

**ANDHRA PRADESH**

# **BUDGET FOR CHILDREN**

**2007–2008 TO 2011–2012**



# BUDGET FOR CHILDREN

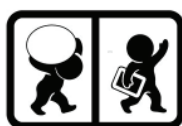
ANDHRA PRADESH  
2007–2008 TO 2011–2012

A Study by:



**HAQ: Centre for Child Rights**

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**M. Venkatarangaiya Foundation**

201, Narayan Apartment, West Marredpally,  
Secunderabad – 500 026, India  
Phone: 91-40-2780 1320, 2770 0290, 2771 0150  
Fax: 91-40-2780 8808, 2770 1656  
Website: [www.mvfindia.in](http://www.mvfindia.in)  
Email: [mvfindia@gmail.com](mailto:mvfindia@gmail.com)

Or

**HAQ: Centre for Child Rights**

B1/2 Malviya Nagar, Ground Floor,  
New Delhi-110017,  
Ph: 91-11-26674688  
Fax: 91-11-26673599  
Website: [www.haqcrc.org](http://www.haqcrc.org)  
Email: [info@haqcrc.org](mailto:info@haqcrc.org)

**Research Team**

At M V Foundation: Dolon Bhattacharya  
At HAQ Centre for Child Rights: Amit Mitra, Enakshi Ganguly Thukral and Kumar Shailabh

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# ABBREVIATIONS

<b>ACA</b>	Adoption Coordinating Agency
<b>AE</b>	Actual Expenditure
<b>ANMs</b>	Auxiliary Nurses and Midwives
<b>APSPEWC</b>	Andhra Pradesh Society for Protection & Empowerment of Women and Child Development
<b>AWCs</b>	Anganwadi Centres
<b>AWWs</b>	Anganwadi Workers
<b>BC</b>	Backward Caste
<b>BE</b>	Budget Estimates
<b>BfC</b>	Budget for Children
<b>BSY</b>	Ballika Samridhi Yojana
<b>CARA</b>	Central Adoption Resource Agency
<b>CIF</b>	CHILDLINE India Foundation
<b>CPSU</b>	Central Project Support Unit
<b>CSS</b>	Centrally Sponsored Scheme
<b>CWC</b>	Child Welfare Committee
<b>DCPS</b>	District Child Protection Society
<b>DCPU</b>	District Child Protection Unit
<b>DDGs</b>	Detailed Demand for Grants
<b>DRDA</b>	District Rural Development Agencies
<b>ECCE</b>	Early Childhood Care and Education
<b>GIA</b>	Grants-in-Aid
<b>GoAP</b>	Government of Andhra Pradesh
<b>ICCW</b>	Indian Council for Child Welfare
<b>ICDS</b>	Integrated Child Development Scheme
<b>ICPS</b>	Integrated Child Protection Scheme
<b>ICT</b>	Information Communication Technology



<b>IMR</b>	Infant Mortality Rate
<b>JJ Act</b>	Juvenile Justice (Care and Protection) Act 2000
<b>JJB</b>	Juvenile Justice Board
<b>KSY</b>	Kishori Shakti Yojana
<b>MCH</b>	Mother and Child
<b>MDM</b>	Mid Day Meal
<b>MoU</b>	Memorandum of Understanding
<b>NCLP</b>	National Child Labour Project
<b>NCMP</b>	National Common Minimum Programme
<b>NCPCR</b>	National Commission for Protection of Child Rights
<b>NGO</b>	Non-Governmental Organisation
<b>NIPCCD</b>	National Institute of Public Cooperation and Child Development
<b>NMP</b>	Nutrition Meals Programme
<b>NPAG</b>	Nutrition Programme for Adolescent Girls
<b>NPE</b>	National Policy of Education
<b>NRHM</b>	National Rural Health Mission
<b>NSSO</b>	National Sample Survey Organisation
<b>PPS</b>	Post-Partum Scheme
<b>RCH</b>	Reproductive and Child Health
<b>RE</b>	Revised Estimates
<b>RMSA</b>	Rashtriya Madhyamik Shiksha Abhiyan
<b>RTE</b>	Right to Education
<b>SABLA/RGSEAG</b>	Rajiv Gandhi Scheme for Empowerment of Adolescent Girls
<b>SARA</b>	State Adoption Resource Agency
<b>SCPC</b>	State Child Protection Committee
<b>SCPU</b>	State Child Protection Unit
<b>SFCAC</b>	Sponsorship and Foster Care Approval Committee
<b>SHS</b>	School Health Services
<b>SIS</b>	State Implementing Societies
<b>SJPU</b>	Special Juvenile Police Unit
<b>SNP</b>	Supplementary Nutrition Scheme
<b>SPSU</b>	State Project Support Unit
<b>SRS</b>	Sample Registration Survey
<b>SSA</b>	Sarva Shiksha Abhiyan
<b>STRAP</b>	State Training Action Plans
<b>TEQIP</b>	Technical Education Quality Improvement Project
<b>WCWD</b>	Women and Children Welfare Department



# PREFACE

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

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

M V Foundation (MVF) Andhra Pradesh, which started child budget analysis work in Andhra Pradesh in 2003 in partnership with HAQ. The first time-series budget analysis of this partnership was published in 2007 as "Budget for Children in Andhra Pradesh for 2001–2002 to 2005–2006. This was followed the next year by "Children and the State Budget for the period 2004–2005 to 2007–2008". The second budget analysis was published in 2009 as "Budget for Children in Andhra Pradesh for 2004–2005 to 2008–2009".

This third report is the part of our continuous efforts to evaluate the budget provisions made by the Government of Andhra Pradesh from 2007–2008 to 2011–2012.

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

Enakshi Ganguly Thukral & Bharti Ali  
HAQ: Centre for Child Rights  
New Delhi

Dr. M. Krishnamurthi  
M Venkatarangaiya Foundation  
Secunderabad

# 1 PART

## **BfC in Andhra Pradesh:** A Study from 2007–2008 to 2011–2012





# CHILDREN IN ANDHRA PRADESH

## State of Children In AP: Scant Improvement Over the Years

- AP's child population constitutes 7 per cent of India's children. According to Census 2001, almost 41 per cent (3.1 crore) of the total population of AP are children.
- The gender gap is prevalent with the male literacy rate at 71 per cent compared to 51 per cent amongst females. Of every 100 children who enrolled in school, 53 per cent dropped out before finishing Class X.
- Children are exposed to the risks of mortality, morbidity, anemia, diarrhoeal diseases, respiratory infections and malnutrition. Despite an increase in the overall life expectancy, infant and child mortality rates are still very high in AP.
- According to the Sample Registration Survey (SRS) Bulletin, 2009, the infant mortality rate (IMR) is 49 per 1000 live births, despite the National Rural Health Mission's target to reduce IMR to less than 25 per 1000 live births by 2010. The IMR is even more in rural AP at 64 per 1000 live births. The prevalence of Anemia and malnutrition is acute.
- Nearly 79 per cent of AP's children below three years are anemic and 35 per cent under five years are moderately to severely under-nourished. Of every 100 school children under age three in AP, 37 are underweight and 54 are malnourished.
- Female to male child ratio in the 0-6 age group declined from 961 girls in 2001 census to 943 girls for every 1000 boys in 2011 census. The very survival of the girl child is at stake. This is the result of 'son preference' and sex selective abortion practices in the country, including AP.

- There are children trafficked who are , victims of economic and sexual exploitation According to the records of the Women and Child Welfare Department (WCWD), Government of AP, the increase in the incidence of women/child trafficking for commercial sexual exploitation is estimated to be 20,000 annually from AP alone. Trafficked children are deprived of education and suffer from hunger and malnutrition.
- Many children are deprived of schooling as they stay at home, looking after younger siblings performing various household chores. According the *State Advisory Board on Child Labour*, approximately 9 lakh children are engaged in various kinds of work, excluding child domestic labour. Early marriage and teenage motherhood continues: 55.4 per cent girls in AP are married below 18 years and become mothers soon after.
- The government's own record says that 7.1 per cent of different crimes (1719 incidence) committed against children in India in 2009 were from AP. Undoubtedly many more go unreported.

## Why Budget Analysis?

The budget of any government signals its vision and future policy priorities. For the successful implementation of the schemes and achievement of the set goals, adequate allocation is important. The money has to be spent efficiently and effectively. Budgets affect everyone, yet impact the marginalised groups like children, the poor, the disabled, and the excluded SCs, STs and Minorities more. Children among them are particularly vulnerable to government decisions about raising resources and spending. Budgets can be a powerful tool for advancing human rights as they impact the following areas:<sup>1</sup>

- Measuring government's commitment to specific policy areas, and contrasting that commitment to other lower-priority areas;
- Determining the trends in spending on programme areas, to ensure that programmes aimed at meeting human rights commitments receive a growing share of the budget over time.
- Costing out the implications of policy proposals;
- Analysing the impact of budgetary choices on people;
- Assessing the adequacy of budgets relative to international or local conventions and commitments; and
- Identifying sources of new funding for proposed policies.

For the oversight and monitoring of a government's spending on children, budget monitoring is an effective tool. An overview of the governments' efforts towards ensuring rights of the children can be obtained when the allocations and expenditures against various needs catering to child specific sectors, viz, education, health, development and protection are analysed. The progress made so far and the future requirements can be analysed by monitoring the money allocated and spent against the physical targets achieved on various schemes specific to children. For details on methodology please see **Annexure 1**.

<sup>1</sup> Fundar, International Budget Project and International Human Rights Internship Program. Dignity Counts- A guide to using budget analysis to advance human rights. 2004

### What is Budget for Children (BfC)?

Budget for children is not a separate budget. It is merely an attempt to disaggregate from the overall budget the allocations made specifically for schemes/programmes that benefit children.

## Time Frame

This analysis is based on the budgets for five consecutive financial years 2007–2008 to 2011–2012, considering the BE, RE, and AE. However, AE for 2010–2011 and 2011–2012 could not be included as the data will be available only in the Detailed Demand for Grants for 2012–2013 and 2013–2014 respectively.

## Major constraints

The study faced the following constraints:

- Throughout the period of study, AP has been going through political instability and crisis of leadership, especially due to the demands for a separate Telengana state. This has resulted in administrative instability too as well. Under the circumstances, frequent agitations and resignations of political leaders affected regular functioning of departments and hindered the study. The biggest difficulty was in obtaining budget documents from different departments and the State Legislative Assembly
- Non-availability of reliable outcome indicators of important schemes specific to children, achievement over targeted deliverables and lack of reliable data pertaining to various socio-economic development indicators.
- Disaggregation of resources pertaining to specifically children has been a challenging as many schemes/programmes are designed both for women and children. Also, some schemes do not specify the exact age they cater to. Such schemes are included in the analysis although only a part of the fund allocation under such schemes may be benefitting only children.
- This study includes only schemes and programmes mentioned under Detailed Demand for Grants, and does not include schemes where expenditure is made through project societies set up by AP. For example, there are certain schemes under the health and protection sectors that are financed through autonomous societies set up by the State Government or implemented through NGOs, such as the National Child Labour Society for implementing the National Child Labour Programme or the society set up for implementing the Reproductive and Child Health Programme or the Rajeev Gandhi Creche Scheme which is implemented through NGOs. In such cases the autonomous societies or the NGOs receive funds directly, bypassing the state treasury. Since the data for such heads are not available in the Detailed Demands for Grants, such allocations have been excluded from the analysis. Therefore, the study may not show the full extent of spending made for children in the state.

## Structure of the Report

### This Report is in Two Parts

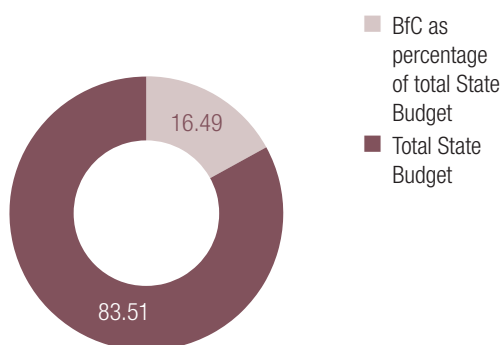
1. Budget for Children (BfC) showing an analysis of allocations and expenditures for children over a period of five years
2. Tracking the fund flow for the Integrated Child Protection Scheme which traces how the funds are received from the centre and how it flows down to the districts and how it is utilised.

### BfC- 2007–2008 to 2011–2012

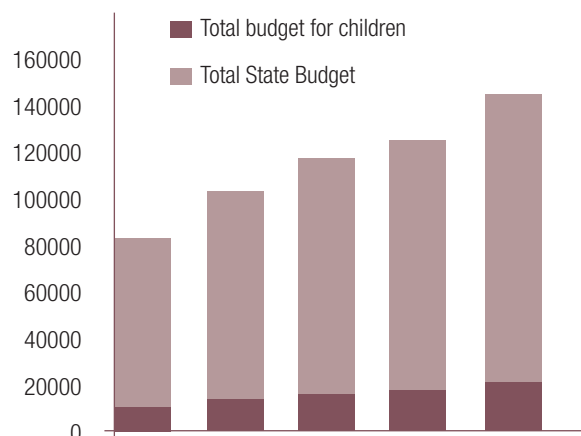
Year	Expenditure on Social Services as % of Total Disbursements in State Budget	Expenditure on Social Services as % of GSDP
2005–2006	23.88	4.85
2006–2007	25.15	5.12
2007–2008	26.23	5.96
2008–2009	30.03	6.51
2009–2010	25.99	4.65

**Of every ₹100 in the State Budget, Rupees 16 and 49 paise was allocated for children.**

Despite outcome indicators showing unremitting deficits, the annual AP State Budgets do not pay adequate attention to welfare schemes and programmes that benefit children directly or indirectly. What is more important, the share of the social sector after a steady rise over the first four years has actually fallen to almost the same share as in 2006–2007 (**Table 1.1**).



**FIGURE 1.1** || Average Share of BfC within State Budget from 2007–2008 to 2011–2012 (in per cent)



**FIGURE 1.2** || BfC in AP State Budget (in ₹ crore)

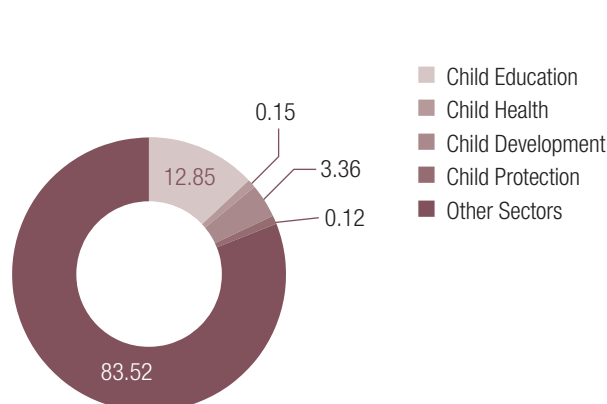
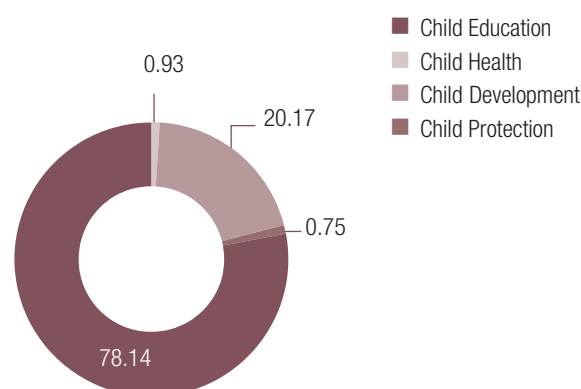
Figure 1.2 shows the allocation for children within the State budget over the years. It has increased from 13.24 per cent in 2007–2008 to 19.29 in 2011–2012, which is a 6 per cent increase over 5 years.

**TABLE 1.2** || BfC in State Budget

Year	Total Budget for Children (in ₹ crore)	Total State Budget (in ₹ crore)	BfC in State Budget (per cent)
2007–2008	10725.89	80996.6	13.24
2008–2009	15917.29	100436.6	15.85
2009–2010	17375.68	103485.3	16.79
2010–2011	19623.18	113660.4	17.26
2011–2012	24795.93	128542	19.29

## Sectoral Allocation- Prioritisation of Outlays Earmarked for Children

The child specific sectoral prioritisation within the State Budget every year continued to be distorted against child health and child protection (**Table 1.3**). Out of the total outlay for children between 2007–2008 and 2011–2012, on an average, 12.85 per cent was meant for education, 3.36 per cent for development whereas the two most important sectors child health and child protection sectors received only 0.15 per cent and 0.12 per cent respectively.

**FIGURE 1.3** || Average Sectoral Share in AP State Budget from 2007–2008 to 2011–2012 (in per cent)**FIGURE 1.4** || Average Sectoral Share in BfC from 2007–2008 to 2011–2012 (in per cent)

In other words, out of every 100 rupees spent by the State Government, only 15 paise and 12 paise goes to the child health and child protection sectors.

The recommendation<sup>2</sup> made by the Kothari Commission on education way back in 1966 reiterated by the UPA government in its National Common Minimum Programme (NCMP) in 2004 committed to increase public spending on education to six per cent of the country's GDP. Also the NCMP commitment has been to raise total public spending on health in the country to the level of two to three per cent of GDP in the country.

<sup>2</sup> The D.S. Kothari Commission recommended in 1966 that total public spending on education in India should be raised to the level of six per cent of the GDP in India by 1986.



Taking the promise made under the NCMP as the standard to be followed by the States, AP's average public spending on **Education<sup>3</sup> And Health<sup>4</sup>** continues to be as low as less than 2.29 per cent and 0.75 per cent respectively of the GDSP during 2006–2007 to 2009–2010.

Sectors	Education (in ₹ crore)	Education in State Budget (in per cent)	Health (in ₹ crore)	Health in State Budget (in per cent)	Development (in ₹ crore)	Development in State Budget (in per cent)	Protection (in ₹ crore)	Protection in State Budget (in per cent)
2007–2008	8952.52	11.05	141.85	0.18	1535	1.9	96.52	0.12
2008–2009	12775.5	12.72	116.44	0.12	2917.8	2.91	107.56	0.11
2009–2010	12344.6	11.93	120.09	0.12	4797.18	4.64	113.85	0.11
2010–2011	14698.1	12.93	127.93	0.11	4630.48	4.07	166.69	0.15
2011–2012	20088	15.63	316.54	0.25	4221.75	3.28	169.69	0.13

Priority for children shows an inconsequential increase in the State Budget 2011–2012. The BfC (that is, aggregate outlays for child specific schemes/programmes across sectors-Education, Health, Development and Protection) as a proportion of the State Budget was 16.49 per cent between 2007–2008 and 2011–2012. Considering that children in AP constitute 41 per cent of the state population, this share is pitiable. In addition, despite continuous growth in the share of BfC in the total State Budget, the overall growth is 6.05 per cent over last five years (from 13.24 per cent in 2007–2008 BE to 19.29 per cent in 2011–2012 BE).

Year	Change in Total BfC	Change In Education	Change In Health	Change In Development	Change In Protection
2007–2008	20.44	18.52	21.06	34.17	6.10
2008–2009	48.44	42.70	-17.90	90.1	11.44
2009–2010	9.16	-3.37	3.13	64.41	5.85
2010–2011	12.93	19.07	6.53	-3.47	46.41
2011–2012	26.36	36.67	147.43	-8.83	1.80
Average	23.46	22.72	32.05	35.28	14.32

Sectoral share within the BfC reiterate the same story over the last five years, (Table 1.4). Of the total State Budget provided for children during 2007–2008 to 2011–2012, Health and Child Protection had the least share in the total BfC (on an average, 0.93 per cent and 0.75 per cent respectively), but Education was given highest priority (on an average, 78.14 per cent) followed by Development (on an average 20.17 per cent).

Calculations of the growth in allocations in different sectors over the previous year is not satisfactory especially in the protection sector. Despite the need of larger fund allocation for children in difficult circumstances, protection shows least growth in allocation over the years (on an average, 14.32 per cent).

3 Comprising general education, higher and technical education as well as education schemes from other departments

4 Expenditure by Health, Medical and Family Welfare Department

Development, in other words, shows negative growth for the year 2010–2011 and 2011–2012 by 3.47 per cent and 8.83 per cent respectively. This was mainly because of the reduced allocations under “Nutrition Programme”<sup>5</sup> by ₹ 301.31 crore and ₹ 495.61 crore in BE 2010–2011 and 2011–2012 respectively.

Allocation in Health reduced by about 18 per cent in 2008–2009 from the previous year owing to the reduction of resource allocation in most of the health schemes. Major schemes with reduced fund allocation, in per cent, are:

- Maternity And Child Health (allocation decreased by 13.78 per cent)
- Reproductive Child Health(RCH) Programme (allocation decreased by 7.50 per cent)
- Medical Inspection on Schools (allocation decreased by 14.28 per cent)
- Assistance To Children Suffering From Heart Diseases (allocation decreased by 80 per cent)
- School Health Services (allocation decreased by 100 per cent)
- Post Partum Scheme (allocation decreased by 30.61 per cent)

Education showed negative growth in resource allocation in 2009–2010 with huge reduction in capital outlays as well as revenue expenditure in a number of schemes including important schemes viz., Providing Basic Amenities to all schools in the State(88 per cent), NEPGEL (31 per cent), MDM (15 per cent), Teachers Training, DIET (46 per cent), Computerisation of school education (83 per cent), Secondary education strengthening (86 per cent), Assistance to government secondary schools (76 per cent) etc.

## Dependency on Central Share of Resources in AP BfC

Despite social sector activities like provisioning of education, healthcare, protection being State’s responsibility, the state is largely dependent on funds from the centre for taking new initiatives or implementing the existing programmes/schemes (**Table 1.5**).

<b>TABLE 1.5</b>    Central shares in Expenditure Under Different Sector in Andhra Pradesh BfC				
Year	Per cent of Total Resources funded by Central Government in Sectors			
	Education	Health	Development	Protection
2007–2008	15.08	14.82	33.72	2.23
2008–2009	17.12	15.04	20.65	7.56
2009–2010	9.50	15.77	18.30	12.10
2010–2011	9.03	14.85	20.37	20.69
2011–2012	6.98	7.32	23.44	20.87
Average (2007–2008 to 2011–2012)	11.54	13.56	23.30	12.69

As evident from **Table 1.5**, Education was less dependent on central resources, but the share of Health sector was almost constant except in 2011–2012, when the central support dropped to (7.32

<sup>5</sup> This includes, 1) Nutrition Programme from Women, child and disabled welfare dept; 2)Special Nutrition programme in urban slum areas from Municipal Administration & Urban Development Dept; 3) Subsidy on Rice(HRD) from Food, Civil supplies and Consumer Affairs dept.

per cent. However Development and Protection depended increasingly on central funding. Share of central resources in protection schemes rose from 2.23 per cent to 20.87 per cent in five years. On an average 23.30 per cent of total resources for Child Development was funded by the central government.

## Share of External Aid in BfC, Andhra Pradesh

External aid is important as an additional source of financing schemes/programmes for children. However, in the present procedure of accounting Indian context, it is difficult to calculate the exact amount of external aid as autonomous societies, like the NCLP, implement schemes. Based on the schemes in the budget document, an attempt was made to calculate the amount funded by external agencies.

<b>TABLE 1.6</b>    Share of External Fund, Sector Wise (in per cent)						
Year	Education		Health		Development	
	BE	AE	BE	AE	BE	AE
2007–2008	11.51	2.25	10.21	2.95	0.00	0.00
2008–2009	7.31	2.34	8.59	5.26	2.89	0.00
2009–2010	4.97	1.94	8.33	0.14	1.76	0.00
2010–2011	5.43	NA	7.82	NA	1.82	NA
2011–2012	2.83	NA	3.16	NA	1.08	NA

External agency funding, as mentioned under detailed demand for grants, is limited to the schemes and programmes, pertaining to Education, Health and Development sector only (**Table1.6**).

They are:

<b>Education</b>	<ul style="list-style-type: none"> <li>- Nutrition Meals Programme</li> <li>- Sarva Shiksha Abhiyan (SSA)</li> <li>- Rashtriya Madhyamik Shiksha Abhiyan (RMSA)</li> <li>- Technical Education Quality Improvement Project (TEQIP)</li> <li>- Government Residential Centralised Schools under RPRP</li> <li>- Government Residential Centralised Schools under DPIP I</li> <li>- Velugu Project-Residential Schools under Rural Poverty Project-DPIP II</li> </ul>
<b>Health</b>	<ul style="list-style-type: none"> <li>- Reproductive and Child Health Programme (RCH)</li> </ul>
<b>Development</b>	<ul style="list-style-type: none"> <li>- ICDS Schemes – IDA assisted I.C.D.S-IV Project</li> <li>- Construction of Buildings for Anganwadi Centres/ICDS Projects with WB Assistance ICDS IV Project</li> </ul>

**Table1.6** shows the gradual decline in dependency on external aid in all three sectors over the years. This can be taken as a clear indication of shifting of roles and responsibilities on the state governments, as external aid components go to the state through the central government's sponsored schemes only, signifying a step towards decentralisation.

## Under-Spending of Allocated Resources: An Area of Concern

Increases in the quantum of the budget do not necessarily translate into better development outcomes if the funds are not spent on time. One of the concerns that emerged out of the analysis of State Budget of various years was regarding the expenditure pattern as depicted in **table 1.7**. This is mainly due to impractical unit costs, inefficient planning/budgeting processes and flaws in the programme/scheme designs.

<b>TABLE 1.7    Budget Outlays and Expenditures Pattern for Children, Sector Wise (in ₹ crore)</b>						
Sector	2007–2008		2008–2009		2009–2010	
	BE	AE	BE	AE	BE	AE
Education	8952.52	7367.92 (17.7)	12775.10	9120.07 (28.6)	12344.56	10111.14 (18.1)
Protection	96.52	85.76 (11.1)	107.56	91.91 (14.6)	113.85	98.99 (13.1)
Development	1535.00	1491.47 (2.8)	2917.76	2975.98 (+2.0)	4797.17	3109.45 (35.2)
Health	141.85	93.75 (33.9)	116.44	89.36 (23.3)	120.09	83.49 (30.5)
Total BfC	10725.89	9021.35 (15.89)	15917.29	12277.31 (22.87)	17374.06	13402.88 (22.86)

Out of the total allocated funds for children comprising of all four child sectors, an average of 20.54 per cent remained unspent during 2007–2008 to 2009–2010. It is clear from **Table 1.7** that unspent balances are observed mostly in Health and Education sectors with an average of 29.2 per cent and 21.5 per cent of allocated funds remained unspent during 2007–2008 to 2009–2010.

## Understanding of Budget Terminologies

In India, as in many other countries, there is a statutory procedure for framing of programmes and schemes and allocation of money. This budget making is done by the executive led by the Minister of Finance at the Central and State levels and it gets approval for execution by the legislature. Since the BfC analysis involves government spending, only the Expenditure budget, both plan and non-plan, is analysed and not the revenue receipts.

### ***Budget Estimates, Revised Estimates and Actual Expenditure:***

**The Budget Estimates (BE)** are prepared by the finance ministry on the basis of numbers sent in by each department, which does its own assessment of the requirements for the ensuing year basing it on the actual numbers of the previous years, the BE trends and utilisation, and the revised numbers for the immediate past year. The finance department usually has the last word on the final BE after discussion with all departments and ministries and after taking into account the revenues expected in a year. The BE defines the money the government is able or willing to commit in a particular year under various heads of expenditure. The BE of the various ministries and departments implementing programmes for children are analysed.

The **Revised Estimates (RE)** take into account any change in the BE for the year, such as additional or lowered allocations following any changes in existing policies/programs/schemes, or the

implementation of new ones. It is the most up-to-date version of the BE of a fiscal year (April-March) at the time of preparing the next year's budget; the preparatory process starts in the last six months of the year. Thus, it is on the basis of both the BE and RE for a fiscal year that the next year's BE are prepared. However, in the case of many programmes, the BE and RE may remain the same.

The **Actual Expenditure (AE)** figures are the final version of the BE for any particular fiscal year. In other words, the AE is the final spending estimates for that fiscal year which may be more or less, mostly less, than the initial BE. However, these are available to the general public with a time lag of two years. This is why the budget analysis here has actual expenditures for only the first three years from 2004–2005 to 2006–2007.

**Plan and Non-plan Expenditure:** Both Plan and Non-Plan Expenditures have been considered in this study. Plan expenditure is meant for financing the development schemes formulated under the given Five Year Plan or the unfinished tasks of the previous Plans. Once a programme or scheme pursued under a specific Plan completes its duration, the maintenance cost and future running expenditures on the assets created or staff recruited, are not regarded as Plan Expenditure. There are three different kinds of Plan Schemes, which are implemented in any State, State Plan Schemes, Central Sector Schemes and Centrally Sponsored Schemes.

