

# BUDGET FOR CHILDREN

*A Summary Report* 2004-05 to 2008-09



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A Summary Report

2004-05 to 2008-09

*A study by*



**HAQ: Centre for Child Rights**

*In Partnership With:*

**MV Foundation**

**Open Learning System**

**North Eastern Social Research Centre**

**Society for People's Awareness**

**Himachal Pradesh Voluntary Health Association**

**Centre for Rural Education and Development Action**

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# Foreword

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

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

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

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

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

This is summary report of the budget analysis of union and six states and has been compiled by Enakshi Ganguly Thakral. All the reports are available independently.

This project would not have come about without the support of the Ford Foundation and Sir Dorabji Tata Trust. We particularly want to thank Bishnu Mohapatra at the Foundation who believes in our ideas and in us. We would also like to thank our state partners for their immense contribution to this project. HAQ takes full responsibility for all facts and figures. Reader reactions, including about any inadvertent mistakes, will be appreciated.

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

We must record our appreciation for the HAQ team, in particular, Paromita Shastri, Madhumita Purakayastha and Indarilin Dkhar for the enormous work that this project has entailed.

As always we have to thank Aspire Design – Sukhvinder, Nishant and Gurnam who despite all odds has ensured that we are able to hold this report in our hands.

Enakshi Ganguly Thakral  
Co-Director  
HAQ: Centre for Child Rights

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# Budget for Children

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

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

Since any budgetary allocation by a government is a reflection of its financial commitments to resource and implement, via programmes and schemes, the promises made by it in law, policy and plan to its citizens, a budget for children analysis must assess how far these promises are matched by resources and implementation. In other words, is the government walking its talk on children? The Constitutional guarantees are implemented through 46 special and local laws that have a bearing on children's rights, 32 provisions

Budget analysis is both a tool for monitoring state performance as well as for holding it accountable.

Budgets are the most solid expression of a government's priorities, performances, decisions and intentions.

Budgets reflect the policies and programmes of the government.

They are essentially a political and not a technical instrument.

dealing with crimes against children, punishments and procedures as contained in the Indian Penal Code, the Criminal Procedure Code and the Indian Evidence Act, several central and state rules and judicial precedence set through case law, 8 policies and plans and 80 odd programmes and schemes.

HAQ: Centre for Child Rights (HAQ), a pioneer in undertaking analysis of budget for children (BfC) in India, began with a decadal analysis of the Union (National) Budget from a child rights perspective in the year 2000. Since then HAQ has been involved in the analysis of children's share in both allocation and expenditure in the Union Budget. For HAQ, like many others who are involved in budget analysis, budget is another indicator for assessing fulfillment of government's promises and commitments made towards its people.

While HAQ has been analysing the Union Budget, we realised that it is equally important to look into the budget of the states. In India, although there are schemes which are fully sponsored or part-funded by the central government, the states too have self-funded programmes and schemes. While the centrally sponsored schemes or centrally aided schemes are developed keeping in view the wellbeing of people in general, state government schemes are tuned in to the specific need of the state.

Recognising this, in 2002, HAQ decided to undertake BfC work in three sample states, Andhra Pradesh, Himachal Pradesh and Orissa (now Odisha). In 2005, two more states, Uttaranchal (now Uttarakhand) and Jharkhand were added. Work also started in Uttar Pradesh, West Bengal and Assam. While work in Uttarakhand could not be completed, a three year analysis was brought out for Jharkhand, in collaboration with Campaign for Right to Education in Jharkhand (CREJ). Over the years, the methodology has been tested and fine-tuned.

This report only includes the six states mentioned below.

The work was undertaken with the following partners:

- Andhra Pradesh (AP) – MV Foundation (MVF) (Since 2002)
- Himachal Pradesh (HP) – Himachal Pradesh Voluntary Health Association (HPVHA) (Since 2002)
- Orissa (now Odisha) – Open Learning Systems (OLS) (Since 2002)
- Uttar Pradesh (UP) – Centre for Rural Education and Development Action (CREDA) (Since 2006)
- Assam – North East Social Research Centre (NESRC) (Since 2006)
- West Bengal (WB)– Society for People's Awareness (SPAN) (Since 2006)

Budget for children (BfC) is not a separate budget. It is an attempt to disaggregate from all government allocations, those made specifically for children.

## About this Study

This study is based on budget for children analysis at the national and the state level in 6 states. Seven reports have been written. Each report has two parts — Part I is based on the budget analysis undertaken for the years 2004-05 to 2008-09. In this summary report a short glimpse has also been given of the trends in the Union budget for 2000-01 to 2008-09.

In this phase of budget analysis it was felt that it is not enough to analyse the budget allocations and expenditures based on the figures that the government puts out through its budget documents. Part II is based on the budget tracking of the Sarva Shiksha Abhiyaan (SSA) in the states. In each state one district and two blocks (one rural and one urban) were selected.

How does the money travel down from the Centre to the states, the districts, the blocks and finally to the last receiver of money? The team — both at HAQ and the states decided that it would be SSA that would be tracked.

What are the road blocks in this journey and finally what reaches the schools and the children? In a very simplistic way we were attempting what Mr. Chidambaram had introduced as Outcome Budgeting.

For the current analysis, the same methodology has been adopted as was the case in all HAQ's analysis so far:

## Defining the Child

In keeping with the definition of the child under the UN Convention on Rights for Children (UNCRC) and the Juvenile Justice Act (Care and Protection of Children) Act, 2000, we have defined a child as a person aged 0-18 years and selected programmes catering to this age group. Indian legislation also makes 18 years the general age of majority in India.<sup>1</sup>

## Timeframe of the Study

The study reviews the budget figures for five consecutive financial years, 2004-05 to 2008-09. These include the budget estimates, revised estimates and actual expenditure. Because HAQ has been undertaking budget analysis since 2000, we have also given a glimpse of the last 9 years for the Union Budget, giving us longer perspective. The actual expenditure has been taken into account only for the first three years, from 2004-05 to 2006-07. This is because actual estimates are available with a two-year lag. Secondly, at the Union Budget level due to the general and state elections, only a vote-on-account budget was announced in February 2009, leaving the full budget to be presented by the new government in July. Only the full budget for 2009-10 would have had the actual expenditure figures for 2007-08).

## Sectors

The four basic rights of children according to UNCRC 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 Government of India's (GoI) mandate, there are several social sector schemes that fall within the ambit of the other three rights. However, they are not always distributed across the Ministries in the same manner.

For purposes of the analysis, we have adopted a methodology in which all the existing programmes and schemes of GoI have been clubbed under four heads. Over the years, the GoI and others who have begun BfC work too have adopted the same sectoral divisions:

<b>Education</b>	Here, we have picked out elementary and secondary education from the Department of School Education and Literacy, some schemes from the Higher Education Department and the Technical Education Department under the Ministry of Human Resource Development (MHRD). Educational schemes/ programmes run by other ministries are also included.
<b>Development</b>	With special focus on Early Childhood Care and Development, it includes those schemes which don't fit in other sectors but are meant for overall development of children.

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

<b>Health</b>	This sector includes programmes and schemes related to the health care needs of children. Often it is difficult to segregate financial allocation for children in schemes targeted at both women and children. In such cases we have taken the total allocation of the scheme and tried to be on the higher side of errs.
<b>Protection</b>	This sector contains programmes and schemes aimed at specially disadvantaged groups of children, including child workers, homeless or orphaned children, street children, trafficked children, children who are physically or mentally challenged, children coming up for adoption, and children in conflict with law.

## Objectives of the Study

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

The objectives were:

- To critically analyse if the allocations for programmes and schemes aimed at children are able to meet the needs of children. That is, matching needs with allocation.
- To examine the trends in allocation and expenditure and thereby the implications for children's programmes and schemes. In other words, matching allocation with spending to evaluate if they are increasing or decreasing and if they are gaining or losing priority.
- To assess the utilisation of funds allocated for these programmes and thus evaluate utilisation versus allocation (needs vs spending) to see if children are getting their just share of the state's resources.
- The allocations and expenditure on children (BfC) have been examined against the total Union or State Budget and within the Social Sector allocations. Sectoral budgets too have been analysed in the context of the total budget and as a share within BfC.

## Ministries Implementing Schemes for Children

Over the last couple of years, the Ministry of Finance, Government of India, since it introduced Statement No. 22 in its Expenditure Budget presented with the Finance Bill, has begun to include several new Ministries in its child budget. However, since HAQ's analysis had begun before this, we have continued to include the following Ministries and Departments from which programmes/schemes (under the four sectors viz. Development, Health, Education, and Protection) are taken for analysis :

At the Union Level:

1. **Development**
  - a) Ministry of Women and Child Development
  - b) Ministry of Youth and Sports
2. **Health**
  - a) Ministry of Health and Family Welfare
3. **Education**
  - a) Ministry of Human Resource and Development

Department of School Education and Literacy  
Department of Higher Education

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

#### 4. Protection

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

This analysis is based on 84 child specific schemes from 8 ministries of the Government of India. Of these 8 are allocations for institutions such as NCPCR, NCERT, NIPCCD, Bal Bhawan and Kalavati Saran Hospital etc.

### At the state level

At the state level, departments have been identified that run programmes and schemes for children or related to children. These may differ in the states depending upon the distribution of the programmes.

The departments that are common to all the states are:

- Social Welfare
- Women and Child
- Health and Family Welfare Department
- Labour
- Education

Apart from that, each of the states have additional departments for example:

- Planning (UP)
- Municipal Administration and Urban Development (AP)
- Food, Civil Supplies and Consumer Affairs (AP)
- Tribal Development/Welfare (in the states with tribal population such as Assam, HP, Odisha and AP)
- Backward Classes Welfare Women's Development, Child Welfare and Disabled Welfare (AP & WB)
- Panchayati Raj and Rural Development Department
- Technical Education (UP)
- Minority Welfare and Waqf (UP)
- Department of Agriculture (UP)
- Department of Backward Classes Welfare (WB)
- Department of Hill affairs (WB)
- Judicial Department (WB)
- Tourism and Culture Departments (Odisha)
- Sports and Youth Services Departments (WB and Odisha)
- Works Departments (WB)
- Commerce Departments (WB)
- Revenue Departments (WB)

- Industry Departments (WB)
- Home Department (WB)
- Department of Panchayat and Rural Development (Assam)
- Department of Hill Areas (Assam)
- Department of Social Justice & Empowerment (SJ&E) (HP)
- Department of Planning and Backward Area (HP)

## Sources of Data

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

## Constraints and Limitations

1. The biggest challenge remains selection of schemes and disaggregation of data enabling us to calculate share for children, especially in those that are meant for both women and children or for whole category of persons such as the disabled, without specifying age. Since it is not possible to know for sure what proportion of the resources are used for children (0-18 years) we consider it preferable to err on the side of caution.
2. Data mismatch remains a challenge. It is important to tally data relating to a particular scheme/programme in various budget documents. It is found that sometimes, it may not tally due to printing errors.
  - For example, as per figures in Detailed Demands document, the central allocation for SSA in 2004-05 and 2005-06 in Himachal Pradesh was Rs 20.75 crore and Rs 20.55 crore respectively whereas the figures in the report of the Comptroller and Auditor (CAG) the central release for 2004-05 and 2005-06 was Rs 61.44 and Rs 76.1.
3. In the number of centrally sponsored programmes and schemes, the money is directly transferred from the centre to autonomous bodies set up for implementation, bypassing the treasury /state exchequer. Thus they are not reflected in the budget documents, although they are part of governments' initiatives for children. Calculating the correct share of BfC in the state budget thus is a challenge.
4. It is difficult to accurately calculate the share of external aid components in every scheme:
  - The information is not explicitly available in the budget documents and the information available in other government documents, such as annual report or the website does not always match each other.
  - Besides, states are now receiving external aid directly, sometimes through autonomous institutions, and hence the exact share of the programme is not reflected in the budget documents.

## Allocation and Spending in BfC

In India, the budget cycle goes through three stages:

- Allocation based on the demands made by the different departments and ministries or the (Budget Estimates (BE),
- Changes if any in the allocations later in the year or Revised Estimates (RE);
- The final spending of the allocated amount, or the Actual Expenditure (AE). This figure is only available a year later. For example the AE figures for 2004-05 are available only in 2006-07. Hence in a 5 year study AE figures are available only for three of the five years (See Table 3).

There is a fourth stage, called Accounts, which is the audited final figure, but that doesn't concern our study.

## Tracking the budget flow — the case of Sarva Shiksha Abhiyaan (SSA)

The study tracked and analysed the flow of financial resources from the Centre to the state mission, and then to the districts and blocks till the last level of beneficiaries (the school) over a period of five years from 2004-05 to 2008-09 (2005-06 to 2008-09 in some cases).

The Quantitative part of the study tracked the Planned and Approved Budgets and actual flow of funds and expenditure at various levels (state, district, block and school) of selected project areas on the major interventions of SSA, while the

Qualitative part of the study tracked the functional part of the SSA, the stages of implementation and the problems in that process, and assess whether the broad goals of the SSA are being met through focused group discussions with stakeholders/ beneficiaries as well as individual interviews with the officials at various levels. In each state, one district was chosen and within that district, two blocks were chosen, one urban and one rural, from each of which five schools of various types, ranging from primary to upper primary to Kasturba Gandhi Balika Vidyalaya (KGBV) to Education Guarantee Scheme (EGS) and Residential Bridge Course (RBC) schools, were chosen for the survey.

While the sample of 60 schools is clearly too inadequate a base to mount a criticism of the effectiveness of the SSA, the study findings did throw up interesting pointers that were remarkably similar to those of other evaluation reports. The important findings are summed up below:

## BfC – Gaining Credence

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

The MWCD has been undertaking Child Budget analysis on budget for children since 2003. In October 2005, the Ministry (then the Department of WCD) had announced that it would be undertaking child budgeting in centre as well as the states at a national meeting called for this purpose. The Eleventh Five Year Plan 2007-2012, for the first time in the history of plans, had a section on Child Rights in the Chapter entitled Towards Women's Agency and Child Rights.

It states that Development of children is at the centre of the Eleventh Five Year Plan. The Plan made a paradigm shift in its approach to children, by striving to create a protective environment, which will ensure every child's right to survival, participation, and development. It has also attempted to address the various challenges and problems that children confront as well as the need for a convergence between ministries and states that in the Eleventh Plan every ministry/ department will review its own policies, programmes, services, laws, budgets, and procedures to examine how it can incorporate and integrate better development and protection of children. Further, each sector will be advised to take up child budget analysis and publish reports on the progress of child indicators. It has for the first time also included a section of child budgeting, thereby recognizing and affirming the importance of budgets being an important mechanism for both monitoring and affirming the realisation of child rights.

However, despite the Government's stated commitment, this never found mention in the Finance Minister's speech or the Finance Bill that was presented, until February 2007 when in a pre-budget meeting of civil society groups, the attention of the Finance Minister was sought to the importance of child budgeting. The final affirmation came when the Finance Minister in 2008-09 announced in his Speech a separate statement, Statement 22, on schemes for children in the Expenditure Budget (Volume 1).

Even though the government's estimate of allocations for children's programmes as per Statement 22 is smaller than the share of BfC estimated by HAQ, the Government's move has far-reaching implications.

What is even more interesting is that by forcing every ministry to look for and estimate the child-related component in its budget, the government is not only bringing about a child audit within its own arms but also making them accountable to the children of India. In doing so, the government has truly mainstreamed BfC analysis, and is indeed including many more ministries than we are in its analysis. The hope is that over time, this will make the government much more conscious of its obligations to children.

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

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

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

Expenditure Budget. Volume-I  
Budget 2008-09

## STATEMENT 22

## BUDGET PROVISIONS FOR SCHEMES FOR THE WELFARE OF CHILDREN

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

(In crores of Rupees)

MINISTRY/DEPARTMENT	2009-2010 Budget			2009-2010 Revised			2010-2011 Budget		
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total
<b>Demand No.4</b>									
<b>Atomic Energy</b>									
Educational Institution				12.9	52.51	65.41	15.00	47.47	62.47
<b>Total:</b>				12.9	52.51	65.41	15.00	47.47	62.47
<b>Demand No.5</b>									
<b>Nuclear Power</b>									
Educational Institution				---	1.20	1.20	---	0.90	0.90
<b>Total:</b>				---	1.20	1.20	---	0.90	0.90
<b>Demand No.12</b>									
<b>Department of Industrial Policy and Promotion</b>									
Scheme for grant of rewards to the children of Salt Workers				---	0.27	0.27	---	0.27	0.27
<b>Total:</b>				---	0.27	0.27	---	0.27	0.27
<b>Demand No.13</b>									
<b>Department of Posts</b>									
Educational assistance to the children of Postal Employees including Gramin Dak Sevaks (GDS) as under:									
1. Scholarship for Technical Courses (including IIT, AIIMS, IIM, ITI)				---	2.21	2.21	---	2.68	2.68
2. Scholarship for Non-Technical Courses				---	0.66	0.66	---	0.80	0.80
3. School Student Awards including Awards for excellence in X and XII Board Examinations				---	0.16	0.16	---	0.20	0.20
4. Scholarships for Development of Personality				---	0.16	0.16	---	0.20	0.20
5. Scholarships for Handicapped Children				---	0.09	0.09	---	0.12	0.12
<b>Total:</b>				---	3.28	3.28	---	4.00	4.00
<b>Demand No.14</b>									
<b>Department of Telecommunications</b>									
Amenities to Staff	---	0.01	0.01	---	0.01	0.01	---	0.01	0.01
<b>Total:</b>	---	0.01	0.01	---	0.01	0.01	---	0.01	0.01
<b>Demand No.35</b>									
<b>Transfers to State and UT Governments</b>									
Nutrition Programme for Adolescent Girls (NPAG)	162.77	---	162.77	49.55	---	49.55	---	---	---
<b>Total:</b>	162.77	---	162.77	49.55	---	49.55	---	---	---
<b>Demand No.46</b>									
<b>Ministry of Health &amp; Family Welfare</b>									
1. Routine Immunization	388.21	---	388.21	414.21	---	414.21	450.00	---	450.00
2. Pulse Polio Immunization	1102.89	---	1102.89	1191.39	---	1191.39	1067.08	---	1067.08
3. Reproductive & Child Health Project	99.50	---	99.50	252.94	---	252.94	315.50	---	315.50
4. Manufacture of Sera and BCG Vaccine	20.15	9.01	29.16	19.15	12.50	31.65	22.02	12.50	34.52
5. Kalawati Saran Children's Hospital	18.00	21.27	39.27	20.51	24.26	44.77	24.00	23.26	47.26
<b>Total:</b>	1628.75	30.28	1659.03	1898.20	36.76	1934.96	1878.60	35.76	1914.36
<b>Demand No.55</b>									
<b>Transfer to UT Governments</b>									
National Programme for Adolescent Girls	2.03	---	2.03	---	---	---	---	---	---
<b>Total:</b>	2.03	---	2.03	---	---	---	---	---	---
<b>Demand No.57</b>									
<b>Department of School Education &amp; Literacy</b>									
1. Sarva Shiksha Abhiyan (SSA)	13100.00	---	13100.00	13100.00	---	13100.00	15000.00	---	15000.00
2. Mid Day Meal Scheme	8000.00	---	8000.00	7359.15	---	7359.15	9440.00	---	9440.00
3. National Bal Bhavan	7.00	5.23	12.23	6.30	6.10	12.40	14.25	5.70	19.95
4. District Primary Education Programme (DPEP)	0.01	---	0.01	---	---	---	---	---	---
5. National Scheme for Incentive to Girls for Secondary Education	---	---	---	35.00	---	35.00	50.00	---	50.00

