

**ASSAM**

# **BUDGET FOR CHILDREN**

**2008-2009 TO 2013-2014**



# **BUDGET FOR CHILDREN IN ASSAM 2008-2009 TO 2013-2014**

A Study By:



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Printed and Published in 2013  
ISBN Number: 978-81-906548-9-0

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Supported by	:	terre des hommes Germany - India Programme
Photographs	:	Pallab Seth (Cover), Kumar Shailabh (Inside)
Designed and Printed by:		Bhabani Offset Pvt. Ltd., Guwahati-781026

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# ABBREVIATIONS AND ACRONYMS

AE	Actual Expenditure
AWC	Anganwadi Centre
AWH	Anganwadi Helper
AWW	Anganwadi Worker
BfC	Budget for Children
BE	Budget Estimate
CAG	Comptroller and Auditor General
CICL	Child in Conflict with Law
CNCP	Child in Need of Care and Protection
CWC	Child Welfare Committee
ASCPCR	Assam State Commission for Protection of Child Rights
DDG	Detailed Demand for Grants
DISE	District Information System for Education
DSW	Department of Social Welfare
EDI	Education Development Index
GDP	Gross Domestic Product
ICDS	Integrated Child Development Scheme
ICPS	Integrated Child Protection Scheme
ICCW	Indian Council for Child Welfare
IMR	Infant Mortality Rate
JJ	Juvenile Justice
JICL	Juvenile in Conflict with Law
JJ Act	Juvenile Justice (Care and Protection) Act 2000
JJB	Juvenile Justice Board
JWO	Juvenile Welfare Officer
KSY	Kishori Shakti Yojana
MCH	Mother and Child Healthcare
MDM	Mid –day Meal
MMR	Maternal Mortality Rate
NBCC	New Born Care Corner

NCLP	National Child Labour Project
NCPCR	National Commission for Protection of Child Rights
NCRB	National Crime Record Bureau
NFHS	National Family Health Survey
NGO	Non-governmental Organisation
NUEPA	National University for Educational Planning and Administration
NSSO	National Sample Survey Organisation
PHC	Primary Health Centre
RCH	Reproductive and Child Health
RE	Revised Expenditure
RTE	Right to (Free and Compulsory) Education Act, 2009
SCNU	Special Care New Born Unit
SHS	School Health Scheme
SJPU	Special Juvenile Police Unit
SNP	Supplementary Nutrition Scheme
SRC	Special Referral Centres
SSA	Sarva Shiksha Abhiyan
UNICEF	United Nations International Children's Emergency Fund



# PREFACE

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

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

In Assam, HAQ has been working in partnership with North Eastern Social Research Centre, Guwahati since 2009. The first report was published in 2009. It is hoped that the report will enable government of Assam and group working on children to work towards ensuring better budget allocation for children in the state.

This study has been made possible with the support of terre des hommes Germany - India Programme.

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**PART I**  
**BfC IN ASSAM : A STUDY FROM**  
2008-2009 TO 2013-2014



## CHAPTER ONE

# BUDGET FOR CHILDREN IN ASSAM

Demographically, Assam is the biggest State in the 'Seven Sisters' group with a total child population of 1,27,68,623 in the age group of 0-18 years. Children in Assam comprise 40.92 per cent of the total population and the child sex ratio in Assam is 947 (0-18 years). With the difficult geographical terrains and population spread in 27 districts, Assam has also been facing serious ethnic violence and political conflicts in various areas of the State. Also, frequent natural calamities have been one of the major hurdles for the State's development. In the scenario of natural and political turmoil, children are amongst the most marginalized section of society that gets easily and mostly affected. Thus, it becomes a compelling need to monitor the State's efforts to make the situation of children better and in this endeavor financial resources are one of the crucial factors of monitoring.

The Children of Assam have some of the worst indicators for health, education and violence. In this context, it is beyond one's comprehension to understand the increasingly reduced allocation of financial resources for the development of children.

HAQ & NESRC began Budget for Children (BfC) analysis in Assam in 2009. Since then BfC in Assam Budget has gone down from 5.17% to 3.49%.

### **Methodology of the study**

#### **Who is a child?**

In keeping with the definition of the child under the UN Convention on Rights for Children (CRC) and the Juvenile Justice Act (Care and Protection of Children) Act, 2000, we have analysed budget provisions for children up to the age of 18 years. This is in keeping with Indian legislation (Indian Majority Act, 1875) according to which every person domiciled in India shall attain the age of majority on completion of 18 years and not before.

#### **Timeframe of the study**

The study reviews the budget figures for five consecutive financial years, 2008-2009 to 2013-2014 of the Assam Budget. These include the budget estimates, revised estimates and actual expenditure. However, actual expenditure has been taken into account only for the first four years, from 2008-2009 to 2011-2012, because the actual estimates are available with a two-year lag. Only the full budget for 2013-2014 would have had the actual expenditure figures for 2011-2012.



## **Rationale of the analysis**

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

### **Development**

With special focus on Early Childhood Care and Development, it includes those schemes which do not fit in other sectors but are meant for overall development of children.

### **Health**

This sector includes programmes and schemes related to the health care needs of children. Some schemes such as 'Immunisation of Infants and children against Diphtheria, Polio & Typhoid etc', 'Majoni' etc, which aim at reducing maternal mortality rate (MMR), do not benefit children directly but have been still taken under health sector as they positively impact the infant mortality rates (IMR).

### **Education**

Here, we have included elementary and secondary education from the School Education Department. Some schemes from the Higher Education Department and Technical Education Department are incorporated under secondary education because these target children up to the age of 18 years. Educational schemes/programmes run by departments other than the Education Department are also included here.

### **Protection**

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

## **Objectives**

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

The objectives of the study are:

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

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

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

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

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

The **Actual Expenditure (AE)** figures are the final version of the budget estimates for any particular fiscal year. In other words, the final spending estimates for that fiscal year which may be more or less, mostly less, than the initial budget estimate. However, these are available to the general public with a time lag of two years.

All the expenditure data have been taken from the **Detailed Demands for Grants (DDG)**, which are available at both the State as well as the Centre. Estimates for expenditure are presented to Parliament or the State Assembly as Demands for Grants. Generally, each department presents one list of **Demands for Grants**, and large ministries or departments may present more than one list. Each such list includes the total provisions required for a service, followed by the estimates for expenditure under different major heads of account. These demands are submitted along with the Annual Financial Statement<sup>1</sup>. **Detailed Demands for Grants (DDG)** are released *after* the presentation of the Budget to Assembly *but before* the discussion on the Demands begins. As the name says, the **DDG** have further details of the provisions/schemes and the heads under which a demand (an allocation) will be spent as well as the actual expenditure in the past<sup>2</sup>. For example, the DDG for 2010-2011 have AE for 2008-2009. This is why our budget analysis has actual estimates for only the first four years from 2008-2009 to 2010-2011.

The difference between Budget/Revised Estimates and the Actual Expenditure shows how much of the budget, more or less than planned, has been spent in a given financial year. This difference is a reflection on not only the government's understanding and assessment of the needs of its citizens but also its implementation efficiencies. Overspending is rare in government-implemented schemes and underspending of the budget allocation is fairly common, more so among child-focused schemes in some sectors. Although the scope of the study does not cover reasons for such underspending, we discuss them whenever the reasons are available to us.

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

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

We have taken into account both **Plan and Non-Plan Expenditures**. Plan expenditure is the expenditure already planned out in the on-going five-year plan/s, which are subsequently divided into annual plans. Our study period is spread over both the Tenth and the Eleventh five-year plans. Plan expenditure is to be utilised within the time period set by the plan. If the schemes or programmes extend beyond that time period, then the future expenditure to be incurred on the project is called as non-plan expenditure. This includes, for example, the maintenance expenditure needed to maintain an asset created by plan expenditure.

### Research Design and Analysis

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

### Focus of Analysis

The focus of analysis was identification of gaps at multiple levels:

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

The preparation of final report comprised of four stages:

The first stage is the calculation of the total allocation and expenditure for each individual schemes and programmes.

In the second stage, the sum total for all programmes in a sector was made for each of the four sectors and then the total Budget for Children (BfC) was calculated. Then the sectorial totals and the BfC were compared with the total State Budget.

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



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

### **Departments**

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

**1. Health**

Department of Health and Family Welfare

**2. Development**

Department of Social Welfare

**3. Education**

Department of Education, Art, Culture and Sports

Department of Social Welfare

**4. Protection**

Department of Social Welfare

### **Sources of Data**

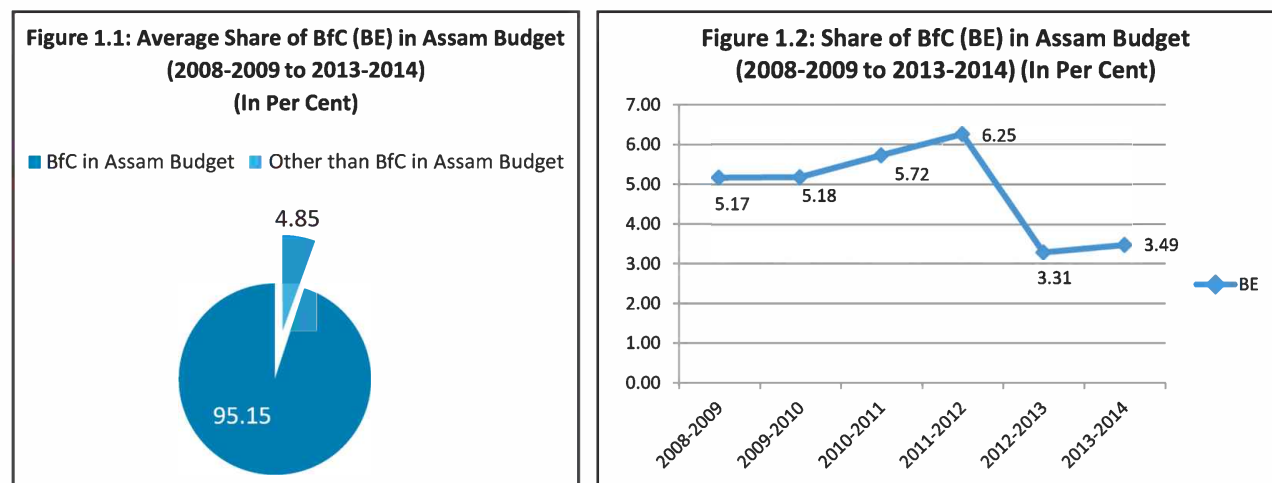
1. Budget Estimates : Detailed Demand for Grants, 2008-2009 to 2013-2014
2. Outcome Budget, Government of Assam, All Relevant Departments
3. Budget at a Glance
4. Annual Reports on Mid Day Meal Programme & Sarva Shiksha Abhiyan (SSA)
5. Socio-Economic Surveys, Government of Assam
6. CAG Reports and Appropriation Accounts, Government of Assam
7. Planning Commission Reports
8. CAG Reports
9. Assam Planning Documents, All relevant Departments
10. Newspaper/Media Reports
11. Independent Study reports

## Constraints and Limitations

- The biggest handicap in undertaking BfC analysis has been the mismatch of data pertaining to a particular scheme/programme in various budget documents. In this study, the programmes/schemes are being taken only from the 'Budget Estimates' presented by the Government of Assam in the Legislative Assembly every year. Data for some schemes/programmes analysed vary between various reviews and analytical reports of concerned departments. It is also observed that different data for certain schemes have been mentioned in "Budget Estimates" for different years under the same budget head.
- The other major problem is disaggregation of resources and grants meant only for children, as many schemes are designed jointly, both for women and children. In India and all its States, curiously, women and children are taken as a composite unit for policy purposes, as is clear from the name of the overseeing ministry, the Ministry of Women and Child Development.
- A big roadblock is the lack of reliability of the socio-economic data as well as the government's own data on its achievements.

## Budget for Children (BfC) In Assam: An Overview

Only 4.85 per cent on an average in the total Assam Budget during 2008-2009 to 2013-2014 was allocated to children. According Census of India 2011, the proportion of child population in 0-6 age group in Assam is 14.86 per cent of the State's total population.



Despite such significant child population, the share for children has decreased from 5.17 per cent in 2008-2009 to 3.49 in 2013-2014, with it falling to 3.31 per cent in 2012-2013 (**Figure 1.2 and Table 1.1**).

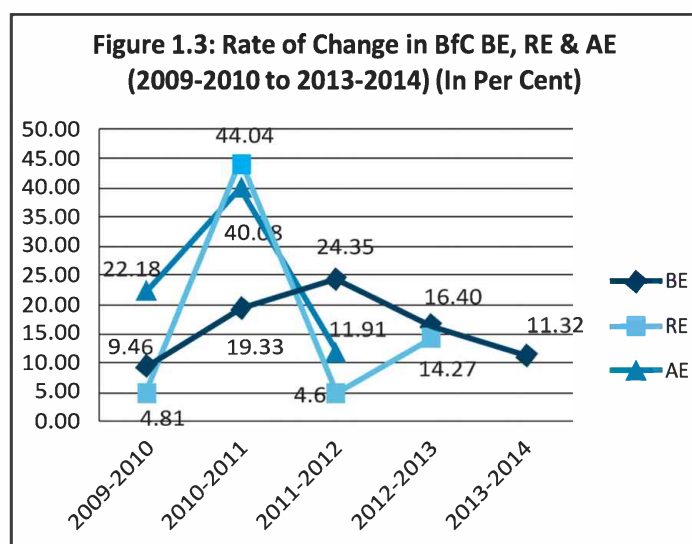
### *Decreasing Share in the Budget - Decreasing Concern for Children?*

What is of particular concern is that the share of children has decreased over the years. In 2004-05 it was 12.22 per cent going up to 16.19 per cent in 2005-06. Since then the share of children has observed a continuous dip in the State Budget. It is abysmally low at 3.49 per cent in 2013-14!

Table 1.1: Share of Children in the Assam State Budget (In Per Cent)	
Year	Budget for Children
2004-2005	12.22
2005-2006	16.19
2006-2007	10.33
2007-2008	5.53
2008-2009	5.35
2009-2010	5.18
2010-2011	5.72
2011-2012	6.25
2012-2013	3.31
2013-2014	3.49

How is it that while the allocations for children in other States have been increasing, it is decreasing in Assam? The BfC analysis of Andhra Pradesh, West Bengal and Delhi, show that the share of children in these State Budgets varies from 19 to 10 per cent (**Table 1.2**).

Table 1.2: Share of BfC in Different States				
YEAR	Assam BfC	Delhi BfC	Andhra Pradesh BfC	West Bengal BfC
2008-2009	5.35	13.41	15.85	15.84
2009-2010	5.18	15.96	16.79	17.20
2010-2011	5.72	15.22	17.26	17.17
2011-2012	6.25	19.11	19.29	17.15
2012-2013	3.31	18.04	NA	NA
2013-2014	3.49	18.10	NA	NA



Not only has the BfC been decreasing in Assam, the bigger concern is underspending of the low allocations.

**(Figure 1.3)**

Also, there is no synchrony between BE, RE and AE in BfC during 2008-2009 to 2013-2014.

- While in 2010-2011, allocations (BE) increased by 19.33 per cent, RE observed a significant increase of 44.04 per cent that year and expenditure (AE)

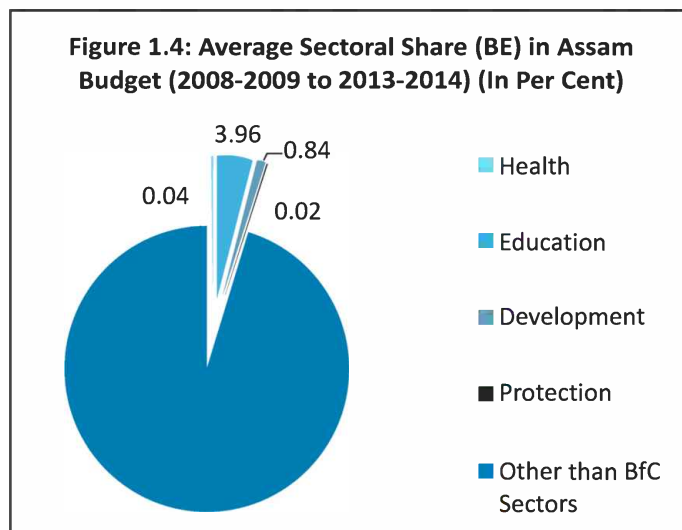
increased by 40.08 per cent.

- BfC observed an average allocation of ₹7501.36 crore during 2008-2009 to 2013-2014. There was an average expenditure (AE) of ₹5237.31 crore from 2008-2009 to 2011-2012 against the average allocation of ₹6268.18 crore during the same period.
- A constant underspending throughout the study period has been one of the biggest concerns in Assam BfC. The reasons for these underspending have not been mentioned in the Appropriation Accounts of Assam Government. **(Table 1.3)**
- Although the allocations at RE stage were higher than BE throughout the study period, the expenditure (AE) has been much lesser than what was allocated at BE stage. Further, the expenditure (AE) has also been lower than the increased allocations at RE stage too. This clearly indicates poor planning and implementation strategies.
- There was an average underspending of 16.45 per cent in budget for children during 2008-2009 to 2011-2012. The maximum underspending of 28.21 per cent was noted in 2008-2009 and the least underspending of 5.94 per cent in 2010-11.

Year	BE	RE	AE	AE-BE	AE-BE (%)	RE-BE	RE-BE (%)	AE-RE	AE-RE (%)
2008-2009	4989.34	5228.75	3581.96	-1407.38	-28.21	239.41	4.80	-1646.79	-31.49
2009-2010	5461.50	5480.23	4376.46	-1085.05	-19.87	18.73	0.34	-1103.77	-20.14
2010-2011	6517.35	7893.67	6130.32	-387.03	-5.94	1376.32	21.12	-1763.35	-22.34
2011-2012	8104.53	8261.03	6860.51	-1244.02	-15.35	156.50	1.93	-1400.52	-16.95
2012-2013	9433.70	9439.56	NA	NA	NA	5.85	0.06	NA	NA
2013-2014	10501.75	NA	NA	NA	NA	NA	NA	NA	NA



## Sectoral Share in BfC



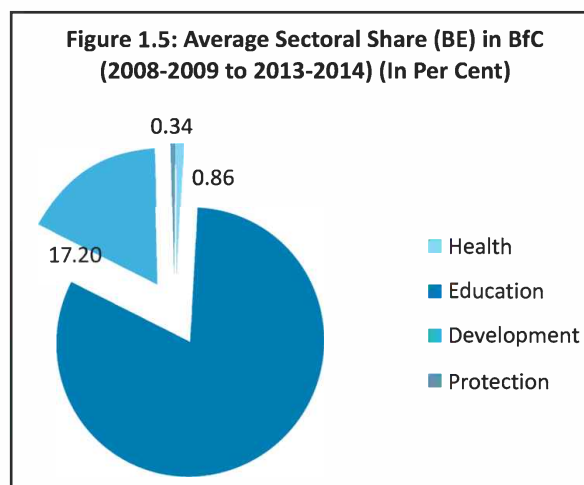
■ While the budget for children suffers from uneven allocations and constant underspending throughout the study period, its distribution in various child rights sectors also have not been even.

■ As usual, Child Education has been given the maximum preference both in the State Budget and in BfC with the highest average share of 3.96 per cent in the Assam Budget and 81.60 per cent in the BfC.

■ Child Development sector receives an average share of 17.20 per cent in the BfC and a miniscule average share of 0.84 per cent in the total Assam Budget from 2008-2009 to 2013-2014.

■ Despite high level of malnutrition and child health issues and growing child protection concerns, the State of Assam has kept health and protection issues at the lowest priority level in terms of financial allocations.

■ Child health and child protection sectors received an average share of 0.04 per cent and 0.02 per cent in the total Assam budget respectively. Whereas, an average share of 0.86 per cent within the BfC was diverted towards child health and 0.34 per cent of allocations within the BfC were given to the child protection sector.



**Table 1.4** broadly illustrates the fluctuating share of education, development, health and protection in BfC from 2004-2005 to 2013-2014.

Table 1.4: Sectoral Share in BfC (In Per Cent)					
Year	BfC BE (In ₹Crore)	Health	Development	Education	Protection
2004-2005	2992.56	0.55	6.52	92.84	0.09
2005-2006	3289.60	0.49	8.08	91.15	0.27
2006-2007	3757.14	2.07	11.91	85.95	0.08
2007-2008	3886.95	2.06	2.82	95.01	0.10
2008-2009	4989.34	1.59	22.75	75.54	0.11
2009-2010	5461.50	1.45	15.30	83.13	0.12
2010-2011	6517.35	0.54	16.15	82.85	0.46
2011-2012	8104.53	0.46	15.95	83.08	0.52
2012-2013	9433.70	0.57	14.86	84.20	0.37
2013-2014	10501.75	0.55	18.19	80.78	0.48
<b>Average</b>	<b>5893.44</b>	<b>1.03</b>	<b>13.25</b>	<b>85.45</b>	<b>0.26</b>

In the following chapters, we will analyse the efforts being made by the Government of Assam to ensure the well-being of children during the six years of study period. The chapters will analyse the trend of allocations and expenditure for quintessential four sectors i.e. education, health, development and protection.

## CHAPTER TWO

### CHILD HEALTH

Children's health and nutritional services in Assam are poor, inadequate and disappointing. Despite a marginal reduction in the Infant Mortality Rate (IMR) (by 3 points) from 61 per 1,000 live births (2009) to 58 per 1,000 live births (2010), the infant mortality rate in Assam is one of the highest in the country; it is nine points higher than the national average of 47, while the birth rate too is lower than the national average.<sup>3</sup>

Even within the North East region, all the other States have better IMR as compared to Assam. Both neonatal mortality as well as under-five mortality rate in Assam remains high.

Besides, the IMR in Assam is worryingly biased towards the rural and female population which indicates that girl infants in the rural areas have lower chances of survival beyond the age of one year, which is much lower than her male counterpart. It is therefore imperative that the IMR should be reduced at a much faster pace i.e. at least two-third of the present rate, with special emphasis on rural and girl child so that the life expectancy as well as human development index improves.<sup>4</sup>

Although still higher than the national average, the falling child sex-ratio is a matter of concern. Nutritional Anaemia is high amongst adolescent girls.

Over the last four- five years the State Government has introduced some new initiatives under the National Rural Health Mission (NRHM) to improve the service delivery in the State as well as to maximize the access to health facilities.<sup>5</sup> The Assam Government has launched a new healthcare scheme that is meant for providing substantial financial assistance to children up to the age of 12 years who are suffering from some critical diseases that require expensive treatment. The scheme called 'Sneha Sparsha' (Touch of Love) was launched from the first Bohag (April 15, 2013), the first day in Assamese Calendar. The government has already allotted the required fund (₹5 Crore) for the scheme under the State Plan for implementation in the current fiscal year (2013-14).<sup>6</sup> For the lakh of children living in refugee camps, having fled ethnic violence, disease and illness remains a big challenge.<sup>7</sup>

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<sup>3</sup>[http://censusindia.gov.in/vital\\_statistics/SRS\\_Bulletins/SRS\\_Bulletin\\_December\\_2011.pdf](http://censusindia.gov.in/vital_statistics/SRS_Bulletins/SRS_Bulletin_December_2011.pdf) (accessed on 24.09.2013)

<sup>4</sup> Chief Minister's vision document on women and child 2016 ,ch-3

<sup>5</sup> A brief budget analysis on provision for children in the Assam budget 2012-2013 by NESRC and HAQ

<sup>6</sup> Read more at <http://www.theshillongtimes.com/2013/04/10/assam-launches-critical-medical-care-scheme-for-children/#h01AKItCrKc7JmKQ.99> (accessed on 24.09.2013)

<sup>7</sup><http://www.ndtv.com/article/india/at-assam-s-relief-camps-disease-and-death-are-a-daily-battle-251917> (accessed on 24.09.2013)

Other initiatives include boat clinics to reach a population of 24, 90,097, residing in the *chars* and *chaporis* (sand isles of the Brahmaputra) run by the Centre for North East Studies and Policy Research (C-NES), in partnership with the NRHM, Assam. The services delivered include immunisation for children, antenatal and post-natal check-up, referrals for complicated pregnancies, general check-ups for preventive and curative care, emergency preparedness and responses in case of flood situations.

It is reported that fifteen boat clinics are in operation in 13 districts.<sup>8</sup> Mobile Medical Unit (MMU) has been functioning in all 27 districts since 2007-08.