- **State Plan Schemes** – The funds for State Plan Schemes are provided only by the State Government, with no 'direct contribution' from the Centre. However, the Centre may provide, at the recommendation of Planning Commission, some assistance to the State Government for its State Plan schemes, which is known as '*Central Assistance for State & UT Plans*'.
- **Central Sector Schemes** (also known as Central Plan Schemes) – The entire amount of funds for a Central Sector Scheme/ Central Plan Scheme is provided by the Central Government from the Union Budget. The State Government implements the Scheme, but it does not provide any funds for such a Scheme from its State Budget.
- **Centrally Sponsored Schemes** – In case of a Centrally Sponsored Scheme, the Central Government provides a part of the funds and the State Government provides a matching grant for the Scheme. The ratio of contributions by the Centre and the State is pre-decided through negotiations between the two.

Any expenditure of the government that does not fall under the category of Plan Expenditure is referred to as **Non-Plan Expenditure**. This includes, for example, the maintenance expenditure needed to maintain an asset created by plan expenditure. Sectors like Defence, Interest Payments, Pensions, Subsidies, Police and Audits have only Non-plan Expenditure since these services are completely outside the purview of the Planning Commission; while sectors like Agriculture, Education, Health, Water & Sanitation etc. have both Plan and Non-plan Expenditure.

## Methodology of the Study

### The Sectors and Departments

The analysis includes provisions for four sectors: Education, Health, Development and Protection. The basis for selecting the sectors and the relevant departments from which the schemes and programmes have been taken for the analysis are summarised as under:

Education	Includes schemes from School Education Department, Higher Education Department and Technical Education Department benefiting children below 18 years of age and Educational schemes/programme from departments other than Education Department	a) Education Department b) Municipal Administration and Urban Development Department c) Social Welfare Department d) Tribal Welfare Department e) BC Welfare Department f) Women's Development, Child Welfare and Disabled Welfare Department g) Panchayati Raj and Rural Development Department h) Food, Civil Supplies and Consumer Affairs Department i) Labour and Employment Department
Health	Includes programmes and schemes related to the health care needs of children.	a) Health, Medical and Family Welfare Department
Development	Includes programmes that have special focus on Early Childhood Care and Development and besides it also includes those schemes that don't fit in other sectors but meant for development of children.	a) Women's Development, Child Welfare and Disabled Welfare Department. b) Municipal Administration and Urban Development Department c) Food, Civil Supplies and Consumer Affairs Department
Protection	Includes programmes and schemes aimed for especially disadvantaged groups of children such as, Child labour, Adoption, Trafficked children, Children who are physically or mentally challenged, Children on street, Children in conflict with law etc.	a) Women's Development, Child Welfare and Disabled Welfare Department b) Social Welfare Department

## Research Design and Structure of Analysis:

This report looks at the government's investment in various sectors specific to children with a special focus on the most discriminated girl child. The research was designed by identifying all departments that run schemes/programmes directly or indirectly benefitting children. Child related expense heads were collected from 'Detailed Demand for Grants'<sup>6</sup> submitted by various departments that are then entered and tabulated for comparison and analysis. The present study raises questions in relation to:

- Adequacy of allocation for schemes/programmes catering to different sectors specific to children.

<sup>6</sup> Demands for Grants are estimates and expenditure for the schemes/programmes planned by the State Government and presented to the Legislative Assembly in the month of February after budget release. Generally one demand for Grant is presented in respect of each Department. However, in case of large Departments more than one demand is presented. Each demand normally includes the total provisions required for a service. This is followed by the estimates for expenditure under different major heads of accounts. It shows the details of the provisions included in the Demand for Grants and actual expenditure during the previous year.



- Trends of expenditure over allocation for these schemes/programmes.
- The outcomes against expenditure and performance of the schemes/programmes meant to ensure its delivery, thus focusing on existing gaps in implementation of major schemes that needs to be bridged with immediate effect.
- **Need vs Allocation** analysis done by comparing the allocation with the quantitative and qualitative status of major schemes based on secondary data and various govt. or non govt. analysis/reports.

## Referred documents

- Budget Estimates: Detailed Demand for Grants, 2007–2008 to 2011–2012
  - Education Department
  - Health, Medical and Family Welfare Department
  - Municipal Administration and Urban Development Department
  - Social, Tribal and Backward Classes Welfare Department
  - Women's Development, Child Welfare and Disabled Welfare Department
  - Panchayati Raj and Rural Development Department
  - Food, Civil Supplies and Consumer Affairs Department
  - Labour and Employment Department
- Budget at a Glance 2007–2008 to 2011–2012
- Budget in Brief, 2007–2008 to 2011–2012
- Budget Speech for the year 2009–2010, AP Legislative Assembly
- Annual reports on Sarva Shiksha Abhiyan (SSA)
- Outcome Budget of all Relevant Departments, Govt. of Andhra Pradesh
- Socio-Economic Surveys, Government of AP, 2009–2010 and 2010–2011
- CAG Reports and Appropriation Accounts

## CHAPTER TWO

---

# CHILD HEALTH

There has been some improvement in the last several years in the Central and AP governments' approach to health, with the launching of various new schemes/programmes, targeting to increase total public health spending by "2-3 per cent of GDP" by the end of Eleventh Five Year Plan (2012).

However, in reality the budgetary goals and the health related outcomes have not been reached. Proper primary health infrastructure, basic amenities, human resources, medicines and equipment is lacking throughout AP especially in the remote areas.

### Child Health in Andhra Pradesh: Some Concerns

- Child sex ratio (0-6 years age group) in AP declined to 943 females per 1000 males in 2011 from 961 females per 1000 males in 2001
- Despite the National Rural Health Mission's target to reduce IMR to less than 25 per 1000 live births by 2010, it was still 49 per 1000 in 2009(RHS, 2009).
- 37 per cent children were born underweight (NFHS III)
- 79 per cent children in 6-35 months age group were anaemic (NFHS III)
- Only 67 per cent children are fully immunised since born (DLHS III, 2007–2008)
- Five of every ten pre-school children suffer from malnutrition.

## Infrastructural Gaps

A major reason for the poor quality of health services is the lack of capital investment in the sector.

Of the 167 CHCs (**Table 2.1**) none have new born care facilities. The CAG Report pointed out in 2009 that no new health centres had come up since the launching of the NRHM in 2005–2006. Physical infrastructure in the health centres was below the Indian Public Health Standards as they lacked with basic amenities such as, government buildings, vehicles, utilities, labour rooms, OTs, medicines and equipment (CAG, 2009).

<b>TABLE 2.1</b>    Shortfall in Health Infrastructure as per 2001 Population in Andhra Pradesh (as of March 2010)											
State	Total Population in rural areas	Tribal population in rural areas	Sub Centres			Public Health Centres (PHCs)			Community Health Centres (CHCs)		
Andhra Pradesh	55401067	4646923	11699	12522	*	1924	1570	354	481	167	314
India	742490639	77338597	158792	147069	19590	26022	23673	4252	6491	4535	2115
R: required; P: in position; S: shortfall *Surplus											
Source: RHS Bulletin, March 2010											

**Shortage of Human Resources:** Lack of human resources is as responsible for inadequate provision of health services as lack of physical infrastructure, especially in the rural areas. The RHS bulletin, 2010, mentioned that the total specialists required in the CHSs were 668, but only 480 were engaged, and there was a short fall of 188. Out of the 167 physicians needed in the CHCs, only 20 are employed; and just 90 of the 167 paediatricians required are engaged. Going by the norms of one doctor per PHC, 1570 doctors were required in AP. As of March 2010, 2497 posts had been sanctioned and 2214 recruited, but 283 positions were vacant. 167 surgeons were needed (one doctor per each CHC), but only 110 posts were filled, leaving 57 vacancies.

In the tribal areas, of the required 1523 ANMs at the sub centres, only 1355 are in position thus making a shortfall of 168 ANMs. As per RHS 2010, there are no obstetricians and gynecologists at CHCs in tribal areas. There is also a scarcity of doctors in rural areas with only 20 per cent doctors serving 72 per cent of the rural population- CAG 2009.

It's clear from the RHS Bulletins of 2007 and 2010, that the government's efforts to improve the primary health infrastructure have a long way to go.

**TABLE 2.2** || Primary Health Care Infrastructure & Human Resources

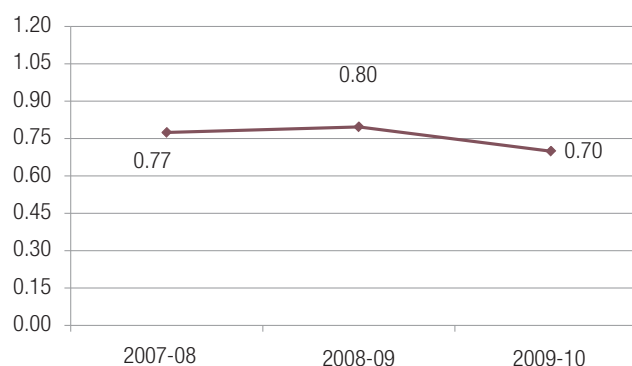
Infrastructure/Human resources	2006	2010	Shortfall against required (as of 2010)
Number of health sub centers (SC)	12522	12522	...
Number of Primary Health Centre (PHC)	1570	1570	354
Number of Community Health Centre (CHC)	167	167	314
PHCs in govt building	1281	1281	289
SCs in govt building	4221	4221	8301
Hospital bed strength (upto CHC level)*	35,021	34,333	...
Health worker (Male) in SCs	6127	6127	6395
Specialists at CHCs	166	480	188
Physicians at CHCs	5	20	147
Lab technician at PHCs and CHCs	1363	1363	374
Radiographers at CHCS	59	65	102
Staff nurse/Midwife at CHCs	2373	4056	

\*Source: National Health Profile 2005 & 2009, Gol; RHS Bulletin 2006 & 2010

## Finance in Health Care

AP's health care is financed by the i) public sector comprising local, state and central government; ii) private sector like NGOs financing directly or through insurance to target population, iii) households' out-of-pocket expenditures.

This study examines the outlays and expenditures by Health, Medical and Family Welfare Department in the schemes/programmes benefiting children in the state. Indians spend a disproportionate share of their consumption expenditure on health care, with the Government's contribution being minimal. Household consumer expenditure data of various rounds of the National Sample Survey Organisation (NSSO) suggests that households spend about 5 per cent to 6 per cent of their total consumption expenditure and nearly 11 per cent of all non-food consumption expenditure on health.<sup>7</sup>

**FIGURE 2.1** || Health Spending as Percentage of GSDP from 2007–2008 to 2009 – 2010

Public expenditure on health in India has been less than 1 per cent of GDP. The 12<sup>th</sup> five year plan approach paper targets total health expenditure 2.5 per cent of the GDP by the end of the plan.

In the final year of the Eleventh Five Year Plan (at the time of writing this report), it is disconcerting to notice that the AP's spending on Public Health (that is, total expenditure by Ministry of Health,

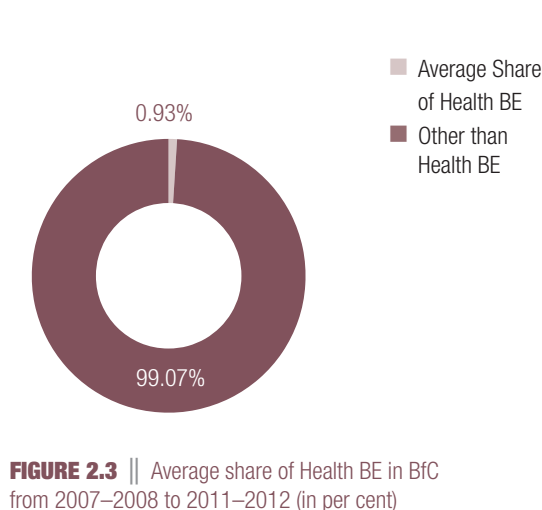
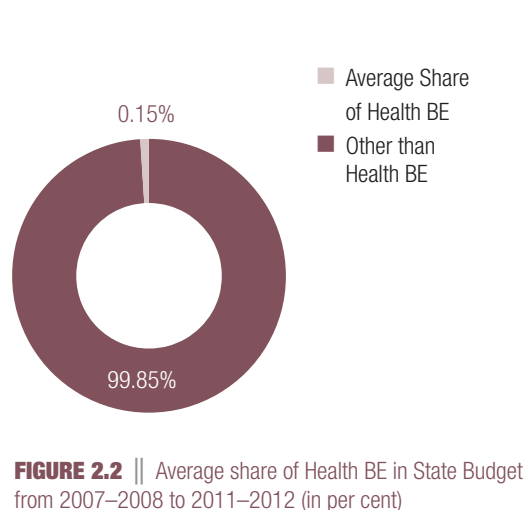
<sup>7</sup> Financing and Delivery of Health Care Services in India, Section IV: Financing of Health in India by Sujata Rao, National Commission of Macroeconomics and Health, Gol

Medical & Family Welfare) averaged 0.76 per cent of the GSDP during 2007–2008 to 2009–2010, far short of the promised 2–3 per cent by National Common Minimum Programme of the UPA government. Instead of increasing, the share fell from 0.77 per cent to 0.70 per cent in last three years (**Figure 2.1**). The share of child health in the GSDP is far lower (0.02 per cent in 2009–2010) and cannot be justified given the poor health indicators and lack of health infrastructure.

## Health Sector in BfC

Outlays for Health & Family Welfare have hardly increased in the last few years in AP. The child health sector got the least resources compared to other sectors, and saw the least perceptible average annual growth between 2007–2008 to 2011–2012. The allocations have fluctuated erratically but showed a quantum leap in 2011–2012 to ₹316.54 crore against much lesser allocations of ₹127.93 crore in BE 2010–2011.

The share of child health in the State Budget during 2007–2008 to 2011–2012 averaged just 0.15 per cent.



Even though there was no improvement in the child health indicators, there was a fall in the share for child health measures between 2007–2008 and 2008–2009 by 6 percent points and a further fall in the share in 2011–2012 to only 0.11 per cent of the State budget. With the jump in allocation in 2011–2012, the share of child health in the state's total spending became 0.25 per cent, slightly higher than the share (0.18 per cent) in 2007–2008 (**Table 2.3**).

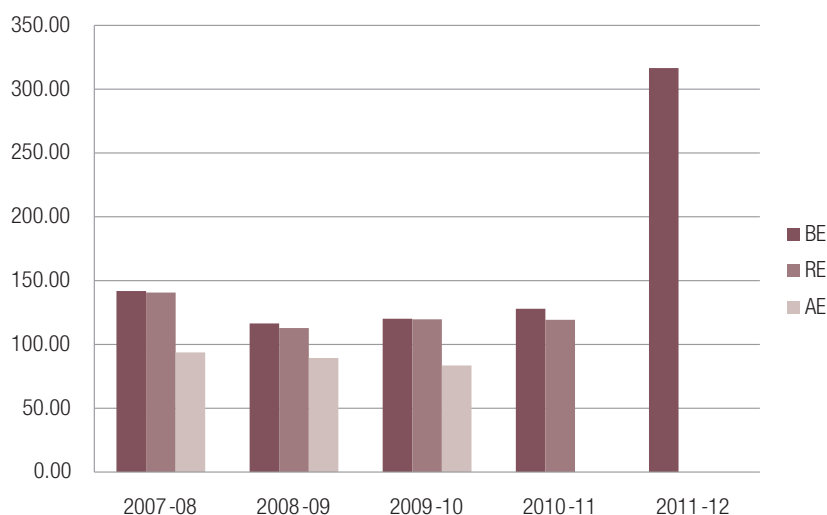
**Of every ₹100 allocated for children in AP's BfC ₹22 was for girls.**

**TABLE 2.3** || Outlays on Child Health as Proportion to Total State Budget and BfC

Year	State Outlays (in ₹ crore)	Child Budget (BfC)	State Allocation on Child Health (in ₹ crore)	Child Health as proportion to Total State Outlays (in per cent)	Child Health as proportion to BfC (in per cent)
2007–2008	80996.6	10725.89	141.85	0.18	1.32
2008–2009	100436.55	15917.29	116.44	0.12	0.73
2009–2010	103485.33	17375.68	120.09	0.12	0.69
2010–2011	113660.41	19623.18	127.93	0.11	0.65
2011–2012	128542.02	24795.93	316.54	0.25	1.28

Source: Budget Estimates, HM & FW Department, Govt of AP (various level)

The average share of health sector in the overall BfC has been only 0.93 per cent during 2007 to 2011–2012. The share fell till 2010–2011 after which it increased to 1.28 per cent, in 2011–2012. However unlike the share within the State Budget, the share of child health has remained lower than the 2007–2008 level of 1.32 per cent (**Table 2.3 & Figure 2.4**).

**FIGURE 2.4** || BE, RE & AE in Health Sector of BfC (in ₹ crore)

The fall in the share of the health sector in the AP State Budget as well as the BfC is due to the decline in allocations in all the health schemes with maximum decline of about 80 per cent in “Assistance to children suffering from heart disease” from 2007–2008. In 2011–2012, the health sector grew mainly due to increased allocation in the RCH Programme of ₹25.30 crore and increased matching state share in the NRHM scheme of ₹158.61 crore.

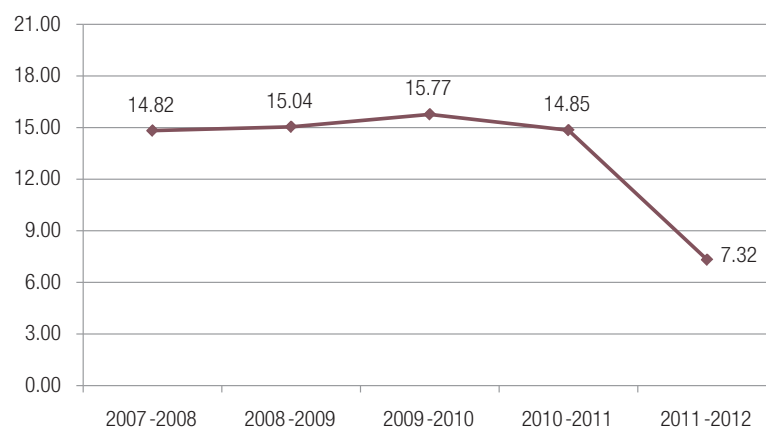
## Centre-State Fund Sharing in Health Schemes

A large part of the Health Ministry’s budget is passed on as ‘grants-in-aid’ to States for implementing various national health programmes. However, the share of centrally sponsored schemes in total health allocation AP has been erratic over the years increasing from 14.82 per cent to 15.77



per cent between 2007–2008 and 2009–2010 but decreasing to 7.32 per cent in 2011–2012 (**Figure 2.5**). Some prominent centrally sponsored schemes/programmes implemented in the state include:

- RCH Programme
- Medical Termination of Pregnancy
- Training of Auxiliary Nurses and Midwives (ANMs), Dais and Lady Health Visitors and ANM Training schools run by local bodies and Voluntary Organisations



**FIGURE 2.5** || Share of Central grant in total Health Outlays from 2007–2008 to 2011–2012 (in per cent)

Analysis of individual schemes showed an increase of the centre's share in the health sector mainly due to increased central grants in training of ANM and for running the ANM training schools. The share of central grants abruptly decreased to 7.32 per cent in 2011–2012 indicating a higher contribution by the state government in that year (a jump in allocation from ₹127.93 crore in BE 2010–2011 to ₹ 316.54 crore in BE 2011–2012). If there was a higher contribution by the state govt then how did the share of central grants decrease?

Expenditure on immunisation in the RCH Programme got lower priority with central grants declining over the years, from ₹150 crore in 2007–2008 to ₹100 crore in 2011–2012. This is perhaps due to the massive under- utilisation of allocated resources every year.

### National Rural Health Mission (NRHM)

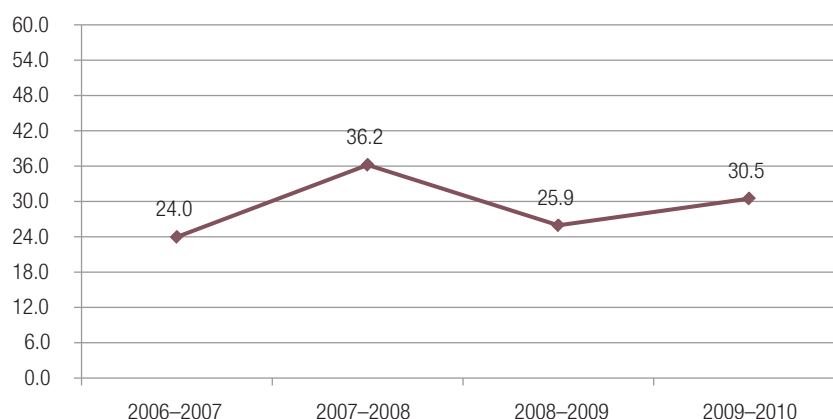
The NRHM, since its launch in 2005, has been running in AP without conducting any facility surveys or preparing perspective plans by the State & District Health Societies (SHS, DHS). There has also been no evaluation by the state of prevalent rate of IMR, MMR, TFR after launching NRHM, neither any inspection of PHC/CHC by the District Medical & Health Officers. In its appraisal of NRHM, the CAG pointed out the major implementation bottlenecks of the scheme that included huge infrastructure gaps, lack of essential equipment, staff vacancies, deficient financial management, lack of adequate monitoring mechanism and many more.

- There is a shortfall of 387 CHCs and 464 PHCs in rural areas and no new health centre established since 2005.
- Infrastructure at existing health centres is far below the desired level envisaged in Indian Public Health Standards.
- There is a mismatch between the figures of releases by Gol and those received and shown by the State Health Society.
- 21 to 29 per cent of available funds remained un utilised every year during 2005–09
- Out of 93 Mobile Medical Units (MMUs) launched in 2005, 43 closed due to lack of equipments/Medical Officers

*CAG report for the year ended March 2009m Chapter III*

## Under Spending in Allocations

Under utilisation of allocated funds is evident from the mismatch between the BE and AE. On an average, 29.1 per cent of total funds allocated for schemes/programmes on child health remained unspent during 2006–2007 to 2009–2010 (**Figure 2.6**).



**FIGURE 2.6** || Under-utilisation in Child Health (in per cent)

Also, evident from the **Table 2.4**, important schemes such as, “Reproductive Child Health (RCH) Programme”, “Sukhibhava”, “Employment of ANMs”, “Medical Inspection on Schools” and “ANM Training schools run by local bodies and Voluntary Organisations” experienced under-spending of outlays almost every year during the study period.

**TABLE 2.4** || Spending in Major Health Scheme (in per cent)

Schemes	2007–2008	2008–2009	2009–2010
Sukhibhava	75	50	76
RCH Programme	33	35	41
Maternity & Child Health (MCH) programme	35	15	3
Medical Inspection On Schools	25	22	24
Training Of Auxiliary Nurses, Midwives, Dayas And Lady Health Visitors	2	7	12
Employment of ANMs	18	39	38
ANM training schools	14	26	83

Source: Budget Estimates, Department of HM & FW, 2007–2008 to 2011–2012

## Dependency on External Funding

External funding received by the Health & Family Welfare department has been decreasing over the years (**Table 2.5**). Measuring the exact contribution of external aid component in health scheme is difficult as the external funding is through the CSS and central grants to state plan projects. The RCH programme is the only centrally sponsored scheme in the state receiving external aid through

the centre but the share of the Centre for the scheme fell from ₹150 crore to ₹100 crore between 2007–2008 and 2011–2012. On an average, 78 per cent of the allocated central grant in RCH was unspent during 2007–2008 to 2009–2010.

<b>TABLE 2.5    Foreign Aid in Health Budget (in ₹ crore)</b>			
Year	Health Budget	External aid	% of External aid in Health Budget
2007–2008	146.94	15	10.21
2008–2009	116.44	10	8.59
2009–2010	120.09	10	8.33
2010–2011	127.93	10	7.82
2011–2012	316.54	10	3.16

## Conclusion

The fall in share of allocation for the health sector in the State Budget as well as the BfC and the under-spending of allocated resources cannot be justified given the poor health indicators. The share of child health in the over- all State Budget increased in the fifth year, but it is not visible in the share in AP's BfC.

A falling share in external aid dependence implies greater dependence on the states' own resources, but that is not the case in AP. It has only led to a fall in overall allocated resources, which is bound to affect the health of children.

## Annexure Tables

### Health Sector

Maternity & Child Health (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	39333	34970	25687
2008–2009	33914	33096	28697
2009–2010	36173	36326	35210
2010–2011	42103	48193	NA
2011–2012	57829	NA	NA

R.C.H. Programme (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	400000	400000	267558
2008–2009	370000	370000	240355
2009–2010	420000	420000	249179
2010–2011	420000	420000	NA
2011–2012	673000	NA	NA

Assistance to Children Suffering from Heart Diseases (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	250000	0	75343
2008–2009	50000	22500	19300
2009–2010	0	0	2500
2010–2011	0	0	0
2011–2012	57829	NA	NA

School Health Services (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	11620	11620	11829
2008–2009	0	0	0
2009–2010	0	0	0
2010–2011	0	0	NA
2011–2012	0	NA	NA

Sukhibhaba (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	200000	200000	49994
2008–2009	195000	195000	97490
2009–2010	100000	100000	24083
2010–2011	100000	100000	NA
2011–2012	100000	NA	NA

Training Schools and Training of Auxilliary Nurses/Midwives, Dayas/Lady Health Visitors (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	36267	36267	31813
2008–2009	35875	35875	33314
2009–2010	45675	45675	40470
2010–2011	46577	46511	NA
2011–2012	86845	NA	NA

Post Partum Scheme (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	102689	102689	138231
2008–2009	71260	87612	149972
2009–2010	145838	145838	172548
2010–2011	164578	164578	NA
2011–2012	188184	NA	NA

Medical Termination of Pregnancy, CSS (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	1491	1491	1610
2008–2009	1810	1810	1367
2009–2010	2502	2502	1977
2010–2011	2993	2993	NA
2011–2012	3584	NA	NA

Medical Inspection on Schools (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	16726	12664	12509
2008–2009	14338	14909	11199
2009–2010	16601	14800	12632
2010–2011	18344	19026	NA
2011–2012	22172	NA	NA

Manufacture of Sera and Vaccine (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	190896	187025	176422
2008–2009	207733	189930	194531
2009–2010	252905	290021	202062
2010–2011	343430	267200	NA
2011–2012	NA	NA	NA

Employment of A.N.Ms (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	147000	147000	120759
2008–2009	147000	139800	89494
2009–2010	140000	100000	87305
2010–2011	100000	83000	NA
2011–2012	100575	NA	NA

ANM Training schools run by local bodies and Voluntary Org-GIA-CSS (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	58767	58767	57555
2008–2009	73375	73375	61174
2009–2010	86925	86925	47435
2010–2011	87827	87827	NA
2011–2012	128095	NA	NA

National Rural Health Mission (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	0	0	0
2009–2010	0	0	0
2010–2011	0	0	NA
2011–2012	1586100	NA	NA

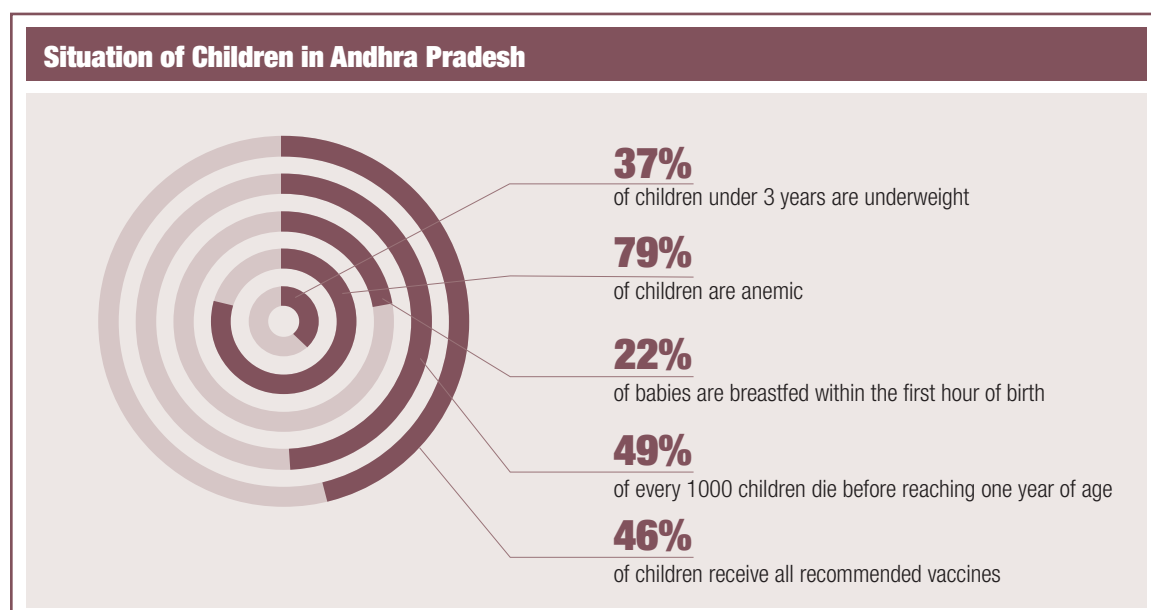


## CHAPTER THREE

# DEVELOPMENT

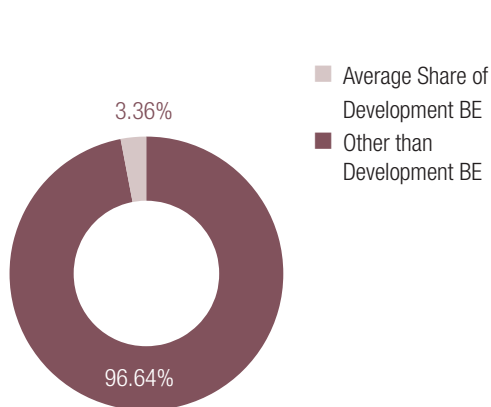
According to the 2011 Census, 10.2 per cent of AP's population comprises children aged 0-6 years (86.43 lakhs). Yet pre-schooling doesn't figure in the 11<sup>th</sup> Five Year Plan or the RTE Act 2009. Children's right to survival and development is restricted by the policies and political negligence in AP. Low development indicators like IMRs or malnutrition rates for these children reflect the inadequacy of most interventions and insufficiency of resource allocations.

