Nadu also began a state level analysis of the budget for children in the year 2000. Their report, titled ‘Children of Tamil Nadu and the State Budget, An Analysis: 1998-2003’ was published in 2003.

And in 2005, the Ministry of Women and Child Development announced its intention to undertake an analysis of the budget for children on a regular basis, in the centre as well as the states, in partnership with UNICEF and the Centre for Budget and Governance Accountability. The first report of this partnership was released recently.

While these developments augur well for bringing the agenda of the needs and rights of children to centre-stage, the fact remains that the work of analysing and monitoring the budget for children is still at a nascent stage. As the number of actors and stake-holders in BfC analysis increases, it is imperative that due consideration is given to arrive at a minimum common understanding and methodology, to serve the needs of children more effectively.

HAQ’s experience in working with local partners for this document (in Orissa, Andhra Pradesh and Himachal Pradesh), and for its current work with partners in Uttar Pradesh, Assam, Uttarakhand and Jharkhand, has brought up several significant learnings with respect to BfC analysis. These are:

- While working with partners in the states, special emphasis needs to be placed on a common methodology, a common definition of the child, agreed upon parameters for sectoral analysis, and the selection of schemes and programmes.
- Although the overall budgeting process is the same in all the states, certain peculiarities are seen in terms of heads of account and the departments responsible for allocation. The differences need to be understood thoroughly and the methodology therefore customized for data collection and entry.
- The choice of a particular partner in the state (an NGO for instance) is crucial, keeping the interest and the capacity of the NGO staff to undertake and persist with the required research. After the initial enthusiasm has worn off, the laborious task of number-crunching often becomes difficult for NGOs to commit themselves to. It was because of this that HAQ had to undertake the final data entry and analysis for both Orissa and HP, which resulted in delaying the completion of this document.
- For long-term changes to occur in policy, allocation and expenditure, BfC cannot be a one-off effort; it must be integrated into the regular, ongoing work of the organization.

BfC analysis and advocacy

Since the primary purpose of BfC analysis is to raise the bar in the process of realizing the rights of children in India by holding the government accountable to its stated intentions and commitments, perhaps the most important recent occurrence is the acceptance of BfC work by GoI, and its regular inclusion in the government’s own child-related planning. There are many ways in which BfC analysis can be used for advocacy in the current Indian context. Since 2002, HAQ’s reports have been used by and for the following:

- Bharat Jan Vigyan Jatha (a network focusing on education), the Forum for Crèche and Child Care Services, and the India Alliance For Child Rights used data from the HAQ study to file a petition with the National Commis-

CORE REFLECTION: MORE TEARS THAN SMILES

- India's children live in a country that has the tenth highest GDP in the world but stands 127th in terms of the human development index; in the Global Hunger Index, India stands at number 117 out of 119 countries.
- Only 35 per cent births in India are registered, impacting name and nationality issues.
- One out of 16 children die before they attain one year of age, and one out of 11 die before they attain five years of age.
- Two and-a-half million children die in India every year, accounting for one in five deaths in the world, with girls being fifty percent more likely to die.
- According to a report of the state of India's newborns, the health challenge faced by the newborn child in India is bigger than that experienced by a newborn in any other country.
- Thirty-five per cent of the developing world's low birth-weight babies are born in India.
- According to the Global Hunger Index, 47.5 per cent children are under-weight in India, making it worse than the situation in conflict-plagued and drought-stricken Sub-Saharan Africa.
- The reducing number of girls in the 0-6 age group causes alarm. For every 1000 boys there are only 927 females – even lesser in several parts of the country.
- Of every 100 children, 19 continue to be out of school. Of those who enrol, almost 53 per cent drop out before reaching Class VIII.
- Of every 100 children who are enrolled, 70 drop out by the time they reach secondary level.
- Of every 100 children who drop out of school, 66 are girls.
- Despite the promise of education for all, 46 per cent of the children from scheduled tribes and 38 per cent from scheduled castes continue to be out of school, as against 34 per cent in the case of others.
- One in every 10 children is born with, or acquires some physical, sensory or mental impairment by the first year of life. Based on this estimate, the world population of disabled children is about 140 million, of which 25 million are in India.
- According to the 2001 Census Report, amongst all persons living with disability, 35.9 per cent (46,38,26,702) are children and young adults in the 0-19 age group. Three out of five children in the age group of 0-9 years have been reported to be visually impaired. Movement disability has the highest proportion (33.2 per cent) in the age group of 10-19. This is largely true of mental disability also.
- India has the second highest national total of people living with HIV/AIDS after the Republic of South Africa. According to NACO, there were an estimated 0.55 lakh HIV-positive 0-14 year old children in India, in 2003.
- Sixty-five per cent of girls in India are married by the age of 18 and become mothers soon after.
- India is home to the highest number of child labourers in the world.
- According to the National Crime Records Bureau, crimes against children have increased by an average of 12.97 per cent during the period 2002-2005.
- India has the world's largest number of sexually-abused children: a child below 16 years is raped every 155th minute, a child below 10 every 13th hour, and one in every 10 children is sexually abused at any point in time.
- Most subtle forms of violence against children such as child marriage, economic exploitation, practices like the 'Devadasi' tradition (dedicating young girls to gods and goddesses), and genital mutilation in some parts of the country, are justified on grounds of culture and tradition.
- Physical and psychological punishment is rampant in the name of disciplining children, and is culturally accepted.
- Forced evictions, displacement due to development projects, war and conflict, communal riots, natural disasters – all of these take their own toll on children in India.

sion for Women on the status of the girl child in India. Along with HAQ, all of the three groups also filed another petition with the National Human Rights Commission on the Right to Education for all children, including those in the 0-6 age group. HAQ's findings on the budget for children were used as supporting evidence.

- HAQ's partner – NGOs in the states are using the reports for advocacy with their elected representatives. The M V Foundation in Andhra Pradesh, which translated HAQ's report into Telugu is one example. In HP, the HPVHA printed the HAQ report and organised an event attended by MLAs, journalists and NGO representatives.
- The inclusion of HAQ's BfC analysis information in the Shadow Report given to the Committee on the Rights of the Child led to a specific recommendation in the Committee's concluding observations, 2005. This recommendation was also used by NGOs to provide inputs into GoI's Draft National Plan of Action for Children, and the election manifestoes of political parties.

Over the years, HAQ has learned that BfC analysis can be turned into a more effective advocacy tool when it is combined with other initiatives. Towards this end, HAQ produced a situational analysis of children in the country, titled 'Children in Globalising India: Challenging Our Conscience' in 2002. This was followed up with another status report in 2005.

If the laws, policies and budget-related priorities are to change in India in favour of children's rights, it is our legislators and parliamentarians who need to be influenced, and who require a greater understanding of what the country's children need. The question is: Are the MLAs and MPs in the country child-friendly enough? Who, among these, can we advocate to and work with?

HAQ's intervention in this direction is the annual exercise of analysing parliamentary questions and debates, and the production of a document titled, 'Says a Child...Who Speaks for My Rights?' While the more perceptive and enterprising among our MPs can use this document for critical self-reflection and performance, child-rights activists can use it for better advocacy.

Budget for Children in the Union Budget



Rationale for the study of the Budget for Children (BfC)

HAQ began its work in the year 1998 (formally in 1999), with the overall aim and purpose of working for the benefit of children both at the national and international levels. The UN Convention on the Rights of the Child, 1989 and the subsequent ratification of it by the Government of India in 1992 forms a basic point of departure in HAQ's work.

A systematic monitoring and analysis of the budget for children in India was first undertaken by HAQ in the year 2000. The basic idea behind this laborious, number-crunching task was (and is) to draw adequate attention to the needs of the country's children, to examine the government's financial commitment and the utilization of resources for children, and finally, to hold the government accountable towards the well-being of its young citizens.

The annual budget is a concrete expression of the government's intention, its policies and priorities, its decisions and performance. At the national level or at the state level, the budget is essentially a political rather than a technical instrument.

Then, as now, there was no separate part of the Union Budget (or a particular state budget) categorized or specifically marked for children in India. However, focusing on the financial resources earmarked for the benefit of children – by disaggregating the budget – serves the purpose that HAQ set out to fulfill, even though there is scope for refinement.

Up until now, the term in use – both nationally and internationally – for such analysis was Child Budget or Children’s Budget. From this point onwards however, the more appropriate term ‘Budget for Children’ (BfC) will be used by HAQ. While the meaning of the earlier description could be taken to suggest the participation of children – which is not the case at all – the term now chosen does away with this unintended suggestion.

The Child, in BfC

In the HAQ decadal analysis published in 2001, a child was defined as a person up to the age of 14 years. However, following the ongoing legal discourse on some child specific legislations and legal reform such as the change in the definition of the child in the Juvenile Justice Act 2000, in consonance with the UN Convention on the Rights of the Child (CRC), the child in this study is defined as an individual up to the age of 18 years. Therefore, we have disaggregated that part of the union budget which includes programmes and schemes from various ministries and departments, meant for children up to 18 years of age.

Time- frame for the study

Our analysis of the Union Budget is focused on the allocation and expenditure related to children over a period of seven years – from 2000-01 to 2006-07. It is important to note that this period witnessed a change in the union government. For the years 2000-01 to 2003-04, the annual budget was prepared and presented by the National Democratic Alliance (NDA) government. Since general elections were held in 2004, following which the United Progressive Alliance (UPA) government was formed in May, a second budget was presented in July 2004 (for the financial year 2004-05) by the UPA, post the adoption of the Common Minimum Programme. For the years 2005-07, the annual budgets were, of course, prepared and presented by the UPA government.

For the year 2004-05, we have used the Union Budget as presented by the Minister for Finance, P. Chidambaram (UPA government) in July 2004-05, because it is this budget that forms the basis of the following year’s Detailed Demands for Grants. Chidambaram’s budget of 2004-05 has continued to be the basis of subsequent budgets in the years under study.

The seven-year period under analysis also sweeps over two Five-year Plan periods – two years of the Ninth Plan (1997-2002) and all five years of the Tenth Plan (2002-2007).

Sectors, Schemes and Programmes, Department and Ministries

Sectors: The four basic rights of children according to CRC include the right to survival, development, protection and participation. While schemes or programmes addressing the right to participation are yet to find a place in GoI’s mandate, there are several social sector schemes that fall within the ambit of the other three rights.

For purposes of the current analysis, all the existing programmes and schemes of GoI have been clubbed under four heads:

Development	Includes programmes and schemes for early childhood care and education; and other general schemes and programmes that do not fit within any particular sectoral category, but are aimed at the overall development of children.
Health	Includes programmes and schemes related to the health care needs of children.
Education	Includes elementary and secondary education programmes.

Protection Includes interventions that are aimed at the following groups of children: child labourers; children in need of adoption; child sex-workers; physically or mentally challenged children; homeless or street children; neglected children or those who are treated as juvenile offenders.

Programmes and Schemes: One of the major challenges in analyzing and monitoring budget-related data for children is the selection of programmes and schemes that are aimed at 0 to 18-year-olds. It stands to reason that development programmes aimed at benefiting the community as a whole help in improving the overall status of children. This would be the case whether a particular scheme is related to safe drinking water, sanitation or primary health care. At the same time, it would be excessively complicated to disaggregate the exact amount provided for children from such programmes. A similar difficulty occurs with other programmes and schemes, which are aimed at women and children, youth or people with disabilities, and which do not indicate age-specific interventions.

Therefore, in order to ensure that this study covers the largest possible programmes and schemes for children aimed at promoting and ensuring the rights to survival, development, and/or protection, we have included:

- Schemes and programmes and sectors that are specifically aimed at children (0-18 years).
- Schemes and programmes that fit within the sectoral categories identified above but do not specify the exact age group aimed at. In doing so, we decided to err on the side of excess and have included the entire amount allocated (or spent) for a particular programme. In effect, this means that the financial allocation for programmes related to mother-and-child health, the rehabilitation of girls and women in distress, and those for the development of sports and youth are a part of this analysis.

Data: Sources, Access and Analysis

Detailed Demands for Grants: The Detailed Demands for Grants are, as the very name suggests, details of budget allocation and expenditure under each head. The details of the Budget Estimates (BE) and the Revised Estimates (RE) of the previous year, the Budget Estimates of the Current financial year. The Actual Expenditure (AE) figures are available only in the alternate years, and the Detailed Demands for Grants has the figures for the year preceding the last financial year. For example the Detailed Demands for Grants for 2006-07 has AE for 2004-2005.

Estimates for expenditure are presented to the Indian Parliament as Demands for Grants. Generally, each ministry or department presents one Demands for Grant (DfG). However, large ministries or departments may present more than one Demand. Usually, each DfG includes the total provisions required for a service, which is followed by the estimates for expenditure under different major heads of account. These DfGs are submitted to the Lok Sabha along with the Annual Financial Statement.ⁱⁱⁱ **Detailed Demands for Grants (DDfGs)** follow the DfGs **after** the presentation of the Budget to the Parliament, **but before** the discussion on DfGs begins. The **Detailed Demands for Grants** show further details of the provisions included in the DfGs, and the actual expenditure during the previous year.^{iv}

Budget Estimates, Revised Estimates and Actual Expenditure: To understand budgets in India, one must look at three levels in the budgeting process – Budget Estimates (BE), Revised Estimates (RE) and Actual Expenditure (AE).

Budget Estimates are prepared by the estimating authorities in accordance with their assessment of financial requirements for the forthcoming year, keeping in view the actuals of the past years, the overall trend of expenditure in the current year, and the arrears of previous years.

Revised Estimates are prepared during the current financial year, **before** the Budget Estimates of the forthcoming year; Revised Estimates are therefore, a stage more complicated in the Indian context. The preparation of RE for the year 2006-07

for example (on the basis of expenditure trends in the first six to seven months of the year), precedes the preparation of BE for the year 2007-08. To extend the example, RE for the year 2006-07 would be based on the latest figures available of actual expenditure incurred during 2006-07, actual expenditure incurred during 2005-06 and also during the past few years. RE in this case would also be based on appropriations or re-appropriations already ordered or which are contemplated during the remaining part of the year, and any sanction to expenditure already issued or proposed to be issued during the remaining part of the year.

Actual Expenditure (AE) figures are available after the final accounts have been submitted to the Union government. AE for the year 2006-07, for example, will be available to the public only at the end of the year 2008-09.

Seen as a whole, the presentation of BE, RE and AE reflect the government's announcement of intent, the maintenance of this intent, and the implementation of this intent. An analysis of the changes that occur from one level to another – in terms of BE, RE and AE – is quite revealing, and therefore necessary to understand in any particular annual budget.

An analysis of the difference between the Estimates and the Actual Expenditure shows how much of the budget has been spent in a given financial year. The reasons for under-utilization/under-spending of the Budget Estimates or Revised Estimates can be many. This study does not go into the finer details of those reasons. It concentrates only on the budget as a commitment to children and the trends arising thereof. Some attempt has been made to seek reasons from the Comptroller and Auditor General's (CAG) Reports; the Appropriation Accounts of the Accountant General of India and the Performance Budgets brought out by the Ministries and Departments. However, it is not always possible to trace the reasons.

Plan and Non-Plan: The terms Plan and Non-Plan refer to the five-year financial plan period of the Union government. All expenditure (estimated or actually spent) spelt out in a particular Plan (i.e. a five-year plan) is called Plan Expenditure (PE), which is subsequently divided into yearly plans. In other words, Plan Expenditure is a part of the total expenditure meant to be utilized in the implementation of the schemes and programmes framed in a given Five-year Plan. PE also includes the amount to be incurred on the unfinished tasks of previous Plans.

Any expenditure incurred or to be incurred by the Union government, and which has not been set out as part of the Plan, is called Non-Plan Expenditure. In the Union Budget of 2006-07 for instance, Rs 1,72,728 crore was presented as Plan Expenditure, while Non-Plan Expenditure was presented at Rs 3,91,263 crore. In addition, when a particular programme in a given Plan completes its duration, the recurring expenses on the assets created and staff recruited in the future, are not regarded as Plan Expenditure. If such a programme continues beyond a given Plan, all expenses incurred for it are included in Non-Plan Expenditure. This study covers both Plan and Non-Plan Expenditure of the Union government.

Data analysis has been presented sector-wise – within the budget meant for children – and as percentage of the total Union Budget.

In the Union Budget, GoI has been making a separate allocation for the North-East and Sikkim as a regular practice. Up until 2005-06 however, this separate allocation was presented as a consolidated amount, with no indication of specific amounts to be utilized for children. Consequently, we have not included this amount in our study. Since 2006-07 however, the Detailed Demands for Grants (for the North- East and Sikkim) provide a break-up of the intended allocation and expenditure. For one year therefore, the component of the budget related to children has been included

Limitations of the Study

Unpacking budget data is tedious and sometimes even confusing. Budget data is available in the Expenditure Budgets presented with the Finance Bill. They carry programme/scheme wise information on allocation. This is the first level of data

collection and analysis as soon as the Budget is presented. However, the figures in the Expenditure Budget (Volume II) do not always match those in the Detailed Demands for Grants, or even between two years. For example, in the data provided in 2002-03, the BE of 2001-02 for the Ministry of Social Justice and Empowerment did not match the BE figures in the 2001-02 document. Even while analysing figures in the Detailed Demands for Grants, some schemes in a given year may not be indicated, while they were indicated in the previous year. This is perhaps due to merger of programmes, or closure of programmes, or shift in the Demand Number (meaning it has been shifted to another department). This leads to tremendous confusion and also huge efforts to trace the data. Explanations are sometimes available, but not always.