#### ***Few Child Health Schemes and Programmes announced by CM are:***

- *In his Budget Speech 2013-2014 CM says effort will be made to bring down maternal mortality rate (MMR) and infant mortality rate (IMR) to 210 and 38 respectively by 2016.*
- *In June 2011, Ministry of Health and Family welfare, Government of India launched the Janani Shishu Suraksha Karyakram, a national initiative to make available better health care facilities to women and children. This major initiative was launched under the banner of Janani Shishu Suraksha Karyasuchi (JSSK) in the State of Assam, which will provide absolutely free health care to all pregnant women including free drugs, diagnostics and consumables etc required for delivery or surgery.*
- *In 2013-14, eight Nutritional Rehabilitation Centres for Checking Malnutrition in anaemic pregnant women will be made functional.*
- *Child's health care will receive special focus and in this regard, one orphanage for HIV infected/affected children have been established during 2012.*
- *The other services include: Antenatal & post natal check up, immunization of children in which Japanese Encephalitis vaccine campaign was included, referral for complicated pregnancies, emergency preparedness and response in case of flood, relief measures etc.*

### **Budget for Child Health Sector: Highlights**

- Health sector receives a low allocation of only 0.04 per cent of the total State Budget and 0.86 per cent within BfC. **In other words, of every 100 rupees allocated by the State, only four paisa was allocated for the health of children!**

<sup>8</sup> <http://www.frontline.in/static/html/fl2724/stories/20101203272409700.htm> (accessed on 24.09.2013)

- What is worse, the share of budget allocation for child health has been falling every year both in the State Budget and within BfC (from 0.08 per cent in 2008-09 to 0.04 per cent in 2013-2014 within the State Budget and from 1.59 per cent in 2008-09 to 0.55 per cent in 2013-14). While the child health challenges in the State are only increasing, how does the government justify these decreasing grants for health sector?
- Even as the allocations are falling, the allocated budget has not been spent. The actual expenditure figures for the four years for which data is available, that it is only in 2011-2012 that there has been overspending. The reasons for underspending are not explained in the Appropriation Accounts.
- Not only has the allocation for an important scheme like Immunisation of Infants and Children against Diphtheria, Polio & Typhoid fallen over the years, there has been underspending during all these four years. Other schemes like School Health Programme or the training of A.N.M.S programme too had underspending.
- What is even more mysterious is that there are schemes like Post partum scheme which do not show any allocations in the Demands for Grants, but show expenditure (see Annexure table). **How does that happen?**
- There are only a few State schemes for child health in Assam, major allocations come from the centrally sponsored schemes. This raises a doubt about the continuity of the Centrally Sponsored Schemes (CSS) as we have observed so far that no non plan expenditure has been mentioned in the Detailed Demand of Grants of the Government of Assam. There is exceeding dependence on CSS. If the Centre changes its policy or fails to allocate funds, then the overall child health in the State will suffer.

### Status of Child Health in Assam

*As per Census 2011, the sex ratio among children in the 0-6 year of age group is 962 girls for 1000 boys.<sup>9</sup> Although it is higher than the national average it has fallen from 965 in 2001.*

- *Although the Infant Mortality rate (IMR) in Assam has decreased to 58 in 2011, it is higher than the national average.<sup>10</sup>*
- *The Neonatal Mortality Rate (NNMR) i.e. the number of infant deaths in less than 28 days of birth for Assam is 33 per 1000 live births in 2009 which indicates that, of the total infant deaths in the State, 54.7 per cent take place within the first month of their life.*
- *As per Annual Health Survey 2010-2011, the Under5 Mortality Rate (U5MR) rate is 78; rural Assam faces the maximum danger for children who do not see their 5<sup>th</sup> birthday.*
- *As per NFHS-III, an estimated 35.8 per cent of 0-3 year old Children in Assam are underweight (low weight for age); with strong rural (36.7) urban (27.9) differences. There is prevalence of nutritional anaemia in young children (6-35 months).*
- *An estimated 77.3 per cent children are reported as being anaemic.<sup>11</sup> As per the DLFS-III (2007-2008), in Assam 40 per cent of women in the age group of 20-24 years were married before the legal age of 18 years.<sup>12</sup>*

<sup>9</sup> [http://nrhm.gov.in/nrhm-in-state/state-wise-information/assam.html#health\\_profile](http://nrhm.gov.in/nrhm-in-state/state-wise-information/assam.html#health_profile) (accessed on 10.09.2013)

<sup>10</sup> [http://censusindia.gov.in/vital\\_statistics/SRS\\_Bulletins/SRS\\_Bulletin\\_December\\_2011.pdf](http://censusindia.gov.in/vital_statistics/SRS_Bulletins/SRS_Bulletin_December_2011.pdf) (accessed on 24.09.2013)

<sup>11</sup> "Chief Minister's Vision for Women and Children in Assam 2016"; Ch 3 (accessed on 11.09.2013)

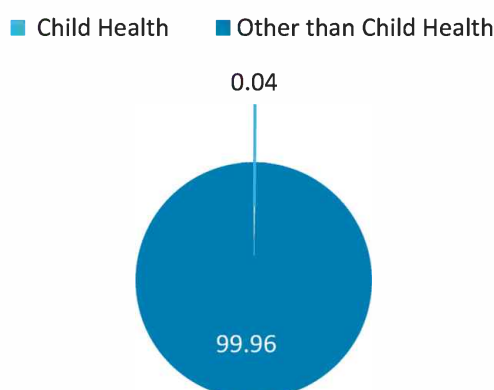
<sup>12</sup> Ibid



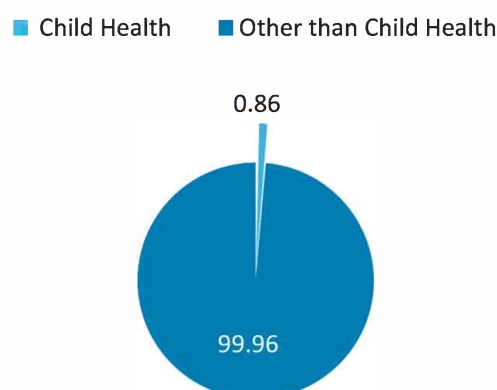
## **Child Health in Assam Budget and BfC (2008-2009 to 2013-2014)**

There are very few programmes and schemes within the larger health budget that are child specific. Those are the ones that have been identified and included in this analysis. Most of these schemes are part of the Reproductive and Child Health Scheme of the Government of India and is centrally sponsored. There are other State initiatives that do include some child focused interventions that relate specifically to children and could be identified in the budget documents like Majoni under Assam Vikas Yojna (CM's Special Package Schemes) and hence few of them are included in this analysis.

**Figure 2.1: Average Share of Child Health (BE) in Assam Budget (2008-2009 to 2013-2014) (In Per Cent)**

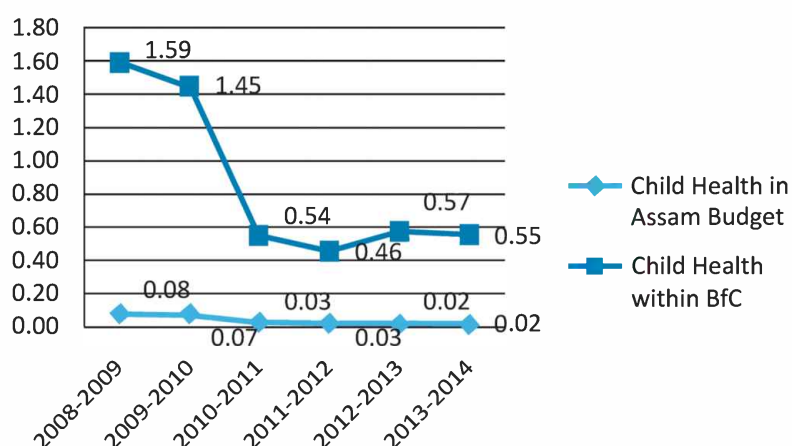


**Figure 2.2: Average Share of Child Health (BE) within BfC (2008-2009 to 2013-2014) (In Per Cent)**



- In the period of study (2008-2009 to 2013-2014), child health sector has received a very low share of 0.04 per cent in the State Budget and 0.86 per cent within Budget for Children. (Figure 2.1 & 2.2)
- Although the total State Budget has increased over the years, the allocations for child health both in actual terms as well as share of child health in State Budget and BfC have reduced over the years (Table 2.1 and Fig. 2.3).

**Figure 2.3: Share of Child Health (BE) in Assam Budget & BfC (2008-2009 to 2013-2014) (In Per Cent)**





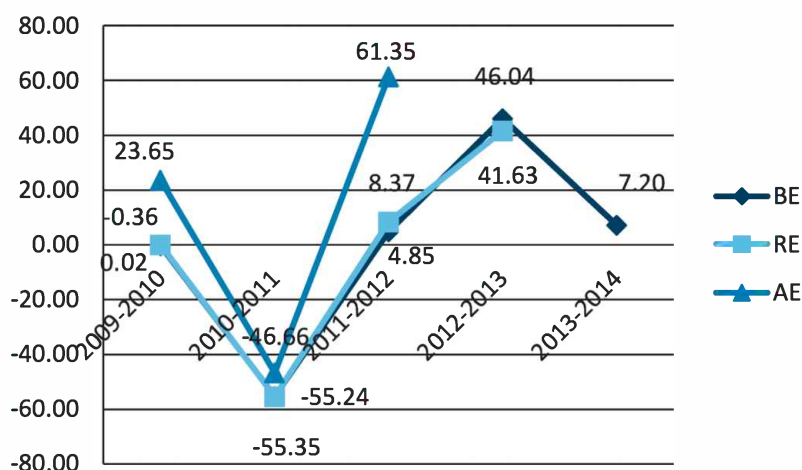
For example while in 2010-11 and 2011-12 the allocation was lower than the other years, the proportionate share in 2012-13 and 2013-14 is much lower despite increase in allocations at BE stage. (Table 2.1)

- Set this against the allocation for child health in other States in the same period. Andhra Pradesh was 0.15 percent of the State Budget and 0.93 per cent within the BfC for the State<sup>13</sup>; Delhi was 0.46 per cent of the State Budget and 2.96 per cent of the BfC<sup>14</sup> and in West Bengal it was 0.37 per cent of the State Budget and 2.25 per cent of BfC<sup>15</sup>.

Year	Health	State	BfC	Health In State Budget	Health within BfC
2008-2009	79.29	96502.72	4989.34	0.08	1.59
2009-2010	79.01	105428.17	5461.50	0.07	1.45
2010-2011	35.36	113902.08	6517.35	0.03	0.54
2011-2012	37.08	129660.31	8104.53	0.03	0.46
2012-2013	54.15	285267.63	9433.70	0.02	0.57
2013-2014	58.05	300649.45	10501.75	0.02	0.55
Average	57.16	171901.73	7501.36	0.04	0.86

- The mystery of allocation for child health in Assam deepens when we see the erratic rate of change (Figure 2.4). The allocations both at RE and BE stage show a minus growth of over 55 per cent on 2010-11. This can be clearly traced to the huge fall in the allocation for the *Immunisation of Infants and children against Diphtheria, Polio & Typhoid etc* from `54.14 crore in 2008-2009 to `10.59 crore in 2010-2011. The following financial years 2011-2012 and 2012-2013, it showed a sudden growth up to 46.04 per cent.

Figure 2.4: Rate of Change in Child Health BE, RE & AE (2009-2010 to 2013-2014) (In Per Cent)



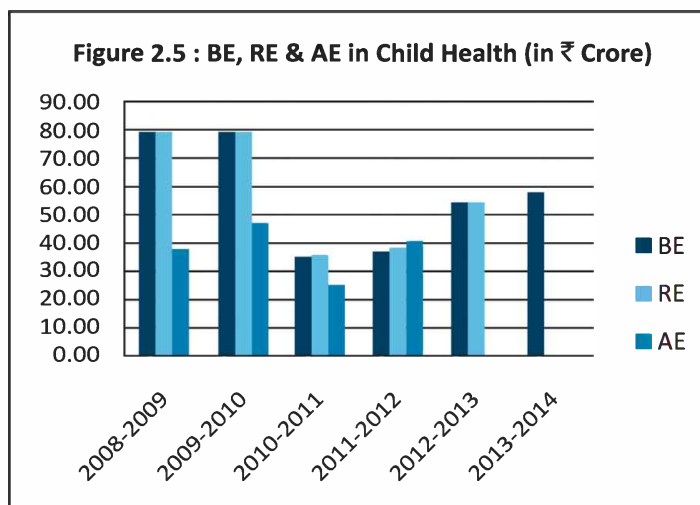
<sup>13</sup> Budget for Children, Andhra Pradesh (2007-2008 to 2011-2012): HAQ: Centre for Child Rights, New Delhi with M.V.Foundation, Hyderabad

<sup>14</sup> Budget for Children, Delhi (2008-2009 to 2012-2013) :HAQ: Centre for Child Rights, Delhi

<sup>15</sup> Budget for Children, West Bengal (2007-2008 to 2011-2012): HAQ: Centre for Child Rights, Delhi with Society for People's Awareness (SPAN), Kolkata.

## Allocation and Expenditure (BE, RE & AE in Health Sector)

- There has been almost 27 per cent decrease in allocation between 2008-09 and 2013-14 although there has been a 6.4 per cent increase in the actual expenditure between 2008-09 and 2013-14.
- As against all trends of budget allocations that we see across the country, the budget allocations (BE) has been decreasing in child health sector in Assam and this was matched by the fall in the mid-year allocations (RE) over the years, although as Figure 2.4 & 2.5 shows it had been increased minimally in some years.
- Under the RE head, it has been observed that the allocations at RE stage were slightly higher than the budget estimate in all years except 2008-2009. (Table 2.2)
- Actual expenditures have been lower than both BE and RE in 2008-2009 to 2010-2011 except in 2011-2012, when there has been a 9.3 per cent overspending as compared to BE and 5.6 per cent overspending as compared to RE. This was the year in which there had been no allocations at BE or RE stage for Post Partum Centre and yet there was a spending of ₹6.03 crore. This was also the year that the School Health Scheme in the Karbi Anglong region of the State was introduced with an allocation of ₹0.9 crore.



Year	BE	RE	AE	AE-BE	AE- BE %	RE-BE	RE BE%	AE-RE	AE- RE %
2008-2009	79.29	79.29	38.11	-41.19	-51.94	NA	NA	-41.19	-51.94
2009-2010	79.01	79.31	47.12	-31.89	-40.36	0.30	0.38	-32.19	-40.59
2010-2011	35.36	35.41	25.13	-10.23	-28.94	0.05	0.14	-10.28	-29.04
2011-2012	37.08	38.38	40.55	3.47	9.36	1.30	3.51	2.17	5.66
2012-2013	54.15	54.36	NA	NA	NA	0.21	0.38	-54.36	NA
2013-2014	58.05	NA	NA	NA	NA	NA	NA	NA	NA

- Despite the health status of children in Assam, it is unacceptable that even insufficient allocations could not be spent and an average of ₹0.2 crore remained unspent.
- It is the Appropriation Accounts that help identify underspending and the reasons for it. What we refer to underspending is euphemistically called saving in the Government parlance.

- Major schemes are tabled which had witnessed underspending including Immunization of Infant and Children against Diphtheria, Polio & Typhoid etc, Training of A.N.M.S (CSS), School Health Scheme, Training of Nurses including Auxiliary Nurses and Midwives. As mentioned earlier, we find spending and saving in Post partum Scheme, and yet no allocations. **Table 2.3** gives us a glimpse of some of the programmes and schemes where the allocated budget was not spent.

Table 2.3: Appropriation Account of Assam Government (2008-2009 to 2010-2011) (₹Lakh)				
Year	Scheme	Total Grant	Actual Expenditure	Excess + Saving -
2008-2009	Immunization of Infant and Children against Diphtheria, Polio & Typhoid etc	48,61.00	16,43.88	-32,17.12
	Training of A.N.M.S (CSS)	5,22.56	2,90.54	-2,32.02
	Postpartum Centres(CSS)	---	4,24.64	+4,24.64
	Training of Health Personnel	36.18	15.56	-20.62
2009-2010	School Health Scheme	2,58.88	2,06.25	-52.63
	Training of A.N.M.S(CSS)	6,07.28	3,52.82	-2,54.46
2010-2011	Training of Nurses including Auxiliary Nurses and Midwives	73.05	32.01	-41.04

### **A Closer Look at Some Schemes and Programmes in the Child Health Sector**

The Assam State has very few schemes under the health sector for children. Major Schemes are all centrally sponsored like Training of Auxiliary Nurses/ Midwives (A.N.M.S), Postpartum centres etc.

#### **Immunization of Infants and Children against Diphtheria, Polio, Typhoid etc**

The immunization programme for children has been carried out against vaccine preventable diseases on a priority basis. Children below one year of age who received BCG, Measles and three doses of DPT & oral polio Vaccines are considered to be fully immunized. All these activities are covered under the universal immunization programme (UIP). Assam Chief Minister in his budget speech 2013-2014 said that effort will be put in to bring down the Infant Mortality Rate of the State with various initiatives.

During the year 2009-2010, Assam state has achieved 81.54% its annual target with Full Immunization of 579217 children (below 1 year of age).

#### **Action Plan on Universalisation of Immunisation Programme, 2011-12**

Infant Target:	686265
Vaccination Sites:	30450
Sub - Centers:	4709
Village:	29248
ANM / MPHWS:	5215
Addl. ANM:	4726

*Source: State Programme Implementation Programme 2011-12, National Rural Health Mission;*

[http://www.nrhmassam.in/state\\_pip/c4\\_immunization.pdf](http://www.nrhmassam.in/state_pip/c4_immunization.pdf)

- But the budgetary allocations received under this scheme have gone down from ₹54.14 crore in 2008-2009 to ₹25.50 crore in 2013-2014.
- Not only poor budget allocations but immunization programme had seen serious underspending over the years. In 2008 – 2009 a sum of total ₹54.14 crore was allocated and not even half of the allocation was spent, total expenditure for the same year was only ₹21.25 crore.
- The allocations in the following financial years i.e. from 2008-2009 to 2013-2014 further went down. In 2010-2011 it dropped to ₹10.59 crore and of which only ₹7.57 crore was spent.

Times of India

## NRHM Launches Scheme to Monitor Kids' Health

TNN Mar 26, 2013, 09.47AM IST

GUWAHATI: In a bid to monitor the health of children, the State unit of the National Rural Health Mission (NRHM) has started the School Health Programme (SHP) in Assam. Under this, cards will be provided to students to track their health in a better way.

The SHP includes check-up of students studying in lower primary, mid-vernacular, upper primary, senior secondary and higher secondary levels. Those with minor ailments will be treated in the school and for specialized treatment; children will be referred to other health institutions.

Source: [http://articles.timesofindia.indiatimes.com/2013-03-26/guwahati/38039441\\_1\\_school-health-programme-health-cards-nrhm](http://articles.timesofindia.indiatimes.com/2013-03-26/guwahati/38039441_1_school-health-programme-health-cards-nrhm) accessed on 19-09-2013

## School Health Scheme (SHS)

This scheme was launched to provide better health care services to the school going children. Under this scheme, School health clinics (SHC) are set up in the school premises of both Government school and Government aided school to deliver better health care facilities. The main objectives of this scheme are: promotion of Positive health (health education, prevention of diseases including immunization, early detection, diagnosis and treatment of diseases, referral services to higher centres for further treatment and management.

- School Health Check-ups in Assam got a boost with extension of the School Health Programme to other districts. The School health Programme which was operational in the Districts of Kamrup (Rural), Kamrup(Metro) and Nalbari has been further extended by NRHM Government of Assam to the districts of Jorhat, Darrang, Barpeta and Nagaon with the support of SSA and the NGOs<sup>16</sup>.
- Allocations under this scheme have increased from ₹1.96 crore in 2008-2009 to ₹4.32 crore in 2013-2014. It is evident from the allocation pattern that this scheme has been given priority so that it covers maximum districts in the State. Although the allocation has been rising over the years actual expenditure was very low. The highest underspending was in 2010-2011, when ₹4.20 crore was allocated but actual expenditure made was only ₹2.76 crore.

<sup>16</sup> <http://www.schoolindia.org/article/assam.html>

- The North Cachar Hills, Bodoland and Karbi Anglong districts also received budget allocation under the School Health Scheme (SHS). The Karbi Anglong district received allocation of ₹0.09 crore in 2011-2012, but total expenditure ₹0.41 crore spent is higher than the allocation.

### **Post Partum Centre and Training of Auxiliary Nurses and Midwives (A.N.M.S)**

- Post Partum Centre and Training of Auxiliary Nurses and Midwives (A.N.M.S), both Centrally Sponsored Schemes, have received an increased allocation over the years, which is a positive sign.
- In 2008-2009 and 2011-2012 under the Post Partum scheme, no funds were allocated but still there was an expenditure of ₹0.05 crore and ₹6.03 crore. In 2010-2011 out of total allocation of ₹7.09 crore, a sum of ₹5.5 crore was spent, so there's also underspending of allocations.
- The **Training of Auxiliary Nurse Midwives (A.N.M.S)** scheme observed an increased allocations of ₹5.22 crore in 2008-2009 to ₹7.65 crore in 2013-2014, but there was an underspending from 2008-2009 to 2013-2014.

### **Schemes under the National Rural Health Mission (NRHM)**

It was launched in 2005 but implementation of a large range of interventions under NRHM was approved in 2006, as a direct, focused response to strengthen primary health care, with a specific focus on reproductive and child health. The goal of NRHM is "Attainment of universal access to equitable, affordable and quality health care, which is accountable and responsive to the needs of the people".<sup>17</sup>

- Several State specific health Schemes announced by the Chief Minister have been made part of NRHM. For example Chief Minister's Special Package schemes like Operation Smile, Special Care Home for HIV affected Children and Assam Vikash Yojna Schemes for Girl Child like Majoni, were introduced in 2012-2013. A total of ₹50 crore has been allocated for medical support for children below 14 years under Chief Minister Special Package.
- More than 500 Children with congenital heart disease have been operated till date at Narayana Hrudayalaya, Bangalore and Kolkata at free of cost through funds provided by the government.<sup>18</sup>

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<sup>17</sup> Department of Health & Family Welfare Annual Report 2012-2013.

<sup>18</sup> Ibid



- Under ‘**Operation Smile**’ Scheme more than 4000 children underwent surgery for repair of cleft palate and lips till 2012.<sup>19</sup> In 2010-2011 Operation Smile Scheme received an allocation of ₹1 crore but total expenditure was ₹3.3 crore.
- The budgetary allocations declined to ₹0.87 crore in 2011-2012, and rose to ₹0.95 crore in 2012-2013 then again in 2013-2014, it decreased to ₹0.01 crore. All these years there has not been any expenditure under this scheme.

#### Few Achievements of NRHM in Assam:

- *The Maternal Mortality (MMR) and Infant Mortality Rate (IMR) has been decreasing, as per SRS bulletin, 2012.*
- *There is a steady increase of Institutional Delivery from 1, 49,003(2005-2006) to 4, 64,710 (2011-1012).*
- *The percentage of Fully Immunization of Children has been increasing from 70% (2005-06) to 84 % (2011-12).*

**Source:** *Economic Survey of Assam, 2012-13*

- The ‘**Majoni**’ scheme has been launched for new born girl child to provide social assistance, educational help, nutritional right, and to empower them vis-à-vis the male counterpart. Under this scheme, an amount of ₹5000 is given in the form of Fixed Deposit to every girl child born in health institutions. Total of 1, 54,580 number of fixed deposits have been issued till 2011, since its inception.<sup>20</sup>
- Another State initiative is the Janani Suraksha Yojna, which aims at institutional delivery of pregnant women with regular ante-natal and post-natal check-up through active participation of the Accredited Social Health Activist (ASHA). Since its introduction in 2005, there has been almost 22 times increase in institutional delivery in the State. The mother is provided with cash assistance of ₹1400 in rural areas and ₹1000 in urban areas.<sup>21</sup>

#### **To reduce Infant Mortality Rate (IMR)**

Some special schemes have been proposed to curtail IMR. Under Infant and Young Child Nutrition Initiatives (IYCN), which was introduced in 2012-2013, it is proposed to train ASHAs/AWWs in 15 districts as breast feeding support group for exclusive breast feeding communities.

- **New Born Care Corner (NBCC)** - 545 NBCC are made functional out of 712 delivery point and 167 are being taken up to be made functional shortly.
- **Special Care New Born Units:** 13 SCNUs are set up in the state to provide special care to the new born child.

**Source:** *Economy Survey, Assam, 2012-13*

<sup>19</sup> Ibid

<sup>20</sup> Economic Survey, Assam 2012-2013(accessed on 20.09.2013)

<sup>21</sup> Economic Survey, Assam 2012-2013(accessed on 20.09.2013)

## **Conclusion:**

For delivery of proper health services to the children in Assam, the State has a very long way to go with such poor budget allocations. During our period of study from 2008-2009 to 2013-2014, we observed that budget allocations for health in the State Budget and within BfC have been drastically reduced. Moreover it is interesting that even reduced allocation for the child health has seen a major underspending of the resources. This contradicts the assurance and promises that have been made by the government to attain maximum health care for children and improve poor health structure.

No doubt there are schemes where there has been an increase in allocations but what matters most is the sustenance of those schemes and programmes and outcomes for children in Assam. This still remains a big challenge.