The Integrated Child Development Scheme (ICDS), is the most important scheme for the 0-6 year age group as it provides pre-school education, nutrition and health check-ups. However it receives insufficient allocations every year. This leads to many children being excluded. The most important component of ICDS, the SNP receives much less allocations than required. Overall, the development needs of these children are not addressed properly, reflected for instance in the poor functioning of AP's Anganwadis. They are marred by the lack of space, basic infrastructure, trained workers and poor pre-school education.

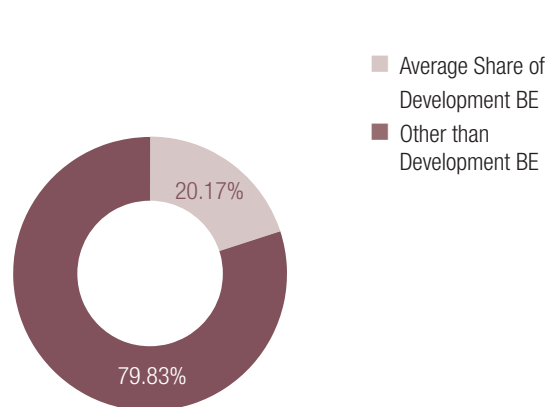


## Development Sector in BfC (In per cent)

The Development sector includes early childhood care and development, pre-school education and development schemes that benefit children indirectly. Accordingly schemes benefitting women and adolescent girls such as “Swayam Sidda”, “Kishore Shakti Yojana”, Rajiv Gandhi scheme for empowerment of Adolescent girls (SABLA), “National Programme for Adolescent Girls”, “Subsidy on Rice (HRD)” are considered for the analysis.



**FIGURE 3.1** || Average share of Development BE in State Budget from 2007–2008 to 2011–2012



**FIGURE 3.2** || Average share of Development BE in BfC from 2007–2008 to 2011–2012 (in per cent)

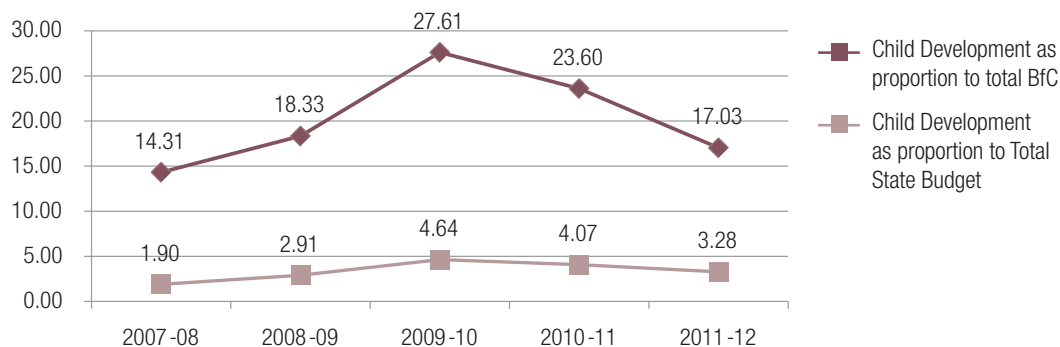
## Expenditure on Development by the Government

The demand for grants of Women’s Development, Child Welfare and Disabled Welfare Department Schemes for child development have been fluctuating over the years. The share of Development sector within the BfC and the ‘total State Budget’ has been fluctuating over the years

Year	Budget for Development Sector	Percentage growth of Budget for Development sector from Preceding year
2007–2008	1535	...
2008–2009	2917.8	90.1
2009–2010	4797.18	64.4
2010–2011	4630.48	– 3.5
2011–2012	4221.75	– 8.8

**Share in total state government budget:** The share of the Development sector in the total State Budget averaged 3.36 per cent during 2007–2008 to 2011–2012. The share increased consistently from 1.90 per cent in 2007–2008 to 4.64 per cent in 2009–2010 but fell to 3.28 per cent in 2011–2012 (Figure 3.3).

**Share in BfC:** Child Development constituted an average of 20.18 per cent of BfC during 2007–2008 to 2011–2012. Allocation as a proportion of the total BfC increased constantly during the first three



**FIGURE 3.3** || Share of Development in State Budget and within BfC (in per cent)

years of the study period from 14.31 per cent in 2007–2008 to 27.61 per cent in 2009–2010 but fell to 17.03 per cent in FY 2011–2012.

## Growth in Development Sector

Despite the poor situation of children, especially between 0-6 years and the women of the state, the allocation in for the Development sector reduced continuously from ₹4797.18 crore in 2009–2010 to ₹4630.48 crore in 2010–2011 and again reduced to ₹4221.75 crore in the FY 2011–2012.<sup>8</sup>

The growth of the budget for development schemes has been erratic over the years. The huge increase in allocation between 2007–2008 and 2008–2009 can be traced to increase in allocations under schemes such as ICDS (33.3 per cent), Nutrition Programme (107 per cent) and new allocations for the construction of AWCs. The decrease in allocation between 2009–2010 and 2010–2011 and 2010–2011 and 2011–2012 is a matter of concern. This reduction after 2009–2010 is mainly due to the decrease in allocation under “Nutrition Programme” by ₹ 796.92 crore (from ₹ 4186.56 cr. in 2009–2010 to ₹3389.64 cr. in 2011–2012).

## Centre-State Funding in Development Schemes

Central allocation plays an important role in development schemes/programmes. Some prominent centrally sponsored Development schemes in AP are:

- Balika Samridhi Yojana
- Integrated Child Development Scheme (ICDS)
- Construction of Buildings for Anganwadi Centres under ICDS project
- Nutrition Programme
- Swayam Siddha
- Kishori Shakti Yojana and
- Rajiv Gandhi Scheme for Empowerment Of Adolescent Girls (SABLA)

8 What does our Finance Minister offer for Children? A quick response to Andhra Pradesh State Budget 2011–2012 M V Foundation

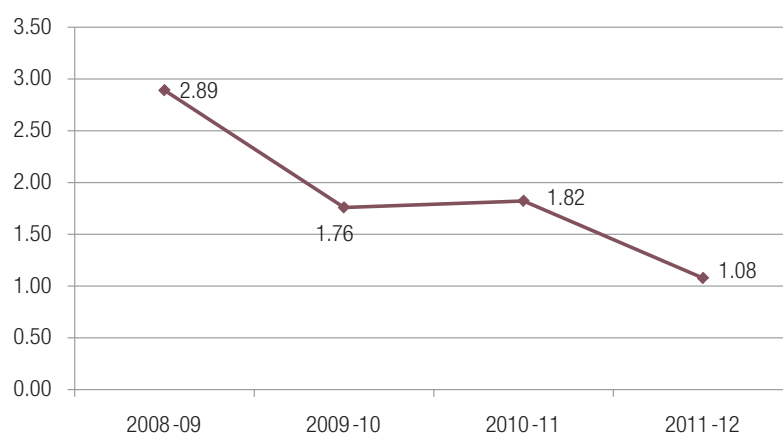
**TABLE 3.2** || Center-State Funding in Development Schemes (in ₹ crore)

Year	Allocation by the Center	Allocation by the State	Total Allocation	Share of central allocations (in per cent)
2007–2008	517.62	1017.38	1535.00	33.7
2008–2009	602.55	2315.25	2917.80	20.7
2009–2010	878.04	3919.14	4797.18	18.3
2010–2011	943.36	3687.12	4630.48	20.4
2011–2012	989.44	3232.31	4221.75	23.44

The centre's share in development schemes peaked in 2007–2008 at 34 per cent of the total allocation. But it fell sharply in the subsequent years, averaging around 20 per cent in the next four years. Analysis of individual schemes revealed that the central grant increased due to higher allocations for “Nutrition Programme” and the new “Rajiv Gandhi scheme for empowerment of Adolescent girls (SABLA)” launched in FY2011–2012 with central allocation of ₹58.96 crore.

## Dependence on Foreign Aid

The quantum of external funding for child development schemes has been decreasing over the years. The ICDS is the only project in the state with World Bank Assistance and IDA-assisted ICDS-IV Project from year 2008–2009. Dependency on foreign aid has reduced over the years with only 1.08 per cent of total development budget of FY 2011–2012 coming from external sources (**Fig 3.4**). In 2008–2009, ₹84.33 crore of total development budget (₹2917.80 crore) was from external funds. This fell to ₹45.46 crore in the total budgeted outlay of ₹4221.75 crore in 2011–2012.

**FIGURE 3.4** || Share of External Aid In Expenditure on Development Sector (In Per Cent)

## Underspending of Budgeted Outlays

Under spending of allocated resources, evidenced by the gap between the BE and AE is shown in **Table 3.3**. In 2008–2009 there was overspending of allocated funds by ₹58.18 crore due to excess spending in the Nutrition Programme. But in 2009–2010 the under-utilisation was the highest; 35 per cent remained unspent.

<b>TABLE 3.3</b>    Under-utilisation of Funds in Development Sector				
Year	Allocation (BE) on Child Development (in ₹ crore)	Expenditure (AE) on Child Development (in ₹ crore)	Under-utilisation (in ₹ crore)	% Under-utilisation
2007–2008	1535	1491.47	43.53	2.8
2008–2009	2917.8	2975.98	58.18	2.0
2009–2010	4797.18	3109.45	1687.73	35.2

A detailed analysis revealed under-spending in 2009–2010 in the following schemes:

- Balika Samridhi Yojana: ₹6.87 crore unspent (100 per cent under spending)
- ICDS schemes: ₹61.81 crore unspent (11.6 per cent under spending)
- Nutrition Programme: ₹1566.39 crore unspent (37.4 per cent under spending)

<b>TABLE 3.4</b>    Underspending in Major Development Scheme (in per cent)			
Schemes	2007–2008	2008–2009	2009–2010
National Programme for Adolescent Girls	53	62	40
ICDS	16	11	12
Kishore Shakti Yojana(CSS)	...	15	39
Balika Samridhi Yojana (CSS)	100	100	100
Construction Of Buildings For Anganwadi Centres	Not started	Fully spent	84

*Source: Budget Estimates, Department of WD,CW&DW, 2007–2008 to 2011–2012*

## Important Schemes Under Development Sector: Some Achievements

**Supplementary nutrition programme:** Supplementary nutrition programme is being implemented in 385 ICDS projects covering 73,944 main Anganwadi Centers and 7,620 Mini AWCs. At present the coverage of beneficiaries under SNP component is 76 (average by saturation) for 1,000 population.

**Early Childhood Care and Education (ECCE):** 20.10 lakh children are attending pre-school education activities in Anganwadi centers.

Construction of AWC Buildings:

- 17321 AWC Buildings have been constructed during the last 10 years with world bank assistance
- 1976 AWC Buildings have been sanctioned with the assistance of NABARD.

- 2,500 AWC Buildings have been sanctioned with an out lay ₹1,00,00 crore during 2009–2010
- 1384 AWC Buildings have been sanctioned under NABARD RIDF-XVI year 2010–2011.

### Universalisation of ICDS- Nutrition for All or far from All?

ICDS is a legal obligation to cover all children under 6, adolescent girls, pregnant/lactating women irrespective of caste and BPL status in rural and urban areas.

**Targeted population vs actual coverage:** Census 2011 shows that total population of children under 6 year is 86.43 lakh. Of them

- Total child population (0-6 years): 86.43 lakh
- Total children covered under SNP: 39.84 lakh
- percentage of children covered: 54 per cent
- Actual Women benefitted in this category: 11.18 lakh

Therefore, out of the 86.43 lakh children under age six (Census 2011), 39.84 lakh were covered under SNP in 2010, leaving out 46.59 lakhs. WCD does not mention the coverage of adolescent girls aged 11-17 years although they are come under the list of beneficiaries as per ICDS norms. Assuming that **adolescent girls constitute 14 per cent of AP's total, it can be said that ICDS is still out of reach for 59 lakh adolescent girls.**

**Infrastructural gap: still to be addressed:** According to the Census 2011, AP's total population is about 8.47 crore. There has to be one Anganwadi centre per 400-800 population according to government norms. Assuming the maximum of 800, it can be calculated that the

- Required no. of AWC: 105832
- Sanctioned AWC: 91307 (as of 31/12/ 2010)
- Functional AWC: 80709 (as of 31/12/2010)
- Gap between required & sanctioned: 14525 (13.72% per cent)
- Gap between required & functional: 25123 (23.7% per cent)

**Human resource: Vacant posts, bitter truth:** Sanctioned posts have been lying vacant at all levels of service delivery even after three decades of launching the scheme in AP. The state has 232 posts of CDPOs and 241 posts of Supervisors vacant at the block level. The same is the case with posts of Anganwadi Workers and Anganwadi Helpers in the villages. 1549 AWWs and 2419 AWHs posts were vacant in 2010 in the already operational anganwadis.

Resource Gap: The Sorry State of Budget Allocation

Targeted beneficiaries	Numbers (in ₹ lakhs)	Current Coverage as of 2010 (in ₹ lakhs)	Required budgetary allocation for SNP# (in ₹ crore)	Actual Allocation for ICDS in 2010–2011 (in ₹ crore)	Resource gap/ Shortfall (in ₹ crore)
Children in age group of 0-6 years	86.43	39.84 lakh	478.08	633.33	12.45
Pregnant and lactating women	NA	11.18 lakh	167.70		
Adolescent girls	59.02	NA	...		
Total	145.45	51.02	645.78		

# Required funds = (total 0-6 year old population) (₹4 per child per day) (300 days) and (total pregnant & lactating women) (₹5 per woman per day) (300 days)

Considering SNP as one of the services under ICDS, it can be undoubtedly said that the present allocation for ICDS is not sufficient to cover the nutrition programme as well as other services envisaged under the scheme, or for opening new centres, recruiting more staff, reaching adolescents, constructing 'pacca' buildings for AWCs, or maintaining the existing centers with quality.

## Nutrition programme for Adolescent Girls (NPAG)

The beneficiaries covered under the scheme for the year 2009–2010 are, 15,028 in Adilabad and, 57,767 in Mahabubnagar districts. As per the GoI guidelines, the NPAG Scheme has been revised and a new scheme, 'Rajiv Gandhi Scheme Empowerment of Adolescent Girls' (RGSEAG)- SABLA has been introduced in the present FY 2011–2012 with a budgeted outlay of ₹124.91 crore.

## Annexure Tables

### Development Sector

ICDS Scheme (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	3462199	3462199	2913074
2008–2009	4616434	4616434	4126482
2009–2010	5306516	5456813	4688423
2010–2011	6333310	6459653	NA
2011–2012	6724999	NA	NA

Balika Samridhi Yojana (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	68700	68700	18
2008–2009	68700	68700	NA
2009–2010	68700	68700	0
2010–2011	68700	0	NA
2011–2012	0	NA	NA

Nutrition Programme (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	11672075	11671731	11899756
2008–2009	24173728	24173735	25421641
2009–2010	41865641	41865639	26201731
2010–2011	38852536	38852623	NA
2011–2012	33896408	NA	NA

National Programme for Adolescent Girls (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	136100	136100	63922
2008–2009	164700	149700	63244
2009–2010	149700	149700	89249
2010–2011	164700	164700	NA
2011–2012	0	NA	NA

Kishore Shakti Yojana (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	8065
2008–2009	42350	42350	35842
2009–2010	42350	42350	16502
2010–2011	157900	157900	NA
2011–2012	74160	NA	NA



Swayam Siddha (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	3916781	0	18128
2008–2009	0	0	0
2009–2010	0	0	0
2010–2011	0	0	NA
2011–2012	0	NA	NA

Secretariat Social Services - Women Development, Child Welfare and Disabled Welfare Department. (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	10951	10010	10586
2008–2009	11726	12076	11323
2009–2010	13387	13913	13883
2010–2011	16586	18307	NA
2011–2012	21802	NA	NA

Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (Sabala) (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	0	0	0
2009–2010	0	0	0
2010–2011	0	0	NA
2011–2012	1249097	NA	NA

Headquarter office-Child Welfare (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	1160
2008–2009	380	380	393
2009–2010	459	459	2288
2010–2011	1000	1000	NA
2011–2012	1000	NA	NA

Construction of Buildings for Anganwadi Centres (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	100000	0	100863
2009–2010	525000	525000	82452
2010–2011	650000	250000	NA
2011–2012	250000	NA	NA

Construction of Buildings for Children's Homes (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	0	0	0
2009–2010	0	0	0
2010–2011	60040	0	NA
2011–2012	0	NA	NA

## CHAPTER FOUR

# EDUCATION

In recent years, there has been an enormous increase in enrollment of children in primary schools, and children have been provided access to a government school in every habitation in Andhra Pradesh (AP).<sup>9</sup>

Despite the government's promises to bring about changes in educational attainment and outcome through flagship programmes and state specific schemes, nothing much has changed over the last five years. This becomes clear from the outcome indicators of education against the government's promises/policy initiatives and proposals.

### The World Goals...

- Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children
- Ensuring that by 2015 all children ,particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality
- Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.
- Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults
- Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality *Goals of Education flagged by World Education Forum, Dakar, Senegal 2000* <http://unesdoc.unesco.org/images/0012/001211/121147e.pdf> accessed on 11.07.12

9 According to the GoAP estimates, among the 72,154 habitations, regular primary schools were established in 71,326 habitations by 2009, or almost 99 per cent. Enrolment of children in upper primary and high schools altogether has increased steadily from 54 lakh to 58 lakh in last five years. Retention rates of children at primary and upper-primary stages in this period have increased by 16 per cent and 27 per cent respectively.

DISE State Report card 2010–2011- [http://www.dise.in/Downloads/Publications/Publications%202010–2011/SRC%202010–2011/STATE\\_REPORT-CARDS\\_2010–11.pdf](http://www.dise.in/Downloads/Publications/Publications%202010–2011/SRC%202010–2011/STATE_REPORT-CARDS_2010–11.pdf); Accessed on 11.07.12

**TABLE 4.1** || Review of Education Status

Key Indicators		2010–2011
Outcome indicators: Access & Coverage		
1	No. of primary schools	66834*
2	No. of upper primary schools	15421*
3	No of High School	18776*
4	Enrolment in Primary school	5463896*
5	Enrolment in Upper-Primary school	2329730**
6	Enrolment in High school	5397690*
7	% SC Enrolment (I – X classes) Upper Primary	18.3**
8	% ST Enrolment (I – X classes) Upper Primary	7.7.**
Outcome indicators: Out of school & dropout rates		
	No. of out of school children- not found	172354#
	Dropout rate (before finishing Class V)	17.43*
	Dropout rate (before finishing Class VII)	22.34*
	Dropout rate (before finishing Class X)	46.21*
Output/Service delivery: Infrastructural facilities		
	Primary to Upper Primary School ratio (norm envisages less 2.1 or lower)	2.44**
	Average no. of classroom in PS	3.1**
	% schools with drinking water facility (figure indicative of Primary, Upper Primary)	90.5***
	% schools with common toilets	66.1***
	% schools with separate toilets for Girls	80.2***
	% schools with Boundary Wall	46.15 Data not found
	% schools with Ramp	15.9***
	% schools with Kitchen shed	33.0*** (Some totals may not match due to no response in classificatory data items)
Resource allocation- (Source-HAQ report on BFCBFC)		
	Public expenditure on Education as percentage of GSDP (Average of 2006–2007 to 2009–2010)	2.29 per cent
	Expenditure on Education as a share of total social sector spending (Average of 2006–2007 to 2009–2010)	41.8 per cent
	Expenditure on Education as a share of total State Budget (Average of 2006–2007 to 2009–2010)	11.34 per cent
	Expenditure on Education as a share of total BfC (Average of 2006–2007 to 2009–2010)	78.70 per cent
<p>* Educational Statistics 2010–2011 Commissioner &amp; Director of School Education <a href="http://www.dseap.gov.in/DPEP%20Statistics-2011.pdf">http://www.dseap.gov.in/DPEP%20Statistics-2011.pdf</a>, Accessed on 11.07.12</p> <p>** Elementary Education in India- Analytical Table. Accessed on 12.07.12 <a href="http://www.dise.in/Downloads/Publications/Publications%202010–2011/AR%202010–2011/DISE-analytical-tables-provisional-2010–2011.pdf">http://www.dise.in/Downloads/Publications/Publications%202010–2011/AR%202010–2011/DISE-analytical-tables-provisional-2010–2011.pdf</a></p> <p>*** State Elementary Education report card 2010- 11 <a href="http://www.dise.in/Downloads/Publications/Publications%202010–2011/SRC%202010–2011/STATE_REPORT-CARDS_2010–11.pdf">http://www.dise.in/Downloads/Publications/Publications%202010–2011/SRC%202010–2011/STATE_REPORT-CARDS_2010–11.pdf</a> Accessed on 11.07.12</p> <p># Answer to Rajya Sabha Unstarred Question, by Dr. D. Purandeswari, Ministry of Human Resource Development, 30 March 2012</p>		

AP stands third after Kerala and Tripura in terms of number of schools per village. The state has 71181 primary and 0 upper primary schools, 572976 teachers. 32,00000 students study in primary classes in the government recognised schools (DISE, 2010–2011). Retention rates of children at primary and upper-primary stages in this period increased by 16 per cent and 27 per cent respectively. However, despite increased access, enrollment and retention lacunae still persist, affecting the quality of education.

**Imbalance in teacher provision:** Despite a decline in the child population in AP over the years, there is a growing demand for upper primary and high schools and teachers' recruitment. In 2009, there were 13.7 per cent single teacher schools (DISE 2010–2011), pointing to the need for recruiting more teachers in conformity with the national norm of at least two teachers per school. Moreover, to reduce the recurring financial burden, instead of regular teachers, under-qualified contract teachers (Vidya Volunteers<sup>10</sup>) are appointed with meagre honorariums. This has adversely affected the quality of learning.

**Poor quality of learning:** The improvements in AP of providing access, enrollment and better infrastructure have not influenced the quality of teaching-learning in the schools. The independent survey conducted by Pratham, ASER 2009, highlighted that only 55.2 per cent of children in Std V in government schools can read Std II level texts; 85.2 per cent of children in Std I-II recognise numbers up to 1-9 and 63.8 per cent children of Std III to V can do subtraction or more.

**Girl children still marginalised:** Since decades, girl children are denied basic education in India including AP. The gender gap in literacy rates in AP is high, with male literacy rate at 76 per cent against 60 per cent for females. Dropout rates for girls are higher than boys in all classes and it is more in the higher classes. Out of 100 girls enrolled, 22 do not complete elementary level and 47 do not finish class X. Despite improvement in school facilities, 33.34 per cent of schools lack separate toilets for girls, impacting the retention of girls in higher classes.

**Poor educational development for SCs, STs:** Despite some improvement in overall socio-economic status of SCs and STs, much needs to be done to ensure equality. SCs and STs cannot access quality education at all levels, as is reflected in the high dropout rates and low enrollment. DISE data shows that the share of enrollment of SCs in primary stage to total enrollment in 2010–2011 was 24.9 per cent but in classes I-X it was 18.8 per cent as of 2010–2011. The share of STs enrollment in primary stage and I-X classes was 14.1 per cent and 9.3 per cent respectively. Dropout rates in classes I-X for SC and ST was 49.7 per cent and 72.7 per cent in 2010–2011.

**Inadequate facilities in schools:** Lack of proper infrastructure and facilities in schools acts as the main hindrance in increasing attendance and reducing the dropout rate of children, especially girls. Despite improvements since 2005–2006, as depicted in the table above, the State still falls short of providing some basic facilities in schools, despite financial provisions under many schemes. There are 34.8 per cent of schools with common toilets; 38.27 per cent schools have separate toilets for girls; 64.68 per cent of schools have toilets for boys; 15.94 per cent of schools have ramps, 56.09 per cent of schools are functioning with boundary walls; 56.55 per cent of schools have a playground;

10 Regular teachers in PS, UPS & HS are substituted by Vidya Volunteers in Andhra Pradesh (37,861 in Primary schools, 18,846 in Upper-primary schools, 11,534 in High schools).

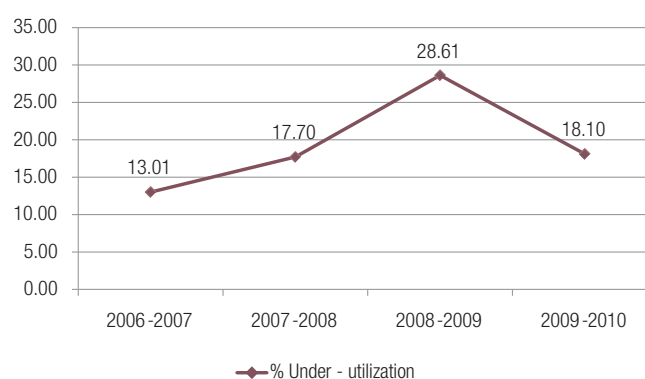
25.58 per cent of schools have computers; 67.12 per cent of schools have an electricity connection. Among other facilities in school, 95 per cent of schools have a kitchen shed for MDM; 87.57 per cent of government schools have drinking water facilities, 64.21 per cent of schools have book banks and 22.07 per cent of the schools are still run in single class rooms.<sup>11</sup>

The overall achievement levels are far from satisfactory. Focusing on improving the delivery systems, strengthening school management and the teaching-learning processes is needed to enhance the quality of learning acquisition.

## Financing Education

### Share of Education in GSDP

Overall public spending on education (that is, total expenditure by the School, Higher, Technical Education Departments and expenditure under education schemes from other departments) averaged 2.29 per cent of GSDP during 2006–2007 to 2009–2010, way behind the 6 per cent recommended by the Kothari Commission and reiterated by National Common Minimum Programme promise of the UPA government. Spending on education, as proportion of GSDP, declined from 2.36 per cent in 2006–2007 to 2.13 per cent in 2009–2010, peaking in 2008–2009 at 2.42 per cent.



**FIGURE 4.1** || Percentage Under-utilisation in Education Sector from 2006–2007 to 2009–2010

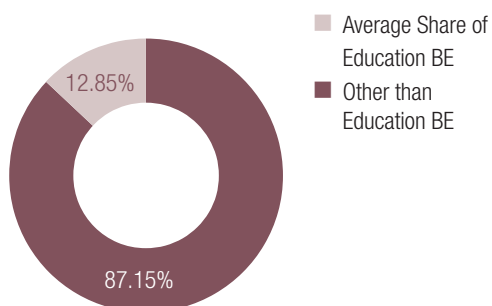
### Education Sector in BfC (In Per Cent)

Education receives the topmost priority of the government. It has received the maximum share of the increased allocation for children in every budget during 2007–2008 to 2011–2012 (**Table 4.2**).

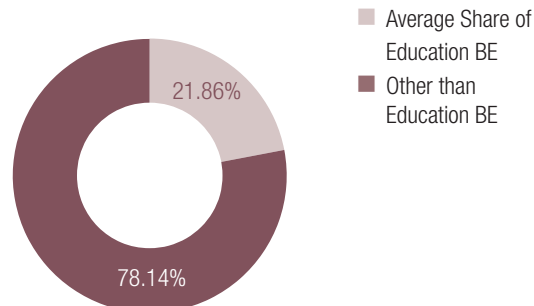
**TABLE 4.2** || Education within State Budget and BfC (in ₹ crore)

Year	State Budget	BfC	Estimates on Education	Education as proportion to State Budget (in per cent)	Education as proportion to BfC (in per cent)
2007–2008	80996.6	10725.89	8952.52	11.05	83.47
2008–2009	100436.55	15917.29	12775.49	12.72	80.26
2009–2010	103485.33	17375.68	12344.56	11.93	71.05
2010–2011	113660.41	19623.18	14698.08	12.93	74.90
2011–2012	128542.02	24795.93	20087.95	15.63	81.01

11 Analytical Tables 2010–2011, elementary Education in India, Progress towards UEE, NUEPA



**FIGURE 4.2** || Average Share of Education BE in State Budget from 2007–2008 to 2011–2012 (In per cent)



**FIGURE 4.3** || Average Share of Education BE in BfC from 2007–2008 to 2011–2012 (In per cent)

In line with the promises made by the Fundamental Right to Education through the 93rd Constitution Amendment Bill, 2001 and the Right to Education Act, 2009 which guarantees free and compulsory education to all children between 6-14 years, the increased allocation in absolute terms is a welcome move. But the overall outlays for education schemes/programmes received an average of 12.85 per cent in the total budget. Despite the increase seen from 11.05 per cent of the total State Budget in 2007–2008 to 15.63 per cent in 2011–2012, the share remains insufficient to fill the gaps in improving the accessibility of children to schools, quality up-gradation, and mitigating the costs of school attendance (**Table 4.2**).