A major constraint in conducting research for this study was that the data available from multiple sources – for the same programme – was often contradictory. Ascertaining authentic data from inauthentic data becomes virtually impossible when all of the data being sourced is from the government, and is therefore, supposed to be authentic. At the same time, such a situation points towards the lack of coordination between various departments and ministries, and introduces skepticism in the mind of the intelligent researcher or reader.

Children and the Union Budget

The Union Government of India and each of its state governments prepare and present a budget every year, approximately a month in advance of a new financial year, which begins on April 1 and ends on March 31 of the following calendar year. While the annual Union Budget addresses country-wide fiscal planning, a particular state budget is restricted to fiscal plans within its geographical and political limits. Whether at the level of the Union Government or that of a particular Indian state, the annual budget is meant to reflect the government's commitment to all its citizens, including children.

As part of its responsibility of formulating development programmes that address the needs of Indian citizens, the Union Budget makes specific or special commitments for the benefit of the country's children. While some of these are implemented at the national level, others are carried out by the respective state governments, through Centrally-Sponsored Schemes (CSS) or state-specific programmes or schemes. Examples of CSS are programmes such as the Sarva Shiksha Abhiyaan (SSA), the Reproductive and Child Health Programme (RCH), and the Integrated Child Development Services (ICDS). State programmes include the Area Intensive Programme for Educationally Backward Minorities, the Supply of Science Kits to Upper Primary Schools, and the Institute of Paediatrics, Cuttack, in Orissa.

Regular analysis and monitoring of the Union Budget – in so far as it makes specific and special allocations for the benefit of children – enables us, first of all, to observe the match and mismatch between rhetoric and reality.

More specifically, such analysis helps the average, educated and intelligent citizen to assess the extent to which the policy and programme commitments made, and the goals set by the government in power are translated into financial commitments and the effective utilization of resources.

“At the beginning of each (financial) year, (the) budget is the most important document, as 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...the figures speak for themselves, much more than verbose explanations....”^v

Two key questions that underpin our analysis are: Do the allocations made for the benefit of India's children in the Union Budget – during each financial year of the period under consideration – genuinely reflect the needs of the country's children? And does the actual expenditure at the end of each year do justice to the financial planning in place?

At the very outset, it is worth observing that the ideology of one government may be very different from that of another, but their rhetoric with respect to what they promise – for the children of the nation for instance – remains much the same.

BOX 3

RHETORIC SELLS !

“An integrated National Education Programme – the Sarva Siksha Abhiyan has been launched for universalising elementary education and a National Mission constituted with the Prime Minister as Chairman. The programme aims to provide eight years of quality elementary education for all children upto the age of 14 years in a Mission mode with a thrust on community ownership, disadvantaged group and girls’ quality education and alternative modes of education.”

Shri Yashwant Sinha, Budget Speech, 2001-02

“...Education is the central vein of our ‘life-time concerns’. Therefore, at the level of the citizen taxpayers, as a first step education expenses up to Rs.12,000 per child for two children, will be made eligible for rebate under Section 88 of the Income Tax Act....Let me end, Mr. Speaker, by reiterating that this Budget is of an “India that is on the move.” An India, that now rapidly advances to prosperity. It is about an India that banishes poverty, and builds on its great resource base, the strength of its human capital and the immense reservoir of its knowledge.”

Shri Jaswant Singh, Budget Speech, 2003-04

“...We hold that economic development is not about economics alone, it is always, simultaneously, a political statement too, for ‘development’ devoid of compassion is a misnomer. Of course, growth statistics are very important; they are vital inputs, but they must also be the indices that assist us in designing distributive justice. It is for this reason that ‘gross national contentment’ is so important, as the catalyst that motivates redoubled national endeavour. ...”

Shri Jaswant Singh, Budget Speech, February 2004-2005

“The poor want basic education for their children: we shall provide it, and we shall make sure that the child remains in school for at least eight years. We shall also make sure that the child is not hungry while she or he is at school. The poor want drinking water: we shall ensure that every habitation has an assured source of drinking water. The poor want basic health care, medicines at fair prices and a doctor within a reasonable distance: we shall ensure that the public health system has adequate human and financial resources to provide basic medical care.”

Shri P Chidambaram, Budget Speech, July 2004-05

“India is not a poor country, yet a significant proportion of our people are poor. Poverty is not only income poverty. Other indicators of poverty are illiteracy, disease, infant mortality, malnutrition, absence of skills and unemployment. The whole purpose of democratic government is to eliminate poverty and give to every citizen the opportunity to be educated, to learn a skill and to be gainfully employed. The Government holds that it is its sacred duty to empower the poor and eliminate the scourge of poverty.”

Shri P Chidambaram, Budget Speech, 2005-06

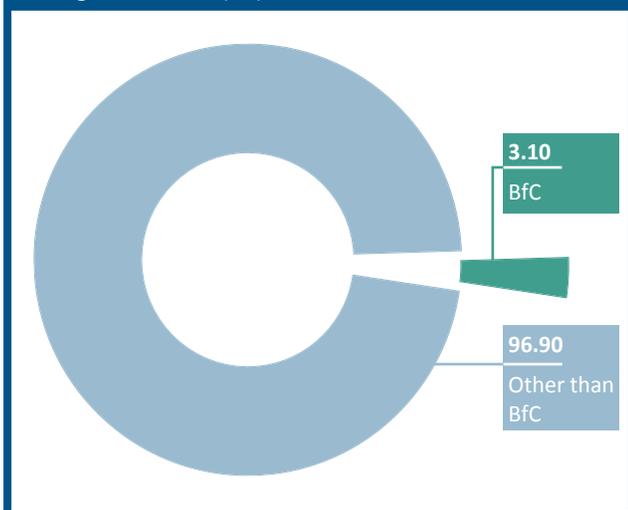
BfC in India-An Overview

When the Union Budget is seen as a whole over the seven-year period – 2000-01 to 2006-07 – with a focus on children, there is one fact that stands out. Allocation for the country’s children has been a mere 3.10 per cent, on an average, of the total Union Budget.

Table 1: BfC as percentage of Union Budget

	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	Average
BE	2.4	2.3	2.4	2.5	2.8	4.1	5.2	3.1
RE	2.1	2.2	2.1	2.2	2.8	4.2		2.6
AE	2.1	2.2	2.2	2.3	3.0			2.4

Figure 1 BfC as percentage of Union Budget
Average Allocation (BE) 2000-01 to 2006-07



Of every Rs 100 in the Union Budget, only Rs 3.10 on an average, has been allocated for children from 2000-01 to 2006-07

An increase of more than one per cent is recorded in only two financial years during the seven-year period. In 2005-06, the budget for children moved up to 4.1 per cent of the Union Budget, and in 2006-07 it increased to 5.1 per cent. The average for the seven-year period however, stands at 3.10 per cent.

The years 2000-01 to 2003-04 reveal another major point of concern. Consistently, Actual Expenditure over these four years has been less than Budget Estimates. In 2004-05, AE is negligibly higher than BE; and for the following two years of course, AE figures are not available.

The Union Budget, the Social Sector and Children

From another perspective, let us see how much has been spent on the social sector from within the Union Budget. From 2000-01 to 2004-05, social sector expenditure stands at an average of 10.81 per cent of the entire budget. And from the social sector, children have received an average of 22.38 per cent during these five years.

Table 2: Union Budget, Social Sector Expenditure (SSE) and AE in BfC

In Rs. Crore and Percentage					
Year	Union Budget Expenditure** (Rs Crore)	Social Sector Expenditure* (Rs Crore)	AE in BfC (Rs Crore)	SSE as percentage of Union Budget (Per Cent)	BfC as percentage of SSE (Per cent)
2000-01	325592	34521	6962	10.60	20.17
2001-02	362310	39736	7988	10.97	20.10
2002-03	413248	46409	9284	11.23	20.00
2003-04	471203	49287	11076	10.46	22.47
2004-05	498252	53864	14771	10.81	27.42
Average	414121	44763.4	10016.2	10.81	22.38

Sources: Economic Survey 2006 and 2005, Social Sector, Chapter 10, Ministry of Finance, Government of India

Note: *Social Sector = Social service + Rural Development + Pradhan Mantri Gramodya Yojana+ Pradhan Mantri Gram Sadak Yojana

** Trends in expenditure, Expenditure Volume I, 2007-08

While figures for the past two years (2005-06 to 2006-07) were unavailable until March 2007, it is important to question the current percentage of Social Sector Expenditure in India as a whole. When the poverty line marker is as low as Rs 10 per person per day, and 30 crore people in the country are still below the poverty line, is the social sector expenditure – at 10.81 per cent – adequate on the most basic level?

Besides, if overall social sector spending were to increase substantially according to the needs of the Indian context, it would be logical to assume a higher allocation for children.

BOX 4

PUNCTURED PROMISES

“The major eight programmes showcased as the ‘flagship’ of the United Progressive Alliance (UPA) Government ranging from Integrated Child Development Services to Jawaharlal Nehru National Urban Renewal Mission, the percentage increase is 43.2 but in terms of money allocated the total increase is only Rs. 15, 800 crore. This is far short of the promises made in the Common Minimum Programme (CMP) in which expenditures on just health and education, amounting to 3 per cent and 6 per cent of GDP respectively, would require much more than what was given for all eight programmes.”

Brinda Karat. Some questions raised by the Budget. The Hindu. Tuesday, 7 March 2006

Allocation and Expenditure: BE, RE, and AE

With respect to children, Budget Estimates have shown a 7.5 to 60 per cent annual growth in the seven-year period, even though this growth has not been consistent year after year. The rate of change is particularly noteworthy in 2005-06, when it moves up by 60.13 per cent. A significant upward trend – of 40.59 per cent – continues in 2006-07.

Table 3: Annual Rate of Change in BE, RE and AE in BfC

In Rs. Crore and Percentage						
Year	BE (Rs Crore)	RE (Rs Crore)	AE (Rs Crore)	BE (Per cent)	RE (Per cent)	AE Per cent
2000-01	8086.37	7108.12	6962.16			
2001-02	8701.56	8087.88	7988.02	7.61	13.78	13.59
2002-03	10015.79	8540.84	9284.17	15.10	5.60	17.40
2003-04	10958.73	10553.37	11076.05	9.41	23.56	19.30
2004-05	13117.54	14001.73	14770.90	19.70	32.68	33.36
2005-06	21004.94	21442.20	N.A	60.13	53.14	NA
2006-07	29530.10	N.A	N.A	40.59	NA	NA

Sources: Detailed Demands for Grants, Ministry of HRD, Ministry of SJ&E, Ministry of Labour, Ministry of Health and Family Welfare and Ministry of Women and Child Development (2000-01 to 2006-07)

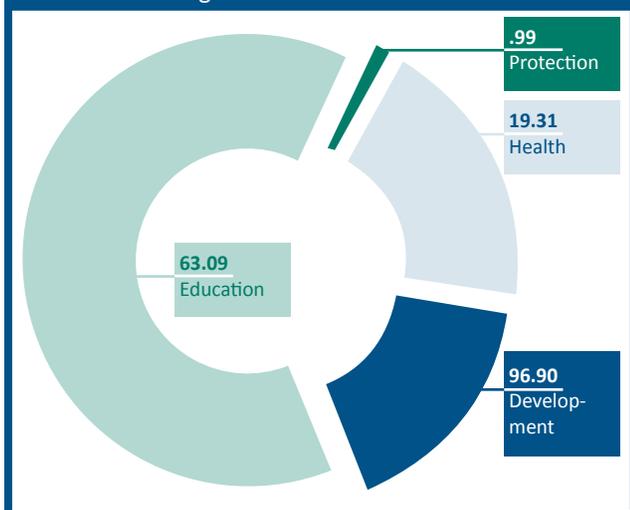
While the positive change in the past two years reflects the government’s changing priorities towards children, it must be seen that AE in the years 2000-01 to 2002-03 is considerably less than BE. Generally, the difference in BE to RE and AE is an indication of the performance of schemes in all sectors. Besides revealing the gaps between commitment and implementation, the difference in estimates and expenditure is also a self-explanatory comment on the planning process.

An upward change in BE over the seven-year period provokes the following question. If the year-on-year rate of inflation is taken into account, would the annual rate of change in the Budget Estimates for children have any significant impact on the ground?

BfC in India – Sectoral Allocation

Let us now focus on sectoral allocation within the budget for children. The following pie-chart (figure 2) shows the division of financial resources provided for children in the seven-year period.

Figure 2: Sectoral Allocation (BE) in percentage, within BfC Average: 2000-01 to 2006-07



Of every Rs 100 within the budget for children, Rs 63.09 has been provided for education, Rs 19.31 for health, Rs 16.62 for development and 0.99 paise for protection.

While table 3 shows the annual rate of change in terms of the overall budget for children in BE, RE and AE, table 4 presents the annual rate of change in the four different sectors within the budget for children.

The most striking factor here is that Budget Estimates for children as a whole, record an average growth of 25.4 per cent over the seven-year period. Within BfC, there is a growth of 18 per cent in the health sector and 18.3 per cent in protection. The development and education sectors record an average growth of 27.3 and 28.2 respectively.

At first glance, this growth appears to be fairly impressive. Closer scrutiny however, reveals several unpalatable details. For instance, in 2001-02, 2002-03 and 2004-05, allocation for three sectors of the budget for children was actually reduced significantly.

In 2001-02, Budget Estimates for the health sector were reduced by 4 per cent in comparison to the previous year. In 2003-04, the protection sector shows a negative annual growth of 7.2 per cent. And the development sector records a reduction of as much as 8.4 per cent in 2004-05. Could there possibly be a satisfactory explanation for the reduction on all three counts?

Table 4: Annual Rate of Change in Sectoral Allocation (BE) within BfC

In Per cent					
Year	BfC	Development	Health	Protection	Education
2001-02	7.6	25.8	-4.0	40.8	7.0
2002-03	15.1	20.5	17.6	36.5	12.3
2003-04	9.4	19.6	5.4	-7.2	8.1
2004-05	19.7	-8.4	41.5	16.1	22.0
2005-06	60.1	68.2	27.0	10.6	72.1
2006-07	40.6	38.0	20.5	12.8	47.4
Average	25.4	27.3	18.0	18.3	28.2

Sources: Detailed Demands for Grants, Ministry of HRD, Ministry of SJ&E, Ministry of Labour, Ministry of Health and Family Welfare and Ministry of Women and Child Development (2000-01 to 2006-07)

An average growth of 25.4 in the overall budget for children is primarily due to increased allocation for the education and development sectors in 2005-06 and 2006-07. Increased allocation in this case is directly related to Sarva Shiksha Abhiyan, the Mid-day meal scheme and ICDS; and the increase followed an amendment to the Constitution, large-scale public protests and the orders of the Supreme Court .^{vi}

Several critical points need to be considered here. When allocation is increased mainly through flagship programmes and schemes, it serves to demonstrate the commitment of the government towards children. But it does not necessarily result in overall benefit to children. For that to happen, a consistent increase in allocation for all sectors related to children is a basic requirement.

Table 6 shows that children’s health and protection needs have been largely neglected during the period of this study. In the wider context of poverty, disease-prevalence, malnutrition, high mortality and the increase in the number of children coming into conflict with the law, can the neglect of children’s health and protection requirements – in financial terms – be justified?

Given that the total financial allocation for the benefit of the country’s children is itself highly inadequate, under-utilization of these resources reveals problems of a graver nature. Across the four sectors within BfC, under-spending stands at an average of 1.57 per cent during the period of study for which figures are available. But this apparently small percentage hides the real story.

The education and development sectors show a small percentage of over-spending, AE over BE. The protection sector, which gets 3 paise out of every Rs 100 in the Union Budget, presents an under-spending of 15.23 per cent.

Table 5: Average Sectoral difference within BfC BE, RE and AE

In Per cent			
Year	AE-BE	RE-BE	AE-RE
Education	4.90	0.42	4.46
Development	2.80	-4.65	7.89
Health	-22.41	-20.04	-2.97
Protection	-15.23	-11.21	-4.52

The health sector, with the least average annual growth, shows maximum under-spending at 22.41 per cent, AE to BE. Further scrutiny of government documents reveals that this has happened primarily due to under-spending (22.27 per cent) in the RCH programme, which includes the National Immunization Programme. Not insignificantly, the RCH programme gets an average of 95 per cent of the resources provided for children’s health.