## ANNEXURE TABLES: CHILD HEALTH

Training of Health Personnel (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	36.18	36.18	15.56
2009-2010	48.85	48.85	17.86
2010-2011	78.95	83.95	20.83
2011-2012	29.6	29.6	28.09
2012-2013	42.62	42.62	NA
2013-2014	47.37	NA	NA

Training of Para Medical Personnel(G.N.M &A.N.M) for six G.N.M Training Schools (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	240.35	240.35	0
2009-2010	197.36	197.36	68.81
2010-2011	120.37	120.37	256.57
2011-2012	0.37	0.37	314.49
2012-2013	450.37	450.37	NA
2013-2014	500.01	NA	NA

Training of Nurses including Auxilliary Nurses/ Midwives (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	37.36	37.36	24.13
2009-2010	50.92	50.92	45.9
2010-2011	73.05	73.05	32.01
2011-2012	70.79	70.79	43.75
2012-2013	76.44	94.47	NA
2013-2014	105.7	NA	NA

School Health Scheme (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	196.84	196.84	173.86
2009-2010	258.88	258.8	206.25
2010-2011	420.99	420.99	276.27
2011-2012	337.01	367.01	286.41
2012-2013	379.32	381.8	NA
2013-2014	432.86	NA	NA

Training of Nurses including Auxilliary Nurses/ Midwives (Silchar Medical College Hospital) (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	4.77	4.77	4.78
2009-2010	3.14	3.14	3.54
2010-2011	12.03	12.03	0.18
2011-2012	10.6	10.6	2.6
2012-2013	10.47	10.47	NA
2013-2014	11.99	NA	NA

Immunisation of Infant and Children against Diphtheria, Polio& typhoid etc (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	5414.7	5414.7	2125.53
2009-2010	4201.54	4231.32	3594.42
2010-2011	1059.06	1059.06	757.17
2011-2012	2299.50	2399.50	2087.28
2012-2013	2423.03	2423.03	NA
2013-2014	2550.54	NA	NA

Pastpartum Centre(CSS)( in ₹ Lakhs )			
Year	BE	RE	AE
2008-2009	0	0	5.14
2009-2010	188	188	331.39
2010-2011	709.4	709.4	551.18
2011-2012	0	0	603.29
2012-2013	998.14	998.14	NA
2013-2014	1097	NA	NA

Trainning of A.N.M.S (CSS)(in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	522.56	522.56	290.54
2009-2010	607.28	607.28	352.82
2010-2011	853.63	853.63	484.57
2011-2012	765.39	765.39	491.87
2012-2013	765.39	765.29	NA
2013-2014	765.39	NA	NA

Immunisation of Infant and Children against Diphtheria, Polio & Typhoid etc in N.C. Hills (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	11.88	11.88	16.99
2009-2010	15.34	15.34	17.31
2010-2011	22.07	22.07	18.14
2011-2012	26.52	26.52	19.88
2012-2013	27.33	27.33	NA
2013-2014	27	NA	NA

School Health Schemes in N.C. Hills (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	15.43	15.43	8.91
2009-2010	16.51	16.51	15.48
2010-2011	27.53	27.53	21.95
2011-2012	22.58	22.58	24.96
2012-2013	28.29	28.29	NA
2013-2014	32.63	NA	NA

School Health Scheme in Bodoland (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	12.51	12.51	0
2009-2010	14.45	14.45	10.01
2010-2011	30.05	30.05	12.72
2011-2012	16.86	16.86	14.52
2012-2013	22.2	22.2	NA
2013-2014	31.63	NA	NA

School Health Scheme in Karbi Anglong (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	NA	NA	NA
2009-2010	NA	NA	NA
2010-2011	NA	NA	NA
2011-2012	9.2	9.2	41.92
2012-2013	10.17	10.17	NA
2013-2014	18.42	NA	NA

## CHAPTER THREE

### CHILD EDUCATION

The gross enrolment ratio of the children in Assam at the primary level is 104.4 per cent, which is at par with the national average. However, enrolment at the upper primary level is 96.8 per cent.

Of the small proportion of Budget for Children (BfC) in the State, education sector receives the lion's share of nearly 82 per cent. In fact no other State receives 82 per cent of the BfC on education sector. It is only 3.5 per cent of the State Budget.

*"I recognize the need to make **Primary Education** attractive so as to bring all the children to school and to provide qualified teachers to impart education in an effective manner."*

-----Chief Minister's Speech for Annual Plan 2013-14

Source:

[http://planassam.info/contents\\_sub.php?username=&status=&q=4&link\\_name=4&ID=64&link\\_caption=Plan](http://planassam.info/contents_sub.php?username=&status=&q=4&link_name=4&ID=64&link_caption=Plan)

Is the allocation and expenditure on the education sector adequate? It has been reported that students in government schools in Assam study only for two-and-a-half hours every day at the primary level compared to five-and-a-half to six-and-a-half hours in the rest of the country<sup>22</sup>. Also, the learning levels for basic mathematics and English is low and the infrastructure is inadequate<sup>23</sup>.

#### Budget for Education Sector: Highlights

- Education sector receives an average share of 3.5 Percent of the total State Budget, although its share within BfC is 82 percent. This reveals the low funds allocated to the other sectors within BfC. In consonance with the implementation of the Right to Education Act (RTE), the maximum allocation is for elementary education (51.5 per cent), largely due to the flagship Sarva Shiksha Abhiyaan programme.
- In a situation where the education needs of children are growing, it is incomprehensible as to why the share of education sector within the overall State Budget has actually gone down from 3.91 per cent in 2008-09 to 2.82 per cent in 2013-14.

<sup>22</sup><http://www.thehindu.com/news/national/assam-kids-spend-just-over-2-hours-at-primary-school/article4718956.ece>; accessed on 19-09-2013

<sup>23</sup>[http://img.asercentre.org/docs/Publications/ASER%20Reports/ASER\\_2011/assam.pdf](http://img.asercentre.org/docs/Publications/ASER%20Reports/ASER_2011/assam.pdf); accessed on 20-03-2013

- The trend during the past six years (2008-09 to 2013-14) is erratic, with the share going up and down every year.
- Compounding the matter is the very high level of underspending. The average underspending for the four years (2008-2009 to 2011-2012) for which data is available is 11.43 per cent. Unfortunately the reason for this underspending is not available even in the Appropriation Accounts of the State Government.
- There is underspending in some flagship programmes of the government. In fact this is visible in almost all the flagship and other schemes such as mid-day meal scheme (39 per cent underspending) and Rashtriya Madhyamik Shiksha Abhiyaan (76 per cent underspending).
- The special focus schemes meant for the marginalised too see massive underspending defeating the very purpose for which they have been instituted such as the Secondary School for Girls (15 per cent underspending), Scholarship Scheme under Schedules Caste Component (96 per cent underspending), Scholarship to Handicapped (72.2 per cent underspending), Scholarship to Primary and Middle School Tribal Area Sub-Plan (65 per cent underspending<sup>24</sup>).
- Sarva Shiksha Abhiyaan (**SSA**) is the only programme that has seen overspending for the past three years (2009-2010 onwards).
- Because of the large allocations for Sarva Shiksha Abhiyaan and the implementation of the Right to Education Act, elementary education received the maximum average share of 51.46 per cent (**Figure 3.6**). Secondary education received an average share of 26.73 per cent.
- The allocation for the secondary level is 26.73 per cent of the education sector budget. This must be seen in the context of the fact that the number of Government and provincialised<sup>25</sup> secondary schools do not achieve either the target as per distance or the participation norms.

The ASER Report 2012 shows that around 43.5 per cent children in the State are weak in mathematics. It also shows that the ability to read and comprehend easy English sentences is also low in Assam. Moreover, 27 per cent of the children enrolled in schools were opting for private tuitions<sup>26</sup>. Yet the Chief Minister's Special Scheme for appointing teachers for Science, Mathematics and English goes without any expenditure over the years.

<sup>24</sup>Underspending has been calculated for four years i.e. from 2008-2009 to 2011-2012

<sup>25</sup>These are the schools run by the provincial councils of North Cachar Hills, Karbianglong and Bodoland

<sup>26</sup>ASER Report 2012; [http://img.asercentre.org/docs/Publications/ASER%20Reports/ASER\\_2012/assam.pdf](http://img.asercentre.org/docs/Publications/ASER%20Reports/ASER_2012/assam.pdf); accessed on 20-09-2013

### Status of Child Education in Assam

- Assam's gross enrolment ratio (GER) at the primary level is 104.4 per cent, which is at par with the national average; however, enrolment at the upper primary level is 96.8 per cent<sup>27</sup>.
- Of those enrolled, the average dropout rate for girls has increased from 5.0 per cent (2009-10) to 11.9 per cent (2011-12) at primary level and from 13.5 per cent (2009-10) to 14.3 per cent at the upper primary level<sup>28</sup>.
- As per DISE 2010-11, Pupil-teacher ratio in Assam schools was noted to be 1:25.
- There are 89.87 per cent schools serving Mid-Day Meal in Government schools and Government aided schools<sup>29</sup>.
- In Assam, there is 12.21 per cent enrollment in single teacher school<sup>30</sup>.
- The transition rate in Assam schools from primary to upper primary schools is 88.7 per cent<sup>31</sup>.
- The retention rate in primary schools was note to be 53.38 per cent<sup>32</sup>.
- A total of 34.5 per cent teachers in upper primary schools received in-service training in 2010-11<sup>33</sup>.

### Child Education in Assam Budget and BfC (2008-2009 to 2013-2014)

Education sector has been receiving the maximum share of allocation within State Budget as well as within BfC throughout the study period. The average share within the State Budget is only 3.57 per cent, while it constitutes 81.92 per cent within BfC. **(Figure 3.1 & 3.2)**

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<sup>27</sup>DISE 2011-12

<sup>28</sup>"Chief Minister's Vision for Women and Children in Assam 2016"; Ch3;

[http://online.assam.gov.in/web/hfwd/home?p\\_p\\_auth=Q3m1fOvn&p\\_p\\_id=20&p\\_p\\_lifecycle=1&p\\_p\\_state=exclusive&p\\_p\\_mode=view&\\_20\\_struts\\_action=%2Fdocument\\_library%2Fget\\_file&\\_20\\_groupId=218378&\\_20\\_folderId=244270&\\_20\\_name=8735](http://online.assam.gov.in/web/hfwd/home?p_p_auth=Q3m1fOvn&p_p_id=20&p_p_lifecycle=1&p_p_state=exclusive&p_p_mode=view&_20_struts_action=%2Fdocument_library%2Fget_file&_20_groupId=218378&_20_folderId=244270&_20_name=8735); accessed on 21-06-2013

<sup>29</sup>DISE 2011-12

<sup>30</sup>Ibid

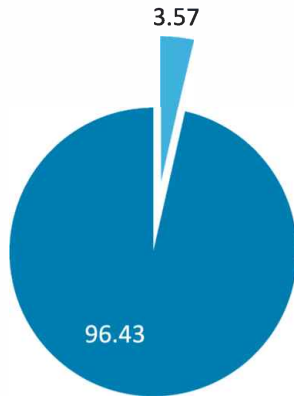
<sup>31</sup>DISE State Report Cards 2011-12, <http://dise.in/Downloads/Publications/Publications%202011-12/State%20Report%20Cards.pdf>; accessed on 13-08-2013

<sup>32</sup>Ibid

<sup>33</sup>Ibid

**Figure 3.1: Average Share of Child Education (BE) in Assam Budget (2008-2009 to 2013-2014) (In Per Cent)**

■ Child Education ■ Other than Child Education

**Figure 3.2: Average Share of Child Education (BE) within BfC (2008-2009 to 2013-2014) (In Per Cent)**

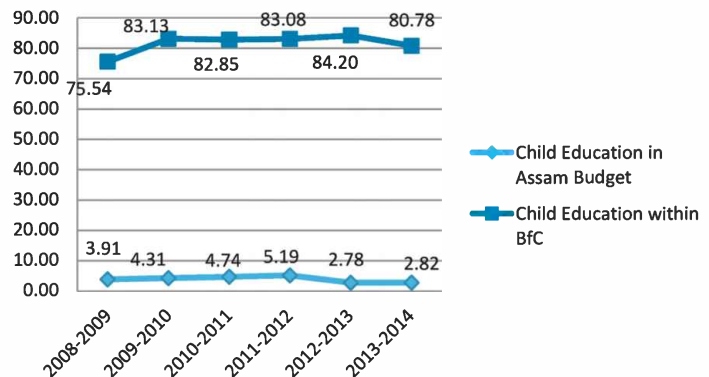
■ Child Education ■ Other than Child Education



- What is of greater concern is the inconsistent allocations and expenditure over the past six years. (Figure 3.3 and Fig 3.4)

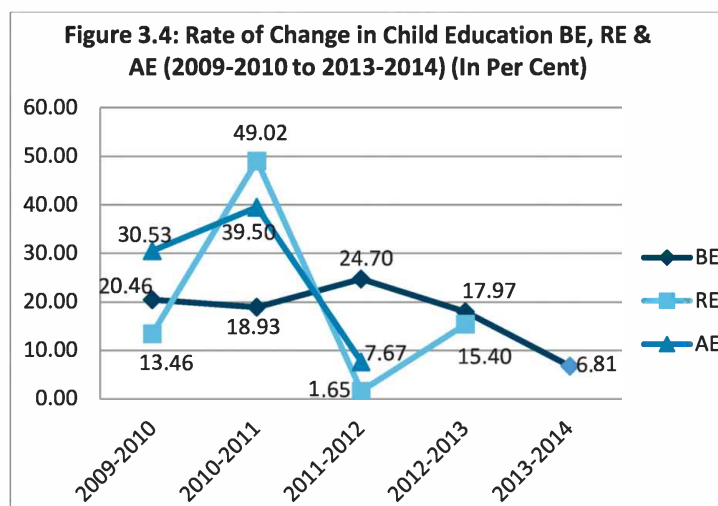
- In 2008-2009, education received a share of 3.91 per cent in the State Budget which rose consistently till 2011-2012 to 5.19 per cent, only to show a drastic fall to 2.82 per cent in 2013-14.

- Though there is a rise in share of child education allocations from 2008-2009 to 2013-2014 with share rising from 75.54 per cent in 2008-2009 to 80.78 per cent in 2013-2014, but the share of allocation over the years has been full of ups and downs.

**Figure 3.3: Share of Child Education (BE) in Assam Budget & BfC (2008-2009 to 2013-2014) (In Per Cent)**



- The rate of change in all three stages is not consistent with each other. They show completely different trends (Figure 3.4). Most inconsistent was at the RE stage with sharp increases and decreases.
- The increase in BE, RE and AE in 2009-2010 over the previous year was because of the launch of Rashtriya Madhyamik Shiksha Abhiyan (RMSA) in the year 2009-2010.

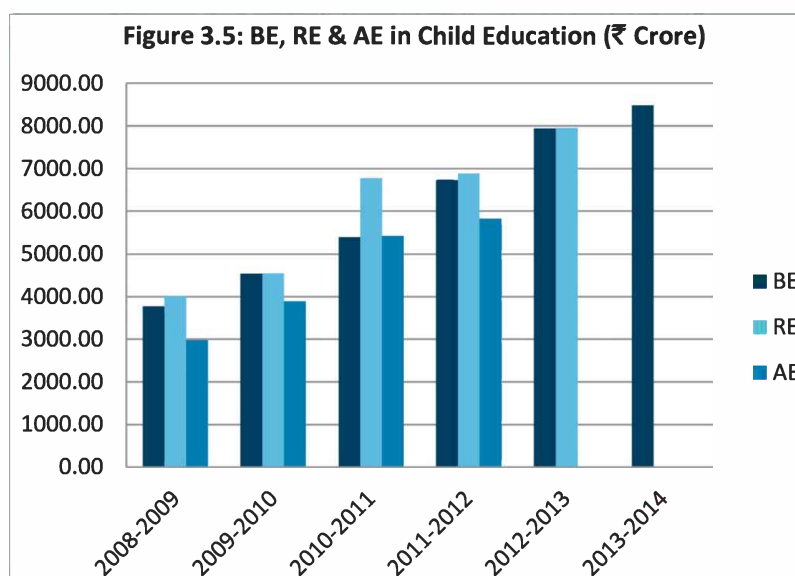


- While in 2010 -2011, the rate of change saw a fall in RE and AE, with a small increase the following year, there has been a consistent fall in the rate of change in BE between 2011-2012 and 2013-2014.
- Allocations at BE stage noted a significant increase of 18.98 per cent in 2010-2011, but at RE stage, allocations increased dramatically to 49.02 per cent the same year. This was the year when the State Government started implementing the Right to Education Act, which might be the reason of such an increase.

### Allocation and Expenditure (BE, RE and AE) in Education Sector

It is surprising that there have been mid-year increases in almost all the years under study (RE being increased over BE). However, the actual spending has been much less than the increased RE. Why then was there a mid-year increased budget? (Figure 3.5 and Table 3.1)

- The average underspending between what was allocated (BE) and the actual spending (AE) in the six years is 11.43 per cent.



- It is only in 2010-2011 that the actual expenditure was a little more than what was allocated (BE was ₹5399.52 crore and AE was ₹5416.69 crore)

	Education			State BudgetBE	BfC BE	Education BE withinState Budget	Education BE within BfC
YEAR	BE	RE	AE				
	(₹ Crore)			(₹ Crore)		(In Per Cent)	
20082009	3769.14	4007.42	2974.84	96502.72	4989.34	3.91	75.54
20092010	4540.17	4546.93	3882.91	105428.17	5461.50	4.31	83.13
20102011	5399.52	6775.75	5416.69	113902.08	6517.35	4.74	82.85
20112012	6733.32	6887.79	5831.96	129660.31	8104.53	5.19	83.08
20122013	7943.08	7948.73	NA	285267.63	9433.70	2.78	84.20
2013-2014	8483.65	NA	NA	300649.45	10501.75	2.82	80.78
Average	6144.81	---	---	171901.73	7501.36	3.57	81.92

- In the year 2008-2009, there was a maximum underspending of 21.07 per cent (₹794.30 crore) followed by 14.48 per cent of underspending in 2009-2010 (Table 3.3).
- Such trend of expenditure raises serious questions about the government's efforts towards achieving the commitments made for education.
- Although RE has been more than BE throughout the study period, the government has not been able to spend the full amount allocated at BE or RE stage. In the year 2010-2011, despite a 25.49 per cent increase of allocation at RE stage, there was a 20.06 per cent underspending.

Year	BE	RE	AE	AE-BE	AE-BE (%)	RE-BE	RE-BE (%)	AE-RE	AE-RE (%)
2008-2009	3769.14	4007.42	2974.84	-794.30	-21.07	238.27	6.32	-1032.58	-25.77
2009-2010	4540.17	4546.93	3882.91	-657.26	-14.48	6.75	0.15	-664.01	-14.60
2010-2011	5399.52	6775.75	5416.69	17.17	0.32	1376.23	25.49	-1359.06	-20.06
2011-2012	6733.32	6887.79	5831.96	-901.36	-13.39	154.47	2.29	-1055.83	-15.33
2012-2013	7943.08	7948.73	NA	NA	NA	5.65	0.07	NA	NA
2013-2014	8483.65	NA	NA	NA	NA	NA	NA	NA	NA

Table 3.4 highlights the savings/underspending by Assam Government in few of the important schemes related to child education.

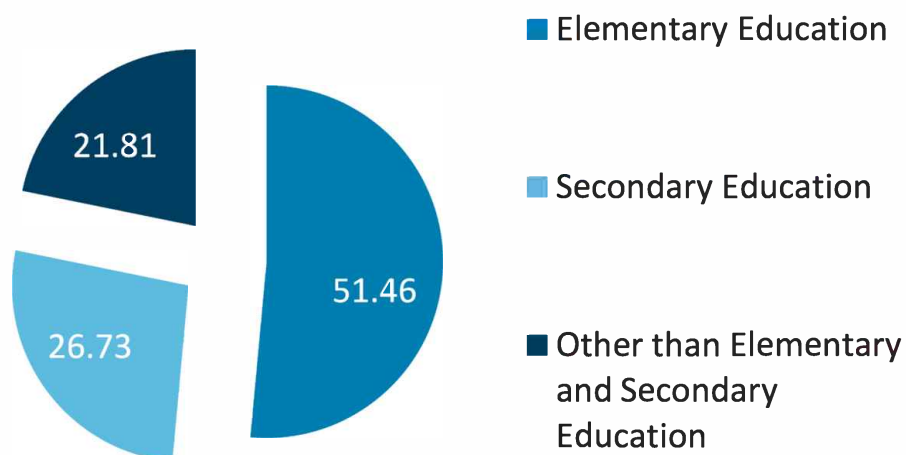
Year	Schemes	Total Grant	Actual Expenditure	Excess (+) Saving (-)
2008-2009	Scholarships to Primary and Middle School Student (SCCP)	1,45.00	26.09	-1,18.91
	Asom Sarva Siksha Abhiyan	50,00.00	11,37.00	-38,63.00
	Mid-Day-Meal Scheme for Cooking cost	25,00.00	7,56.31	-17,43.69

Table 3.4: Appropriation Account of Assam Government (2008 -2009 to 2010-2011) (₹ Lakh)				
	Schemes	Total Grant	Actual Expenditure	Excess (+) Saving (-)
2009-2010	Pre-Matric Scholarships	1,50.00	--	-1,50.00
	Secondary School for Boys	29,36.13	18,53.62	-10,82.51
	Modernisation of Madrassa Education	3,60.00	--	-3,60.00
	Mid-Day-Meal scheme for Transportation Cost	5,08.14	--	-5,08.14
	Scholarship to BPL Student	1,50.00	--	-1,50.00
	Financial Assistance to Madrassa Institution	14,00.00	--	-14,00.00
	National Schools Scholarship (CSS)	25.00	--	-25.00
2010-2011	Madhyamik Siksha Abhijan	54,00.00	2,34.94	-51,65.06
	Government Teachers Serving in Non -Government Secondary Schools	13,51,83.55	11,81,55.55	-1,70,28.00
	Assistance to non-Government Secondary Boys & Girls Schools	1,30.00	--	-1,30.00
	Primary Teachers Training School	8,31.27	3,93.51	-4,37.76
	Research Activities of State Council of Educational Research & Training (SCERT)	21.50	--	-21.50

## A Closer Look at the Schemes

The allocation and expenditure can be divided into elementary education (EE), Secondary Education (SE), general education and technical education.

**Figure 3.6: Average Share of Elementary and Secondary Education within Child Education Budget (2008-2009 to 2013-2014) (In Per Cent)**



## FIRSTPOST

## Assam Government Draws Flak for Privatising Mid Day Meals

Jan 7, 2013

Karimganj (Assam): Lambasting Assam Government for its decision to privatise mid-day meal scheme, CITU said over one lakh women would be rendered jobless on account of it. The decision was 'arbitrary and unjustified' and 'smacked of anti-people policy' as it amounted to depriving 1,00,350 poor women workers who were engaged as cooks under the scheme from its benefits, CITU state unit organising secretary Mukund Teli said here yesterday.

The women workers engaged in cooking the meals for children in primary schools since 2005 when the scheme was implemented in the state, he told a meeting of CITU Cachar-Hailakandi district unit workers here yesterday. "Instead of their services being regularised, the women now face an uncertain future," he observed and claimed that they were also yet to receive the State's share of 10 per cent payment of their monthly Rs 1000 salary as fixed by the Centre in 2009. In 2010 the State Government had decided to hand over implementation of the scheme to private rganisation Akshaya Patra Foundation and the final shape was given on December 7,2012 to begin it in a phased manner,Teli added.

Source: [http://www.firstpost.com/india/assam-govt-draws-flak-for-privatising-mid-day-meals-579819.html?utm\\_source=ref\\_article](http://www.firstpost.com/india/assam-govt-draws-flak-for-privatising-mid-day-meals-579819.html?utm_source=ref_article) accessed on 17-09-2013

**Mid Day Meal** scheme is one of the flagship programmes and plays a vital role in universalization of elementary education. Thus, in such scenario, meaningful resource allocation and proper utilisation of the funds would reflect the policy level aspirations on ground.

- As with education sector the trend for overall mid-day meal scheme was quite uneven with sudden hikes and heavy underutilization.
- Average allocation for the scheme was ₹478.88 Crore during 2008-2009 to 2011-2012, with an average underspending of 39 per cent.
- In the year 2009-2010, the underspending was a whopping 96 per cent followed by 50.45 per cent of underspending in the next financial year. *This major underspending in the year 2009-2010 can be attributed to the non-spending of 95 per cent funds floated by the Central Government towards MDM.*



- In 2009, an External Evaluation Study on Mid-day meal programme in the State of Assam was conducted, which revealed that only 28 per cent schools served 100 days mid-day meal. In the study, it was highlighted that very few schools are serving mid-day meal for more than 100 days. Such implementation gaps could be the reason for underspending<sup>34</sup>.
- The operation of Mid-Day Meal Scheme appears to be of particular concern in or around tea tribe areas. A report by the State Commission for Protection of Child Rights reveals that despite the availability of a separate cook, a good amount of the teaching time of anganwadi worker was wasted in managing the programme as they were managing the stocks and deciding menu. This appears strange in the light of the fact that only khichiri prepared from daal and rice was being served to the children. In the name of vegetables, it was potato that was served. The MDM fund provided for the meals is not adequate enough to include nutritious food items like milk, fruits etc in the meal<sup>35</sup>.

#### Operation and Logistic of MDMS in Assam

The study reveals that about 28 per cent schools have served mid-day meals for less than 100 days, 24 per cent have served for 100- 124 days, 20 per cent for 125- 149 days, 13 per cent for 150 - 174 days, about 11 per cent schools have served MDM for 175 -224 days. Only less than 1 per cent (19 schools) have served mid-day meal for 225- 254 days. There is a scope to ask question why most of the schools have served mid-day meals on even less than 150 days and the same has been taken care of for future improvement.

*Though clear guidelines were given to the schools to display the weekly menu, the study finds that only about 24 per cent schools observed the guidelines, others did not.*

**A total amount of ₹24.31 Crore is still pending at different district for payment to FCI for food grains up to December, 2012.**

Fund released by Government of India to 56795 schools for construction of kitchen shed:

- **Construction completed in 38711 schools**
- **Progress 7648 schools**
- **Yet to start at 10436 schools.**

**Source:** Mid-Day Meal Programme: Annual Work Plan and Budget 2013 -14;

[http://mdm.nic.in/Files/PAB/PAB2013-](http://mdm.nic.in/Files/PAB/PAB2013-14/Assam/Write_up-Assam.pdf)

[14/Assam/Write\\_up-Assam.pdf](http://mdm.nic.in/Files/PAB/PAB2013-14/Assam/Write_up-Assam.pdf); accessed on 17-09-2013

<sup>34</sup><http://mdm.nic.in/Files/PAB/PAB-2011-12/AWP-Write%20up/Assam.pdf> accessed on 17.09.2013

<sup>35</sup>"*Universalisation of Elementary Education among Tea-Tribe of Assam with Special Reference to Jorhat District*"; Sarma, Dr. Nirmala; ASCPCR [http://assamchildrightscommission.gov.in/pdf/elementary\\_education\\_research.pdf](http://assamchildrightscommission.gov.in/pdf/elementary_education_research.pdf); accessed on 19-09-2013

### Key Initiatives taken in 2012-2013 under SSA

- 15 New KGBVs made functional covering 750 Girls at Upper primary level. Total 52 out of 57 KGBVs operational.
- 26 new Residential Special Training Centres (RSTC) have been approved for opening during the financial year, 2012 - 13.
- 2260 new Non-Residential Special Training Centers made functional covering 48233 Children.
- 99166 Out of School Children are enrolled in different Special Training Centers.
- 105435 Children mainstreamed during the year from different Special training Centers.
- Issues of 103590 Children with Special Need (CWSN) identified and addressed during the year 2012-13.
- Grants (school, maintenance & teachers) for the year 2012-13 released to schools in June, 2012 barring few new schools only.