## Trends in Different Components of Education Expenditure

While analysing aggregate expenditure on education, it is important to look into the trends in the contribution of different department in financing education in the state. With several players involved in financing education and various channels of fund transfers, estimating actual allocation on education by the state government becomes difficult. Table 4.3 shows the breakdown of revenue expenditure on education by different departments over the years.

**TABLE 4.3** || Inter Sectoral Allocation in Financing Education (in ₹ crore)

Year	Education Department			Other Dept.	Total Education Budget	Contribution of School Education Dept in Total Education Budget	Contribution of Other Dept in Total Education Budget
	School Education Dept	Higher Education Dept	Technical Education Dept				
2007–2008	6253.47	452.41	131.65	2051.18	8952.52	69.9	22.9
2008–2009	8753.35	484.23	123.50	3359.66	12775.49	68.5	26.3
2009–2010	8321.20	524.91	159.88	3280.35	12344.56	67.4	26.6
2010–2011	9699.28	608.41	257.23	4061.05	14688.74	66.0	27.6
2011–2012	13895.97	821.65	316.16	4975.13	20087.95	69.2	24.8

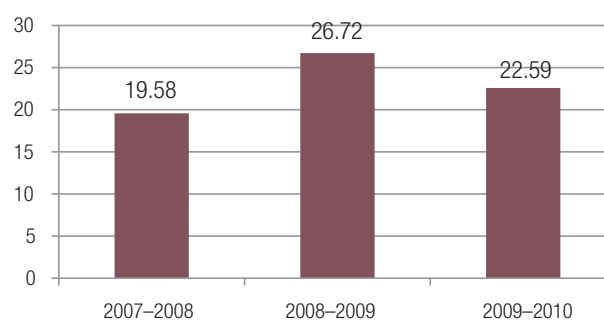
Despite increases in allocation on elementary and secondary education by the school education department over the years, its share in the total education budget has actually fallen from about 70 per

cent in 2007–2008 to 66 per cent in 2010–2011, again increasing to 69.2 per cent in FY 2011–2012. On the other hand, contribution of other departments in education schemes has been increasing. On an average, 26 per cent of the total education budget has been allocated by other departments during 2007–2008 to 2011–2012, increasing from 22.9 per cent in 2007–2008 to 27.6 per cent in 2010–2011, highlighting the increased importance of other departments in financing education in AP. The share of the other departments however, fell to 24.8 per cent in 2011–2012 (Table 4.3)

**Out of every ₹100 of spending embarked for children over the last five years, an average of ₹12 and 85 paise was kept for education.**

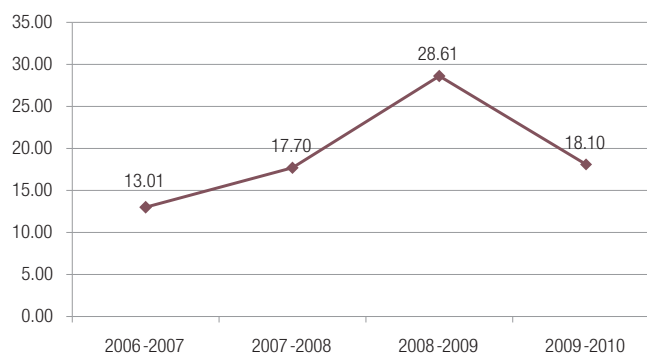
## Share of Plan Expenditure in Total Education

Analysing the priority the government accords to education, necessitates distinguishing between plan and non-plan expenditure and the share of plan outlay in financing education in a particular year. As is evident from Fig. 4.4 changes in Plan expenditure have been erratic during 2007–2008 to 2009–2010. Share of plan expenditure increased steadily between 2007–2008 and 2008–2009 (19.58 per cent to 26.72 per cent) and decreased to 22.59 per cent in 2009–2010.<sup>12</sup> A detailed look into individual schemes revealed that



**FIGURE 4.4** || Share of plan expenditure in total education expenditure (in per cent)

- i. Increase in the share in 2008–2009 is due to the introduction of new schemes like ‘Mid Day Meal for High school’, Information and Communication Technology in Schools’ and ‘construction of buildings for government junior colleges, as well as increased resource allocation for existing schemes like National Programme for Education of girls at Elementary Level, Kasturba Gandhi Balika Vidyalaya Construction of kitchen shed, Training of teachers for English medium high school, Government Polytechnic, Government residential school for SCs, Post matric scholarship for SC, ST, Backward Caste (BC); Reimbursement of tuition fees for BC and Pre- Matric Scholarship for BC
- ii. Decrease in share in 2009–2010 is due to the reduction in expenditure in schemes like, NEPGEL, KGBV, Information Communication Technology (ICT) in schools, Training of Teachers for English Medium High Schools, Government Polytechnics, Technical Education Quality Improvement Project (TEQIP), Construction of buildings for integrated schools, hostels for SC, Post Matriculation and Pre- Matric Scholarship for BC.



**FIGURE 4.5** || Percentage Under-utilisation in Education Sector

12 Complete Expenditure details are available for FY 2009–2010 under demand for grants 2011–2012



## Centre-State Fund Sharing in Education Schemes

The trend in allocation and expenditure by the Centre and the States over the years highlights the increasingly important role played by the Centre in financing education in AP, particularly in elementary education. Some prominent CSS schemes introduced since 2007–2008 includes ‘ICT in schools’, ‘Nutrition Meal Programme under SCP/TAS components’, ‘Maintenance of school building under SCP/TAS components’, ‘ICT in 2000 and another 4031 schools in state’, ‘Technical Education Quality Improvement Project (TEQIP) under Technical Education Department’, ‘Tuition fee for SC, ST by the Social Welfare and Tribal Welfare departments’.

<b>TABLE 4.4</b>    Contribution of CSS in Education Finance in the State						
Year	Education Outlays (BE)			Education Expenditures (AE)		
	Central Share (in cr.)	State's Share (in cr.)	Share of CSS in total Outlays (%)	Central Share (in cr.)	State's Share (in cr.)	Share of CSS in total Expenditure (%)
2007–2008	1349.48	7603.04	15.08	365.65	7002.27	4.96
2008–2009	2187.28	10588.21	17.12	485.40	8634.67	5.32
2009–2010	1172.64	11171.92	9.50	413.14	9698.01	4.09
2010–2011	1326.83	13371.25	9.03	NA	NA	NA
2011–2012	1402.99	18684.96	6.98	NA	NA	NA

Placing substantial emphasis on expanding access to education at all levels and also on improving the quality of education, the 11<sup>th</sup> five year plan envisaged a considerable increase in the share of the central sector plan resources devoted to education. However, the proportion of transfers from the Centre to the States for implementing Centrally Sponsored Schemes (CSS) has varied over time and there is no uniformity over the years. Out of the average allocation of ₹11981.22 earmarked for education during the last five years, the average central allocation is ₹1487.84. As evident from **Table 4.4**, the share in central outlay for education has increased from 15.08 per cent in 2007–2008 to 17.12 per cent in 2008–2009, but dropped to 6.98 per cent in FY 2011–2012. A more detailed analysis shows that the most of the Centre’s share has financed plan expenditure on education while the State contributed the most for Non-plan expenditures.

## Dependency on Foreign Aid

It is difficult to estimate the exact contribution of foreign aid in education schemes, as it enters the flow of funds as a part of the Plan expenditure through central budget for State Plan project and CSS. Nevertheless, the available data shows that the share of external aid in aggregate public expenditure on education has been quite low. **Table 4.5** seeks to segregate the annual estimate of external aid components from different sources. The major part of the aid comes through CSS which are given to Centre’s Department of Education and are released either through State Budgets or directly to the DRDA (District Rural Development Agencies) or the SIS (State Implementing Societies).<sup>13</sup>

13 Recoup Working Paper No:18, Public Expenditure on Education in India: Recent Trends and Outcomes, Anuradha De and Tanuka Endow, 2008.

**TABLE 4.5** || Foreign Aid in Education Budget (in ₹ crore)

Year	Education Budget	External aid	% of External aid in Education
2007–2008	8952.52	1030.53	11.51
2008–2009	12775.10	933.33	7.31
2009–2010	12344.56	613.32	4.97
2010–2011	14698.08	797.84	5.43
2011–2012	20087.95	568.97	2.83

## Inefficiency in Resource Utilisation

Under-utilisation of funds, indicated by the gap in the budgeted resources and actual expenditure has increased in education sector over the years. The average unspent amount between 2006–2007 and 2009–2010 was 19.36 per cent. Some possible reasons for under-utilisation observed for the SSA,<sup>14</sup> but applicable to any education scheme are:

- Delay in releasing installments of payments from the Centre in the CSS, resulting in lower utilisation in the present year and in turn a lower allocation the next year
- Delay in receiving Budget Release Order from the government resulting in further delay in producing Utilisation Certificates for release of next quarter's installment.
- For certain schemes, central funds are not released without matching grants State grants. The State may find it difficult to raise the resources.

In the study period, major under-utilisation of resources was seen in schemes such as MDM, Area Intensive Programme for Educationally Backward Minorities, Modernisation of Madarasa, SCERT and Provision of Incentives for Enhancement of SCs/STs Girl Child Enrolled in High Schools.

**TABLE 4.6** || Schemes which Major Underspending during 2006–2007 to 2009–2010 (in per cent)

Major Education Scheme	2006–2007	2007–2008	2008–2009	2009–2010
Operation Blackboard Scheme	18	16	42	32
Integrated Education for Disabled Children	64	27	36	28
Language Development	85	81	90	92
Teacher's Training-DIET	39	54	49	5
SCERT	78	82	85	81
Providing Basic Amenities to all schools in the State	Not started	100	100	100
Mid-Day Meal (PS and UPS)	38	53	61	60
Mid-Day Meal (High school)	Not started	Not started	66	20
Scholarships (Pre-metric & Post-metric)	40	35	57	33
Modernisation of Madrasa Education	100	31	100	84
Area Intensive Programme for Minorities	100	+10.6	100	100
Construction of Buildings for Ashram Schools, Hostels	63	59	100	100

Source: Budget Estimates, Department of Education, 2007–2008 to 2011–2012

14 Based on "Budget for Children in AP, 2004–2005 to 2008–2009", MV Foundation & HAQ: Centre for Child Rights, 2010

## Link between Expenditure and Outcomes

An excessive focus on outlays has resulted in the creation of physical infrastructure, provision of teaching and learning materials and appointment of teachers, rather than monitoring the learning process. So it becomes important to establish links between expenditure and educational outcomes like learning achievements, dropout rates and pupil-teacher ratios **Table 4.7** describes targets and deliverable achievements over the years in some major schemes.

<b>TABLE 4.7</b>    Targets and Deliverable Achievements over the Years in Some Major Schemes					
Scheme/ Programme	Objective	Outlays (average of 2006–2007 to 2009–2010)	Targets	Quantifiable achievements as on 2011–2012	Outlays kept Unspent (average of 2006–2007 to 2009–2010)
Nutrition Meal Programme (MDM)	Improving nutritional status of children. Universalised supply of cooked meal to Primary school children in Government/ Aided/Local Bodies School/EGS/AIE Centers	BE:  ₹ 526.12 Cr.	Provision of MDM to 6356494 children in Primary/ UP Schools in the state were approved by PAB- MDM approved for 2011–2012	No of PS covered:62273 No of UPS covered:10195 No of PS covered:10663 Total No. of Children benefited: 83.76 lakhs*	₹ 330.93 cr.
				kitchen cum store rooms in PS & UPS*: Sanctioned: 50,529 Completed: 3,362 kitchen devices in PS & UPS*: Sanctioned: 78,450 Completed: 45,966	
Sarva Shiksha Abhiyan (SSA)	Enrolling all children of 6-14 years in EI. Schools/ EGS,AIE Centres.	BE:  ₹ 472.33 cr.	1. Enrolling all the out of school children in regular schools/ EGS/AIE Centers	Out of school children reduced from 2.43 lakh in 2007–2008 to 39,048 in 2009– 2010**	₹ 126.12 cr.
	Improving access, enrolment, retention and quality of education		2. Reducing dropout rate Primary level (Class I-V) by 5% points.	Dropout rate declined by 1.36 percentage point from 18.79% in 2007–2008 to 17.43% in 2010–2011	
			3. School Infrastructure as on 2010		
			a) Construction of additional classrooms		
			i. Approved	56754	
			ii. Completed	46856	

			b) Drinking water facilities	8886	
			i. Approved	8000	
			ii. Completed		
			(c)Construction of Toilets		
			i. Approved	17875	
			ii. Completed	7618	
			(d)NewUpper primary schools		
			i. Approved	5938	
			ii. Completed	5639	
			4. Quality Education		
			a)Teacher Appointment	476555 teachers	
			b)Para-teachers appointment	68484 Vidya volunteers	
			c) Teacher's Training	2,17,317 teachers	
Rashtriya Madhyamik Shiksha Abhiyan (RMSA)	Providing necessary physical facilities, teaching and non – teaching staff for every secondary school	BE: ₹ 352.50 cr.	100 % access of secondary education to 14 to 18 children & 100% enrolment by 2017	Access to Secondary education as of 2010: 85.5%*  Enrolment in secondary schools as of 2010: 69.99 %*	₹ 3.07 cr.
Supply of furniture to Govt. High Schools	To provide adequate furniture to all the High schools in a Phased manner		Supply of Dual Desks @ 75 desks per school	Desks supplied as of 2010: 75,000*	
Information & communication technology in Schools (ICT)	ICT @ 5000 selected schools during 2008–2009 to 2012–2013	BE: ₹78.71 cr.	Cover all children of selected schools and impart training to the teachers	Students covered: 17,13,694* Teachers trained: 18,732*	₹ 30.80 cr.
	ICT @ 2000 selected schools during 2010–2011 to 2014-15	BE: ₹83.32 cr.		Students covered: 5,50,163* Teachers trained: 65,000	NA

\* Outcome budget 2011–2012, Department of Education, Government of Andhra Pradesh

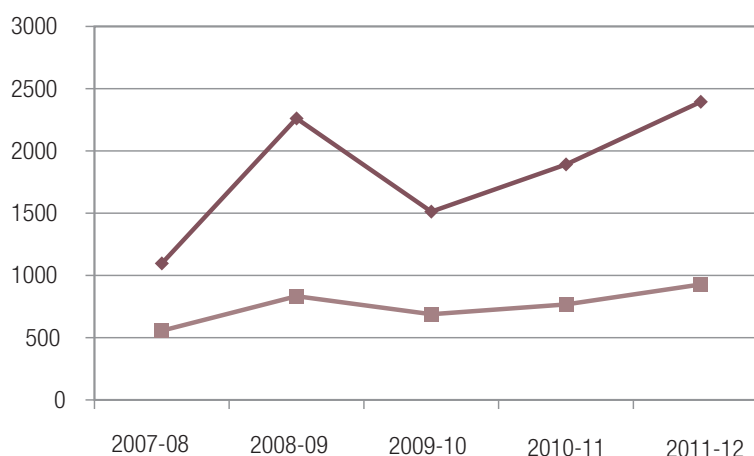
\*\* <http://ssa.ap.nic.in>

### Gaps in Education Finance

- Allocation in the scholarship programmes by school education department was reduced from ₹4.98 crore to ₹ 2.08 crore during 2007–08 to 2011–2012. Scholarship schemes of SW department such as, “Post matric Scholarships”, were reduced by ₹116.77 crore.
- In the backdrop of poor implementation of the national Mid Day Meal scheme, as pointed out by the CAG,<sup>15</sup> allocation under “Nutrition Meals Programme for Primary and Upper-primary School” increased only marginally by ₹24 crore (from ₹444.50 crore in 2007–2008 to ₹468.65 crore in 2011–2012). The government’s commitment is questionable with the present utilisation pattern in this scheme. On an average 53 per cent of allocated fund remained unspent. Moreover, despite 69 per cent of the state’s schools lacking kitchen- sheds, 90 per cent of allocated fund towards “Construction of Buildings for Kitchen-cum-store room” remained unspent.
- The quality of school education has been stagnant and declining over the years, reflected in the poor learning achievements of children at elementary stage. Realising teachers’ training as one of the most important factors for ensuring quality of school education, the state is implementing various training programmes for key resource persons under SCERT and DIET at state and district levels respectively. Although allocation under DIET increased marginally by ₹2.40 crore, the allocation for SCERT fell from ₹15.17 crore in 2007–2008 to ₹5.38 crore in 2011–2012.
- Most of the allocated resources remained unspent in the minority-focused schemes likes “Area Intensive Programme for Educationally Backward Minorities”(72 per cent) , “Modernisation of Madarasa Education”(79 per cent), “Strengthening of Linguistic Minority Education(Other than Urdu) “ (100 per cent) and “Improvement of Urdu Education”(100 per cent)

## Education for SCs/STs: How Far the Needs of ‘Marginalised’ are Addressed?

‘Inclusive growth’ seeks to ensure ‘social justice’ for the excluded such as SCs and STs. The Eleventh Plan sought to address the issues of exclusion, exploitation, marginalisation, unrest, and governance concerning these groups. Education being the most effective instrument for socio-economic empowerment, improving the educational status of SCs and STs was given high priority. However, despite commitments to ensure their rights, social empowerment, recognition of their educational development and need for financial assistance, the ‘inclusive growth’ has remained more of a paper concept in AP.



**FIGURE 4.6** || Education Budget for SC/ST

15 CAG observed that only 59 per cent of total budget provision for MDM implementation was spend during 2003-2008 and about 95 per cent of the fund released by Gol towards construction of kitchen sheds remained unspent as of 2009

### Commitments of the Eleventh Plan for SCs and STs

- Pre-matric scholarships for children of those who are engaged in unclean occupations need to be enhanced; with a change in the central assistance from 50:50 to 100 per cent
- Financial assistance to SC students to access quality education
- Modification of the Coaching and Allied scheme to ensure more coverage.
- Vocational training/skill development programmes for students who discontinued education after schooling through ITIs, polytechnics, or other institutes.
- Revised Pre-Matric and Post-Matric Scholarship Scheme by enhancing the income ceiling for eligibility and rate of scholarship and maintenance allowance.
- Establishing requisite number of primary schools with proper school buildings, hostels, and water and toilet facilities for
- To set up residential high schools for ST boys and girls at suitable places
- Timely distribution of fellowships, scholarships, textbooks, uniforms, and school bags to students.

The SCs and STs continue to be marginalised in terms of accessing quality education at all levels, reflected by high dropout rates, low enrolment and excessive discrimination.

The suggestions of the Working Group for the Eleventh Five Year Plan to improve the situation of the SCs and STs led to some parallel educational development schemes in AP.

**TABLE 4.8** || Population & Allocation in SC/ST Areas (in ₹ lakh)

Scheduled Caste	Estimated population of SC in 2011 in 5-18 years age group	48.36 Lakh
	State Government's allocation on education for SC (Average of 2007–2008 2011–2012)	₹183,095
	Per capital average annual expenditure on education for SC in 2011–2012	₹ 3786
Scheduled Tribe	Estimated population of ST in 2011 in 5-18 years age group	20.66 Lakh
	State Government's allocation on education for ST in 2011–2012	75,446
	Per capital average annual expenditure on education for ST in 2011–2012	₹ 3651

The average amount allocated towards education initiatives for SCs was ₹1830.95 crore and for STs accounted for ₹754.46 crore during 2007–2008 to 2011–2012.<sup>16</sup>

<sup>16</sup> Computed from the schemes with provision of 'entitlements' to SC & ST students at all stages of education, such as Scholarships, Textbooks, Hostels, designed to subsidise education costs. schemes selected for calculating allocations for SCs/STs are of the Departments of Social Welfare and Tribal Welfare that are 100 per cent SC/ST specific; and schemes/programmes intended for SC/ST under Special Component Plan (SCP) and Tribal Area Sub Plan (TASP). In the absence of any clarity provided by any Ministry on the magnitude of the funds allocated in schemes/programme exclusively for SC/STs only the SCP or TASP components under various schemes/programmes by Education Departments were considered as an indicator.

**TABLE 4.9** || Allocations from TW Dept and under TAS

Year	Scheme by TW Dept (100% SC specific)			Schemes by Education Dept (allocation under TAS component)		
	BE	RE	AE	BE	RE	AE
2007–2008	463.09	474.55	368.45	93.03	93.03	83.49
2008–2009	625.13	624.61	540.14	208.08	169.75	48.88
2009–2010	605.19	591.09	580.12	83.04	93.57	44.96
2010–2011	649.47	702.82	NA	117.53	156.58	NA
2011–2012	777.08	NA	NA	150.68	NA	NA

The per capita annual expenditure on Education by state government in the current financial year 2011–2012, including allocation on schemes by Department of Social Welfare/Tribal Welfare (100 per cent) SC/ST specific schemes) as well as SCP/TAS components of schemes by Education department accounted for only ₹3786 for SC and ₹3651 for ST students in 5-18 years age group.

**TABLE 4.9 (A)** || Scheme Specific Allocations

Year	Scheme by SW Dept (100% SC specific)			Schemes by Education Dept (allocation under SCP component)		
	BE	RE	AE	BE	RE	AE
2007–2008	1033.28	1036.63	930.7	63.31	63.30	47.02
2008–2009	1779.21	1515.98	1145.88	481.2	410.79	123.4
2009–2010	1300.35	1238.24	1067.58	211.86	209.52	106.75
2010–2011	1586.66	1796	NA	304.78	382.24	NA
2011–2012	2019.89	NA	NA	374.22	NA	NA

### Incentive in Education for SCs/STs: Some Gaps

- 73 per cent of pre-matric scholarship amount allocated to those engaged in 'unclean' occupations, were not utilised, denying benefits to 19592 SC children on an average every year till 2007.
- Abnormal delays ranging in release of funds by Gol for payment of Post matric scholarship for ST children- beneficiaries ranging from 53,478 to 1,48,713 in SW Dept and 16,946 to 31,126 in TW Dept remained uncovered during 2002-2007.
- The benefits of the Book bank scheme did not reach the beneficiaries as neither the need for books was assessed nor were they distributed properly.
- Both the SW and TW departments failed to implement the scheme of Upgradation of merit despite availability of Central assistance.
- Hostels were constructed without assessing the requirement which led to overcrowding and/or under utilisation of hostels.
- Poor monitoring of schemes by the Commissioners of Social Welfare and Tribal Welfare. The impact of the schemes was also not evaluated.

– CAG report, 2007 Performance audit, Chapter III

## Annexure Tables

### Education Sector

Area Intensive Programme for Educationally Backward Minorities (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	60000	60000	66425
2008–2009	66400	66400	0
2009–2010	66400	66400	0
2010–2011	88000	88000	NA
2011–2012	88000	NA	NA

Primary Education (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	25700612	29052031	24501779
2008–2009	32765193	34020699	27748140
2009–2010	41356516	38887791	29580883
2010–2011	45306977	47483017	NA
2011–2012	54864482	NA	NA

Educational Technology (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	15370	15370	19870
2008–2009	17404	17404	21182
2009–2010	20885	20885	25722
2010–2011	25062	27568	NA
2011–2012	30325	NA	NA

Nutrition Meals Programme (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	4445000	4445000	2097156
2008–2009	6781400	6781400	2664687
2009–2010	5796400	3356140	2332934
2010–2011	4596704	5451450	NA
2011–2012	4686453	NA	NA

Operation Blackboard (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	83667	84466	70103
2008–2009	82853	83981	48094
2009–2010	75506	66650	51411
2010–2011	74506	74367	NA
2011–2012	NA	NA	NA



Teacher's Training DIET (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	327990	327990	150619
2008–2009	320000	156705	161731
2009–2010	174256	320000	165739
2010–2011	352000	352000	NA
2011–2012	352000	NA	NA

Integrated Education for the Disabled (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	21217	21217	15460
2008–2009	45660	31920	29416
2009–2010	48368	48368	34772
2010–2011	39804	39804	NA
2011–2012	40000	NA	NA

Sarva Shiksha Abhiyan (in ₹ lakh) (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	8150000	8150000	1580761
2008–2009	4000000	4000000	1114401
2009–2010	1466515	1466515	1088505
2010–2011	3500000	5366216	NA
2011–2012	6500000	NA	NA

Supply of Text Books to SCs/STs/Minorities (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	121000	121000	94808
2008–2009	121000	112750	109945
2009–2010	101000	101000	100402
2010–2011	141000	70500	NA
2011–2012	141000	NA	NA

Providing Basic Amenities to all schools in the State (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	200000	200000	0
2008–2009	200000	125000	0
2009–2010	25000	25000	0
2010–2011	25000	25000	NA
2011–2012	0	NA	NA

Information and Communication Technology (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	140500	140500	0
2008–2009	1140500	1015500	651475
2009–2010	894625	894625	272534
2010–2011	880000	706500	NA
2011–2012	880000	NA	NA

Language Development – Elementary Education (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	200304	200304	183701
2008–2009	219725	214130	189037
2009–2010	253785	254616	4000
2010–2011	92284	91484	NA
2011–2012	92284	NA	NA

National Programme for Education of Girls at Elementary Level (NPEGEL) (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	591652	591652	30000
2008–2009	578798	727912	438513
2009–2010	398700	109301	0
2010–2011	205990	205990	NA
2011–2012	158142	NA	NA

Kasturba Gandhi Balika Vidyalayas (KGBV) (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	306250	306250	0
2008–2009	380000	380000	546652
2009–2010	931996	741996	0
2010–2011	778666	778666	NA
2011–2012	1396171	NA	NA

Innovation in School Education (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	1500	1500	-375
2008–2009	1500	375	0
2009–2010	200	200	0
2010–2011	200	200	NA
2011–2012	200	NA	NA

Office Buildings-Maintenance & Repair (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	384020	384020	327979
2008–2009	591820	591820	148625
2009–2010	591820	591820	201450
2010–2011	591820	591820	NA
2011–2012	200000	NA	NA

Lumpsum Provision-GIA Towards Salaries (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	783348	783348	0
2008–2009	845016	0	0
2009–2010	114019	0	0
2010–2011	136823	0	NA
2011–2012	150505	NA	NA

Construction of Buildings for Kitchen-cum-store room (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	432720	49863
2008–2009	600000	600000	140240
2009–2010	600000	2180000	58361
2010–2011	2380000	2783300	NA
2011–2012	667000	NA	NA

Protection of High School Building (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	100000	10000	643
2009–2010	5000	5000	2380
2010–2011	5000	5000	NA
2011–2012	5000	NA	NA

Strengthening of Elementary Education under Finance Commission Grant (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	0	0	0
2009–2010	0	0	0
2010–2011	0	1700000	NA
2011–2012	1790000	NA	NA

## Budget Allocation and Expenditure on schemes under Secondary Education Sector

Examinations (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	283927	276114	343987
2008–2009	283539	284825	397529
2009–2010	389646	386705	557761
2010–2011	401922	409858	NA
2011–2012	742771	NA	NA

Direction and Administration (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	638191	593038	467721
2008–2009	547485	529661	438107
2009–2010	582331	536677	495948
2010–2011	627792	682763	NA
2011–2012	790429	NA	NA

Secretariat (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	22887	24048	23672
2008–2009	26994	25859	27052
2009–2010	32283	35177	33131
2010–2011	40965	45097	NA
2011–2012	52925	NA	NA

Nutrition Meal Programme for High School (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	1751800	1506800	598281
2009–2010	1156800	1822888	930842
2010–2011	1451720	4686159	NA
2011–2012	6429561	NA	NA

Govt. Junior Colleges & Institutions (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	4125581	4027615	3434008
2008–2009	4475237	4494843	3764615
2009–2010	5116125	4912106	45846521
2010–2011	5901093	6364795	NA
2011–2012	8024066	NA	NA

Buildings of Intermediate Edu-Minor works (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	84030	84030	50637
2008–2009	100000	100000	15958
2009–2010	100000	100000	27559
2010–2011	100000	100000	NA
2011–2012	100000	NA	NA