Table 6: Sectoral Allocation in BfC as percentage of Union Budget

In Per cent					
Year	Health	Development	Education	Protection	BfC
2000-01	0.54	0.36	1.47	0.02	2.39
2001-02	0.47	0.41	1.41	0.03	2.32
2002-03	0.51	0.45	1.45	0.04	2.44
2003-04	0.50	0.50	1.47	0.03	2.50
2004-05	0.65	0.42	1.64	0.03	2.75
2005-06	0.76	0.66	2.63	0.03	4.08
2006-07	0.84	0.83	3.53	0.04	5.24
Average	0.61	0.52	1.94	0.03	3.10

Table 7: Sectoral Expenditure (AE) in BfC as percentage of Union Budget

In Per cent					
Year	Health	Development	Education	Protection	BfC
2000-01	0.38	0.39	1.34	0.02	2.14
2001-02	0.37	0.43	1.39	0.03	2.20
2002-03	0.35	0.48	1.40	0.03	2.25
2003-04	0.40	0.41	1.51	0.02	2.35
2004-05	0.52	0.46	1.96	0.03	2.96
Average	0.41	0.44	1.55	0.03	2.42

To put the overall budget for children into perspective, it is worthwhile at this stage, to look at the sectoral allocation (BE) in comparison with sectoral expenditure (AE) in BfC as part of the Union Budget. Read in comparison, tables 6 and 7 show under-spending in each of the four BfC sectors. The significance of under-utilization of resources is immense in real terms, but the reasons are very far indeed, from being satisfactory.

Against an average allocation (BE) of Rs 3.10 per Rs 100 of the Union Budget, Actual Expenditure is a mere Rs 2.42.

External Aid

The component of external aid (EA) is an important consideration in the process of analysing and monitoring the financial resources provided for children by the Government of India.

In BfC, this component is visible in the Detailed Demands for Grants for the sectors of health, education and development. However, the extent of external aid received by the government for child labour related programmes – through the Indo-US project and ILO – is not reflected in the Union Budget documents. In effect, this means that the external aid component in the protection sector, which includes child labour, could not be accessed and hence could not be included in this analysis (Table 9).

Table 8 presents the external aid figures in BE, RE and AE pertaining to BfC over a period of five years (2000-01 to 2004-05). On an average, 24.10 per cent of the allocation made for children was externally aided. It is crucial to note that EA formed a sizeable percentage of BfC during the 1990s as well. Between 1991-92 and 1998-99 for instance, external aid made up 13.4 to 28.7 per cent of the budget for children.^{vii} And in the time-frame of the current study, EA in BfC increased consistently in the first four years. In 2000-01 it was 19.18 per cent of BfC and in 2003-04 it touched a high of 28.40 per cent. Although it decreased by about one per cent in the following year and dropped further by 5.39 per cent in 2005-06, EA continues to be a significant portion of BfC. (Table 9).

Additionally, if the allocation in the protection sector of BfC were to be taken into consideration, it would necessarily register an overall increase in the EA component within the budget for children.

During the period of the study, Budget Estimates of the EA component have risen dramatically – a 155.12 per cent increase from 2000-01 to 2005-06. Actual Expenditure figures show an even higher reach – a 288.2 per cent increase in EA from 2000-01 to 2004-05.

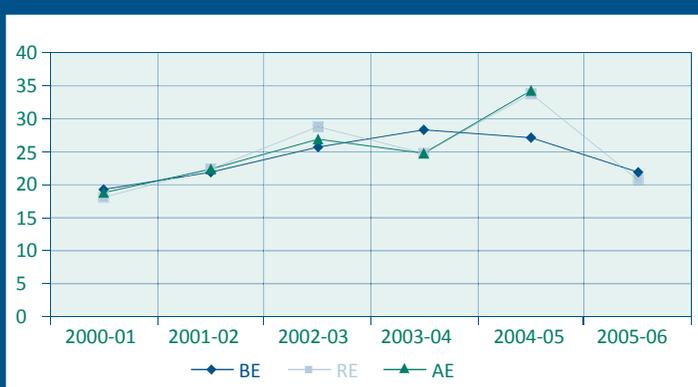
Table 8: External Aid Component in BfC

In Rs. Crore			
Year	BE	RE	AE
2000-01	1551.22	1280.02	1307.12
2001-02	1911.25	1812.19	1766.67
2002-03	2587.05	2454.06	2504.61
2003-04	3112.21	2611.39	2743.14
2004-05	3573.53	4736.38	5074.59
Average	2547.05	2578.89	2679.226
2005-06	4589.10	4460.26	NA

Sources: Appendix – IX-B, Detailed Demands for Grants, Ministry of Human Resource Development, Year 2000-01 to 2006-07
Detailed Demands for Grants, Ministry of Health and Family Welfare and Ministry of Women and Child Development (Earlier known as Department of Women and Child Development), Year 2000-01 to 2006-07

* Actual Expenditure of External Aid on Education is not available for the year 2004-05.

Figure 3: External Aid Component in BfC



Sector-wise, health programmes have received maximum external aid – as much as 69.68 per cent in 2004-05, and an average of 50.95 per cent in six years. A considerable amount for this sector came for the strengthening of the National Immunization Programme as well as RCH as a whole. On the other hand, the education and development sectors have had an average external aid component of 18.99 and 11.40 per cent respectively.

What needs to be seen here is that all the flagship programmes for children in India are highly dependent on external aid that comes in the form of soft loans or grants.^{viii} These include SSA, RCH and ICDS in the education, health and development sectors of BfC respectively.

This high dependence on external financing has to be weighed against the fact that debt servicing, as a proportion of gross external receipts, is 10 per cent; and India stood eighth among the 10 debtor countries in 2004. Although it has become generally acceptable for countries to draw and attract all available resources for funding education, health and development programmes – including external aid – such dependence is scarcely sustainable in the long-term.

Besides, dependence on external aid carries with it the threat of sanctions, withdrawal of funds or abrupt changes in global priorities of funding, which in turn, can have a drastic impact on the delivery of services and the performance of the programmes.

External financing brings in other problems as well. As far back as 1999, a national committee highlighted some of these with regard to the education sector of BfC (box 5). These concerns apply to the other sectors too.

Table 9: Sectoral Allocation of External Aid (BE) in BfC

In Per cent				
Year	Development	Health	Education	BfC
2000-01	12.45	18.58	21.35	19.18
2001-02	11.63	30.31	22.61	21.96
2002-03	13.38	40.76	25.12	25.83
2003-04	21.45	56.15	21.97	28.40
2004-05	11.12	69.68	15.25	27.24
2005-06	3.49	63.11	14.77	21.85
Average	11.40	50.95	18.99	24.10

BOX 5

WHAT HARM CAN EXTERNAL AID DO?

It has been found, however, that the induction of international assistance sometimes results in several problems in implementation:

- 1) As there is some flexibility in the operation of the foreign assisted programmes, these are more popular.
- 2) The foreign funding agencies insist that the projects assisted by them should be operated by separate agencies headed by separate co-ordinators at central and state level, and this creates a diarchy right in the middle of any programme of this country.
- 3) Highly paid consultants, high wages, access to perquisites like cars, computers, foreign tours etc. for individuals working in foreign funded projects lead to bad blood among colleagues and affect the working environment and output negatively.
- 4) At the district level, education department officials get sidelined in the discussions while the collectors and officials of foreign funded programmes take an active role.

(Based on the Report of the National Committee of State Education Ministers Under The Chairmanship Of the Minister of Human Resource Development. "To Develop The Structure And Outlines Of Implementing Universal Elementary Education In A Mission Mode". July, 1999. MHRD GOI.)

BfC in India – Development Sector

The Department of Women and Child Development of the Ministry of Human Resource Development has been the nodal agency for child development in the Union Government. Since 2006, this department has become the Ministry of Women and Child Development.

As far as the development sector in BfC is concerned, this analysis pertains to the budgetary allocations made and expenditure incurred by the Department (or Ministry) of Women and Child Development, and the Ministry of Youth Affairs and Sports because some of the programmes of this ministry contribute to the development and growth of children. (See annexure 1 for details of schemes and programmes.)

The Census of India 2001 estimates the population of children under six years to be 16.4 crore or 16 per cent of India's total population. The programmes and schemes of the development sector of BfC are supposed to benefit this all-important and most vulnerable section of the country's children.

Child-focused research across the world – over the past few decades – has stressed on the importance of providing adequate care to young children in the process of enabling healthy growth and development. And the provision of childcare is of course, directly linked to the health of the mother, her work-pattern and the space created for older siblings (within a family) to attend school.

Figure 4: Development Sector Allocation (BE) within BfC Average for 2000-01 to 2006-07

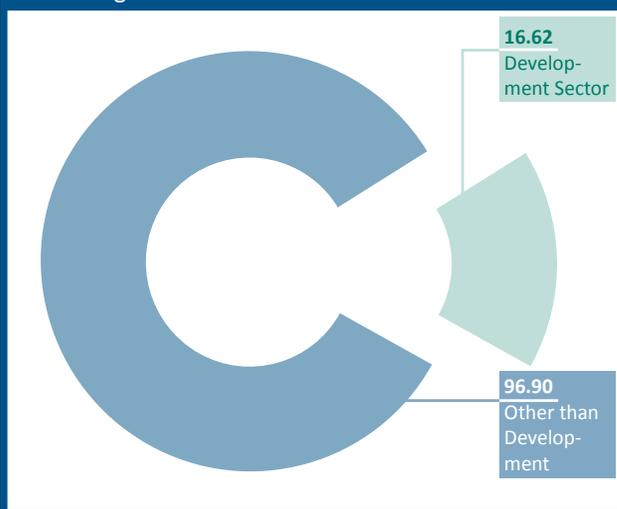


Table 10: Allocation for Development Sector within BfC, as percentage of Union Budget

In Per cent								
	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	Average
BE	0.358	0.407	0.448	0.501	0.421	0.659	0.829	0.518
RE	0.343	0.425	0.437	0.388	0.402	0.668	N. A.	0.444
AE	0.388	0.426	0.478	0.415	0.462	N. A.	N. A.	0.434

Table 11: BE, RE and AE in Development Sector of BfC

In Rs Crore			
YEAR	BE	RE	AE
2000-01	1212.64	1150.25	1261.84
2001-02	1525.68	1548.27	1545.46
2002-03	1838.18	1764.83	1978.11
2003-04	2199.17	1838.60	1955.56
2004-05	2013.37	2033.71	2301.03
Average	1757.81	1667.13	1808.4
2005-06	3387.42	3398.56	N. A.
2006-07	4674.67	N. A.	N. A.

Sources: Detailed demand for Grants (2000-01 to 2006-07), Ministry of Women and Child Development Actual Expenditure for the year 2005-06 and 2006-07 – not available Revised Expenditure for the year 2006-07 – not available

Table 12: Integrated Child Development Scheme (ICDS) *

In Rs Crore			
YEAR	BE	RE	AE
2000-01	1150.0000	1095.0000	1207.8120
2001-02	1458.0000	1492.5400	1496.8543
2002-03	1792.7200	1726.7200	1942.6315
2003-04	2120.8200	1801.4600	1921.3144
2004-05	1947.4400	1934.4000	2219.2733
2005-06	3315.2500	3325.8900	N. A.
2006-07	4543.0000	N. A.	N. A.

*ICDS + World Bank ICDS + ICDS Training

Over the seven-year period of study, allocation (BE) for the development sector stands at an average of 0.52 per cent of the Union Budget. Within BfC, the development sector receives an average of 16.62 per cent. (Figure 4)

It would be pertinent here, to examine a few further details of allocation and expenditure in the development sector of BfC, through tables 4 and 11.

As table 4 shows, the average annual growth in the development sector was 27.3 per cent. The year 2005-06 stands out because it recorded a seemingly impressive upward jump of 68.2 over the previous year. But this apparently impressive figure requires closer scrutiny.

From 2000-01 to 2003-04 (table 4), the average annual growth was 22 per cent. In the year 2004-05, there was a negative growth of 8.4 per cent. The following year records a 68.2 per cent jump. If the downward trend of 2004-05 is taken into account, the actual growth in 2005-06 is about half of what has been recorded!

“Far too many children in our country continue to suffer from malnutrition. Accordingly, the Prime Minister announced a National Nutrition Mission in his Independence Day speech on August 15, 2001. Under this Mission food grains at subsidised rates would be made available to adolescent girls and expectant and nursing mothers belonging to below poverty line families through the ICDS structure. “

Shri Yashwant Sinha, Budget Speech 2002-03

“The universalization of the Integrated Child Development Services (ICDS) scheme is overdue. It is my intention to ensure that, in every settlement, there is a functional anganwadi that provides full coverage for all children. As on date there are 6,49,000 anganwadi centres. I propose to expand the ICDS scheme and create 1,88,168 additional centres that are required as per the existing population norms. Forty seven per cent of children in the age group 0-3 are reportedly underweight. Supplementary nutrition is an integral part of the ICDS scheme. I propose to double the supplementary nutrition norms and share one-half of the States’ costs for this purpose. I also propose to increase the allocation for ICDS from Rs.1,623 crore in BE 2004-05 to Rs.3,142 crore in BE 2005-06.”

Shri P Chidambaram, Budget Speech 2005-06

Currently, the ICDS scheme – which was launched in 1975 – is the largest programme through which funds are released for child development. As much as 95 per cent of the development sector budget goes into ICDS. A comparison between tables 11 and 12 makes this amply clear.

While larger allocation for child development obviously augurs well for the country’s children, do its benefits actually reach the intended section? Boxes 6 and 7 illustrate a few of the major impediments related to the development sector of BfC.

BOX 6

ICDS – INTEGRATED OR INADEQUATE?

Yet, even after 30 years of its existence, ICDS still fails to reach every poor young child. Services under the ICDS scheme presently cover only 3.41 crore children in the age group 0-6 years (as on 31.3.2004), which is around 22% of the total children in that age group. Supplementary nutrition too is currently provided to 3.4 crore children, as opposed to 16 crore children. Of these 53% were reported to be undernourished*. The coverage of settlements is also highly inadequate: there are only 6 lakh anganwadis in the country, compared with an estimated 17 lakh required for universal coverage based on existing norms (see Annexure for details)**.

Source: *Rajya Sabha Starred Question no. 13, Budget Session of Parliament, 5 July 2004.

**Recommendations on ICDS. (based on deliberations of the National Advisory Council on 28 August 2004) and the Annual Report 2003-04, Department of Women and Child Development, Ministry of Human Resource Development, Government of India

BOX 7

CHILD DEVELOPMENT: LOST IN BRANDING

“Rajiv Gandhi National Creche Scheme for the Children of Working Mothers was launched with effect from 1st January 2006 after merging the National Creche Fund and the Scheme of Assistance to Voluntary Organizations for Creche for Working and Ailing Women’s Children. The new scheme provides improved services and enhanced financial allotments besides increasing the number of crèches in the country. The financial norms have been revised from Rs. 18,480/- to Rs. 42,384/- per crèche per annum. It has been decided to set up 14,719 new crèches by the end of Tenth Plan. Eligibility criteria for those entitled to availing services under the new Scheme have also been enhanced from Rs. 1800/- to Rs. 12,000/- per month.

The allocation for BE 2006-2007 has been enhanced to Rs. 81.00 crore for setting up of proposed crèches by the end of Tenth Plan across the country and for meeting expenditure required on enhanced norms. Against an allocation of Rs. 31.50 crore in 2005-2006 Rs. 28.50 crore were utilized. The Committee would, however, like to point out that upto 31st December, 2005, utilization figures stood at Rs. 10.03 crores. However, thereafter, in the last quarter of the year, Rs. 18.47 crore were released. The Committee is not happy with this uneven spread of fund allocation. Besides, the Committee is also constrained to observe that allocation meant for NE states has remained under-utilised during the last few years, with nil expenditure reported during 2004-05 and 2005-06. The Committee may be apprised of the reasons for non-utilisation of funds in NE region.”

The Department-Related Parliamentary Standing Committee On Human Resource Development Hundred Seventy - Fifth Report On Demands For Grants 2006-2007 (Demand No. 57) Of The Ministry Of Department Of Women And Child Development

The average increase of 27.3 per cent (BE) in the development sector of BfC as shown in table 4 is directly linked to larger allocations for the following schemes, programmes and institutions:

- NIPCCD – Rs 0.80 crore in 2000-01 to Rs 12.30 crore in 2006-07.
- Creches and Day Care Centres and National Fund for Child Care Services – Rs 18.51 crore in 2000-01 to Rs 41 crore in 2005-06. In 2006, these schemes were merged along with the Scheme of Assistance to Voluntary Organisations for Working and Ailing Women’s Children into the Rajiv Gandhi National Creche Scheme. The earlier allocation of Rs 41.50 crore thereby rose to Rs 103 crore in 2006-07.
- ICDS – Rs 1,150 crore in 2000-01 to Rs 4,543 crore in 2006-07.

In view of the fact that the youngest among India’s children are the most neglected lot, it is important here to dwell briefly on the programmes and schemes that are operational for the under-six age group, even though some of these overlap with the health sector. Box 8 lists the schemes and reveals the inadequacy of both allocation and expenditure with respect to young children.

The ICDS scheme aims at improving the nutritional and health status of children below six years, and that of pregnant and lactating mothers within the vulnerable sections of society. Introduced in 33 projects on an experimental basis, the scheme was gradually expanded to 5,652 projects till the end of the 9th Plan. By July 31, 2005, a total of 5,632 projects with 7.41 lakh Anganwadi Centres had become operational. After that the scheme was further expanded to 467 projects and 1.88 lakh AWCs.

However, according to the government’s own estimates^{ix} given in its Annual Report, there was a shortfall of 10.7 lakh Anganwadis, as only 6.49 lakh Anganwadis were operational.