**Source:** Project Approval Board Meeting to consider AWP&B 2013-14 for SSA

Sarva Shiksha Abhiyan is a step further towards the universalization of elementary education by ensuring quality education to all children in the age group of 6 to 14 years.

In the year 2012-2013, approximately one lakh or 1.79 per cent children were found to be out of school in the State<sup>36</sup>.

- Here again in the financial resource allocation, it does not suggest a consistent trend. Uneven allocations and major underspending and overspending remain bigger concerns.
- In 2008-2009, the scheme was allocated a total sum of ₹50 crore, which was increased by 20 per cent in the following year, which was further increased by 66.67 per cent in 2011-2012 (₹60 crore in 2010-2011 to ₹100 crore in 2011-2012).
- While there was an underspending of 77.26 per cent in 2008-2009, from the following year, there has been consistent overspending.
- While the Appropriation Account of the Government for 2008-2009 revealed that ₹38.63 crore went unspent, the reason for this was not

mentioned<sup>37</sup>.

- During 2009-2010 and 2011-2012, there has been an average overspending of ₹100.90 crore against an average allocation of ₹73.34 crore at BE stage.

**Table 3.7: Funds Allocation for SSA (In ₹ Lakh)**

Total Outlay 2012-13	Fund Available with SIS					Exp. Up to Feb, 2013	Tentative Exp. Up to March, 2013	% of Exp against Outlay
	GOI	GOA	13th FC Award	Others	Total			
222791.43	90881.60	10097.96	8900.00	16771.37	126650.93	113623.62	164200.856	74%
<b>Source:</b> Project Approval Board Meeting to consider AWP&B 2013 -14 for SSA, Assam; <a href="http://ssa.nic.in/...14/Assam/Annexure-III%20-%20State%20presentation.ppt">ssa.nic.in/...14/Assam/Annexure-III%20-%20State%20presentation.ppt</a>								

<sup>36</sup> Project Approval Board Meeting to consider AWP&B 2013-14 for SSA, Assam;

[ssa.nic.in/...14/Assam/Annexure-III%20-%20State%20presentation.ppt](http://ssa.nic.in/...14/Assam/Annexure-III%20-%20State%20presentation.ppt); accessed on 17-09-2013

<sup>37</sup> Appropriation Account of Assam Government 2008-2009

**Rashtriya Madhyamik Shiksha Abhiyan (RMSA)** is a comprehensive and integrated flagship programme of Government of India, implemented in Assam for providing quality and meaningful education to all children in the age group of 14-16 years of age for secondary schools and 16-18 years of age for Higher Secondary Schools in Assam. Ensuring universal retention, providing quality secondary education and providing secondary schools within a reasonable distance of any habitation are the main goals of this scheme. In lieu of these goals, allocation of financial resources present completely opposite picture.

*According to the present status of secondary education in Assam, the number of Government and provincialised secondary schools with higher secondary classes is not up to the mark and there is always a requirement of new school or up-gradation of upper primary schools to achieve the target as per distance and participation norm. For expansion of secondary education, the RMSA Assam will have to plan with a view to increase GER as well as to improve quality education at secondary stage including access & governance etc.*

*Source: Annual Report 2010-11, RMSA; [http://www.rmsaassam.in/excel/annual\\_report\\_2010\\_11.pdf](http://www.rmsaassam.in/excel/annual_report_2010_11.pdf) accessed On 19-09-2013*

### **RMSA: High Hopes and Low Allocations**

Chief Minister's Vision for Women and Children 2016 has set out numerous goals towards the betterment of women and children. Rashtriya Madhyamik Shiksha Abhiyan (RMSA) bears a heavy load of targets to be achieved in the coming years. But, on the contrary, RMSA has not seen appropriate allocations as per the set targets. Here is the expectation from RMSA in the coming years:

#### ***Reducing dropout rates of girl students of class IX and X in 14 districts:***

RMSA, Assam has resolved that all 14 districts (which are above state average of dropout rates for girls students in class IX & X) will be targeted for bringing down dropout rate by 50% of the present level by year 2014-15.

State average dropout rate in Class IX – 14.0%

State average dropout rate in Class X - 24.5%

#### ***Achieving 100% Gross Enrolment Ratio (GER) for Girls students in class IX & X by the year 2016-17:***

GER of Assam in comparison to national level is as below:

GER of Girl students in secondary section in India = 46.23%

GER of Girl students in secondary section in Assam = 52.4% (SEMIS 2010-11)

***RMSA, Assam has resolved to achieve 100% GER by year 2016-2017 in class IX and X***

- Despite its special status as a flagship programme, which has been highlighted by the Chief Minister for ensuring 100 per cent enrolment in the State, neither the allocation nor the spending reflect this. Why else do we see an average of 27.54 per cent less spending till 2011-2012? RMSA had an average allocation of ₹43.36 crore during the study period while the average expenditure of ₹9.62 crore during the same period was noted.



## Underspending in Some Schemes Meant for the Particularly Marginalized

### Secondary School for Girls:

Like the rest of the country, in Assam too, high dropout rate of girls at secondary education level is a concern. In order to strengthen the situation, government has opened secondary schools exclusively for girls. While this is visible in the special allocations made to address this situation, low spending clearly does not serve the stated purpose. While the average allocation was ₹13.97 crore (BE), the average spending (AE) during 2008-2009 to 2011-2012 was ₹10.77 crore. This is surely going to affect the implementation of the scheme and the outcomes for the girls.

The average dropout rate for girls has increased from 5.0% (2009-10) to 11.9% (2011-12) at primary level and from 13.5% (2009-10) to 14.3% (2011-12) at the upper primary level and remains areas that need to be addressed.

Source: Chief Minister's Vision for Women and Children for 2016; Ch 3

### Scholarship Scheme under Schedule Caste Component Plan (SCCP):

This scheme provides scholarships to economically backward students at primary and middle school level. This scheme too has observed an uneven trend of allocation during the study period. The average allocation under this scheme has been only ₹2.62 crore from 2008-2009 to 2013-2014.

In 2008-2009, a total of ₹1.45 crore was allotted to this scheme which came down to ₹1 crore in the 2013-14. *Surprisingly, from 2008-2009 to 2010-2011, there was no expenditure at all under this scheme, despite which there were allocations continued. Finally in 2011-2012, against the ₹5.50 crore allocation, only ₹0.55 crore was spent!*

### Scholarship to Physically Handicapped Students:

Inclusive education is one of the major focus areas of the RTE. Inclusive education means that all students in a school, regardless of their physical and mental strengths or weaknesses, become part of the school community. The main idea behind inclusive education is to mainstream students with disabilities. It is to implement such an objective that scholarships are provided for children with disabilities. The scheme aims to providing scholarship at primary and middle school level in government schools. However, despite the increase in allocations under this scheme (₹0.08 crore in 2008-2009 to ₹0.22 crore in 2013-2014), the heavy underspending of 72.23 per cent shows that there is no seriousness in implementing this scheme.

**Scholarship to Primary & Middle Schools (Tribal Area Sub Plan):**

Assam has a large adivasi population which comprises 12.4 per cent of the State's total population. However, low allocations and underspending of the allocated funds makes a travesty of the commitment to them. For example, for two consecutive years, i.e. 2010-2011 and 2011-2012, ₹3 crore was allocated to this scheme, while the expenditure was ₹0.60 crore and ₹0.54 crore respectively. This scheme received a nominal allocation of ₹0.50 crore in the current in 2013-14.

**Chief Minister's Special Scheme for Appointment of 3 Additional Teachers for Science, Mathematics and English in 2320 Schools:**

This scheme was meant to address the special needs of children of the State. As ASER report 2012 has shown only 11.4 per cent students of class V could perform division of numbers and 18.1 per cent students could read capital letters in English<sup>38</sup>. *Yet there has been no expenditure at all for 2010-2011 and 2011-2012.* This scheme has been allotted a total sum of ₹85 crore in 2013-2014.

*There are 1010 teachers post vacant under SSA and 1200 teachers cadre vacancies borne on the State Budget.*

Source: PAB Meeting to consider AWP&B 2013-14 for SSA, Assam

**Conclusion**

Perusal of the National level and State level policy documents show that education has been receiving special attention. In 2012, the Chief Minister Mr. Tarun Gogoi launched a vision document focusing on only women and children, wherein the State has laid down various goals for the betterment of children. Goal 8 and Goal 9 broadly talks about reducing the dropout rates by 50 per cent by 2014-2015 and ensuring 100 per cent enrollment respectively. With the special focus on universalization of elementary education, 12<sup>th</sup> Five Year Plan document has also laid down various aims. But, the analysis of six years education budget of Assam fails to draw any synchrony between the aspirations, efforts and realities. Further, a constant trimming of education budget from the already low 3.57 per cent of the State Budget raises a deep concern regarding the path being taken by the Government of Assam to achieve its promises.

<sup>38</sup> ASER Report 2012; [http://img.asercentre.org/docs/Publications/ASER%20Reports/ASER\\_2012/assam.pdf](http://img.asercentre.org/docs/Publications/ASER%20Reports/ASER_2012/assam.pdf); accessed on 20-09-2013

## ANNEXURE TABLES: CHILD EDUCATION

Elementary Education (in ₹Lakh)			
Year	BE	RE	AE
2008-2009	200283.8	200283.8	189638.4
2009-2010	246370.2	246370.2	225337.3
2010-2011	331997.5	331997.5	273656.8
2011-2012	299403.4	311268.7	282904
2012-2013	379633.2	379633.2	NA
2013-2014	439690	NA	NA

Secondary Education(in ₹Lakh)			
Year	BE	RE	AE
2008-2009	101225.9	101225.9	79477.09
2009-2010	110540.5	110540.5	102326.1
2010-2011	175347.1	176228	148592.7
2011-2012	161531.3	164417.3	150292.7
2012-2013	214853.4	214853.4	NA
2013-2014	221950.7	NA	NA

Mid-day Meal scheme(CSS) (in ₹Lakh)			
Year	BE	RE	AE
2008-2009	19128.49	42955.92	10856.48
2009-2010	23350.72	23350.72	726.52
2010-2011	63060.54	63060.54	30109.36
2011-2012	86609.25	86609.25	63024.66
2012-2013	86609.25	86609.25	NA
2013-2014	57479.76	NA	NA

Dist. Institution of Education & Training (DIET)(in ₹ Lakh)			
Year	BE	RE	AE
2008-2009	2573.4	2573.4	1132.64
2009-2010	2566.05	2566.05	1646.69
2010-2011	3067.66	3067.66	2102.81
2011-2012	3839.6	3839.6	2309.82
2012-2013	4116.65	4116.65	NA
2013-2014	4116.65	NA	NA

State Scholarship (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	21.28	21.28	10.99
2009-2010	21.28	21.28	9.89
2010-2011	21.28	21.28	13.79
2011-2012	21.28	21.28	15.12
2012-2013	21.28	21.28	NA
2013-2014	14.78	NA	NA

Assam Andha Sishu Vidyalaya (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	0.3	0.3	0.3
2009-2010	0.3	0.3	0.31
2010-2011	0.3	0.3	3.5
2011-2012	0.3	0.3	0
2012-2013	0.3	0.3	NA
2013-2014	0.31	NA	NA

Scholarship to Physically Handicapped Students (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	0	0	0
2009-2010	0	0	0
2010-2011	0	0	0
2011-2012	12.5	12.5	12.5
2012-2013	12.5	12.5	NA
2013-2014	12.5	NA	NA

Education (S.T.P) (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	1112	1112	2038.8
2009-2010	2358	2358	2999.85
2010-2011	0	0	2893.24
2011-2012	5562	5562	4219.95
2012-2013	6010	60010	NA
2013-2014	6510	NA	NA

Govt. Primary School (in N.C Hills) (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	78.81	78.81	296.69
2009-2010	437.85	562.85	244.88
2010-2011	138.52	138.52	661.28
2011-2012	96.06	96.06	711.51
2012-2013	115.15	115.15	NA
2013-2014	129.98	NA	NA

Govt Primary School (in Bodoland)( in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	21623.59	21623.59	0
2009-2010	23179.3	23179.3	20437.73
2010-2011	35484.81	35484.81	28030.61
2011-2012	30263.59	30263.59	29342.55
2012-2013	34304.06	34414.9	NA
2013-2014	37645.16	NA	NA

Government Secondary Schools (in Karbi Anglong) (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	139.77	139.77	95.96
2009-2010	289.74	289.74	133.99
2010-2011	458.71	458.71	206.1
2011-2012	392.54	392.54	222.47
2012-2013	454.71	454.71	NA
2013-2014	487.86	NA	NA

## CHAPTER FOUR

# CHILD DEVELOPMENT

The nutritional status of children in Assam is reported not to be at par with the national standards. A total of 67.8 per adolescent girls between the age group of 15-19 years were found to be anaemic in the State, whereas national levels of anaemia among adolescent girls are 57.9 per cent<sup>39</sup>. Moreover, the prevalence of nutritional anaemia, in young children (6-35 months) is high with an estimated 77.3 per cent<sup>40</sup> children reported as being anaemic- an increase from the previous 63.2 per cent<sup>41</sup>.

Early childhood care and nutrition are one of the important areas for the development and it is State's responsibility to provide adequate resources and opportunities for children to grow in the healthiest manner possible.

As per NFHS-III, an estimated 35.8% of 0-3 year old children in Assam are underweight (low weight for age); with strong rural (36.7) urban (27.9) differences. *Although the available statistics indicate that the State is relatively better off compared to the all India level, it is still a matter of concern since more than one-third of Assam's young children remain vulnerable.*

Source: Chief Minister's Vision for Women and Children 2016; Assam Government

### Budget for Child Development Sector: Highlights

- Child development sector received an average share of 0.84 per cent in total Assam Budget during 2008-2009 to 2013-2014, whereas the sector observed an average share of 17.2 per cent within the Budget for Children (BfC) during this period.
- Development sector observed a share of 22.75 per cent within BfC in 2008-2009, which was reduced to a share of 18.19 per cent in 2013-2014.
- It is a matter of concern that both in State Budget and in BfC, what was allocated to child development sector in 2013-2014 was much less than what was allocated six years back i.e. in 2008-2009. Although the inconsistent allocations have remained a great concern, underspending over the years create larger risks of constant under performance over the years.
- Rate of change in allocations (BE) and expenditure (AE) in development sector show that allocations during 2010-2011 to 2012-2013 are decreasing.
- During 2008-2009 to 2011-2012, development sector observed an average underspending of ₹665.54 crore against the average allocation (BE) of ₹1078.85 crore.

<sup>39</sup>“Chief Minister's Vision for Women and Children 2016”

<sup>40</sup>NFHS-III

<sup>41</sup>NFHS-II



- ICDS, being a major flagship programme too observed underspending over the years and the reason for such underspending has not been mentioned in the Appropriation Accounts of Assam Government.
- There have been protests in the State regarding government's decision to privatise the ICDS scheme, which will eventually leave 10000 Anganwadi Workers (AWWs) and Anganwadi Helpers (AWHs) unemployed. Despite this, AWWs/AWHs scheme noted an average underspending of 92 per cent during 2008-2009 to 2011-2012.
- One of the major centrally sponsored programmes **SABLA** observed zero expenditure and zero coverage in 2010-2011.
- Anganwadis suffer from insufficient infrastructure and has remained a major constraint as target population in Tea Garden Tribes are still not covered fully under ICDS.

### Status of Young Children in Assam

- Child sex ratio in Assam is 947 which is lower than the goal of 11<sup>th</sup> five year plan to bring the child sex ratio to 973<sup>42</sup>.
- According to the Annual Health Survey, 2010-11, the post neo natal mortality rate in Assam is 20<sup>43</sup>.
- As per SRS 2011, Assam has 23.6 per cent of crude birth rate prevalent<sup>44</sup>.
- There are 72 per cent children (aged 6-35 months) in Assam who received at least one vitamin A dose during last six months<sup>45</sup>.
- As per the SRS (July 2011), the Maternal Mortality Ratio (MMR) in Assam (2007-09) of 390 per 100000 live births is the highest in the country, the corresponding national attainment level is 212<sup>46</sup>.

<sup>42</sup>"Children in India 2012: A Statistical Appraisal"; Ministry of Statistics and Programme Implementation; Government of India; [http://mospi.nic.in/mospi\\_new/upload/Children\\_in\\_India\\_2012.pdf](http://mospi.nic.in/mospi_new/upload/Children_in_India_2012.pdf) accessed on 23-09-2013

<sup>43</sup>Ibid

<sup>44</sup>5<sup>th</sup> Common Review Mission: NRHM, Min. of Health and family Welfare; Gol; [http://nhsrcindia.org/pdf\\_files/resources\\_thematic/Health\\_Sector\\_Overview/NHSRC\\_Contribution/Assam\\_461.pdf](http://nhsrcindia.org/pdf_files/resources_thematic/Health_Sector_Overview/NHSRC_Contribution/Assam_461.pdf) accessed on 23-09-2013

<sup>45</sup>"Children in India 2012: A Statistical Appraisal"; Ministry of Statistics and Programme Implementation ; Government of India; [http://mospi.nic.in/mospi\\_new/upload/Children\\_in\\_India\\_2012.pdf](http://mospi.nic.in/mospi_new/upload/Children_in_India_2012.pdf) accessed on 23-09-2013

<sup>46</sup> "Chief Minister's Vision for Women and Children 2016"; Ch. 3; Government of Assam

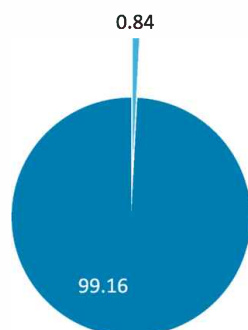
- Incidentally, safe deliveries remain a challenge in the State; as per the DLHS-3(2007-08) data, approximately 40 percent of deliveries in Assam are attended by trained attendants while the corresponding figure for all India is 52.7 percent<sup>47</sup>.
- As per the Sample registration Survey 2010, only 59.10 per cent children in the State were fully immunized by the age of 12-23 months, whereas DPT-3 coverage for children in the same age group was found to be 67.50 per cent<sup>48</sup>.
- The institutional deliveries in Assam improved in 2010-11 with a total of 4.18 Lakh institutional deliveries<sup>49</sup>.

### Child Development in Assam Budget and BfC (2008-2009 to 2013-2014)

Development sector has been receiving the mediocre share within the State Budget as well as BfC over the period of six years. The average share of development in State Budget has been 0.84 per cent and 17.2 per cent within the BfC. (Figure 4.1 & 4.2)

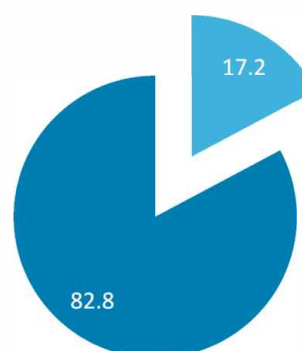
**Figure 4.1: Average Share of Child Development (BE) in Assam Budget (2008-2009 to 2013-2014) (In Per Cent)**

■ Child Development ■ Other than Child Development



**Figure 4.2: Average Share of Child Development (BE) within BfC (2008-2009 to 2013-2014) (In Per Cent)**

■ Child Development ■ Other than Child Development



<sup>47</sup> Ibid

<sup>48</sup> "Approval of State Programme Implementation Plan 2012-13: Assam"; Government of Assam; [http://pipnrhm-mohfw.nic.in/PIP2012-13\\_files/ROP%202012-13/Assam/ASSAM%20RoP%2012-13.pdf](http://pipnrhm-mohfw.nic.in/PIP2012-13_files/ROP%202012-13/Assam/ASSAM%20RoP%2012-13.pdf) accessed on 23-09-2013

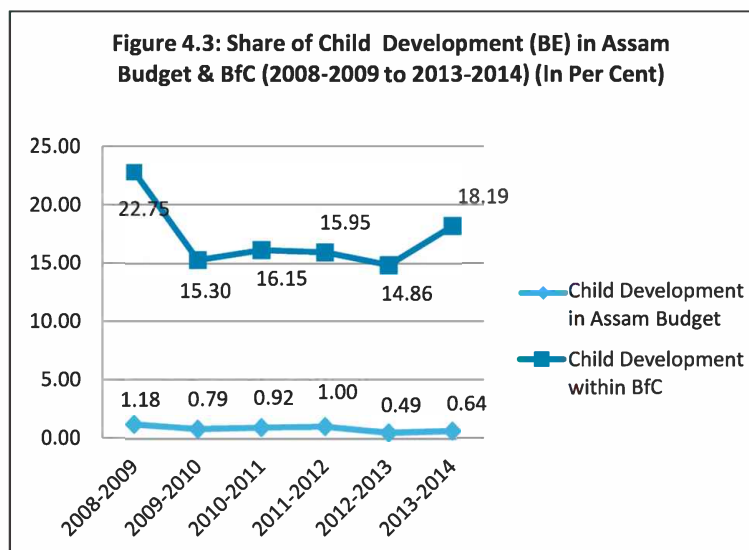
<sup>49</sup> 5<sup>th</sup> Common Review Mission: NRHM, Min. of Health and family Welfare; Gol; [http://nhsrcindia.org/pdf\\_files/resources\\_thematic/Health\\_Sector\\_Overview/NHSRC\\_Contribution/Assam\\_461.pdf](http://nhsrcindia.org/pdf_files/resources_thematic/Health_Sector_Overview/NHSRC_Contribution/Assam_461.pdf) accessed on 23-09-2013

As the share of children in the total State Budget has been decreasing over the years, a similar pattern can be seen in the allocation for development sector budget. **(Figure 4.3)**

- In 2008-2009, development sector received a share of 1.18 per cent in the total Assam Budget, which came down to a share 0.64 per cent in 2013-14.

- Although, the share of child development has been decreasing, but during the mid-year, the share of allocations did go up and again went down. This indicates the inconsistent trend of allocations during the study period.

- The rate of change in allocation at BE and RE stage go hand in hand during all the years of study period. **(Figure 4.4)**



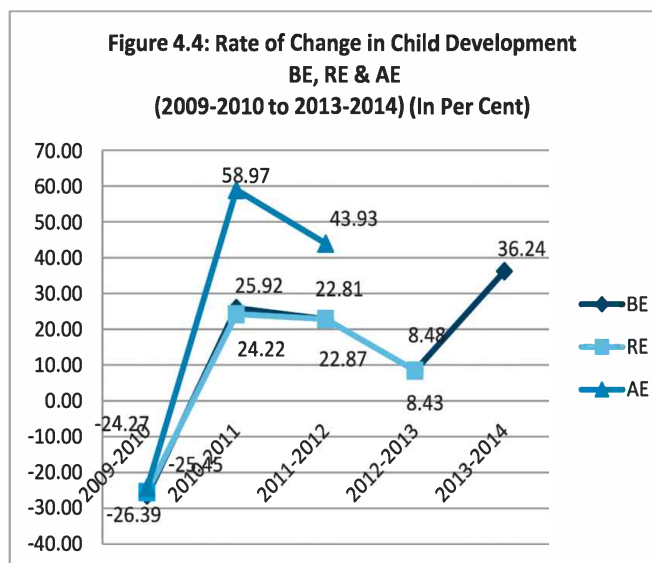
- In 2009-2010, allocation at BE stage was brought down by 26.39 per cent and again in 2010-2011, BE was increased by 25.92 per cent.

- *Such decrease in allocation at BE stage in 2009-2010 can be attributed to the reduced allocation towards ICDS- Central share and Nutrition-Preschool feeding programme<sup>50</sup>.*

- While the allocations increased in 2010-2011, BE, RE and AE noted a constant fall in subsequent years.

- In 2010-2011, BE increased by almost 26 per cent and further it increased by 22.81 per cent in 2011-2012. On the other hand, expenditure (AE) observed a rise of 59 per cent in 2010-2011, and in the following year expenditure increased by 44 per cent against the AE of previous year.

- BE and RE noticed a constant fall from 2010-2011 to 2012-2013 and again in 2013-2014, allocations were increased by 36.24 per cent. *Such increase could be attributed to the increased allocations made towards Kishori Shakti Yojana, Pension Scheme to Anganwadi Workers (AWWs) and Anganwadi Helpers (AWHs) in 2013-2014.*

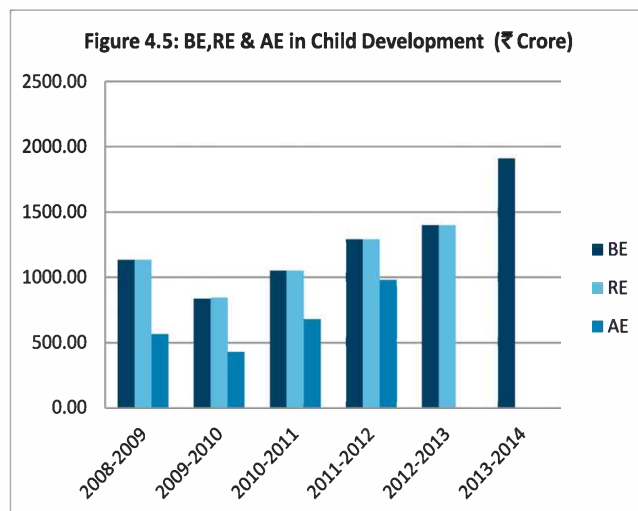


<sup>50</sup>Detailed Demand of Grants; Department of Social Welfare; 2008-2009 to 2009-2010

## Allocation and Expenditure (BE, RE & AE) in Child Development Sector

As allocations at BE stage have shown an inconsistent trend over the years, expenditure (AE) has been much lower than what little was allocated to the development sector. (Figure 4.5)

- Child development has received an average allocation of ₹1271.22 crore during 2008-2009 to 2013-2014.
- Only in year 2009-2010, RE was slightly more than the allocations at BE stage.
- There has been an average underspending of 38.19 per cent (₹413.31 crore) from 2008-2009 to 2011-2012 against the average allocation of ₹1082.18 crore in the same period.