Computerisation of School Education (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	735061	735061	730800
2008–2009	220000	110000	208462
2009–2010	37500	37500	216763
2010–2011	37500	37500	NA
2011–2012	0	NA	NA

Universalisation of Secondary Education ("Andariki Vidya") (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	332	332	264151
2008–2009	50332	687300	443372
2009–2010	50000	50000	0
2010–2011	20000	19760	NA
2011–2012	20000	NA	NA

Modernisation of Madarasa Education (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	7000	7000	4860
2008–2009	24000	24000	0
2009–2010	24000	24000	3960
2010–2011	24000	24000	NA
2011–2012	24000	NA	NA

Information @ Communication Technology(ICT) in 2000 schools(75:25) (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	0	0	0
2009–2010	0	0	0
2010–2011	55300	165700	NA
2011–2012	221000	NA	NA

ICT in 4031 schools-GIA, MSS of CSS (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	0	0	0
2009–2010	0	0	0
2010–2011	0	0	0
2011–2012	1390164	NA	NA

National Green Corps (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	8700	8700	7175
2008–2009	5000	5000	1431
2009–2010	0	0	1249
2010–2011	0	0	0
2011–2012	0	NA	NA

Free Edu to the Children of the deceased in the extremists Violence and Accidents (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	225	225	42
2008–2009	225	169	22
2009–2010	225	169	163
2010–2011	225	180	NA
2011–2012	225	NA	NA

Provision of Incentives for Enhancement of SCs/STs Girl Child enrol in High Schools (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	10000	10000	0
2008–2009	50000	12500	0
2009–2010	7500	7500	0
2010–2011	7500	7500	NA
2011–2012	7500	NA	NA

Inspector of Physical Education (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	2580	2580	2580
2008–2009	2580	2580	682
2009–2010	1000	1000	1613
2010–2011	1000	2095	NA
2011–2012	1285	NA	NA

Youth welfare programme for students (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	19548	15590	15383
2008–2009	15730	15710	15852
2009–2010	16121	13920	15406
2010–2011	16402	14084	NA
2011–2012	16076	NA	NA

Text Books (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	882821	866117	789766
2008–2009	873916	881351	845777
2009–2010	906548	890327	1048257
2010–2011	926848	923718	NA
2011–2012	998782	NA	NA

Publications, Registrar (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	2650	2409	2281
2008–2009	2699	2651	2455
2009–2010	3261	3096	3387
2010–2011	3580	4658	NA
2011–2012	5381	NA	NA

Bal Bhavans (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	19994	19607	20857
2008–2009	23735	26892	27322
2009–2010	31710	34853	30677
2010–2011	41200	41252	NA
2011–2012	47900	NA	NA

Language Development (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	200304	200304	183701
2008–2009	219725	214130	189037
2009–2010	253785	254616	221666
2010–2011	295466	323625	NA
2011–2012	355390	NA	NA

State Council of Educational Research & Training (SCERT) (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	151673	152413	27706
2008–2009	154171	140023	23406
2009–2010	140425	44514	26996
2010–2011	37960	46099	NA
2011–2012	53820	NA	NA

Training (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	338194	299873	268293
2008–2009	423243	419473	414467
2009–2010	459062	459905	316343
2010–2011	684486	771715	NA
2011–2012	854830	NA	NA

Scholarships (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	49883	49883	32581
2008–2009	48883	26758	20783
2009–2010	25758	25758	17344
2010–2011	25758	25508	NA
2011–2012	20810	NA	NA

Secondary Education Strengthening (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	17600	17600	4827
2008–2009	17600	4398	3002
2009–2010	2500	2500	0
2010–2011	2500	1250	NA
2011–2012	0	NA	NA

Assistance to Government Secondary Schools (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	2724007	2821175	2308444
2008–2009	13264133	10162819	2421338
2009–2010	3210331	3244054	3142466
2010–2011	5871742	6807350	NA
2011–2012	10588397	NA	NA



Assistance to Non-Govt. and Local Bodies Secondary Institutions & Organisations (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	15196409	17691365	15369589
2008–2009	19800062	20386739	17550469
2009–2010	23021645	24458336	25189429
2010–2011	26759608	38726521	NA
2011–2012	44802295	NA	NA

Polytechnics (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	1266471	1310304	1267164
2008–2009	1146543	1240542	1208058
2009–2010	1593752	1418969	1270301
2010–2011	2198428	2117824	NA
2011–2012	2744081	NA	NA

Construction of School Buildings Under RIDF (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	500000	500000	895692
2008–2009	750000	187500	381502
2009–2010	375000	375000	174946
2010–2011	200000	793000	NA
2011–2012	200000	NA	NA

Construction of Restrooms for Girls in High Schools, NSP (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	0	0	0
2009–2010	0	0	0
2010–2011	0	0	NA
2011–2012	25000	NA	NA

Major Works at School Building Under DSE (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	58692	58692	65876
2008–2009	190873	180873	828
2009–2010	180873	180873	6374
2010–2011	0	3500	NA
2011–2012	10000	NA	NA

Rashtriya Madhyamik Shiksha Abhiyan Building (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	0	0	0
2009–2010	0	0	0
2010–2011	250000	250000	NA
2011–2012	0	NA	NA

Construction of Govt. Junior College (RIAD) (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	100000	10000	8465
2009–2010	0	0	26954
2010–2011	0	3600	NA
2011–2012	10000	NA	NA

Buildings for Polytechnics, NSP (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	50000	50000	0
2008–2009	88500	22150	17737
2009–2010	5000	17500	34418
2010–2011	392500	38950	NA
2011–2012	417500	NA	NA

Major Works at School Building Under Intermediate Education through RIDF (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	100000	100000	159562
2008–2009	100000	75000	127065
2009–2010	25000	25000	88481
2010–2011	75000	75000	NA
2011–2012	75000	NA	NA

Twelfth, Thirteen Finance Commission Grants for Maintenance of Social Welfare Hostel Buildings (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	10000	10000	6605
2008–2009	11000	11000	241290
2009–2010	11000	11000	2938
2010–2011	11000	11000	NA
2011–2012	11000	NA	NA

State Scholarships-Scholarships and Stipends-NSP (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	150000	150000	77094
2008–2009	165000	165000	145618
2009–2010	165000	165000	153869
2010–2011	165000	165000	NA
2011–2012	165000	NA	NA

Tuition Fee - Scholarship and stipend (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	0	0	0
2009–2010	0	0	0
2010–2011	3903700	5083700	NA
2011–2012	5343700	NA	NA

Post Matriculation Scholarship (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	4590200	4590200	4457177
2008–2009	6030000	6130000	4361648
2009–2010	6006200	5672200	4165451
2010–2011	2602500	322250	NA
2011–2012	3422500	NA	NA

Government Hostels ((in ₹ thousands)			
Year	BE	RE	AE
2007–2008	2673055	2806512	2380043
2008–2009	3630598	3642518	2887341
2009–2010	3803186	3797423	3027826
2010–2011	4179499	4352009	NA
2011–2012	5023620	NA	NA

Book Banks-MSS of CSS (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	40400	40400	184
2008–2009	10600	10600	250
2009–2010	10350	10350	0
2010–2011	12350	12350	NA
2011–2012	100350	NA	NA

Government Residential Centralised Schools - GIA Towards Salaries and Other GIAs, NSP (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	1502007	1402107	1796507
2008–2009	2878739	2878739	2838539
2009–2010	2010100	2010100	2505000
2010–2011	3130000	3170000	NA
2011–2012	3480000	NA	NA

Government Residential Schools Buildings (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	0	0	0
2009–2010	0	0	0
2010–2011	0	0	NA
2011–2012	20000	NA	NA

Scholarships and Educational Facilities to Children of Those Engaged in Unclean Occupation - MSS of CSS (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	30100	30100	15300
2008–2009	30100	30100	-26
2009–2010	50100	30900	70706
2010–2011	30100	105928	NA
2011–2012	35100	NA	NA

Merit Upgradation Awards to SC Students (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	4500	4500	4016
2008–2009	10000	10000	3848
2009–2010	10075	17925	0
2010–2011	20000	25095	NA
2011–2012	25095	NA	NA

Twelfth & Thirteen Finance Commission Grants for Maintenance of Tribal Welfare Hostel Buildings (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	5000	5000	5798
2008–2009	5500	5500	228157
2009–2010	5500	5500	64360
2010–2011	5500	5500	NA
2011–2012	5500	NA	NA

Educational Institutes (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	2504731	2619364	2272047
2008–2009	3185104	3179827	2783252
2009–2010	3463687	3490224	3075504
2010–2011	3877723	4157961	NA
2011–2012	4649924	NA	NA

Upgradation of Merit Students of Yanadi, CSS (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	0	0	0
2009–2010	0	0	0
2010–2011	0	3276	NA
2011–2012	0	NA	NA

Tuition Fee – Scholarship and stipend (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	0	0	0
2008–2009	0	0	0
2009–2010	0	0	0
2010–2011	1063500	1063500	NA
2011–2012	1178000	NA	NA

## Budget Allocation and Expenditure on Education Schemes in Departments other than Dept. of Education

Pre-Matric Scholarship for the Children Belonging to SC, ST and OBC (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	170000	170000	153012
2008–2009	386005	386005	234321
2009–2010	387000	387000	165980
2010–2011	654000	654000	NA
2011–2012	654000	NA	NA

Source : SW, TW and BCW department

Post Matric Scholarship for the Children Belonging to SC, ST and OBC (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	7400200	7400200	6941423
2008–2009	10342000	12192000	7977141
2009–2010	12094200	11760200	8123047
2010–2011	8175500	8795500	NA
2011–2012	9101700	NA	NA

Scholarship/s to the Children Physically and Mentally Challenged Children (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	9166	9166	38269
2008–2009	13939	13939	11449
2009–2010	16726	16726	8119
2010–2011	20000	20000	NA
2011–2012	40000	NA	NA

Source : WCD welfare department

## CHAPTER FIVE

# PROTECTION

The term ‘child protection’ implies protecting every right of every child. Specifically, it refers to protecting children against social, psychological and emotional insecurity by preventing all forms of violence, exploitation, neglect and abuse against children including commercial sexual exploitation, trafficking, child labour and harmful home-based violence arising from superstitions, such as, child sacrifices, dedication of girls to gods in the name of custom and traditions such as child marriage, ‘jogini’ or ‘devadasi’ in some part of India including AP.

Undoubtedly, failure to ensure children’s rights to be protected leads to poor mental, physical, emotional and social development of children, adversely affecting children’s capacity for self-reliance as well as their roles and responsibilities later in life towards family, community and society. On the other hand, providing successful protection measures, which is the prime responsibility of the Government as well as society, helps children to grow up physically and mentally healthy, confident and self-respecting.

### **Children need special protection because...**

- Children’s voices are seldom heard; they do not have voting power, political influences and economic power.
- Children are more vulnerable than adults and affected more than any other age group by action/inaction of govt. and/or society.
- Children are particularly vulnerable to violence, exploitation, abuse and neglect.

## Children in Difficult Circumstances: Who are to be Protected?

Protection is a right of every child. Some children are more marginalised than others because of the radical changes in the nation's political, socio-cultural and economic environments. Immediate causes such as, abandonment, breakdown of the family, conflict or disaster, abuse and exploitation impact some children significantly. Children vulnerable in terms of the danger or risk to their right to survival/development/participation include are divided into two categories viz.

- Children in Need of Care and Protection
- Child in Conflict with Law

The Government recognises these children as 'children in difficult circumstances', characterised by their specific social, economic and geo-political situations. Such children need special protection and have been taken under the purview of Juvenile Justice System in India. Children in difficult circumstances within the purview of the juvenile justice system, that is children of both the categories mentioned above, covered under the ICPS include:

- Orphans, abandoned & destitute children
- Missing or run-away children
- Street & working children
- Victims of child marriage
- Child prostitutes/ Children of prostitutes
- Abused, tortured and exploited children
- Children indulging in substance abuse
- Children affected by HIV/AIDS
- Children affected by natural calamities, emergencies and manmade disasters
- Children with disabilities
- Children of prisoners
- Children suffering from terminal/incurable disease
- The girl child
- Children belonging to ethnic, religious minorities and other socially marginalised groups
- Children in conflict and contact with law either as an alleged victim or as a witness/ due to any other circumstance



## State of Children in Difficult Circumstances: A Glimpse

Despite a number of conventions, laws and policies promising respect for child rights, their protection and well being, there has not been much improvement in the lives of children in India. Incidences of abuse, exploitation faced by children are common in almost every household in all the states and AP is not an exception. It is difficult to obtain precise data on children in difficult circumstances as exploitation of children is grossly under-reported. From the available data, a glimpse of AP's children is provided.

- i. Male to female child ratio in the 0-6 age group has declined from 961 girls in the 2001 census to 943 girls for every 1000 boys in the 2011 census, showing that the very survival of the girl child is at stake. This is the result of 'son preference' and sex selective abortion practices.
- ii. According the estimates of the *State Advisory Board on Child Labour*, approximately 9 lakh children below 18 years are engaged in various kinds of works, excluding child domestic labour.
- iii. Early marriage and early motherhood continues: 55.4 per cent girls in AP get married below 18 and become mothers soon after.
- iv. AP has the highest prevalence of HIV/AIDS infected children in the country, as calculated by the Women and Child Welfare Dept, GoAP.
- v. The records of the Women and Child Welfare Department, GoAP, increase in the incidence of women/child trafficking for commercial sexual exploitation is estimated to be 20,000 every year from AP alone.
- vi. Children in conflict with law: GoAP's records say that 7.1 per cent of different crimes (1719 incidence) committed against children in India in 2009 were from AP. Undoubtedly many more go unreported.

### Andhra Pradesh in 2009

- 68 children were murdered
- 416 children were raped
- 632 children were kidnapped and abducted
- 28 minor girls were procured
- 77 children were abandoned

*Source: Crime in India Statistics 2009, by NCRB, Min of Home Affairs, Gol*

## Protection Sector in BfC

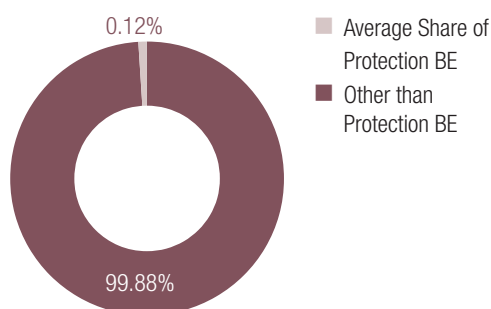
### States Spending on Child Protection

‘Child Protection’ in AP has been neglected over the years. The schemes/programmes meant to ensure children’s rights to be protected receive lowest allocation every year with least average annual growth compared to other child sectors.

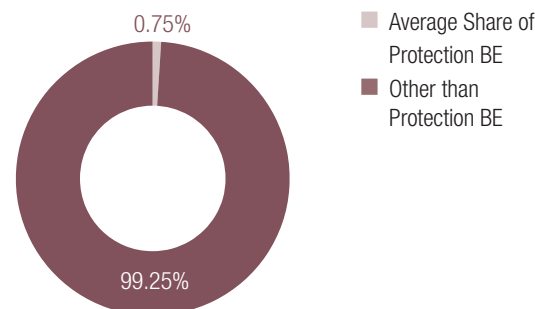
**TABLE 5.1** || Outlays on Child Protection as Proportion to Total State Budget and BfC (in ₹ crore)

Year	State Budget	BfC	Estimates on Child Protection (BE in crore)	Child Protection as proportion to AP State Budget (in per cent)	Child Protection as proportion to AP BfC (in per cent)
2007–2008	80996.6	10725.89	96.52	0.12	0.90
2008–2009	100436.55	15917.29	107.56	0.11	0.68
2009–2010	103485.33	17375.68	113.85	0.11	0.66
2010–2011	113660.41	19623.18	166.69	0.15	0.85
2011–2012	128542.02	24795.93	169.69	0.13	0.68

**Share in total state government budget:** As seen in **Table 5.1**, on an average only 0.12 per cent of the total State Budget was earmarked for child protection during 2007–2008 to 2011–2012. The share decreased constantly till 2009–2010 although the absolute allocation has shown meager increase from ₹96.52 crore in 2007–2008 to ₹113.85 crore in 2009–2010. In 2010–2011 the share increased 0.15 per cent due to the increased allocation to ₹52.84 crores. But although the State Budget 2011–2012 shows a meagre increase in budget outlays for child protection, from ₹ 166.64 crores



**FIGURE 5.1** || Average Share of Protection BE in State Budget from 2007–2008 to 2011–2012 (In per cent)



**FIGURE 5.2** || Average Share of Protection BE in BfC from 2007–2008 to 2011–2012 (In per cent)

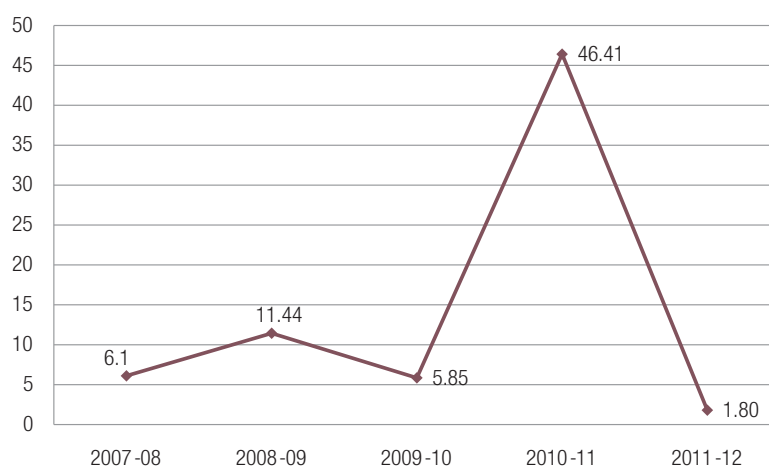
in 2010–2011 (BE) to ₹169.69 crores in 2011–2012 (BE), the share of this sector in total State Budget has actually decreased to 0.13 per cent from the previous year’s 0.15 per cent.

**Share in total Budget for Children (BfC):** Allocation for child protection was on an average 0.75 per cent of total outlays embarked for children (BfC) in the five years. As evident from **Table 5.1**,

within 'budget for children', the protection sector got only 0.68 per cent in 2011–2012, far below the 0.9 per cent in 2007–2008.

**Growth in Child Protection outlays:** Calculations based on the schemes/programmes mentioned under the detailed demand for grants of WD,CW&DW department and SW department revealed that allocations under child protection sector (that is, schemes/programmes intended to ensure children's rights to be protected) increased, on an average, by 14.32 per cent during FY2007–2008 to FY2011–2012. As evident from Figure 6.1, in 2010–2011 the increase in outlays peaked at 46.41 per cent from preceding year (₹113.85 crore in 2009–2010 BE to ₹166.69 crore in 2010–2011 BE). This was due to increase in outlays in schemes such as, "Services for children in need of care & protection" and "Girl child protection scheme" by ₹25.07 crore and ₹24.65 crore respectively. State budget 2011–2012 revealed meagre increase in outlays for protection schemes by only ₹3 crore (1.80 per cent) over previous year (from ₹166.69 crore to ₹169.69 crore).

**Of every 100 rupees spent by the State Government during FY 2007–2008 to FY 2011–2012, only 12 paise was for children in difficult circumstances.**

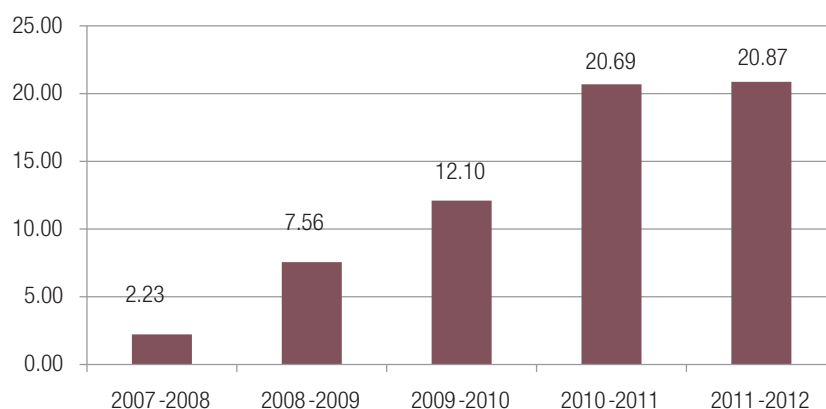


**FIGURE 5.3** || Change in Child Protection Outlays from 2007–2008 to 2011–2012 (in per cent)

## Center-State Share in Child Protection Outlays

As depicted in **Figure 5.3**, there has been growing influence of centrally Sponsored Schemes in total allocation for protection during 2007–2008 to 2011–2012. Schemes receiving central grants include:

- Rehabilitation Schemes for Bonded Labour and Economic Support Programme
- Schemes for setting up Women's Training centres/ Institution for Rehabilitation of Women-in-distress.
- Services for children in need of care & protection.
- Certified schools & homes under Juvenile Welfare and Correctional Services section.
- Construction & Maintenance of building under Correctional services.



**FIGURE 5.4** || Trend in the Share of centre's allocation for Child Protection (in per cent)

A closer look at individual schemes shows a massive increase in central grants were for schemes such as, “Rehabilitation Schemes for Bonded Labour and Economic Support Programme”, “Certified schools & homes”, “Construction of buildings for Correctional services” by ₹8.27 crore, ₹3.10 crore and ₹3.16 crore respectively during this period. Also “Services for children in need of Care & Protection” received central allocation of ₹19.56 crores from 2010–2011.

## Underspending of Budgeted Outlays

There was a huge under-spending as depicted in the mismatch between the BE and AE in all three years of the study period (**Tables 5.2 and 5.3**). Even though the allocation in protection schemes/programmes rose in absolute terms, the sector showed an average under spending of 13.85 per cent among four child-specific sectors during 2007–2008 to 2009–2010.

Year	Allocation (BE) on Child Protection	Expenditure (AE) on Child Protection	Under-utilisation	% Under-utilisation
2007–2008	96.52	85.76	10.76	11.1
2008–2009	107.56	91.91	15.65	14.6
2009–2010	113.85	98.99	14.86	13.1

*Source: Budget Estimates (various years), WCD dept and Social Welfare dept.*

A detailed look at the individual schemes revealed 100 per cent under- utilisation of allocated resources in schemes intended for rehabilitation of labour/bonded labour in AP. ‘Services for Children in Need of Care & Protection’ and ‘Certified schools & homes’ that are included under the umbrella of ICPS have experienced under spending of resources, on an average, 38 per cent and 17 per cent respectively during 2007–2008 to 2009–2010.

**TABLE 5.3** || Under-Spending in Specific Protection Schemes (in per cent)

Major Protection Scheme	2007–2008	2008–2009	2009–2010
Services for Children in Need of Care & Protection	21.2	46.8	45.1
Financial assistance to women and girl victim affected by cognisable offences under C.R.P.C	+14.2	50.3	+13.4
Rehabilitation of Beggars Maintenance of Homes for Beggars including Child Beggars	100	94.6	100
Rehabilitation of Bonded Labour	100	100	100
Certified schools & homes	12.4	+3.0	41.1

Source: Budget Estimates, Department of SW; Department of WD, CW&DW, 2007–2008 to 2011–2012

## Budget for Child Protection Scheme: Some Observations

- Despite the introduction of ICPS in AP since 2009, the scheme “Services for Children in Need of Care & Protection” which comes under the umbrella of ICPS, experienced reduced allocation by ₹ 3.79 crore (from ₹53.45 crore in BE 2010–2011 to ₹49.66 crore in BE 2011–2012) in the State Budget 2011–2012. However, there are welcome increases in the State Budget in schemes to be implemented under the umbrella of ICPS such as, “Juvenile Welfare-Correctional Services” and “Financial assistance to women and girl victim affected by cognisable offences” by over 9 per cent and 25 per cent respectively.
- “Girl Child Protection Scheme” intended to promote enrollment and retention of the girl child in school at least till intermediate level experienced insufficient increase in allocation from ₹48.98 crore in 2007–2008 BE to ₹62 crore in 2011–2012 BE.
- Allocations under important schemes intended for rehabilitating women in distress, such as ‘Schemes for setting up Women’s Training centers/ Institution for Rehabilitation of Women-in-distress’ reduced drastically from ₹102 lakh to ₹25 lakh between 2007–2008 BE and 2011–2012 BE.
- AP had about 9 lakh child labourers in 2007<sup>17</sup>, but the government seems to be less interested in rehabilitating child/bonded labour, reflected in insufficient allocations for the scheme intended for withdrawal and rehabilitation of child labour.
  - ‘Rehabilitation Schemes for Bonded Labour and Economic Support Programme’ experienced reduced allocation from ₹14 crore in FY 2008–2009 to ₹11.5 crore in FY 2011–2012. In all three years during 2007–2008 to 2009–2010,<sup>18</sup> the allocated budget for this scheme remained unspent.
  - Despite the large number of children to be withdrawn from work and rehabilitated in AP, the capital outlay on “Rehabilitation of Beggars Maintenance of homes for beggars including Child Beggars” does not get any amount in the State Budget 2011–2012; neither the meagre allocation of ₹20 lakh during 2007–2008 to 2009–2010 got spent.
- National Child Labour Project (NCLP) is another scheme showing continuous decrease in allocation since 2007–2008.

17 This figure excludes out of school children who have not been taken into consideration while estimating child labour, but are actual potential child workers as they are engaged in activities such as helping parents in household chores or accompanying them to work, that are not perceived as income-earning.

18 Complete Expenditure details are available for FY 2009–2010 under demand for grants 2011–2012

### National Child Labour Project (NCLP)

*"There is a need to address the rehabilitation of these children including shelter, education, food, health and other needs and return to families based on review of their situations..."* This is the statement made in Eleventh Five year Plan (2007-12) recognising the huge number of children in labour force in the country in general and major states like AP. Launching the Centrally Sponsored Scheme such as, National Child Labour Project (NCLP) to eliminate child labour and mainstream children into formal schooling system was a welcome move by the government. Yet, the drastic fall in outlays in 2009–2010 and moreover government claim to cover more children with reduced allocation seems unrealistic. (refer Table).

#### NEED VS. ALLOCATION :

Year	No of Children benefitted	Fund released (in ₹ lakh)
2007–2008	11,369	1618.24
2008–2009	9,939	1056.31
2009–2010	13,689	399.519

Source: <http://indiacurrentaffairs.org/implemation-of-the-national-child-labour-project/>

An attempt to calculate the required allocation against the need reflects that financial outlay for NCLP is inadequate even at the own estimates provided by Ministry of Labour and Employment in two components, i.e, running of Project Society and Project School.

- With govt's own estimate to provide ₹54,36,400 to run one NCLP society, the estimated cost for running all 23 Project Societies in Andhra would be ₹12.50 crore which is far below the released amount of ₹3.99 crore in 2009–2010.
- Similarly, taking government guidelines to provide for ₹2,44,400 to run one NCLP School, the total estimate to run all 1023 NCLP schools in AP works out to ₹25 crores against the meager ₹3.99 crore released for total NCLP in 2009–2010..

## Annexure Tables

### Protection Sector

Welfare of Aged, Infirm and Destitutes (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	103151	101815	90800
2008–2009	107519	110964	98328
2009–2010	135262	129358	101845
2010–2011	145286	150641	NA
2011–2012	168051	NA	NA

Rehabilitation of Bonded Labour (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	2300	2300	0
2008–2009	140000	140000	0
2009–2010	100000	100000	0
2010–2011	107000	107000	NA
2011–2012	114700	NA	NA

Schemes for Setting up Women's Training Centers/ Institution for Rehabilitation of Women-in-Distress (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	10210	10210	620
2008–2009	5042	5042	2200
2009–2010	2500	2500	1865
2010–2011	2500	2500	NA
2011–2012	2500	NA	NA

Financial Assistance to Women and Girl Victim Affected by Cognisable Offences (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	5000	5000	5709
2008–2009	8000	8000	3900
2009–2010	4000	4000	4534
2010–2011	4000	4000	NA
2011–2012	5000	NA	NA

Girl Child Protection Scheme (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	489800	489800	488686
2008–2009	353456	353456	523030
2009–2010	353456	600000	597710
2010–2011	600000	600000	NA
2011–2012	620000	NA	NA

Rehabilitation of Beggars Maintenance of Homes for Beggars Including Child Beggars (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	2000	2000	0
2008–2009	2000	2000	0
2009–2010	2000	2000	0
2010–2011	2000	2000	NA
2011–2012	0	NA	NA

Juvenile Welfare* - Correctional Services (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	108479	110108	96569
2008–2009	133616	136797	129761
2009–2010	180972	164021	116136
2010–2011	194649	194581	NA
2011–2012	218561	NA	NA

Services for Children in Need of Care & Protection (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	212683	203759	167594
2008–2009	281332	286848	149700
2009–2010	283802	182884	155910
2010–2011	534466	477787	NA
2011–2012	496614	NA	NA

Headquarter Offices – HOD – Juvenile Welfare (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	200	200	69
2008–2009	200	200	99
2009–2010	500	200	2288
2010–2011	1000	1000	NA
2011–2012	1000	NA	NA



Training-HOD-Juvenile Welfare (in ₹ thousands)			
Year	BE	RE	AE
2007–2008	195	195	31
2008–2009	195	195	0
2009–2010	195	195	131
2010–2011	195	195	NA
2011–2012	195	NA	NA

## CHAPTER SIX

# BfC – GIRL CHILD

...as long as the birth of a girl does not receive the same welcome as that of a boy, so long we should know that India is suffering from partial paralysis...”