## Status of India's Children at a Glance

- India has the largest young population in the world; 42 per cent of the population is below 18 years of age. 164 million of them are aged 0-6 years
- Only 35 per cent of the births are registered
- 26 million children are born in India every year, constituting 20 per cent of the world's infants, of whom 1.2 million die within four weeks of being born, which is 30 per cent of the global neo-natal deaths
- Over 57 per cent children die before their first birthday and one out of every 14 children die before reaching the age of five years
- 2.5 million children die in India every year, accounting for one in five deaths in the world, with girls being 50 per cent more likely to die
- Three in four children in India are anaemic and one in three is stunted.
- About 35 per cent of the low weight babies live in India
- Every third malnourished child in the world is in India. 150 million children are at risk of becoming malnourished
- About 35 per cent of the people living with disabilities in India are children and young adults in the 0-19 age group
- There are only 927 girls to 1,000 boys 0-6 years, showing the terrible impact of sex selection in India over the last decade-and-a-half. About 35 percent of the districts registered child sex ratios below the national average of 927 females per 1000 males
- 164 million children in India are in the 0-6 year age group, of whom about 60 million are in the age group 3-6 years. Only 4 million children in this age group are covered by pre-schooling initiatives either under the ICDS or private initiatives, excluding about 26 million children from any intervention.
- Of every 100 children who enrol in school, 70 per cent drop out before they reach secondary school
- Of every 100 children who drop out of school, 66 are girls
- The 'Education For All' (EFA) monitoring report, released by UNESCO on November 6, 2003, cautioned that India is "at risk of not achieving the Millennium Development Goal of universalisation of education by 2015." Poor infrastructure, in-accessibility of schools, teacher absenteeism, low quality of teaching, corporal punishment, cultural barriers, etc. are some of the factors responsible for pushing children out of school
- India is home to the largest number of child labourers; they number 12.59 million according to the 2001 census. It would be many more if all the out of school children were accounted for
- India has the largest number of sexually abused children. More subtle forms of violence against children such as child marriage, economic exploitation, practices like the 'Devadasis' tradition of dedicating young girls to gods and goddesses, 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
- Most child protection concerns remain under-documented and the absence of systematic and reliable data impacts planning and intervention. There is no figure available for many categories of children in need of care and protection
- According to NACO, there were an estimated 55 thousand HIV infected 0-14 year old children in India in 2003. UNAIDS, however, puts this figure at 0.16 million children
- Forced evictions, displacement due to development projects, war and conflict, communal riots, natural disasters, all of these take their own toll on children
- Children in most sections of Indian society are traditionally and conventionally not consulted about matters and decisions affecting their lives. In the State's dealings with children, child participation is a relatively newer programming area and therefore, recently acknowledged as an area of intervention. However, very little has been done to ensure children's right to be heard in either administrative or judicial processes

2 Office of the Registrar General of India Census in India, 2001, Human Development Report, 2005. UNDP, Oxford University Press, New Delhi, State of India's Newborn, 2004. National Neonatology Forum, in partnership with the Ministry of Health and Family Welfare, Government of India, NFHS-3, WHO (South East Asia Region), UNICEF India, World Bank, and saving Newborn Lives, Save the Children (US), UNAIDS. Report on the Global AIDS Epidemic, 2004. Geneva.; HAQ: Centre for Child Rights, Still out of Focus: Status of Children in India 2008.

# Rising but Not Shining – Share of Children in the Union Budget in the last decade

Over 40 per cent of India's population does not take part in General Elections. And because India's 420 million children do not vote, their interests slip off the political radar. Amidst the many issues that vie for the politician's attention-- economic meltdown, global warming, dwindling food and fuel supplies, the Commonwealth Games 2010 or communal-ethnic violence—children have no breathing space. And this is the reason that it is still unable to save its children from starvation, hunger, diseases and lack of education. This is because children remain out of focus at all levels of governance, including the general budget.

In international comparisons of the status and condition of children, India continues to rank poorly on several key indicators. India's children still suffer from malnutrition, inadequate health services, insufficient and unhealthy water & sanitation and poor access to education.

## An analysis from 2000-01 to 2008-9 shows:

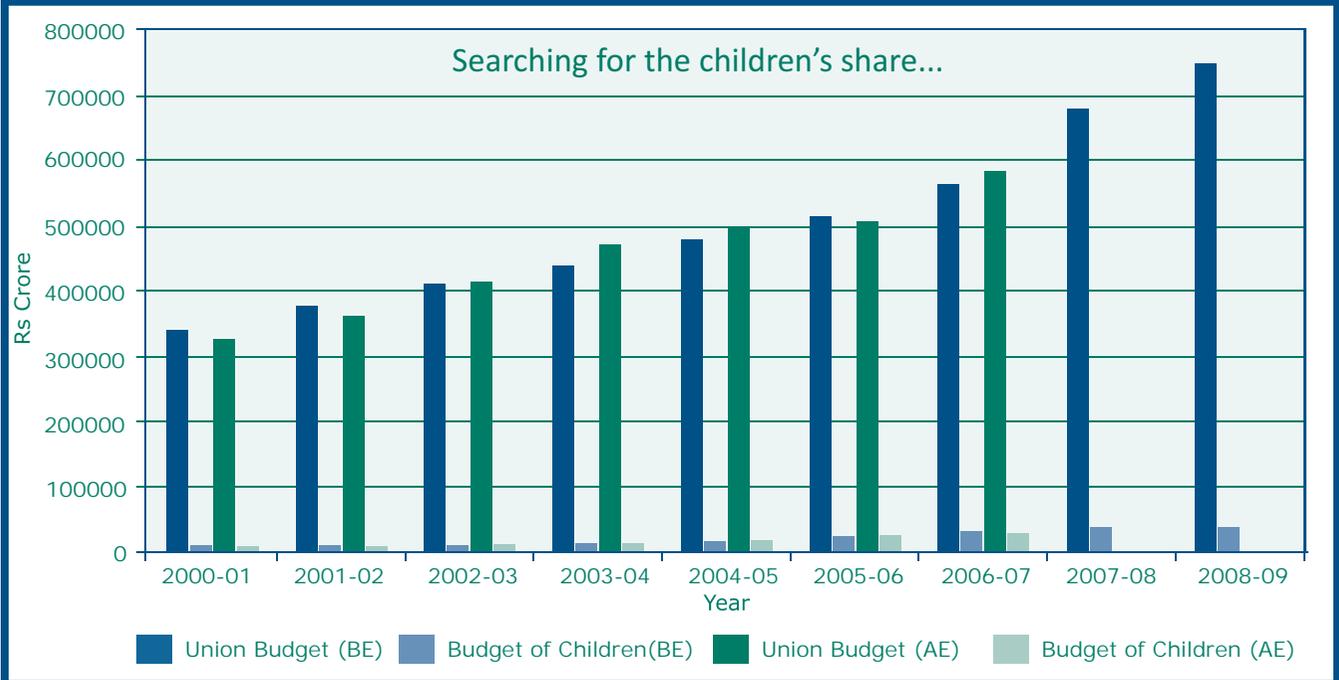
Children have received an average of 3.75 per cent of the Union Budget. While education sector receives the maximum allocation (Budget Estimate of BE), the least amount of resources are received by the protection sector, even while protection indicators for children in India remain a huge cause for concern. This is because India has the world's largest number of sexually abused children and is also home to the largest number of working children in the world; with a 7.6 per cent rise in crimes against children and 8.4 per cent rise in crimes by children. <sup>3</sup>

**On an average, out of every hundred rupees allocated in the Union budget during 2000-01 to 2008-09, Rs. 3 and 75 paise was allocated for children.**



3 National Crime Records Bureau, Ministry of Home Affairs, Government of India. Crime in India 2007 and HAQ: Centre for Child Rights, 2008. Still Out of Focus-Status of Children in India Page 131

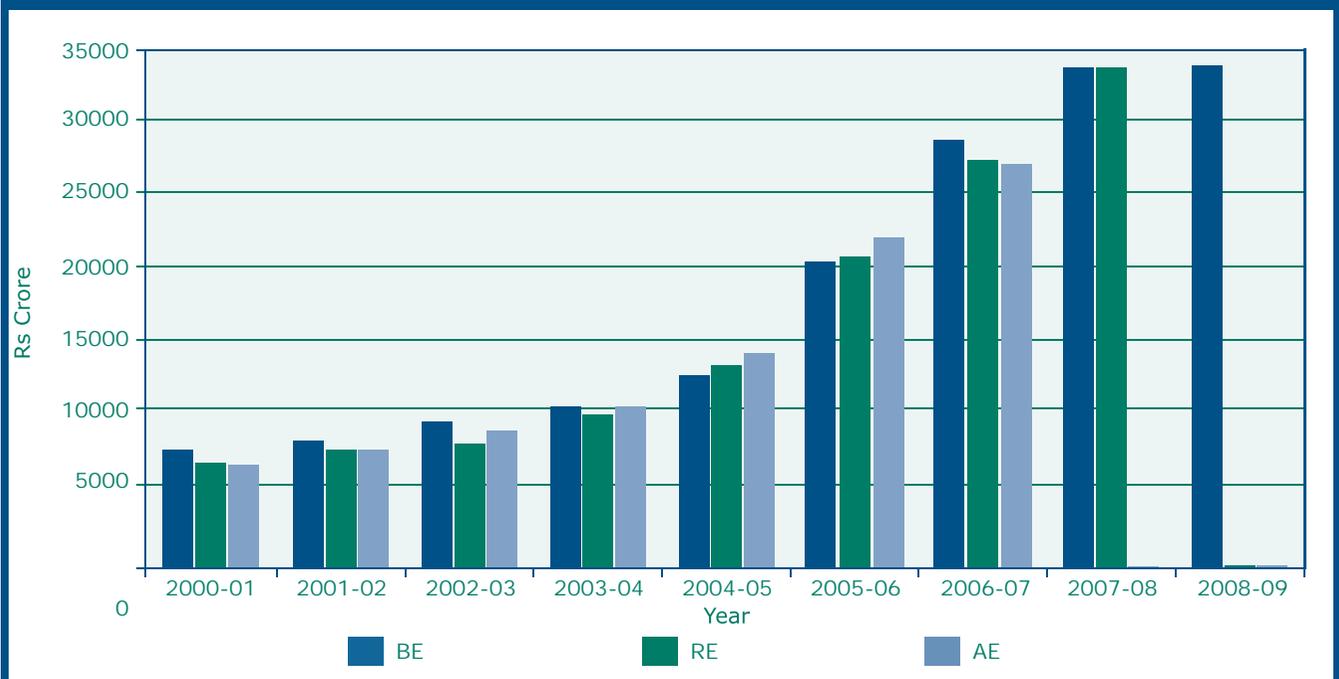
Figure 1: BfC in the Union Budget – BE, RE and AE



The allocations for children have seen a remarkable rise of almost six times till 2008-09 (Figure 2). In fact, the turning point came in 2005-06, when for the first time the share of BfC broke through the 4 per cent barrier (Table 2). There are some other interesting trends as well.

While in the early years, the Budget Estimates were generally more than the Revised Estimates and the Actual Expenditure, and this was one of the major findings of the decadal analysis, this trend seems to have changed in some of the later years. On an average however, this remains the case.

Figure 2: BE, RE, and AE in BfC 2000-01 to 2008-09 in Union Budget



Sectoral analysis (Table 1) shows consistently low allocations for protection sector followed by the development sector that includes allocations for early childhood care services and other miscellaneous services. Not surprisingly the expenditure (AE) that is finally made follows the same pattern and is reflected in the indicators for children.

Table 1: Sectoral Allocation in BfC, Union Budget

(in Per cent)				
Year	Development	Health	Education	Protection
2000-01	0.36	0.54	1.45	0.02
2001-02	0.41	0.47	1.41	0.03
2002-03	0.45	0.51	1.45	0.04
2003-04	0.50	1.45	1.47	0.03
2004-05	0.42	0.66	1.64	0.03
2005-06	0.66	0.76	2.63	0.03
2006-07	0.83	0.84	3.52	0.04
2007-08	0.80	0.71	3.51	0.05
2008-09	0.86	0.82	2.88	0.07
Average	0.63	0.67	2.41	0.04

Source: 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 2008-09)

## STILL OUT OF FOCUS - BUDGET FOR CHILDREN 2004 TO 05-2008-09

From 2000-01 to 2008-09, of every Rs. 100 in the Union Budget, Rs. 4 and 45 paise was for children.



While there has been an impressive 68 per cent increase in terms of the share of BfC in the total Union Budget between 2004-05 and 2008-09, a closer scrutiny however shows that the share has been falling since 2006-07. The decline has been steeper in terms of budget estimates—close to 25 per cent from 2006-07 to 2008-09.

**Table 2: Budget for Children as a Percentage of Union Budget**

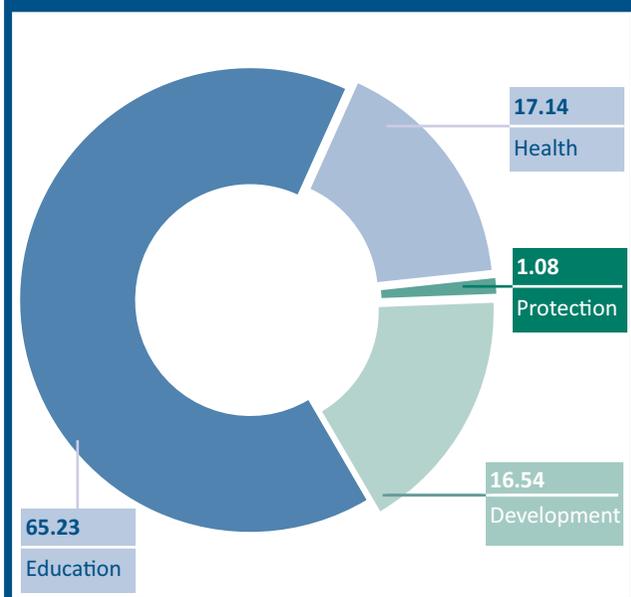
	2004-05	2005-06	2006-07	2007-08	2008-09	Average
Budget Estimates (BE)	2.76	4.09	5.23	5.08	4.63	4.45
Revised Estimates (RE)	2.74	4.21	4.83	4.86	4.53	4.23
Actual Expenditure (AE)*	2.96	4.51	4.77	NA	NA	4.12

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

Of every Rs.100 in the Budget for Children, education was allocated Rs. 65 while protection was allocated only Rs.1, of which 12.76 per cent was not spent.

Across the four sectors within BfC, under-utilisation of resources, measured by the gap between budgeted and revised/actual estimates, stands at an average of 2.74 per cent during the period of study. Nowhere is the gap between the two better reflected than in 2006-07—the record high share of 5.23 per cent in the Union Budget for allocations for children transforms to only 4.77 per cent when actual spending is concerned—clearly both Union Budget and BfC are guilty of underspending!

**Figure 3: Sectoral Allocation (BE) in BfC 2004-05 to 2008-09**



**Figure 4: BE, RE and AE in BfC 2004-05 to 2008-09**

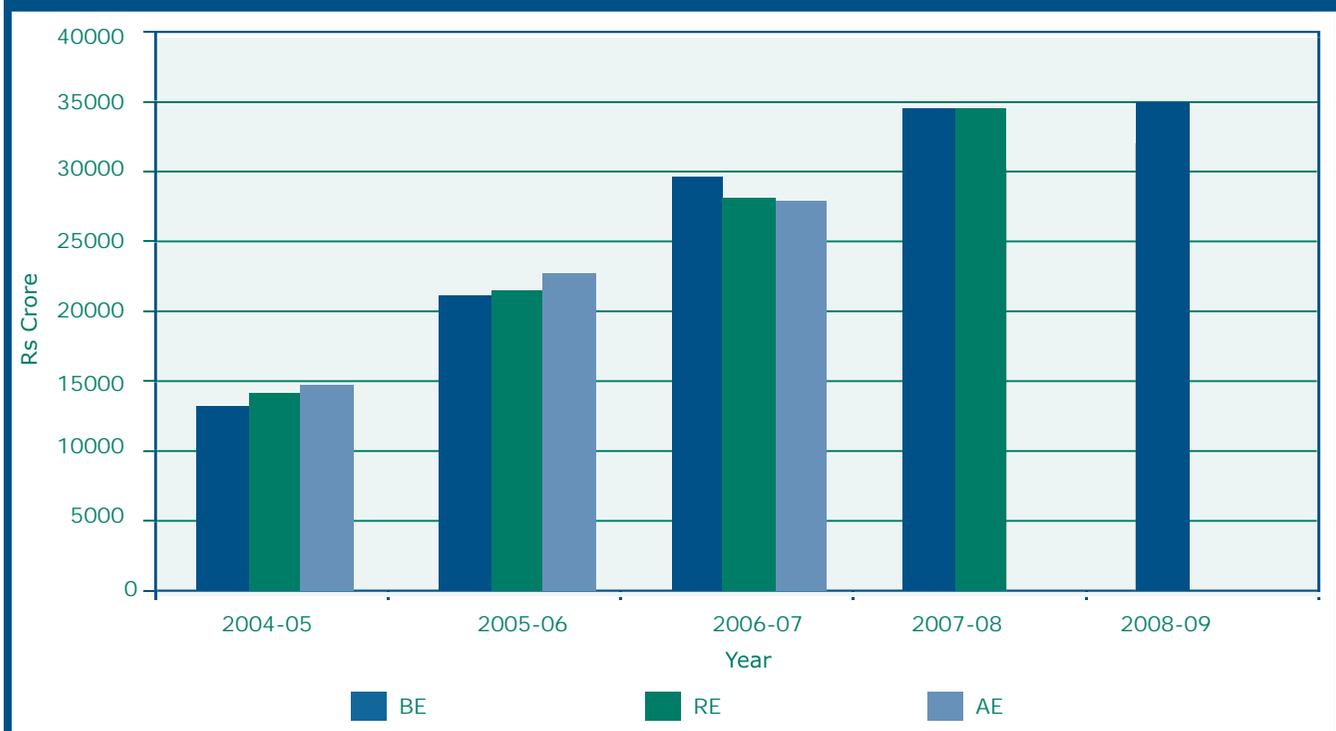


Table 3 enables us to see the rate of change in the allocations and spending for children over the last five years. Although the budget allocation for the BfC went up sharply from Rs 21,032.84 crore in 2005-06 to Rs 29,518.55 core in 2006-07, an increase of over 40 per cent, the rise in actual spending was less so — from Rs 22,875.27 crore to Rs 27,827.87 crore, reflecting an increase of 21.65 per cent only

Year	In Rs. Crore			Per cent		
	BE	RE	AE	BE	RE	AE
2004-05	13,172.56	13,872.89	14,771.05			
2005-06	21,032.84	21,458.09	22,875.27	59.67	54.68	54.87
2006-07	29,518.55	28,093.60	27,827.87	40.3	30.92	21.65
2007-08	34,579.08	34,537.52	NA	17.14	22.94	NA
2008-09	34,743.61	NA	NA	0.47	NA	NA

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

The rate of increase over the years does not show any consistency. While between 2004-05 and 2005-06 there was an almost 60 per cent increase in the share of allocations for children which can be traced to the huge increase one can see in education and development sector in these years. Between 2007-08 and 2008-09 this decreased to only a 0.47 per cent increase.