Although GoI has been directed – through the Supreme Court order of December 13, 2006 – to sanction and operationalize 14 lakh anganwadis by December 2008, the fact is that the substantially higher allocation for ICDS in 2005-06 and 2006-07 was clearly not enough to meet the projected requirements. Box 9 shows why.

BOX 8

BUDGET FOR THE YOUNG CHILD

The government is implementing seven 'schemes' for children under six:

- ICDS
- Early Childhood Education
- Rajiv Gandhi National Crèche Scheme,
- National Nutrition Mission ""
- Reproductive and Child Health*
- Strengthening of National Immunisation Programme and Polio Eradication*
- Child Adoption.

The low priority given to the young child becomes even more evident when funds are analysed as a percentage of the Union Budget. In 2006-07, only 1.66 per cent of the total funds available in the Union Budget were allocated for children under six. In 2000-01 it was as low as 0.88 per cent. Expenditures are usually even lower. From 2000-2005, the average expenditure on government schemes for the young child was only Rs. 208 per child per year. In 2004-05, only 0.95 per cent of the total Union Budget expenditure was spent on programmes relating to children under six. In 2000-01 it was as low as Rs. 151 per child (Rs. 2476 crores), and in 2004-05 it rose to Rs. 288 per child on these programmes (around Rs. 4724 crore only), which too is inadequate.

The cumulative expenditure on these seven programmes shows that in 2000-01 it was as low as 0.88 per cent. In 2006-07, it had risen to 1.66 per cent. The low priority given to the young child becomes even more evident when funds are analysed as a percentage of the union budget. In 2006-07, only 1.66 per cent of the total funds were allocated for children under six. In 2000-01 it was as low as 0.88 per cent. Expenditures are usually even lower. In 2004-05, only 0.95 per cent of the total union budget expenditure was spent on programmes relating to children under six.

*Discussed in detail in the chapter on health

A serious matter that often gets glossed over is the extent to which the under-utilization of funds prevents the benefits of financial allocation from reaching children. At the same time, it must be seen that under-utilization is not a simple matter to understand and unravel from budget-related documents. Table 13 for instance, shows that Actual Expenditure in the development sector exceeds Budget Estimates in four out of the five years for which figures are available (2000-01 to 2004-05). In apparent terms, this is good news. But the appropriation accounts of the Department of Women and Child Development for Grant no. 52 for 2002-03 indicate otherwise.

BOX 9

ICDS – 32 YEARS AND STILL CRAWLING

"At the present level of "unit costs" (expenditure per child), tripling the coverage of ICDS would involve raising central government expenditure on ICDS from Rs 1,600 crores to Rs 4,800 crores or so. However, expenditure per child needs to be raised, to improve the quality of ICDS services. For instance, the Commissioners of the Supreme Court have recommended doubling the expenditure norms for supplementary nutrition, at the very least. If unit costs are doubled across the board, as an essential first step towards improved quality, the overall resource requirements also double. Tripling the coverage and doubling unit costs would imply a six-fold increase in ICDS expenditure. As far as the central government is concerned, this would mean raising the annual budget allocation for ICDS from Rs 1,600 crores to Rs 9,600 crores per year. If this increase is spread over a period of two or three years, it is well within the realm of feasibility. Indeed, this is not a high price to pay to protect 15 crore children from hunger and disease."

Recommendations on ICDS, based on deliberations of the National Advisory Council on 28 August 2004

Table 13: Difference between BE, RE and AE in Development Sector of BfC

In Rs Crore and Percentage						
Year	RE-BE (Rs Crore)	RE-BE (Per cent)	AE-BE (Rs Crore)	AE-BE (Per cent)	AE-RE (Rs Crore)	AE-RE (Per cent)
2000-01	-62.39	-5.15	49.2026	4.06	111.59	9.70
2001-02	22.59	1.48	19.7785	1.23	-2.81	-0.18
2002-03	-21.93	-1.23	191.3477	10.7	213.28	12.08
2003-04	-360.57	-16.4	-243.6082	-11.08	116.96	6.36
2004-05	20.34	1.01	287.6699	14.23	267.33	13.14
Average	-80.39		60.8781		141.27	
2005-06	11.14	0.33	N. A.	N. A.	N. A.	N. A.

On the other hand, in 2003-04, Actual Expenditure was Rs 243.6 crore less than Budget Estimates – a significant amount which adds up to over 11 per cent of BE. Reasons for this can be traced to the slow pace at which projects became operational, and a large number of vacancies (that of ICDS functionaries), which remained unfilled by the states.

The Appropriation Accounts of the Department of Women and Child Development (Grant No. 52-2002-03) present differing reasons for non-utilization of funds under major heads of account. Further probing is likely to yield examples of poor implementation. Here are a few examples:

- **ICDS** – saving of Rs 367.59 lakh (against the sanctioned provision of Rs 750 lakh) was due to non-awarding of evaluation studies under ICDS scheme owing to non-receipt of National Council of Applied Economic Research Survey results. (Grant No.52-2002-03)
- **World Bank Assisted ICDS Training Programme** – saving of Rs 573.68 lakh (against the sanctioned provision of Rs 800 lakh) was due to availability of unspent balance with NIPCCD and non-receipt of claims in respect of foreign training and non-receipt of reimbursement bills from Union Territories without Legislature. (Grant No.52-2002-03)
- **Creches/Day Care Centres** – saving of Rs 313.26 lakh (against the sanctioned provision of Rs 2580 lakh) was due to availability of unspent balance with Indian Council for Child Welfare and Bhartiya-Admjati Sevak Sangh as on 1.04.2002 and non-revision of scheme norms on account of inadequate allotment in 10th Plan. (Grant No.52-2002-03)
- **National Institute of Public Co-operation and Child Development** – saving of Rs 349.75 lakh (against the sanctioned provision of Rs 1150 lakh) was due to non-finalisation of the proposal for selecting the land for construction of New Building for New NIPCCD Complex. (Grant No.52-2002-03)
- **National Commission for Children** – 150 lakh – due to non-introduction of the bill in Parliament to set up the Commission. (Grant No.59-2004-05)

External Aid

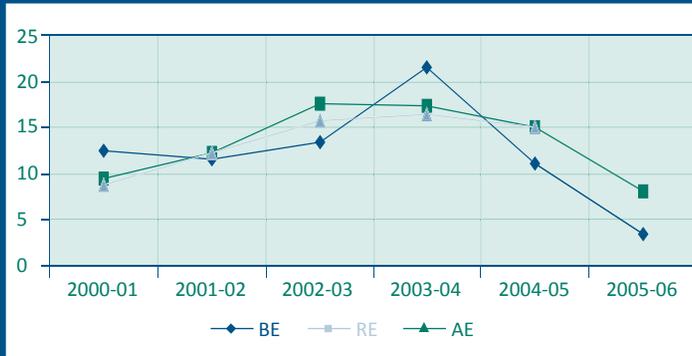
On an average, the extent of external aid in the development sector of the budget for children is 11.40 per cent (Table 9). ICDS is the only programme financed by external aid. In other words, the amount of external aid allocated for or spent by the ICDS programme, is the sum total of the external aid component in the development sector of BfC. Although there has been a considerable decrease in the percentage of external aid (BE) – from 12.45 per cent in 2000-01 to 3.49 per cent in 2005-06, the years in between show an erratic pattern. The highest percentage of external aid (21.45 per cent) was

Table 14: External Aid Component in Development Sector of BfC

In Rs Crore			
YEAR	BE	RE	AE
2000-01	151.00	109.20	110.87
2001-02	177.50	189.00	188.56
2002-03	246.04	309.26	309.61
2003-04	471.81	319.91	322.34
2004-05	223.87	307.73	345.08
2005-06	118.31	272.95	NA

Sources: Detailed Demands for Grants, Ministry of Women and Child Development (Earlier known as Department of Women and Child Development), Year 2000-01 to 2006-07

Figure 7: External Aid Component in Development Sector of BfC



allocated in 2003-04. Significantly, for three out of the five years for which figures are available – 2001-02, 2002-03 and 2004-05 – Actual Expenditure in the external aid component exceeds Budget Estimates.

BfC – The Health Sector

The country's nodal agency for health, the Ministry of Health and Family Welfare, has three departments. Of these, the Department of Health and the Department of Family Welfare have programmes and schemes related to children. The third department in the Ministry – Indian Systems of Medicine and Homoeopathy – is not relevant to this study.

It may be noted that most health services related to children are a state subject, and therefore, are meant to be implemented by individual states. However, there are several programmes and schemes launched at the central level, and it is these that are a part of our analysis. Health services that are provided to the public in general through existing infrastructure, such as a Public Health Centre – with no specific emphasis on children – are not included.

Of every Rs 100 allocated in the Union Budget, an average of 61 paise was provided for the health needs of the country's children.

During the seven-year period of study, allocation for children's health needs stands at an average of 0.61 per cent of the Union Budget. And by way of sector-wise allocation (BE), an average of 19.31 per cent has been provided for health within the budget for children.

BOX 10:

UNHEALTHY FACTS

- 2.5 million children die in India every year accounting for one in five deaths in the world, with girls being 50 per cent more likely to die. One in every five malnourished children in the world lives in India. About 1.6 lakh children are already infected by HIV/AIDS in the country. India has already witnessed a return of polio, and there are many more emerging diseases.
- India has the highest number of births and neonatal (first 28 days of birth) deaths in the world. Neonatal mortality (at 40 per 1000 live births [SRS 2002], constitutes 63 per cent of infant mortality and over 50 per cent of under-5 child mortality.

Figure 8 Allocation (BE) for Health Sector of BfC, as percentage of Union Budget Average: 2000-01 to 2006-07

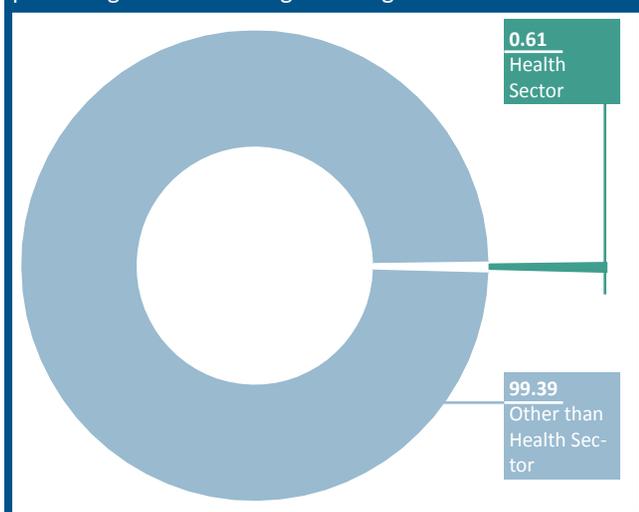


Figure 9 Health Sector Allocation (BE) within BfC. Average: 2000-01 to 2006-07

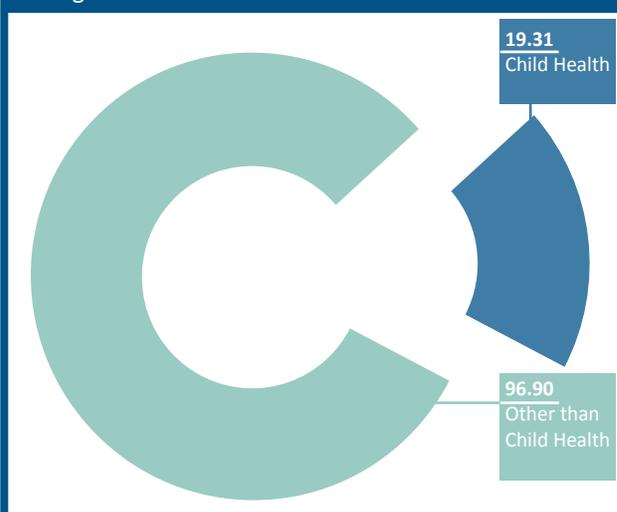


Table 15: Allocation for Health Sector of BfC as percentage of Union Budget

In Per cent								
	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	Average
BE	0.542	0.469	0.505	0.497	0.646	0.762	0.837	0.61
RE	0.428	0.405	0.356	0.366	0.526	0.836	N. A.	0.49
AE	0.389	0.366	0.345	0.402	0.517	N. A.	N. A.	0.40

There are several important factors that are preventing the healthy development of India's children. The very first of these is meagre allocation. The facts presented in Box 10 reveal the ocean-wide gap between the needs on-the-ground and the average annual allocation.

The second important factor is the overwhelming – and quite inexplicable – priorities given to certain schemes. Despite the fact that more than half the health sector allocation (within BfC) goes into immunization programmes, 46.4 per cent of children^x are yet to be immunized against vaccine-preventable diseases! What is more, most of the allocation for immunization programmes is channelled towards polio eradication. What this means is that polio eradication schemes are implemented in complete oblivion of the reality that children also need to be vaccinated against preventable diseases like tuberculosis, diphtheria, pertussis (whooping cough), measles and neonatal tetanus. Such short-sightedness apart, the past few years have shown worrisome setbacks in the targets for eradicating polio.^{xi}

Table 16: BE, RE and AE in Health Sector of BfC

In Rs Crore			
Year	BE	RE	AE
2000-01	1835.71	1435.25	1266.377
2001-02	1760.98	1474.605	1327.148
2002-03	2070.91	1436.82	1429.694
2003-04	2182.33	1737.63	1894.805
2004-05	3087.416	2661.487	2568.296
2005-06	3920.88	4250.7	N. A.
2006-07	4722.71	N. A.	N. A.

Sources: Detailed Demands for Grants, Ministry of Health and Family Welfare, Year 2000-01 to 2006-07

The third factor – perhaps the most crucial one in the current scenario – is to do with the serious under-utilization of financial resources.

A comparison between BE and RE (table 17) shows that in the five-year period from 2000-01 to 2004-05, the RE to BE negative difference ranges from Rs 286 crore to Rs 634 crore. In addition, during each of these years – except during

Table 17: Difference between BE, RE and AE in Health Sector of BfC

In Crore and Percentage						
Year	RE-BE (Rs Crore)	RE-BE (Per cent)	AE-BE (Rs Crore)	AE-BE (Per cent)	AE-RE (Rs Crore)	AE-RE (Per cent)
2000-01	-400.46	-21.82	-569.34	-31.01	-168.87	-11.77
2001-02	-286.38	-16.26	-433.83	-24.64	-147.46	-9.1
2002-03	-634.09	-30.62	-641.22	-30.96	-7.13	-0.41
2003-04	-444.70	-20.38	-287.50	-13.17	157.17	9.05
2004-05	-425.93	-13.80	-519.12	-16.81	-93.19	-3.5
Average	-438.31		-490.20		-114.76	
2005-06	329.82	8.41	N. A.	N. A.	N. A.	N. A.

2003-04 – AE is considerably lower than RE. It also needs to be seen that in the year 2003-04, despite the fact that AE is higher than RE, Actual Expenditure is Rs 287.53 crore less than the Budget Estimates.

In terms of percentage, table 17 shows that the AE-BE negative difference – in the years 2000-01 to 2004-05 – ranges from 13.17 per cent (as seen in 2003-04) to as much as 31.01 per cent (as seen in 2000-01). On an average, 22.41 per cent of the allocated amount has been unspent during this five-year period. Can such significant under-spending, virtually year after year, be justified satisfactorily? Over the years, various Parliamentary Standing Committees have said NO to this question, albeit in acceptable bureaucratic jargon. Similarly, a close scrutiny of the Appropriation Accounts of the Government of India defies any satisfactory explanation for under-utilization of the allocated financial resources in this case.

Here are a number of examples selected from reports of the Department-Related Parliamentary Standing Committees on Health and Family Welfare, and the reasons furnished for under-spending in the Appropriation Accounts of GoI.

From reports of the Department-Related Parliamentary Standing Committees:

- **RCH:** Plan allocation for RCH Programme for 2004-05 is Rs 783.16 crore, out of which Domestic Budgetary Support (DBS) component is Rs 69.50 crore and Externally Aided Programme (EAP) component is Rs 713.66 crore. The Committee notes that almost similar provision was made during 2003-04. However, BE 2003-04 of Rs 712.41 crore was reduced to Rs 442.34 crore at RE Stage and the actual expenditure incurred is only Rs 388.53 crore. Two of the main reasons cited for reduction in the allocation at RE stage and even lesser actual expenditure are non-submission of utilisation certificates and Audit reports and availability of unspent balance with the States/UTs. The Committee is disturbed to note that out of total allocation of Rs 2217.00 crore under this programme since its inception in 1997-98, only Rs 1304.47 crore could be utilized and unspent balance is Rs 912.8 crore. (Department-Related Parliamentary Standing Committee On Health And Family Welfare, Second Report, 26 August 2004).
- **RCH:** The Committee notes that the amount of unspent balances under Reproductive and Child Health Programme lying with different State Govts has come down from Rs 912.80 crores to Rs 809.26 crores as a result of some initiative taken by the Department during the last year. But the fact remains that level of unspent balances remains too high. (Department-Related Parliamentary Standing Committee On Health And Family Welfare, Fifth Report, 11 March 2005).
- **RCH:** The Committee notes that there is a significant enhancement in the allocation of funds for this programme during the first three years of the Tenth Plan. However, utilization of allocated funds has failed to meet the steady

increase in the allocation of funds. Funds allocated in the beginning of the year had to be invariably reduced at the RE stage and even these allocated funds remained under-utilized. (Department-Related Parliamentary Standing Committee On Health And Family Welfare, Eighth Report, 27 April 2005).