(Mahatma Gandhi, Social And Political Thought of Mahatma Gandhi, by Bidyut Chakrabarty)

Departing from the usual framework of our reports on BfC, we have included a special section on the budget for the girl child this time. This is in response to requests on the need to focus on the categories of children too.

Following the sectoral analysis of the overall BfC, the analysis for the girl child also focuses on three specific sectors: Education, Protection and Development. Data on schemes for girl children are collated from the “Detailed Demand for Grants” of various departments, disaggregated and clubbed into relevant girl-child specific sectors. The Department of Health, Medical and Family Welfare does not have any scheme targeting the girl child. In the absence of any information on the share of girl children it was not possible to include any health specific scheme. Hence, the departments

### Girl Children in Andhra Pradesh: Where do they stand?

- There are 1.5 crore girl children, constituting 48 per cent of the total population, in the 0-18 years age group in AP.
- The child sex ratio (0-6 years) fell from 964 in 2001 to 943 in 2011.
- Dropout rate among girls at for class I-V is 15.24 per cent, for class I-VIII is 41.68 and for class I-X it is 54.02.
- 21 lakh minor girls are involved in different types of work in AP.
- AP is the fourth largest state in terms of marriage of girls below 18 (54.7%) against India's figure (44.5%)
- In rural AP 33 per cent of girls were married off before they attained 18 years of age, resulting in high incidence of low birth weight babies, increased neo-natal mortality rate, maternal morbidity and mortality.

According to Crime in India 2009, by National Crime Records Bureau (NCRB), 416 minor girls (below 18 years of age) were raped in AP, 28 minor girls were procured and trafficked.

from which programmes/schemes (pertaining to education, protection and development) that are exclusively or partially designed for girl children considered for analysis are:

Education	1. Education Department 2. Department. of Tribal Welfare	Part A Schemes/Programme with 100% allocation for Girl Child education
	1. Education Department 2. Department. of Social Welfare 3. Department. of Tribal Welfare 4. Department. of BC Welfare	Part B Schemes/Programme with at least 30% allocation for Girl Child education
Protection	Department of Women, Children and Disabled Welfare	Schemes/Programme with 100% allocation for Girl Child's protection
Development	Department of Women, Children and Disabled Welfare	Schemes/Programme with 100% allocation for Girl Child's protection

*Note: Education schemes are divided into two categories: Part A includes the schemes/programmes under different departments designed exclusively for girl children whereas Part B includes the schemes/programmes from different ministries that benefits both boys and girls. However, in the absence of any information on exact percentage of outlays for girls in these schemes (Part B) we assumed that at least 30% per cent allocation of these schemes should be for girl children. This estimate is based on the fact that about half of the total enrolment figures are of girls.*

## Budget for the Girl Child: An overview

The Budget for the Girl Child shows a considerable increase in of outlays over the last five years. An average of ₹3887 crore in the total AP Budget was allocated for schemes/programmes for girl children during 2007–2008 to 2011–2012. However, in contrast to the steady growth in allocation for the girl child, its share in the total outlay for all children is not that encouraging. The share has been fluctuating since 2007–2008, when 23.2 per cent of total BfC were allotted to girl specific schemes. This fell to 20.4 per cent in 2009–2010, but rose to 23.5 per cent in 2011–2012.

TABLE 6.1    Outlays and Expenditure on Girl Child (in ₹ crore)			
Year	BE	RE	AE
2007–2008	2484.6908	2651.6351	2037.9942
2008–2009	3445.8662	3589.6612	2615.3039
2009–2010	3551.6142	3534.8966	2869.9301
2010–2011	4116.4245	4827.3527	NA
2011–2012	5836.7279	NA	NA
Average	3588.048	3337.825	2330.4189

On an average, 21.9 per cent of total BfC was for girl children between 2007–2008 and 2011–2012.

**Thus, of every ₹ 100 allocated for children in AP's BfC ₹ 22 was for girls.** Considering that girls comprise 48 per cent of total the child populations, this share is grossly inadequate.

A detailed analysis of the sectoral outlays and expenditures for girls shows that within the total budget for the girl child, education gets top priority. Development and protection for girl children receive the least allocations. Out of the total resources earmarked for girl children, on an average 97.6 per cent went to education, 1.1 per cent was meant for development and 1.3 per cent for protection.

**Of every ₹100 allocated for children in AP's BfC ₹22 was for girls in Andhra Pradesh**

Education for girl children received an average 27 per cent of the education budget in BfC and protection got 38 per cent of the total amount for child protection in BfC between 2007–2008 to 2011–2012. Development of girls got only 3.1 per cent per year on an average of the total development budget in BfC in this period (**Table 6. 2**).

**TABLE 6.2** || BfC vis. a vis. Budget for Girl Child, Sector- Wise (in ₹ crore)

Year	Education Budget	Education for Girl Child	% allocation for girl child in total Education Budget	Child Protection Budget	Protection for Girl Child	% allocation for girl child in Child Protection Budget	Child Development Budget	Development for Girl Child	% allocation for girl child in Child Development Budget
2007–2008	8952.52	2413.71	27.0	96.52	50.50	52.3	1535	20.48	1.3
2008–2009	12775.49	3381.64	26.5	107.56	36.65	34.1	2917.8	27.58	0.9
2009–2010	12344.56	3489.54	28.3	113.85	36.00	31.6	4797.18	26.08	0.5
2010–2011	14698.08	4016.64	27.3	166.69	60.65	36.4	4630.48	39.13	0.8
2011–2012	20087.95	5641.65	28.1	169.69	62.75	37.0	4221.75	132.33	3.1

Source: Detailed Demands for Grants of the Education Department, Department of Social Welfare, Department of Tribal Welfare, Department of BC Welfare, Department of Women, Children and Disabled Welfare

The education budget got enhanced due to the launching of 14 new schemes/programmes by the Education, Social, Tribal Welfare department, beside higher allocations in existing schemes. However, no separate girl-child specific schemes/programmes were launched, except in 2011–2012, where ₹250 lakh was provided under the new scheme “Construction of Restrooms for girls in High Schools.”

**TABLE 6.3** || Allocations on Education of Girls (in ₹ crore)

Year	Allocation(BE) on schemes accruing 100% for Girls' Education	Allocation(BE) on schemes accruing at least 30% for Girls' Education	Total Allocation for Girls' Education
2007–2008	99.54	2314.17	2413.71
2008–2009	115.88	3265.76	3381.64
2009–2010	138.82	3350.72	3489.54
2010–2011	107.72	3908.93	4016.64
2011–2012	168.68	5472.97	5641.65
Average	126.13	3662.51	3788.64

Computation of the total education budget for the girl child is based on the allocations by the GoAP on 100 per cent girl-child specific schemes. Schemes/ programmes that allocate at least 30 per cent for girl have also been included. This estimate is based on the enrolment figure of girls which is about 50 per cent of total enrolment. Therefore, allocations in Part A are entirely accruing to girl children whereas those of Part B are not exclusively for girl children, although it includes them. An average of only ₹126.13 crore was earmarked by the government of AP for promoting education for girl children exclusively (**Table 6.3**). As this table shows, the allocation accruing only to the girl child showed a meagre increase of ₹69 crore between 2007–2008 to 2011–2012, at current prices. However, an average outlay of ₹3662.51 crore was provided for girls in schemes designed to cater both boys and girls.

**Per capita expenditure on education for a Girl Child:** Assuming the population of girl children upto 18 years to be 1.68 crore in 2011, the per capita expenditure by the GoAP for the education of the girl child was ₹ 2242 (see **Table 6.4**).

**TABLE 6.4** || Per Capita Expenditure on Education for a Girl Child (in ₹ crore)

Girl children in 0-18 years age group*	1.69
States spending on Education for girl child (average of 2007–2008 to 2011–2012)	₹ 3788.64
Per capita annual average expenditure for education of a girl child during 2007–2008 to 2011–2012	₹ 2242

\* in the absence of year wise population data for 0-18 years and non availability of age wise population data from Census 2011, the girl child population was calculated from the Census 2011 total population (female), assuming 40 per cent of the total female population (all ages) comprise girls aged 0-18 years.

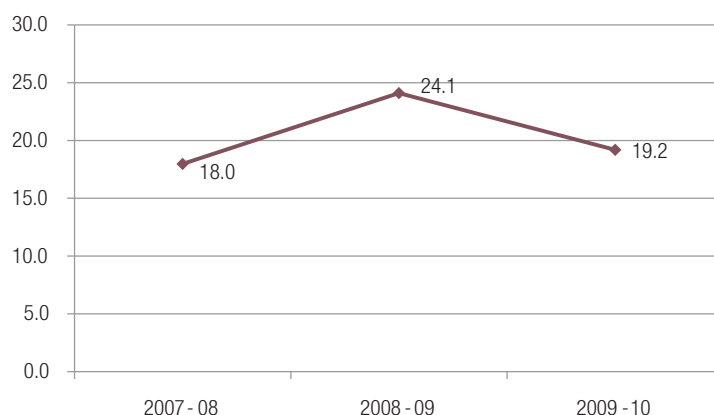
Considering huge out of pocket expenses incurred by an average parent on their children's education at the secondary level, mostly on the school uniforms, stationary, books and transport, the average per capita state expenditure is too little. According to the NSS estimates, 2008–2009, out-of-pocket expenditure by average Indian parents was ₹1243 at the elementary stage and ₹2597 in the secondary stage in government schools and obviously more in private schools. Moreover, a large sum is spent on private tuitions for children attending both government and private schools.

Despite the high sexual exploitation of girl children in AP, specific schemes for protection of girl children are not prioritised by the government. Aggregate outlay for protection increased only by ₹ 12.25 crore between 2007–2008 and 2011–2012. However, the development sector's allocation rose from ₹39.13 crore in 2010–2011 to ₹132.33 crore the next year. This was because of the new “Rajiv Gandhi Scheme for Empowerment of Adolescent girls (SABLA)”<sup>19</sup> launched in 2011–2012 with an allocation ₹124.90 crore. However, considering that almost half of the child population under 18 are girls need requiring increased fund allocations for development, this rise seems too little.

19 “SABALA” is a 100% Centrally-sponsored scheme aims at empowering adolescent girls of 11-18 years by improvement in their nutritional and health status and upgrading various skills like home skills, life skills and vocational skills. An integrated package of services for adolescent girls is envisaged to provide i) Nutrition provision @ ₹ 5 Per beneficiary –per day for 300 days in a year; ii) IFA supplementation ; iii) Health check-up and Referral Services; iv) Nutrition and Health Education NHE; v) Counseling/Guidance on family welfare, ARSH, child care practices and home management. Vi) Life Skill Education and accessing public services; vii) Vocational training for girls aged 16 and above under National Skill Development Programme (NSDP).

## Underutilisation of Outlays for the Girl Child: An Area of Concern

Budgetary increases do not necessarily lead to better development outcomes if the funds are not spent on time. Under-utilisation of allocated funds in schemes for girl children, measured by the gaps between the BE and AE every year is a cause for concern. On an average, ₹652.98 crore (that is, 20.42 per cent) of total budget for the girl child (including girl-specific sector viz, education, development and protection) was left unspent every year during 2007–2008 to 2009–2010 (**Table 6.5** and **Figure 6.1**).



**FIGURE 6.1** || Under-utilisation of total Budget for Girl Child from 2007–2008 to 2011–2012 (in per cent)

A detailed analysis of the sectors shows that an average of 18.4 per cent of allocations for girl's education remained unspent during 2007–2008 to 2011–2012. Education schemes (by school, higher education department) with major under spending, include “Kasturba Gandhi Balika Vidyalaya”, “Provision of Incentives for Enhancement of SCs/STs Girl Child enroll in High Schools”, “Information and Communication Technology in 5000 Schools”, “Integrated Education for Disabled”, Mid Day Meal Primary, Upper-primary”, “Mid day Meal in High Schools”, “Modernisation of Madarsa”, and “Scholarship Programme.”

Under-utilisation in the development sector has been erratic, as evident from **Table 4**. One important development scheme, “Balika Samridhi Yojana” showed 100 per cent under-spending of allocated funds every year for five years while 54 per cent funds remained under-utilised in the “National Programme for Adolescent Girls” during 2007–2008 to 2009–2010.

**Table 6.5** || Sector wise Budget Outlays and Expenditures for Girl Child (in ₹ crore)

Year	Total Budget for Girl Child		Education for Girl Child		Protection for Girl Child		Development for Girl Child	
	BE	AE	BE	AE			BE	AE
2007–2008	2484.69	2037.99 (-18.0)	2413.71	1979.48 (-18.0)	50.50	49.50 (-2.0)	20.48	9.01 (-56.0)
2008–2009	3445.87	2615.30 (-24.1)	3381.64	2552.48 (-24.5)	36.65	52.91 (+44.4)	27.58	9.91 (-64.1)
2009–2010	3551.61	2869.93 (-19.2)	3489.54	2798.94 (-19.8)	36.00	60.41 (-67.8)	26.08	10.58 (-59.4)

Note: Figures in parenthesis show percentage of amount unspent (overspent if positive) Source : Budget Estimates 2007–2008 to 2011–2012

In a departure from the norm, the protection sector showed over spending in 2008–2009 and 2009–2010. On an average, under spending in protection and development sectors was 50.7 per cent and 63.6 per cent respectively during 2007–2008 to 2009–2010. About 69 per cent of outlays on “Schemes for setting up Women’s Training centers/ Institution for Rehabilitation of Women-in-distress” was unspent during 2007–2008 to 2009–2010.

**TABLE 6.6** || New Schemes Launched Since 2007–2008 Towards Education for Girl Children

Sl no	Department	Name of the Scheme/Programme	Year of launching
1	Department of School Education	Information and Communication Technology in 5000 Schools	2007–2008
2		MDM in High school	2008–2009
3		Information & Communication Technology(ICT) - Secondary edu	2010–2011
4		S.U.C.C.E.S.S Scheme	2008–2009
5		Rashtriya Madhyamik Shiksha Abhiyan (RMSA)	2010–2011
6		Setting up of Model schools	2010–2011
7		Construction of Restrooms for girls in High Schools	2011–2012
8	Department of Higher Education	Computer Education Programme(CEP) under Information & Communication Technology(ICT)- Intermediate Edu	2011–2012
9	Dept of Social Welfare	Tuition Fee for SC students	2010–2011
10	Dept of Tribal Welfare	Residential Schools for Tribal Girls in RIAD areas	2007–2008
11		Residential Schools for Junior Colleges for Girls in RIAD areas	2007–2008
12		Upgradation of Merit Students of Yanadi	2010–2011
13		Tuition Fees for Tribals	2010–2011
14	Dept of BC Welfare	Reimbursement of Tuition Fees to the Children of BC classes	2007–2008

**TABLE 6.7** || State Govt. Interventions Focusing on Girl Child

Department	Sectors	Schemes/Programmes	Allocation (BE in ₹ lakh) (Average of 2007–2008 to 2011–2012)
Department of School, Education	Education	Part A: Schemes with 100% allocation for Girl Child	
		NEPGEL	3866.56
		KGBV	7586.17
		Provision of Incentives for Enhancement of SCs/STs Girl Child enrol in High Schools	165.00
		Construction of Restrooms for girls in High Schools	50.00
Department of Tribal Welfare		Residential Schools for Tribal Girls in RIAD areas	335
		Residential Schools for Junior Colleges for Girls in RIAD areas	610
		Part B: Schemes with at least 30% allocation for Girl Child	
Department of School, Higher, Technical Education		Assistance to govt, non-govt, local bodies Primary Schools	119996.27
		Sarva Siksha Abhiyan	14169.91
		ICT in 5000 schools – Elementary Education	2361.38
		Integrated Education for Disabled Children	117.03
		MDM in PS and UPS	15783.57
		MDM in High school	6473.93

		Modernisation of Madarsa Education	61.80
		Information & Communication Technology (ICT) - Secondary education	999.88
		Assistance to Government, non-government, local bodies secondary schools & Institutions	88913.18
		S.U.C.C.E.S.S Scheme	6000
		Rashtriya Madhyamik Shiksha Abhiyan (RMSA)	2700
		Setting up of Model schools	1530
		Assistance to government, non-government Junior colleges & Institutions	16471.50
		Computer Education Programme(CEP) under Information & Communication Technology(ICT)- Intermediate Education	113.76
		Scholarship Programme	102.66
Department of Social Welfare		Post Matriculation Scholarship for SC students	13590.84
		Tuition Fee for SC students	5548.44
		Government Hostels for SC students	11585.97
		Merit Upgradation Awards to SC Students	41.80
		Government Residential Centralised Schools for SC students	7800.51
Department of Tribal Welfare		Educational Institutes for tribals	10608.70
		Upgradation of Merit Students of Yanadi	0
		Tuition Fee - Scholarship and stipend	1344.90
		Post Matriculation Scholarship for tribal students	2889.72
		Pre- Matric Scholarship for tribals	453.60
		Residential Schools for Tribals	1182.73
Department of BC Welfare		Post Matriculation Scholarship for BC students	11602.80
		Government Hostels for BC students	7579.23
		Reimbursement of Tuition Fees to the Children of BC classes	15330
		Pre- Matric Scholarship for BC Students	897
<b>State's Allocation on Education (Average of 2007–2008 to 2011–2012)</b>			<b>378863.84</b>
Department of Women Development, Child Welfare & Disabled Welfare	Development	Balika Samridhi Yojana	549.60
		Swayam Sidda	0
		Kishore Shakti Yojana	633.52
		National Programme for Adolescent Girls (NPAG)	1230.40
		Rajiv Gandhi Scheme for Empowerment of Adolescent girls (SABLA)	2498.19
<b>State's Allocation on Development (Average of 2007–2008 to 2011–2012)</b>			<b>4930.93</b>
Department of Women Development, Child Welfare & Disabled Welfare	Protection	Schemes for setting up Women's Training centers/ Institution for Rehabilitation of Women-in-distress-GIA-CSS	45.50
		Financial asst to women and girl victim affected by cognisable offences under C.R.P.C - Grant In Aid, NSP	52
		Girl child protection scheme	4833.42
<b>State's Allocation on Protection (Average of 2007–2008 to 2011–2012)</b>			<b>4911.71</b>
<b>TOTAL</b>			<b>388706.48</b>



# **PART 2**

**Study on implementation of ICPS  
and JJ System in the state of  
Andhra Pradesh**





# TRACKING THE BUDGET- INTEGRATED CHILD PROTECTION SCHEME

In 2006, the central government, for the first time, officially recognised that its approach to child protection had so far been limited. It had been designed to address largely those children who had already missed the protective net and fallen into difficult circumstances. It also recognised that the coverage fell short of reaching the most vulnerable because the interventions through the existing schemes did not cover all the categories of children in difficult circumstances.<sup>20</sup>

Further, the government recognised the need for building on a comprehensive understanding of children's right to protection wherein it was important to adopt both a preventive and a protective approach to child protection.<sup>21</sup>

The union Ministry of Women and Child Development, also recognised that “Scarcely any allocations have been made for child protection since independence, a reflection of the low priority this sector has received in government's own planning and implementation resulting in scant state interventions towards child protection.”<sup>22</sup>

In view of this expanded understanding of child protection and need for better resourcing of this sector, the union Ministry of Women and Child Development designed a comprehensive Integrated Child Protection Scheme (ICPS) which was included in the Eleventh Five Year Plan.

Given the pioneering nature of this scheme it was felt that it was important to study the budgeting and implementation of this scheme in detail as part of our budgeting for children study in the states.

20 Ministry Of Women And Child Development, Government Of India. India: Building A Protective Environment For Children. 22 July 2006. P 8-9

21 Ibid

22 National Institute of Public Cooperation and Child Development. The Integrated Child Protection Scheme. A Centrally Sponsored Scheme of Government-Civil Society Partnership. For Circulation in Orientation Workshop on ICPS for NIPCCD Faculty, MWCD Staff, CARA&CIF Functionaries Concerned with Child Protection Issues form 1-2 August 2007 p5

## About ICPS

The Integrated Child Protection Scheme (ICPS) is a comprehensive scheme aimed at creating a system based on the cardinal principles of “protection of child rights” and “best interests of the child”, developed as part of the Eleventh Five Year plan.

ICPS is a centrally sponsored scheme with contributions from both the state and the centre. The scheme is to be implemented at the state, district, block and even the panchayat levels.

Through the ICPS, the government of India aims to lay the foundation for creating a strong protective environment for children in difficult circumstances. This is sought to be done by bringing all existing child protection programmes under one umbrella as well as initiating new interventions. The scheme envisages strengthening existing service delivery mechanisms, enhancing capacity of service providers, ensuring effective partnerships/allowances at all levels and establishing linkages with other bodies/institutions at state and national levels, strengthening awareness and advocacy, ensuring effective monitoring and evaluation of programme implementation and strengthening institutional/non-institutional services.

It focuses on children in need of care and protection and children in conflict and contact with the law through the improvements in the well-being of children in difficult circumstances and reduction of vulnerabilities to situations and actions that lead to abuse, neglect, exploitation, abandonment and separation of children. A key aspect of the ICPS is the setting up of the juvenile justice system (JJS) and its implementation.

The thrust of ICPS is a departure from previous approaches in which schemes were designed to address needs of children once they fell out of the protective net – i.e became trafficked children, reached the streets or became child labourers. Instead it aims at creating a protective environment for children so that lesser and lesser children fall into distress and vulnerability through focusing on:

- i. Improved access to and higher quality of child protection services;
- ii. Raised public awareness about the reality of child rights, situation and protection in India;
- iii. Clearly articulated responsibilities and enforced accountability for child protection;
- iv. Established and functioning structures at all government levels for delivery of statutory and support services to children in difficult circumstances;
- v. Introduced and operational evidence based monitoring and evaluation.

Initially, an attempt was made to track the flow of financial resources for the ICPS at every level. However, it was found that although AP had signed a Memorandum of Association (MOU) with the Centre for the implementation of the ICPS, its implementation was at a very nascent stage. Hence it was decided to concentrate on the implementation of the Juvenile Justice System (JJS), which is a part of the ICPS.

### Specific objectives of ICPS

- To institutionalise essential services and strengthen structures
- To enhance capacities at all levels
- To create database and knowledge base for child protection services
- To strengthen child protection at family and community level
- To ensure appropriate inter-sectoral response at all levels
- To raise public awareness

## Methodology of Study

The main objective of the study was to track the fund flow for ICPS and its implementation- such as the signing of the MoU with GoI; status of formation of bodies and their composition; recruitment and training of staff; situation of infrastructure, financial allocation and the process of fund transfer for effective implementation.

As one of the most important components of this scheme is the implementation of the juvenile justice system, this study has also concentrated on the implementation of the Juvenile Justice (Care and Protection) Act 2000 (JJAct).

Child Line is an integral service for the successful implementation of ICPS. Its functioning too has been examined as part of this study.

### Sample location

AP is divided into 23 districts in three regions - nine in Coastal Andhra, 10 in Telangana and four in Rayalaseema. A sample of three districts was chosen for the study:

- The capital Hyderabad
- One rural district : Warangal
- One urban district : Rangareddy

Warangal district was specifically chosen because of its i) second highest tribal population; ii) lowest child sex ratio (0-6 years) - 912 and iii) poor literacy rate- 66.16 per cent compared to other districts.<sup>23</sup>

23 Census of India 2011-Provisional population totals, Andhra Pradesh

<b>TABLE B.1</b>    Overview of Rangareddy, Hyderabad and Warangal Districts				
SI No	Indicator	Rangareddy	Hyderabad	Warangal
1	No. of Mandals	37	16	51
2	No. of GPs		...	1014
3	No of Villages	923	...	1098
4	Literacy rate	78.05	80.96	66.16
5	Population	52.96 lakh	40.10 lakh	35.23 lakh
6	0-6 Population	5.95 lakh	4.20 lakh	3.24 lakh
7	Projected Child Population (6-15)	6.92 lakh	7.41 lakh	6.29 lakh
8	Projected SC population(6-15)	1.01 lakh	0.59 lakh	1.07 lakh
9	Projected ST population(6-15)	28,263	6,686	88,572
10	Sex Ratio	955	943	994
11	Child Sex Ratio (0-6)	947	938	912
12	Number of schools	4780	2999	4850
13	In school children (6-14 years)	9.50 lakh	7.18 lakh	6.11 lakh
14	Out of School *	52,508	36,280	54,154
<i>Notes: *includes children enrolled in class I who did not reach class X in 2010</i> <i>Source: District websites; DSE statistics 2010–2011, Census 2011</i>				

For studying the implementation of the JJS in each district, at least one institution of each type existing in the district was selected. These were:

- Child Welfare Committee (CWC) –Hyderabad, Rangareddy and Warangal districts
- Juvenile Justice Board (JJB) – Hyderabad, Rangareddy and Warangal districts
- Government Children Home run by JJ department, GoAP –
  - Children Home for Boys, Saidabad, Hyderabad district
  - Children Home for Girls, Nimboliadda, Hyderabad district
- Government Observation Home –
  - Government Observation Home for Boys, Warangal district
  - Government Observation Home for Boys at Chanchalguda, Hyderabad district
- Government Special Home –
  - Government Special Home for Boys, Saidabad, Hyderabad district
  - Government Home for Girls, Nimboliadda, Hyderabad district
- Special Juvenile Police Unit (SJPU) - Hyderabad, Rangareddy and Warangal district
- Child Line<sup>24</sup>- Hyderabad and Warangal district

24 Child Line service for Warangal district s started very recently and could not be covered during the field visit to the district.

## Method of data collection and study period

Both qualitative and quantitative data on the JJS and ICPS were collected. To assess the status of the newly launched ICPS, several officials at state and district levels including the CEO of APSPEWC,<sup>25</sup> Assistant Director-WCD department, Members of Planning, Monitoring & Evaluation Cell-WCD Dept, state officials of District WCD dept of sample districts, Members of State Child Protection Unit (SCPU), Members of SARA, Members of State Project Support Unit (SPSU) and Members of District Child Protection Unit (DCPU)-Rangareddy district were interviewed individually and in groups

Primary data was collected was on the existing JJS in the three districts. This was done through visits and interviews of concerned persons. Interventions by the CWC, JJB, SJPU and Child Line were assessed through individual interviews of with official representatives' at government run homes, CWC/JJB members, police personnel including Superintendent of Police, Line member/s, NGO and network representatives, and members of the judiciary involved in the implementation of JJS.

## Sources of Financial Data

The item-wise sanctioned budgets for government homes and funds for various components of ICPS have been collected, where available, for the period 2007–2008 to 2011–2012. The following sources have been used:

- Intervention- wise budget sanctioned under the ICPS has been collected from the CEO, AP Society for Protection and Empowerment of Women and Children; WCD department, GoAP.
- Proposed budget for District Child Protection Society (DCPS) was received from the District WCD, Warangal District and Office of the Project Director, Rangareddy district WCD department, GoAP
- Item-wise budget sanctioned and expenditure data for government run homes (Children home, Observation home and Special home) was collected from the Superintendents of each home selected for the study.

## Time

The data for this study was collected between April and June 2011. Hence by the time that this report is released some of the implementation situation may have progressed or changed. However, the overall trends remain the same.

## Constraints and limitations

The major hindrance in carrying out the study has been the lack of transparency and inadequacy of budgetary data maintained at various levels.

25 A.P.Society for Protection and Empowerment of Women and Children is an apex society instituted in AP vide G.O.Ms No.22, Dated 31-08-2009 to function through the SCPU and the DCPUs to implement the ICPS effectively in the state in order to promote and protect child rights.

It was cumbersome getting the consolidated budgets sanctioned for all 21 Homes run by the JJD, GoAP. Even after numerous visits and requests to the concerned officials, component-wise budgets sanctioned for the homes could not be obtained. There could be various reasons for this, such as, inability to compile the data systematically, maintaining proper databases or the unwillingness of the department to share information with public. Whatever might be the case, this contravenes the 'Right to Information Act' that asserts that information on supply and use of public resources must be available for citizens at the local level for easy monitoring.

#### **The Target Groups for ICPS:**

- Juvenile in conflict with law is one who is alleged to have committed an offence.
- Child in contact with law is one who has come in contact with the law either as victim or as a witness or due to any other circumstance.
- Child in need of care and protection (as defined in the JJ Act )
- Any other vulnerable child (including but not limited to): Children of migrant families, children of socially marginalised groups, exploited/trafficked children, children of prisoners/ women in prostitution and children affected / infected with HIV/AIDS.