Given the inflation and rising cost of living over the years, what does this reflect regarding the government's promised growing commitment to children? especially since children still remain out of school and the situation of the young child still remains a matter of concern, as are the other developmental indicators seen from the statistics on situation of children.

## The Union Budget, Social Sector and Children

In a country where about a third of the population is still living at subsistence level, a large chunk of the Budget is used for social services sector which is the direct burden of the government.

Even as the budget allocation towards social services allocation has increased consistently, BfC has failed to keep up pace, especially towards the end of the study period. Social services increased its share in the total Union Budget, from 9.38 per cent in 2004-05 to almost 15 per cent in 2008-09, i.e by 5.62 per cent. However, children's share in social sector allocation only increased by 2 per cent during the same period.

Table 4: Allocation in Union Budget, Social Sector and Budget for Children

Year	Per cent	
	SSA share in Union Budget	BfC share in SSA
2004-05	9.38	29.39
2005-06	12.33	33.17
2006-07	13.21	39.63
2007-08	13.71	37.07

Source: Expenditure Budget, Vol I, various years

## Sector-wise Allocation in BfC

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

Table 5: Sector-wise Allocation in BfC in Union Budget

Year	Education	Development	Health	Protection	Per Cent
					BfC
2004-05	1.64	0.42	0.66	0.03	2.76
2005-06	2.63	0.66	0.76	0.03	4.09
2006-07	3.52	0.83	0.84	0.04	5.23
2007-08	3.51	0.80	0.71	0.05	5.08
2008-09	2.88	0.86	0.82	0.07	4.63
Average	2.90	0.74	0.76	0.05	4.45

Education receives the highest share of the Union Budget with an average of 3 per cent. Share of all the other sectors is less than even one per cent (health is 0.76 per cent and development at 0.74 per cent respectively), while protection gets the least share — only 0.05 per cent.

Within the BfC too, a similar trend can be seen: education receives the highest share with an average allocation of 65.23 per cent, followed by health at 17.14 per cent, development at 16.54 per cent and children's protection only 1.08 per cent .

Interestingly, ICDS being the largest and costliest running programme in the world has hardly had any impact on the share of development sector in either the Union budget or BfC, though it seems to be changing of late.

Table 5 and Figure 5 show eloquently how education, by virtue of its having the lion's share of the Union and the children's budgets, influence their course over the years. In 2005-06, the increase in these budgets came about mainly due to sharply higher allocations in Sarva Shiksha Abhiyan and the Mid Day Meal (MDM) programme and in the ICDS — their budgets rose by over 72 per cent and 68 per cent respectively.

Figure 5: Sectoral Allocation (BE) in BfC as percentage of Union Budget 2004-05 to 2008-09

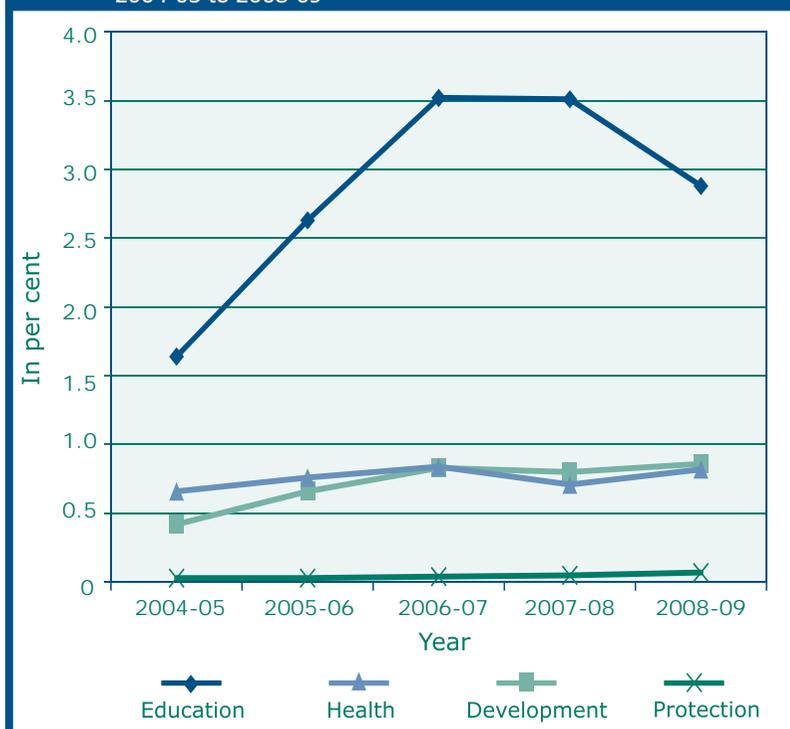


Table 6 shows us the rate of change in the share of allocations for the different sectors. What is important here is that 2005-06 showed a 60 per cent increase in allocations for BfC over the previous year, thanks to extremely large increases in development and education. This has, however, consistently fallen over the next few years and indeed fallen to a very small 0.47 per cent increase between 2007-08. Does this reflect a fall in commitment to children or that their needs have reduced?

Table 6: Rate of change in Sector-wise Allocations (BE) within BfC

	Per Cent				
Year	BfC	Development	Health	Protection	Education
2005-06	59.67	68.30	25.22	8.54	72.28
2006-07	40.3	38.18	20.43	35.97	31.84
2007-08	17.14	16.73	2.48	53.91	20.29
2008-09	0.47	18.27	26.78	35.00	-9.47
Average	29.4	35.37	18.73	33.35	28.74

Despite a lion's share in the BfC, **education** allocations are still far from reaching 6 per cent of the GDP (gross domestic product), a share even Prime Minister Manmohan Singh considers ideal. In the five years under study, despite consistent hikes in the outlays for prestigious central programmes like Sarva Shiksha Abhiyan (SSA) and Mid Day Meal (MDM), the goal of achieving universal elementary education is far from being met. Some 7.6 million children continue to be out of school.<sup>4</sup>

According to the Central Excise and Customs Board, since the elementary education cess was imposed in 2004-05 till January 2009, the Government has collected a total of Rs 23,889.83 crore from education cess (this figure includes the secondary education cess).

It is important to see if the government is properly utilising the collections in the Prarambhik Shiksha Kosh (PSK), which is used to fund SSA and MDM, as the cess is contributed by practically every Indian. While it is difficult to know if the government is using the PSK money for things other than education, our analysis shows that the government has

## Right to education for all children- still a distant dream

The Parliamentary committee on HRD in its 221st report has said the states will not be able to meet their share for Right of Children to Free and Compulsory Education (RTE) Act, 2009 that came into force from April 2010. The implementation of Sarva Shiksha Abhiyan (SSA), an on-going scheme that aims at universalisation of elementary education, has been affected due to the inability of states to provide the required funds for the scheme, it said. "Their (states') financial constraints with regard to SSA could increase manifold in view of requirement of enormous funds for implementation of the Right To Education Act," the committee, headed by Oscar Fernandes, said in its report.<sup>5</sup>

The committee also felt that the non-availability of teachers is a major challenge for implementation of RTE. It suggested undertaking recruitment of teachers on a mission mode to meet the shortfall of 5.1 lakh teachers. As the government has started implementing a new Rashtriya Madhyamik Shiksha Abhiyan scheme in secondary education with a funding pattern of 50-50 in the forthcoming Twelfth Plan (2012–17), the committee expressed apprehensions over its implementation.<sup>6</sup>

4 Ministry of Human Resource Department, Shri M.A.A Fatmi in reply to a question in Lok Sabha, April 29, 2008.

5 <http://www.schoolchoice.in/blog/?p=2279>

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

steadily shifted the responsibility of funding these two schemes to the PSK. Over 2006-07 to 2008-09, allocation from the PSK for these two schemes went up by 46.55 per cent, from Rs 8,746 crore to Rs 12,817 crore. But the government's own contribution to MDM and SSA remained practically stagnant: it was Rs 6,109 crore in 2006-07 and Rs 6,323 crore in 2008-09. In fact, we could argue that taking into account the effect of inflation, the government's contribution is declining.

The over 221 per cent increase in the budget for development sector programmes in the five-year period with the biggest rise of 68.3 per cent in 2005-06- may seem huge but has little meaning set against the achievements.

In fact, it is in this five-year period that the ICDS budget increased sharply, contributing to a rising share of development in the BfC. Allocation to the sector has also shown the highest rise in this period- 35.37 per cent. Part of this is also because education, which has received large allocations, saw a drop in the final year by 9.47 per cent, which dragged down its five-year average to 28.74 per cent. Excluding that year, education has grown by an average of 41.45 per cent, the highest among all sectors.

### Despite increasing allocations Anganwadis elude the young child

Despite this very large increase in ICDS, according to the National Family Health Survey-3 conducted in 2006, only 28 per cent of children received any services from the Anganwadi Centres (AWC). Even the 2007-08 annual report for the Ministry of Women and Child says, only 10.5 lakh Anganwadis were operational, leaving a gap of 6.5 lakh Anganwadis and thousands of children uncovered.

**There are 37 million children below the age of three who are malnourished and underweight. NFHS-3 found that almost 50 per cent of children under the age of five in India are moderately or severely malnourished. The health indicators like Infant Mortality rate, maternal mortality rate and total fertility rate shows that other neighbouring states like Indonesia, Sri Lanka and China perform better than India<sup>7</sup>. In India, only 44 per cent of children age 12-23 months are fully vaccinated, and 5 per cent have not received any vaccination<sup>8</sup>.**

Although it is very difficult to disaggregate the allocations towards health of children since a large part of the needs are met by the universal government health facilities, a detailed analysis of the child specific health intervention for children shows only 0.76 per cent of the total Union budget and 17.14 per cent within BfC allocated. What is more, almost 11 per cent of the allocations (BE) remains unspent.

### Unhealthy children - unhealthy nation

The status of health of children reveals the ocean-wide gap between the needs on the ground and the average allocation every year. Of 26 million children born in India every year, over 57 per cent children die before their first birthday and one out of every 14 children dies before reaching the age of five years. Three in four children in India are anaemic and one in three are stunted and about 35 per cent of the low weight babies live in India.

Every third malnourished child in the world is in India and 150 million children remain at risk of becoming malnourished. Children suffer and even die of diarrhoea, tuberculosis and respiratory diseases. 0.16 million children are HIV/ AIDS infected. And about 35 per cent of the people living with disabilities in India are children and young adults in the 0-19 age group, while many more at risk.

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

8 National Family Health Survey-III, 2007

The budget for child protection is meant for two specific groups of children in difficult circumstances-child labour and children addressed by the Juvenile Justice Act, 2000. Except for child labour, street children, children in conflict with law or children requiring alternative care such as adoption, there is little reflection of the several other categories of children in difficult circumstances. Although protection continues to enjoy the least share(0.05 per cent of the total Union Budget and 1.08 per cent within the BfC) the average allocations here have grown at an average of over 33 per cent, mainly because of large allocations to two schemes in juvenile justice and child labour in the last two years of the study with a 54 per cent increase in 2007-08.

The year 2007-08 saw a small increase in the budget allocation for protection sector, with two new schemes introduced — the Integrated Child Protection Scheme (ICPS) and Conditional Cash transfer for the Girl Child. But, as mentioned in the Appropriation Account of 2007-08, the outlays for these schemes remain unutilised as none of them received approval from the authorities and therefore could not be implemented.

**There are only 927 girls to 1,000 boys 0-6 years, showing the terrible impact of sex selection in India over the last decade-and-a-half. About 35 percent of the districts registered child sex ratios below the national average of 927 females per 1000 males. India has the largest number of working children in the world. According to Census of India 2001, there are 12.6 million children between the age group of 5 to 14 years who are working as against 11.3 million in 1991. To add to this, India has the world's largest number of sexually abused children; with a child below 16 years raped every 155th minute, a child below 10 every 13th hour and one in every 10 children sexually abused at any point of time.<sup>9</sup>**

## Underbudgeting in the Protection Sector

National Child Labour Project (NCLP) aims to rehabilitate children withdrawn from work through special schools with focus on children engaged in hazardous occupations. The package of benefits to child labour for their rehabilitation includes education, vocational training, nutrition, health care, recreation, stipend, etc. Allocation for NCLP has increased from Rs. 87.2 crore in 2004-05 to Rs.142.56 crore in 2008-09, which is an increase by 63.5 per cent. But there is a steep decline in the allocation in 2009-10 from Rs. 142.56 crore in 2008-09 to 89 crore in 2009-10 (37.6 per cent). But this decline is not understood when in the eleventh plan it has set out to extend the scheme in additional 100 districts. “The Government proposes to continue the Scheme of NCLP in the 11th plan period. Apart from the 250 existing districts where the scheme is in operation, 350 additional districts have been proposed for implementation of the Scheme in the 11th Plan”<sup>10</sup>.

The allocated budget for all interventions that are required for children in need of care and protection as well as those in conflict with law in 2008-09 was Rs. 262.7 crore. The specific programme for juvenile justice entitled Prevention and Control of Juvenile Social Maladjustment has been allocated a measly Rs. 18 crore!

HAQ has calculated that one day's expenditure on just the members alone, if all Child Welfare Committees (CWCs) and Juvenile Justice Boards (JJBs) are to be in place, amounts to Rs. 2,13,800 per day (based on the norm of Rs 500 per member per sitting, with a minimum number of three sittings a week), leaving aside other administration costs, and the salaries of all the Principal Magistrates.

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

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

10 Outcome Budget, Ministry of Labour & Employment, Chapter –III Reform Measures & Policy Initiatives Pg.197

## What happens to the money that is allocated? Under-spending in BfC

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

Across the four sectors within BfC, under-utilisation of resources, measured by the gap between budgeted/ revised and actual estimates, stands at an average of 2.75 per cent during the period of study (see table 7). This hides the 5.5-6 per cent overspending in development and education, as well as the considerable under-spending in two sectors—10.59 per cent in health and 12.76 per cent in protection. In fact, protection has seen under-spending in all the three years, with the maximum of 23.46 per cent in 2006-07.

**Despite the deficit of 6.5 lakh Anganwadis and thousands of children uncovered, the government actually left money unspent in ICDS in 2006-07;** compared to the budget allocation of Rs 4,543 crore, the revised estimates came to about Rs 4,088 crore, an 11.14 per cent cut. In the next two years, the government raised the budget outlays by 16.5 per cent and 19 per cent respectively, probably to make up for the lapse.

Funds were not utilised even for the National Commission for Protection of Child Rights, allowing it to function even in the last year of its first term with fewer members — three including the chairperson — and its budget declined 30 per cent from Rs 10 crore in 2007-08 to Rs 7 crore in 2008-09.

Table 7: Average Sectoral (Under)Spending in BfC 2004-05 to 2006-07

	Per cent		
Sector	AE-BE	RE-BE	AE-RE
Development	5.56	-4.33	10.33
Health	-10.59	-10.51	0.09
Education	6.09	3.50	2.50
Protection	-12.76	-12.00	0.86
BfC	2.75	-0.46	3.23

### hindustantimes

#### Children eat mud even as food rots in FCI godowns

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



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

## Parliamentary Standing Committees express dismay over under-spending

The Parliamentary Standing Committee on Health and Family Welfare had this to say about the unspent balances in the case of majority of schemes during the first three years of the Tenth Plan: “The very fact that unspent balances continue to be available from year to year under any scheme can lead to only two conclusions. Either the projected allocation has not been based on a scientific assessment or failure of the implementing agencies in reaching the targeted beneficiaries. Both the situations need serious review/rethinking of implementation process of such schemes...”<sup>12</sup>

A similar view was expressed by the Parliamentary Standing Committee on human resources development in its 174th Report when it said the “Committee’s attention has been drawn by a disturbing trend gradually taking roots along with the increase in allocation and utilisation of funds. .... The Committee is of the firm view that along with the projection for enhanced funds, the Department needs to take every precaution not to allow such a tendency of unspent balances which is against all the financial norms.”<sup>13</sup>

Despite India having the world’s highest number of malnourished children, sexually abused children and child labour, it is indeed sad that protection and health receive the least allocation and also have the maximum underutilisation of scarce resources (see table 8).

Among the four sectors, health allocation shows the lowest average annual growth of 18.73 per cent over 2005-06 to 2008-09. The health sector also shows an average under-spending of up to 10.59 per cent, with the maximum of 25.03 per cent in 2006-07, mainly due to an under-spending of 34.64 per cent in the Reproductive and Child Health programme. A scrutiny of the programme reveals that not a single penny of the massive allocation of Rs. 500 crore for supply and purchase of materials was spent.

According to the Appropriation Accounts, 2006-07, of the Department of Health & Family Welfare, this is because the agreement with World Bank for the RCH-II project was not finalised and materials and medicines were not purchased<sup>13</sup>. Even in the RCH Training programme, there was an under-spending of 75.03 per cent and in the Strengthening of Immunisation and Polio Eradication programmes, this was 64.41 per cent.

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

Even though the budget allocation for protection has increased by an average of 33.36 per cent during the five-year period, the sector shows the highest average under spending of 12.76 per cent for this period, reflecting the low priority accorded to it by the government. The maximum under-spending of 26.19 per cent took place in 2006-07.

Table 8: Sector-wise Actual Expenditure (AE) in BfC as percentage of Union Budget

Year	Education	Development	Health	Protection	BfC
2004-05	1.96	0.46	0.51	0.03	2.97
2005-06	2.86	0.75	0.88	0.03	4.52
2006-07	3.35	0.78	0.61	0.03	4.77
Average	2.76	0.67	0.66	0.03	4.13

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

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

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

## External Aid in BfC

Thirteen per cent of BfC is dependent on external aid. Almost a fifth of the health budget over this period was funded from external aid. Most of our flagship programmes — Integrated Child Development Services, Sarva Shiksha Abhiyan and Immunisation Programmes — depend heavily on external flows.

While countries must draw upon all available sources for funding development programmes, including external aid, India's social sector remains comparatively more exposed to external funds and all the risks associated with it.

**Dependence on external resources lays countries open to sanctions and withdrawal of funds, and changes global priorities for funding, impacting availability of resources and thus delivery of programmes. The beneficiaries—in this case, the children — bear the brunt.**

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

As much as 12.96 per cent of the allocations for children, Table 10 shows, are met through external financing still, even though the dependence is decreasing partly because multilateral aid is now a much smaller component of external debt than before. Financial dependence on external sources was quite high up to the first half of this decade — it was 25.14 per cent in 2004-05 but declined to about 7.51 per cent in 2007-08, and rose again to 10.62 per cent in 2008-09.

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

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

Table 9: External Aid Component in BfC

Rs crore			
Year	BE	RE	AE
2004-05	3,311.91	4,373.50	4,479.40
2005-06	4,286.21	3,663.93	3,788.75
2006-07	3,354.04	2,676.27	2308.74
2007-08	2,596.01	2,339.90	NA
2008-09	3,688.33	NA	NA

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

Table 10: External Aid as percentage share of allocation in BfC & sectors

Year	Development	Education	Health	BfC
2004-05	1.70	3.80	19.65	25.14
2005-06	0.58	6.47	13.34	20.38
2006-07	0.01	4.80	6.55	11.36
2007-08	0.02	4.53	2.96	7.51
2008-09	0.00	4.32	6.30	10.62
Average	0.27	4.77	7.92	12.96

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

In fact, in the health sector, increasing “corporatisation” has worked to reduce state responsibility and investment in basic services, forcing people to privately spend more on health and even education to some extent. The impact is also felt in the welfare sector, where in addition the buzzword is now public-private-partnership, especially in the handover of running of care institutions for children to private bodies, and in the nutrition sector where the former Minister for Women and Child Development was keen to junk cooked hot meals for children, first in the mid-day meal scheme and then the Anganwadis, in favour of pre-cooked packaged food such as biscuits. Fortunately, good sense prevailed.