- **Strengthening of Immunization Programme and Eradication of Polio:** The BE 2004-05 of Rs 1186.40 crore (Plan Expenditure) for both Routine Immunisation and Pulse Polio Programme was revised to Rs 1017.48 crore at RE stage, out of which Rs 979.63 crore are supposed to be expended. The reason behind reduction in allocation is that two National Polio rounds scheduled in January and February 2005 were converted to restricted sub-National rounds, requiring lesser funds for vaccine and operational cost. Further, “The Committee notes that against an allocation of Rs 1557.98 crore during the Tenth Plan under ‘Routine Immunization’ allocation in the first three years of Tenth Plan had to be reduced at the RE stage and even this reduced allocation remained underutilized... The main reason for under-utilisation of funds is non-receipt of UCs and unspent balances available with the States. On a specific query about the constraints being faced by the State Govts in the implementation of this programme, it was clarified that details of expenditure figures and unspent balances from the remote districts were not being received by the State Govts. This resulted in delay in preparation of UCs for submission to the Central Govt. The Committee is not inclined to agree with the justification for underutilization of funds given by the Department. The Committee feels that the Department will have to focus on State-specific strategies for optimum and judicious utilisation of allocated funds. The Committee observes that as per RHS-2002, immunization level of children is 49%. The Department will have to make concerted efforts to reach the target of 100% coverage of children under immunization against six preventable diseases by the end of Tenth Plan, 2007.” (Department-Related Parliamentary Standing Committee On Health And Family Welfare, Eighth Report, 27 April 2005)
- **Tenth Five-year Plan – Mid-term Appraisal:** The Committee notes that the approved outlay for the Tenth Plan stands as Rs 26,126 crore which is almost double the Ninth Plan allocation. The Committee is, however, constrained to note that the position has remained virtually the same in the first three years of the Tenth Plan as evident during the Ninth Plan. Allocated funds continued to be reduced at the RE stage and even those reduced funds remained under-utilized. (Department-Related Parliamentary Standing Committee On Health And Family Welfare, Thirteenth Report 21, December 2005)

BOX 11

PEER VERDICT

“Either the projected allocation has not been based on a scientific assessment or there has been failure of the implementing agencies in reaching the targeted beneficiaries. Both the situations need serious review/rethinking of implementation process of such schemes...”

Department-Related Parliamentary Standing, Committee On Health And Family Welfare, Eighth Report

From the Appropriation Accounts of GoI:

- **Maternity and Child Health – RCH:** saving of Rs 39241.60 lakh (against the sanctioned provision of Rs 180929.00 lakh) was due to incurring of expenditure from the external funds, less demand from Union Territories without Legislature, non-receipt of utilisation certificates, non-receipt of proposals from the States etc. (Grant No. 49–Department Of Family Welfare, Appropriation Account for December 2004 and March 2005)
- **Strengthening of National Immunisation Programme and Polio Eradication:** saving of Rs 1438.62 lakh (against the sanctioned provision of Rs 78200.00 lakh) was due to less supply of vaccines to States and non-adjustment of routine vaccines supplied to States owing to non/late receipt of confirmation from States/Medical Store Depots. (Grant No. 49–Department Of Family Welfare, Appropriation Account for December 2004 and March 2005)
- **Assistance from UNICEF:** Material Assistance for Strengthening of National Immunisation Programme and Polio Eradication – saving of Rs 3387.47 lakh (against the sanctioned provision of Rs 13000.00 lakh) was due to less

procurement of vaccines etc. (Grant No. 49–Department Of Family Welfare, Appropriation Account for December 2004 and March 2005)

- **Maternity and Child Health – RCH:** saving of Rs 46876.63 lakh (against the sanctioned provision of Rs 129337.00 lakh) was due to receipt of less proposals from State Governments, non extension of Reproductive and Child Health sub projects beyond 31.3.2002, non-receipt of utilisation certificates of earlier releases, carrying out of Information, Education and Communication activities at headquarter instead of through district authorities and reduction of provision at revised estimates stage by the Ministry of Finance and non-receipt of adequate proposals from the states. (Grant No. 44-Department of Family Welfare.)

Under Major Head “3601” - Grants for Centrally Sponsored Plan Schemes: (A) Family Welfare – Maternity and Child Health

- (a) **Reproductive and Child Health Project** – saving of Rs 9678.00 lakh (against the sanctioned provision of Rs 22500.00 lakh) was due to reduction of provision at revised estimates stage by the Ministry of Finance, receipt of less proposals from State Governments due to non-extension of Reproductive and Child Health sub projects beyond 31.3.2002 and non-dispatch of Reproductive and Child Health drugs supplied to States from Hospital Services Consultancy Corporation (India) Ltd. Hindustan Latex Limited.
- (b) **Strengthening of National Immunisation Programme and Polio Eradication** – saving of Rs 4177.74 lakh (against the sanctioned provision of Rs 43400.00 lakh) was due to reduction of provision at revised estimates stage by the Ministry of Finance and non-availability of details of supply of vaccine to the states in the last week of March, 2003.

External Aid

More than half the allocation for the health sector in BfC – an average of 50.95 per cent – has come from external sources during the period of study. (table 9 on page 22). In 2004-05, The EA component was almost 70 per cent. Needless to say, the extent of external aid in the health sector of BfC is a matter of grave concern, and one that needs to be seen from several different viewpoints.

Seen over the period under study, the external aid component (BE) has risen dramatically from Rs 341 crore in 2000-01 to Rs 2474 crore in 2005-06 – an upward move from 18.6 per cent to a little over 63 per cent. Programmatically, RCH (including Immunization) receives over 95 per cent of the allocated funds for the BfC health sector. Within the Immunization programme, polio eradication schemes receive about two-third of the allocation. In addition, it is this very programme – RCH as a whole – that receives the maximum input of external aid.

Worldwide, India has one of the highest levels of private financing for health care. Out-of-pocket expenses on health in households are estimated to be more than 80 per cent.^{xiii}

Figure 10 : External Aid Component in Health Sector of BfC



Table.18: External Aid Component in Health Sector of BfC

In Rs Crore			
Year	BE	RE	AE
2000-01	341.00	259.60	250.77
2001-02	533.75	346.19	302.46
2002-03	844.01	783.28	787.09
2003-04	1225.40	1190.98	1238.52
2004-05	2151.21	1845.45	1955.03
2005-06	2474.29	1603.87	NA

Sources: Detailed Demands for Grants, Ministry of Health and Family Welfare, Year 2000-01 to 2006-07

BOX 12**UP CAN MEAN DOWN...**

“Committee observes that there have been significant changes in the demographic and health profile of the country. The Committee would, however, like to point out that average rate of various health indicators does not indicate the ground realities in the big and populous states of the country. The Committee notes that performance level in such states continues to remain much below the average national rate.”

Department-Related Parliamentary Standing, Committee On Health And Family Welfare, Eighth Report

On the one hand, relying heavily on external aid for investment in critical sectors such as health may be a basic flaw at the policy level. On the other hand, improvement in health indicators does not match up with the external aid input into RCH, particularly on Polio Immunization. As mentioned earlier, the failure of polio eradication has already shown up in several states in the past few years. Is it surprising then, that the goals and targets that India has committed itself to – both nationally and internationally – in terms of health indicators for children are far from being achieved in the next few years?

BfC in India – Education Sector

The Ministry of Human Resource Development, formed in 1985, is the nodal union government agency for education in India. As of 2007, all programmes and schemes related to elementary education, secondary education, and adult education and literacy come under the purview of the Department of School Education and Literacy. The other department of the Ministry of HRD – Department of Higher Education – deals with university and higher education, technical education and other programmes.

The programmes and schemes considered for this study are directly linked with the Department of School Education and Literacy.

In the seven-year period of the study, several elementary education programmes and schemes of the union government have undergone a significant change. Earlier initiatives like DPEP, NFE, Mahila Samakhya, Lok Jumbish and Shiksha Karmi have either come to end or have been merged with the Sarva Shiksha Abhiyaan (SSA), which was launched in 2001. Currently, SSA is the flagship programme of the union government. In 2006-07 for instance, allocation for SSA amounted to 55.2 per cent of the total allocation for elementary and secondary education. (annexure III shows the number of programmes that were operational prior to 2006.)

A major financial development in the context of elementary education that has occurred recently is the two per cent education cess levied on all major central taxes since 2004 (which has been further increased to three per cent in 2007-08).

Table 19: BE, RE and AE in Education Sector of BfC, as Percentage of Union Budget.

In Per cent								
	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	Average
BE	1.466	1.414	1.452	1.468	1.644	2.629	3.534	1.944
RE	1.328	1.362	1.291	1.447	1.8	2.677	N. A.	1.65
AE	1.341	1.386	1.392	1.509	1.96	N. A.	N. A.	1.518

BOX 13

THE MISSING CENTRAL VEIN

An integrated National Education Programme – the Sarva Siksha Abhiyan has been launched for universalising elementary education and a National Mission constituted with the Prime Minister as Chairman. The programme aims to provide eight years of quality elementary education for all children upto the age of 14 years in a Mission mode with a thrust on community ownership, disadvantaged group and girls' quality education and alternative modes of education. All existing schemes on elementary education will converge with this scheme after the Ninth Plan and it will cover all districts in the country by March, next year..... A Shiksha Sahyog Yojana, to provide an education allowance of Rs 100 per month to the children of parents living below the poverty line, to meet the expenses of education during their studies from 9th to 12th standard, so that a needy student is not deprived of the opportunity to continue his/her education for want of funds. This will be available to subscribers of the Janashree Bima Yojana.

Shri Yashwant Sinha, Budget Speech, 2000-01

Education is the central vein of our 'life-time concerns'.

Shri Jaswant Singh, 2003-04

In my scheme of things, no issue enjoys a higher priority than providing basic education to all children. The NCMP mandates Government to levy an education cess. I propose to levy a cess of 2 per cent. The new cess will yield about Rs.4000 - 5000 crore in a full year. The whole of the amount collected as cess will be earmarked for education, which will naturally include providing a nutritious cooked midday meal. If primary education and the nutritious cooked meal scheme can work hand in hand, I believe there will be a new dawn for the poor children of India.

Shri P. Chidambaram, 2004-05

The Mid-day Meal Scheme for children has made a promising start throughout the country. 11 crore children are covered today. The Central Government is now providing the cost of food grains as well as the conversion cost at the rate of Re.1 per child. The allocation in BE 2004-05 was Rs.1, 675 crore. I propose to increase the allocation for the next year to Rs.3, 010 crore. The Sarva Shiksha Abhiyan programme is the cornerstone of the Government's intervention in basic education for all children. Sarva Shiksha Abhiyan was allocated Rs.3, 057 crore in the Budget Estimates for 2004-05. During the course of the year, I enhanced the allocation to Rs.4, 754 crore. A non-lapsable fund called "Parambhik Shiksha Kosh" has been created for funding this programme. I propose to increase the allocation to Rs.7, 156 crore in 2005-06.

Shri P Chidambaram, 2005-06

Recent developments notwithstanding, allocation (BE) for children's education stands at an average of 1.94 per cent of the Union Budget during the seven-year period of study. And in terms of sectoral allocation (BE) within the budget for children, education has received an average of 63.09 per cent during this period.

Of every Rs 100 allocated in the Union Budget, an average of Rs 1.94 has been provided for the education of children from 2000-01 to 2006-07.

Table 19 clarifies that from 2000-01 to 2003-04, Budget Estimates for education remained more or less static at 1.4 per cent of the Union Budget. A marginal rise began in 2004-05, and moved up to 3.5 per cent of the Union Budget in 2006-07.

While a significant increase in allocation for children's education is a long over-due and welcome development, several additional measures are necessarily required for effective utilization of the available financial resources.

Let us examine how funds for SSA – the flagship programme – are raised and routed. Expenditure to be incurred on SSA was financed during the 9th Five-year Plan on the understanding that 85 per cent of the resources would come from the

Figure 11: Allocation (BE) for Education Sector of BfC, as percentage of Union Budget. Average: 2000-01 to 2006-07

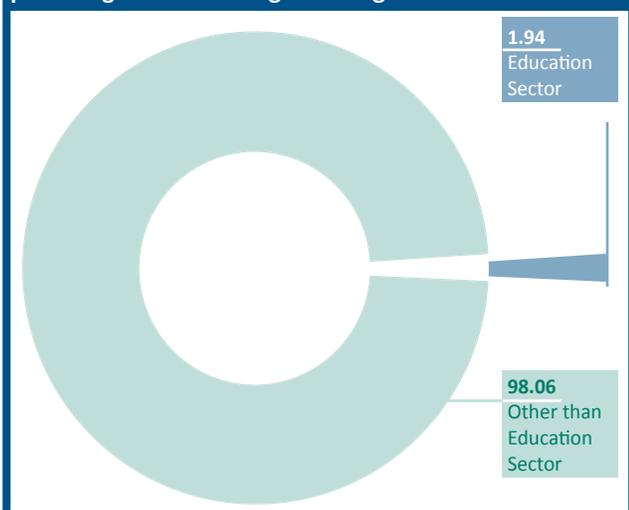


Figure 12: Allocation (BE) for Education Sector within BFC Average: 200-01 to 2006-07

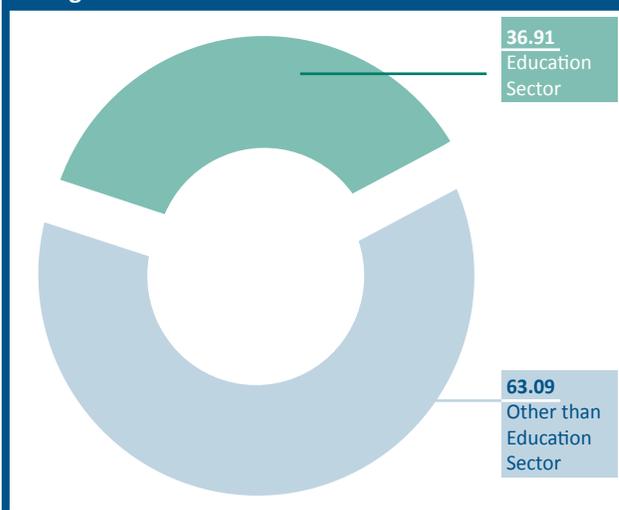


Table 20: BE, RE and AE in Education Sector of BFC Elementary and Secondary Education

In Rs Crore			
Year	BE	RE	AE
2000-01	4961.18	4453.97	4366.484
2001-02	5306.71	4963.31	5021.802
2002-03	5958.96	5216.83	5765.232
2003-04	6440.1	6863.34	7111.994
2004-05	7857.503	9153.92	9754.078
2005-06	13520.54	13620.21	NA
2006-07	19934.07	-	-

Sources: Detailed Demands for Grants, Ministry of HRD, Year 2000-01 to 2006-07

union government and the remaining 15 per cent from respective state governments. During the 10th Plan, this ratio of 85:15 was changed to 75:25, and was expected to change to 50:50 thereafter.

The union government's input for SSA was to be partly financed – to the extent of 30 per cent – by external agencies in the form of soft loans and grants. Therefore, for the period between 2003 and 2007, 45 per cent of the financial resources for SSA were to be put in by the union government, 25 per cent by the respective state government, and 30 per cent was to come from the World Bank's International Development Association (IDA) and the Department for International Development (DFID), UK (CAG Report No.15 of 2006 pg 8).

Was this planning of financial resources implemented as envisaged? Apparently not, because the Department-Related Parliamentary Standing Committee, in its report of December 16, 2005, made the following observation.

“With the enhancement in allocation, expenditure is also increasing. However, in the absence of information about actual utilisation figures, assessment about achievement level, both in the terms of physical and financial targets, cannot be made. It is also not clear whether the States are contributing their due under SSA. Availability of unspent balance with the States can be justified for one year. However, its continuance can only create doubts about the ability of the States to utilize the allocated funds. The Committee observes that there is another aspect of this situation. Under the present funding pattern, States are supposed to contribute 25 per cent of central release. With the increase in Central funding, State share also becomes higher. It is not known whether the States are in a position to bear the additional burden, which would increase further after Tenth Plan. The Committee, therefore, is of the opinion that for real evaluation of all Schemes including SSA, it is very essential to have separate details about state share, utilisation and unspent balances. The Committee would like to be apprised about the utilisation of funds during the first three years of Tenth Plan.” (16 December 2005).

Yet another observation raises the combined issues of the education cess, the SSA and the Mid-Day Meal (MDM) scheme and the need for effective utilization of resources. “The Committee is happy to note that elementary education had been accorded high priority, which is reflected in its allocations for the year 2005-06. The Committee is of the opinion that since the Department has been given adequate funds specially from the ‘Education Cess’ collected from the tax-payers of the nation, it is the responsibility of the Department to ensure that the programmes/schemes, especially the SSA and MDM, were implemented in the right earnest, with utmost sincerity and above all with a missionary zeal. The Committee calls upon the Department to take every possible step for the optimum and judicious utilisation of the enhanced allocation in 2005-06.” (Department-Related Parliamentary Standing Committee On Human Resource Development, Hundred Seventy-First Report.)