## **An Overview of Integrated Child Protection Scheme (ICPS) in India and AP**

### **Administrative Structure/Support set ups**

In order to ensure the objectives and approaches of ICPS are met, the scheme also calls for the establishment of new bodies within a service delivery structure. Under the component of Juvenile in conflict/ contact with law, the scheme supports setting up:

- State Child Protection Unit
- Observation Homes
- Special Homes
- Aftercare Homes
- Juvenile Justice Boards (JJBs)
- Special Juvenile Police Units (SPJU)

Similarly, under the component of children in need of care and protection, the scheme supports setting up:

- State Child Protection Unit
- Children's Homes
- Shelter Homes
- After-care Organisations



- Child Welfare Committees (CWCs)
- 24-hour Drop-in Shelters for Street Children
- CHILDLINE Service

To ensure effective service delivery at all level, ICPS has been planned to be implemented in a Mission Mode and accordingly set up Central, State, Regional and District bodies as fundamental units for its implementation. The administrative structure envisages in the ICPS at various level of operation is as under:

#### At the district level

- District Child Protection Society (DCPS)
- District Child Protection Committee (DCPC)
- Sponsorship and Foster Care Approval Committee (SFCAC)
- Block Level Child Protection Committee
- Village Level Child Protection Committee
- Child Welfare Committees (CWC) & Juvenile Justice Boards (JJBs)

#### At the state level

- State Child Protection Society (SCPS)
- State Adoption Resource Agency (SARA)
- State Child Protection Committee (SCPC)
- State Project Support Unit (SPSU)

#### At the regional level

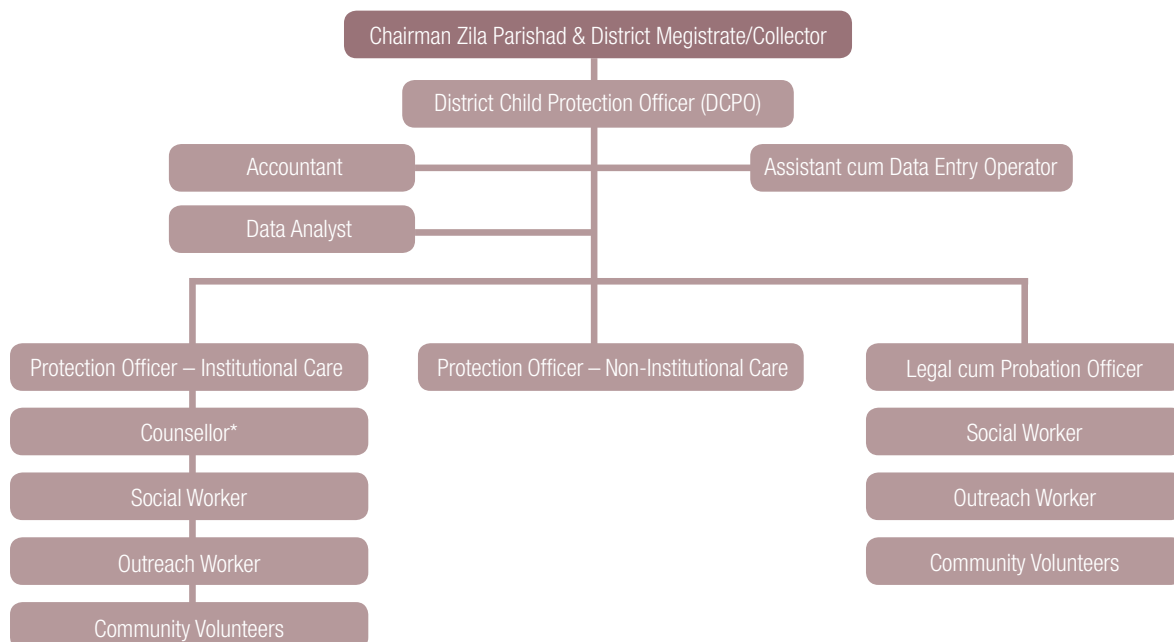
- Child Protection Division in the four Regional Centres of National Institute of Public Cooperation and Child Development (NIPCCD)
- Four Regional Centres of CHILDLINE India Foundation (CIF)

#### At the national level

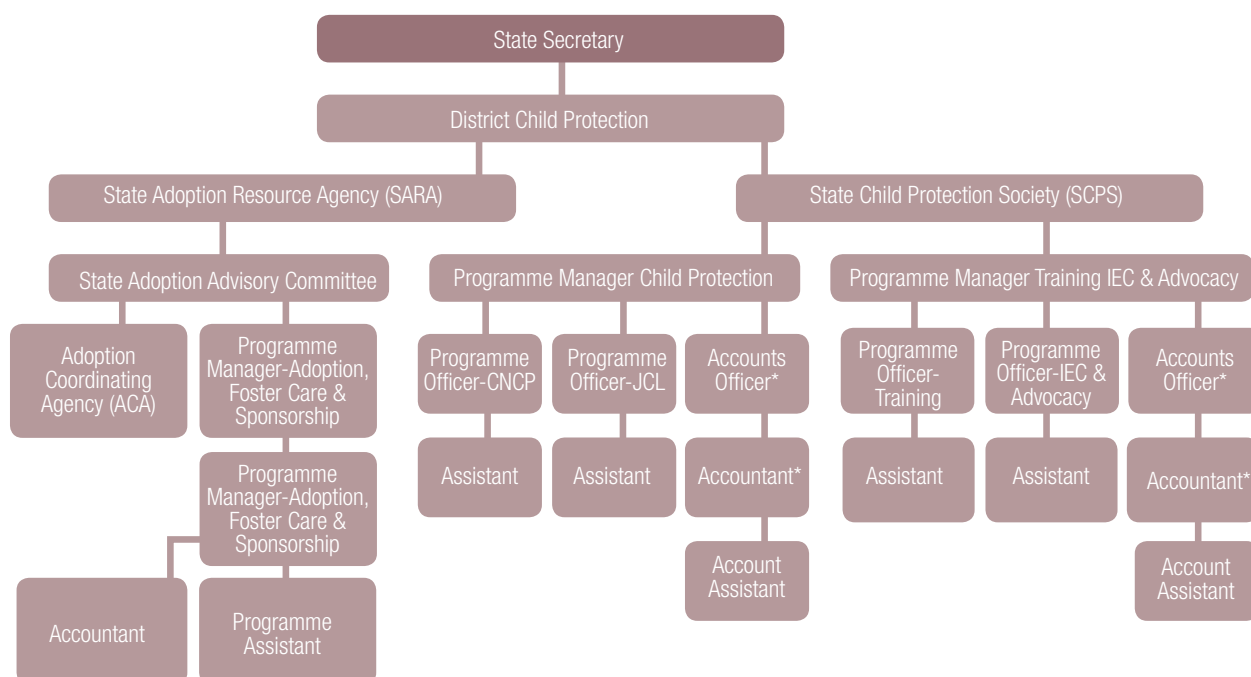
- Central Project Support Unit (CPSU)
- CHILDLINE India Foundation- Headquarters
- Child Protection Division in the National Institute of Public Cooperation and Child Development (NIPCCD)
- Central Adoption Resource Agency (CARA)

## Organisation Structure

**At State level:** ICPS envisages setting up of **SCPS** as the primary unit for implementation of the scheme smoothly. Structure of **SCPS** and **SARA** is as under:



**At District level:** ICPS envisages setting up of the **DCPS** as fundamental unit in every district to implement the scheme.



## Tracking the fund flow and implementation of ICPS

ICPS is a centrally sponsored scheme and will be implemented through the State/UT with funding from the Central Government whereas State/UT shall in turn provide grant-in-aid to voluntary organisations under the different components.

The fund sharing patterns for different support set ups are as under:

- SCPU: 100 per cent Central grant
- SCPS, SARA & DCPS: State- Centre share is 25:75
- *Construction, upgradation and maintenance grant for government run home: State -Centre share is 25:75*
- *Construction, upgradation and maintenance grant for NGO run home: State Centre-NGO share is 15:75:10*
- Open shelter, Sponsorships, Foster care and After care: Central-NGO share is 90:10
- ACAs and SAAs by Government : State-centre share is 25:75
- ACAs and SAAs by NGO: Centre-NGO share is 90:10
- Statutory support services (CWC, JJB): State-centre share is 65:35
- Other activities(training and awareness building: State-centre share is 25:75

### State Society:

- i. State Steering Committee, headed by the Minister for Finance Planning and Legislative Affairs as Chairperson
- ii. General Body, headed by principal secretary (senior most) as Chairperson
- iii. Executive Board, headed by Senior most Secretary among member Secretaries as Chairperson

## Integrated Child Protection Scheme in AP

In 2009–2010, the Principal Secretary of WD, CW & DW department, GoAP entered into a MOU with the GoI for ICPS and proposed to set up the support structures at state and district levels such as, SCPS, SCPU, SARA and DCPS.

Component wise GIA sanctioned for SCPS under ICPS during 2009–2010 and 2010–2011 are mentioned as under:

<b>TABLE B.2    Budget Allotted for ICPS (Central &amp; State's Share) in Andhra Pradesh (In ₹ lakh)</b>							
Sl. No.	Components	2009–2010			2010–2011		
		Central Share	State Share	TOTAL	Central Share	State Share	TOTAL
1	(A) Service Delivery Structure						
	i) SCPU	13.67	0.00	13.67	24.45	0.00	24.45
	ii) DCPU	179.66	59.89	239.55	183.78	61.26	245.04
	iii) SCPS	21.01	7.00	28.01	54.17	14.05	68.22
	iv) SARA	5.52	1.84	7.36	9.23	3.08	12.31
2	(B) Care, Support & Rehabilitation Services:						
	17 Urban Shelters for street children in 12 districts	53.50	28.15	81.65	179.34	16.37	195.71
3	(C) Family based Non-Institutional Care						
	i) Sponsorship & Foster care fund in 23 dists	21.56	7.19	28.75	0.00	0.00	0.00
	ii) After care fund in 23 dist	4.31	1.44	5.75	0.00	0.00	0.00
	iii) Adoption Coordinating Agencies (ACAs)	3.15	0.00	3.15	4.44	1.48	5.92
	iv) Existing SAA in 10 dists	49.20	0.00	49.20	55.13	18.37	73.50
	v) New SAAs in 13 dists	16.15	0.00	16.15	64.36	21.45	85.81
4	D) Institutional Services						
	Maintenance grants and other Grant-in Aid for Existing Homes	87.24	79.24	166.48	553.50	214.40	767.90
5	(E) Statutory Support Services						0.00
	i) CWC in 23 Districts excluding Construction Cost	25.92	48.14	74.06	32.79	60.88	93.67
	ii) JJB in 23 Districts excluding Construction Cost	21.09	39.17	60.26	28.74	53.38	82.12
6	(F) Other Activities						
	i) Training, capacity building	1.50	0.00	1.50	0.00	0.00	0.00
	ii) Advocacy, Public education and Education	1.00	0.00	1.00	0.00	0.00	0.00
	iii) Situation Analysis and mapping of district, preparation of Annual District Plans, Resource mapping, Preparation of Resource director, Child trafficking etc	0.00	0.00	0.00	0.00	0.00	0.00
	<b>Grand Total</b>	<b>504.48</b>	<b>272.06</b>	<b>776.54</b>	<b>1189.93</b>	<b>464.72</b>	<b>1654.65</b>
<i>Source: AP Society for Protection &amp; Empowerment of Women &amp; Children (A.P.S.P.E.W.C), WD,CW,DW Department, GoAP</i>							

As envisaged, ICPS has to be implemented through the state governments with financial assistance provided by the GoI in two installments to the State Child Protection Societies of respective states.

In AP a separate bank account is maintained for A.P Society for Protection & Empowerment of Women & Children (A.P.S.P.E.W.C) in the Indian Bank, Hyderabad. The Ministry of Women and Child Development and the GoAP transfers their share of head-wise/component wise funds directly to the bank account maintained for the Society. The State Society (APSPEWC) in turn transfers head wise grant-in-aids to the District Child Protection Societies (DCPS) in the bank account maintained in the name of district societies of respected districts. Under the care, support and rehabilitation services of ICPS budget, voluntary organisations/fit institutions registered under the Act are provided grant-in-aid in the name of the respective NGOs running shelter homes for street children.

At the time of study the ICPS had just started in the states and it began with the setting up of institutions to implement the scheme.

## State Level

AP was the first Indian state to set up a Society for Protection & Empowerment of Women & Children (APSPEWC) in 2010, headed by the CEO who is the Commissioner, Women Development and Child Welfare, GoAP as a registered society under the AP Registration of Societies Act 2001. It is meant to serve as the State Child Protection Society (SCPS) as envisaged in the scheme to implement ICPS.

The SCPS is supported by the Planning, Monitoring & Evaluation Cell (P, M & E Cell), also known as State Project Support Unit (SPSU). The SPSU is headed by the Secretary Women's Development, Child Welfare & Disabled Welfare Department, GoAP. It provides the required programme quality support, co-ordinate /liaise between the Central Project Support Unit, (CPSU) Ministry of Women Development & Child Welfare, GoI.

State Adoption Resource Agency was created in AP along with the launch of ICPS and is under the control of Principal Secretary, WD, CW & DW Department, GoAP. In the absence of proper guideline to withdraw the Adoption Coordinating Agency (ACA) that has been substituted by the SARA as envisaged in ICPS, the state is continuing functioning of SARA and ACA under the control of Principal Secretary.

While several of the staff had been appointed in the different bodies constituted there were still some vacancies to be filled at the time of the present study.

## At District Level

The District Child Protection Society (DCPS) have been constituted in every district in the month of June and July 2010 that are headed by Collector of respective district as Chairperson; District Superintendent of Police as Vice Chairperson; Project Directors/Head of the Departments of different Ministries, Representative of Child Welfare Committees, President of District Level Mahila Samakhya, NGO representatives and District Probationary Officers as members.

To implement the programme in the districts the District Child Protection Committee (DCPC) was set up informally with officials from various departments, viz. health, education and labour. However, the committee has not started functioning properly in the absence of District Child Protection Unit (DCPU) that is yet to be established in most of the districts.

### District level:

- District Steering Committee, in every district headed by the Minister in-charge as Chairman
- District Society, in every district, headed by the Collector of the District as Chairperson

**The Sponsorship and Foster Care Approval Committee (SFCAC) were yet to be** formed in any district hindering implementation of the Sponsorship and foster care programmes.

At the time of visit to the sample districts and also from the interviews with state officials, it was found that staff recruitment for DCPU had been completed in 12 districts including Rangareddy districts and recruitment in rest of the districts were in progress.

## Implementation status of Major Components/ services under ICPS

At the time of the visit the child protection teams appointed at the state and district level were being given an orientation about their roles and responsibilities and

A capacity building workshop was arranged by the department at the state level for officials from different departments. Also considering important role of police department to implement the ICPS and JJ system and the lack of awareness on JJ Act and child rights, the SCPS developed a training module for the Police where JJS and ICPS guidelines have been included.

### Specific activities by State Society (SCPS) since 2010

- Situational Analysis (District Child Protection Plan) with the district WCD in progress in 4 districts
- Media cell to collect newspaper reports from all districts to find out atrocities related to children and women
- Capacity building programme for CWC, JJB and SJPU
- Training to CWO of different districts where they are being designated
- Identified different NGOs working on child right issues and shared format of district child protection plan asking their cooperation in providing relevant data on CNCP, JCL
- In-house magazines distributed to the district units and AWCs in local language to provide information on newly launched ICPS

*As told by the SCPU team during individual/group interviews*

Since its launch in 2010, ICPS has not achieved anything major apart from some training and workshops organised by the department. DCPS are still in a stage of forming and staff is yet to be recruited in most of the district. Ironically, none of the officials in ICPS state team are clear about their roles in implementing the scheme.

"The State Child Protection Unit (SCPU and the District Child Protection Units (DCPU) set up as part of the ICPS in 2010 and rolled out through the Women and Child Empowerment Society. Since then the state executive committee has met only once. The District Societies have not met so far. The staff appointed for the DCPU are all on short term contracts, including the head of the Unit, the District Child Protection Officer (DCPO) and report to the Project Director (PD)—Integrated Child Development Scheme, who is responsible for disbursement of funds. Being contract employees, the staff of DCPOs, who are the nodal persons for implementing the project in the District, do not enjoy the respect and acceptance of permanent government official. This also means they do not wield the necessary 'authority', within the bureaucracy to implement the programme. This is reflected in the treatment meted out to them by the PD who often assigns them work which is mostly clerical in nature and questions actions and decisions taken by them. In effect, the DCPO lacks operational freedom.

*Isidore Phillips, Director Divya Disha and CWC Chairperson*

## CHILDLINE

One of the main components of the ICPS is the 24/7 Toll Free Emergency helpline for children- 'CHILDLINE' [1098]

In AP, 8 Childline services are operational in Tirupati, Anantapur, East Godavari, Vijaywada, Vishakhapatnam, Srikakulam, Warangal and Hyderabad. Establishing the service in Adilabad district was in progress at the time of the study.

Among the selected districts, only Hyderabad was found to be rendering Child Line services since the beginning whereas Warangal was included very recently to start the service. Hence, it was not possible to get any information on activities carried out in Child Line, Warangal.

The visit to nodal office of Child Line<sup>26</sup> in Hyderabad situated at DCP office proved to be a futile exercise and the staff refused to answer any queries. Therefore, to gather information on activities of Child Line, Hyderabad, the team met the official of collaborative organisation,<sup>27</sup> Divya Disha, that is functioning as the Collaborator since 2000.

### CHILDLINE, Hyderabad (Urban Model)

- Nodal Agency: Centre for Social Initiative & Management(CSIM)
- Collaborating organisation: Divya Disha
- Support organisation: Confederation of Voluntary Association(COVA)

### CHILDLINE, Warangal (Rural Model)

- Nodal agency: Pragathi Seva Samiti
- Collaborating organisation: Modern Architects for Rural India (MARI)
- District Sub centres: Taruni and FMM-SSS

To create a protective environment for children, ICPS has envisaged expansion of Child Line services and accordingly in AP, some more centres were planned to be established.

As envisaged, the urban model of the Child Line programme should have a City Advisory Board in place with 1 Nodal Organisation, 1 Collaborative Organisation and a Support Organisation. The rural model of the programme, on the other hand, shall comprise of the District Level Advisory Board (DAB), 1 Nodal Organisation, 1 Collaborative Organisation and 6 District Sub-Centres.

26 The Nodal organisations have the overall responsibility for providing the protective environment for the children and in this regard monitor closely the functioning of Child Line partner organisation. The Nodal organisation collects reports from Collaborative organisation and Support Organisation/Sub centers and report to the CIF. The Nodal organisation is also responsible for coordinating with SCPS, DCPS for arranging orientation programme with various government departments on child protection issues.

27 The collaborating organisation provides emergency services for children in need care and protection. They provide shelter, medical, intervention, emotional guidance and counseling, rescue, protection from abuse, exploitation and neglect. Child Line receives calls pertaining to sexual abuse, child labour, missing, lost and found, abandoned child. On receiving calls immediate actions are taken up step by step, such as taking background information, contacting the family, counseling both child and family, collecting documents like parent's identification or address proof, informing CWC and restoring based on CWC orders.

- It was revealed from the study that **District Advisory Boards** are not set up in AP to assess the functioning of Child Lines in respective districts although there are **City Advisory Boards** in the towns where Child Lines are functioning presently.
- Funds are disbursed from the ChildLine India Foundation (CIF), Mumbai to the organisations delivering services in AP, in the name collaborative, nodal and support organisations/district sub centres. For existing organisations delivering childline services, for example, at the time of the study, for CHILDLINE, Hyderabad, the funds sanctioned every year are consisted of recurring expenditure such as, salaries, administrative costs etc. On the other hand, funds for newly established services like CHILDLINE, Warangal district, consisted of both recurring and non-recurring expenditure towards establishment of the service.

<b>Table B.3    Funds Sanctioned to CHILDLINE Hyderabad &amp; Warrangal in 2010–2011</b>					
SI No	District	Organisations	Fund sanctioned for 2010–2011(₹)		
			Recurring	No-recurring	Total
1	CHILDLINE, Hyderabad	Nodal org	240000	...	240000
		Collaborative org	906000	...	906000
		Support org.	176000	...	176000
2	CHILDLINE, Warangal	Nodal org	240000	60000	300000
		Collaborative org	906000	65000	971000
		District sub center (each center)	288000	7500	295500

Source: Data from Respective organisations

## Juvenile Justice System

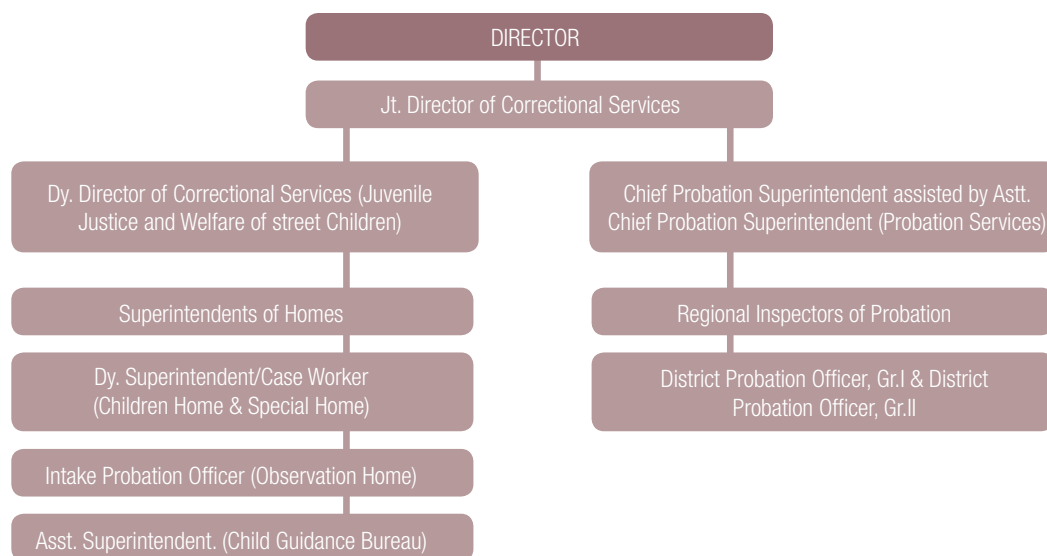
The Juvenile Justice (Care and Protection) Act 2000 is the legal response to the needs and rights of two categories of children upto the age of eighteen years: those who are in conflict with law (those children who have been found to commit some offence); and those ‘in need of care and protection’ (children from deprived and marginalised sections of society as well as those with different needs and vulnerabilities).

The GoAP has been very proactive and the State Rules to the JJ Act have been formulated twice-once after the Act was passed and again after it was amended in 2006–Andhra Pradesh Juvenile Justice (Care and Protection of Children) Rules 2003 via G.O.M.s No.21 WD. CW. & DW. (JJ) Dept., Dt.29.4.2003 and Andhra Pradesh Juvenile Justice (Care and Protection of Children), Rules 2009.

## State Organisation Structure

The Department of Juvenile Welfare, Correctional Services and Welfare of Street Children, GoAP is the nodal department for the setting up of the Juvenile Justice System and therefore all the infrastructure related to it.





Juvenile Justice Services are rendered by the state government to provide proper care, protection and treatment by catering to their development needs, and by adopting a child friendly approach in the adjudication and disposition of matters in the best interest of children and for their ultimate rehabilitation through various institutions established under this enactment.

Under this programme, the GoI and the GoAP share 50:50 of the expenditure on establishment of new Homes, construction and up-gradation of home buildings, staff salaries, maintenance, contingency and bedding grant of children.

## Setting up of JJB and CWC

The Department of Juvenile Welfare, Correctional Services and Welfare of Street Children is responsible for the setting up of the juvenile justice administration infrastructure, which includes the Juvenile Justice Boards (JJB), Child Welfare Committees (CWC), the Special Juvenile Police Units (SJPU) and the different types of homes such as the observation homes for children in conflict with law awaiting final order, special homes for children who have been sentenced by the JJBs, children's homes for children in need of care and protection and after care homes for children who have crossed the age of 18 years.

Juvenile Justice Boards (JJB) have to be set up in all the districts in the state. (Vide G.O.Ms.No.8, Juvenile Welfare, Correctional Services and Welfare of Street Children Department, dated 21-01-2011)

Child Welfare Committee (CWC) has to be constituted in all the districts in the state. (Vide G.O.Ms. No.9, Juvenile Welfare, and Correctional Services Welfare of Street Children Department, dated 19-01-2011)

Special Juvenile Police Units (SJPU) are to be and Child Welfare officers designated at all Police Stations in Andhra Pradesh) Government in G.O.Ms.No.5, Home (PS &C) department dated 5-1-2008.

**Probation Services:** The Probation of Offenders Act 1958 aims to reform first offenders and their rehabilitation. They are also designated as 'Probation Officers' for the purposes of JJA. The JJB is to be assisted by probation officers to conduct investigation, home studies and undertake follow-up action for children in conflict with law.<sup>28</sup>

**Schemes of Welfare of Street Children:** The Department monitors the Central Scheme of Welfare of Street Children being implemented in voluntary sector. The objectives of the scheme are to provide integrated community based non –institutional basic services for the care, protection and development of the street children facing destitution, neglect, abuse and exploitation. Under the scheme for the Welfare of Street Children, the GoI supports NGOs in running street children projects with 90 per cent of project cost in two installments and the remaining 10 per cent to be borne by the NGO. Voluntary organisations having 3 years of experience in the field are eligible for the assistance to the maximum extent of ₹15 lakhs per annum for 300 children. This department is responsible for processing the proposals of the NGOs for sanction of grant-in-aid, duly inspected by a team of departmental officers and reports submitted through the concerned District Collector.

### Some innovative Approaches carried out by JJ Department, GoAP

- *Scheme for counseling and guidance of children, parents and families in slum areas:* To collect data on children in need of care and protection; formulate action plans through community participation
- *Scheme to develop and maintain a database of children prone for abuse, neglect and trafficking:* orient community, evolve action programme for village level organisations to maintain database of children; conduct non-formal and bridge courses for dropout/out of school children; identify and maintain vigilance and curb the activities of child traffickers
- *Scheme for networking with NGOs* - To have effective rehabilitation and re-union of children with their families
- *Scheme to network with educational institutions and vocational training schools-* Assessment of educational and vocational training needs of institutionalised children; orientation of all the teachers and instructors on the JJ Act; Creation of Child Rights clubs in all those institutions under the direct supervision of head of the institution
- *Scheme to establish de-addiction centers at Children Homes, Hyderabad, Eluru, Kadapa and Vishakapatnam* with the assistance of Ministry of Social Justice and Empowerment in co-ordination with Medical and Health department in the State
- *Scheme to undertake awareness and treatment campaigns for HIV AIDS affected institutionalised children-* organise counseling, guidance and treatment on regular basis.
- *Scheme to organise District/State/National level sports and cultural meets for street kids and institutionalised children/juveniles:* Juveniles in Homes are given opportunity to participate in sports and games and cultural events at District/State/ National level at par with children in other schools/institutions.
- *Scheme to establish liaison services for rehabilitation of physically and mentally challenged institutionalised children.*
- *Scheme to support the activities undertaken by the co-management NGO partners in the institutions.*
- *Scheme to introduce regular yoga and meditation as an integral part of institutional services in all the Homes.*
- *Scheme to establish children committees to ensure participatory rights of children in the institutions.*
- *Scheme to provide services of panel doctors assisted by paramedical staff at all Observation Homes where there are no regular services of doctors available at present.*
- *Scheme to provide services of child psychologist in all Homes.*
- *Scheme to serve children who are found as victims of natural calamities and war, considering them as children in need of care and protection under the provisions of the Act, while closely associating with the district administration.*
- *Scheme to prevent child beggary and rehabilitation of child beggars in the State.*
- *Scheme to train children on Child Rights and coping skills.*
- *Scheme to establish children libraries in all the institutions.*

Source: Juvenile Welfare, Correctional Services & Welfare of Street Children Department, Govt of AP

28 At the time of study, 57 District Probation Officers (DPO), 8 Regional Inspectors of Probation, two at Hyderabad and one each at Warangal, Vijayawada, Visakhapatnam, Chittoor, Nellore and Ananthapur administer probation work in the State. District Probation Advisory Committees headed by District Collector takes up the Rehabilitation Schemes for the Probationers under supervision of DPO.

**Child Protection Team:** The Child Protection Teams were constituted on 27.6.2006 in many districts of AP to extend services to more number of children in need of care and protection. The team consists of Regional Inspector of Probation (Team Leader), DPO and Supervisors. Children taken charge by Child Protection Teams are to be produced before the concerned CWCs. The teams are to work in cooperation and coordination from local police, child line (1098) local reputed NGOs, Fit Institutions, Railways, APSRTC and Municipal authorities.