Clearly there is much that ails both allocation and expenditure on children due to poor planning and implementation of programmes. Most government schemes suffer from a hole-in-the-bucket syndrome, as several academic studies, Planning Commission and ministry monitoring reports, as well as government audit reports have reiterated. Many of them are plagued by poor design, low unit costs, weak institutions, and stubborn funds flow processes, and led to the famous comment by former Prime Minister Rajiv Gandhi that only 13 paise out of a rupee spent on development schemes ever reach the public. As a result, the change in development outcomes has been slow and often imperceptible.

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

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





## **BfC in the 6 States**

### **A quick overview**

In all the states under consideration, children constitute over 40 per cent of the population: (46.02 per cent in Assam, 41 per cent in Andhra Pradesh, 41.5 per cent in Odisha; 42 per cent in West Bengal, 49.7 per cent in Uttar Pradesh and 39.64 per cent in Himachal Pradesh). According to the India State Hunger Index Report 2008, Assam, Punjab, Haryana and Andhra Pradesh fall in the serious category (17.7 per cent) of hunger index.

## Tracking the money, sometimes a challenge...

The budgets for children in the different states do not always get distributed across departments in the same manner. Moreover, in many cases the Centrally Sponsored Scheme budgets get transferred directly from the Centre to autonomous bodies, bypassing the treasury account and hence does not find any mention in the state budget documents.

This makes it difficult to include these figures in while calculating the share for children in the state budget, although it is being allocated and spent. Here are some examples:

- Reproductive Child Health (RCH) which are implemented through institutions such as Mother NGOs.
- National Child Labour Programme which are implemented through autonomous bodies/societies or through designated NGOs and organisations at the state level.
- Sarva Shiksha Abhiyaan (SSA) in the states are run through the Implementing Societies. Only the amount released from the central government gets reflected in the detailed demands for grants of the Department of Education.
- Universal Immunisation Programme
- Schemes under NRHM such as JSY
- State AIDS Control Society
- Blindness Control Society

Hence the money comes directly to the societies bypassing the government; so the money received by the societies is not reflected in the state budget document.

The share of external aid forms a very important part of budget analysis. However, in many cases the external aid component is transferred directly to the autonomous implementing agency set up to implement the scheme, thereby finding no reflection in the detailed demands for grants.

## Allocation and Expenditure in BfC in the states

Table 9 provides a comparative analysis of BfC in the states and also the sectoral allocations within it.

State	BfC in State budget	Sectoral allocation within BfC and State Budget							
		Education		Health		Development		Protection	
		State Budget	BfC	State Budget	BfC	State Budget	BfC	State Budget	BfC
Assam	7.7	6.8	88.30	0.08	1.80	0.81	10.49	0.01	0.11
Andhra Pradesh	14.07	11.80	88.20	2.15	1.25	2.15	14.48	0.13	0.99
Himachal Pradesh	14.14	13.50	85.44	0.003	0.43	0.58	9.43	0.06	0.19
Odisha	13.51	11.54	85.25	0.54	4.00	1.38	10.34	0.05	0.40
Uttar Pradesh	13.63	11.64	85.44	0.19	4.90	1.29	9.43	0.03	0.19
West Bengal	13.48	12.04	89.35	0.34	2.50	1.07	7.91	0.03	0.24

All states except Assam allocate between 13.5 per cent and 14 per cent of its state budget to BfC.

**Sector wise analysis shows that education received the maximum share in all the states and protection the least of all. Indeed in all states, over 80 per cent of BfC was for education.**

After protection, it is the health sector which has been neglected. In Himachal Pradesh, health sector has received the lowest share of 0.003 per cent. Development is slightly better than health and protection, but in Assam and Himachal Pradesh it is equally neglected as the health sector (See table 9).

It is known to us that often the allocated amounts are not being spent or the allocation has been so less that the expenditure shoots up and both the situations hamper the actual implementation of a particular scheme or programme. So, it is essential to look at the utilisation of the allocated amount with respect to status of implementation of the schemes and what good it is doing to children.

**Assam, which had the lowest share of BfC of all the states, had a maximum under spending** (Table 10). Also, during the mid year revision there has been a hike in allocation with an average annual hike of 22.98 per cent, but the amount actually spent is less than half the amount that was allocated in revised stage in the state.

**Under-utilisation of resources or under-spending does not ail only Assam.** This is the same with all states expect for Himachal Pradesh which is the only state where we see that there has been not much change in the revised stage and so no dramatic shift in the actual spending.

And this phenomenon across the states make us ponder over – Do we really need to have a mid year revision? Does it in any way stimulate the implementation of programmes?

Year	Per cent		
	AE-BE	RE-BE	AE-RE
Assam	-48.75	22.98	-58.33
Andhra Pradesh	-12.81	-0.39	-12.46
Himachal Pradesh	4.35	4.07	0.27
Odisha	-1.24	2.49	-3.64
Uttar Pradesh	-6.48	7.65	-13.12
West Bengal	0.85	5.78	-4.66

Table 11 gives us picture of the situation of spending across the sectors of BfC in the six states.

Table 11. Average Sectoral Spending within BfC in the states (2004-05 to 2006-07)												
States	Per Cent											
	AE-BE				RE-BE				AE-RE			
	E	H	D	P	E	H	D	P	E	H	D	P
Assam	-24.24	-51.92	-48.75	255.42	-7.54	0.17	22.98	4.20	-24.23	-52.00	-58.33	241.11
Andhra Pradesh	-12.86	-16.85	-9.44	-43.35	0.21	-2.81	-4.03	-0.08	-13.05	-14.45	-5.64	-43.31
Himachal Pradesh	5.36	-16.18	-18.27	-3.06	4.17	-1.47	1.89	3.83	1.15	-14.93	-19.78	-6.64
Odisha	0.67	-9.27	-14.15	3.60	1.00	6.66	12.73	17.34	-0.32	-14.93	-23.85	-11.71
Uttar Pradesh	-6.25	-0.73	-12.83	-3.11	6.56	1.38	24.85	-0.63	-12.02	-2.08	-30.18	-2.5
West Bengal	0.04	17.31	5.60	1.99	4.16	17.71	22.62	13.60	-3.96	-0.34	5.60	-10.23

E = Education      H = Health      D = Development      P = Protection

Assam shows under-spending in three sectors - education, health and development. However, even though protection sector constitutes only 0.1 per cent of the State Budget, it shows an over-spending in the protection sector. This is indeed a welcome sign given that the Study on Child Abuse: India 2007 shows that Assam has the highest percentage of sexual abuse (77.5 per cent) of children in India. Girls are trafficked to as far as Haryana for marriage, sexual exploitation and as domestic help.

There is under-spending in the health and development sectors in all states except West Bengal. Three states- Andhra Pradesh, Himachal Pradesh and Uttar Pradesh show under utilisation of allocated amount (BE), with over 40 per cent under-spending in Andhra Pradesh.

## A LOOK AT THE STATES IN SOME DETAIL

### BfC in Assam

On an average, only 7 rupees and 70 paise out of every hundred rupees allocated in the State Budget of Assam during the five years from 2004-05 to 2008-09 were earmarked to programmes benefiting children. Among the six states studied, this is the smallest share of budget accorded to children. The amount actually spent on children was even less.

Sector wise allocation also shows that Assam received the least as compared to other state. The 0.11 per cent of BfC for protection must be set against the fact that Assam is one of the worst among the six states where children suffered the most due to conflict and violence in the state.

According to the Union Ministry of HRD, three lakh children are out of school in Assam.

Even with a low budget allocation in the health and development sectors, there still seems to be an under-utilisation of fund in these sectors from 2004-05 to 2006-07 especially in the year 2006-07 with health showing an unspent amount of over 82.04 per cent and development an unspent amount of 79.86 per cent. On an average, state government has spent only 58.32 percent for child development. This shows a serious under - performance of government in this sector.

Figure 6: Share of BfC in Assam Budget  
2004-05 to 2008-09

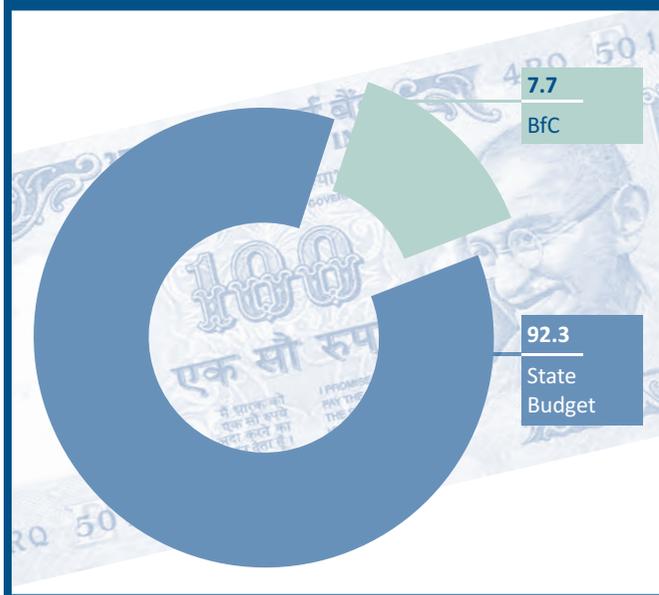
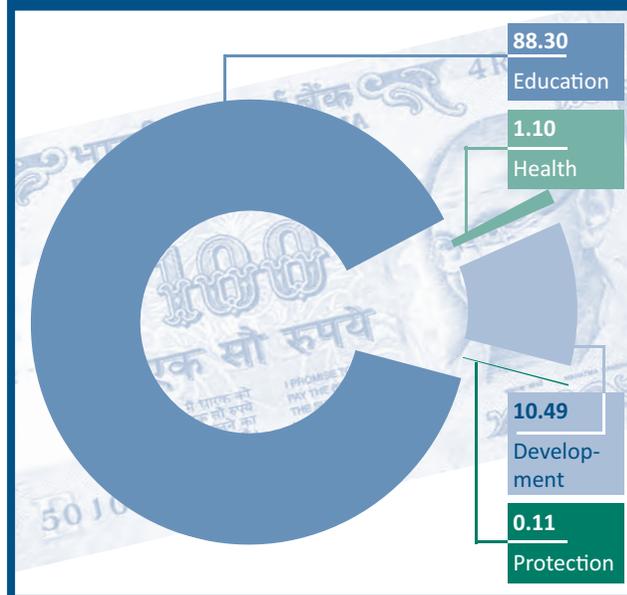


Figure 2.1: Sectoral Allocation within BfC  
Average Allocation 2004-05 to 2008-09 Assam



Although **education sector** receives a huge amount of share of 88.3 per cent within BfC, there has always been an under spending from 2004-05 to 2006-07. A serious matter of concern in Assam is that there is no allocation of funds for SSA for the Sixth Schedule area. How then is the SSA programme running in the Sixth Schedule areas without any State funds?

While the state has made some progress in enrolment, the dropout rate remains a tough challenge. The average dropout rate at primary level was 11.25 in 2004-05 which has increased to 13.51 in 2007-08 (boys, 14.27 and girls, 12.72). While enrolment of children has indeed received a boost after the launch of the Sarva Shiksha Abhiyan (SSA), there are still more than 3000 habitations unserved by the Elementary Education institutions.<sup>14</sup>

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community newspaper

## AssamTimes

### Corruptions and irregularities plague child welfare schemes in Assam

29 December, 2009 [Dayana th Singh](#)

Rampant corruption, understaffing, poor infrastructure, erratic supervision, inadequate training and lack of awareness among the people in the rural areas are the hurdles that plague the children's development schemes in Assam. This is the observation of a Non-Governmental Organisation, namely, FORCES\_NE (Forum for Crèche and Child care Services-North East).

FORCES, a National network of organizations was set up in 1989, to take up the issues of women in the unorganized sector and their need for child care. The network completes 20 years and has had a consistent record of advocating the rights of the young children and mothers. In April 2009 the network extended itself to the Northeast with a regional consultation held in Guwahati.

The Indian Constitution has made many provisions for the welfare of children. The UN Convention has declared that every child has the right to life and well being, health care, nutritious food, clean water and shelter, protection from conflicts, neglect and injustice and education. In 1992 through the National Plan of Action, the Government of India reaffirmed its commitment for the protection of children's rights. Following this the Assam government has also reaffirmed its commitment to children by adopting the State Plan of Action in 1999. Children in the age group 0-6 constitute 17 percent and in the age group 0-18 constitute 43 percent of the population of Assam.

The reports of third National Family Health Survey (NFHS-III) has shown that the state of children under six years of age in Assam, is very poor. The situation is stark 35 percent of children under 3 years of age are stunted, almost 40 percent are underweight and almost 77 percent of children are anaemic. Only 50.6 percent of babies are breastfed within one hour of the birth. Only 32 percent of all children in the 12-23 months of age group have received all the recommended vaccines and almost two-third of the pregnant women did not have at least three antenatal check-ups. Seventy two percent of the pregnant women in the age group 15-49 are anaemic. Therefore it is natural that among 1,000 live births, infant mortality stood at 66.

## What the Comptroller and Auditor General (CAG) Reports found on the state of education?

- Huge amount of money was spent on items not permitted in the SSA budget.<sup>16</sup>
- Assam is one of the states where there was a significant disruption in providing cooked meals to the children in school. This is due to delay and short delivery of food grains to the schools, non-availability of funds, absence of cooks etc., and also there was no mechanism in place to check the quality and quantity of the food grains.<sup>17</sup>
- During 2005-06, 67,385 children with special needs (CWSN) were identified in the entire state. Out of which 47,297 were going to school and 20,088 were still out of the school system. In addition, there were nearly 30,000 CWSN in unserved habitations, whose educational status was not available with the State Implementing Society (SIS).<sup>18</sup>
- The Early Childhood Care Education (ECCE) component of SSA Programme was introduced as pre-school education (Ka Sreni) in all the provincialised primary schools and Anganwadi workers (AWW) were trained and engaged on an annual contract basis. Primary teachers were also trained to impart pre-school education. In the seven test-checked districts, out of 10,573 primary schools, the shortage of trained teachers to take care of the academic and learning needs of pre-school children during 2003-04, 2004-05 and 2005-06 worked out to 9,825 (93 per cent), 8,337 (79 per cent) and 8,967 (85 per cent) respectively.<sup>19</sup>
- There were delays in releasing funds to the State Implementing Society (SIS). The Society also could not fully utilise the funds that were released to it. It was, observed that release of grants to the SIS was only Rs 776.51 crore as against the approved outlay of Rs 1,397.83 crore during 2001-06, which was only 56 per cent of the total proposed outlay. This indicated that work plan was not fully funded by both the Central and the State Governments.<sup>20</sup>

**Development sector** shows an impressive increase in allocation as compared to other sectors like health and protection, with a 404.29 per cent increase in allocation from 2004-05 to 2008-09. However, in 2007-08 it had decreased by 75.48 per cent.

Development sector shows an average under spending of up to 79.86 per cent in the year 2006-07. Major under-spending was in Nutrition programme with 99.3 per cent non-utilisation in the Special Nutrition Programme when, according to the National Family Health Survey (NFHS)-III, 36.4 per cent children under 5 years in Assam are under nourished.

ICDS is the main programme of the development sector and has received 8.92 per cent allocation within BfC in the period of study. But ICDS programme is also the second highest under-spending programme in the development sector with unspent allocations of 78.33 per cent from 2004-05 to 2006-07 and especially in the year 2006-07 itself there has been an under-spending of upto 78.80 per cent.

On an average **health sector** for children has received only 1.10 per cent within BfC and 0.08 per cent of the State Budget even as health care facilities continue to be abysmal in many remote areas, especially those along the borders and hills.

A major increase in the allocation for health took place in 2006-07, when the budget estimate increased from Rs 16.16 crore in 2005-06 to Rs 77.68 crore. However, before we celebrate over the increased concern for children, we need to

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

16 CAG Performance au According to the India State Hunger Index Report 2008, Assam falls in the serious category (17.7 per cent). dit Report No. 13 of 2008

17 Audit Report (Civil) for the year ended 31 March 2006, CAG of India

18 Chapter-III-Performance Reviews. Audit Report (Civil) for the year ended 31 March 2006

19 Ibid

take a closer look at the details, which tells us that this rise is mainly owing to an award of Rs 60 crore by the 12th Finance Commission (FC) for an administration upgrade.

Sure enough, the next year sees a sharp decline of 75.5 per cent after the FC award is reduced to Rs 2.9 crore. The decline in allocation in 2008-09 was also contributed by a lower allocation for the scheme, Immunisation of Infants & Children against Diphtheria, Polio and Typhoid.

Going by actual estimates, there has been an average **under-spending** of 51.92 per cent in the three-year period of 2004-05 to 2006-07. The highest under-spending of 51.02 per cent was in the case of Training of Nurses including Auxiliary Nurses & Midwives (ANMs), Traditional Birth Attendants (TBAs), etc, followed by an under-spending of 33.85 per cent for Postpartum Centres. According to the Appropriation Accounts 2007-08<sup>20</sup> of the Government of Assam, there has been savings (unspent balance) in schemes such as Training of Nurses, ANMs, & TBAs, and Immunisation of Infants & Children against Diphtheria, Polio and Typhoid, though the reasons for this were not known.

According to NFHS-III, 36.4 per cent children under 5 years in Assam are under nourished. Also, the IMR in Assam is 66.1 per 1000 live birth which is almost 10 per cent higher than the national average of 57 per cent; the coverage of vaccination in the urban area is 29 per cent and in the rural area it is 32 . Clearly, the state government must give more attention to this sector.<sup>21</sup>

Clearly, the state government must give more attention to this sector.

The Report of the Comptroller and Auditor General found short supply of medicines to the districts ranged between 75 and 99 per cent in 2004-05, 64 per cent and 99 per cent in 2005-06, and 66 per cent and 100 per cent in 2006-07. Further, test check of the healthcare units (PHCs and CHCs) revealed that the supplies of essential medicines to the units were so inadequate that the stock hardly lasted for 3-28 days in many cases and there was no fresh supply of these medicines for the next 18 months because of monthly procurements which were time consuming. As a result, the health centres remained without essential medicines for periods ranging from one to eight months before receipt of next consignment. The report also revealed that on an average, 8 per cent of the medicine samples tested were found substandard.

Chapter-III-Performance Reviews, paragraph 3.5.11.3 Audit Report (Civil) for the year ended 31 March 2007. Page 103

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### Immunisation coverage poor in Assam

Sushanta Talukdar

Guwahati: Assam Health Minister Himanta Biswa Sharma on Sunday said that 65 per cent of children in the State do not get complete immunisation against six killer diseases — polio, diphtheria, tuberculosis, pertussis (whooping cough), measles and tetanus.