If increased allocation by the Union government cannot be effectively met by the respective state governments, it means that additional resources for children’s education have been only notional, to a large degree.

BOX. 14

SARVA SHIKSHA ABHIYAAN, OF(F) COURSE

“Performance audit of the SSA reveals that though the programme was launched by the ministry with ambitious target it required adequate funding and serious commitment on part of the implementing agencies including state Government but funds fell short of the requirement approved by the project approval board (PAV). In the Annual Work Plan and Budget with deficiencies ranging from 43 per cent to 57 per cent during 2001-02 to 2004-05.Out of 3.4 crore children (as on 1 April, 2001), 1.36 crore (40 per cent) children in the age group of 6-14 years remained out of school as on March 2005, four years after the implementation of schemes after having incurred an expenditure of Rs 11357 crore...Funds were irregularly diverted to activities – schemes which were beyond the scope of SSA...

CAG Report No. 15 of 2005-06 (Overview. pg v)

How then, can we expect the required changes on the ground? The Education for All (EFA) monitoring report, released by UNESCO on November 6, 2003, says that India is “at risk of not achieving the millennium development goal of universalisation of education by 2015”.

Box. 15

THE DRIP IN THE DROP-OUT RATE

Though the drop out rate at the elementary education stage has declined over the years, it is still relatively high, especially in the case of girl students for whom the rates in 2001-02 were 39.9% and 56.9% at the primary and upper primary levels respectively.

In absolute terms, the number of teachers registered at the elementary level was 3.4 million in 2001-02. Despite the increase in the number of teachers over the decades the Pupil Teacher Ratio (PTR) at the primary level has remained more or less constant at 43:1 during 2001-02, while there is an improvement in PTR at the upper primary level to 34:1 in 2001-02.

Source: Economic Survey 2003-04, Government of India, Ministry of Finance Economic Division, pg.214.

According to GoI’s own estimates, the country still has 3.5 crore out-of-school children in the 6 to 14 years age group. The CAG report of 2005-06 (Box 14) points to this and other concerns regarding the performance of SSA. The Economic Survey of 2003-04 raises two other major concerns in the context of children’s education – the drop-out rate for both girl and boy students (Box 15), and the dissatisfactory pupil-teacher ratio.

An outstanding observation was made by the Department Related Parliamentary Standing Committee on HRD in its 171st report. Commenting on the disparity between enrollment figures and consumption of foodgrains under the MDM scheme,

the Committee indirectly points towards the acute problem of fudging figures. That the fudging of statistics is a wide-spread practice is something most Indians know about but few have the courage to admit. The Committee's observation:

- The Committee is little baffled to note that while the number of children covered under the MDM scheme during Xth Plan had increased consistently from 10.36 crores in 2002-03 to 10.56 crore in 2003-04 to 10.88 crore in 2004-05, the allocation of foodgrains has declined from 2837467 MT to 2684067 MT to 2666922 MT respectively. How could there be a continuous decline in allocation of food grains when the enrolment figure is reportedly on the rise? Not only this, even the lifting of food grains has also shown continuous decline during the first three years of the Xth Plan from 2176830 MT to 2130652 MT to 152877 MT (upto 31.12.04). (Department-Related Parliamentary Standing Committee On Human Resource Development, Hundred Seventy-First Report, 16 December 2005)

In comparative terms, under-utilization of resources may not appear to be as grave a problem in the education sector of BfC as it is in the sectors of health and protection but the problem nevertheless, does exist.

Table 21: Difference between BE,RE and AE in Education Sector of BfC

In Rs. Crore and Percentage						
Year	RE-BE (Crore)	RE-BE (Per cent)	AE-RE (Crore)	AE-RE (Per cent)	AE-BE (Crore)	AE-BE (Per cent)
2000-01	-507.21	-10.22	-87.486	-1.96	-594.696	-12
2001-02	-343.4	-6.47	58.492	1.20	-284.908	-5.4
2002-03	-742.13	-12.45	548.402	10.51	-193.728	-3.25
2003-04	423.24	6.57	248.654	3.62	671.894	10.43
2004-05	1296.417	16.50	600.158	6.60	1896.575	24.14
2005-06	99.67	0.74	NA	NA	NA	NA
2006-07	-	-	-	-	-	-

From 2000-01 to 2002-03 the AE to BE negative difference is substantial. This pattern changes to a positive AE to BE difference in 2003-04 and 2004-05. However, in view of the reports of the relevant Parliamentary Standing Committees and that of CAG, this positive difference does not necessarily imply that the benefits are reaching the country's underprivileged children.

Here are two examples that reinforce the scepticism:

- **SSA:** The Committee, however, observes some disturbing aspects in the utilization of funds under SSA last year. Figures regarding state-wise expenditure provided to the Committee under this head included unspent balances also. On a query, the Secretary of the Department clarified that in the year 2003-04, some States came very late for approval of their Plans, so whatever amount was sanctioned to them was to meet the unspent balance at the beginning of April 2004. The Central Government could release its share only after analyzing the performance of the States. As per the existing procedure, if there is an unspent balance of the previous year, it is accounted for in the next financial year. The money does not lapse, but the spill over amount is adjusted... Due to significant priority accorded to SSA, fund allocated to it has been doubled in the year 2005-06. About two-third of the allocation to the Department of Elementary Education is spent on this one scheme alone. But the Committee feels that the physical performance in the past under various components of the scheme inspires little confidence. (Department-Related Parliamentary Standing Committee On Human Resource Development, Hundred Seventy-First Report, 16 December 2005)
- **Kasturba Gandhi Balika Vidyalaya (KGBV):** "A provision of Rs 489 crore has been made for the Scheme during the Tenth Plan. The Committee notes that during the first two years of Tenth Plan, provision of Rs 7.65 crore and

Rs 8.50 crore had to be reduced drastically at the RE stage and expenditure reported at the end of the year was nil. The main reason was the delay in the revision of the scheme. Revised guidelines could be disseminated to 21 eligible States only on 2nd August, 2004. ” (Department-Related Parliamentary Standing Committee On Human Resource Development, Hundred Seventy - First Report, 16 December 2005)

External Aid

Once again, when compared to the health sector, the external aid component in the education sector of BfC is substantially less.

Both table 22 and figure 13 show that the extent of external aid – which was 21.35 per cent of the allocation (BE) for education in BfC in 2000-01 – began to fall in 2003-04. In 2006-07 it stands at under-10 per cent. This is certainly a positive development, and one that is undoubtedly linked with the education cess levied on all central taxes since 2004.

However, the CAG report quoted below brings up yet another aspect of scarce financial resources, particularly external aid not being used effectively.

“Audit noticed that during 2003-04, external assistance to the tune of Rs 286.65 crore was received from DFID (Rs 164.90 crore) and EC (Rs 121.75 crore). Against the reimbursement claims amounting to Rs 580.50 crore lodged during 2004-05 with IDA (Rs 278.64 crore), DFID (Rs 191.56 crore) and EC (Rs 110.30 crore), the claim of Rs 110.30 crore was outstanding as of December 2005. More effective monitoring and follow-up would have enabled the Ministry to avail of the reimbursement of Rs 110.30 crore much before December 2005 which would have helped in enhancing the coverage of SSA.” (CAG Report No. 15 of 2005-06, pg 8)

In its report, CAG is referring to the external funds that were to be merged with those of the union government, and realized as reimbursement for actual expenditure incurred, over and above the available domestic resources.

BfC in India – Protection Sector

In keeping with the scope and purpose of this study, the protection sector within the budget for children includes programmes and schemes related to child labour, street children, physically or mentally challenged children, child prostitutes/sex workers, children in need of adoption, and children in conflict with the law within the purview of the juvenile justice system.

Figure 13 : External Aid component, Education Sector of BfC 2000-01 to 2006-07



Table 22: External Aid Component in Education Sector of BfC

In Rs Crore			
Year	BE	RE	AE
2000-01	1059.22	911.22	945.48
2001-02	1200.00	1277.00	1275.65
2002-03	1497.00	1361.52	1407.91
2003-04	1415.00	1100.50	1182.28
2004-05	1198.45	2583.20	2774.48
2005-06	1996.50	2583.44	NA

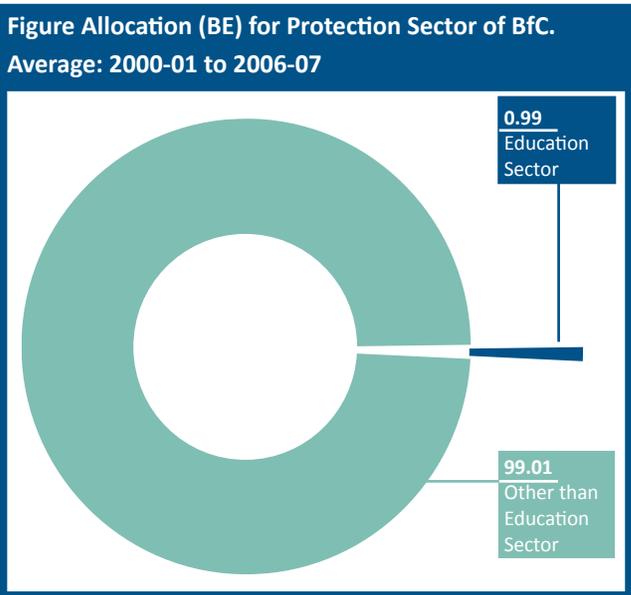
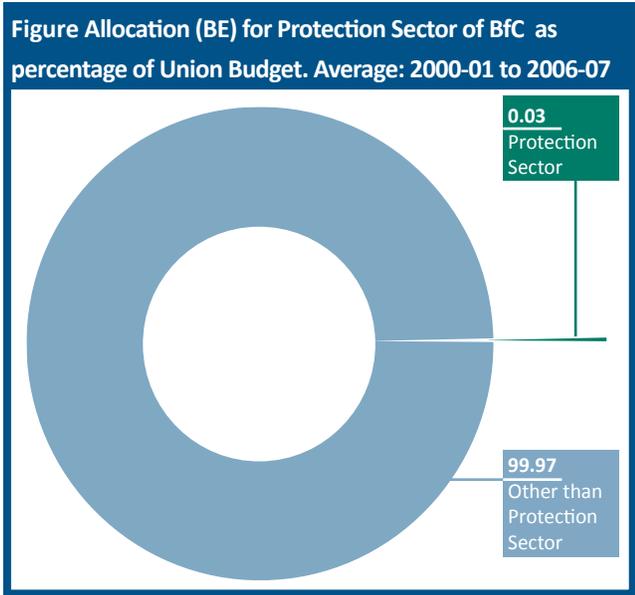
Sources: Appendix – IX-B, Detailed Demands for Grants, Ministry of Human Resource Development, Year 2000-01 to 2006-07

Until 2006, there was no single nodal agency for the protection sector at the level of the Union Government. The relevant programmes were distributed between the Ministry of Social Justice and Empowerment, Ministry of Labour and Department of Women and Child Development (Ministry of Human Resource Development). Since 2006, when the erstwhile Department of Women and Child Development became the Ministry of Women and Child Development (WCD), programmes for the rescue of child victims of trafficking and the rehabilitation of child rape victims are being initiated. Apart from child labour related schemes, the Ministry of WCD has become the nodal agency for child protection.

However, during the seven-year period of study, the schemes relevant to children within the protection sector involve the Ministry of Labour and Employment, the Ministry of Social Justice and Empowerment and the Ministry of Women and Child Development.

Of all the sectors within BfC, protection is undeniably the most neglected one in terms of both political commitment and financial allocation. This neglect becomes immediately clear when the need for the protection of children is viewed in the larger Indian context. Some facts:

- In 2004, the National Crime Records Bureau reveals an annual increase of 11 per cent in crimes against children. This NCRB figure rose to 14.4 per cent in 2005.
- The Ministry of Labour’s Citizen’s Charter spells out a clear goal: the elimination of child labour from hazardous industries by the end of the Xth Plan. The Xth Plan ended on March 31, 2007 and needless to say, this goal is still far from being achieved.
- The Census of India 2001 says there are 1,25,91,667 child labourers in the country. Under Article 21A of the Indian constitution, GoI is committed to bringing each of these children into the mainstream education system.
- GoI’s own estimated expenditure of bringing one child labourer into the mainstream education system is Rs 3,569 per year. To mainstream 1,25,91,667 child labourers therefore, India needs Rs 4,493.96 crore per year! (GOI. MWCD. Sub-Group Report, Child Protection in the Eleventh Plan) The total allocation (BE) for the protection sector of BfC was Rs 76.84 in 2000-01. In 2006-07, it was Rs 198.65 crore.
- Over the past seven years, child trafficking has increased alarmingly. Apart from being exploited as cheap domestic and commercial labour, large numbers of children – particularly girls – are forced to enter the sex trade.
- Large numbers of children – recruited for conflict or as victims of it – in Jammu & Kashmir, Assam, and other states are in urgent need of help and rehabilitation.



During the seven-year period of study, the government of India allocated an average of 0.03 per cent of the Union Budget (BE) for the protection of the country's children. In terms of sectoral allocation, protection received an average of 0.99 per cent of the budget (BE) for children.

Within the seven-year period, Budget Estimates for protection have moved from 0.023 per cent of the Union Budget in 2000-01 to 0.035 per cent in 2006-07.

A considerable proportion of the Budget Estimates in the protection sector is allocated for the National Child Labour Project (NCLP). In 2005-06 for instance, 70.86 per cent of the sector's budget was meant for NCLP. Which means that

Of every Rs 100 allocated in the Union Budget, an average of 3 paise was provided for the protection of Indian children over a period of seven years. It is important to note that the average Actual Expenditure for five out of the seven years was 2.5 paise.

Table 24: BE, RE and AE in Protection Sector of BfC as percentage of Union Budget

In Per cent								
	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	Average
BE	0.023	0.029	0.036	0.031	0.033	0.034	0.035	0.032
RE	0.021	0.028	0.03	0.024	0.03	0.034	N. A.	0.028
AE	0.021	0.023	0.027	0.024	0.03	N. A.	N. A.	0.025

in 2005-06, only Rs 51.31 crore of Rs 176.10 crore was provided for programmes other than those related to child labour. Without undermining the need for resources to eliminate child labour, it is crucial to stress on the requirement for other protection-related issues.

Considering the next-to-nil priority given to the protection of children, it is not surprising to find that the Revised Estimates are repeatedly lower than BE in the period of study. Actual Expenditure is worse still – over the five-year period between 2000 and 2005, the average under-spending stands at 15.23 per cent (AE-BE). In 2002-03, the AE-BE negative difference is as much as 24.78 per cent.

Nevertheless, a small beginning has been made by GoI since 2005, to address the needs of children in distress. A scheme for rescuing victims of trafficking was started in 2005-06, and a programme for the rehabilitation of rape victims was begun in 2006-07. While allocation for such programmes is a crying need, it remains to be seen whether the resources for these two programmes – a total of Rs 1.75 crore – are utilized effectively and enhanced in the coming years.

Table.25 : BE, RE and AE in Protection Sector of BfC

In Rs Crore			
Year	BE	RE	AE
2000-01	76.84	68.65	67.45
2001-02	108.19	101.69	93.61
2002-03	147.74	122.36	111.13
2003-04	137.13	113.30	113.69
2004-05	159.25	152.61	147.49
2005-06	176.10	172.73	N.A
2006-07	198.65	N.A	N.A

Sources: Detailed Demands for Grants, Ministry of Labour, Ministry of SJ&E and Ministry of WCD, Year 2000-01 to 2006-07

Often, programmes launched by the government simply do not get off the ground. A case in point is a programme called 'Children in need for care and protection in Assam', which was allocated as little as one lakh rupees in 2000-01. Data from the government shows that absolutely nothing has happened since then. No revised estimates, no expenditure incurred, no further allocation made since 2000-01, when the initial allocation entered the records (annexure IV).