**Table 4.1: BE, RE & AE in Development and Share of Development BE within State Budget and BfC**

YEAR	Development			State BudgetBE	BfC BE	Development BE within StateBudget	Development BE within BfC
	BE	RE	AE				
	(₹Crore)			(₹Crore)		(In Per Cent)	
2008-2009	1135.18	1136.32	567.17	96502.72	4989.34	1.18	22.75
2009-2010	835.64	847.09	429.50	105428.17	5461.50	0.79	15.30
2010-2011	1052.26	1052.30	682.78	113902.08	6517.35	0.92	16.15
2011-2012	1292.32	1293.00	982.72	129660.31	8104.53	1.00	15.95
2012-2013	1401.95	1401.95	NA	285267.63	9433.70	0.49	14.86
2013-2014	1909.97	NA	NA	300649.45	10501.75	0.64	18.19
Average	1271.22	----	----	171901.73	7501.36	0.74	16.95

- The development sector noted the maximum underspending of ₹568.01 crore (50.04 per cent) in 2008-2009. (Table 4.2)
- *Appropriation Accounts of Assam Government for 2008-2009 reveals that there were major underspending under ICDS Training component, Nutrition component of pre-school feeding and scheme for Anganwadi Workers and helpers<sup>51</sup>.*

**Table 4.2 : Expenditure in Development Sector (₹ Crore)**

Year	BE	RE	AE	AE-BE	AE-BE (%)	RE-BE	RE-BE (%)	AE-RE	AE-RE (%)
2008-2009	1135.18	1136.32	567.17	-568.01	-50.04	1.14	0.10	-569.15	-50.09
2009-2010	835.64	847.09	429.50	-406.14	-48.60	11.46	1.37	-417.59	-49.30
2010-2011	1052.26	1052.30	682.78	-369.48	-35.11	0.04	0.00	-369.52	-35.12
2011-2012	1292.32	1293.00	982.72	-309.59	-23.96	0.68	0.05	-310.27	-24.00
2012-2013	1401.95	1401.95	NA	NA	NA	0.00	0.00	NA	NA
2013-2014	1909.97	NA	NA	NA	NA	NA	NA	NA	NA

<sup>51</sup> Appropriation Accounts of Assam Government for 2008-2009



**Table 4.3** lists few schemes which observed major underspending in three financial years i.e. from 2008-2009 to 2010-2011. The underspending has been taken from the Appropriation Accounts of the Assam Government for these years.

Year	Schemes	Total Grant	Actual Expenditure	Excess (+) Saving (-)
<b>2008-2009</b>	Anganvadi Workers/H elpers Enhancement	5,00.00	--	-5,00.00
	Implementation of Integrated Child Development Service Schemes (ICDS)	6,63,69.66	2,42,87.46	-4,20,82.20
	Intensive Child Development Scheme Training	4,04.10	1,90.29	-2,13.81
	Distribution of nutritious food and beverages	1,00.00	--	-1,00.00
	Nutrition (Pre-School/School feeding)	1,53,97.00	75,99.42	-77,97.58
<b>2009 2010</b>	Anganvadi Workers/Helpers Enhancement	39,50.00	7.97	-39,42.03
	Implementation of Integrated Child Development Service Schemes (ICDS)	4,05,87.00	2,33,43.48	1,72,43.52
	Kishori Shakti Yojana	--	1,60.02	+1,60.02
<b>2010-2011</b>	Balwadi Programme	2,08.57	1,51.98	-56.59
	Bal Bhawan, Guwahati & Dibrugarh	66.95	41.24	-25.71
	Bicycle for Anganvadi Workers	9,50.00	--	-9,50.00
	Anganvadi Workers/H elpers Enhancement	39,50.00	27.85	-39,22.15

The Sentinel

## Thousands of Anganwadi Workers Take to Streets in Protest

GUWAHATI, March 7: Thousands of Anganwadi workers and helpers, under the banner of the Assam State Anganwadi Workers and Helpers' Association, staged a Dispur chalo programme on the fourth day of the budget session of the Assam Assembly today in protest against the decision of the Central Government to privatize the Integrated Child Development Scheme (ICDS).

Assam State Anganwadi Workers and Helpers' Association president Niroda Kakoti said, "There are more than one lakh Anganwadi workers and helpers working under ICDS in Assam. A move to privatize the scheme will throw a lot of these Anganwadi workers and helpers out of livelihood."

Kakoti further said, "An Anganwadi worker gets Rs 3,300 as monthly honorarium and a helper gets Rs. 1,027 as monthly honorarium. There is no scope to get engaged in any other job while working as Anganwadi worker and helper because one has to devote most part of the day in this job. In 2012, the Centre issued an order that the scheme must be converted into a mission. Following the Centre's order, the Assam Government is preparing to privatize ICDS. If this happens, 10,000 Anganwadi centres in the State will be closed down. So where will the workers and helpers working in these Anganwadi centres go?"

The Assam State Anganwadi Workers and Helpers' Association has demanded that the monthly honorarium of Anganwadi worker should be increased by Rs 2,000 and that of the Anganwadi helper should be increased by Rs 1,500. "The move to privatize ICDS should be stopped at any cost, the jobs of Anganwadi workers and helpers should be regularized, they should be given salary every month instead of honorarium and no NGOs should be allowed to get involved in ICDS," said Kakoti.

Source: <http://www.sentinelassam.com/mainnews/story.php?sec=1&subsec=0&id=151852&dtP=2013-03-08&pnr=1>

## A Closer Look at the Schemes

### Integrated Child Development Scheme (ICDS):

In Assam, ICDS scheme was introduced in 1975 in Dhakuakhana Development Block on experimental basis along with 32 other blocks in the country. It has since been expanded to 223 blocks comprising 37,082 Anganwadi Centres<sup>52</sup>.

- ICDS being one of the major flagship programmes, allocations have been found dangling with ups and downs during the study period.
- ICDS has observed an average allocation of ₹582.07 crore during 2008-2009 to 2013-2014. The scheme observed a noteworthy underspending of 31.72 per cent during 2008-2009 to 2011-2012.
- The major underspending of 63.41 per cent under the scheme was noted in the year of 2008-2009. *In this year, the State Government did not spend a total sum of ₹4, 20, 82.20 Lakh which was allocated to the scheme. The reason for such unspent amount was not mentioned in the Appropriation Accounts for 2008-2009<sup>53</sup>.*

**Table 4.4: BE, RE & AE for ICDS(₹ Crore)**

Year	BE	RE	AE
2008-2009	663.70	663.70	242.87
2009-2010	410.87	410.87	294.34
2010-2011	527.35	527.35	523.68
2011-2012	726.38	726.38	528.75
2012-2013	778.55	778.55	NA
2013-2014	1344.39	NA	NA

*State with its difficult terrain is unable to reach out to the cut off areas, especially during floods and about 12% of AWCs are difficult to reach due to poor road connectivity. A substantial population belonging to Tea Garden Tribes is still to be fully covered by ICDS projects. Proper AWC Infrastructure continues to be a major constraint with absence of toilets, safe drinking water and kitchen for cooking.*

**Source:** Minutes of the Meeting to discuss State ICDS Annual Programme Implementation Plan (APIP) for 2012-2013; [http://wcd.nic.in/icds/apip/Minutes\\_APIP\\_Meeting\\_Assam\\_held%20on%202%20Nov2012%20\(9Nov12\).pdf](http://wcd.nic.in/icds/apip/Minutes_APIP_Meeting_Assam_held%20on%202%20Nov2012%20(9Nov12).pdf) accessed on 24-09-2013

Assam has about 30,453 AWC buildings (52%) constructed by the Department, whereas another 48% AWCs run from a separate room in the primary schools. Only 29% AWCs have drinking water and toilet facilities. State was requested to prepare a detailed list of AWCs which do not have regular water supply/toilet facilities<sup>54</sup>.

<sup>52</sup><http://socialwelfareassam.com/ICDS.asp> accessed on 24-09-2013

<sup>53</sup>Appropriation Account of Assam Government for 2008-2009

<sup>54</sup>Minutes of the Meeting to discuss State ICDS Annual Programme Implementation Plan (APIP) for 2012-2013; [http://wcd.nic.in/icds/apip/Minutes\\_APIP\\_Meeting\\_Assam\\_held%20on%202%20Nov2012%20\(9Nov12\).pdf](http://wcd.nic.in/icds/apip/Minutes_APIP_Meeting_Assam_held%20on%202%20Nov2012%20(9Nov12).pdf) accessed on 24-09-2013



### A Glimpse of ICDS in Assam

Sanctioned Projects	231
Operationalized projects	230 (one project has been merged)

**All sanctioned projects are operationalised in state:**

Sanctioned AWCs	62153
Operationalized AWCs	58118
To be operationalized by March 31 <sup>st</sup> 2012	4035 including mini AWC
No. of children 3-6 years enrolled in AWCs:	17, 40,162 (as on March 2012)

No. of 3-6 years children attended PSE for at least 16 days in the previous month: 15,72,549

Manpower Positions at all levels in ICDS Assam				
Level of Establishment	No. Of Positions			Action Proposed
	Sanctioned	In Position	Vacant	
State	16	12	4	Action will be taken to fill up the vacant posts by December, 2012
Division Level	49	45	4	
Block Level	3665	2670	995	
AWC Level (AWW+AWH)	118881	111859	7022	

Source: State Annual Programme Implementation Plan (APIP) for Assam (2012-13)

- As per a study report<sup>55</sup>, Assam was amongst one of the least performing States with a major underspending of 64 per cent of allocated sum for delivery of supplementary nutrition to child beneficiaries under ICDS.
- The Anganwadi Hand Book for implementation of scheme under ICDS stipulated that four towels are to be supplied as bathroom item to each AWC. Scrutiny (January and February 2012) of records of the Director, Social Welfare (DSW), Assam revealed that, contrary to the prescribed norm, the DSW considered eight towels for each AWC and submitted (April 2010) proposal to Government for procurement of 3,94,832 (49,354 X 8) towels at 65 per piece (rate approved by the State Level Purchase Committee headed by DSW, Assam) for 49,354 AWCs of Assam under ICDS scheme during 2010-11.<sup>56</sup>

<sup>55</sup> 'Evaluation Report on Integrated Child Development Services'; Programme Evaluation Organisation; Planning Commission, Government of India; March 2011;  
[http://planningcommission.nic.in/reports/peoreport/peo/peo\\_icds\\_vol1.pdf](http://planningcommission.nic.in/reports/peoreport/peo/peo_icds_vol1.pdf) accessed on 25-09-2013

<sup>56</sup> Report No. 2 of 2013 Government of Assam; Report of the CAG India on Social Sector;  
[http://saiindia.gov.in/english/home/Our\\_Products/Audit\\_Report/Government\\_Wise/state\\_audit/recent\\_reports/Assam/2013/Report\\_2/Chap\\_1.pdf](http://saiindia.gov.in/english/home/Our_Products/Audit_Report/Government_Wise/state_audit/recent_reports/Assam/2013/Report_2/Chap_1.pdf) accessed on 25-09-2013

### Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (RGSEAG) (SABLA):

SABLA, a centrally-sponsored scheme has been introduced in the year 2010-11 on a pilot basis in 200 districts from all the States/UTs including eight districts of Assam. SABLA aims at all-round development of adolescent girls of 11-18 years (with a focus on all out-of-school adolescent girls) by making them 'self-reliant' by facilitating access to learning, health and nutrition through various interventions such as health, education, vocational training etc. Around 100 lakh adolescent girls are expected to be benefitted under the scheme.

Although the scheme was introduced in 2010-2011, there was no allocation from the State towards this scheme. However, a total sum of ₹340 crore was floated from the Centre as Central share towards this scheme and yet the scheme noted no expenditure<sup>57</sup>. SABLA observed an average allocation of ₹46.10 crore during 2011-2012 to 2013-2014.

Table 4.5: Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (RGSEAG)-SABLA (₹Crore)				
Year	Allocation for the scheme	Funds released for Assam	Funds utilized	Beneficiary coverage
2010-11	340	10.18	Nil	Nil
2011-12	750	15.92	9.79	385276
Source: Rajya Sabha Unstarred Question No. 2465				

**Kishori Sakti Yojana (KSY):** KSY, earlier known as National Programme for Adolescent Girls (NPAG), is implemented as a component of ICDS scheme in limited number of ICDS Project. From 2006-07, Government of India issued instructions for expansion of the scheme to all ICDS Projects and accordingly released funds during the fag end of financial year 2006-07. SABLA was introduced as a pilot project replacing Kishori Shakti Yojana in 200 districts of India. KSY is being implemented

in 19 districts of Assam and in 8 other districts, SABLA is being implemented. The budget documents of Assam Government show allocations under this scheme from 2011-2012 onwards and an average sum of ₹1.28 crore has been allocated during 2011-2012 to 2013-2014. However, there is no expenditure incurred by the State Government in 2011-2012 against the allocation of ₹0.84 crore. According to the Ministry of Women and Child Development, 219 projects have been sanctioned under this scheme in Assam<sup>58</sup>.

SNP Coverage Efficiency	
Total no. of children (0-6 yrs)	4481100
No. of children weighed	1367764
No. of children in Normal Grade	833903
No. of children in Grade I	367923
No. of children in Grade II	148647
No. of children in Grade III	17189
No. of children in Grade IV	102
Source: Department of Social Welfare, Assam	

<sup>57</sup> RAJYA SABHA UNSTARRED QUESTION NO 2465; To be answered on 26.04.2012

<sup>58</sup> <http://wcd.nic.in/KSY/ksystatewise.htm> accessed on 25-09-2013

Assam Times

**Anganwadi Workers Staged Demonstration**

Juthika Das on Tue, 01/09/2009

Barpeta district Anganwadi Workers / Helpers Association staged a 4-hour demonstration at DC office premises on September 1 protesting against the non-fulfillment of their various demands. In a memorandum to the Chief Minister of Assam Tarun Gogoi, it was stated that they have been urging the Government to fulfill their demands, but all their efforts have not borne fruit. Their demands include payment of salary to workers according to Central Government salary scale, 80% reservation in the vacant post of the chief service women, upgradation of the helpers in the vacant post of Anganwadi workers, stop the handing over components of ICDS to the NGOs.

Source: <http://www.assamtimes.org/node/3226> accessed on 25-09-2013

**Anganwadi Workers/Helpers Enhance Scheme:**

Anganwadis play an important role in ensuring the nutritional rights of children and in such scenario, AWWs/AWHs have a greater responsibility to deliver. Assam Government has enhanced the honorariums of the AWWs/AWHs and has been constantly investing for the better honorarium for the anganwadi workers. This scheme has noted an average allocation of ₹25.25 crore during 2008-2009 to 2013-2014.

During 2008-2009 to 2011-2012, an average sum of 22.38 crore was allocated to this scheme, against which, there was an average expenditure (AE) of 1.9 crore resulting in 92 per cent underspending. In such situation, betterment of Anganwadis seems a distant aspiration.

*In Assam, an Anganwadi worker (AWW) gets ₹3300 as monthly honorarium and Angawadi helper (AWH) gets ₹1027 as monthly honorarium. Such low allocation for honorarium to Anganwadi workers is definitely a big hurdle in full-fledged functioning of such institutions.*

**Conclusion**

In a document submitted by Assam Government to the Planning Commission, the “*reduction of malnutrition among child population (0-3 years) to 25 per cent during 12<sup>th</sup> Five Year Plan*” and “*strengthening of quality and delivery of the existing schemes*” are noted as the priority items that need attention<sup>59</sup>. Analysis of six years of child development budget does not show any pattern to achieve such goals. On the contrary, one notices inconsistent trend of allocations and expenditure.

<sup>59</sup>“Assam Annual Plan 2012-2013: A Presentation before the Planning Commission”; dated 5<sup>th</sup> June 2012; accessed on 26-09-2013

## ANNEXURE TABLES: CHILD DEVELOPMENT

Implementation of Integrated Child Development Service Schemes (ICDS) (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	0	0	0
2009-2010	2000	2000	6090.23
2010-2011	2550	2550	16567.62
2011-2012	3108	3108	20166.54
2012-2013	4000	4000	NA
2013-2014	4385	NA	NA

Implementation of Integrated Child Development Service Schemes (ICDS) (CSS) (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	66369.66	66369.66	24287.46
2009-2010	39087	39087	23343.48
2010-2011	50185	50185	35800.46
2011-2012	69530	69530	32708.71
2012-2013	73855	73855	NA
2013-2014	130053.5	NA	NA

Anganbadi Workers/helpers enhance (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	500	500	0
2009-2010	1500	1500	7.97
2010-2011	3950	3950	27.85
2011-2012	3000	3000	724.18
2012-2013	3100	3100	NA
2013-2014	3100	NA	NA

Implementation of Rajiv Gandhi Scheme for Adolescent Girls (SABLA) (CSS) (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	0	0	0
2009-2010	0	0	0
2010-2011	0	0	0
2011-2012	3185.97	3185.97	0
2012-2013	2236.4	2236.4	NA
2013-2014	2236.4	NA	NA



Intensive Child Development etc (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	404.1	404.1	190.29
2009-2010	360	360	296.21
2010-2011	450	450	0
2011-2012	0	0	0
2012-2013	1800	1800	NA
2013-2014	0	NA	NA

Implementation of Integrated Child Development Services Schemes in N.C. Hills (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	495.8	495.8	558.65
2009-2010	510	510	137.87
2010-2011	474.12	474.12	540
2011-2012	680.24	680.24	180.63
2012-2013	710.94	710.94	NA
2013-2014	710.94	NA	NA

Implementation of Integrated Child Development Services Schemes in Karbi Anglong (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	333	333	934.93
2009-2010	954	954	911.97
2010-2011	1388	1388	0
2011-2012	1634.5	1634.5	1387.42
2012-2013	2022.3	2022.3	NA
2013-2014	2022.3	NA	NA

Nutrition (Pre-school/School feeding) (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	15397	15397	7599.42
2009-2010	4307	4307	4189.11
2010-2011	4805	4805	0
2011-2012	4450	4450	4449.84
2012-2013	4895	4895	NA
2013-2014	4500	NA	NA

Kishori Shakti Yojana (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	0	0	0
2009-2010	0	0	0
2010-2011	0	0	0
2011-2012	84.15	84.15	0
2012-2013	100	100	NA
2013-2014	200	NA	NA

Implementation of Rajiv Gandhi Scheme for Adoloscet Girls (SABLA) (in ₹ Lakhs)			
Year	BE	RE	AE
2008-2009	0	0	0
2009-2010	0	0	0
2010-2011	0	0	0
2011-2012	2292	2292	4027.67
2012-2013	1940	1940	NA
2013-2014	1940.5	NA	NA



## CHAPTER FIVE

# CHILD PROTECTION

Every child has a right to protection from abuse and exploitation. And yet Protection Sector received the lowest priority in the Assam State Budget. Even the Government of India recognises this when it says, “This not only includes children who are in difficult circumstances and those who have suffered violence, abuse and exploitation but also those who are not in any of these adverse situations and yet need to be protected in order to ensure that they remain within the social security and protective net”<sup>60</sup>.

The Government's approach to child protection so far has addressed largely those children who have already missed the protective net and fallen into difficult circumstances. Unfortunately the current coverage falls short of reaching the most vulnerable because the interventions through the existing schemes do not cover all the categories of children in difficult circumstances. The quality of services needs up-gradation and regional imbalances need to be addressed<sup>61</sup>.

### Budget for Protection Sector: Highlights

- In the total State Budget of Assam, Protection sector received an average share of 0.02 per cent of allocations and average share of 0.38 per cent of allocations within BfC from the period 2008-2009 to 2013-2014.
- Despite the increasing crime rates against children, the budgetary allocation in the protection sector both in the State Budget and within BfC has been very poor, uneven and had remained constant over the years.
- Protection Sector has also seen a very inconsistent rate of change in its budget allocation and Expenditure over the years.
- The Assam State Budget from 2008-2009 to 2013-2014 observed a significant increase of 211 per cent in allocation, but the share of protection within the State Budget remained almost constant.
- Due to low budgetary allocation, implementation of Juvenile Justice Act suffers in the State.
- Poor budgetary allocation is not only the matter of concern, what is more surprising is the underspending of the limited funds allocated under the protection sector.
- Assam has constituted JJBs and CWCs in all 27 districts but the high pendency rate of cases at CWCs and JJBs raises serious questions about their proper functionality.

<sup>60</sup>SUB GROUP REPORT-Child Protection in the Eleventh Five Year Plan (2007-2012)  
<http://wcd.nic.in/wgchilprotection.pdf> (accessed on 16.08.2013)

<sup>61</sup>Ibid

### Status of Child Protection in Assam

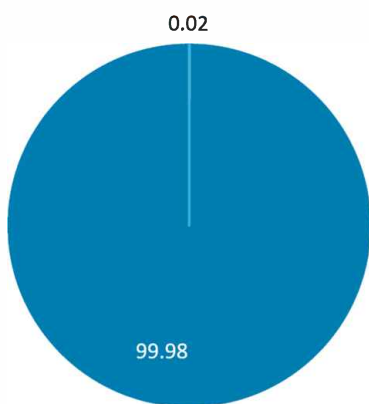
- The State of Assam has been consistently ranking top in juvenile delinquency among the eight North Eastern States<sup>62</sup>.
- Assam noted a total of 392 registered cases of crimes against children in 2012<sup>63</sup>.
- In 2012, a total of 122 cases were registered under 'Procurator of Minor Girls' in Assam, constituting 15.08 per cent of total cases registered<sup>64</sup>.
- A total of 16730 cases of crimes against children were pending by the end of the year 2012<sup>65</sup>.
- There is also acute shortage of homes for juveniles in Assam. The geographical coverage of the Government-run juveniles homes are limited to only four districts namely Kamrup, Jorhat, Nagaon and Cachar out of 27 districts<sup>66</sup>.

### Child Protection in Assam Budget and BfC (2008-2009 to 2013-2014)

Child Protection sector consistently has been receiving the least share of allocations. In the total State Budget of Assam, Child Protection sector received an average share of 0.02 per cent of allocation and average share of 0.38 per cent of allocation within BfC in the period of 2008-2009 to 2013-2014. (Table 5.1 & Figure 5.1 & 5.2)

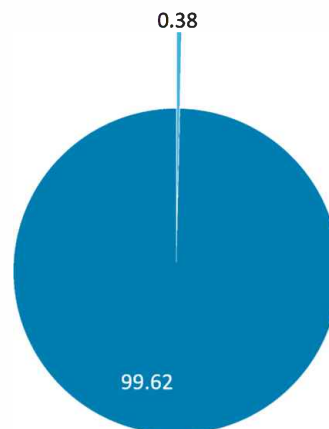
**Figure 5.1: Average Share of Child Protection (BE) in Assam Budget (2008-2009 to 2013-2014) (In Per Cent)**

■ Child Protection ■ Other than Child Protection



**Figure 5.2: Average Share of Child Protection (BE) within BfC (2008-2009 to 2013-14) (In Per Cent)**

■ Child Protection ■ Other than Child Protection



<sup>62</sup><http://www.achrweb.org/reports/india/JJ-Assam-2012.pdf> (accessed on 19.08.2013)

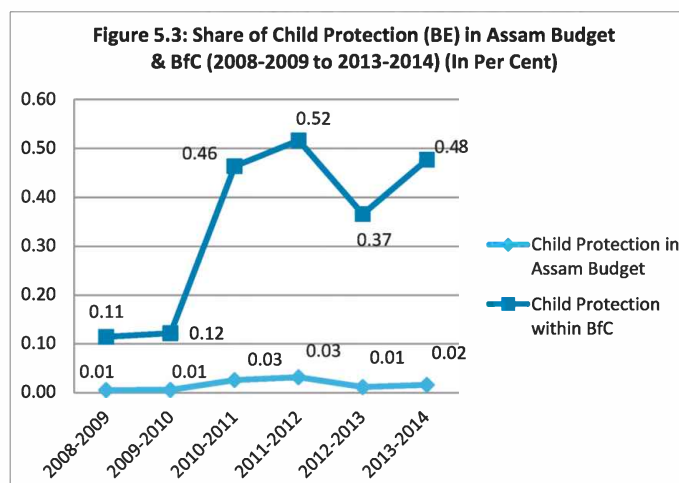
<sup>63</sup>Crimes in India:2012,NCRB

<sup>64</sup>ibid

<sup>65</sup>ibid

<sup>66</sup>"Nobody's Children: Juveniles of Conflict Affected Districts of India"; [http://www.achrweb.org/reports/india/JJ-Nobodys\\_Children2013.pdf](http://www.achrweb.org/reports/india/JJ-Nobodys_Children2013.pdf) (accessed on 16.08.2013)

- This shows the disproportionate allocations of funds as compared to the other sectors.
- Protection sector witnessed an uneven trend of share of budgetary allocations in the State Budget and in the BfC over the years 2008-2009 to 2013-2014.
- Though there is an increase from 0.01 per cent in 2008-2009 to 0.02 per cent in 2013-2014 in the State Budget and 0.11 per cent in 2008-2009 to 0.48 per cent within BfC in 2013-2014, but this rise is negligible.