The Minister told reporters here that though the State Health Department put the immunisation coverage at an inflated figure of 70 per cent, an independent survey by the World Health Organisation (WHO) revealed that only 35 per cent of children in the State received complete vaccination against the six killer diseases.

He said that for the next five months, beginning November 27, an 'immunisation week' would be observed all through the State. People would be motivated to visit the nearest health sub-centres to vaccinate their children against the diseases.

He attributed the poor coverage to lack of manpower in health centres and lack of public awareness on the importance of vaccination.

He, however, claimed that all the 5,100 sub-centres in the State were fully manned and that a "vigorous" campaign was launched to make people aware on the need to go to sub-centres to vaccinate children.

The Government has also decided to launch a renewed polio immunisation drive in the State in the wake of the detection of a wild-polio virus in Karimganj district, the Minister said.

The WHO, on November 10, had confirmed detecting polio in a four-year-old girl, Jyotsna Dey, of Badarpur in Karimganj district and this prompted the state government to launch a renewed drive for eradication of the disease.

"Assam is under threat till the immunisation drive against polio is successful in four districts of western Uttar Pradesh, as people from those areas who migrate

20 Grant No. 29 Medical and Public Health, Appropriation Accounts 2007-08 pp. 90, 95 & 96

21 The Assam Tribune, September 2007

As is the case with all states, **protection sector** in Assam too received the lowest share of BfC (0.11 per cent within the BfC and 0.01 per cent within the State budget), which is the lowest of all states. But what is completely unheard of is the average overspending of a whopping 255 per cent of the initial budget estimate (In 2005-06 the actual expenditure was 297.87 per cent more than the budget allocation, the highest recorded in our study period). What does this say about the process of planning in the states?

Assam is highly affected by various problems like insurgency, militarisation, ethnic conflict and some natural calamities like flood. It is also a hot spot for traffickers, both in terms of source and destination. Children are trafficked into from neighboring countries like Bangladesh and Nepal and children from the state are also trafficked to the Northern part of the country. Nearly 230,000 tribal and Bengali Muslims live in the relief camps as a result of the long-running ethnic conflict<sup>22</sup>. According to the Study on Child Abuse: India 2007, Assam has the highest percentage of sexual abuse (77.5 per cent) in India. Apart from that, 5 per cent of the population in the age group of 5-14 years is estimated to be working for a living, a number that could well be the tip of the iceberg.

## BfC in Andhra Pradesh

Out of every Rs 100 allocated in the state budget, Rupees 14 and 7 paise was for children. Child protection received an average of only 13 paise.

A first glance into the state budget of AP over the five-year period of 2004-05 to 2008-09, tells us that Budget resources going to children have increased steadily over the years along with the increase in the State Budget. **However, in terms of percentage share in the total state budget, the BfC actually declined.**

Figure 1.1 BfC as a Percentage of Total AP Budget  
(Average Allocation for 2004-05 to 2008-09)

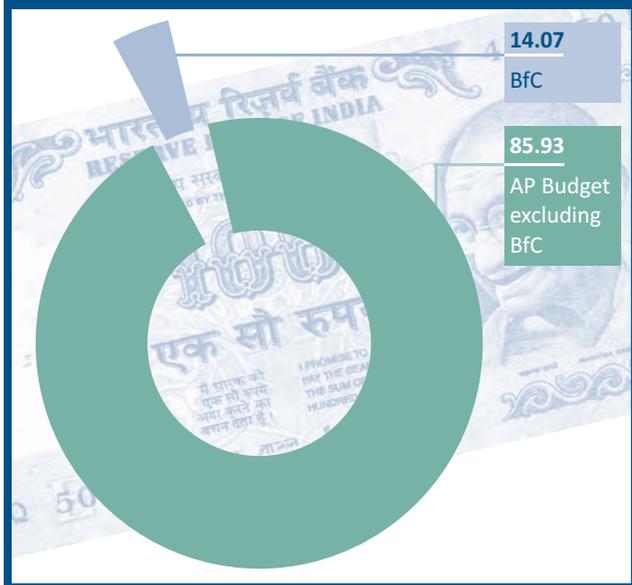
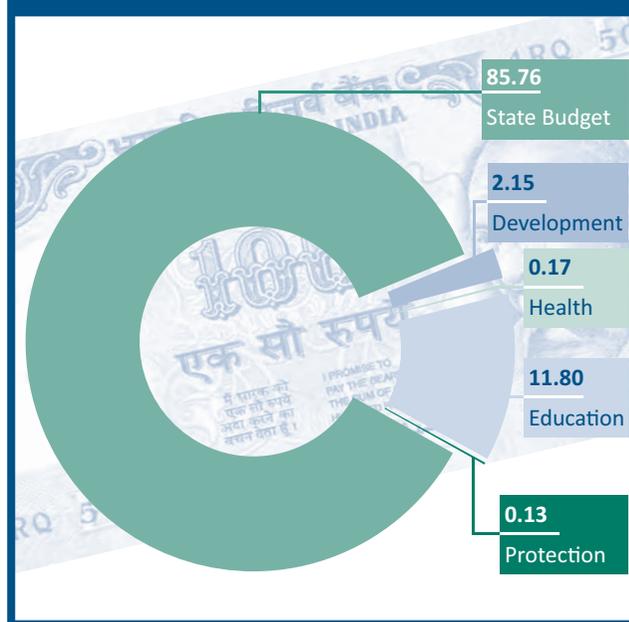


Figure 1.2 BfC Sectoral Shares in AP Budget (per cent)



Apart from education, which alone accounts for 11.80 per cent, other child sectors combined do not make up even 4 per cent of the BfC in the state budget, with health and protection receiving the least share.

An average of 13 per cent of allocated resources in child-related sectors between 2004-05 and 2006-07 remained unutilised with maximum under-utilisation in protection sector (43 per cent) followed by health (15.3 per cent), development (10 per cent) and education (13 per cent).

**Education** receives almost 12 per cent of the BfC in the state. The annual expenditure has not kept pace with the budgetary allocations. A major part of the budget has remained unspent in all the five years. On an average, 12.86 per cent budget provisions during 2004-05 to 2006-07 were not spent.

Here are some examples of 100 per cent non-utilisation of resources:

- 100 per cent non-utilisation of the Centrally-sponsored Scheme (CSS) of Supply of Science equipment to Secondary Schools; not a penny was spent from 2004-05 to 2006-07.
- 100 per cent non-utilisation of Modernisation of Madrasah Education except in 2005-06 when about half of the money was spent.
- There was 100 per cent under-utilisation of budgeted resources for the CSS Area Intensive Programme for Educationally Backward Minorities in 2004-05 and 2006-07.
- 100 per cent non-utilisation of Environmental Orientation School Education Programme in all three years from 2004-05 to 2006-07 through budget estimates.
- 100 per cent non-utilisation in Improvement of Science Education in all three years.
- 100 per cent non-utilisation of CSS Government Residential Centralised Schools in 2005-06 and 2006-07.
- The same story was repeated in the case of CSS, Residential Schools for Tribals, where budget estimates were Rs 5 crore in 2004-05 and Rs 6 crore in 2005-06 and 2006-07 each.

The CAG report on Sarva Shiksha Abhiyan, 2005-06, says that 26,123 schools are running with only one classroom; 1,925 habitations do not have any school as of 2005; 26,160 schools do not have drinking water facility; 6,316 schools are without building; 3,431 schools were in a dilapidated condition and 27,490 classrooms need major repairs.

The CAG Report 2007-08 found, as much as 73 per cent of the scheme funds were not utilised for payment of scholarship thereby denying the much required scholarship to 19592 SC students every year.<sup>25</sup>

What is more scholarships amounting to Rs 0.35 lakh were paid in 2004-06 to 20 ineligible candidates i.e. children of auto drivers, contractors, and private/government employees in Hyderabad. Only 59 per cent of the total budget provision of Rs 1702 crore for midday meals, or an amount of Rs.1,003 crore was utilised during 2003-08. About 95 per cent of the funds released by the Union government for constructing kitchen sheds were not spent.<sup>26</sup>

The budget allocation for **development sector** has steadily increased in absolute terms between 2004-05 and 2006-07 its share has decreased from 1.88 per cent in 2004-05 to 1.80 per cent in 2006-07.

The maximum under-spending of allocated resources in development sector was up to 23.33 per cent in 2005-06. In Swayam Siddha and Balika Samridhi Yojana, schemes for girl children, while allocations of Rs 6.87 crore and Rs 6.07 crore respectively were made, these funds were presumably not spent as no related expenditure was found mentioned in the Demand for Grants of these years.

23 CAG Report 2007-08, Chapter III, Pages-39-55

24 Ibid

Under the World Bank assisted Enriched ICDS programme, there has been huge underutilisation of allocated funds in 2004-05 and 2005-06 by Rs 77.65 crore and Rs.62.58 crore respectively.

**That health consistently received low priority from the state government in a situation of increased disease burden and inadequate health services, is matter of serious worry.**

As a proportion of Gross State Domestic Product (GSDP), the share of health expenditure has increased from 1.04 per cent in 2006-07 to 1.12 per cent in 2007-08 to 1.5 per cent in 2008-09. But a constant decline in health sector budget as a proportion of total budget means that though the state is spending more money on public health, the inter-sector priority has diminished.

More than half of the money allocated to programmes such as Mother and Child Health, Reproductive and Child Health and School Health Services, has **not been spent** during 2004-05 to 2006-07. Against the government's claim that 88,10,226 school children were covered under School Health Services in 2006-07, it is indeed striking that over 91 per cent of the allotted funds remained unspent.

Children are in need of special care and **protection** from all forms of abuse and violence that includes physical/sexual abuse, child trafficking, child labour, child marriages, female foeticide etc. Yet, child protection continues to receive the lowest budget allocation over the years - an average of 0.13 per cent of the total state budget. What is more money allocated remains unspent.

For three important schemes in the sector, "Girl child protection scheme", "Rehabilitation Schemes for Bonded Labour and Economic Support Programme and Schemes for setting up Women's Training centers/ Institution for Rehabilitation of Women-in-distress" no expenditure occurred during 2005-06 and 2006-07 as mentioned in detailed demand for grants although money has been allocated.

The state Department of Women Development and Child Welfare claims that 33,594 girls were covered under the Girl Child Protection Scheme up to March 2006. A close look at the budget accounts tells us that the allocation has been static at Rs 48.98 crore till 2007-08. Worse, the entire amount remained unspent in 2005-06 and 2006-07, raising doubts over the actual number of beneficiaries under this scheme.

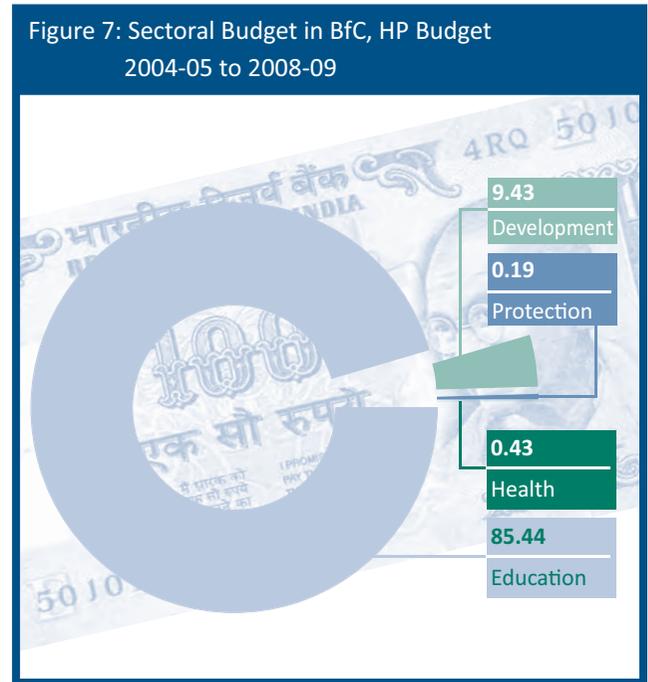
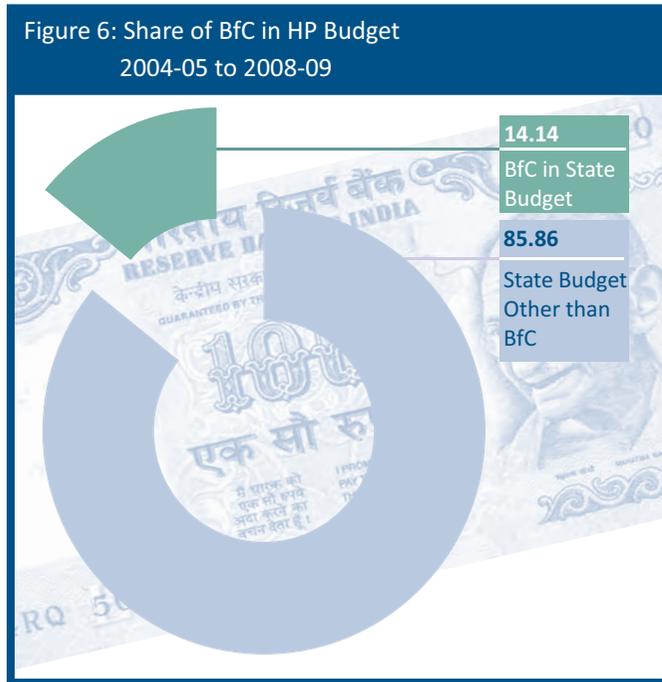
**On an average 10.23 per cent of allocation for children in the state during 2004-05 to 2008-09 were through external financing**<sup>25</sup>. However, the dependence on foreign aid has gradually decreased in all child sectors with allocation for externally aided scheme/ programme gradually decreasing from 13.8 per cent to about 6.12 per cent between 2004-05 and 2008-09. As much as 25.87 per cent of total allocation on health in 2004-05 was financed through external aid component which gradually decreased to 8.29 per cent in 2008-09.

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25 This does not include protection sector fund under NCLP which is a national programme generally released through the Project Societies of respective states

## BfC in Himachal Pradesh

Out of every Rs 100 allocated in the state budget, Rupees 14 and 14 paise was for children in Himachal Pradesh.



Himachal Pradesh (HP) might be showing good developmental indicators of children than the national average but when compared with other states, HP still needs to invest more in programmes and schemes meant for children. According to NFHS-III, the infant mortality rate in HP is 36 per 1000 live births which is less than the national average but is more than twice found in Goa and Kerala. The survey also reveals that 55 per cent children in the age group of 6-59 months are anaemic in HP. In spite of all efforts under the Sarva Shiksha Abhiyan (SSA) — since 2001 there are still 1,23,290 children out of schools in the age group 6-14 years out of total 12,31,000 children in this age group.

While there has been more than 100 per cent increase in the allocation of BfC over the five year, the allocation in HP state budget also increased by 211.9 per cent during 2004-05 to 2008-09. Apparently, the average growth rate in the allocation for BfC depicts an impressive picture, with a major rise of 43.26 per cent in the allocation of BfC in 2008-09. But the reality is that share of BfC in the total HP budget has declined from 15.95 per cent in 2004-05 to 10.79 per cent in 2008-09. Education sector receives 95.47 per cent within BfC, leaving less than 5 per cent to be shared by all the other sectors.

The skewed sectoral allocation within BfC raises a serious debate on the rationale behind such financial allocations. The education sector undoubtedly should be the priority of the state of its share, but at the same time emphasis on one particular sector should not be at the cost of ignoring the other three sectors like development with 4.08 per cent, protection 0.43 per cent and especially health which is the least of the lot with 0.02 per cent of its share within BfC and only 0.003 per cent with the State Budget during the five year period.

Education sector also has an average over-spending of 5.36 per cent when compared with the budget allocated from 2004-05 to 2008-09 and yet the state has not achieved the major goals of universal access, enrolment and retention and qualitative improvement:

According to the State Development Report 2005, there is constant decline in the enrolment of SC's as they move to higher education. Also dropout rates are higher as children move towards a higher level of education.

Enrolment rate of children in primary, upper primary and elementary stage for boys and girls has been constant at 52 per cent for boys and 47 per cent for girls from 2004-05 to 2006-07 years<sup>26</sup>. When looked at the actual figures of enrolment we see that enrolment in primary schools have declined from 5,67,734 in 2004 to 4,92,402 in 2007 and in case of upper primary the enrolment in 2004 was 418802 and in 2007 it was 424656<sup>27</sup>.

- In Mid Day Meal (MDM) the amount spent in 2005-06 was 161.15 per cent more than the amount actually allocated.
  - This huge gap in the Budget Estimate and Actual Expenditure in that year in MDM might be because of the fact that no allocation was being made in a particular component of MDM (an amount of Rs. 0.5 crore was allocated only at the Revised Estimate stage and finally Rs. 14.8 crore was spent).
  - Even with this excess of expenditure by the state, it was noticed that in about 32 schools, cooked meal was not served for a period ranging from 20 to 232 days during 2004-07 due to non availability of food grains and funds, 100 per cent of test checked schools did not have kitchen sheds and around 1,133 schools in the state did not have drinking water facility.<sup>28</sup>
- The sectoral priorities become worse when it comes to implementation and spending of the budgeted resources. Health sector, which receives the least share, is also characterised by under-spending of 16.18 per cent and so is protection sector, with an under-spending of 3.06 per cent.
- Development sector shows the maximum under-spending with an average 18.27 per cent, which was 37.43 per cent in 2006-07. This huge under-spending in 2006-07 is due to 61 per cent unspent amount in ICDS under the component of honourarium to anganwadi workers/helpers and 25 per cent unspent balance in Integrated Child Care Services allocated under the department of Tribal Development

Out of every hundred rupees, the state allocates less than a paisa to health sector and this too remains unspent.

According to NFHS-III, out of the 62 per cent of children in the age group 0-6 years who come under an anganwadi centre, only 34.7 per cent of them have received any kind of services from the centre. In HP, the number of ICDS Projects and Anganwadi centres (AWCs) sanctioned and operational as of 29.02.2008 is 76 and 18,248 respectively<sup>29</sup>. As per the information available in the website of ministry of women and children there are no mini anganwadi centres in the state. Considering the physical landscape of the state it is obvious that mini anganwadis would definitely help to reach children who are still out of the ambit of the ICDS. Even the budget allocation does not show any allocation towards construction of new mini anganwadi centres in the state.

26 Elementary Education in India Progress towards UEE, Analytical Report, 2004-05, 2005-06 & 2006-07, NUEPA

27 Statistical Profile SSA, <http://himachal.nic.in/ssa/dise.html>

28 Comptroller Auditor General, Report No. Performance Audit 13 of 2008, Performance Audit on National Programme for Nutritional Support to Primary Education (Midday Meal Scheme)

29 [www.wcd.nic.in](http://www.wcd.nic.in)

The average sectoral allocation for **protection** within the state budget is only 0.06 per cent of the State Budget and 0.43 per cent within BfC.

Set this against the statistics on children in the state.

- Of the total cases of rape, 54.71 per cent victims are minors.
- Of the total 153 cases of kidnapping and abduction, 37 per cent were minor girls kidnapped for marriage.
- According to INDUS Child Labour project, Government of India, 2007, HP has witnessed 90.96 per cent increase in incidence of child labour.

What is more, like in the health sector the money in protection remains **unspent**. In 2006-07, allocation in most of the schemes had declined, bringing about an overspending up to 23.89 per cent:

- The scheme providing care and support to children in Bal Ashrams showed major under-spending in 2004-05 and 2005-06.
- The component of grants in aid to voluntary organisation had an under-spending of 81.82 per cent in 2004-05 and 2005-06.
- There was 7.23 per cent under-spending in the allocation made towards running of children homes in 2004-05, followed by an overspending of 2.25 per cent in 2005-06.