Table 26: Difference between BE, RE and AE in Protection sector of BfC

In Rs. Crore and Percentage						
Year	RE-BE (Rs Crore)	RE-BE (Per cent)	AE-RE (Rs Crore)	AE-RE (Per cent)	AE-BE (Rs Crore)	AE-BE (Per cent)
2000-01	-8.19	-10.66	-1.2	-1.75	-9.39	-12.22
2001-02	-6.5	-6.08	-8.08	-7.94	-14.58	-13.48
2002-03	-25.38	-17.18	-11.23	-9.18	-36.61	-24.78
2003-04	-23.83	-17.38	0.39	0.34	-23.44	-17.10
2004-05	-6.64	-4.17	-5.12	-3.35	-11.76	-7.38
Average		-11.21		-4.52		-15.23
2005-06	-3.37	-1.91	-	-	-	-
2006-07	-	-	-	-	-	-

As usual, the reasons for under-spending are found in the Appropriation Accounts of the government. How an average, intelligent citizen of the country would read these reasons is another matter altogether. Here are a few examples:

- **Assistance to Homes for Infant and Young Children for Promotion of in-country Adoption** – saving of (Rs 292.11 lakh in 2001-02 and Rs 147.09 lakh in 2002-03) was due to less receipt of complete proposals with State Governments recommendations and in some cases non-receipt of complete proposals with State Governments recommendations and in some cases non-receipt of documents for release of funds from non-government organisations. (Grant No. 85-Ministry of Social Justice and Empowerment. 2001-02; Grant No. 87-Ministry of Social Justice and Empowerment. 2002-03)
- **Scheme for Street Children** – saving of Rs 250.37 lakh was due to non-submission of proposals by non-government organisations in time and also non-furnishing of recommendations along with inspection reports. (Grant No. 87-Ministry of Social Justice and Empowerment. 2002-03)
- **Child Labour Cell** – saving of Rs 519.08 lakh was due to shortfall in requirement of funds owing to non-receipt of matching grant from United States (Grant No.53 Appropriation Accounts. Ministry of Labour and Employment. 2001-02.); saving of Rs 509.39 lakh (against the sanctioned provision of Rs 7243.00 lakh) was due to late approval of Indo-US joint project for which an amount of Rs 5.00 crore was earmarked during 2003-04. The project could only be launched in February, 2004 after approval by the competent authority. (Grant No. 60 – Ministry Of Labour and Employment. 2003-04)

External Aid

Within the protection sector, most of the allocation for child labour comes from external resources. This includes the International Programme on Elimination of Child Labour (IPEC); the ILO Assistance for state-based project in Andhra Pradesh (focusing on focus on two most child labour endemic districts in the State); the Karnataka Project (with a budget of US\$ 3.29 million); the Indus Project (a joint initiative of GoI and the US Department of Labour, with a budget of US\$ 40 million) and the GOI-UNICEF Joint Master Plan (the present budget is US\$ 120,000)^{xiii}. These grants are transferred directly to the implementing agencies – NGOs, societies set up by the state for implementing child labour projects, or to the state budget.

As mentioned earlier, a major limitation in analysing and monitoring the resources for child labour is that the data is not reflected in the Union Budget documents. (See annexure IV for more information on India's externally funded programmes for the elimination of child labour.)

END NOTES

- i Judith Streak (compiled). *Monitoring Government Budgets to Advance Child Rights. A Guide for NGOs.* Children's Budget Unit, Budget Information Service, Institute for Democracy. IDASA. South Africa
- ii National Plan of Action for Children, 2005. Ministry of Women and Child Development . Government of India
- ii Santosh Desai. *Last Word. Blinded by Shanghai.* The Week. August 28 2005
- ii S.P. Ganguly. *Fundamentals of Government Budgeting in India .* Third Revised Edition. 2000. Concept Publishing Company. New Delhi
- ii Judith Streak (compiled). *Monitoring Government Budgets to Advance Child Rights. A Guide for NGOs.* Children's Budget Unit, Budget Information Service, Institute for Democracy. IDASA. South Africa
- iii 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.
- iv 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.)
- v S.P. Ganguly. *Central Government Budgets in India. An Analysis.* Concept Publishing House.2000. pg.5
- vi In April 2001, People's Union for Civil Liberties (PUCL, Rajasthan) submitted writ petition to the Supreme Court of India seeking enforcement of the right to food (PUCL vs. Union of India and others (Civil) 196 of 2001). The judgement is still awaited, but meanwhile the Supreme Court has issued a series of "interim orders" dated 29 November 2001, 29 April 2004, 7 October 2004, aimed at safeguarding various aspects of the right to food]
- vii The child budget work in India began in 2000 with HAQ: Centre for Child Rights taking on a decadal analysis of the Union Budget. This was published in 2001 as *India's Children and the Union Budget*. Since then HAQ has been undertaking analysis of the Budget for Children in the Union as well as the State Budgets (selected states).
- viii 11.4 per cent of ICDS; 32.79 per cent of Sarva Shiksha Abhiyaan; and 95 per cent of RCH is from external sources
- ix Annual Report, Ministry of Women and Child, 2005-06, page 54
- x HAQ: Centre for Child Rights. *Status of Children in India Inc.* page 64
- xi *ibid*
- xii Misra Rajiv, 'Pro-Poor Health Reforms-Why, What and How', Paper presented in Second Consultation on Macroeconomics and Health- Increasing Investments in Health Outcomes for the Poor, 28-30 October 2003, WHO Geneva
- xiii The International Programme on Elimination of Child Labour (IPEC) The International Programme on the Elimination of Child Labour is a global programme launched by the International Labour Organisation in December 1991. India was the first country to join it in 1992 when it signed a Memorandum of Understanding (MOU) with ILO. The MOU that expired on 31.12.1996 has thereafter been extended from time to time and has recently been

extended till September 2006. The long-term objective of IPEC is to contribute to the effective abolition of child labour. ILO Assistance for State-based Project in Andhra Pradesh Besides this, ILO has also implemented phase I of the State-based Project in Andhra Pradesh. The National Steering Committee has also approved Phase- II of the AP Project. In the second phase the project will focus on two most child labour endemic districts in the State i.e. Mehbubnagar and Kurnool. The Project will also focus on the special problems of urban areas and attempt to evolve a strategy for Hyderabad city.

Karnataka Project 12.34 This state based project will be implemented in 2 districts of the State, i.e. Chamarajanagar & Bidar. The project is being funded by Government of Italy and has a budget of US\$ 3.29 million. It has already been launched and the duration of the project is three years. The project will implement all the components of the NCLP Scheme with some additionalities. Interventions under the project are being made on pilot basis for future replication in other areas.

Indus Project The Government of India and the US Department of Labour have initiated a US\$ 40 million project aimed at eliminating child labour in 10 hazardous sectors across 21 districts in five States namely, Maharashtra, Madhya Pradesh, Tamil Nadu, Uttar Pradesh and NCT of Delhi. This project, popularly known as INDUS, is being implemented by ILO. An estimated 80,000 children will be withdrawn and rehabilitated through this project. Support activities will also be directed to 10,000 families of former child workers.

GOI – UNICEF Joint Master Plan Under Joint Master Plan of Operations on Child Protection between Government of India and UNICEF, this Ministry is implementing activities on child labour elimination. UNICEF will fund these activities and the present budget is US\$ 120,000. Main activities include development of National Tracking System to monitor children in NCLPs and development of National Communication Strategy on Child Labour. A Prototype of National Tracking System has already been developed and field trials are being conducted in the states of Karnataka, Andhra Pradesh, and UP & WEST Bengal.

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Annexure I

Development

Universal Children Day			
Rs Crore			
Year	BE	RE	AE
2000-01	0.01	0.01	0.0011
2001-02	0.01	0.01	0.0021
2002-03	0.01	0.01	0
2003-04	0.01	0.01	0
2004-05	0.01	0.01	0.0092
2005-06	0.01	0.01	N. A.
2006-07	0.01	N. A.	N. A.

National Commission for Children			
Rs Crore			
Year	BE	RE	AE
2000-01	0.01	0	0
2001-02	1.00	0.10	0
2002-03	0.20	0.01	0
2003-04	1.00	0.10	0
2004-05	1.50	0	0
2005-06	0	0	N. A.
2006-07	0	N. A.	N. A.

National Children's Board			
Rs Crore			
Year	BE	RE	AE
2000-01	0.01	0	0
2001-02	0.01	0	0
2002-03	0.01	0	0
2003-04	0.01	0.01	0
2004-05	0.01	0	0
2005-06	0.01	0	N. A.
2006-07	0.01	N. A.	N. A.

Early Childhood Education			
Rs Crore			
Year	BE	RE	AE
2000-01	2.30	1.90	1.46
2001-02	1.51	1.00	0.50
2002-03	0	0	0
2003-04	0	0	0
2004-05	0	0	0
2005-06	0	0	N. A.
2006-07	0	N. A.	N. A.

National Awards to individuals and institution			
Rs Crore			
Year	BE	RE	AE
2000-01	0.20	0.20	0.12
2001-02	0.22	0.39	0.33
2002-03	0.40	0.40	0.15
2003-04	0.40	0.44	0.49
2004-05	0.40	0.40	0.18
2005-06	0.40	0.50	N. A.
2006-07	0.40	N. A.	N. A.

Rajiv Gandhi National Crèche Scheme (Crèches & Day Care Centres and National Fund for Child Care Services)			
Rs Crores			
Year	BE	RE	AE
2000-01	18.51	18.30	18.30
2001-02	22.92	21.95	21.44
2002-03	25.80	22.10	22.66
2003-04	32.50	21.40	19.23
2004-05	41.00	29.25	20.30
2005-06	41.50	41.40	N. A.
2006-07	103.00	N. A.	N. A.

*The Crèche and Day Care Centers has been merged with Scheme of Assistance to Voluntary Organizations for Crèche for Working and Ailing Women's Children and named as Rajiv Gandhi National Crèche Scheme with effect from 2005-06.

NIPCCD			
Rs Crore			
Year	BE	RE	AE
2000-01	00.80	06.40	06.95
2001-02	08.40	08.40	07.80
2002-03	11.50	08.50	08.00
2003-04	10.70	10.20	10.56
2004-05	11.75	11.75	09.03
2005-06	11.35	11.35	N. A.
2006-07	12.30	N. A.	N. A.

World Bank Assisted ICDS			
Rs Crore			
Year	BE	RE	AE
2000-01	183.00	142.30	141.17
2001-02	225.30	224.30	223.06
2002-03	296.98	385.07	381.33
2003-04	610.80	415.40	413.34
2004-05	280.00	380.00	426.26
2005-06	140.50	322.32	N. A.
2006-07	6.48	N. A.	N. A.

Programme of Cooperation with UNICEF			
Rs Crore			
Year	BE	RE	AE
2000-01	3.60	3.60	3.60
2001-02	4.00	3.83	3.10
2002-03	3.89	3.10	3.10
2003-04	3.10	3.10	3.10
2004-05	3.10	3.10	3.87
2005-06	3.10	3.11	N. A.
2006-07	3.80	N. A.	N. A.

Balwadi Nutrition Programme			
Rs Crore			
Year	BE	RE	AE
2000-01	2.00	1.64	1.20
2001-02	1.51	1.00	0.11
2002-03	0	0	0
2003-04	0	0	0
2004-05	0	0	0
2005-06	0	0	N. A.
2006-07	0	N. A.	N. A.

Integrated Education in Nutrition			
Rs Crore			
Year	BE	RE	AE
2000-01	2.00	2.00	1.35
2001-02	2.50	2.50	2.23
2002-03	1.71	1.71	1.50
2003-04	1.80	1.77	0.90
2004-05	1.80	2.50	1.85
2005-06	5.04	5.04	N. A.
2006-07	5.59	N. A.	N. A.

Fortification of Milk			
Rs Crore			
Year	BE	RE	AE
2000-01	0.05	0.05	0.02
2001-02	0.10	0.05	0.01
2002-03	0	0	0
2003-04	0	0	0
2004-05	0	0	0
2005-06	0	0	N. A.
2006-07	0	N. A.	N. A.

Integrated Child Development Services (Total)

Rs Crore			
Year	BE	RE	AE
2000-01	935.00	935.00	1047.90
2001-02	1198.00	1217.54	1224.09
2002-03	1442.24	1287.95	1504.80
2003-04	1444.32	1341.46	1458.60
2004-05	1623.44	1490.40	1726.70
2005-06	3142.25	2931.07	N. A.
2006-07	4463.22	N. A.	N. A.

This does not include allocation/provision for North Eastern Region (NER)

Grant under Training Programme of ICDS

Rs Crore			
Year	BE	RE	AE
2000-01	32.00	17.70	18.78
2001-02	34.70	50.70	49.70
2002-03	53.50	53.70	56.52
2003-04	65.70	44.60	49.39
2004-05	44.00	64.00	66.34
2005-06	32.50	72.50	N. A.
2006-07	73.30	N. A.	N. A.

Balika Samridhi Yojana

Rs Crore			
Year	BE	RE	AE
2000-01	27.00	21.00	20.97
2001-02	25.00	16.00	13.02
2002-03	0	1.80	0
2003-04	13.50	0.01	0.01
2004-05	0.03	48.00	39.73
2005-06	0.03	0.03	N. A.
2006-07	0.03	N. A.	N. A.

National Nutrition Mission

Rs Crore			
Year	BE	RE	AE
2000-01	0.15	0.15	0.06
2001-02	0.50	0.50	0.07
2002-03	1.04	0.08	0.06
2003-04	0.03	0	0
2004-05	0.03	0	0
2005-06	0.03	0.03	N. A.
2006-07	0.03	N. A.	N. A.

Scheme of Financial Assistance for Development and Empowerment of Adolescent

Rs Crore			
Year	BE	RE	AE
2000-01	0	0	0
2001-02	0	0	0
2002-03	0.90	0.40	0
2003-04	15.30	0.10	0
2004-05	6.30	4.30	6.80
2005-06	10.70	11.20	N. A.
2006-07	6.50	N. A.	N. A.

Annexure II

Health

Kalawati Saran Children Hospital			
Rs Crore			
Year	BE	RE	AE
2000-01	15.88	13.26	12.30
2001-02	14.25	13.32	13.78
2002-03	14.36	14.50	15.02
2003-04	14.70	15.08	15.40
2004-05	17.25	17.25	18.23
2005-06	18.07	18.07	N.A
2006-07	20.52	N.A	N.A

Child Care Training Centre Singur			
Rs Crore			
Year	BE	RE	AE
2000-01	4.31	4.60	3.72
2001-02	4.78	4.60	3.75
2002-03	4.85	4.50	3.90
2003-04	4.57	4.57	4.01
2004-05	5.00	4.68	3.99
2005-06	4.68	4.68	N.A
2006-07	4.82	N.A	N.A

National Maternity Scheme			
Rs Crore			
Year	BE	RE	AE
2000-01	0.00	0.00	0.00
2001-02	72.00	72.00	75.39
2002-03	81.00	65.00	52.20
2003-04	67.50	40.00	35.37
2004-05	101.00	50.00	56.21
2005-06	0.00	0.00	N.A
2006-07	0.00	N.A	N.A

BCG Vaccine Laboratory Guindy, Madras			
Rs Crore			
Year	BE	RE	AE
2000-01	3.52	3.39	3.41
2001-02	4.00	4.00	3.97
2002-03	4.73	4.6	4.45
2003-04	5.95	6.33	4.33
2004-05	6.05	6.05	4.51
2005-06	6.15	6.73	N.A
2006-07	5.27	N.A	N.A

PNDT (IEC on PNDT)			
Rs Crore			
Year	BE	RE	AE
2000-01	0.00	0.00	0.00
2001-02	0.00	0.00	0.00
2002-03	3.60	3.60	2.15
2003-04	3.60	0.00	0.00
2004-05	3.60	4.00	3.88
2005-06	4.00	2.29	N.A
2006-07	4.00	N.A	N.A

Reproductive and Child Health (RCH)			
Rs Crore			
Year	BE	RE	AE
2000-01	1812.00	1414.00	1246.94
2001-02	1665.95	1380.68	1230.26
2002-03	1962.37	1344.62	1351.97
2003-04	2086.01	1671.65	1835.69
2004-05	2954.52	2579.51	2481.47
2005-06	3887.98	4218.93	N.A
2006-07	4688.10	N.A	N.A

RCH - General			
Rs Crore			
Year	BE	RE	AE
2000- 01	709.50	521.50	453.66
2001-02	507.00	478.40	469.40
2002-03	207.82	138.87	121.95
2003-04	244.44	113.74	110.13
2004-05	213.72	324.21	97.97
2005-06	235	0	N.A
2006-07	0	N.A	N.A

RCH Research & Study Activities			
Rs Crore			
Year	BE	RE	AE
2000- 01	15.00	7.00	5.93
2001-02	18.45	12.32	12.40
2002-03	21.62	22.57	22.18
2003-04	21.78	21.60	16.84
2004-05	7.20	12.71	11.37
2005-06	7.43	10.20	N.A
2006-07	8.00	N.A	N.A

RCH - Training			
Rs Crore			
Year	BE	RE	AE
2000- 01	30.00	20.30	16.77
2001-02	40.50	49.68	40.07
2002-03	49.82	4.00	6.58
2003-04	18.45	18.05	19.55
2004-05	27.89	15.34	13.84
2005-06	28.75	28.75	N.A
2006-07	7.38	N.A	N.A

RCH Special Project for Tribal Areas and Urban Slums			
Rs Crore			
Year	BE	RE	AE
2000- 01	0.00	0	1.4052
2001-02	0.00	0	0
2002-03	4.70	1.5	1.5
2003-04	16.00	3.5	3.2075
2004-05	18.00	4	2.24
2005-06	0.00	0	N.A
2006-07	0.00	N.A	N.A

RCH –Information Education and Communication			
Rs Crore			
Year	BE	RE	AE
2000- 01	90.00	128.00	124.16
2001-02	112.50	108.48	111.48
2002-03	29.14	29.14	34.30
2003-04	4.50	1.10	0.60
2004-05	4.70	4.70	81.58
2005-06	59.70	48.25	N.A
2006-07	70.50	N.A	N.A

RCH Involvement of NGOs and SCOVA			
Rs Crore			
Year	BE	RE	AE
2000- 01	24.00	14.00	11.53
2001-02	22.50	6.58	16.56
2002-03	20.68	15.68	17.79
2003-04	36.00	18.00	18.03
2004-05	39.10	0.00	0.00
2005-06	90.52	52.88	N.A
2006-07	0.00	N.A	N.A

RCH Purchase & Supply of Materials			
Rs Crore			
Year	BE	RE	AE
2000-01	620.00	466.00	384.85
2001-02	440.00	390.00	282.46
2002-03	214.00	136.98	148.24
2003-04	265.60	118.00	110.39
2004-05	226.20	124.59	129.55
2005-06	250.00	165.00	N.A
2006-07	500.00	N.A	N.A

RCH Maternal Health			
Rs Crore			
Year	BE	RE	AE
2000-01	0.00	0.00	0.00
2001-02	0.00	0.00	0.00
2002-03	0.00	0.00	0.00
2003-04	58.32	17.46	13.77
2004-05	31.84	5.71	6.20
2005-06	0.00	0.00	N.A
2006-07	0.00	N.A	N.A

Other RCH Interventions/Sectoral Investment Programme			
Rs Crore			
Year	BE	RE	AE
2000-01	185.00	114.70	106.90
2001-02	314.00	179.27	184.91
2002-03	336.17	154.98	96.54
2003-04	194.40	160.05	163.61
2004-05	270.00	270.00	287.31
2005-06	401.00	305.68	N.A
2006-07	0.00	N.A	N.A

RCH Civil Works			
Rs Crore			
Year	BE	RE	AE
2000-01	0.00	0.00	0.00
2001-02	0.00	0.00	0.00
2002-03	0.00	0.00	0.00
2003-04	27.00	27.00	23.18
2004-05	30.00	15.00	19.26
2005-06	0.00	0.00	N.A
2006-07	0.00	N.A	N.A

RCH Expenditure at Head Quarter			
Rs Crore			
Year	BE	RE	AE
2000-01	2.50	2.50	2.30
2001-02	1.50	1.73	1.558
2002-03	2.00	2.03	1.24
2003-04	2.40	3.20	1.20
2004-05	3.00	1.90	2.40
2005-06	3.50	4.10	N.A
2006-07	3.50	N.A	N.A

RCH Flexible Pool for State PIPs			
Rs Crore			
Year	BE	RE	AE
2005-06	614.48	1781.42	N.A
2006-07	1705.72	N.A	N.A

RCH Flexible Pool started in 2005-06.