- The rising and falling of the budgetary allocations and expenditures at BE, RE and AE stage show the inconsistent rate of change.
- In the year 2009-2010 and 2010-2011 BE and RE stage observed maximum allocations. In the year 2009-2010 BE stage allocations was increased from 16.58 per cent to 352.41 per cent and RE allocations rose from 20.43 per cent to 337.96 per cent.
- Such high allocations under BE and RE was because of the launch of new schemes like **Implementation of Integrated Child Protection Schemes (ICPS)** and **State Commission for Protection of Child Rights (SCPCR)** in that particular year.

**Table 5.1: Share of Protection BE within State Budget and BfC**

Year	Protection BE	State BE	BfC BE	Share of Protection BE within State Budget	Share of Protection BE within BfC
2008-2009	5.73	96502.72	4989.34	0.01	0.11
2009-2010	6.68	105428.17	5461.50	0.01	0.12
2010-2011	30.21	113902.08	6517.35	0.03	0.46
2011-2012	41.82	129660.31	8104.53	0.03	0.52
2012-2013	34.52	285267.63	9433.70	0.01	0.37
2013-2014	50.08	300649.45	10501.75	0.02	0.48
<b>Average</b>	<b>28.17</b>	<b>171901.73</b>	<b>7501.36</b>	<b>0.02</b>	<b>0.38</b>

- In the financial year 2010-2011 and 2011-2012 the allocations under BE and RE went down to 38.42 per cent (BE) and to 38.58 per cent (RE), in the following year it further went down to 17.45 per cent at BE stage and 17.55 per cent at RE stage. **(Figure 5.4)**
- The actual expenditure too witnessed an uneven rate of change; it dwindled from over expenditure to underspending of allocations during the study period.
- The year 2009-2010 noted over expenditure of 815.77 per cent. It drastically decreased to 66.15 per cent in 2010-2011 and 7.84 per cent in 2011-2012.

- This suggests that last two financial year i.e. 2010-2011 and 2011-2012 actual expenditure in protection sector witnessed an underspending of allocations. The reason behind this underspending of allocations is because of the non-functioning and inefficiency of the schemes introduced under ICPS.

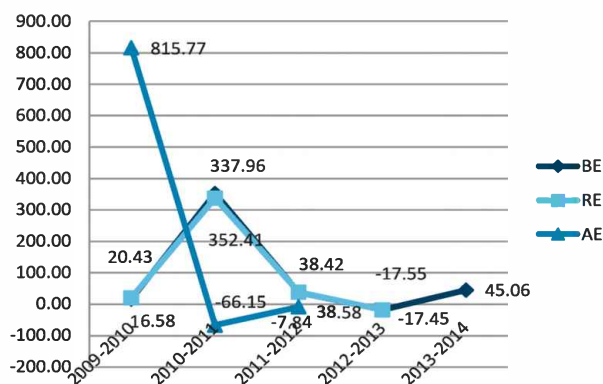
- Such trend of falling expenditure is alarming to note when the rate of crime against children is continuously growing in the State.

### Allocation and Expenditure (BE, RE and AE) in Protection Sector

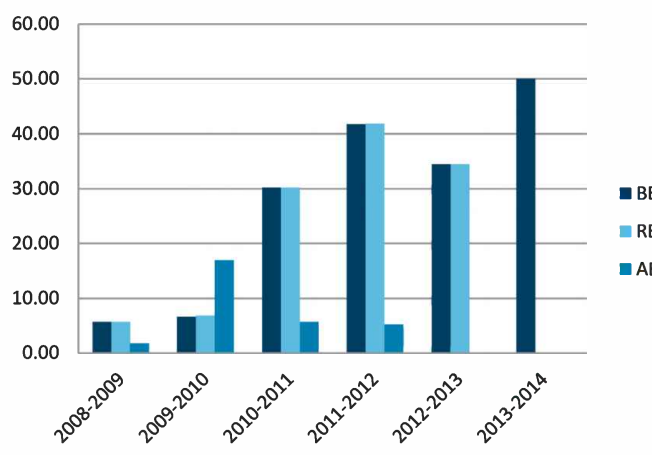
Budget Estimates (BE), Revised Estimates (RE), and Actual Expenditure (AE) shown in the **Figure 5.5** highlights the trend of allocations and expenditure under protection sector.

- Despite growing concern for the protection of children, the State Budget and BfC receive the lowest priority in the budget.
- Though budget allocations kept on rising every year but still allocations made under this sector over the year is considered to be extremely low.
- In the year 2008-2009 a total of ₹5.73 crore was allocated at BE stage for protection which rose up to ₹50.08 crore in the 2013-2014.
- In terms of Actual expenditure, it has seen consistently underspending during the study period, only in the year 2009-2010 there was an overspending ₹16.92 crore (10.25 per cent). In the year 2011-2012 a total of ₹41.87 crore allocations was made but actual expenditure was only ₹5.28 crore.

**Figure 5.4: Rate of Change in Child Protection BE, RE & AE (2009-2010 to 2013-2014) (In Per Cent)**



**Figure 5.5 : BE, RE & AE in Child Protection (₹Crore)**



**Table 5.2: Expenditure in Protection sector (₹crore)**

Year	BE	RE	AE	AE-BE	(AE-BE)%	RE-BE	(RE-BE)%	AE-RE	(AE-RE) %
2008-2009	5.73	5.73	1.85	-3.88	-67.74	0.00	0	-3.88	-67.74
2009-2010	6.68	6.90	16.92	10.25	153.42	0.22	3.30	10.03	145.32
2010-2011	30.21	30.21	5.73	-24.48	-81.04	0.00	0	-24.48	-81.04
2011-2012	41.82	41.87	5.28	-36.54	-87.37	0.05	0.12	-36.59	-87.39
2012-2013	34.52	34.52	NA	NA	NA	0.00	0	NA	NA
2013-2014	50.08	NA	NA	NA	NA	NA	NA	NA	NA

- Although BE has been increasing throughout the study period, if we look at the budget allocations in the protection sector, it has increased to ₹30.21 crore in 2010-2011 and ₹41.82 crore in 2011-2012, which is a good sign, but huge underspending reveals the fact that the Government has not been able to spend the full amount allocated at BE or RE stage. So, such trend of underspending of expenditure gives a clear picture of failure of government in implementing the schemes which are meant for the protection of children.
- The differences in RE stage allocations are not much. There was a 3.30 per cent increase of RE allocation in 2009-2010 and 0.12 per cent in 2011-2012.

**Table 5.3 Appropriation Account of Assam Government (2008 -2009 to 2010 -2011) (₹Lakh)**

Year	Scheme	Total Grant	Actual Expenditure	Excess+ Saving-
20082009	Implementation of JJ Act	2,70.00	51.33	-2,18.67
	Implementation of JJ Act(CSS)	2,70.00	67.33	-2,02.67
	Home for Orphans & Destitute Children	18.74	46.56	+27.82
20092010	Welfare Children in need of Care and Protection	17.74	2.50	-15.24
	Implementation of JJ Act(CSS)	3,00.00	1,38.29	-161.71
	Implementation of JJ Act	3,40.00	14,59.63	+11,19.63
20102011	State Commission for Protection of Child Rights	25.00	-	-25.00
	Implementation of JJ Act	3,00.43	1,15.43	-1,85.57
	Implementation of JJ Act(CSS)	27,00.00	22.98	-26,77.02
	StateAdoption Resource Agent	-	3,01.79	+3,01.79

## **A Closer Look at the Schemes**

### **Status and Implementation of JJ Act**

- The Juvenile Justice System covers children in need of care and protection and children in conflict with law. Assam has 27 districts at present and initially during 2010, Assam constituted 9 JJBs in 9 districts of Barpeta, Cachar, Dibrugarh, Goalpara, Jorhat, Kamrup (Metro), Kokrajhar, Sonitpur and Tinsukia<sup>67</sup>. Later Assam has constituted JJBs and CWCs in all 27 districts.
- According to the 45<sup>th</sup> Project Approval Board (PAB) Meeting under Integrated Child Protection Scheme (ICPS) held on 11th July 2012, the State Government of Assam stated that “JJBs and CWCs have been constituted in all 27 districts of Assam and are functioning smoothly”. But the high volume of pendency of cases before the JJBs, contradicts with the actual situation of Implementation of JJ Act.
- The volume of pendency of cases before the JJBs range from minimum 33.3% in Udalguri district to maximum of 100% in Dhemaji and Morigaon districts, followed by 90.2% in Goalpara district and 79.3% in Darrang district. PAB expressed concern about the high pendency of cases at the JJB and

<sup>67</sup><http://www.achrweb.org/reports/india/JJ-Assam-2012.pdf> (accessed on 23.08.2013)



suggested to increase the sittings of the JJBs. The Secretary, Ministry of Women and Child Development, who is also the Chairperson of PAB, suggested organizing special “Adalats” to reduce the pendency<sup>68</sup>.

- Implementation of JJ Act schemes receives allocations both from the State share and also the Central share. But the allocation for Implementation of JJ Act remained very erratic during our period of Study.
- In the State share a total of ₹2.7 crore had been allocated for **Implementation of Juvenile Justice Act** in 2008-2009 which rose to ₹3 crore in 2009-2010 but it dipped to ₹1.75 crore in 2013-2014.
- The actual expenditure under this scheme has seen huge under spending. In 2008-2009, out of ₹2.7 crore, only ₹0.51 crore was spent, so there's lot of saving under this scheme and similarly this scheme has also seen excess of spending in 2009-2010. The budget allocated was ₹3.00 crore but actual expenditure for that particular year was ₹14.6 crore.
- Similarly in its central share for implementation of JJ Act, it received budget allocations ₹2.7 crore in 2008-2009, ₹3.0 crore in 2009-2010 and it went up to ₹36 crore in 2011-2012 and actual expenditure was only ₹0.15 crore, and surprisingly in 2010-2011 there was no allocation made but still we find spending ₹0.22 crore in the same year.
- It would be wrong if we say that there was not enough allocations made under this scheme since such underspending and overspending of allocations reveals the lack of interest and planning on the part of the government.

## Integrated Child Protection Scheme

- During 2009-2010, the Ministry of Women and Child Development, Government of India introduced a comprehensive scheme viz. the Integrated Child Protection Scheme (ICPS) in order to bring several existing child protection programmes under one umbrella, with improved norms. The ICPS incorporates other essential interventions, which aim to address issues which were, so far, not covered by earlier Schemes.
- ICPS is centrally sponsored scheme, given to the State Government /union territory, which aims at building a protective environment for vulnerable and children in difficult circumstances. The main components of this scheme are shelter homes, children homes, and observation homes. There is also the component of non institutional care through foster care, adoption and other programmes.
- The geographical coverage of the Government-run homes are limited to only 4 districts out of 27 districts. There is acute shortage of homes in the State therefore, in the 45th PAB meeting held in July 2012, the State requested construction grant for 3 new Homes i.e., Children's Home in Tinsukia, Observation Home in Lakhimpur and Special Home in Jorhat<sup>69</sup>.

<sup>68</sup> Ibid

<sup>69</sup> “Nobody's Children: Juveniles of Conflict Affected Districts of India”; [http://www.achrweb.org/reports/india/JJ-Nobodys\\_Children2013.pdf](http://www.achrweb.org/reports/india/JJ-Nobodys_Children2013.pdf) (accessed on 16.08.2013)



**The Times of India****Juvenile justice hit due to shortage of homes**

TNN Apr 21, 2013

GUWAHATI: Despite a steady rise in crimes committed by minors in Assam, the juvenile justice system in the state is in a shambles due to acute shortage of observation homes and children's homes. Only Kamrup, Nagaon and Jorhat districts have observation homes while shelter homes run by NGOs are mostly located in Guwahati. The Jorhat observation home caters to over 11 districts - Jorhat, Golaghat, Karbi Anglong, Dibrugarh, Tinsukia, Sivasagar, Lakhimpur, Darrang, Udalguri and Sonitpur.

"There are only four observation homes and three children's homes run by the government in Assam. The state government failed to set up seven new 'open shelters' in 2011 despite availability of funds under the Integrated Child Protection Scheme of the Union ministry of women and child development. Because of this, the project approval board of the Union ministry declined the request for grants for three existing shelters in 2012," said Suhas Chakma, director of the Asian Centre for Human Rights (ACHR).

The ACHR, which has done a detailed survey on juvenile delinquency in the region, found out that the Child Welfare Committees (CWCs) and the Juvenile Justice Boards (JJBs) across state are almost non-functional. "As of July 2012, about 1,635 cases were pending at the JJBs in the state. An RTI report revealed that the percentage of pendency of cases at JJBs ranges from 33.3 per cent in Udalguri district to 100 per cent in Dhemaji and Morigaon districts," the ACHR report said.

The RTI report also stated that not a single pending case from Kokrajhar, Dibrugarh, Darrang, Lakhimpur, Udalguri, Dhubri, Goalpara, Barpeta, Golaghat, Morigaon, Chirang, Dhemaji and Nagaon districts was reviewed at the JJBs till March 30, 2012.

**Source:** [http://articles.timesofindia.indiatimes.com/2013-04-21/guwahati/38709523\\_1\\_shelter-homes-udalguri-district-observation-homes](http://articles.timesofindia.indiatimes.com/2013-04-21/guwahati/38709523_1_shelter-homes-udalguri-district-observation-homes)

- For the year 2009-2010, the total allocation received under ICPS was ₹2.3 crore which rose up to ₹3.05 crore in 2013-2014. Central share received under ICPS was ₹27 crore in 2010 – 2011 and total expenditure made was ₹3 crore.
- In 2011-2012 no allocations were made for this scheme. In 2013-2014 the allocation further got increased up to ₹43.2 crore in 2013-2014. Under this scheme central share observed huge underspending.

With such trend of underspending of allocations government cannot ensure the welfare and protection for the children in the State and also the absence of juvenile homes makes it difficult to reach out to the vulnerable areas of the State.

## State Commission for the Protection of Child Rights (SCPCR)

- Assam State Commission for the Protection of Child rights (ASPCR) is a State scheme for the protection of the rights of the children; an allocation received by the commission in 2010-2011 was ₹0.25 crore, which was further increased to ₹0.3 crore in 2011. In the year 2012-2013, BE rose up to 0.5 crore and ₹0.6 crore in 2013-2014 but given the wide range of work to be administered by the commission, this escalation in budget allocation is insufficient for better functioning.
- Assam State Commission for the Protection of Child Rights has also done a Research to project the condition of Child labour in the capital city of Assam. The study showed that 90 percent of the child labours migrated from rural areas of Assam, Bihar, Orissa, and West Bengal. It was found that many of the child labours who migrated to Guwahati City due to communal conflicts and armed struggle in their villages. Most of child labours are subjected to social insecurity and mental stress in the city. They are subjected to economic exploitation, ill treatment and job insecurity. Place of work is unhealthy and unhygienic<sup>70</sup>.
- Surprisingly, the National Child Labour Project (NCLP), under the Labour Department, was adopted in order to curb the child labour as per the policy of Government of India and mainstream them. The department started implementing the project in 3 districts out of 27: Guwahati, Nagaon and Lakhimpur. It has also been observed that no funds were allocated for the welfare of children. Therefore such kind of interventions have not found place in the budget of the State even though child labour is quite rampant and draws much attention for eradication.

### **Conclusion:**

The budget allocated for the protection and welfare of the children in the State has been consistently very low and inadequate. It has been observed that the allocations are getting reduced over the years. There is a constant rise in the child population of the State. The crime against children is reaching to an alarming stage, so there is an increasing need for the welfare and protection of the children in the State. The financial allocation has to be much more than the previous years. Government is far lagging behind in protecting the rights of the children. Crimes against children in the State are increasing at a rapid pace and so there should be a proper monitoring of the implementation and the fund flow of every programmes and schemes which would call for attention in the loopholes of the system. What is more, underspending or no spending of the limited resources allocated raises concerns about the political will of the State Government to implement schemes for the welfare of children.

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<sup>70</sup>[http://assamchildrightscommission.gov.in/pdf/guwahati\\_city.pdf](http://assamchildrightscommission.gov.in/pdf/guwahati_city.pdf) (accessed on 26.08.2013)

## ANNEXURE TABLES: CHILD PROTECTION

Homes for Destitute & Vagrant Children Lakhim pur (in ₹ Lakh )			
Year	BE	RE	AE
2008-2009	1.48	1.48	9.24
2009-2010	16.39	28.62	24.69
2010-2011	37.17	37.17	24.9
2011-2012	27.46	27.46	23.27
2012-2013	27.39	27.39	NA
2013-2014	21.53	NA	NA

Establishment of Destitute home (in ₹Lakh)			
Year	BE	RE	AE
2008-2009	1.58	1.58	4.46
2009-2010	15.48	23.34	14.35
2010-2011	30.75	30.75	18.96
2011-2012	67.9	67.9	31.11
2012-2013	67.59	67.59	NA
2013-2014	46.22	NA	NA

Implementation of J.J. Act (State Share) (in ₹Lakh )			
Year	BE	RE	AE
2008 -2009	270	270	51.33
2009 -2010	300	300	1459.63
2010 -2011	160.5	160.5	115.43
2011 -2012	170.11	170.11	139.28
2012 -2013	175	175	NA
2013 -2014	175	NA	NA

Implementation of J.J. Act(CSS)(in ₹Lakh)			
Year	BE	RE	AE
2008-2009	270	270	67.33
2009-2010	300	300	138.29
2010-2011	0	0	22.98
2011-2012	3600	3600	15.23
2012-2013	0	0	NA
2013-2014	0	NA	NA

Homes for Orphans & Destitute Children (in ₹Lakh)			
Year	BE	RE	AE
2008-2009	18.74	18.74	46.56
2009-2010	22.05	22.05	17.74
2010-2011	23.86	23.86	21.56
2011-2012	20.96	25.96	18.11
2012-2013	30.61	30.61	NA
2013-2014	26.01	NA	NA

Welfare of Children in need of Care and protection(in ₹Lakh)			
Year	BE	RE	AE
2008-2009	4.1	4.1	1.43
2009-2010	5.79	7.74	2.5
2010-2011	15.39	15.39	2.9
2011-2012	10.78	10.78	12.86
2012-2013	12.72	12.72	NA
2013-2014	11.88	NA	NA

State Commission for protection of Child Rights(in ₹Lakh)			
Year	BE	RE	AE
2008-2009	0	0	0
2009-2010	0	0	0
2010-2011	25	25	0
2011-2012	30	30	30
2012-2013	50	50	NA
2013-2014	60	NA	NA

Implementation of Integrated Child Protection Schemes (ICPS)(in ₹Lakh)			
Year	BE	RE	AE
2008-2009	0	0	0
2009-2010	0	0	0
2010-2011	0	0	0
2011-2012	229.89	229.89	229.87
2012-2013	305	305	NA
2013-2014	305	NA	NA

Implementation of Integrated Child Protection Schemes(CSS)(in ₹Lakh)			
Year	BE	RE	AE
2008-2009	0	0	0
2009-2010	0	0	0
2010-2011	2700	2700	301.79
2011-2012	0	0	0
2012-2013	2745	2745	NA
2013-2014	4320	NA	NA

Homes for destitute and Migrant Children, Haflong(N.C.Hills) (in ₹Lakh)			
Year	BE	RE	AE
2008-2009	6.93	6.93	4.45
2009-2010	8.1	8.1	35.15
2010-2011	13.94	13.94	7.58
2011-2012	11.65	11.65	13.1
2012-2013	13.16	13.16	NA
2013-2014	14.75	NA	NA

Homes for destitute and Migrant Children, Diphu (Karbi Anglong)(In ₹Lakh)			
Year	BE	RE	AE
2008-2009	0	0	0
2009-2010	0	0	0
2010-2011	14.65	14.65	56.82
2011-2012	13.19	13.19	15.2
2012-2013	15.72	15.72	NA
2013-2014	17.36	NA	NA

**PART II**  
**TRACKING THE BUDGET:**  
ICPS IN THE STATE OF ASSAM





## TRACKING THE BUDGET

### INTEGRATED CHILD PROTECTION SCHEME IN THE STATE OF ASSAM

In 2006, the Government of India, for the first time, officially recognized that its approach to child protection has so far been limited. It has 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 categories of children in difficult circumstances<sup>71</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>72</sup>.

The 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>73</sup>.”

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

Given the pioneering nature of this scheme it is important to study the project design, conceptulisation, budgeting and implementation briefly as part of budget for children study in the States.

#### Integrated Child Protection Scheme (ICPS)

ICPS is a comprehensive scheme introduced in 2009-10 by the Government of India, which brought several existing child protection programmes under one umbrella with improved norms. It is a centrally sponsored scheme with contributions from both the Centre and the State.

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<sup>71</sup>Ministry of Women And Child Development, Government Of India. India: *Building A Protective Environment For Children*. 22 July 2006. P 8-9.

<sup>72</sup>Ibid.

<sup>73</sup>National Institute of Public Cooperation and Child Development. *The Integrated Child Protection Scheme. A Centrally Sponsored Scheme of Government-Civil Society Partnership*. 1-2 August 2007, P.5.

The Scheme incorporates other essential interventions, which aim to address issues which were, so far, not covered by earlier Schemes.

ICPS is 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.

In order to meet all the requirements of children, in particular, those in difficult circumstances, scheme envisaged to bring all child protection programs under one umbrella. The scheme proposes to strengthen the existing service delivery mechanisms, plans to enhance capacity of service providers, strives to ensure effective partnerships at all levels and aims to establish linkages with other bodies/institutions at State and National levels. It also strives to strengthen awareness and advocacy of rights of children. It tries to ensure effective monitoring and evaluation of program implementation and strengthening institutional/non-institutional services.

The main objective of the ICPS is to focus 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 the ICPS is to create a protective environment for children so that they do not fall into distress and vulnerability. ICPS focuses on:

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

## **The Specific Objectives of the Scheme**

*Following are the specifics objectives of ICPS. It strives,*

- *to institutionalize essential services and strengthen structures*
- to establish and strengthen a continuum of services for emergency outreach, institutional care, family and community based care, counseling and support services to create database and knowledge base for child protection services.

- to put in place and strengthen structures and mechanisms for effective implementation of the scheme at the national, regional, state and district levels
- to raise public awareness

## **Methodology of Study**

The main objective of the study was to track the financial flow for ICPS and its implementation- such as the signing of the memorandum of understanding with the Central Government, 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 (JJ Act).

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

## **Sample Location**

Geographically, Assam is the second largest State in North East India, comprising 27 districts but demographically it is the biggest in the region. Conducting study in all the districts of Assam is unwieldy and therefore three out of 27 districts were selected to carry out the present study. We consider this study as a small endeavour to assess the implementation status of the Juvenile Justice system (JJS).

Following districts were chosen to carry out the study:

- Kamrup (Metro) – an urban district where the capital city of Assam is located.
- Nagaon - a rural district.
- Karbi Anglong – a rural District

**Table 1.1: Various Indicators of Study Districts**

Sl. No.	Indicator	Nagaon	Karbi Anglong	Kamrup (Metro)
1	No. of Revenue Circles	10	4	6
2	No. of Gaon Panchayats	240	---	22
3	No. of Villages	1419	2633	331
4	Literacy Rate	73.78	73.52	88.66
5	Population	2,826,006	965,280	1,260,419
6	Child Population (0-6)	446,238	183,862	120,500
7	Sex Ratio	962	956	922
8	Child Sex Ratio	958	915	993

**Source:** Assam Online Portal, [www.assam.gov.in](http://www.assam.gov.in)

For studying the implementation of the JJS in each district, at least one institution of each existing type in the district was selected. **Table 1.2** displays the various institutions selected from the study districts.

**Table 1.2: Various Institutions Chosen for the Current Study**

Child Welfare Institutions / Districts	Kamrup	Nagaon	Karbi Anglong
Child Welfare Committee (CWC)	.	√	√
Juvenile Justice Board (JJB)	√	√	√
Observation Home (OH)	√	√	x
Orphanage	x	x	√
Shishu Greh, ICCW	√	x	x
State Child Protection Society (SCPS)	√	x	x
District Child Protection Unit (DCPU)	√	x	x
District Social Welfare Office (DSWO)	x	x	√
Child Line (CL)	√	x	x
Sadar Police Station	x	√	x
CID	√	x	x

## Method of Data Collection and Study Period

Mixed methodology was chosen for the study comprising both qualitative and quantitative methods for collecting data. A number of individuals were interviewed and group discussions were conducted with various officials at State and District levels with the purpose of assessing the status of the newly launched ICPS. The interviewees comprise of:

- **Chairperson, CWC, (Kamrup (M), Nagaon and Karbi Anglong)**
- **Principal Magistrate, JJB, Karbi Anglong**



- **JJB Member, Nagaon**
- **JJB Member, Kamrup**
- **Superintendent (Children Home/Observation Home), Nagaon**
- **ICCW, Guwahati**
- **Center Coordinator, CHILDLINE, Guwahati**
- **Program Manager, SCPS, Guwahati**
- **DCPO, Nagaon**
- **Superintendent, Children home, Jalukbari**
- **DSWO, Karbi Anglong**
- **Police Official, Nagaon**
- **CID officials, Guwahati**

The Interview with the officials for generating primary data from the selected sample districts was indispensable in order to assess the implementation status of ICPS and to review Juvenile Justice Scheme in Assam. The study is for the period of 2007-08 to 2011-12.

### **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 2008-09 to 2012-13. The following sources have been used:

- Intervention-wise budget sanctioned under ICPS has been collected from Programme Manager, State Child Protection Society (SCPS), Assam.
- A proposed budget for the District Child Protection Society was received from the DCPO.
- The government-run homes of Nagaon and Kamrup (Metro) districts.

### **Duration of Study**

The data for this study was collected between November and December 2012. Hence by the time 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 research team did not face constraints and limitations during the time of collecting data. The officers in various children homes cooperated with the researchers and offered the necessary information. The data collection phase got over within a very short span of time due to the ready cooperation of officials. But some officials of a particular home were reluctant to share the official information.