## BfC in Odisha

Of every hundred rupees allocated in the State Budget of Odisha from the year 2004-05 to 2008-09 an average of Rs. 13 and 51 paise was for the Children.

Figure 6: Share of BfC in Odisha Budget  
2004-05 to 2008-09

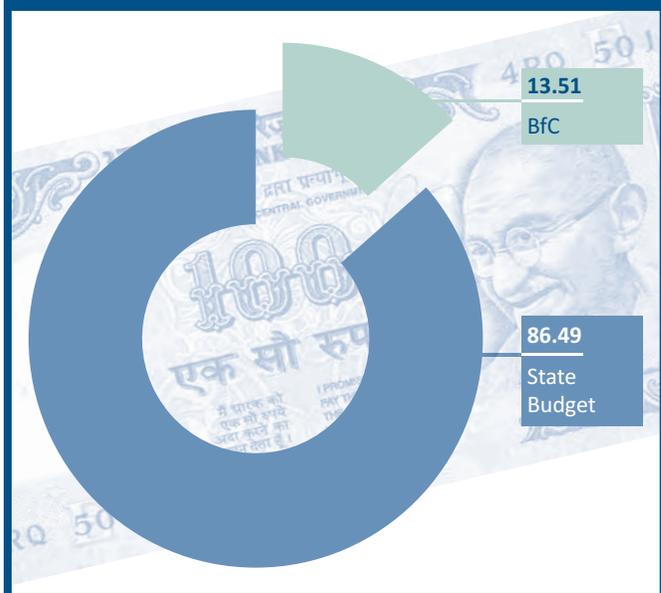
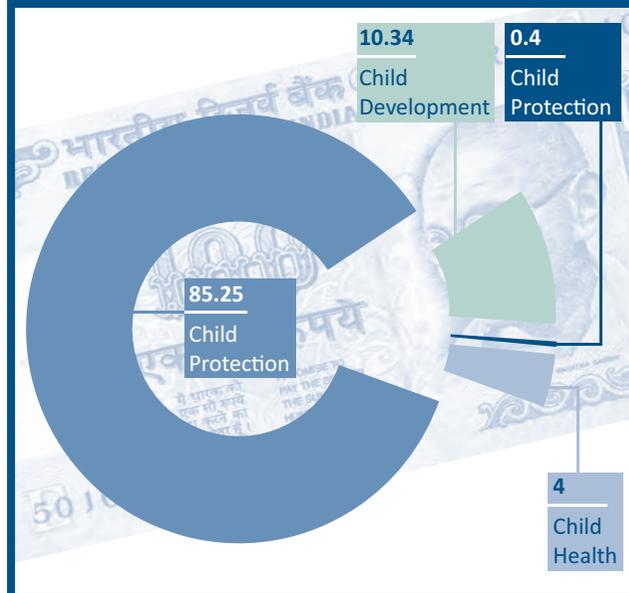


Figure 7: Sectoral Budget in BfC, Odisha Budget  
2004-05 to 2008-09



The largest chunk of resources is allocated for children's education (over 85 per cent within the BfC and 11.54 per cent of the state budget). In 2008-09, the total allocation for education has increased by 21 per cent, while the budget for elementary education is higher by 20 per cent.

### State unable to meet its share in Sarva Shiksha Abhiyaan...

The State's share over 2004-05 to 2006-07 was 25 per cent and over 2007-08 to 2008-09 was 35 per cent. It is slated to go up to 40 per cent, 45 per cent and 50 per cent respectively in the subsequent years. The state has been able to meet its share so far till 2008-09, except in 2005-06 when there was a shortfall of Rs 24 crore under SSA.

The **development sector** comes next, with a far lower average allocation of 1.38 per cent in the state budget and 10.34 per cent in BfC.

Though the state budget has consistently increased from 2004-05 to 2008-09, the budgeted allocation for health sector has been reduced from 4.69 per cent to 3.57 per cent within the BfC. The average allocation for health sector is 4 per cent within BfC and 0.54 per cent of the total state budget.

The situation in Odisha as far as child health is concerned does not present a very happy picture:

- On most of the health indicators, Odisha is lagging behind as compared to the goals it has set for itself in "Odisha Vision 2020".
- Vaccination coverage can be a causative factor in achieving positive result in various child health indicators. An increasing trend is found in almost all the states in vaccination coverage. In Odisha, the Vaccination Coverage has made progress, from 36 percent to 52 percent in comparison to the national average which increased from 36 percent to 44 percent (NFHS I to NFHS III). It is an encouraging factor to demarcate the positive state of children of Odisha as well as India.
- The trend data of National Family Health Survey reports that the IMR in Odisha has gone down or has a decreasing trend from 112 percent to 65 percent. However, it is still much higher than that of national average (57 per cent).

The **protection sector** of BfC in Odisha has received an **average of 0.05 paisa out of every Rs.100** in the state budget during the five year study period and within BfC an average of 0.40 paisa out of every Rs.100 has been allocated to protection. Although in monetary terms, the budget for the sector has gone up by 70.74 per cent, it is still lower than the rise in BfC which shot up by 94 per cent in the same period. Its share has also remained practically constant, varying between 0.04 to 0.06 per cent of the BfC

Across the four sectors within BfC, **under-utilisation, stands at an average of 3.56 per cent** during the period of study:

- In SSA, the funds utilisation has substantially and steadily increased from below 50 per cent in 2004-05 to over 73 per cent in 2007-08 (the figure for 2008-09 is not for the full year). However, looking at the huge number of children still out of school, full utilisation of funds is essential to achieve the target.
- Funds remained unspent in the District Primary Education Programme (DPEP) with almost 65 per cent of the allocations remaining unspent in 2007-08.
- The government seems to have given up on the Balika Samriddhi Yojana (BSY), which was launched on 2 October 1997 to help raise the overall status of the girl child. In 2007-08, a sum of Rs 6.5 crore was provided in the Budget Estimates under Central Plan, but no funds were received from the Union government. In 2006-07, too, the same amount was provided in the Budget but there was no actual expenditure was nil.

- The National Programme for Adolescent Girls (NPAG) was launched in 2006-07, and nearly 48 per cent of the budgeted amount was utilised in the very first year. About 1.37 lakh girls from Koraput and Kalahandi districts have benefited from this plan. While Out of the State Plan fund, an amount of Rs 589.10 crore was released from the State fund in 2007-08 for these districts, no money was allocated the following year.
- Spending remained less than allocations in several of the health related schemes such as for training support of Child Health, for Post Partum Centres in tribal areas

## BfC in Uttar Pradesh

Uttar Pradesh allocates 13.63 per cent of its budget to its children. In other words Rs. 13 and 63 paise of every Rs. 100 in the state budget is meant for children

Figure 6: Share of BfC in UP Budget  
2004-05 to 2008-09

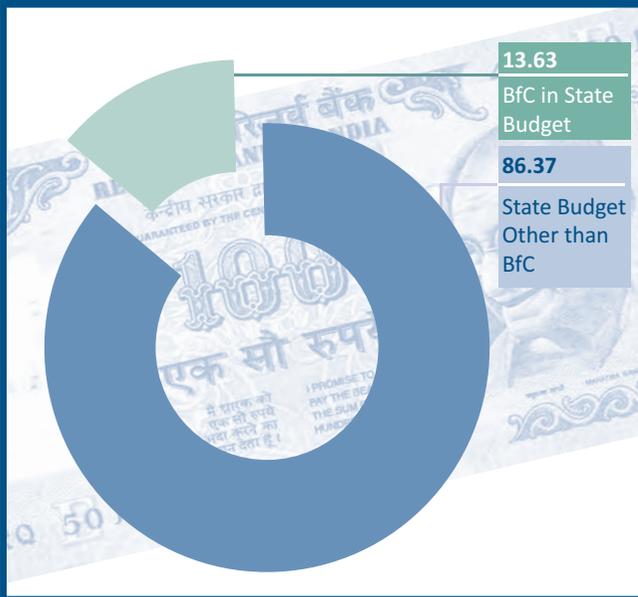
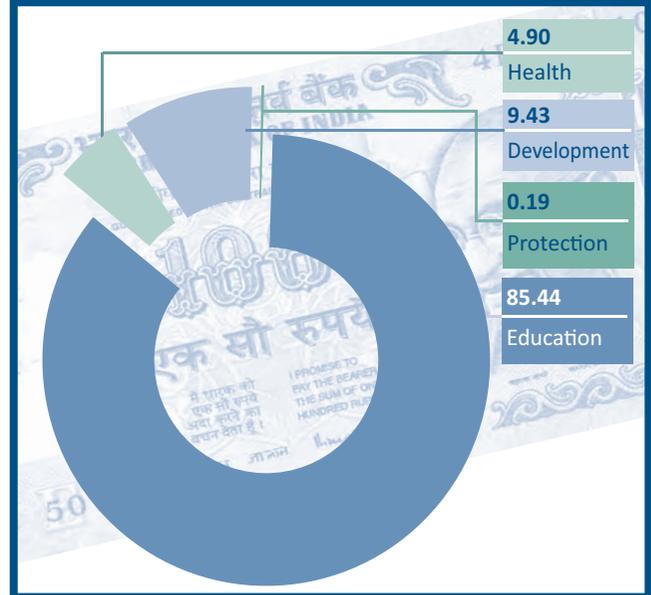


Figure 7: Sectoral Budget in BfC, UP Budget  
2004-05 to 2008-09



While the budget for UP increased by 75.78 per cent between 2004-05 and 2008-09, the social sector budget increased by 153.15 per cent; BfC in the state increased by only 67.7 per cent. A matter of even greater concern is that the share of BfC in the state budget has declined between 2006-07 and 2008-09 from 15.58 per cent to 11.42 per cent.

Across the four sectors within BfC, education got the highest allocation with an average of 85.44 per cent and protection the least share with 0.19 per cent. Development received 9.43 per cent, the health sector remained neglected with 4.9 per cent.

Average **under-utilisation in BfC was 6.48 per cent** during the period of study. This under-spending in BfC is seen only in the year 2006-07 of up to 21.36 per cent. Education, which has the lion's share in the state budget as well as within BfC, had an average under-spending of 6.25 per cent. Protection, which in any case had the least share in the state budget, shows up an under-utilisation of 3.33 per cent

Despite the maximum investment in BfC going to **education**, according to a report of the Directorate of Basic Education, 2006-07, 7.86 lakh children are still out of school. Regional and caste imbalances abound in education. According to the Analytical Report 2006-07, Elementary Education in India, only 9.24 per cent of Muslim children and 50.85 per cent of children belonging to Other Backward Castes (OBC) are enrolled in school at the primary level. The ratios are 7.18 per cent and 46.59 per cent respectively at the upper primary level <sup>30</sup>.

On an average, 6.25 per cent of the allocated budget in education remained unspent. In 2006-07, the education sector showed the highest under-spending of 19.75 per cent. This is because allocations for schemes such as Hostels for boys and girls from SC/ST and minority community (both in elementary and secondary), Ashram Schools, Welfare of Handicapped, Book Bank, and Providing uniform and bicycle were not spent at all.

Although accounting for a meagre 1.29 per cent of the state budget on average during these five years, the **development** sector, between 2007-08 and 2008-09, saw a decline in growth rate from 34.12 per cent to 19.68 per cent due to fall in the allocations.

Among the **four sectors of BfC**, **under-utilisation** (AE-BE) is the maximum in development sector with 12.83 per cent. This huge unspent balance of more than half of the amount allocated can directly be attributed to 92.6 per cent non-utilisation of allocations in the Nutrition Programme of ICDS in that year. In a component of Nutrition programme which is meant for supply of materials, Rs. 603.81 crore was allocated but there has been no spending at all. There was 93.23 per cent of under-spending in the World Food Programme Project. The ICDS scheme also has an under-spending of 2.71 per cent in 2006-07.

According to NFHS-III data, infant mortality is highest in Uttar Pradesh (73) and 47 per cent children are underweight. Less than one-third of children are fully vaccinated in Uttar Pradesh.<sup>31</sup> Following the Supreme Court's directive to open more anganwadi centres and double the budget provision per child to Rs 2 to address this situation, the State increased the allocation for ICDS and supplementary nutrition. Some 138,299 anganwadi centres have so far been operationalised under 835 ICDS projects. For universalisation of ICDS, 11,523 more anganwadi centres and 54 more urban projects are needed.<sup>32</sup>

Apart from the small allocation, of only 0.19 per cent of the state budget towards the **health**, there is also an average under-spending of 0.73 per cent.

- The maximum under-spending of 25.34 per cent was in 2004-05, mainly due to an under-spent balance of 28.3 per cent in the Mother and Child Health programme.
- There was also an under-spending of up to 95.1 per cent in the Child Survival and Safe Motherhood Programme in 2004-05. The allocation of the programme was almost halved in 2005-06, from Rs 73.69 crore to Rs 3.69 crore, and withdrawn in 2006-07.

This neglect is despite the fact that according to the NFHS-III, UP's performance on safe motherhood indicators is well below the national average. Only 20.06 per cent of the births were delivered with proper health facilities and 27.2 per cent of the deliveries were assisted by health personnel.

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30 Arun C. Kumar, Elementary Education in India: Analytical Report 2006-07, National University of Educational Planning and Administration and Dept. of School Education and Literacy, pp 98.

31 NFHS-III, Volume 1, 2005-06, Summary of Findings. Xxv, xxxix September 2007

32 Lok Prativedan, 07-07-07, Uttar Pradesh Evam Sahasrabdi Vikas Lakshya, Uttar Pradesh Voluntary Action Network (UPVAN), July 2007, pp 70

**Protection sector** in UP gets the lowest share of 0.03 per cent of the State Budget and 0.19 per cent of the BfC. The sector also shows an average under-spending of 3.11 per cent in the five-year period.

In protection sector, in 2006-07, there was under-spending of 5.15 per cent due to unspent balances in the schemes — Organising Homes under Kishore Nyay Adhiniyam, Implementation of Juvenile Justice Act Monitoring Cell and Establishment of Juvenile Justice Board (JJB).

Industries in Uttar Pradesh are well known for using child labour, such as the brass industry in Moradabad, the lock industry in Aligarh, the zari industries in Varanasi, and the carpet industry in Mirzapur and Bhadohi. As per Census 2001, there are 1.93 million working children in the 5-14 age group in the state, the highest in the country. Yet, say government estimates, only 8,563 children in 2004-05, 34,171 children in 2005-06 and 28,401 children in 2006-07 were enrolled in special schools under NCLP, out of which only 3,429 children in 2004-05 and 5,876 children (9-14 years) in 2005-06 were mainstreamed.

Till 2006-07, budget allocation in the protection sector included homes run under the Kishore Nyaya Adhiniyam (the Juvenile Justice Act) and implementing the Act, and establishing JJBs. In 2007-08, there was a steep increase in allocations from 16.14 crore to 27.84 crore due to the introduction of the programmes for Integrated Child Development Protection Unit for Child Protection, Adoption Unit at District level for Child Protection, GIA to NGOs for State Juvenile Homes, State Juvenile Homes (Boys and Girls), State Post Care Organisation Expenses, Survey for Child Labour Eradication, and Conditional Cash Transfer Yojna under Child Labour.

## BfC in West Bengal

Of every Rs. 100 allocated in the West Bengal state budget between 2004-05 and 2008-09, only Rs. 13 and 48 paise was allocated to children on an average every year.

Figure 6: Share of BfC in West Bengal Budget 2004-05 to 2008-09

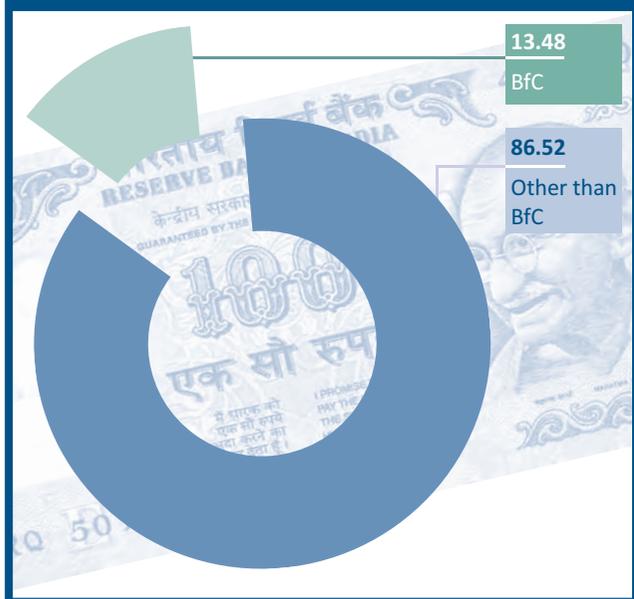
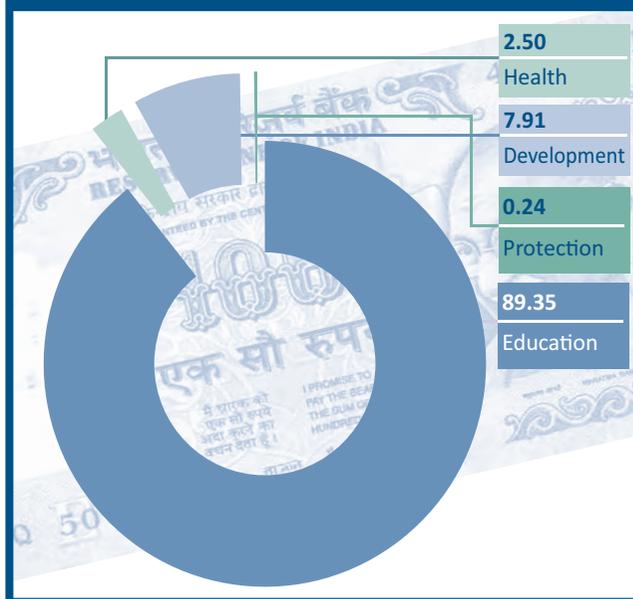


Figure 7: Sectoral Budget in BfC, West Bengal Budget 2004-05 to 2008-09



Over the years, BfC share in the state budget has moved from a little less than 11 per cent to close to 15 per cent. In fact, a welcome development is that the size of BfC has increased faster than the state budget, though it has grown slower than the social service sector budget.

### Yet children remain vulnerable in the state...

West Bengal is one of the prominent transit, source and destination points of child trafficking. It has a high rate of early marriages and nine percent of its children (5-14 years age group) work as labour. While the government has no dearth of policies, programmes, schemes and legislations at least in terms of numbers, why such deplorable situation of children persist for the years in this country, remains to be seen.

Education sector received, on average, 12.04 per cent of the total state budget of West Bengal (BE) between 2004-05 and 2008-09. Within the total BfC, the sector received the lion's share of 89.35 per cent on an average during this period. Despite this, the situation of education in the state remains worrying.

The Performance Review Report on the performance of SSA in West Bengal, released by the CAG on 31 March 2006, puts on record the poor performance of the state in ensuring elementary education in terms of enrolment, retention, utilisation of fund, infrastructural facilities and peoples' participation in planning.