Under the JJS and guideline of implementing ICPS, the state government has to promote family based non-institutional care through sponsorship, foster care and adoption. The Sponsorship and Foster Care Fund (that is, ₹500 per child) is created by the ICPS within the District Child Protection Societies, for identified families and children at risk

**Child Guidance Bureau:** Child Guidance Bureau with two units in Hyderabad and Secunderabad started working in the state around 1960s to cater children in vagrancy, begging and school drop-outs. It functions a Day-Care Centre, where the (child) juvenile resides with parents and comes to the centre for guidance and the training which he is interested in. According to the Director, JJ Dept, GoAP, no separate grant has been sanctioned so far for these centers and departmental funds are pooled to run this service.

**After care programme:**<sup>29</sup> The DCPS in every district is vested with the responsibility to identify organisations to run the programme for these children for providing food, clothing, health care and shelter; age appropriate and need based education and vocational training. AP has only one After-Care home for girls running in the same premises as that for the Special-cum-observation and Children home for Girls at Nimboliadda, Hyderabad for girls in need of care and protection above 18 years who are released from different institutions. In effect four categories of institutions are being run from the same premises.

**Adoption:**<sup>30</sup> The State Adoption Resource Agency (SARA), the regulatory and licensing authority under the control of WCD department, was still in a nascent stage in AP, at the time of study with no separate set up and all personnel are recruited recently. With establishment of SARA, GoI instructed for the withdrawal the Adoption Coordinating Agency (ACA) but there is no guideline for that and thus both ACA and SARA are working together in Andhra.

AP is the first state to ban voluntary agencies from placing children in adoption after the 2001 scandal involving the procurement of babies, mostly female and belonging to vulnerable communities like the impoverished Lambadas, and their lucrative 'sale' (for \$15,000-50,000) to foreign parents.

Source: <http://www.hinduonnet.com/thehindu/>

29 As per the provision under JJ Act, 2000, the state should run the After Care Programme for children who have attained the age of 18 years and are without a family or for those who leave institutions.

30 Adoption is a process through which a child who is permanently separated from biological parents because her/his parents have died, or have abandoned or surrendered her/him, becomes a legitimate child of a new set of parent(s) referred to as adoptive parents with all the rights, privileges and responsibilities that are attached to this relationship.

## Child Care Institutions

The government runs institutions from which children may be adopted. There are 23 Shishugruhas, one in each district, under the control of WD, CW & DW Department, catering to orphan children, HIV and MR children of 0-6 years age group. Shishugruha is the district home with limited capacity for child in-take. Besides, there are 2 Shishuvihars, in Hyderabad and Chittoor districts, run by WD, CW & DW Department for adoption of 0-6 year children. Shishuvihars provide neonatal care and are linked to many hospitals, leading to many children being sent from the Shishugruhas that lack this facility. Shishuvihars have unlimited capacity of taking children and thus overcrowded.

“...functioning of State Orphanage homes is poor with no proper tracking system for children on where are they going after 6 years and how are they surviving...homes lack special services for differently-abled children, specially trained care taker and/or special educators for MR children...”

— Chairperson, CWC, Rangareddy district

Officials claim that the Department has taken need based innovation interventions from time to time to improve functioning at Shishuvihar and orphan homes. For example, the food menu is one of the interventions provided in Homes and the department has initiated to change/modify the menu including some more items according to children's needs. However, CWC teams in all selected districts talked about the poor functioning of state orphan homes.

There are total 21 Homes (including Children Homes, Observation Homes and Special-cum-Observation Homes) run by the JJ Department, GoAP. The Department of Women Development & Child Welfare runs 81 Children Homes for Girls, SCs and STs in all 23 districts of AP. Also 17 shelter homes for street children are being run in the State by NGOs recognised under the JJAct. In order to assess the functioning of government run homes catering to CNCP and JCL, we selected children, observation and special homes in selected districts.

**TABLE B.4** || Shortfall in Staff in the Homes

S. No.	Name of Home	Sanctioned Strength	Present Strength
Homes for Children in Need of Care and Protection			
1	Children Home for boys, Saidabad (Rangareddy dist)	150	97
2	Children Home for boys, Warangal district	100	55
3	Children Home for Girls, Hyderabad	...	87
Homes for Juveniles in Conflict with Law			
1	Observation Home for boys, Saidabad (Rangareddy dist)	150	31
2	Special Home for boys, Saidabad (Rangareddy dist)	300	10
3	Observation Home for boys, Warangal	50	14
4	Spl-cum Observation Home for girls, Nimboliadda, Hyderabad	100	10
As told by the Superintendant of various Homes visited			

## Fund for Statutory Support Services (CWC, JJB)

As envisaged, The ICPS provides two types of grants for setting up CWCs and JJBs viz, i) Construction and Maintenance Grant and ii) Maintenance Grant. Under the construction and maintenance grant, the scheme envisages to support state government in construction of a new accommodation for the CWCs; whereas under the maintenance grant support is provided for day to day functioning of the CWCs only.

Recurring and non-recurring funds for CWC and JJB of respective districts are disbursed through the district societies. Based on the budgetary data provided by the State Society, an attempt has been made below to chalk out the unit cost for running CWC/JJB in the state.

TABLE B.5    Funds for Statutory Services			
Statutory Support Services	Outlays (in ₹ lakh)		
	Central share	State share	Total
1. Child Welfare Committee			
Construction costs and other maintenance grants for new CWCs in 13 district	25.98	48.24	74.22
Maintenance grant for existing CWCs (excluding construction cost for rooms) in 10 districts	6.81	12.64	19.45
Total Grants Sanctioned for 23 CWCs	₹93.67		
Cost of running 1 CWC by Go AP	₹4.07		
Juvenile Justice Board			
Construction costs and other maintenance grants for new JJBs in 13 district	23.62	43.86	67.48
Maintenance grant for existing JJBs (excluding construction cost for rooms) in 10 districts	5.12	9.52	14.64
Total Grants Sanctioned for 23 JJBs	₹ 82.12		
Cost of running 1 JJB by Go AP	₹ 3.57		

As per our calculation, on one day's sitting expenditure on all CWC and JJB, considering they sit in full bench (that is, 5 members of CWC and 2 members of JJB excluding magistrate), would amount to ₹80,500 (based on the norm of ₹500 per member per sitting). Considering CWC in most of the districts in Andhra sits once in a week, sitting expenditure on all 23 CWCs would amount to ₹2,30,000 per month and ₹27,60,000 per year.

Similarly, sitting once in a week by the JJB, the expenditure for all 23 JJBs amounts to ₹92, 000 per month and ₹ 11, 04,000 per day.

## Fund to Provide Institutional Care to Children/Juveniles

As provided by the Juvenile Justice (Care and Protection of Children) Act 2000, ICPS supports in setting up and maintenance of Children's Homes, Observation Homes & Special Homes and Shelter Homes. The grant is of two types such as, i) Construction and Maintenance Grant for new homes and ii) Maintenance Grant to provide for maintaining existing homes.

**Route of Fund flow:** In AP, budget for Institutions (Children, Observation and Special Homes) are disbursed from Juvenile Justice Department in different heads viz. foods, clothing, sanitary etc. and separate head of accounts are maintained to report the department back with expenditure details. Proposals on quarterly requirements (based on children's strength), prepared by the Senior Account Assistant are sent to JJ dept according to which sanction orders are provided by JJ dept. to the District Treasury Officer. The DTO gives authorisation to the sub-treasury office of the home providing permission for expenditure. Accordingly, the sanction order along with the bills provided by suppliers/contractors is produced to the department. The department then sanctions in the name of Drawing & Disbursing Officer (DDO) against the bills of expenditure. Superintendent, who is the DDO, in turn gives the cheques to the contractors/ suppliers.

- When sanction order exceeds the actual amount spent, the remaining amount is surrendered to the department with proper paper-works and through proper channel.
- In case in any quarter, budget is not sanctioned on time, the contractors/suppliers continue supplying materials to the Homes and their payment gets carried forward to the next quarter.

Sanctioned amount and expenditure in Selected Homes in Rangareddy, Warangal and Hyderabad during 2008–2009 to 2010–2011 are as under:

<b>TABLE B.6</b>    BE & AE for Select Homes in AP (in ₹ lakh)							
Districts	Particulars of Homes	2008–2009		2009–2010		2010–2011	
		BE	AE	BE	AE	BE	AE
Rangareddy	Observation Home for boys, Saidabad	582710	580856	641750	628905	611450	579084
	Special Home for boys, Saidabad	281750	280352	500250	485281	687150	667579
	Children Home for boys, Saidabad	1099700	1023194	2095000	1862268	1720671	1712067
Hyderabad	Spl. Home-cum-Children Home for Girls and Observation Home for Girls, Nimboliadda	893000	597659	1001135	996089	1531083	1275897
Warangal	Observation Home for boys, Warangal	318250	318250	370200	370200	428500	428500
	Children Home for boy, Warangal	2171000	1259143	1441684	1082967	618516	516381
<i>Source: Data collected from Superintendent, Respective homes in Hyderabad, Warangal districts</i>							

Table B.7 shows that the under- utilisation of allocated resources remains an issue and perhaps is reflected in the actual situation of the JJ system.

In certain homes, there are mismatches of fund allocation and actual expenditure, keeping unspent balances in all 3 years selected. Even though Superintendents of different homes selected for the study claimed that budget transferred from the department is against the actual bills submitted by the homes, these huge unspent balances ranging between 2 per cent to 37 per cent are not clear.

- Most of the members do not have any knowledge regarding budgetary allocation, fund released, provisions, receiving and utilisation of these funds and also in the utilisation of the JJ Fund in case of immediate / genuine requirement.

**TABLE B.7** || Under-utilisation of Resources (in ₹ lakh)

Sanctioned amount and expenditure in Homes (All types) in state and sample districts				
Area	Particulars/Year	2008–2009	2009–2010	2010–2011
Rangareddy	Sanctioned	1964160	3237000	3019271
	Expenditure	1884402	2976454	2958730
	Savings/ Excess	79758 (4%)	260546 (8%)	60541 (2%)
Warangal	Sanctioned	2489250	1811884	1047016
	Expenditure	1577393	1453167	944881
	Savings/ Excess	911857 (37%)	358717 (20%)	102135 (10%)
Hyderabad	Sanctioned	893000	1001135	1531083
	Expenditure	597659	996089	1275987
	Savings/ Excess	295341 (33%)	5046 (0.5%)	255186 (17%)

## Child Welfare Committees CWC

- In spite of SCPS claiming that CWC members/chairperson and JJB members are given ₹500 per sitting from the month of May 2011, we came to know that non-official board members (CWC, JJB) have not yet received allowance such as sitting allowance, conveyance etc.
- CWCs were initially constituted only in the districts where observation homes were present.<sup>31</sup> Over the years they have been set up in all districts. However, despite all districts having a CWC, all members forming a full bench did not exist. They sat once a week or sometimes on a fortnightly, on rotation basis, at different places such as, Children Home, Office of the Collectorate and office of the Project Director of respective districts. Since all the members are busy in their own profession, they do not find time to attend every sitting. In certain instances, members come whenever they feel convenient and sign up in the register for the sake of ensuring the quorum.
- There is no proper infrastructural support for the CWC. No separate space has been given to the CWC for sitting or running its office and the sanctioned furniture and computers are kept in the children homes. No proper place has been earmarked for the maintenance of case files. The CWC depends on NGOs and homes to do the inquiry in the cases.

## Juvenile Justice Boards (JJB)

- The JJ (Care and Protection of Children) Amendment Act, 2006 makes it mandatory to have one JJB in each district to deal with matters relating to juveniles in conflict with law.<sup>32</sup> At the time of study, JJBs had been constituted in all districts.

31 In 2004, CWCs were constituted (vide GO Ms.30, WD.CW & DW (JJ) Dept dated 6.12.2004) in 4 districts: Hyderabad, West Godavari, Vishakapatnam and Kadapa. In 2006, CWCs were constituted (vider GO Ms No:9, WD.CW & DW (JJ) Dept dated 12.4.2006) in districts viz. Khamam, Krishna, Kurnool, Karimnagar, Guntur and Nalgonda. As a result of a PIL filed by a consortium of NGOs in High court.(ref. High court direction on the WP. 13472/2006), GoAP had constituted CWCs in the remaining 13 districts of AP (East Godavari, Srikakulam, Nizamabad, Chittoor, Ananthapur, Vijayanagaram, Warangal, Nellore, Adilabad, Medak, Mahaboob nagar, Rangareddy and Prakasam) in 2006 (vide GO Ms.no:20 dated 11.8. 2006).

32 GoAP (through GO Ms No:29, WD.CW & DW (JJ) Dept dated 06-12-2004) constituted 9 JJBs with the Judicial Magistrate of 1st class as Principal Magistrates in Hyderabad, Warangal, Nizamabad, Krishna, East Godavari, Vishakhapatnam, Chittoor, Ananthapur and Kurnool districts. Later vide GO Ms No:19, dated 11-08-2006, 14 JJBs were constituted for remaining districts. With the term of the Boards finished in 31-12-2010, new GO Ms. No:8 WD.CW & DW (JJ) Dept, dated 20-01-2011 issued towards constitution of new JJBs in all 23 districts under the budget from ICPS.



- The JJBs in sat once a week, sometimes fortnightly or twice-thrice in every fortnight in Observation and Special Homes.
- The JJB in Hyderabad was a full bench consisting of two social worker members along with the fulltime Principal Magistrate, whereas Warangal and Rangareddy districts did not have the dedicated Principal Magistrate for the Board. In the JJB's which did not have principal magistrate specifically appointed, additional responsibility is given to one of the Magistrates
- Interviews with the Principal Magistrate revealed that in the absence of separate space for JJB to operate, the Boards in all selected district sit once in a week in the observation home premise. Since AP doesn't have an Observation home in each district, in the districts without Observation home, the JJBs are sitting in Mahila Pranganam or inside the court premises which is against the act.
- About 500 cases in Rangareddy and 238 cases are still pending in Warangal JJB.
- Training for JJB and CWC are kept together whereas, these are two different streams with different procedures. There are instances of frequent transfer of Principal Magistrates and no separate training took place with the new Magistrate taking charge of the JJB. Also there has been no specific training by department on how to deal with cases of juvenile offenders.
- Although the sitting allowance of ₹500 per sitting per member is sanctioned, nothing had been received by the members since constitution of the new JJB except their visiting cards and appointment letter. Also, no maintenance grant, furniture grants, conveyance allowances are sanctioned for the JJB resulting in non-cooperation from the members in functioning effectively.

## Institutions for Children

- Irrespective of the minimum standard provided under the ICPS ( '*homes for juveniles in conflict with law and children in need of care and protection shall function from separate premises*'), homes of different types are functioning from the same premises in certain instances. For example, special homes, children's homes and observation homes in Nimboliadda (Hyderabad) run within the same boundary.
- Despite the law seeking for **segregation of children according to age** children from the age of 9 to 18 was staying together.
- The observation and special home visited in Hyderabad lacks a permanent building and is running in a temporary shelter without a kitchen/dining room, playground and only one dormitory accommodates all children of different age-groups.
- Except an educator, there are no other services for the children in the observation homes. It was also found that there is no proper rehabilitation plan for children and no rehabilitation support has been provided.

...Lack of extensive counselling sessions in OHs for terrifying juvenile offenders who takes crimes as their profession...no such gainful vocational training that can change the real offender's mindset...

– SHO, Alwal PS, Rangareddy district.

Activities in Shelter homes are very poor in Andhra...neither proper monitoring by NGOs regarding activities nor proper record keeping on children... no community based programme for tracking street children and their rehabilitation...

– Director, JJ Dept, GoAP



- In certain cases, children are being kept in the home for many years. In the absence of parents, delays in bail applications, and delays in medical inquiry are some of the cause for children being incarcerated in the home for a long time.
- A number of staff has not been recruited against sanctioned positions. For example, counselors and wardens were not provided for the Children Home for boys at Saidabad whereas the home for girls at Nimboliadda does not have a Superintendent, An Intake Probation Officer, An Office Attendant, ANM and regular teachers. The selected Special Home for Boys at Saidabad (Hyderabad) lacks a Superintendant, case workers and regular teachers (See table 8).

**TABLE B.8** || Number of Staff in Position in Selected Institutions of Sample Districts

Sl. No.	Particular of Staff	Rangareddy		Warangal		Hyderabad	
		Observation Home for Boys	Children Home for Boys	Special Home for Boys	Observation Home for Boys	Children Home for Boys	Spl. Home-cum-Children Home for Girls and Observation Home for Girls
1	Superintendent	1	1	Vacant	1	1	Vacant
2	Dy. Superintendent	Vacant	1	1	Vacant	Vacant	Vacant (2)
3	Intake Probation Officer	1	Vacant	Vacant	1	1	Vacant
4	Case Worker	1	Vacant	Vacant	Vacant	Vacant	1
5	Senior Assistant	Vacant	1	1,Vacant(1)	Vacant	1	1
6	Junior Assistant	1	Vacant(2)	Vacant	1	1	1
7	Head Supervisors	Vacant	Vacant	Vacant(2)	1,Vacant(1)	Vacant	...
8	Supervisors	7	11,Vacant(7)	7,Vacant(7)	4,Vacant(3)	6	...
9	Civil Assistant Surgeon (Medical Unit)	1	1	1	Vacant	1	1
10	ANM	Vacant	Vacant	Vacant		Vacant	Vacant
11	Typist	Vacant	2	1		Vacant	Vacant
12	Male Nursing	Vacant	Vacant(2)	Vacant(2)		Vacant	...
13	Senior House Master/ House mother	...	...	Vacant(1)		Vacant	1,Vacant(2)
14	Junior House Master	...	...	Vacant(1)		Vacant	...
15	Head Master	Vacant	Vacant	Vacant(1)		Vacant	Vacant
16	Teacher(govt)	1	Vacant	1, Vacant(2)		1	Vacant(1)
17	Vocational Instructor (by govt.)	1	5	4	1	1	Vacant
18	PET	Vacant	Vacant	Vacant	Vacant	Vacant	Vacant
19	Pharmacist	1	1	1	Vacant	Vacant	Vacant
20	Cook	1	3	2	1	1	1
21	Attainder	1	Vacant	2	Vacant	3	1
22	Counsellor	1	Vacant	Vacant	1	1	1
23	Scavengers	Vacant	2	2	Vacant	Vacant	Vacant
24	Barber	Vacant	...	Vacant	Vacant	Vacant	Vacant
25	Sweeper	Vacant	1	Vacant	1	2	Vacant

- It was observed that in the Homes visited for the study, the children are provided non-formal education although under the Right to (Free and Compulsory) Education Act 2009 all children are to be provided formal education till the age of 14. Very few homes, like the one for girls at Nimboliadda, sent children to the AP Residential school.

### Major Innovative activities by Police, Warangal district:

- 'Kala Jagrutam', the cultural troop of police executed cultural programme focusing on issues such as child abuse and child marriages prevailing in the district.
- Special measures to identify abandoned orphans/street children in near railway stations and bus stops.
- Police picket posted in the trafficking prone areas of the district

*As told by the Superintendent of Police, Warangal district*

## Special Juvenile Police Unit

In AP SJPU, Hyderabad is the only one in existence and working, although as per the act there are 23 SJPUs established in the state. The team of SJPU, Hyderabad, formed in 2001 and reconstituted in 2006 consists of 1 Assistant Commissioner of Police (ACP), 1 Sub-Inspector, 2 Head Constable, 4 Constable and 2 Women Constable. Two social workers are yet to be recruited with under DCPU to help the team in handling cases.

- In all the districts, except Hyderabad, no separate SJPU was found functioning. We were informed that there is a government order which calls to designate SHO in all the police station to handle juvenile cases as an additional responsibility. But this order seems to have remained only on paper in the three districts visited.
- The SJPU team is not aware of the JJ Act and laws related to children, nor is it aware of about the functioning of the statutory bodies (CWC and JJB) under the JJ Act.
- There is no coordination between CWC, SJPUs and institutions within and outside the state. There are also instances where the CWC or Superintendent of the Home of the other district or state would not take the child since they were not informed by the CWC, leading the police to bring back the child at their own expense.
- According to the staff of SJPU, Hyderabad, till the time of study, they have never undergone any training on the JJ Act or other laws related to children. The last interaction meeting between the SJPU and the CWC took place three years ago. However, in Rangareddy and Warangal

During the visit to one Police station in Warangal District on 15th June 2011, we found two children (around 10-12 years old) who had been handcuffed and made to sit in the waiting room. When we talked to the Circle Inspector (CI) he told us that they had apprehended the children in a case of theft. We urged them to immediately produce the child in front of the JJB or the CWC as the case may be. We informed the CWC Chairperson and she spoke to the SP but until the next day the children were kept in the police station. This issue also got covered in the local media, which led to some action being taken by the CWC member or officials. This clearly shows the absence of mechanism and improper implementation of the law, as well as lack of awareness about the law even after 10 years of its existence

districts, police officers are trained about JJAct, the roles and responsibilities of the police and its implementation.

- The SJPU does not have a separate office of its own but has been given a space in the rest room of the junior officers at the DCP, Crime Branch Office.

## Annexure Tables

Budget Allotment And Expenditure for Govt. Observation Home for Boys, Saidabad During 2008–2009 to 2010–2011						
Particulars	2008–2009		2009–2010		2010–2011	
	Outlays	Exp	Outlays	Exp	Outlays	Exp
Travelling Allowances	7200	7145	.....	.....	1700	1650
Stampage, Postal & Trunk call Telephone Charges	7000	5498	11000	6220	7500	7201
Other office Expenditure	8500	8499	13800	13756	9750	9545
water & Electricity	65500	65462	52550	51856	25000	17307
Material & Supplies	41000	40994	50000	46418	36000	35993
Drugs & Medicines	500	500	2000	1998	3500	3483
Diet	315000	314989	309000	306380	305000	303572
Clothing & Bedding	.....	.....	.....	.....	.....	.....
Other Payments	7500	7470	75500	74484	48000	48000
Other contractual Services	129760	129549	123400	123298	172000	149338
Other Expenditure	750	750	4500	4495	.....	.....
Cosmetic Charges	.....	.....	.....	.....	1000	995
POC	.....	.....	.....	.....	2000	2000
<b>TOTAL</b>	<b>582710</b>	<b>580856</b>	<b>567750</b>	<b>555799</b>	<b>611450</b>	<b>579084</b>

Budget Allotment And Expenditure for Govt. Special Home for Boys, Saidabad During 2008–2009 to 2010–2011						
Particulars	2008–2009		2009–2010		2010–2011	
	Outlays	Exp	Outlays	Exp	Outlays	Exp
Travelling Allowances			3000	1220	.....	.....
Stampage, Postal & Telephone Charges	15000	14993	13750	7722	22000	7436
Other office Expenditure	11000	10482	14000	14000	13000	13000
water & Electricity	45000	44844	54000	50310	91000	87769
Material & Supplies	25000	24346	28000	27699	26500	26489
Drugs & Medicines	2000	2000	5000	3978	4000	3993
Diet	180000	179987	190000	187898	226000	224543
Other Payments	.....	.....	.....	.....	.....	.....
Other Expenditure	3750	3750	4500	4490	2500	2500
Other contractual Services	.....	.....	188000	187964	302150	301849
Cosmetic Charges	.....	.....	.....	.....	.....	.....
POC	.....	.....	.....	.....	.....	.....
<b>TOTAL</b>	<b>281750</b>	<b>280402</b>	<b>500250</b>	<b>485281</b>	<b>687150</b>	<b>667579</b>

Budget Allotment And Expenditure for Govt. Children Home for Boys, Saidabad During 2008–2009 to 2010–2011						
Particulars	2008–2009		2009–2010		2010–2011	
	Outlays	Exp	Outlays	Exp	Outlays	Exp
Travelling Allowences	5000	724	1000	270	....	.....
SP & TT Charges	11000	7965	21000	8131	14500	10668
Other office Expenditure	114000	113723	4500	4244	36000	35961
water & Electricity	13600	12675	117600	116550	105871	105871
Metarial & Supplies	42000	41940	50000	46495	72000	71954
Drugs & Medicines	6000	5998	9000	8927	24500	24382
Diet	600000	599964	1170000	1168054	380000	378619
Other Payments	23100	23100	190500	111400	16800	16400
Other contractual Services	200000	196381	478900	357480	331000	328244
Other Expenditure	5000	750	52500	40753	5000	5000
Clothing & Bedding	80000	19974	.....	.....	.....	.....
ICPS Funds Diet	.....	.....	.....	.....	700000	700000
TOTAL	1099700	1023194	2095000	1862304	1685671	1677099

Budget Allotment And Expenditure for Govt. Observation Home for Boys, Warangal During 2008–2009 to 2010–2011						
Particulars	2008–2009		2009–2010		2010–2011	
	Outlays	Exp	Outlays	Exp	Outlays	Exp
Wages	75000	75000	82200	82200	55000	55000
Travelling Allowances	4000	4000	3000	3000	3000	3000
SP & TT Charges	8000	8000	17000	17000	27000	27000
Other office Expenditure	10500	10500	8000	8000	6000	6000
water & Electricity	42000	42000	40000	40000	41000	41000
Material & Supplies	12000	12000	28000	28000	25500	2500
Drugs & Medicines	1000	1000	5000	5000	3000	3000
Diet	150000	150000	150000	150000	219000	219000
Other Payments	13000	13000	32000	32000	30000	30000
Other contractual Services	...	...	...	....	3000	3000
C.T & S	2000	2000			15000	15000
Other Expenditure	750	750	5000	5000	...	....
C.C	....	....	....	....	1000	1000
TOTAL	318250	318250	370200	370200	428500	428500

Budget Allotment And Expenditure for Govt. Children Home for Boys, Warangal During 2008–2009 to 2010–2011						
Particulars	2008–2009		2009–2010		2010–2011	
	Outlays	Exp	Outlays	Exp	Outlays	Exp
Travelling Allowances	23000	17557	11000	7279	.....	....
SP & TT Charges	28000	27360	13000	6719	.....	.....
Other office Expenditure	45000	44875	20000	14690	.....	.....
water & Electricity	50000	44758	109000	62376	.....	.....
Material & Supplies	177000	115273	180000	40922	.....	.....
Drugs & Medicines	...	....	25000	5794	.....	.....
Diet	660000	581797	368369	333323	.....	.....
Other Payments	...	....	49900	40400	.....	.....
Other contractual Services	1178000	1166186	643915	551519	.....	.....
Clothing & Bedding	10000	10000	20000	19945	.....	.....
Other Expenditure	...	...	1500	...	.....	.....
Under the ICPS	...	...	...	...	618516	516381
TOTAL	2171000	1259143	1420184	1082967	618516	516381

Budget Allotment and Expenditure for Govt. Spl-cum-Children Home and Observation Home for Girls, Hyderabad, During 2008–2009 to 2010–2011						
Particulars	2008–2009		2009–2010		2010–2011	
	Outlays	Exp	Outlays	Exp	Outlays	Exp
Travelling Allowences	2800	2200	2200	2200	....	....
SP & TT Charges	11000	10154	12000	11997	18500	10150
Other office Expenditure	17500	17404	27100	24736	3000	2987
water & Electricity	114000	114000	88000	87985	92500	89269
Material & Supplies	65000	64167	85000	84953	53000	53000
Drugs & Medicines	5000	4993	11500	11415	12000	12000
Diet	580000	307992	572600	572277	950000	764408
Other Payments	7000	6700	32900	32900	9100	9000
Other contractual Services	59200	55200	110835	110835	222000	164823
C.C	....	....	...	....	3500	3492
Other Expenditure	15000	14949	13000	10791	3000	2993
Room rent & Tax	16500	.....	40000	40000	111483	110875
Loans and advances	.....	.....	6000	6000	53000	53000
TOTAL	893000	597759	1001135	996089	1531083	1275997

**HAQ**: Centre for Child Rights, formed in 1998, works towards the recognition, promotion and protection of rights of all children. It aims at contributing to the building of an environment where every child's rights are recognised and promoted without discrimination and in an integrated manner. HAQ believes that child rights and children's concerns have to be mainstreamed into all developmental planning and action and must also become a core development indicator.

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

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

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

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### **HAQ: Centre for Child Rights**

B 1/2, Malviya Nagar, Ground Floor

New Delhi - 110017, India

Phone: 91-11-26677412/3599 | Fax: 91-11-26674688

Email: [info@haqcrc.org](mailto:info@haqcrc.org)

Website: [www.haqcrc.org](http://www.haqcrc.org)

### **M. Venkatarangaiya Foundation**

201, Narayan Apartment, West Marredpally

Secunderabad – 500 026, India

Phone: 91-40-2780 1320, 2770 0290, 2771 0150

Fax: 91-40-2780 8808, 2770 1656

Website: [www.mvfindia.in](http://www.mvfindia.in)

Email: [mvfindia@gmail.com](mailto:mvfindia@gmail.com)