## Integrated Child Protection scheme (ICPS) in India and State of Assam: An Overview

### The Target Groups for ICPS:

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

## Administrative Structure/Support set ups

In order to ensure that 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 the law, the scheme supports setting up:

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

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

- State Child Protection Unit

- Children's Homes
- Open shelter & 24 hour Drop-in shelters for Street Children
- Child Welfare Committees (CWCs)
- CHILDLINE Service

To ensure effective service delivery at all levels, 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 envisaged in the ICPS at various levels of operation is as under:

**At the district level**

- District Child Protection Unit (DCPU)
- Sponsorship and Foster Care Approval Committee (SFCAC)
- Child Welfare Committees (CWC) & Juvenile Justice Boards (JJBs)
- Block Level Child Protection Committee *setting up of the committees in progress*
- Village Level Child protection Committee

**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 Centers of National Institute of Public Cooperation and Child Development (NIPCCD)
- Four Regional Centers of CHILDLINE India Foundation (CIF)

**At the national level**

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

## Organization Structure

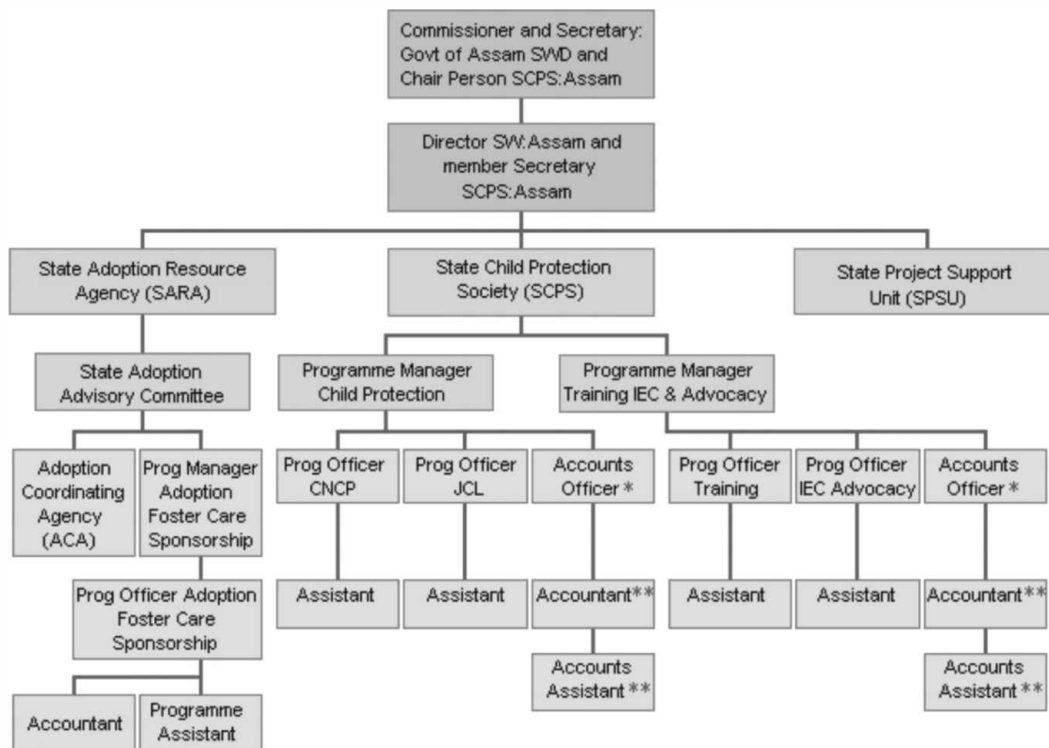
### At the State level

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

### The structure of District Child Protection Society



## Structure of State Child Protection Society



Legend: \*Same person, one Accounts Officer for the State Child Protection Society.

\*\*Same person, one Accountant and One Accounts Asst. For the State Child Protection Society.

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 organizations under the different components.

### The fund sharing patterns for different support set up are as follows

- SCPU: 100 percent Central grant
- SCPS, SARA & DCPS: Centre-State share is 90:10
- Maintenance, Construction, Upgradation grant for Government-run home: Centre-State share is 90:10
- Maintenance, Construction, Upgradation grant for NGO run homes: Centre-NGO share is 90:10
- Sponsorship & foster care, aftercare and Open Shelter in Urban and Semi-Urban areas: Centre- NGO share is 90:10
- ACAs and SAAs by Government: Centre-State share is 90:10



- ACAs and SAAs by NGO: Centre-NGO share is 75:25
- Statutory Support Services (CWC, JJB) : Centre-State share is 90:10
- General grant-in-aid to support need-based innovative programs depending on the specific needs of the district city: Centre-NGO share is 90:10
- SPSU (Training Capacity building, IEC and Advocacy, Monitoring and Evaluation): 100 percent Central grant
- Awareness generation through IEC and media campaign including printing and dissemination of IEC materials of SCPS, SARA, DCPU: Centre-State share is 90:10
- Training Funds for organizing programs at the block, district and state levels for different categories of functionaries of SCPS & DCPU: Centre-State share is 90:10

### ***Fund for ICPS***

#### **Route of Fund Flow**

As envisaged, ICPS has to be implemented through the State Governments with financial assistance provided by the Government of India in two installments to the State Child Protection Societies (SCPS) of the respective States. The Ministry of Women and Child Development and the Government of Assam will transfer their share of head-wise/component wise funds directly to the bank account maintained for SCPS. The SCPS in turn transfers heads wise grants-in-aid to the District Child Protection Societies (DCPS) in the bank account maintained in the name of district societies of respective districts. Under the care, support and rehabilitation services of ICPS budget, voluntary organizations registered under the Act are provided grant-in-aid in the name of the respective NGOs running shelter homes for street children.

**Table 1.3: Component wise GIA sanctioned for SCPS under ICPS**

Sl. No.	Component	Budget Allotted for ICPS (Central & State's Share) in Assam (₹Lakh)									
		2009-10					2010-2011				
[A]	Service Delivery Structure	Non Recurring	Recurring	Total	Central Share	State/ NGO Share	Non Recurring	Recurring	Total	Central Share	State/ NGO Share
[I]	State Project Support Unit (SPSU)	5.60	2.22	7.82	7.82	0.00	0.00	8.78	8.78	8.78	00.00
[II]	State Child Protection Society (SCPS)	0.00	0.00	0.00	0.00	0.00	0.00	25.65	25.65	23.08	2.57
[III]	District Child Protection Society (DCPS) in 27 districts	7.35	4.60	11.95	10.75	1.20	37.80	100.69	138.49	124.64	13.85
[iv]	State Adoption Resource Agency (SARA)	2.75	1.07	3.82	3.44	0.38	0.00	2.31	2.31	2.08	0.23
	<b>Total [A]</b>	<b>15.70</b>	<b>7.89</b>	<b>23.59</b>	<b>22.01</b>	<b>1.58</b>	<b>37.80</b>	<b>137.43</b>	<b>175.23</b>	<b>158.58</b>	<b>16.65</b>
[B]	Care, Support and Rehabilitation Service	Non Recurring	Recurring	Total	Central Share	State/ NGO Share	Non Recurring	Recurring	Total	Central Share	State/ NGO Share
[I]	3 existing Open Shelters in Urban and Semi-Urban Areas	0.00	16.66	16.00	14.88	1.67#	8.85	14.45	23.30	20.97	2.33*
	<b>Total [B]</b>	<b>0.00</b>	<b>16.66</b>	<b>16.00</b>	<b>14.88</b>	<b>1.67#</b>	<b>8.85</b>	<b>14.45</b>	<b>23.30</b>	<b>20.97</b>	<b>2.33*</b>
[C]	Family based Non-Institutional Care	Non Recurring	Recurring	Total	Central Share	State/ NGO Share	Non Recurring	Recurring	Total	Central Share	State/ NGO Share
[I]	Adoption Coordinating Agency [ACA]	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00

# BUDGET FOR CHILDREN IN ASSAM 2008-2009 to 2013-2014

[II]	1 Existing Specialized Adoption Agencies [SAAs] and 4 New SAAs	0.00	5.04	5.04	4.54	0.60#	8.26	8.58	16.83	15.15	1.68*
	<b>Total [C]</b>	<b>0.00</b>	<b>5.04</b>	<b>5.04</b>	<b>4.54</b>	<b>0.60#</b>	<b>8.26</b>	<b>8.58</b>	<b>16.83</b>	<b>15.15</b>	<b>1.68*</b>
[D]	Institutional Services	Non Recurring	Recurring	Total	Central Share	State/ NGO Share	Non Recurring	Recurring	Total	Central Share	State/ NGO Share
[I]	Maintenance and Upgradation of Existing Homes which are running to their capacity (2 Observation Home and 3	0.00	41.16	41.18	20.58	20.58	32.50	25.68	58.18	52.36	5.82
	<b>Total [D]</b>	<b>0.00</b>	<b>41.16</b>	<b>41.18</b>	<b>20.58</b>	<b>20.58</b>	<b>32.50</b>	<b>25.68</b>	<b>58.18</b>	<b>52.36</b>	<b>5.82</b>
[E]	<b>Statutory Support Services</b>	Non Recurring	Recurring	Total	Central Share	State/ NGO Share	Non Recurring	Recurring	Total	Central Share	State/ NGO Share
[I]	Maintenance of 27 existing Child Welfare Committees [CWC's] {Excluding the construction cost}	35.10	10.77	45.87	41.28	4.59	0.00	24.03	24.03	21.63	2.40
[II]	Maintenance of 27 existing Juvenile Justice Board [JJBs] {Excluding construction cost}	10.80	18.65	29.45	26.51	2.95	12.75	24.03	36.78	33.10	3.68
	<b>Total [E]</b>	<b>45.90</b>	<b>29.42</b>	<b>75.32</b>	<b>67.79</b>	<b>7.53</b>	<b>12.75</b>	<b>48.06</b>	<b>60.81</b>	<b>54.73</b>	<b>6.08</b>
	<b>Grand Total</b>	<b>61.60</b>	<b>100.19</b>	<b>161.79</b>	<b>129.92</b>	<b>31.87*</b>	<b>100.15</b>	<b>234.20</b>	<b>334.35</b>	<b>301.79</b>	<b>32.56#</b>

# Non Government Organizations (NGOs) Share

\* This includes State and NGO share (Source: State Children Protection Society, Assam)

As envisaged, ICPS has to be implemented through the State Governments with financial assistance provided by the Government of India in two/three installments to the SCPS of the respective States. The SCPS, Assam, has a bank account in State Bank of India, Guwahati. The funds from the Central Government first come to the State's Department of Social Welfare (DSW). The DSW transfers funds directly to the bank account of SCPS which in turn transfers head wise grants-in-aid to the District Child Protection Society (DCPS).

## Structures established at State Level

- Signing of MoU – Dec 12<sup>th</sup>, 2009 between Government of Assam and Government Of India;

## State Project Support Unit (SPSU)

In order to support Central Project Support Unit (CPSU) in ensuring effective implementation of the ICPS in the State/UTs, State Project Support Unit (SPSU) is set up in every State where the ICPS is launched in accordance with the implementation plan of the scheme. This unit will directly report to the CPSU and the

Mission Director based at the Ministry of Women and Child Development. The SPSU is led by a Programme Manager; each SPSU will have a small team of professionals who would work closely with the State Secretary and the Director concerned with the ICPS implementation in respective State/UT.

The SPSU has been notified vide letter no SWD 168/2009/PT-1/307 dated 12<sup>th</sup> July 2010 and functional from 1<sup>st</sup> October 2010.

### **State Child Protection Society (SCPS)**

The State Child Protection Society (SCPS) is a fundamental unit under Department of Social Welfare for the implementation of Integrated Child Protection Scheme. SCPS has been notified vide notification no SWD 168/2009/PT-1/306 dated 12<sup>th</sup> July 2010. It is supported by the State Project Support Unit (SPSU).

- First Meeting of the SCPS was held on August 5<sup>th</sup>, 2010.
- MoA and bye-laws of the Society are awaiting final approval of the Finance Department.
- Bank account for SCPS is opened and is operational.

#### **Specific Activities by SCPS, Assam since its inception**

- Situational Analysis (District Child Protection Plan) with the district Social Welfare in progress in 12 districts.
- Capacity building programme for CWC, JJB, SJPU and Training of the stakeholders, Functionaries, training and Adoption etc.
- Training of 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.

*- As told by the Programme Manager, SCPU*

**According to Government of India**, District Child Protection Societies/Units have been established and are functioning from rented premises in all the 27 districts. According to Government of Assam, in 16 districts, Probation Officers have been officially made DCPOs and for remaining 11 districts written examinations were conducted and 47 candidates were shortlisted for the interviews held on 3rd and 4th of July, 2012 and appointments were to be made in respective districts by 2nd week of August 2012 and a two Day Training to orient and familiarize them with ICPS was to be conducted<sup>74</sup>.

<sup>74</sup> Minutes of the 45th PAB Meeting under ICPS held on 11th July 2012 to discuss the financial proposal of Assam

Two social workers had been selected in 18 districts before July 2012, and in the remaining 9 districts and the rest of the appointments were to be completed in July 2012. As of July 2012, only 7 (out of 27) districts have Data Entry Operators in place. The remaining positions in DCPU, such as, two Protection Officers (Institutional and Non-Institutional), one Accountant, one Data Analyst, two Outreach Workers were to be recruited by October 2012. According to the minutes of the PAB meeting, the State was advised to expeditiously appoint full time staffs as these are most crucial to proper implementation of the scheme<sup>75</sup>.

*A study by the Asian Centre for Human Rights has found that the State Child Protection Society (SCPS), failed to specifically provide the total number of reviews done by the State Government on the pendency of cases before each of the CWCs since their constitution till 12.03.2012. In its reply under the RTI Act, 2005, reported in the study, the SCPS only stated that State level review is being done from time to time. This only means that either the State Child Protection Society, Assam has no information or data about the review of pendency of cases of each of the Child Welfare Committee by the State Government or it is hiding the truth.*

### **State Adoption Resource Agency (SARA)**

SARA has been established and staff has been in place since March 2011. The first meeting was held on 9<sup>th</sup> April 2011. The SARA of Assam has organized workshops on capacity building, Advocacy, IEC (Information, Education & Communication) materials etc. Presently, SARA has only two staff members i.e. a Programme Manager & a Data Entry Operator though it should have four staff members as per the guideline. The budget allotted from the Ministry of WCD, Government of India is Rs. 9, 00,000/-per annum. An International meet was organized organised by CARA in New Delhi on 19<sup>th</sup> & 20<sup>th</sup> February, 2013.

### **State Adoption Advisory Committee (SAAC)**

SAAC has been constituted vide notification No. SWD-168/09/307 dated 16<sup>th</sup> September 2010. First Meeting of the State Adoption Advisory Committee was held on the 12<sup>th</sup> of April, 2011, at Guwahati.

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<sup>75</sup> Minutes of the 45th PAB Meeting under ICPS held on 11th July 2012 to discuss the financial proposal of Assam



### Sub Committee for approval of proposals from NGOs

Subcommittee to scrutinize the proposals for licensing and clearing all cases submitted by different agencies:

- Notified under no. SCPS (G) 73/2011/77 dated 23<sup>rd</sup> May, 2011.
- 1<sup>st</sup> meeting of the committee was held on 13<sup>th</sup> July, 2011, to scrutinize the proposals for setting up new SAA.

#### ***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.

Capacity building programmes have been organized for CWC, JJB, SJPU and training of the stakeholders and functionaries.

Considering the important role of the 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.

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

### Structures established at District Level

#### **District Child Protection Unit (DCPU)**

The District Child Protection Unit (DCPU) is a fundamental unit for the implementation of ICPS and all members of the committee have to play a proactive role to reach out to all children vulnerable to trafficking and exploitation etc.

DCPU has been constituted for all 27 District vide notification no. SWD-138/2009/PT-1/305 dated Dispur 12<sup>th</sup> July 2010 and is functional.

It is to be noted that in Districts where there was no designated Probation Officer in charge of ICPS implementation, the District Social Welfare Officer was taking additional charge as DCPO (District Child Protection Officer). Now, the recruitment process is over and DCPO are appointed in each district. The First Meeting of the District Child Protection Unit under the Chairmanship of the Deputy Commissioner of the District was convened in all the districts in 2010.



**The Sponsorship and Foster care Approval Committee (SFCAC)** is yet to be formed. It would be formed at the earliest as the budget has already been allotted.

## Statutory Bodies

### Child welfare committees

The Juvenile Justice (Care and Protection of Children) Amendment Act, 2006, makes it mandatory to establish one Child Welfare Committee (CWC) in each district as the final authority to dispose of cases for the care, protection, treatment, development and rehabilitation of children in need of care and protection and to provide for their basic needs and protection of human rights.

To facilitate the setting up of CWC in every district and to ensure their effective functioning, the scheme shall provide adequate infrastructure and financial support to the State Governments and UTs.

CWCs are functioning in all 27 districts of Assam and Assistant cum Data Entry Operators have been appointed. As of July 2012, the State had advertised for filling up the vacancies in 8 districts and for re-notification of CWCs in 6 districts that have completed their tenure. However, till the new members took charge, the existing Committee was to continue to function. The State also informed in the PAB meeting that the recurring expenditure for rent for the CWCs is not sought for the current year (2012-13) as they were functioning from the rented premises of the respective DCPUs. It was informed that in some cases CWCs are handling 2 districts. The State was advised to ensure that the distances are not so large as to make travel difficult for the children and their escorts<sup>76</sup>.

Table 1.4: CWC		
S.No	Particulars	Progress (as on 15 <sup>th</sup> July, 2011)
1	Constitution	Notified in all the 27 districts
2	Average No of Meetings in a month	8 meetings/month
3	Office Space	Premises of the DCPU
4	Manpower	Data Entry Operator for CWC on contractual basis and one messenger for both the CWC and the JJB as per need has been appointed
5	Infrastructure	Furniture and other requirements are being provided

<sup>76</sup> Minutes of the 45th PAB Meeting under ICPS held on 11th July 2012 to discuss the financial proposal of Assam

## Juvenile Justice Boards

The Juvenile Justice (Care and Protection of Children) Amendment Act, 2006 makes it mandatory to have one Juvenile Justice Board in each district to deal with matters relating to juveniles in conflict with the law. To facilitate setting up of a JJB in each district and to ensure their effective functioning, the scheme shall provide adequate infrastructure and financial support to State Governments and UT Administrations. JJBs had been constituted and assistant cum data Entry Operators had been appointed in all districts. The State has duly advertised for filling up the vacancies for social workers in JJBs in 12 districts. The honorarium/fuel expenses of the Principal Magistrate of JJBs are borne from the State Budget for ICPS.

Table 1.5: Juvenile Justice Board (JJB)		
S.No	Particulars	Progress (as on 15 <sup>th</sup> July, 2011)
1	Constitution	Notified in all the 27 districts
2	Average No of Meetings in a month	12 meetings
3	Office Space	Premises of the DCPU/District Court
4	Manpower	Data Entry Operator for JJB on contractual basis and one messenger for both the CWC and the JJB as per need has been appointed
5	Infrastructure	Furniture and other requirements being provided

## Special Juvenile Police Unit (SJPU)

The Juvenile Justice Act 2000 provides for setting up Special Juvenile Police Units in every district and city to coordinate and upgrade the police interface with children. All the police officers, designated as juvenile/child welfare officers in the district or city, are members of the SJPU.

As of July 2012, Special Juvenile officers had been designated and Standard Operating Procedures (SOP) for SJPUs have been developed<sup>77</sup>.

All districts have SJPU. The 2nd I/C of every police station has been designated as Child Welfare Officer. As a statutory requirement, the ICPS shall provide for two paid social workers in each SJPU for supporting the unit. The District Child Protection Society shall appoint these social workers and depute their services to the SJPU as and when necessary.

<sup>77</sup> Minutes of the 45th PAB Meeting under ICPS held on 11th July 2012 to discuss the financial proposal of Assam

Of the two Social Workers, at least one should be a woman and another having expertise in child protection. The salary of these two social workers will be provided under the DCPS budget head. Social workers have been appointed but they hardly play any role.

According to Asian Centre for Child Rights, in a compliance report submitted by the Inspector General of Police, Assam in May 2010, it was stated that Special Juvenile Police Units (SJPU) had been constituted in all districts of Assam while Child Welfare Officers were appointed in all 294 police stations in the State. All together 586 Child Welfare Officers and members were appointed throughout the State<sup>78</sup>.

### Child Line

ChildLine is an integral part of ICPS which is a 24/7 emergency phone outreach service for children in distress, especially children in need of care and protection so as to rescue them from abuse, provide shelter for them, medical counseling services, repatriation and rehabilitation.

In Assam, the first CHILDLINE service has been operating in Guwahati city since 10th February 2001. In Assam, as of now, there are five CHILDLINE services operational in Guwahati, Dibrugarh, Nagaon, Lakhimpur and Silchar in view of creating a healthy and protective environment for children. As envisaged, the urban model of Childline program should have a City Advisory Board in place with one Nodal Organization, one Collaborative Organization and a Support Organization. The rural model of the program, on the other hand, shall comprise of the District Level Advisory Board (DAB), one Nodal Organization, one Collaborative Organization and six District Sub-centres.

However, it was revealed from the study that **District Advisory Boards** are not set up in Assam to assess the functioning of Child Lines in respective districts although there are **City Advisory Boards** in the city where Child Line is functioning presently. Indian Council for Child Welfare, Assam State Branch (ICCW/ASB) and National Institute of Public Cooperation and Child Development, Regional Center (NIPCCD) are working as the collaborative organization and Nodal Organization respectively to implement CHILDLINE services in the city of Guwahati.

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<sup>78</sup> Asian Centre for Human Rights. Assam State of Juvenile Justice. <http://www.achrweb.org/reports/india/JJ-Assam-2012.pdf>

**CHILDLINE Guwahati**

- i) Nodal Agency: National Institute of Public Cooperation and child development centre (NIPCCD) regional centre
- ii) Collaborating Organisation: ChildLine & Indian Council for Child Welfare (ICCW), Assam State branch
- iii) There is no support organization for Guwahati ChildLine

**CHILDLINE Nagaon**

- i) Nodal Agency: National Institute of Public Cooperation and child development centre (NIPCCD) regional centre
- ii) Collaborating Organisation: ChildLine Nagaon
- iii) District Sub-centre: Sodou Asom Gramya Puthibharal Santha.

The Guwahati and Nagaon Childline are part of the current study sample. Since its inception till March, 2012, CHILDLINE, Guwahati, has intervened in as many as 4232 cases. The Nagaon CHILDLINE became operational on 25<sup>th</sup> May, 2012. It has only four cases till December 2012 of different categories such as Medical, Shelter, Protection from Abuse, Missing Children, Restoration, and Death related etc.

Guwahati CHILDLINE conducts activities to sensitize the communities about the situation of children and to make the people aware about the child protection systems. To achieve this target, Guwahati CHILDLINE conducts regular awareness programs.

***Staff Members of Guwahati and Nagaon CHILDLINE***

The nodal organization has one City Coordinator (NIPCCD) who is head of the organization. The collaborating organizations consist of 1 Centre Coordinator, 1 counselor, 7 Team Members and 3 Volunteers.

***Main Activities***

The nodal organization is on the whole responsible for providing the protective environment for children below 18 years. They prepare a city action plan with the coordinator of Childline India Foundation (CIF), Kolkata, for the year at the beginning of the financial year.

**Funds** are disbursed from the CIF, Mumbai, to the organizations delivering services in Assam, in the name of collaborative, nodal and support/district sub centres. For existing organizations delivering Childline services, for example, at the time of the study, for CHILDLINE, Guwahati, the funds sanctioned every year consisted of recurring expenditure such as salaries, administrative costs etc. On the other hand, funds for newly established services like CHILDLINE, Nagaon district, consisted of both recurring and non-recurring expenditure towards establishment of the service.

Table: 1.6: Fund flow of Childline

Table: 1.6: Fund flow of Childline					
Sl. No	District	Organisations	Fund sanctioned for 2011-12, (Nagaon became operational from 25 <sup>th</sup> May, 2012)		
			Recurring	Non-recurring	Total
1	ChildLine, Guwahati (Urban Model)	Nodal Org.	240000	-	240000
		Collaborative Org.	906000	...	906000
		No Support Org.	...	...	-
2	ChildLine, Nagaon (Rural Model)	Nodal Org.	240000	60000	300000
		Collaborative Org.	906000	65000	971000
		District sub centre	288000	7500	295500
Source: Data from the Chilline Office, Guwahati and Nagaon.					

## Juvenile Justice System

**The J. J. Act, 2000**, is implemented, as in rest of the country, with the objective of prevention, control and reformation of children up to the age of eighteen years, who are in conflict with the law and to take custodial care for the protection of neglected children.

The Juvenile Justice (Care and Protection of Children) Amendment Act, 2006, makes it mandatory to have one Juvenile Justice Board in each district to deal with matters relating to juveniles in conflict with the law. To facilitate setting up of a JJB in each district and to ensure their effective functioning, the scheme shall provide adequate infrastructure and financial support to State Government and UT Administration.

The Department of Social Welfare, Government of Assam, is considered as the nodal department for the setting up of the Juvenile Justice system. 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 Government of India and the State Government share 90:10 of the expenditure on the 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 Social Welfare, Government of Assam, 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 been already set up in all the districts of Assam. Child Welfare Committees are also constituted in all the districts of Assam. The police officers of the rank of ASI have been identified as Child Welfare Officers in each police station and run the Special Juvenile Police Units that take care of children coming under the purview of the juvenile justice system.