- As of April 2005, 8.97 lakh children continued to remain out of school in the State.
- Overall dropout rate in the State from class I to Class IV was 76 per cent, while from class V to class VIII, it was 51 per cent.
- The State failed to get Rs 522.48 crore as grants from GOI during 2001-05 due to low spending. Against the projected outlay of Rs 1,685.31 crore during 2001-05, only Rs 789.33 crore (47 per cent) was spent.
- The perspective plan and the annual plans were prepared without any household survey and survey of girl children, children belonging to SC/ST, children with special needs and street children. As such, the plans did not reflect the true picture of the State. Out of 5.04 lakh children with special needs in the State, only 0.62 lakh were enrolled in schools as of March 2005, and out of them, only 0.16 lakh children were provided with aids and appliances.
- Village education committees (VECs) were not formed in 4,437 villages (9 per cent) while 47 per cent of VEC members were not trained in sensitisation and orientation of SSA activities.
- Pupil teacher ratio (PTR) in primary and upper primary schools in the state is way above the norm--over 60 students for one teacher now. Vacant posts of teachers were not filled in and appointment of additional teachers required to achieve the PTR of 40:1 as envisaged in SSA was not made.
- Out of 50,255 primary schools in the State, 363 had no building, 10,084 (20 per cent) had only one classroom, 9316 (19 per cent) had no drinking water facility and 20,468 (41 per cent) had no toilet facility while 40925 (81 per cent) had no separate toilet for girl students.

What is more, **despite education sector hogging** the maximum share of the BfC, the money remained **unutilised** in the Book Grant and Examination Fees; Maintenance for students from families with monthly income of less than Rs 3600; Maintenance and Repair of Primary School Building Primary School-teachers training and Expansion of teaching and educational facilities for the children of age group 11-14 years

Underutilisation of allocated funds in Book Grant and Examination fees and Maintenance charges to support the education of Backward Classes lead to the following observation by the Comptroller of Auditor General of India (CAG) in the Performance review report of the on the performance of the Backward Classes Welfare Department, Government of West Bengal, in Educational Development programmes for Schedule Castes and Scheduled Tribes. The report says:

“The objectives of the schemes for educational development of Scheduled Castes (SCs) and Scheduled Tribes (STs) remained unachieved due to non-release / delayed release of funds by the Backward Classes Welfare Department, failure in providing scholarships to the targeted beneficiaries, non-achievement of physical targets, high drop-out rate and non-evaluation of the performance of the students benefited under the schemes. Further, construction of a number of central hostels remained incomplete for a considerable period besides some hostels being utilised for other purposes. Due to deficient fund management, instances of inadmissible payments, irregular expenditures, parking of scheme funds in local fund/personal ledger/deposit accounts, etc, were also noticed.”

The report also said, “due to this under-spending in six test-checked districts, 1,993 students were deprived of the benefit of the pre-matric Scholarships, In seven test-checked districts, 25,000 SC and 4,000 ST students were deprived of these scholarships and 14.15 lakh students were deprived of the benefit of the Book Grant Scheme”.<sup>33</sup>

Although miniscule compared to education, child development gets the second highest share of allocation with 7.91 per cent of BfC. While in the last five years a total of Rs 1,250 crore was allocated to the ICDS, according to the government statistics of the year 2006, 63 lakh children of less than 6 years old are still out of the coverage of this scheme in the state. Here too we see non-utilisation of allocations.

The allocation for the Kishori Shakti Yojana (KSY) began only in 2006-07, with Rs 2 crore allocated in the Revised Estimates. The same amount was allocated in 2007-08. However, in 2008-09, only half of the allocation of this programme was utilized.

According to the CAG Report of 2005<sup>34</sup>, constraints in the proper implementation of the ICDS are: inadequate infrastructure facilities, shortage of staff in key areas, delayed procurement of food grain under the Supplementary Nutrition Programme, and inadequate visits to Anganwadi centres by the supervisory and health staff to create a desired level of awareness among mothers. The need of the hour is to have consistent planning and a foolproof implementation mechanism so that the resources available for children are optimally utilised

The average allocation for **child health** in the last five years is only 2.52 per cent of BfC and 0.34 per cent of the total state budget. Health is the second most neglected sector after child protection in terms of budget allocation. Clearly, in child health, the state government has not been putting its money where its mouth is, and certainly not in keeping with the promises made in the Health Sector Strategy 2004-14 and the Health Outcome Goal 2020.

Further, the meagre resources it allocated in BfC **remain unspent in all sectors**. A closer look at various child-related programmes in 2006-07 gives us the following percentage of under-utilisation of the BE:

- Nutrition Programme for Adolescent Girls (NPAG) – 58.93 per cent
- Supplementary Nutrition Program (SNP) – 15.51 per cent
- Scheme for Prevention & Control of Juvenile Social Maladjustment – 16.45 per cent
- Manufacture of Sera and Vaccines – 20.64 per cent

33 Chapter III, Performance Audit, Audit Report (Civil) for the year ended 31 March 2007 by CAG

34 CAG India: Audit Report (civil) for the year ended 31 March 2005, Chapter III- Performance Review

- Book Grant and Examination Fees for SC, ST and OBC – 41.93 per cent
- School Dress for girl student in primary schools – 97.26 per cent
- District Primary Education Programme (DPEP) – 94.6 per cent
- Primary School Teacher’s Training – 40.78 per cent
- Text Book for the Primary School Student – 42.15 per cent

In January 2008, newspaper reports said quoting the Health Department <sup>35</sup> that 30 per cent of children below six years of age were still outside the coverage of Pulse Polio Immunization. Despite that, we see 100 per cent and 83 per cent of funds remaining unspent in 2006-07 and 2007-08, presumably because polio had been eradicated! Is it a surprise then that polio cases are resurfacing?

The trend of allocation in the WB state budget between 2004-05 and 2008-09 shows that the allocation for protection (BE) had doubled in 2008-09 over 004-05. Yet, the allocation of Rs 10 crore in 2004-05 was only 0.02 per cent of the total state budget and 0.22 per cent of the budget for children. On an average, only 0.03 per cent of the state budget was allocated for child protection in the 5 years under study even as the Chief Minister of West Bengal himself announced in the State Assembly that in the last three years 30 thousand women and children of the state were trafficked and very few of them were rescued.

**Interestingly, assistance to the voluntary sector for children in need of care and protection has been increasing steadily**, from Rs 1.99 crore in 2004-05 to Rs 5.80 crore (BE) in 2008-09. Even for other schemes such as Cottage Scheme and Welfare of Street Children, the implementation is done through the voluntary sector. While it is appreciable that the voluntary sector is encouraged to get involved, it should not become the norm as this is a reflection of the growing tendency to shift its own responsibility to civil society. Protection of children is the primary duty and responsibility of the state and the accountability for it should also remain with it.

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35 Heading of the news report, Ananda Bazar Patrika, 11 January 2008



# Chasing an Elusive Goal of Inclusion: Tracking Sarva Shiksha Abhiyan (SSA) Implementation

## Designed for failure? An evaluation of SSA

In 1817, some 55 years before the Meiji Education law of 1872 in Japan<sup>36</sup>, Gowri Parvathi Bai, the 15-year old Rani of Travancore, issued a remarkable decree: “The state should defray the entire cost of the education of enlightenment among them, that by diffusion of education they might become better subjects and public servants and that the reputation of the state might be enhanced thereby.”<sup>37</sup> Kerala’s remarkable record in human development subsequently has taught us little.

Close to two centuries later, the federal government of India struggles to implement, reluctantly, Right to Education for its children. 62 years after independence, this fact of history serves to remind us of the persistent gap between big ideas and their implementation in the country.

The story of India’s educational achievements is one of mixed success. On the positive side, India has of late made decent progress in raising school participation. Some 187 million children were enrolled in elementary education (6 to 14 years) in 2008-09, 40 per cent of them in upper primary, according to District Information System on Education (DISE) flash

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

37 Ramachandran, V. K. 1996. "On Kerala's Development Achievements" In Jean Dreze and Amartya Sen, eds., *Indian Development: Selected Regional Perspectives*. New York: Oxford University Press. pp 268

statistics<sup>38</sup>. They make up over half of the total child population of over 450 million in India, as per Census 2001 figures. But on the down side, India still has 46 per cent of the world's illiterates and is home to a high proportion of the total out-of-school children and youth. More than 13 million children, or close to 7 per cent of all children aged 6-13 years, were out of school in 2005. Among these, 68.26 per cent never went to any school, while the rest 31.74 per cent dropped out after one or more years of schooling. That number has reached 20 per cent in 2008-09, according to DISE.

### A Snapshot of Elementary Education in India

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

## Education for all through SSA

In 2001, the government of India introduced Sarva Shiksha Abhiyan (SSA), literally translating to Campaign for Universal Education, implemented by the Ministry of Human Resources Development (MHRD). One of the largest programmes of its kind in the world and the largest centrally sponsored scheme in India, both in terms of financial allocation and coverage, SSA seeks to universalise elementary education for children aged 6-14 years (classes 1 to 8). It aims to enroll all 6-14 year-olds in school by 2010, retain them in school, and provide them with quality education at least till class eight.

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

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

38 Ramachandran, V. K. 1996. "On Kerala's Development Achievements" In Jean Dreze and Amartya Sen, eds., Indian Development: Selected Regional Perspectives. New York: Oxford University Press. pp 268

## Financing SSA

SSA is financed out of revenues from a primary education cess equal to 3 per cent of all taxes as of March 2007 (two per cent before that). This is supplemented partially by external funding from the World Bank's International Development Association (IDA), the UK's Department for International Development (DFID) and the European Commission (EC). In the first phase of 2003-06, the World Bank contributed \$500 million of the total programme cost of \$3.5 billion. In the second phase, coinciding with the Eleventh Plan period of 2007-12, it is providing \$600 million. In the World Bank's own words, with the country estimated to spend a humongous \$17.75 billion (roughly Rs 8,350 crore) on primary education, it remains a small player, financing less than 6 per cent of the total government expenditure on the programme.<sup>39</sup>

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

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

### Main goals of SSA

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

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

## Budget tracking through SSA

In this phase of budget analysis, it was felt that it is not enough to analyse the budget allocations and expenditures based on the figures that the government puts out through its budget documents.

How does the money travel down from the Centre to the states, the districts, the blocks and finally to the last receiver of money? The team –both at HAQ and the states decided that it would be SSA that would be tracked.

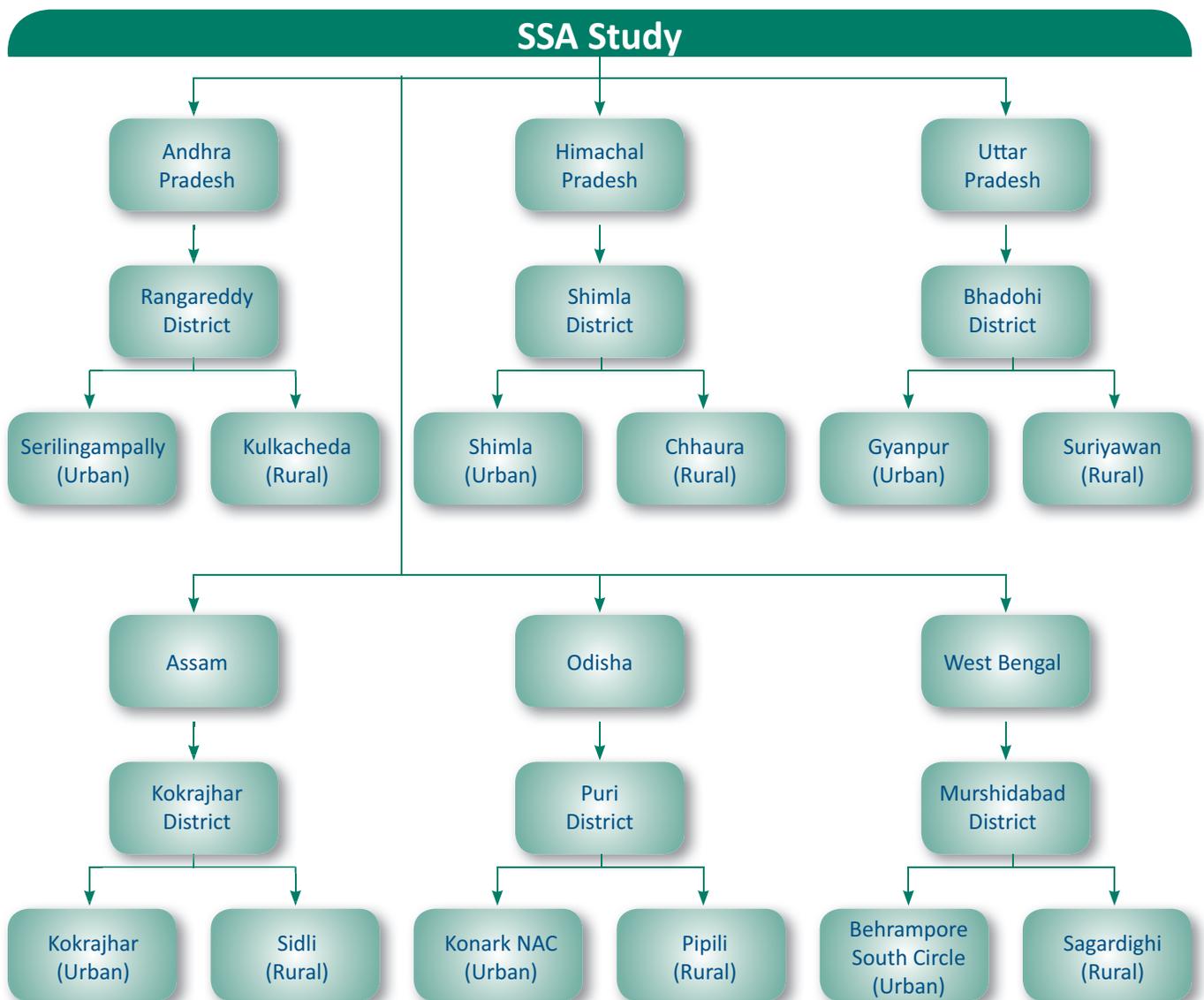
The study tracked and analysed the flow of financial resources from the Centre to the state mission, and then to the districts and blocks till the last level of beneficiaries (the school) over a period of five years from 2004-05 to 2008-09 (2005-06 to 2008-09 in some cases). What are the 'road blocks' in this journey and finally what reaches the schools and the children? In a very simplistic way we were attempting what Mr. Chidambaram had introduced as Outcome Budgeting.

39 <http://www.worldbank.org.in/WBSITE/EXTERNAL/COUNTRIES/SOUTHASIAEXT/INDIAEXTN/0,,contentMDK:21974928~pagePK:141137~piPK:141127~theSitePK:295584,00.html>

- The **Quantitative** part of the study tracked the Planned and Approved Budgets and actual flow of funds and expenditure at various levels (state, district, block and school) of selected project areas on the major interventions of SSA, while the
- The **Qualitative** Study tracked the functional part of the SSA, the stages of implementation and the problems in that process, and assess if the broad goals of the SSA are being met through focused group discussions with stakeholders/ beneficiaries as well as individual interviews with the officials at various levels.

In each state, one district was chosen and within that district, two blocks were selected, one urban and one rural, from each of which five schools of various types, ranging from primary to upper primary to KGBV to EGS and RBC schools, were selected for the survey.

While the sample of 60 schools is clearly too inadequate a base to mount a criticism of the effectiveness of the SSA, the study findings did throw up interesting pointers that were remarkably similar to those of other evaluation reports. The important findings are summed up below:



## The following are the major findings from the 6 states

**States unable to put in its share- Released Budget lower than approved budget:** The funding pattern between the Centre and States/UTs is to be in the ratio of 65:35 for the first two years of the Eleventh Plan i.e., 2007-08 and 2008-09; 60:40 for the third year i.e., 2009-10; 55:45 for the fourth year i.e., 2010-11; and 50:50 from 2011-12 onwards. For the eight North-Eastern states, the fund-sharing pattern between Centre and states remains 90:10, with the Central share sourced from the 10 per cent earmarked funds for the NE region<sup>40</sup>.

The amount actually released has always been lower than the amount approved in the Annual Work Plan and Budget (AWPB) in all states. The difference has been the highest in UP where on average, only 22 per cent was released during 2005-06 to 2007-08. In Andhra Pradesh and Assam, 60 per cent of the funds on average were released compared to what was approved. In Assam, on average, 48 per cent was released to districts and in AP, it was 50 per cent. What is more, what finally reached the districts was also less than what was demanded for and approved.

Some states failed to release its share<sup>41</sup> of funds impacting its programme implementation. The released amount of the government of UP has been much less than the approved budget in the Annual Work Plan and Budget (AWPB), in all the four years under study. It released 23 per cent and 18 per cent of the total approved budget in 2005-06 and 2006-07 respectively, against the norm of 25 per cent, and 31 per cent in 2007-08 against 35 per cent. Officials say this is because the release depends largely on the trend of expenditure in previous years as well as the timely submission of Utilisation Certificates (UCs).

Assam shows a decline in its allocation. Between 2004-05 and 2008-09, allocation by the Education Department increased by 49.43 per cent in the state. On the other hand, the share of funds released by the state government for SSA had reduced by 16.66 per cent over the same period. At the district level, the release of funds by the state government has been lower than the approved budget in all the years. Both state and district level officials agreed that the amounts proposed by the state were often not approved. Nor were often the amounts approved released in full.

In Odisha, in all years except 2007-08, the amount received is based on the PAB approval not as per proposal of the district or State. The main reasons cited for under utilisation of funds are said to be the institutional and procedural bottlenecks in the process of implementation of plan programmes/schemes.

**Table 11: Funds Spent in States and Districts—HAQ study**

States	Percentage of Expenditure out of released amount in State	Percentage of Expenditure out of released amount in District
Andhra Pradesh	103.39	75.95
Himachal Pradesh (out of approved amount)	84.40	91.58
Uttar Pradesh	85.50	NA
West Bengal	91.05	59.45
Assam	92.90	100.70
Odisha	74.52	99.38

The Government of West Bengal, during the period of study (2005-06 to 2007-08), allocated on an average 3.03 per cent of its budget for child education for the state share of SSA. This meagre allocation was unable to meet the requirement of the state share for SSA, which is to be 35 per cent of the total approved budget of SSA for the state annually.

Even the expenditure figures show a discrepancy, depending on the characteristic of the districts. For instance, the districts chosen in UP, West Bengal and AP were weak, yet much

40 Letter dated 25 September 2007 sent to the Education Secretaries of All the States/Union Territories by Deputy Secretary to the Government of India. F.No.2-40/2004-EE.3, Government of India Ministry of Human Resource Development Department of School Education & Literacy. [ssa.nic.in/ssa-framework/Letter\\_All\\_20SPD.pdf](http://ssa.nic.in/ssa-framework/Letter_All_20SPD.pdf)

41 SSA envisages contribution from GOI vis-à-vis the State Govt. of Uttar Pradesh in the ratio of 85:15 for the Ninth Plan (till 2001-02), 75:25 during the Tenth Plan till 2006-07, in the Eleventh Plan it would be 65:35 for the first two years (2007-08 and 2008-09), 60:40 for 2009-10, 55:45 for 2010-11 and 50:50 for 2011 onwards.

less funds were spent in these districts compared to the respective states, pointing to low capacity utilisation and funds absorption.

**Infrastructure gets a boost:** Civil works took the lion's share of the expenditure, between 45 per cent and 55 per cent in all states, as table 2 shows. UP and Assam were the big spenders in this respect. This was followed by teachers' salary for obvious reasons.