RCH Sub Project			
Rs Crore			
Year	BE	RE	AE
2000-01	40.00	52.00	51.00
2001-02	76.50	58.07	65.01
2002-03	70.30	20.42	22.95
2003-04	27.00	17.09	18.09
2004-05	0.00	0.00	0.00
2005-06	0.00	0.00	N.A
2006-07	0.00	N.A	N.A

RCH Strengthening of National Immunisation Programme and Polio Eradication			
Rs Crore			
Year	BE	RE	AE
2000-01	86.00	73.00	77.21
2001-02	99.00	57.32	7.71
2002-03	947.84	762.10	825.10
2003-04	1110.00	1113.20	1295.80
2004-05	2034.10	1764.35	1790.3677
2005-06	2197.60	1822.65	N.A
2006-07	2393.00	N.A	N.A
2006-07	0.00	N.A	N.A

Annexure III

Education

Difference in BE, RE and AE in Programme for Education							
Rs. Crore and Percentage							
Programme	BE– Total	RE– Total	AE– Total	Average (AE-BE) In per cent	Average (AE-RE) In per cent	Average (RE-BE) In per cent	Year (Average)
Elementary Education (Total)	22121.4	22909.47	23843.59	+7.79	+4.08	+3.56	2000-01 to 2004-05
Sarva Shiksha Abhiyaan	7313.56	9256.48	9969.22	+36.31	+7.70	+26.57	2000-01 to 2004-05
	1462.71	1851.30	1993.84	+7.70	+7.70	+26.57	
Mid-day Meal (Nutritional Supplement to Primary Education)	5927.5	6235.24	6391.88	+7.83	+2.51	+5.19	2000-01 to 2004-05
District Primary Education Programme (DPEP)	5188.91	4646.91	4728.41	-8.87	+1.75	+10.45	2000-01 to 2004-05
Kasturba Gandhi Swatantra Valika Vidyalaya	116.15	91.02	92.57	-20.30	+1.70	-21.64	2002-03 to 2004-05
Operation Black Board	974.29	930.57	962.32	-1.23	+3.41	-4.49	2000-01 to 2002-03
Strengthening of Teachers Trainings	1037.7	859.96	878.82	-15.31	+2.19	-17.13	2000-01 to 2004-05
Non Formal Education/ Education Guarantee Scheme	685.8	274.8	248.76	-63.73	-9.48	-59.93	2000-01 to 2002-03
Lok Jumbish	274.51	320.51	320.51	+29.49	0.0	+16.76	2000-01 to 2004-05
Mahila Samakhya	99.45	55.35	48.78	-50.95	-11.87	-44.34	2000-01 to 2004-05
Shiksha Karmi Project - Rajasthan	145.16	100.18	98.51	-32.14	-1.67	-30.99	2000-01 to 2004-05
UNDP Assistance to Children with Disabilities	5.28	5.09	3.47	-34.28	-31.83	-3.60	2000-01 to 2004-05
Ashram School	67.5	37.5	31.45	53.41	-16.13	-44.44	2000-01 to 2004-05
SECONDARY EDUCATION							
Secondary Education (Total)	8403.04	7742.4	8176.06	-2.70	+5.60	-7.86	2000-01 to 2004-05
Kendriya Vidyalaya (KVs)	3096.45	3107.86	3119.27	+0.74	+0.37	+0.37	2000-01 to 2004-05
Navodaya Vidyalaya	2339.1	2417.5	2517.44	+7.62	+4.13	+3.35	2000-01 to 2004-05

Difference in BE, RE and AE in Programme for Education (Contd...)

Rs. Crore and Percentage							
Programme	BE– Total	RE– Total	AE– Total In per cent	Average (AE-BE) In per cent	Average (AE-RE) In per cent	Average (RE-BE)	Year (Average)
Integrated Education for Disabled Children	142	140.6	144.86	+2.01	+3.03	-0.99	2000-01 to 2004-05
Development of Language – Promotion of Modern Indian Language and Literature	251.53	246.85	217.92	-13.36	-11.72	-1.87	2000-01 to 2004-05
Scholarship and Stipend for Secondary Education	848.1	659.81	1073.11	+26.53	+62.64	-22.20	2000-01 to 2004-05

Elementary Education

Sarva Shiksha Abhiyan			
Rs Crore			
Year	BE	RE	AE
2000-01	350.00	100.00	76.26
2001-02	493.44	498.90	498.70
2002-03	1505.35	1215.19	1563.34
2003-04	1929.60	2710.67	2710.35
2004-05	3035.17	4731.72	5120.57
Average	1462.71	1851.3	1993.84
2005-06	7129.55	7139.80	NA
2006-07	11000.00		

Kasturba Gandhi Swatantra Balika Vidyalaya (KGSBV)			
Rs Crore			
Year	BE	RE	AE
2000-01	0.00	0.00	0.00
2001-02	0.00	0.00	0.00
2002-03	7.65	0.02	0.00
2003-04	8.50	1.00	0.00
2004-05	100.00	90.00	92.57
2005-06	225.00	225.00	NA
2006-07	128.00	-	-

The scheme KGSBV has been merged with SSA from 2007-08.

Mid-day Meal (Nutritional Supplement to Primary Education)			
Rs Crore			
Year	BE	RE	AE
2000-01	1090.00	1300.00	1298.98
2001-02	930.00	1031.24	1030.26
2002-03	1057.50	1021.50	1099.09
2003-04	1175.00	1375.00	1375.00
2004-05	1675.00	1507.50	1588.55
Average	1185.5	1247.05	1278.38
2005-06	3010.76	3010.76	NA
2006-07	5337.50	-	-

Operation Black Board			
Rs Crore			
Year	BE	RE	AE
2000-01	398.00	438.00	436.95
2001-02	518.00	473.00	497.58
2002-03	58.29	19.57	27.79
2003-04	0.00	0.00	0.00
2004-05	0.00	0.00	0.00
2005-06	0.00	0.00	NA
2006-07	0.00	-	-

District Primary Education Programme (DPEP)

Rs Crore			
Year	BE	RE	AE
2000-01	967.00	818.00	856.29
2001-02	1098.00	1198.00	1198.00
2002-03	1328.00	1235.00	1285.02
2003-04	1198.00	798.00	791.19
2004-05	597.91	597.91	597.91
Average	1037.78	929.38	945.68
2005-06	597.91	597.91	NA
2006-07	197.91	-	-

Non formal Education/Education Guarantee Scheme

Rs Crore			
Year	BE	RE	AE
Year	BE	RE	AE
2000-01	290.00	166.00	156.05
2001-02	394.00	99.00	83.12
2002-03	1.80	9.8	9.59
2003-04	0.00	0.00	0.00
2004-05	0.00	0.00	0.00
2005-06	0.00	0.00	NA
2006-07	0.00	-	-

Lok Jumbish

Rs Crore			
Year	BE	RE	AE
2000-01	56.10	56.10	56.10
2001-02	59.00	50.00	50.00
2002-03	60.00	60.00	60.00
2003-04	70.00	125.00	125.00
2004-05	29.41	29.41	29.41
2005-06	0.00	0.00	
2006-07	0.00		

Strengthening of Teacher's Training Institutes

Rs Crore			
Year	BE	RE	AE
2000-01	219.00	197.25	192.00
2001-02	219.50	179.50	172.45
2002-03	185.80	147.51	162.29
2003-04	206.70	149.70	149.55
2004-05	206.70	186.00	202.53
2005-06	178.70	178.70	NA
2006-07	178.70	-	-

Shiksha Karmi Project Rajasthan

Rs Crore			
Year	BE	RE	AE
2000-01	26.12	26.12	24.46
2001-02	30.00	10.00	10.00
2002-03	40.00	15.02	15.01
2003-04	10.00	10.00	10.00
2004-05	39.04	39.04	39.04
2005-06	6.50	6.50	
2006-07	0.00		

UNDP's Assistance to children with Disabilities

Rs Crore			
Year	BE	RE	AE
2000-01	0.00	0.18	0.18
2001-02	1.61	1.61	0.93
2002-03	2.37	2.00	2.01
2003-04	1.00	1.00	0.35
2004-05	0.30	0.30	0.00
2005-06	0.00	0.00	
2006-07	0.00		

Mahila Samakhya			
Rs Crore			
Year	BE	RE	AE
2000-01	9.00	8.90	8.63
2001-02	10.90	8.90	7.64
2002-03	19.85	8.85	7.36
2003-04	29.85	13.85	10.31
2004-05	29.85	14.85	14.84
2005-06	29.85	23.85	
2006-07	29.85		

Ashram School			
Rs Crore			
Year	BE	RE	AE
2000-01	13.00	7.00	0.00
2001-02	12.50	7.50	9.98
2002-03	14.00	10.00	9.50
2003-04	14.00	7.00	6.47
2004-05	14.00	6.00	5.50
2005-06	0.00	6.00	
2006-07	16.00		

Secondary Education

Secondary Education			
Rs Crore			
Year	BE	RE	AE
2000-01	1352.96	1304.42	1251.86
2001-02	1507.76	1384.85	1443.00
2002-03	1647.40	1448.47	1500.92
2003-04	1779.80	1660.47	1923.88
2004-05	2115.12	1944.19	2056.40
2005-06	2330.74	2424.41	
2006-07	3037.00		

Integrated Education for Disabled children			
Rs Crore			
Year	BE	RE	AE
2000-01	15	15	14.7517
2001-02	21.4	21.4	21.3025
2002-03	31.5	31.5	33.7771
2003-04	35.1	38.5	38.4601
2004-05	39	34.2	36.565
2005-06	40.5	40.5	
2006-07	60		

Kendriya Vidyalaya			
Rs Crore			
Year	BE	RE	AE
2000-01	590.59	585.59	572.20
2001-02	596.10	557.14	562.24
2002-03	621.27	621.27	629.77
2003-04	644.00	661.57	661.57
2004-05	644.49	682.29	693.49
2005-06	763.64	804.64	
2006-07	881.00		

Development of Language – Promotion of Modern Indian Language and Literature			
Rs Crore			
Year	BE	RE	AE
2000-01	52.93	50.41	37.21
2001-02	48.45	43.86	39.09
2002-03	36.90	49.73	50.84
2003-04	55.24	54.24	53.82
2004-05	58.01	48.61	36.96
2005-06	40.92	40.92	
2006-07	70.42		

Navodaya Vidyalaya			
Rs Crore			
Year	BE	RE	AE
2000-01	435.00	437.44	432.99
2001-02	444.50	439.04	443.63
2002-03	446.60	446.6	482.60
2003-04	490.00	569.56	569.56
2004-05	523.00	524.86	588.66
2005-06	638.85	624.85	
2006-07	805.15		

Scholarships for Secondary Education			
Rs Crore			
Year	BE	RE	AE
2000-01	16.43	16.23	18.98
2001-02	68.92	30.36	96.49
2002-03	143.93	73.20	80.98
2003-04	153.71	96.48	389.87
2004-05	465.11	443.54	486.79
2005-06	667.77	649.41	
2006-07	854.89		

ANNEXURE- IV

Protection

Adoption*			
Rs Crore			
Year	BE	RE	AE
2000-01	4.70	4.20	2.35
2001-02	6.30	5.00	2.53
2002-03	5.40	3.90	3.43
2003-04	3.90	3.90	3.32
2004-05	4.05	3.95	3.38
2005-06	6.35	3.30	N.A
2006-07	4.50	N.A	N.A

* Addition of 3 programmes - Central Adoption Resource Agency (GIA), Asst. for promoting in-country adoption GIA and Assist. for promoting in-country adoption North East

Children in Need for Care & Protection in Assam			
Rs Crore			
Year	BE	RE	AE
2000-01	0.01	0	0
2001-02	0	0	0
2002-03	0	0	0
2003-04	0	0	0
2004-05	0	0	0
2005-06	0	0	N.A
2006-07	N.A	N.A	N.A

Integrated Scheme for Street Children*			
Rs Crore			
Year	BE	RE	AE
2000-01	9.50	9.50	7.24
2001-02	10.80	10.80	8.05
2002-03	13.50	11.00	10.99
2003-04	9.90	9.90	9.90
2004-05	12.55	12.55	11.78
2005-06	17.20	10.80	N.A
2006-07	12.10	N.A	N.A

*GIA and NE Component included

Prevention and control of Juvenile maladjustment*			
Rs Crore			
Year	BE	RE	AE
2000-01	12.12	10.55	10.50
2001-02	11.25	11.25	15.19
2002-03	14.40	14.40	14.33
2003-04	14.40	14.40	16.33
2004-05	18.90	18.90	19.72
2005-06	0.01	20.43	N.A
2006-07	25.00	N.A	N.A

* including NE GIA

Scheme for Welfare of Working Children in Need of Care and Protection			
Rs Crore			
Year	BE	RE	AE
2000-01	0	0	0
2001-02	0	0	0
2002-03	4.50	1.12	0
2003-04	7.00	1.00	0
2004-05	7.00	1.00	0
2005-06	7.00	2.00	N.A
2006-07	3.00	N.A	N.A

Assistance to Voluntary Organization for Setting Short Stay Home			
Rs Crore			
Year	BE	RE	AE
2000-01	14.51	9.77	9.77
2001-02	12.84	12.84	6.03
2002-03	16.34	12.84	13.26
2003-04	16.00	15.35	15.69
2004-05	15.00	14.40	15.26
2005-06	15.00	15.00	N.A
2006-07	17.50	N.A	N.A

Swadhar*			
Rs Crore			
Year	BE	RE	AE
2000-01			
2001-02			
2002-03	13.50	9.00	4.04
2003-04	13.50	0.80	1.12
2004-05	2.70	3.69	4.21
2005-06	5.50	5.50	N.A
2006-07	8.00	N.A	N.A

* including NE GIA

Relief and Rehabilitation of Rape Victims*			
Rs Crore			
Year	BE	RE	AE
2000-01			
2001-02			
2002-03			
2003-04			
2004-05			
2005-06			
2006-07	1.00	N.A	N.A

* including NE - GIA (New programme started in year 2006-07)

Schemes for Rescue of Victims of Trafficking*			
Rs Crore			
Year	BE	RE	AE
2000-01			
2001-02			
2002-03			
2003-04			
2004-05			
2005-06	0.25	0.25	N.A
2006-07	0.50	N.A	N.A

*Including NE GIA (New Programmes started in 2005-06)



A non-profit society founded in 1999, HAQ: Centre for Child Rights is dedicated to the recognition, promotion and protection of the rights of all children.

HAQ focuses on children in a holistic way – as Actors in society, as Citizens of today, and as Adults of tomorrow. We at HAQ strive to propel child rights into all mainstream efforts, governmental and non-governmental, and place it on the centrestage of national debate.

HAQ while recognising the indivisibility of all rights, believes that the rights of Survival, Childhood, Equal Opportunity are the basis of every other right. These rights form the cornerstone of our work.

HAQ aims at :

- Building a holistic understanding of Child Rights and exploring areas of concern that affect children and their rights
- Engaging with children and giving them a voice
- Placing child rights on the centrestage of public debate in order to influence the Influential
- Generating wider ownership to the cause through a strong Child Rights movement
- Serving as a Resource Centre and Support Base

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