### **Probation Services**

The Probation of Offenders Act 1958 aims at bringing about reform in the first offenders and their rehabilitation. The JJB is to be assisted by probation officers to conduct investigation, home studies and undertake follow-up action for children in conflict with the law. Out of the 27 districts, Only 16 districts have Permanent District Probation officers (DPO) and the post DPO of remaining districts are functioned by other Government Officers of Social Welfare department.

### **Schemes of Welfare of Street Children**

Open shelters in urban and semi-urban areas will cater to all children in need of care and protection particularly beggars, street and working children, rag pickers, small vendors, street performers, orphaned, deserted, trafficked and runaway children, children of migrant population and any other vulnerable group of children. These open shelters, run by both NGOs and State Governments are not meant to provide permanent residential facilities for children but will complement the existing institutional care facilities. Till date, no **Child Protection Team** has been constituted in Assam. There is no Child Guidance Bureau in Assam.

### **After Care Programme**

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. The purpose of the after care programme is to prepare children for the life outside an institution, to sustain themselves so that they can handle negative influences etc. A maximum of Rs. 2000/-per child has been fixed as after care fund grant. After care programme is yet to be formed in Assam.

### **Adoption**

Adoption is a process whereby a person assumes the parenting for another and, in so doing, permanently transfers all rights and responsibilities, along with filiations, from the original parent or parents. The State Adoption Resource Agency (SARA), the regulatory and licensing authority under the control of the WCD department, is to help the Central Adoption Resource Agency (CARA). The first meeting of SARA, Assam was held on 9<sup>th</sup> April, 2011.



## Child Care Institutions

As laid down in the JJ Act 2000 (Care and Protection of Children) and amendment Act, 2006, all child care institutions are to follow certain norms. Section 34 (3) of this Act, mentions that without prejudice to anything contained in any other law for the time being in force, all institutions, whether State Government-run or those run by voluntary organizations for children in need of care and protection shall, within a period of six months from the date of commencement of the Juvenile Justice (Care and protection of Children) amendment Act, 2006, be registered under this Act.

In Assam, there are seven homes (including Children Homes, Observation Homes) run by the government. Moreover, five Children's Institutions have been proposed to be established in different districts of Assam.

**Table : 1.7: Existing Observation Homes in Assam**

S.No	Details of Observation Homes	Capacity*	No of Children as on 31 <sup>st</sup> December 2012
1	Observation Home for Girls – Jalukbari, Kamrup District (catering to 15 districts)	50	01
2	Observation Home for Girls – Nagaon District (catering to 12 districts)	50	00
3	Observation Home for Boys – Jorhat District (catering to 11 districts)	50	20
4	Observation Home for Boys – Boko Kamrup District (catering to 16 districts)	50	24
5	Observation Home for Boys – Silchar District– (Barak Valley Region and N C Hills)	50 (To be operationalized)	...

\* The total occupancy in all the Observation Homes as of December 31st, 2012 is about 45. Only 4 girls are residing in the Observation Homes for girls and the remaining are boys.

**Table. 1:8: Existing Children's Homes**

S.No	Details of Children's Homes	Capacity*	No of Children as on 31 <sup>st</sup> December 2012	Remarks
1	Children's Home for Girls – Jalukbari, Kamrup District (catering to 16 districts)	50	40	Sharing the same campus with Observation Home
2	Children's Home for Girls – Nagaon District (catering to 11 districts)	50	63	Sharing the same campus with Observation Home
3	Children's Home for Boys – Fatashil Ambari, Kamrup District (catering to the entire State of Assam – 27 districts)	50	69	...
4	Children's Home for Boys – Lakhimpur District	50 (To be operationalized)	...	...

**The total occupancy in the entire Children's Homes as of 31<sup>st</sup> December 2012 is about 172.**

**Table. 1.9: Specialized children with special needs**

No. of Children*	Age Group	Gender	Type of need	Location/Institution
7	10 yrs – 18 yrs	Female	Mentally challenged	Children's Home for Girls, Jalukbari, Kamrup District
3	12 yrs – 16 yrs	Female	Mentally challenged	Children's Home for Girls, Nagaon District
3	12 yrs – 18 yrs	Male	Mentally challenged	Children's Home for Boys, Kamrup District

The existing Children's Homes in Assam accommodate children with special needs as there is no home exclusively notified for this purpose. Integrated services are provided in these homes and the occupancy on an average for a year is up to a total of 20 children. Current occupancy as on June 30, 2011, in these homes is 13 children.

As of July 2012, the According to the Government of Assam, it had conducted an exercise for registrations of NGO run Home in the State and had identified and registered 20 NGO- run children's Homes covering every district. These Homes are built on their own land. The State requested the Government of India for non-recurring grant (purchase/ maintenance of television, computers, books, furniture, kitchen equipment, etc) and recurring grant for one year. Out of these 20 NGO- run children's institutions, 3 were selected to run specialized unit to cater to the needs of differently abled children<sup>79</sup>.

The PAB expressed concern over the number of joint Homes for both boys and girls in the State and advised the State to conduct a study for segregation of facilities for boys and girls in institutional care. Deliberating on the quality of staff of institutions, the State mentioned that the CDPOs as Superintendent had been trained in clinical psychology and the Social workers and Case workers were supported by UNICEF<sup>80</sup>.

Under Section 62 of JJ Act, 2000, an Advisory Board may be constituted at State level to advise the Government on matters relating to the establishment and maintenance of the homes, mobilisation of resources, and provision of facilities for education, training and rehabilitation of children within the JJ system.

The ACHR report says that initially, the State Government of Assam failed to establish a State Advisory Board. However, a State Advisory Board was constituted vide Notification No.SWD.333/2003/Pt-I/339 dated 4th November 2010.

<sup>79</sup> Minutes of the 45th PAB Meeting under ICPS held on 11th July 2012 to discuss the financial proposal of Assam

<sup>80</sup> I b i d

Information under the RTI Act stated that the State Advisory Board was constituted with the Membership of six Government and Non-Government officials from the Social Welfare Department, Law Research Institute, Red Cross Society, UNICEF, Department of Health and SPADE (NGO)<sup>81</sup>. ACHR also reports that Assam had appointed Inspection Committee at the State level but has not appointed the Inspection Committees at the District and City Level as on 12.04.2012. The Inspection Committee at the State Level became functional only since 5.04.2012<sup>82</sup>.

## Non-Institutional Services

### Existing Specialized Adoption Agency (SAA)

Table. 1.10: Specialized Adoption Agency (SAA)				
Name of the SAA	Management: Govt. /NGO	Capacity	Occupancy (As of 15 <sup>th</sup> July)	No. children given in adoption (2010-11)
Sishu Greha, Ram Krishna Mission Road, Kamrup District	NGO	10	14	11
Matri Mandir, Pub Sarania, Kamrup District	NGO	10	17	3
Missionaries of Charity, Kamrup District	NGO	10	25	
Nibedita Nari Sangstha, Silchar District	NGO	10	3	Nil
Children's Home for Girls, Nagaon District	Government	10	4	Nil

**A total of 25 (Twenty Five) Children have been placed in Pre adoption Foster Care.**

### Proposed Specialized Adoption Agencies (for 2011 – 2012)

According to the PAB minutes, the government reported that there were 1 RIPA and 10 SAAs covering 22 districts. Seven out of these ten SAAs have recently being notified, and hence, Non Recurring grant for these 7 SAAs was sought.

On the concerned expressed by the PAB regarding the inadequacy of staff in the SAAs as it is not as per the scheme, the State Government explained that the number of staff had been kept low as there were few children at present. However, as the number of children increased, more staff would be deployed.

<sup>81</sup> Asian Centre for Human Rights. Assam State of Juvenile Justice. <http://www.achrweb.org/reports/india/JJ-Assam-2012.pdf>

<sup>82</sup> Ibid rally Sponsor

However, what is important to note here is that only 2 SAAs are registered and entering data on CARINGS (CARA site), and hence the State was advised to ensure that all SAAs are registered and update information regularly<sup>83</sup>.

### **Proposed Sponsorship Programme (2011 -12)**

Sponsorship support will be provided to families to enable children to continue to remain in the family. The children can be prevented from becoming destitute, rag pickers, forced into Child marriage and forced into child labour. Children within institutions can also be restored to family with sponsorship assistance.

Sponsorship Programme was initially proposed for six districts: Kamrup (Metro), Jorhat, Nagaon, Darrang, Kokrajhar and Barpeta.

The Programme Advisory Board meeting minutes state that “the State has requested for sponsorship grant for 6 districts for deinstitutionalization of Homes and aftercare grant for 2 districts. Secretary, MWCD expressed concern for long term rehabilitation and suggested the State to provide modular trainings and rehabilitation grant to these children so that they can be employed in other government schemes such as Indira Gandhi Matritava Sahayog Yojna (IGMSY) and ICPS<sup>84</sup>.”

### **Existing Open Shelter [in Urban and Semi Urban area]**

Open shelter for homeless children, pavement dwellers, street children, working children, child beggars, child labourers for basic services like sanitation, safe drinking water, education, health care and recreational facilities.

Table 1.11: Existing Open Shelters			
Name of the NGO	Address of the Open Shelter	Capacity	Occupancy
ICCW, Ambari	Hem Baruah Bhawan, opp. Nehru Stadium, Ulubari, Kamrup District	25	30
Nagaon Gram Vikash Parishad	Chakitop, P.O - Chotuhaibargaon Nagaon District	25	51
Sadai Assam Gramya Puthi Bharal Sanstha	Teliapatty, Chanmari Path, Sankardev Nagar, P.O. Haibargaon, District: Nagaon	25	18

<sup>83</sup> Minutes of the 45th PAB Meeting under ICPS held on 11th July 2012 to discuss the financial proposal of Assam

<sup>84</sup> Minutes of the 45th PAB Meeting under ICPS held on 11th July 2012 to discuss the financial proposal of Assam

*The State has requested grants for 3 existing Open Shelters. In principle approval was given for 7 new shelters last year but these have not been set up. The State has recently completed a survey on street children across Assam through a technical resource agency (Jayaprakash Institute of Social Change, Kolkata) and has to assess the results of the same. Therefore, proposal for additional Open Shelters will be submitted based on the findings of the mentioned Survey.*

### Proposed New Children's Institution

Five Children's Institution have been proposed to establish in different districts of Assam.

Table 1.12: Children's Homes		
District	Gender	Capacity
Dibrugarh	For Girls	50 Capacity
Tinsukia	For Boys	50 Capacity
Silchar	for Boys	50 Capacity

There are no Children's Institutions for both boys and girls in Upper Assam to cater to the children in need of care and protection. Children in need of care and protection from Upper Assam are sent to Nagaon Children's Home which already covers 12 districts. It takes over eight hours to reach Nagaon from Upper Assam. Considering these factors it is important to establish Children's Home separately for boys and girls in the districts of Dibrugarh or Tinsukia.

In the Barak Valley (**Silchar**) too there are no children's homes. Taking into consideration the geographical location of the districts with no proper communicational facilities and requiring at least 12 hours or more to travel to the nearest Children's Home in the State, it is incumbent on the State to establish Children's Homes separately for boys and girls in Silchar district. These homes can cater to children from districts of **Silchar**, Hailakandi and Karimganj.

### Observation Homes

Table 1.13: Existing Observation Homes		
Bongaigaon District	For Boys	50 Capacity

There are no observation homes in the Lower Assam region where there are nearly nine districts. All these districts refer the children to the Observation Home at Boko. An Observation Home at **Bongaigaon** to cater to children from the districts of Lower Assam region is an immediate need of the State. It is repeatedly expressed by law enforcing agencies such as the police and the judiciary about the need for establishing an observation home in this region. Because of the practical difficulty encountered by the police in accompanying the children all the way to Boko, which is situated in a distant and remote area, the police state the age of a minor apprehended as major and put him in a lock up! This amounts to violation of the child's rights.



Considering the poor communication network in the State and difficult geographic terrain, the guardians, who are poor, find it very difficult to maintain contact with the children and secure bail in case of Children in conflict with law. It has also been observed that the children are not able to be produced before the Boards for hearing as they need to travel a long distance from the Observation Home to other Districts.

### Shelter Home

**Table 1.14: Existing Shelter Home**  
Baginadi, Lakhimpur District For Boys

### Fund Support Services (CWC, JJB)

As envisaged, The ICPS provides two types of grants for setting up CWCs and JJBs viz, Construction and Maintenance Grant. Under the construction and maintenance grant, the scheme envisages to support State Government in the 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. 1.15: Recurring and Non-Recurring Funds for CWC and JJB during 2009-10 and 2010-11 (₹ Lakh)											
Sl. No.	Component	2009-10					2010-11				
		Non Recurring	Recurring	Total	Central Share	State/ NGO Share	Non Recurring	Recurring	Total	Central Share	State/ NGO Share
1	Maintenance of 27 existing CWCs (excluding construction cost)	35.10	10.77	45.87	41.28	4.59	0.00	24.03	24.03	21.63	2.40
2	Maintenance of 27 existing JJBs (excluding construction cost)	10.80	18.65	29.45	26.51	2.95	12.75	24.03	36.78	33.10	3.68
<b>Total [A]</b>		<b>45.90</b>	<b>29.42</b>	<b>75.32</b>	<b>67.79</b>	<b>7.54</b>	<b>12.75</b>	<b>48.06</b>	<b>60.81</b>	<b>54.73</b>	<b>6.08</b>



As per our calculation, expenditure for one day's sitting for 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 Rs. 94,500. This is based on the norm of Rs 500 as remuneration per member per sitting.

CWC in all the districts in Assam sits twice in a week, so sitting expenditure on all 27 CWCs would amount to Rs. 5,40,000 per month and Rs. 64,80,000 per year.

Likewise, the total expenditure for sitting twice in a week by the JJB for all 27 JJBs would amount to Rs. 2,16,000 per month and Rs. 25,92,000 per year.

### Fund to provide Institutional Care to Children/Juveniles

As provided by the Juvenile Justice (Care and protection) 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, Construction and maintenance Grant for new homes and Maintenance Grant to provide for maintaining existing homes.

#### Route of Fund Flow

In Assam, budget for institutions like children, observation and special homes are disbursed as reimbursement from the SCPS under different heads, viz., food, clothing, sanitary etc. The vouchers of the expenditures incurred in the homes are sent to SCPS and the amount is disbursed by the State Child Protection Society through the issue of cheques.

#### Sanctioned Amount and Expenditure in Kamrup and Nagaon during 2008-09 to 2012-13

Table 1.16: Sanctioned Amount and Expenditure in Kamrup and Nagaon during 2008 -2009 to 2012-2013 (₹)											
Districts	Particulars of Homes	2008-09		2009-10		2010-11		2011-12		2012-13	
		BE	AE	BE	AE	BE	AE	BE	AE	BE	AE
Kamrup	Children Home, Jalukbari	860000	616072	1198000	881672	242800	133950	356768	356768	468000	468000
	Observation Home, Boko	736538	736334	1494300	1009503	1187250	696387	775109	706161	1195069	1097672
	Vagrant & Observation Home, Fatasil Ambari	985750	912408	1567250	1406100	300000	299440	1000000	511507	1874000	694903
Nagaon	Children Home, Nagaon	--	--	--	--	1600000	1600000	1825000	1825000	2009000	2009000

## Child Welfare Committees (CWC)

Child Welfare Committees have been set up in all districts of Assam. Our study area includes three CWCs of Assam.

- The CWC of Karbi Anglong has not received a single case till date but has got a transfer case of two girls rescued from Bengaluru. The CWC has not received any sitting allowance from the beginning. The money that comes in the name of DCPO was not released. According to CWC, Karbi Anglong, the reasons for not getting cases is lack of awareness of the existence of CWC. People do not even know that CWC is functioning. They sit on every Wednesday and if Wednesday is a holiday they sit on Thursday.
- The CWC of Nagaon sits twice in a week, i.e., on Tuesday and Thursday. No other allowance is offered except the sitting allowances. The staff includes five members including a Chairperson, a DTP operator and a clerk. Government does not provide any kind of facilities except some stationery items. The CWC Nagaon has somehow managed a computer for them. The CWC largely encounters abandoned and surrendered children. Four to five cases are found in a week. The Nagaon CWC used to work on foster care albeit there is no foster care in Assam. It dealt with two cases of girls and sent them to foster care.
- The CWC of Kamrup (Metro) sits on every Tuesday, sharing the same office with JJB at the office of the Department of Social Welfare. They get more cases than the CWC (rural) and the number reaches up to 35-36 cases in every month. The cases they used to get include child labour, missing children, child abuse, a few cases of child prosecution and abandoned babies. The CWC is given the assistance of one stenographer and one peon but are not paid up till now. Even the sitting allowance that is paid to the board members is irregular. According to them, it is very slow moving machinery.

**Table 1. 17: Number of Staff in Position in Selected Institutions of Sample Districts**

Sl. No	Particular of Staff	Kamrup				Nagaon	
		Children's Home for Girls', Jalukbari	Children's Home for boys, Fatasil	Observation Home for Girls', Jalukbari	Observation Home for Boys, Boko	Children's Home for Girls', Nagaon	Observation Home for Girls', Nagaon
1	Superintendent	1	1	No separate staff for Observation Home. The staff of the	1	1	No separate staff for Observation Home. The staff of the
2	Asstt. Superintendent	-	-		-	Vacant	
3	Probation Officer	-	-		-	1	
4	Senior Asstt.	1	1		2	1	

5	Junior Asstt.	-	1	Children home looks after them. Eight Ladies Home Guards are appointed on wage basis @ 200 per month.	2	1	Children home looks after them.
6	Civil Surgeon	-	-		-	1 (visits)	
7	ANM	1	-			1 (visits)	
8	House Keeper	1	1			1	
9	Teacher Government	-	1		1	1	
10	Head Master	-	-		-	1	
11	Vocational Teacher	-	1		1	4	
12	Cook	-	1		2	1	
13	Counselor	-	1		-	2	
14	Sweeper	1	1		1	vacant	
15	Berber	-	-		-	vacant	
16	Skilled Helper	-	1		1	-	
17	Warden	-	1		-	-	
18	Chowkidar, Peon	3			2		

## 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 the law. In Assam, all the districts have one Juvenile Justice Board.

- The JJB of Karbi Anglong sits twice in a week. A very typical problem faced by the JJB of Karbi Anglong is children brought from extremist groups. As the members of extremist group belong to the age group of 13-35 years, the police apprehend children below 18 years and send them to JJB. It is difficult for JJB to deal with such children. According to our finding, they have dealt with four cases till 1-2-2012.
- The JJB of Nagaon, like the other JJB in the State, sits twice in a week, i.e., Wednesday & Friday and if necessary they sit on other days also. The Juvenile criminals face the same treatment like that of a general criminal and there is no separate police for juvenile. The Juveniles are treated as ordinary criminals. The other problems of Nagaon JJB are: no juvenile home for boys in Nagaon, no separate prosecutor to start the prosecution case, no separate infrastructure and staff, no system to track the juvenile after the verdict, no financial assistance other than their sitting allowances etc.
- The JJB of Kamrup sits thrice in a week i.e. Monday, Wednesday and Friday. The JJB has three members including the Chairperson, one peon, one Data Processor and a social worker. The cases handled by Kamrup JJB involves rape attempts, forceful early marriage and murder (often considered as accidental death) etc. The juveniles convicted are kept in the observation home at Boko. The main problems faced by the Kamrup JJB include infrastructure, irregular sitting allowances, no contingency etc. Recently the JJB has managed to get some stationery items and a Photostat machine from the Government as a result of putting continuous pressure.

### **Special Juvenile Police Unit**

Setting up Special Juvenile Police Units in every district and city to coordinate and upgrade the police interface with children is provided in The JJ Act 2000. All the Police officers, designated as Juvenile/Child welfare officers in the city, are members of the SJPU. But SJPU is not so active in the districts where the survey was done and there is no separate police for juveniles in these districts. Though the Second officer on Duty is said to be the in-charge of juvenile it is their additional work. When a juvenile and an adult are involved in a crime then no separate investigation is done for the two. The juvenile is treated as ordinary criminal by the police.

Moreover, most people are not aware of the special care and attention given to the juveniles. There are some NGOs (Ashadeep) from which, the Children Welfare Committee gets the information about the children who are in need of care. The CWC decides whether to keep the children in the home or to be sent to their parents.

## ANNEXURE TABLES

Budget Allotment & Expenditure for Vagrant and Observation Home, Fatasil during 2008 -09 to 2012-13										
	2008-2009		2009-2010		2010-2011		2011-2012		2012-2013	
	Outlays	Exp	Outlays	Exp	Outlays	Exp	Outlays	Exp	Outlays	Exp
Salary	218750	207223	285000	274246	300000	299440	420000	376057	1250000	368503
Travel Expenditure	15000	14996	22000	17993	....	....	580000	135450	624000	326400
Office Expenditure	152000	151796	396250	395573	....	....	1441332 (SCPS)	1441332 (SCPS)	78904 (SCPS)	78904 (SCPS)
Minor Works	....	....	5000	5000	....	....	....	....	....	....
Material & Supplies	600000	538393	600000	599862	....	....	2055996 (SCPS)	2055996 (SCPS)	121080 (SCPS)	121080 (SCPS)
Wages	....	....	98000	36500	....	....	318300 (SCPS)	318300 (SCPS)	....	....
Spl. Services	....	....	10000	10000	....	....	....	....	52240 (SCPS)	52240 (SCPS)
Hospitalities	....	....	17000	17000	....	....	....	....	....	....
Machinery Equipments	....	....	84000	84000	....	....	....	....	....	....
Maintenance	....	....	50000	49926	....	....	....	....	....	....
<b>TOTAL</b>	<b>985750</b>	<b>912408</b>	<b>1567250</b>	<b>1406100</b>	<b>300000</b>	<b>299440</b>	<b>4815628</b>	<b>4327135</b>	<b>2126224</b>	<b>947127</b>

Budget Allotment & Expenditure for Vagrant and Observation Home, Boko during 2008 -09 to 2012-13										
	2008-2009		2009-2010		2010-2011		2011-2012		2012-2013	
	Outlays	Exp	Outlays	Exp	Outlays	Exp	Outlays	Exp	Outlays	Exp
<b>Wages</b>	72000	72000	329300	248300	658000	249000	284648+ 54900 from SCPS	270600	312000+ 54000 from SCPS	267698
<b>Travel Expenditure</b>	5000	4990	35000	35000	18000	17980	....	....	....	....
<b>Office Expenditure</b>	368535	368534	130000	130000	261250	245323	81428 (SCPS)	81428	344901 (SCPS)	344901
<b>Material &amp; Supplies</b>	291003	290810	1000000	596203	250000	183884	354133 (SCPS)	354133	484168 (SCPS)	484168
<b>TOTAL</b>	<b>736538</b>	<b>736334</b>	<b>1494300</b>	<b>1009503</b>	<b>1187250</b>	<b>696387</b>	<b>775109</b>	<b>706161</b>	<b>1195069</b>	<b>1096767</b>

Budget Allotment & Expenditure for Vagrant and Observation Home, Boko during 2008 -09 to 2012-13										
	2008-2009		2009-2010		2010-2011		2011-2012		2012-2013	
	Outlays	Exp	Outlays	Exp	Outlays	Exp	Outlays	Exp	Outlays	Exp
Wages	72000	72000	329300	248300	658000	249000	339548	270600	366000	267698
Travel Expenditure	5000	4990	35000	35000	18000	17980	-	....	....	....
Office Expenditure	368535	368534	130000	130000	261250	245323	81428	81428	344901	344901
Material& Supplies	291003	290810	1000000	596203	250000	183884	354133	354133	484168	484168
Machinery & Equipments	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Maintenance	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
<b>TOTAL</b>	<b>736538</b>	<b>736334</b>	<b>1494300</b>	<b>1009503</b>	<b>1187250</b>	<b>696387</b>	<b>775109</b>	<b>706161</b>	<b>1195069</b>	<b>1096767</b>

Budget Allotment & Expenditure for Children Home, Jalukbari during 2008 -09 to 2012-13										
	2008-2009		2009-2010		2010-2011		2011-2012		2012-2013	
	Outlays	Exp	Outlays	Exp	Outlays	Exp	Outlays	Exp	Outlays	Exp
Wages	83000	81100	324000	166800	168000	59150	356768+228867 from SCPS	585635	468000+10000 from SCPS	478000
Travel Expenditure	25000	24995	18000	17986	-	....	....	....	....	....
Office Expenditure	152000	151994	261000	199190	74800	74800	1491331 (SCPS)	1491331	97188 SCPS	97188
Material& Supplies	600000	357983	10000	....	....	....	1247452 (SCPS)	1247452	582503 SCPS	582503
Machinery & Equipments	....	....	85000	....	....	....	3324418	3324418	1157691	1157691
Maintenance	....	....	500000	497696	....	....	....	....	....	....
<b>TOTAL</b>	<b>860000</b>	<b>616072</b>	<b>1198000</b>	<b>881672</b>	<b>242800</b>	<b>133950</b>	<b>356768</b>	<b>356768</b>	<b>468000</b>	<b>322050</b>

Budget Allotment & Expenditure for Children Home, Nagaon during 2008 -09 to 2012-13										
	2008-2009		2009-2010		2010-2011		2011-2012		2012-2013	
	Outlays	Exp	Outlays	Exp	Outlays	Exp	Outlays	Exp	Outlays	Exp
Salary	The budget was lost,the Authority could not furnish		The budget was lost,the Authority could not furnish		1051000	1051000	1075000	1075000	1275000	1275000
Travel Expenditure					7000	7000	7000	7000	6000	6000
Office Expenditure					10000	10000	11000	11000	10000	10000
Material& Supplies					505000	505000	705000	705000	700000	700000
Minor Works					27000	27000	27000	27000	18000	18000
TOTAL					1600000	1600000	1825000	1825000	2009000	2009000



Notes

## Notes

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Notes