*If the RTE norm of 30:1 pupil teacher ratio were to be implemented, compared to 40:1 sought by the SSA, costs on this head would escalate. Writing in 1999, the PROBE report<sup>42</sup> had said if all the children aged 6-10 in its survey were actually in primary school, there would be, 113 pupils per properly-built classroom and 68 pupils per appointed teacher, which is more or less the case now even though many children are not in school.*

States	Components enjoying major share in SSA	Percentage allocation to these in total SSA Budget in state	Percentage allocated to these in total SSA Budget in district
Andhra Pradesh	Civil work	37.1	37.85
	Teachers salary	25.47	33.98
Himachal Pradesh	Civil work	28.82	29.85
	Teachers salary	27.17	25.52
Uttar Pradesh	Civil work	32.72	33.39
	Teachers salary	48.16	51.72
West Bengal	Teachers Salary	24.54	30.05
	Civil Work	44.14	44.69
Assam	Civil work	55.04	NA
	Intervention for out of school children	12.61	NA
Odisha	Intervention for out of school children	8.52	5.57
	Civil work	32.69	48.21

**No Deliberate Focus on Quality:** Quality components (TLM, training etc) usually get passed over since the emphasis was more on solving infrastructure problems. Inclusion, as evidenced by interventions for out-of-school children or Children with Special Needs (CWSN), similarly got low priority. For instance, in Bhadohi district, UP, the budget released towards interventions for out-of-school (EGS/AIE) children, children with special needs, and training of teachers and community leaders showed the highest under-spending, ranging between 50 per cent and 60 per cent, during 2005-06 to 2008-09. The other states were not much ahead either.

**Decentralisation and Community Participation only on Paper:** Grassroots institutions such as village education committees or school education committees mostly exist on paper. PRIs act only as the receivers of funds, with no financial independence. Panchayat heads are often lukewarm to sharing power and decision-making, and very often, they have other important things to think about.

42 Public Report on Basic Education in India. Anuradha De and Jean Dreze. Centre for Development Economics, Oxford University Press, 1999, Price Rs 150, pp 156

## CAG report on SSA collaborates study findings

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

The objective of SSA was to enroll all out-of-school children in school, education guarantee centres, alternative schools and back to school camps by 2003. The date was revised to 2005 only in March 2005. However, out of 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 the scheme and after having incurred an expenditure of Rs. 11133.57 crore. (Paragraph 7.3.2)

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

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

Five States/UTs failed to maintain the SSA norm of 1:40 for teacher-student ratio. The ratio in primary schools and upper primary schools ranged between 1:60 and 1:130 in test checked districts of Bihar. Cases of uneven distribution of teachers amongst schools were noticed. Rural schools were suffering for want of teachers. 75884 of primary schools in 15 states/UTs were operating with one teacher only. 6647 schools in seven states were without any teacher. The position was alarming in the states of Chhattisgarh, Himachal Pradesh, Gujarat, Madhya Pradesh, Punjab, Uttar Pradesh and West Bengal. (Paragraph 7.4.2)

**Alternative Schooling:** AIE/RBC/EGS schools are practically hovels. Funds are too little and come too late. There are hardly any facilities and even less teaching and monitoring. Not much effort at mainstreaming either. The children were treated as 'second-grade citizens' who deserved no more than 'second-grade education'! That is surely wrong because they too pay the education cess that funds a large part of the SSA now.

**Expenditure is less than what is approved:** Under spending of the allocated resources was visible in AP, UP, HP and West Bengal. In UP, important interventions under SSA, such as teachers salaries, textbooks, teacher grant, out of school (EGS/AIE) and CWSN, teacher and community leader training showed huge underspending ranging from 35 per cent to 70 per cent.

In AP, average under-spending in "Teacher and Teacher Preparation" at state and district levels have been 59.3 per cent and 65.7 per cent respectively, whereas under-utilisation for "Infrastructure and other facilities" have been 41.3 per cent at state level and 58.3 per cent at district level.

In West Bengal in 2005-06 only 46.06 per cent of the total released fund was utilised while , in 2006-07, 63.66 per cent of the total released fund was utilised and in 2007-08 the state could utilised 71.03 per cent of the released fund for SSA. This was noticeable at the district level too. In Murshidabad district, 36.73 per cent of the allocated fund was utilised in 2005-06, only.

## Stories of Neglect and Disorganisation

The rural EGS at Bhojyanayakthanda is located uphill in the interior of Kulkacherla, AP, which has mostly tribal inhabitants. It is running in a small half-constructed room provided by one of the MDM agents staying in that area. No facilities have been provided by the SSA office or PRIs, said the agent. Children sit on the incomplete floor of the room, no mat for even the youngest children. The para teacher said “no TLM has been received and I have to spend my own money to buy slates, pencils, register, etc.”

In Murshidabad, West Bengal, we found no evidence of proper grassroots planning taking place, which is one of the basic tenets of the SSA. All the planning is done at the district level, without any involvement of parents, VEC, schools or even the School Inspector in the entire process. All the latter is expected to do is provide a few data. No child register was available in any of the ten sample schools. Meetings of Mother-Teacher Associations and Village/Ward Education Committee are irregular. Even the members of VEC/WEC are unaware about their roles and responsibilities. This was a common scene in other states too.

During our visits to the SSA office of Suriywan block (UP), we learnt that budget documents were kept in a cupboard, the key of which was with the Block Education Officer, who had at that time gone to protest the awards of the Sixth Pay Commission. Since no one had a copy of the key or knew where it was, the budget documents.

In HP the annual expenditure since 2005-06 to 2007-08 has always been less than the approved budget. In 2005-06 it was per cent 15.60, in 2006-07 it 10.70 per cent and in 2007-08 it fell to 3.64 per cent

## Is the SSA designed to succeed?

Elementary education schemes in India have a rich and varied history. So do studies on the subject. In 2002, Jandhyala B.G. Tilak studied the results of NCAER's 1994 Human Development in India (HDI) survey to look at three areas: the extent of household expenditure on education by different groups; the elasticity of that expenditure to changes in both household income and government expenditure on education; and the determinants of that expenditure. His findings, still relevant, are vital to understand why state-run schemes such as SSA, or its predecessor DPEP, have an element of mortality built in.

Tilak's study found:

- A complete absence of 'free education' in India. Regardless of a household's socio-economic background, he found spending on education to be very substantial even at the primary level.
- "Indirect" costs, such as books, uniforms and examination fees, were very high, even in government-run schools and at the primary level.
- Expenditure on education was highly (and positively) correlated with income.
- Willingness to pay and "compulsion to pay" (i.e., the need to compensate for a shortage of government spending on education) are both important factors.
- Government spending and household spending on education were not substitutes, but complements. An increase in government spending is associated with an increase in household spending (due to an "enthusiasm effect" resulting from improvements in school facilities, number of teachers, etc.). Conversely, a reduction in government expenditure leads to a decline in household spending on education.
- So, the actual impact of SSA would be more in terms of improving the education climate/infrastructure in the area than to improve actual education imparted to a student.

There is no reason to believe things have changed much since Tilak's study. Says Tilak: "Household expenditures on education are sizeable; households from even Scheduled Castes and Tribes, low income groups — all spend considerable amounts on acquiring education, including specifically elementary education, which is expected to be provided by the State free to all....The poor spend a higher proportion of their income on education than the rich. But the rich spend higher amounts than the poor and middle-income groups on education in a majority of the states."

As Lant Pritchett, Professor at the Kennedy School of Government, Harvard University, says, "in every country in the world there is an "access axis" that dominates education policy...a powerful coalition focusing on "business-as-usual" expansion of existing systems...The "access axis" has the additional advantage that those who bear the brunt of its policies are children, mostly of the rural, the poor and the powerless, who are trapped in brutal and ineffective schools without effective alternatives and robbed of their life chances through poor quality education."<sup>43</sup>

What have undoubtedly worked post independence are the incentive schemes. The provision of schooling in rural habitations, or the provision of mid-day meals, uniforms, textbooks, etc., are both associated with increased household demand for education. But the more interesting policy implication lies elsewhere:

1. **We need an education scheme to bring in more investment in the right kind of school infrastructure:** Enough classrooms, power supply, toilets, labs, special education, trained teachers, etc, in all habitations, and not obfuscate them in immeasurable indicators including quality and the innumerable paperwork that the SSA entails, such as block level plans, etc.

The failure is pointed out in the JRM strongly: "The Mission recommends that the under-performing components, particularly Ksturba Gandhi Balika Vidhayalaya (KGBV), Learning Enhancement Programme (LEP), State Institute of Educational Management and Training (SIEMAT), activities for Out of School Children (OOSC), teacher training, National Programme for Education of Girls at Elementary Level (NPEGEL), Community Resource Centres (CRC), innovative activities, community training, Teacher Learning Equipment (TLE) and Research, Evaluation, Monitoring and Supervision (REMS), are reviewed more intensively during 2009-10 and in the AWPB process for 2010-11." The only people who do not benefit from such quality indicators are children — physically and socially disadvantaged children in villages--whose lack of access to the basic fundamentals of life handicaps them for the rest of their lives.

2. **There is an infinite stress on paperwork:** This leads to a complete bureaucratisation of the SSA programme and even then the right kind of paperwork is never really complete.

For instance, most school registers show a far greater number of children than are actually studying; regular updating is rare. Innovative and creative ways of increasing access and attraction of education to children do not come out of the Bhavans in Delhi or mission offices in the state; they come out of trained teachers and committed locals.

3. **The extent of the success of the SSA can really be gauged by a simple factor:** Not just rising enrolment of children but also a rising enrolment in government schools along with private schools, since demand for schooling has rapidly increased as the result of far-reaching social and economic changes. Available data suggest quite the opposite.

The latest household survey data, something the DISE doesn't include, pegs the share of enrolled children in the

private sector at 58 per cent in the urban sector and at 32 per cent in the rural sector. But even when we look at the DISE data, we see that from 2006-07 to 2008-09, while the total enrolment in all kinds of schools went up by 4.64 per cent, from 179.34 million children to 187.66 million, enrolment in private schools, aided and unaided, went up by almost 9 per cent, from 50.03 million to 54.46 million. Indeed, the sheer number of children in private schools is still insignificant but the trend of moving away from government schools despite SSA is quite clear.

According to ASER 2008, among all 6-14 year olds, the proportion of children attending private schools has increased from 16.4 per cent in 2005 to 22.5 per cent in 2008.<sup>44</sup> This increase is particularly striking in Karnataka, Uttar Pradesh and Rajasthan. Also, half of all school going children in Kerala and Goa go to private schools, most of which (90 per cent in Kerala and 70 per cent in Goa) are government aided.

Why is this so? Writing on the new RTE, economists Raghuram Rajan and Abhijit Banerjee argue that “the problem with government schools is motivation. (The World Absenteeism Survey found government teachers teaching less than 50 per cent of the time they are meant to be teaching.) Yet the entire law as written has nothing to say about failing government schools. While the 2005 version of the Bill talked about giving school management committees (which involve parents) control over salary payment to teachers, the current version talks about monitoring of schools by parents, but not about how to give the committee enough leverage that the teachers take the monitoring seriously.”<sup>45</sup>

4. **Costs matter:** Since in India, every rupee spent on education is a rupee not spent on, say, protection or health, one can safely argue that education under SSA, which implies lower quality of primary education in most places, costs much more because teacher salaries are high in government (and aided) schools.

It is well-known that while most private schools end up costlier for parents due to incidentals cost (transport, uniform, textbooks, etc), they offer their teachers neither a good salary nor job security.

In fact, this drive towards private education could be dangerous. Rajan and Banerjee argue citing recent evidence from Pakistan (specifically Punjab) that parents find it difficult to distinguish between good and bad private schools. “When they were provided information about the performance of their child’s schools (and that of other schools around) there was a substantial shake-up in the market for private schools, with a number of the worst private schools shutting down,” they said. This could be already happening in India in states such as UP and semi-urban areas — the craze for “public” and “international” schools in urban India is a case in point.

5. **Stick to the tried and tested:** Ensure full implementation of midday meals and other schemes that provide textbooks, uniforms, scholarships, etc that work to attract the child to school and keep him/her there.
6. **If the government is really serious about implementing the right to education, it should make it truly universal:** Compulsory and free for all children 0 to 18 year old. For that, it needs to scale up its budget tremendously from the current year’s allocation of Rs 25,067 crore to elementary education. Leaving aside state’s share, this money then would be spent on 133.21 million children (DISE 2008-09) enrolled in government schools, or Rs 1882 per child per year. Even a child can calculate that this is far short of annual schooling costs.

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44 The Annual State of Education Report 2008 by Pratham is based on rural household surveys. <http://www.pratham.org/images/aser-national-findings.pdf>

45 <http://www.indianexpress.com/news/keep-testing-the-kids/582137/0>

The future doesn't look that good either because it is the faulty SSA that will be used to push the RTE. According to the MHRD, Rs 1.78 lakh crore must be spent on implementing the RTE over the next five years, which brings the per student cost to a little higher Rs 2672 per student under RTE. Including private schools of course reduces even this small figure.

The contingency for under-budgeting becomes all the more severe when programmes are taken up without framing them in the context of the National Policy for children and a vision for children's rights. According to HAQ's analysis, out of every 100 rupees spent in the Union Budget 2010-11, education has been allocated Rs 3.20, yet vital issues such as children's protection, hunger and malnutrition get less than a rupee. That's a myopic vision of the child's overall well-being which must cease.

List of Abbreviations and Acronyms	
AACR	Additional Classroom
ADEPTS	Advancement of Educational Performance through Teacher Support
AIE	Alternative and Innovative Education
ALM	Active Learning Methodology
ASER	Annual Status of Education Report
AWPB	Annual Work Plan and Budget
BaLA	Building as Learning Aid
BE	Budget Estimate
BRC	Block Resource Centre
BRTE	Block Resource Teacher Education
CAG	Comptroller and Auditor General
CAL	Computer Aided Learning
CCE	Comprehensive and Continuous Evaluation
CLAP	Children Learning Acceleration Programme
CLIP	Children Language Improvement Programme
CSR	Corporate Social Responsibility
CRC	Cluster Resource Centre
CVC	Central Vigilance Commission
CWSN	Children with Special Needs
DFID	Department for International Development
DIET	District Institute of Education and Training
DISE	District Information System for Education
DPEP	District Primary Education Programme
DSEL	Department of School Education & Literacy
EA	Environmental Assessment
EC	European Commission
EDI	Education Development Index
EDUSAT	Educational Satellite
EGS	Education Guarantee Scheme
EMIS	Educational Management and Information System
EVS	Environmental Science
FM&P	Financial Management and Procurement
GER	Gross Enrolment Ratio
HSS	Household Surveys
IDA	International Development Association
IGNOU	Indira Gandhi National Open University
JRM	Joint Review Mission
KGBV	Kasturba Gandhi Balika Vidyalaya
LEP	Learning Enhancement Programme
MAS	Midterm Assessment Survey

MDG	Millennium Development Goal
MDM	Mid Day Meal
MHRD	Ministry of Human Resource Development
MI	Monitoring Institutions
MLE	Multi-lingual Education
MoU	Memorandum of Understanding
MS	Mahila Samakhya
NCERT	National Council of Educational Research & Training
NCF	National Curriculum Framework
NCPCR	National Commission for Protection of Child Rights
NER	Net Enrolment Ratio
NGO	Non- Governmental Organization
NIC	National Informatics Centre
NIPCCD	National Institute of Public Cooperation and Child Development
NPE	National Policy of Education
NPEGEL	National Programme for Education of Girls' at Elementary Level
NUEPA	National University of Educational Planning & Administration
O&M	Operation & Maintenance
OBC	Other Backward Caste
OOSC	Out of School Children
PAB	Project Approval Board
PRI	Panchayati Raj Institutions
PTA	Parent Teacher Association
PTR	Pupil Teacher Ratio
QMT	Quality Monitoring Tool
RBC	Residential Bridge Course
RE	Revised Estimate
REMS	Research, Evaluation, Monitoring and Supervision
RMSA	Rashtriya Madhyamik Shiksha Abhiyan
RMG	Repair and Maintenance Grant
SC	Scheduled Caste
SCERT	State Council for Educational Research and Training
SDMC	School Development Management Committee
SES	Selected Educational Statistics
SFD	Special Focus Districts
SFG	Special Focus Groups
SIEMAT	State Institute for Educational Management and Training
SMC	School Management Committee
SPO	State Project Office
SSA	Sarva Shiksha Abhiyan
SSHE	School Sanitation and Hygiene Education

ST	Scheduled Tribe
TCF	Technical Cooperation Fund
TLE	Teacher Learning Equipment
TLM	Teaching Learning Material
TSC	Total Sanitation Campaign
TSG	Technical Support Group
UC	Utilization Certificate
UNICEF	United Nations Children's Fund
UEE	Universal Elementary Education
UPS	Upper Primary School
VEC	Village Education Committee

HAQ: Centre for Child Rights is a ten-year old New Delhi-based civil society organisation that works towards the recognition, promotion and protection of rights of all children. It aims at contributing to the building of an environment where every child's rights are recognised and promoted without discrimination and in an integrated manner. HAQ believes that child rights and children's concerns have to be mainstreamed into all developmental planning and action and must also become a core development indicator.

To carry forward this mandate, HAQ undertakes research and documentation and is actively engaged in public education and advocacy. In India, HAQ pioneered the Budget for Children analysis in 2001. Over the years, it has developed skills for quick and incisive scanning of law and policy documents and commenting on them. It works with existing networks, builds alliances and partnerships with other actors/stakeholders such as the bureaucrats, parliamentarians, judges and lawyers, police and media.

HAQ seeks to serve as a resource and support base for individuals and groups dealing with children at every level. It not only provides information and referral services but also undertakes training and capacity building for all those working with children or on issues concerning them, and for the children themselves.

HAQ works on children and governance, violence and abuse of children, child trafficking and juvenile justice. It provides legal support to children in need, particularly those who are victims of abuse and exploitation or are in conflict with the law.

[Publications](#) | [Kandhamal's Forgotten Children: A Status Report.](#) | [India's Childhood in the "Pits": A Report on the Impacts of Mining on Children in India](#) | [Blind Alley: Juvenile Justice in India \(2009\)](#) | [Still out of focus: Status of India's children \(2008\)](#) | [Handbook on Children's right to adequate housing](#) | [Combating Child Trafficking \(A User's Handbook\)](#) | [Budget for Children \(set of four publications on child budget analysis\) for India, Andhra Pradesh, Himachal Pradesh and Orissa \(2007\)](#) | [Child Protection: A handbook for Panchayat Members \(English and Hindi\)](#) | [Status of Children in India Inc. 2005](#) | [Says a Child...Who Speaks for my Rights? \(A series of books analysing parliamentary questions and debates from 2003 to 2008 in English and Hindi\)](#) | [My God is a Juvenile Delinquent \(Not a HAQ publication but is available in HAQ\)](#) | [Stop Child Trafficking: A handbook for Parliamentarians](#) | [Children in Globalising India: Challenging our Conscience \(2003\)](#) | [Children bought and sold: We can stop it! \(Hindi and English\)\(2003\)](#) | [Children and Right to Adequate housing: A guide to international legal resources \(2002\)](#) | [India's Children and the Union Budget \(2001\)](#)

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